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University of Cape Town
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Understanding the unintended consequences of
a capacity building program:
"Development Discourse" or "Planning Tools".

A dissertation presented in fulfilment
of the requirements for the Degree of

Master of Philosophy

by

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This work has not been previously submitted in whole, or in part, for the award
of any degree.

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Abstract

Capacity building programmes facilitated by development non-governmental organisations (NGOs) often fail to achieve their expected outcomes, resulting instead in a series of unintended consequences. These unintended consequences become legible when viewed as instrumental elements in the resultant constellation of the 'truths' of the development discourse that shape these capacity building programmes. This study identifies two unintended consequences of a capacity building programme facilitated by a rural support NGO. Firstly, the fact that the development discourse stresses the importance of people's empowerment and participation, results in processes which are more successful at assisting people to acquire the development discourse than training people in specific skills and to apply specific tools. Secondly, that the power relations between institutions operating within the development discourse, result in contradictions in the development practice of NGOs, such as the use of specific tools whose requirements are incompatible with the truths of the participatory development discourse within which most NGOs operate.

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Contents

<u>Chapter One</u>	1
Introduction	
<u>Chapter Two</u>	8
Research Methodology	
<u>Chapter Three</u>	31
Discourses of Development, Organisational Development and Training	
<u>Chapter Four</u>	84
The Capacity Building Process	
<u>Chapter Five</u>	108
Identifying the Unintended Consequences of the Capacity Building Processes	
<u>Chapter Six</u>	153
Understanding the Unintended Consequences of the Capacity Building Processes	
<u>Bibliography</u>	177
<u>Appendices</u>	182

CHAPTER 1

INTRODUCTION

During the six years that I have worked in training rural development initiatives in South Africa I have been aware that the training I have been instrumental in planning and delivering has not resulted in the expected outcomes. In the sense that the training did not result in the expected outcomes, it can be termed a failure. However, even "failed" interventions produce effects, even if these effects "occur unconsciously, behind the backs or against the wills of the "planners" who may seem to be running the show" (Ferguson, 1990:20). In his book *The Anti-politics Machine*, James Ferguson shows how development interventions that fail to achieve their set objectives, have important and unplanned effects on the lives of the people they call their target group. These are the unintended consequences of a development intervention (Ferguson, 1990:20). Ferguson shows how these unintended consequences of a failed development intervention "become legible in another perspective as unintended yet instrumental elements in a resultant constellation" (Ferguson, 1990:20-21).

Realising that the capacity building processes my organisation planned, designed and delivered had failed to produce the expected results led me to ask three questions:

- What were the actual results of the capacity building interventions?
- Why did the capacity building interventions produce these actual results and not the expected outcomes?
- How can the capacity building interventions be made more successful in achieving the expected outcomes?

Answering all three questions is beyond the scope of this thesis, and I shall therefore concentrate on the first and second questions. I shall investigate the outcomes of the capacity building processes I designed and implemented with two rural community based development organisations in the Northern Cape Province – Namakwa Katolieke Ontwikkeling (NAMKO) and Katolieke Ontwikkeling Oranje Rivier (KOOR). I shall then analyse the extent to which they meet the expected outcomes, identify the unintended consequences of the processes, and offer an explanation of the mechanism through which these unintended consequences were produced. This

introduction outlines briefly the shifts in my orientation towards these questions, touching on the theoretical frameworks that were available to me.

I designed and implemented NAMKO's and KOOR's capacity building processes while working for a non-governmental organisation called Rural Development Support Programme (RDSP). RDSP is an organisation that aims to build the organisational, management and skills capacity of community based organisations in rural areas, so that they are more effective development agents. RDSP is a Catholic organisation affiliated to the Development and Welfare Agency of the Southern African Catholics Bishops' Conference. It works in the rural areas of the Northern Cape, Western Cape and Eastern Cape provinces. As RDSP's Training Co-ordinator, I was and continue to be responsible for the development of all our training materials and capacity building processes.

In 1996, I wished to evaluate the effectiveness of the process RDSP followed with rural development community based organisations. I was aware that we were not achieving what we expected to achieve. I wanted to understand what we were achieving and why. I decided that I could not adequately evaluate the effectiveness of RDSP's capacity building processes through a conventional internal evaluation of RDSP's work as this would be too subjective and superficial. I needed to disembody myself from the discourses that were constructing our work in the NGO field, and realised that academic study would enable me to undertake this process of 'disembedding'. Academic research has rigorous and clear standards for interpreting and working with data, and offers a range of theoretical frameworks from which to view and engage with data. Working within academic discourses would expose my assumptions, enable me to view RDSP's capacity building processes from a different perspective and challenge me to search for a comprehensive explanation for the outcomes of RDSP's capacity building processes.

Embarking on and completing this study has been an exciting and eventful journey. When I began my journey at the beginning of 1996, I had been working for RDSP for 4 years and had been the Training Co-ordinator for 2 years. I started as RDSP's Training Co-ordinator with no experience or qualifications in the development of training materials or the facilitation of capacity building processes. My formal training was a Bachelor of Science degree majoring in Chemistry. My only work experience was a one year post at a NGO called Catholic Welfare and Development (CWD). This post was to research the abuse of women in South Africa and to write a community manual to assist abused women and those working with them to deal with the abuse.

In 1991, the Co-ordinator of CWD asked me to take over a project that had been limping along for five years. This project was called Catholics For Service (CFS), which was later to become RDSP. CFS was not a CWD project but was under the protection and guidance of CWD.

CFS aimed to place volunteers in rural areas to assist in building the development infrastructure of the rural areas. It had failed in its mission, but there was money left over and the funders wanted the project to be turned around. My job was to turn CFS around. I had to stay true to its mission but had to find a new method for achieving this mission. I began by running a pilot programme to test the idea that CFS could act as a rural development personnel agency. CFS could find suitable candidates to fill development posts in rural areas and then provide successful candidates with the support they needed in their new positions. The pilot programme failed. The results of the pilot programme showed that importing skilled people into rural areas was not the answer. Rural areas had a weak development infrastructure and a few skilled people and CFS were not going to solve this fundamental problem. Fortunately, trying to figure out where to go next, was not my sole responsibility this time. In 1992, CFS employed an Assistant Co-ordinator to assist me. Together we looked at the results of the pilot programme and tried to decide where to go from there.

We decided to change course entirely and to develop a service to assist rural community based development organisations to become successful development agents through developing their organisational, management and development skills. We decided to start training people in rural areas and to assist people in rural areas to establish community based development organisations, believing that the only way to effectively build the rural development infrastructure was to build what we called the development 'capacity' of rural people. In 1993 CFS became RDSP and I became the Training Co-ordinator. The Co-ordinator and I worked together as a team, sharing all the challenges, discussing all the opportunities and implementing all our ideas side-by-side. During this period in South Africa, the African National Congress (ANC) and the National Party government were finalising the terms of South Africa's move from an apartheid state to a democratic state. In 1994 the first democratic elections were held, the ANC won and Mandela became president. Within the NGO world, the focus shifted from the struggle against apartheid to the reconstruction of South Africa. The ANC government was committed to implementing the Reconstruction and Development Programme (RDP), and RDSP was committed to this reconstruction process. We saw ourselves as contributing to the reconstruction process in South Africa. From 1993 to 1998, the Co-ordinator and I were RDSP. We learnt together through doing and trying.

We read books and papers, attended any meeting or training course we thought could help us and listened to the advice we received from CWD. By 1996, I wanted to know how successful our new approach was. I believed that we were doing 'the right thing', but was aware that we were not achieving the expected outcomes. This is when I turned to the academic research process to enable me to understand the outcomes of our capacity building processes and why these outcomes occurred.

My first task was to develop a research proposal in which I formulated my research question and identified a theoretical framework that would enable me to answer this question. This proved to be a difficult task. I knew what I wanted to ask and why I wanted to ask this question. I did not know how to translate this question into a format that would be acceptable within academic discourse. I started by focussing on the fact that we were trying to teach people new concepts and that we wanted people to learn new concepts. Therefore, I looked for a theoretical framework that would help me to understand how people learn new concepts. Concentrating on the work of Vygotsky, I based my understanding of the cognitive processes necessary for the successful learning of new concepts in Vygotsky's understanding of the process of internalisation. According to Vygotsky, new concept structures are developed through a process of internalisation of social communication, where new concepts are initially experienced at a social or interpsychological level and then at an inner or intrapsychological level (Bradbury and Craig, 1991:173). Vygotsky asserts that this process of internalisation needs to be mediated by someone who is more capable at the learning task than the learner. The mediator guides the learner within their zone of proximal development from their initial understanding of the learning task to their potential understanding of the learning task (Vygotsky, 1978:86). Within this Vygotskian framework, I became concerned with identifying the conditions necessary for the successful mediation of internalisation of new concepts by learners within their zone of proximal development. I was concerned with both the processes necessary for the successful learning of new concepts and the social or interactive processes necessary to facilitate the successful learning of new concepts. At this point I formulated my research question in terms of the conditions necessary for the successful learning of new concepts.

When I reviewed my research data, I realised that the Vygotskian framework I was using to try to unlock my data was limited. It was not helping me to interpret my data. Vygotsky identifies the key role played by social interactions in the learning process, but does not provide a framework for understanding the rules that govern these social interactions and the effect this has on the learning process. At this point, I turned to

discourse theory and found Gee's ideas, in his book *Social Linguistics and Literacies – Ideology in Discourse* (1990), on the acquisition versus the learning of discourses fascinating. When filtering my data through Gee's ideas, I started to see a pattern emerge. My data started to reveal that while we had been teaching skills and concepts, we had also been "apprenticing" people in the development discourse. My data showed that we had been more successful in assisting people to **acquire** the development discourse than we had been in assisting them to **learn** specific skills. In order to understand the information emerging from my data more fully, I realised that I needed to understand the notion of discourse more clearly.

In *The Anti Politics Machine* (1990), Ferguson shows how the continuous implementation of the same failed development models in Lesotho can be explained by understanding the workings of the development discourse. He explains how the unintended consequences of the failed development models make sense and serve a purpose within the development discourse (Ferguson, 1990:20-21). At this point, I began to look at my data in terms of expected outcomes and unintended consequences that could be explained in terms of discourse. I now needed to understand the development discourse I was operating in, in order to understand how this discourse had determined the capacity building processes I had designed and implemented and affected the outcomes of these capacity building processes. In his book, *Encountering Development – the making and unmaking of the Third World* (1995), Arturo Escobar plots the evolution of the 'development discourse'. Escobar, drawing on Foucault, argues that development discourse is based in the modern Western knowledge system (Escobar, 1995:11) and has created an "efficient apparatus for producing knowledge about, and the exercise of power over, the Third World" (Escobar, 1995:9). He asserts that an important part of the development apparatus is the institutions that manage, deliver and evaluate development in the world. These institutions range from universities full of experts who study and theorise about development, international lending organisations such as the World Bank, First and Third World governments to non-governmental organisations (Escobar, 1995:41). I realised that I work within an institution that forms part of the development apparatus and which contributes to, perpetuates and operates within the development discourse. The development discourse I work within affects how I plan and deliver capacity building processes and how I define the success of these capacity building processes in complex and quite hidden ways. My theoretical framework had now shifted from cognitive theory and a concern with the cognitive processes involved in learning new concepts during the capacity building process, to discourse theory and an analysis of

the expected outcomes and unintended consequences of the capacity building process in terms of development discourse. My research question now returned to the questions I had asked when starting this study. My research question now is – what are the outcomes of RDSP's capacity building processes and why do these outcomes occur?

In this study, I have researched my own practice. This has been an interesting and challenging experience. Throughout this study, I have had to distinguish between my role as researcher and that of practitioner. There were some disadvantages involved in researching my own practice. I did not find it difficult to look at my work with a critical eye and to identify the shortcomings of my work. I wanted to do this. However, I did find it difficult to start questioning the beliefs and assumptions that underpinned my work. It was difficult to identify these beliefs and assumptions, because I take them for granted and so do not see them. I felt a bit like Alice stepping through the looking glass. I could no longer just assume that certain things were true and therefore unquestionable. I had to be prepared to question everything. Fortunately, I was researching the work I did with NAMKO and KOOR from 1992 to 1997. By the time I did my research in 1998 and evaluated my research in 1999, I was no longer the RDSP staff member responsible for working with either NAMKO or KOOR. This provided me with some distance from NAMKO's and KOOR's capacity building processes and allowed me to start looking back at the capacity building processes I had followed with these organisations as a part of history. This helped me to define the beginning and the end of the processes I was studying and to re-construct my beliefs and assumptions while following these processes. The major advantage of being the researcher of my own practice is that my research has had a direct impact on my work. The discoveries I have made during this study have changed and, I believe, improved my practice. The way in which I design and implement capacity building processes has changed in some fundamental ways. I discuss these in detail at the end of this thesis.

My findings have also highlighted some of the contradictions in the development practice of NGOs due to the power relationships between the development institutions operating within the development discourse. As the development discourse is one of the discourses within which RDSP was operating, I have described the development discourse of South African NGOs in some detail in this study. I believe that understanding the 'truths' of the development discourse within which they are operating and how these 'truths' shape their practice, will assist NGOs to effectively

evaluate their development practice and make 'conscious' decisions regarding their practice. Operating unconsciously within the development discourse results in NGOs accepting the contradictions inherent in the development discourse, and prevents them from effectively challenging these contradictions and the discursive practices of the powerful institutions that perpetuate these contradictions. I believe that understanding the 'truths' of the development discourse within which they operate will 'empower' NGOs to challenge the discursive practices of powerful institutions more effectively. The description of the South African NGO development discourse and the power relations between institutions operating within the development discourse contained in this study, provides NGOs with a starting point to identify and understand the 'truths' of the discourse that shapes their development practice.

This thesis is divided into six chapters. In the second chapter, I explain my research methodology. I explain how I conducted my research and why I chose this research method in order to identify and understand the outcomes of the capacity building processes RDSP followed with NAMKO and KOOR. The third chapter presents my theoretical framework. In this chapter, I explore the development, organisational development and training discourses and show where RDSP is placed within these discourses. The fourth chapter describes the capacity building processes RDSP followed with NAMKO and KOOR. I describe the capacity building processes we facilitated and show how these processes were shaped by the 'truths' of the discourses within which RDSP was operating. In the fifth chapter, I present my research data and my analysis of this data. I identify the extent to which the expected outcomes of the capacity building processes were achieved and the unintended consequences of these processes. In chapter six, I explain why these unintended consequences occurred. I show how these unintended consequences become 'legible' when viewed as 'instrumental elements' in the 'resultant constellation' of the discourses within which RDSP was operating. I also explain how the learning of this study has impacted on my practice and the changes I have made in the way I design and implement RDSP's capacity building processes, as well as my recommendations for RDSP and similar organisations based on my findings.

CHAPTER 2

RESEARCH METHODOLOGY

In this chapter I explain how I conducted my research and the research methodology I chose in order to identify and understand the outcomes of the capacity building processes RDSP facilitated with Namakwa Katolieke Ontwikkeling (NAMKO) and Katolieke Ontwikkeling Oranje Rivier (KOOR).

In this study, I am interested in identifying and understanding the unintended consequences of RDSP's capacity building processes. I therefore wanted to test the extent to which the expected outcomes of RDSP's capacity building processes had been achieved and to identify any unintended consequences of these processes. It was not possible to research all the capacity building processes RDSP had followed with rural development organisations. I chose to focus on the organisations NAMKO and KOOR, because they are sufficiently similar to allow me to compare the results of my research with each organisation. RDSP had also run a comprehensive capacity building process with both organisations that could be expected to yield the outcomes that I wanted to study.

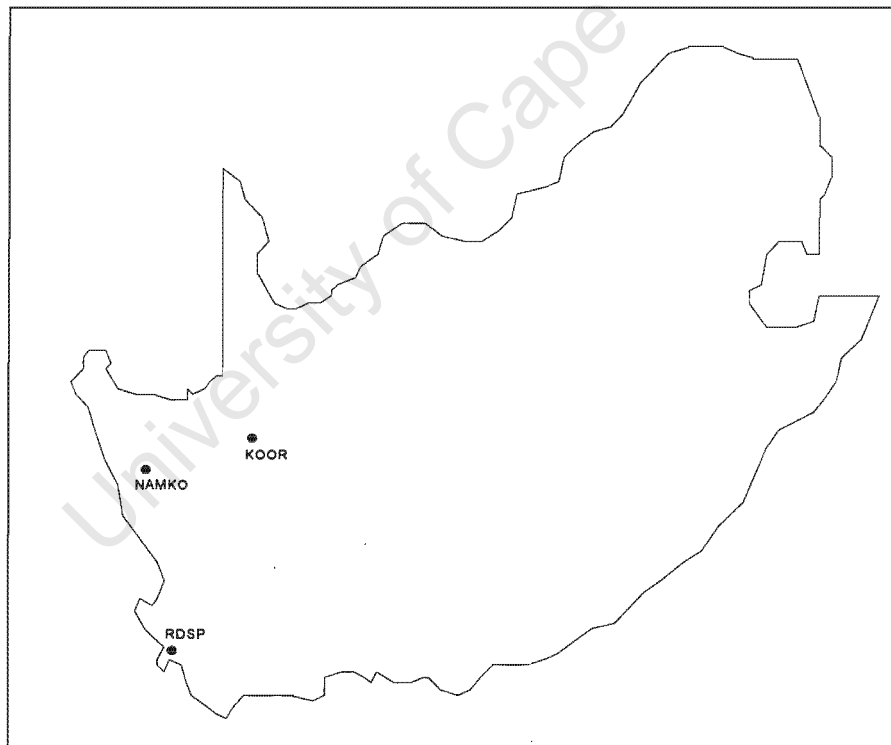
I focused on the capacity building processes followed with NAMKO and KOOR between 1994 and 1998, which aimed to train NAMKO and KOOR staff in a number of different organisational, management and development skills. It is beyond the scope of this study to test all the skills we aimed to develop in NAMKO and KOOR and I had to focus my research on only two of the skills we aimed to train. I chose planning skills and budgeting skills because these are important skills in ensuring the effective functioning and sustainability of organisations, and are skills that RDSP focused on throughout the process followed with each organisation. Therefore, my research aimed to test NAMKO and KOOR staff's planning and budgeting skills in order to determine the extent to which the expected outcomes of the planning and budgeting training processes had been achieved and to identify any unexpected consequences.

I shall begin this chapter by explaining the context within which I conducted my research, describing the type of organisations NAMKO and KOOR are and where they are based. I shall then present the research method I used and explain why I chose to use this method. Following this, I shall explain the reasons why I chose to conduct my research with NAMKO and KOOR. I shall then present the research techniques I used.

I shall explain why these research techniques were appropriate and why they have provided data that is valid, reliable and precise enough to enable me to answer my research question. Finally, I shall present the coding method I used to analyse the data. I shall explain why I used this coding method to reveal the patterns embedded in the detailed data I had collected.

Description of NAMKO and KOOR

NAMKO and KOOR are based in the Northern Cape Province, South Africa's largest and most sparsely populated province. As in most provinces, poverty levels and unemployment are high. According to Statistics South Africa 38% of people living in the Northern Cape live below the poverty line (2000:25). NAMKO is based in Okiep in Namaqualand on the West Coast of the province and KOOR is based in Keimoes in the Lower Orange River Region (40km from Upington) in the centre of the province.



Position of NAMKO and KOOR in SA.

Namaqualand is a semi-arid area rich in diamonds, copper and wild flowers. The main employers are the mines. However, many of the copper mines have closed down because they are no longer economically productive and economists predict that the remaining copper mines will also close down within the next decade, leading to ever increasing unemployment. Keimoes is on the fertile banks of the Orange River where dates, grapes, mielies and cotton are farmed. These farms employ many seasonal workers but few permanent staff. Beyond the fertile flood plain of the Orange River, the land is dry, hard and barren. Although Namaqualand and the Keimoes area differ in terms of geography, they share the same type of problems, including unemployment, low household income levels, poor infrastructure, and the social problems of alcoholism, drug abuse, child abuse, domestic violence, a high teenage pregnancy rate and a high school drop out rate. NAMKO and KOOR attempt to address these problems through their development programmes.

NAMKO and KOOR are community based organisations, meaning that they are both based in the community they serve and are managed by representatives of this community. Both have similar structures, with three to four staff members and management committees of between six and eight members. Both the staff and management committee members are members of the community served by the organisation. NAMKO and KOOR are also both Catholic organisations. The fact that NAMKO and KOOR are both Catholic community based organisations results in them sharing a common purpose.

The broad stated purpose of both NAMKO and KOOR is to alleviate poverty through development. NAMKO and KOOR aim to address the needs and problems of the communities they serve through encouraging, supporting and initiating development projects and programmes in these communities. For NAMKO and KOOR, development is not a political issue, a social movement or an economic solution. Instead, development is part of their Christian duty as Catholics. This duty has its roots in Christ's teachings in the Bible and is re-iterated in the social teachings of the Catholic Church and in the Pastoral Plan of the Southern African Church. In the Bible, Christ teaches that it is the duty of every Christian to love their neighbour as they love themselves. Christ teaches that Christians especially express this love through feeding the hungry, clothing the naked, helping the blind and taking care of anyone who is less fortunate than themselves. The social teachings of the Catholic Church state that the development of the whole person is important (Byrne, 1983:6). The Church's social teachings also stress the importance of working for the common good, i.e., that all

people must ensure that they do not meet their needs at someone else's expense (De Sousa, 2000:10). The vision of the Southern African Catholic Bishops' Conference's Pastoral Plan, the plan that provides Southern African Catholic congregations with guidelines for putting Christ's teaching to love our neighbour into practice, is "Community serving humanity" (SACBC, 1989). NAMKO and KOOR believe that they are fulfilling their Christian duty to love their neighbours, to serve their neighbours and to alleviate their neighbours' suffering through development. NAMKO and KOOR are working towards achieving the development of the whole person and the common good through development, and can be seen as a "community serving humanity" through development.

Both organisations have a similar target group and similar development programmes and projects. The target group of both NAMKO and KOOR are the poor people in the community in which they are based and in the communities within about a 100km radius of their base. However, the development projects and programmes of both tend to be more targeted at youth and women. Both have youth development programmes which aim to build youth structures in the area they serve, develop the life skills and leadership skills of local youth, provide youth with hard skills such as computer skills and media skills, and provide the youth with relevant information such as career guidance information. KOOR has a women's development programme that aims to develop the capacity of local women to address their problems and take control of their lives through making women aware of their rights, providing women who are victims of domestic violence and rape with an advice and referral service, providing women with skills training and supporting women's development initiatives, especially income-generating projects. NAMKO also has a special focus on young women, providing them with skills training that will enable them to start income-generating activities. NAMKO then support these young women's income-generating projects. Both NAMKO and KOOR also support other income generation projects, such as the brick-making project supported by NAMKO and the reed project supported by KOOR. NAMKO and KOOR also provide a general advice and referral service to the local community, providing advice regarding pensions, to applying for identity documents, to accessing specialist care for children with disabilities.

Research Method

I developed my research method fairly intuitively. I had just started to realise that the theoretical framework of cognition theory, although very interesting, was not helping me to answer my research question - what are the outcomes of RDSP's capacity building processes and why do these outcomes occur? I decided to go ahead and embark on a process of data collection and see what the data revealed. As I was feeling unsure about how to apply the theoretical framework of cognition theory to my research question, I did not use cognition theory as a framework for developing my research method. Instead, I looked at the question I was asking and thought about the information I would need to answer this question.

I decided that I needed two different types of information to answer my research question. Firstly, I needed information on the planning and budgeting skills of each NAMKO and KOOR staff member. This would enable me to determine the extent to which RDSP had been successful in training the staff in planning and budgeting skills and to identify any unintended consequences of our capacity building process. Secondly, I needed information on the capacity building process itself, so that I could understand **how** the capacity building process produced the unintended consequences identified. I used two different research methods to gather the information I needed. I used an **experiment** to collect data on the staff's planning and budgeting skills and did an **historical reconstruction** of the capacity building processes followed with NAMKO and KOOR to provide data on the capacity building processes. In both methods, I was concerned with collecting primary data, i.e. " 'new' data used to answer a specific research question" (Blaikie, 2000:183).

In the experimental phase of my research, I was testing the outcomes of events that had already happened. I was testing the outcomes of the capacity building processes we had followed with NAMKO and KOOR between 1992 and 1998. In this sense, I was involved in conducting a historical study (Blaikie, 2000:229) and ex post facto research (Cohen and Marion, 1989:176). During this experimental phase, I was concerned with producing a description of NAMKO and KOOR staff's planning and budgeting skills. I, therefore, used qualitative research techniques (Blaikie, 2000:232). I conducted my research in an artificial setting (Blaikie, 2000:187) by setting up an experiment in which NAMKO and KOOR staff members were asked to complete planning and budgeting tasks that they were expected to do as part of their work, and placed restrictions on the completing of the tasks. I stipulated that the tasks had to be

completed alone without the assistance of other staff members, that the tasks had to be completed within a specific time and that no prior preparation could be done. I also observed the completing of the tasks. These planning and budgeting tasks are my primary unit of analysis (Bernard, 1994:35). It is the data collected on the completion of the planning and budgeting tasks that enables me to identify the unintended consequences of the capacity building processes RDSP facilitated with NAMKO and KOOR.

The experimental method I used tested the individual skills of NAMKO and KOOR staff members. Asking the staff members to complete the tasks individually was an artificial situation, as the staff would usually complete any planning and budgeting tasks together. In retrospect, it would have been interesting to have included a group task and to have observed the difference in the plans and budgets produced by individuals with the plans and budgets produced by the group. As the staff tend to work out their plans and budgets together, the data collected on the completion of the group task, would have revealed the planning and budgeting capability of NAMKO and KOOR as organisations more accurately. However, I do not believe that conducting group tasks would have produced data that revealed very different or additional unexpected outcomes, than has been revealed by the data collected from the individual tasks.

In the historical reconstruction phase of my research, I conducted my research in the setting of social artefacts (Blaikie, 2000:287). These social artefacts were all the documentation RDSP had relating to the capacity building processes we had followed with NAMKO and KOOR from 1992 – 1998. These documents included the outlines of the sessions, reports on the sessions and consultation notes. Using these documents I plotted detailed timelines of the training processes followed with NAMKO and KOOR (see Appendices 4 and 5). I then did both a qualitative and quantitative analysis of these timelines. In my qualitative analysis, I reconstructed the 'story' of the capacity building processes. I did this to understand the development of the capacity building process and to get a sense of the shifts in the focus of the capacity building processes. In my quantitative analysis, I plotted the number of visits we made to NAMKO and KOOR and counted the number of organisational development, skills training and consultation sessions we ran. I did this to understand the type of processes we had followed and the extent to which these processes were organisational development, skills training and consultation processes. The data collected through this historical reconstruction of the capacity building processes RDSP facilitated with NAMKO and

KOOR enabled me to understand why these capacity building processes resulted in the unintended consequences identified in the experimental phase of my research.

When I started to look at my data through the lens of discourse theory, I realised why the two phases of my research were both necessary and important. In looking at the results of the planning and budgeting tasks from a discourse perspective, I needed to understand the processes that set up the conditions that produced these results. Therefore, the planning and budgeting tasks that were my primary unit of analysis needed to be situated within the broader framework of the historical reconstruction of the capacity building processes.

Reasons for conducting my research with NAMKO and KOOR

The reasons why I chose to conduct my research with NAMKO and KOOR fell into two main categories. Firstly, reasons relating to the capacity building processes RDSP facilitated with NAMKO and KOOR. Secondly, reasons relating to the type of organisations NAMKO and KOOR are.

RDSP worked with NAMKO and KOOR from 1994 – 1998. We were instrumental in the establishment of NAMKO and KOOR and continued to provide both organisations with organisational development training and support once they were established. I chose to study the capacity building processes facilitated with NAMKO and KOOR for the following reasons:

- RDSP followed an intensive and comprehensive capacity building process with both organisations over a number of years. Therefore, these capacity building processes could be expected to produce clear outcomes that could be tested and measured.
- RDSP had documented the capacity building processes followed with NAMKO and KOOR. This detailed documentation of the capacity building processes made it possible for me to plot a detailed time line of the capacity building processes. Therefore, it was possible to analyse the capacity building processes.
- RDSP was the only organisation that had provided NAMKO and KOOR with training in organisational, management and development skills during the research period, which included training in planning and budgeting skills. None of NAMKO's and KOOR's staff had any previous training or experience in planning and budgeting. NAMKO and KOOR are based and work in 'isolated' areas, in which

few other development organisations operate. Therefore, NAMKO and KOOR staff's planning and budgeting skills could be attributed to RDSP's capacity building processes.

NAMKO and KOOR are similar and comparable organisations. I chose to study the outcomes of the capacity building processes facilitated with them for the following reasons:

- NAMKO's and KOOR's staff are homogenous in terms of culture, language and religion. These variables would not affect the results of my research. Therefore, any differences in the staff's planning and budgeting skills would not be due to differences in these variables.
- NAMKO and KOOR have a similar purpose, structure, development programmes and organisational culture. NAMKO's and KOOR's staff have a similar understanding of the purpose of a community based development organisation and how such an organisation functions. Therefore, any differences in the staff's approach to planning and budgeting would not be due to a difference in their understanding of the purpose and functioning of the organisational framework within which they do this planning and budgeting.
- NAMKO's and KOOR's staff are representative of RDSP's target group in terms of gender, age, education and development experience. The staff comprise of four women and four men who fall into three main age groups – youth of about 21, young adults of about 33 and older adults of over 45 years old. Their formal education ranges from Std.6, to matric, to college tertiary education. Their level of development experience at the time at which the research was done ranged from very little experience (working as a development worker for less than a year), to a fair amount of experience (working as a development worker for just over 2 years), to a lot of experience (working as a development worker for over 4 years). Therefore, any differences in the staff's planning and budgeting skills that can be attributed to differences in gender, age, education or development experience would be differences that RDSP could expect to see in our work with our target group. These are differences that RDSP would need to take into account when designing and facilitating future capacity building processes.

Research Techniques

In the historical reconstruction phase of my research, I only used one research technique. I developed detailed timelines of the capacity building processes facilitated with NAMKO and KOOR, using the documentation RDSP had relating to the processes we facilitated with them. In the experimental phase of my research, I used three research techniques – a self-administered questionnaire, a task and a semi-structured interview. The self-administered questionnaire was designed to test the assumptions I made in my research design and to test for any differences between NAMKO's and KOOR's staff members that could impact on the results of the research or account for any differences in the research results. This questionnaire was administered before the task. The tasks were designed to test NAMKO and KOOR staff's planning and budgeting skills. The interviews were designed to enable me to probe why people did things in a certain way during the tasks and determine their evaluation of their performance of the task. The interviews were conducted on the completion of each task.

I did the experimental research in two stages, each lasting one week. In the first stage I administered the questionnaire and asked NAMKO's and KOOR's staff members to complete a planning task, after which I interviewed them. In the second stage, I asked the staff to complete a planning and a budgeting task, after which I interviewed them.

Self-administered Questionnaire

I used the self-administered questionnaire to obtain information I needed to test the assumptions I had made in the design of my research. When stating the reasons for choosing to conduct my research with NAMKO and KOOR, I made a number of assumptions. I assumed that RDSP was the only organisation to train the staff in planning and budgeting skills, that the staff were homogenous in terms of culture, language and religion and that the staff are representative of RDSP's target group. The data I collected through the self-administered questionnaire allowed me to test the accuracy of these assumptions. I also used the questionnaire to test for any differences between NAMKO's and KOOR's staff members that could impact on the results of the research or account for any differences in the research results. The data I collected through the questionnaire allowed me to compare the staff members and to identify any factors that could account for differences in the staff's ability to complete the tasks. The questionnaire also enabled me to investigate the staff's assessment of

their own skills and understanding of the relationship between NAMKO or KOOR and RDSP.

I chose to use a self-administered questionnaire for two reasons. Firstly, as the questionnaire's purpose was to collect background information, it did not matter what order the staff answered the questions in and the questions were very simple and did not require major interpretation. Therefore, two of the major disadvantages of the self-administered questionnaire, that respondents will look ahead, influencing their answers to the questions and will misinterpret the questions (Bernard, 1994:261-2), were not an issue in this case. To ensure that the staff would easily understand the questions, I 'back' translated the questionnaire. I wrote the questionnaire in English and had it translated into Afrikaans. I then asked another translator to translate it back into English and checked to see that the first translation into Afrikaans was accurate (Bernard, 1994:275). Secondly, the staff could complete the questionnaire at the same time, reducing the amount of time required for the administering of the questionnaire. I administered the questionnaire to all the staff at the same time at the start of my research. The staff were given two hours to complete the questionnaire.

I divided the questionnaire into the following six sections (see Appendix 1 for the full questionnaire):

1. Background information, in which I asked for personal details such as name, age, gender, marital status and number of children. This information enabled me to show that the staff are representative of RDSP's target group. In this section, I also asked the staff to fill in their place of birth and all the places they have lived since their birth. This information enabled me to show that the staff all came from the same area and shared the same cultural background.
2. Work experience, in which I asked the staff to furnish the details of the jobs they had held while at school and since leaving school, and the organisations they had belonged to while at school and since leaving school. This information enabled me to determine the level of the staff's previous organisational management and development experience. It also helped me to test whether my assumption that the staff had no previous experience in planning and budgeting was true or not.
3. Educational qualifications and training, in which I made a distinction between formal education and non-formal education. In terms of formal education, I asked about the highest standard they had passed at school and any tertiary education they had received. In terms of non-formal training, I asked about the training

workshops and courses they had attended. This information enabled me to test my assumption that they had received training in planning and budgeting skills from RDSP only.

4. Personal, in which I asked the staff to evaluate their own abilities and to identify their skills. In this section, I also asked the staff where they would like to be in five years time, what they like about their present job and to describe their ideal job. The answers to these questions showed me if the staff think that they have good planning and budgeting skills and whether the skills the staff feel they have are the skills needed for successful planning and budgeting. The staff's answers to these questions showed whether the staff enjoy planning and budgeting and whether it is something that they want to do.
5. NAMKO/KOOR, in which I asked the staff about their involvement in NAMKO/KOOR. This information enabled me to determine the extent of each staff member's development experience and to test my assumption that they are representative of RDSP's target group.
6. RDSP, in which I asked the staff to share their views on the relationship between NAMKO/KOOR and RDSP, their relationship with RDSP, the support their organisation receives from RDSP and the support they receive from RDSP. This information helped me to understand how they view RDSP, how they see our role and the extent to which they believe we offer an effective service.

Planning and Budgeting Tasks

The aim of the tasks was to test the planning and budgeting skills of NAMKO's and KOOR's staff. Each task focused on testing either the staff's planning or budgeting skills.

The staff did not know what task I would ask them to complete until the task started and I gave them the task instructions. Initially, I gave the task instructions verbally. However, during the interview with the second staff member to complete the first planning task, Quinta Jonas, she explained that she would have found it easier to understand the task instructions if she had been able to read them. I realised that the task instructions were long and would be easier to understand if read. Also, if the task instructions were written down the staff members could refer to them for clarity during the task. Quinta had misunderstood the task instructions and I had had to draw her attention to this and repeat them for her during the task. Lorraine Osborne, the first staff member to complete the first planning task, had also needed to have the task

instructions repeated and clarified. I, therefore, decided to write the task instructions out and give them to the staff members at the start of the task. They could then ask me any questions of clarity once they had read the instructions and could keep the instructions to refer to during the task. Although the staff members had to complete the task alone and could not ask for any assistance in completing the task, they could go and get any information they felt would help them to complete the task from their office. If they did not know where this information was, they could ask one of the other staff members where to find it. Each staff member had a maximum of 3 hours to complete the task. Refreshments were provided in the room where the task was conducted and the staff members were told that they could take a break whenever they needed to during the task session, but that they could not leave the room during these breaks.

I observed the tasks and took notes on everything I observed. I wanted to record the process each staff member used to develop their plans or to draw up their budget. I wanted to understand how they approached the task. I developed a coding system to assist me to record what I observed. In this coding system I had a code for recording actions, for recording specific planning and budgeting activities and provided space to record any code I developed during my observation, such as 'C' for continued, 'P' for pause and 'ADD' for making an addition to what has already been written (See box below for the codes developed). I also videoed the tasks. This enabled me to observe the tasks again carefully and to ensure that I did not miss anything in my initial observation. Each staff member was asked to complete their task on sheets of newsprint taped on the wall, enabling me to see what they were doing and to video what they were doing.

Code for recording actions:

ACT – Any action the participant does.

CHANGE – Any changes made to what the participant has already written down on the newsprint.

INFO – Fetching and looking for information to assist in the completion of the task.

STAFF – Asking other staff members for information or where information is that could assist in the completion of the task.

HES – Any expression of hesitation or indecision.

THINK – Any expression of quiet, deliberate thinking.

ASK – Asking questions of clarity.

OBS – Any questions the observer asks the participant or to signal when the observer is speaking to the participant.

Code for recording specific planning and budgeting activities:

P – Project (being planned)	AS – Action Steps	F - Funding
V – Vision	I - Indicator	L - List
A – Aim	TG – Target Group	H- Heading
S – Strategy	AR - Area	N - Newsprint
G – Goal	B - Budget	
O – Objective	FP – Funding Proposal	

Originally, I intended to ask the staff to complete a planning task in the first stage of the research and a budgeting task in the second stage of the research. However, the results of the first planning task were not conclusive. I, therefore, decided to do another planning task as well as the budgeting task in the second stage of the research.

The task instructions for the first planning task were divided into two sections. The first section were the general instructions that explained what the staff member could and could not do during the completion of the task. The second section presented the task itself. The instructions were as follows:

- You have a maximum of 3 hours to complete this task.
- You may not ask anyone for help in completing the task.
- You may ask other people where information is if you cannot find it or don't know where it is.
- You may only leave the room to go to the toilet or to collect any information you need.
- You may take as many breaks as you want during the task session, but you must stay in this room. The refreshments are there for you.
- You may ask me any questions you want to, but I may not always be able to answer your questions.
- I may ask you a question if I'm not sure what you are doing.
- Please write on the newsprint and place the newsprint on the wall so that I can see it.

The task is:

- You have heard that the EU are very interested in supporting programmes and projects around drug and alcohol abuse.
- The EU representative is visiting this area next week.
- You have a meeting with the EU representative to present any projects you think the EU may be interested in.
- The EU representative does not need a detailed budget, but does need to understand the concept of the programme or project and how it will work.
- You have a maximum of 3 hours to plan a realistic NAMKO/KOOR project or programme around drug and alcohol abuse for the EU representative.

I decided to ask the staff to plan an alcohol and drug abuse project for two reasons. Firstly, neither NAMKO nor KOOR have an alcohol and drug abuse project. I needed to choose a project that the staff had never planned before, because I did not want them to merely repeat or copy plans that they had already developed. I wanted to test their ability to plan a new project, 'from scratch' as it were. Secondly, alcohol and drug abuse is a serious problem in the communities in which NAMKO and KOOR operate and the staff have a good understanding of the issues surrounding this problem. I needed to choose a project that would address a real problem that the staff were aware of and understood. I felt that the staff had sufficient understanding of and knowledge about the issue of alcohol and drug abuse to be able to plan a project to address this issue.

I decided to bring the European Union (EU) into the first planning task's instructions, in order to make the task more realistic. Both NAMKO and KOOR know that the EU funds development projects and programmes. In the capacity building processes RDSP facilitated with NAMKO and KOOR, the planning tools taught were aimed at meeting the funders' requirements. I wanted to test NAMKO's and KOOR's staff's ability to use and apply these planning tools. I thought that by linking the planning of the project with the need to present a project plan to a funder, I was clearly asking the staff to use the planning tools we had taught them. This did not prove to be the case. None of the staff used the planning tools in the planning of their alcohol and drug abuse project. At the end of the first planning task I was not sure whether NAMKO's and KOOR's staff did not know how to apply the planning tools, or did not see the need to use these tools to complete this task. I, therefore, decided to do another planning task in the second stage of the research and to clearly ask them to apply the planning tools.

The task instructions for the second planning task formed part of the task instructions for the second stage of the experimental research, together with the instructions for the budgeting task. The task instructions for the second stage of the research were divided into three sections. The first section was the general instructions that explained what the staff member could and could not do during the completion of the task. These were the same instructions that were given as part of the task instructions for the first planning task. The only change was to the time allocated per task. No staff member had taken more than 1 hour 15 minutes to complete the first planning task. I, therefore, decided to reduce the maximum amount of time allocated for each task to one and a half hours. This also meant that I could fit two tasks into my second research trip. The second section was the second planning task instructions and the third section was the budgeting task instructions. The planning and budgeting task instruction were as follows:

Planning Task Instructions:

- Read through the plans for the alcohol and drug abuse project you worked out in April (during the first research trip).
- Develop and clearly write down the aims, strategies and objectives of this project.

Budgeting Task Instructions:

- Develop a one year budget for your alcohol and drug abuse project.

Interviews

I used the interviews to help me to understand the process each staff member used to complete the task more fully. Through the interviews I aimed to achieve a greater understanding of why each staff member approached the task the way they did, their understanding of the task and their evaluation of their performance. I conducted the interviews with each staff member straight after they completed the task. In the second research trip I conducted the interviews after the staff members had completed the planning and budgeting tasks.

I used a semi-structured interview in which I asked certain prepared questions as well as questions generated by how the staff member had completed the task and answered the prepared questions (see Appendix 2 for a copy of the prepared questions). As I was both the designer of the research, the observer of the tasks and

the interviewer, I was able to identify the additional questions I wanted to ask each staff member. I used open-ended questions that could not be answered by a simple 'yes' or 'no', because I wanted the staff members to give full and descriptive answers. Sometimes, during the interview, in order to clarify something I asked a closed question that could be answered by 'yes' or 'no'. I taped the interviews so that I did not have to take notes. I wanted to be able to listen carefully to the staff members' replies, so that I could identify the things that I needed to question further.

I conducted the interviews in Afrikaans, because this is NAMKO and KOOR staff's first language. I did not want language to be a barrier in the interviews. It was important that the staff were able to answer my questions clearly and to explain how they had completed the task and why they had chosen to complete the task in this way. I needed the staff to evaluate, analyse and explain their performance of the task. I believed that the staff would be able to do this more clearly and confidently in their first language, than if they were struggling to use a second language. My Afrikaans is fairly fluent and I was able to both understand the staff's answers and ask questions clearly. RDSP has always worked with NAMKO and KOOR in Afrikaans, so the staff were used to speaking to me in Afrikaans.

I transcribed and translated the interviews into English. These interview transcripts then formed part of the data. I used these interview transcripts to corroborate my findings based on my analysis of the tasks, and to identify any unintended consequences of the capacity building processes facilitated with NAMKO and KOOR that were not revealed in the task data.

Data Analysis – Coding Method

The data I collected was both numerous and detailed. For each of the three tasks I had the transcripts of tasks completed by the eight participants, the transcript of the task process for each participant, and the transcript of the interview completed with each participant after the completion of each task. I now had to find a way to work with this data in such a way that it would reveal and explain the outcomes of the capacity building processes RDSP facilitated with NAMKO and KOOR.

As I explained in chapter one, when I realised that cognitive theory was not helping me to interpret my data, I started to look at my data through the framework of discourse theory. I started to look at how the outcomes of the capacity building processes RDSP

facilitated with NAMKO and KOOR, could be explained in terms of the discourses within which we were operating. Ferguson (1990:20-21), argues that development interventions that fail to achieve their expected outcomes, have unintended consequences that become understandable when viewed from another perspective as unintended but instrumental elements in a resultant system. I wanted to identify the unintended consequences of the capacity building processes, and understand how they could become 'understandable' when viewed as 'instrumental elements' in the 'resultant system' of the discourses within which RDSP was operating. In order to identify the unintended consequences of the capacity building processes, I first had to clarify the expected outcomes of these processes.

RDSP never drew up a list of expected outcomes before we started facilitating the capacity building processes with NAMKO and KOOR. We 'knew' what these expected outcomes were. We did not see the need to articulate or record the expected outcomes. We believed that these expected outcomes were obvious and we just took them for granted. No one ever asked us to specify the expected outcomes of the capacity building processes, and because we 'knew' what they were, there was no need to specify them. However, I realised that I did need to specify and articulate these expected outcomes for the purposes of this study. I needed to know what the expected outcomes of the processes were in order to be able to assess the extent to which these expected outcomes were achieved and to identify the unintended consequences of the processes.

I first clarified the expected outcomes for the capacity building processes. As I was testing the planning and budgeting skills of NAMKO and KOOR staff in this study, I then clarified the expected outcomes for the planning and budgeting training processes embedded in this capacity building process. However, in order to be able to use the expected outcomes of the processes as a tool to unlock the data, I realised that I would also have to clarify the specific expected outcomes for each task. I could then use the specific expected outcomes for each task to code and analyse the data for each task. In chapter five, I show how I used the specific expected outcomes for each task to create a table in which I plotted the extent to which each participant achieved the expected outcomes. The patterns in these tables then revealed the unintended consequences of the capacity building processes.

Expected outcomes of the capacity building processes

The expected outcomes of the capacity building processes flow out of the role RDSP believed we as facilitator needed to play in supporting NAMKO and KOOR. We believed that our role was to assist the lay Catholic communities in the Northern Cape to establish community based development organisations so that they could fully participate in the development of their community. The expected outcomes thus all revolve around the establishment of these community based development organisations. In retrospect the three main expected outcomes of the capacity building processes facilitated with NAMKO and KOOR can be expressed as follows:

1. A local community based development organisation is established.
2. Local people successfully manage this organisation.
3. Local people implement appropriate development programmes under the management of this organisation.

The first expected outcome is easy to measure and has been achieved. NAMKO and KOOR both exist and are Catholic community based development organisations which are staffed and managed by members of the local Catholic lay community. This study is concerned with the extent to which the second and third outcomes have been achieved, looking at skills that are important in the successful management of organisations and implementation of appropriate programmes, namely planning and budgeting skills. As stated above, the second and third outcomes are too broad to be useful outcomes against which to measure the results of this study. It is possible to divide the second and third expected outcomes into more detailed expected outcomes, that describe more clearly what RDSP expected to achieve through facilitating the capacity building programme. These more detailed expected outcomes are derived from the list of standard questions RDSP used during our consultation sessions with NAMKO and KOOR and from the staff's job descriptions.

The checklist we used in our consultation sessions was divided into two sections – internal issues and external issues. The internal issues related to the management of the organisation and therefore to the second expected outcome. The external issues related to the implementation of development programmes and therefore to the third expected outcome. The questions asked in the consultation checklist show the outcomes we expected to see in the functioning of the management and staff that would show that NAMKO and KOOR were being managed effectively and were

effectively implementing their development programmes. The staff's job descriptions reveal in more detail the outcomes we expected to see in the functioning of the staff, both in terms of the management of the organisations and the implementation of the development programmes. As this study only investigated the staff's planning and budgeting abilities, it is only the expected outcomes that relate to the staff that need to be considered here. The general expected outcomes regarding the staff's ability to manage the organisation and implement the development programmes are listed in Appendix 3.

Expected outcomes of the planning and budgeting training processes

In what follows, I explain the detailed expected outcomes of the planning and budgeting training processes. The ability to plan and budget is included in the expected outcomes of the capacity building processes RDSP facilitated with NAMKO and KOOR. These expected outcomes are:

- The staff draw up clear, achievable annual plans.
- The staff assist local community development initiatives to draw up clear, achievable plans.
- The staff draw up accurate annual budgets based on the organisation's annual plans.

Besides these expected outcomes, there are also some highly specific outcomes that relate to the planning and budgeting sessions held with NAMKO and KOOR. RDSP did not express these highly specific expected outcomes as outcomes, but as aims. When planning and preparing each session held with NAMKO and KOOR, we would write down the aims of the session. These aims indicated what we hoped to achieve by running this session, i.e. the expected outcomes of the session. The aims of the planning sessions held with NAMKO and KOOR show that the specific expected outcomes of these planning sessions were:

- The staff can express their ideas in the form of clear, logical plans that show the steps that need to be followed in order to implement their ideas.
- The staff understand planning terminology, i.e. they understand what an aim, strategy/goal and objective is and how these fit together to form a comprehensive plan.
- The staff can express their plans in terms of aims, strategies/goals and objectives.

The aims of the budgeting sessions held with NAMKO and KOOR show that the specific expected outcomes of these budgeting sessions were:

- The staff can draw up a budget using the standard budget template.
- The staff can accurately identify the cost categories they need to include in their budget from their plans.
- The staff can accurately estimate the figures in the budget using quotations and the previous year's financial statements.

Therefore, the **overall expected outcomes of the planning training process** held with NAMKO and KOOR that I am testing in this study are:

- The staff can draw up clear, achievable annual plans.
- The staff can assist local community development initiatives to draw up clear, achievable plans.
- The staff can express their ideas in the form of clear, logical plans that show the steps that need to be followed in order to implement their ideas.
- The staff understand planning terminology, i.e. they understand what an aim, strategy/goal and objective is and how these fit together to form a comprehensive plan.
- The staff can express their plans in terms of aims, strategies/goals and objectives.

The **overall expected outcomes of the budgeting training process** held with NAMKO and KOOR that I am testing in this study are:

- The staff can draw up accurate annual budgets based on the organisation's annual plans.
- The staff can draw up a budget using the standard budget template.
- The staff can accurately identify the cost categories they need to include in their budget from their plans.
- The staff can accurately estimate the figures in the budget using quotations and the previous year's financial statements.

Expected outcomes of the budgeting and planning tasks

In the tasks, I was expecting the staff to achieve the expected outcomes of the planning and budgeting training processes as described above. I was expecting the staff to present clear plans for a drug and alcohol abuse project, to present these plans using the planning tool we had taught them and to draw up a budget based on these plans. However, for the purpose of analysing the data, I needed to take the expected outcomes for the planning and budgeting training processes and break them down into more detailed expected outcomes that would enable me analyse my data. I therefore looked at what I meant by each expected outcome for the planning and budgeting training processes, for example, 'clear, achievable plans', and developed more detailed, descriptive expected outcomes for each task.

The expected outcomes for the **first planning task** are as follows:

1. Participants work out clear plans for a drug and alcohol abuse project.
2. The plans explain:
 - How the project will be started or established.
 - The project's activities.
 - The community's involvement in the project.
3. The planning tool used will contain the following:
 - The title or name of the project.
 - The aim of the project.
 - The target group of the project.
 - The project's main activities expressed as goals or strategies.
 - The project's detailed plans for 6 months to 1 year expressed as objectives.

The expected outcomes for the **second planning task** are as follows:

1. Participants will revise and try to improve the plans they developed in Task A
2. The plans will improve as follows:
 - The plans will be clearer and more specific, showing a clear commitment to a specific aim/s and goals or strategies.
 - The plans will be realistic and achievable.
 - The participants will not make any unrealistic or improbable assumptions in their planning.

- The plans will take NAMKO's or KOOR's existing projects, programmes and management structure into account.
3. These revised plans will include:
 - The aim of the project.
 - The project's main activities expressed as goals or strategies. The participants are able to identify the main activities of the project and express them as goals or strategies. The participants will elaborate on the project's main activities as is necessary in order to develop goals or strategies.
 - The project's detailed plans for 6 months to 1 year expressed as objectives. The participants are able to identify the detailed plans of the project and express them as objectives. The participants will elaborate on the project's detailed plans as is necessary in order to develop objectives.
 4. The participants will demonstrate a clear understanding of how aims, goals/strategies and objectives relate to each other and present their plans using the standard planning template taught by RDSP in which the aims, strategies and objectives are presented in the form of a table clearly showing which goal/strategy refers to which aim and which objective refers to which goal/strategy.

The expected outcomes for the **budgeting task** are as follows:

1. Participants will develop a one year budget based on the plans they have developed.
2. Participants use the standard budget template taught by RDSP showing:
 - cost categories
 - monthly costs
 - cost category totals
 - monthly totals
3. Operational and capital costs are clearly separated and marked in the budget.
4. All cost categories are based on and make sense in terms of the project plans.
5. The figures estimated are realistic, although not accurate.

Conclusion

The two research methods I used provided me with data that enabled me to answer my research question. The experiment provided me data that showed the extent to which the participants achieved the expected outcomes of the tasks. This data revealed NAMKO and KOOR staff's ability to apply the planning and budgeting tools that we had trained them in during the capacity building processes RDSP facilitated with NAMKO and KOOR, and the unintended consequences of these capacity building processes. The historical reconstruction of the capacity building processes provided me with information regarding the nature of the capacity building processes we had facilitated with NAMKO and KOOR. This data revealed the type of processes we used and the reasons why we used this type of processes. Understanding the nature of the capacity building processes, enabled me to explain why these capacity building processes had resulted in the unintended consequences I had identified. Through the data collected during the experiment and historical reconstruction of the processes, I was able to identify the unintended consequences of the capacity building processes we facilitated with NAMKO and KOOR and to explain why these capacity building processes resulted in these unintended consequences.

The capacity building processes RDSP facilitated with NAMKO and KOOR, were shaped by the 'truths' of the discourses within which RDSP was operating. In order to understand why we designed and facilitated these capacity building processes in the way we did, it is necessary to first understand the 'truths' of the discourses within which we were operating. In the next chapter I will describe the main discourses within which RDSP was operating – the development discourse, the Catholic discourse, the organisational development discourse and the non formal adult education discourse.

CHAPTER 3

DISCOURSES OF DEVELOPMENT, ORGANISATIONAL DEVELOPMENT AND TRAINING

Organisational development (OD) and training are not practices peculiar to the development world. OD and training are also practised within the world of government and the world of business. They are techniques that are used to improve people's and organisations' performance in the executing of tasks and the achievement of goals. How the techniques of OD and training are applied, depends on the context in which they are applied. This study investigates the success of Rural Development Support Program's (RDSP) OD and training process with two rural community based organisations (CBOs) in the Northern Cape that implement and support development initiatives in the communities around them. This study is thus concerned with the application of OD and training within the development world of South Africa.

The development world of South Africa does not exist in a vacuum – it is part of the international development world. The dominant thinking and shifts in thinking in the international development world affect the South African development world, and the discussion, debates and activities of the South African development world contribute to the thinking of the international development world. RDSP operates within and practises OD and training within the framework of both the international development world and the South African development world. In this chapter I shall show how this development world can be understood in terms of discourse and locate RDSP's position within this development discourse. I shall then explore the OD and training discourses RDSP was operating in, in relation to the development discourse. Understanding the 'truths' of the discourses within which RDSP was operating will enable me to show how these 'truths' shaped the capacity building processes we facilitated and to explain the unintended consequences of these capacity building processes.

Development Discourse

Development is one of the most important concepts of our historical era. Development is so important in all discussions about the global village we inhabit that it is difficult to imagine a time when we did not discuss, argue and demonstrate over development issues. Development is a central organising concept of our historical era in much the same way as "civilisation" was in the nineteenth century and "god" was in the twelfth century (Ferguson, 1990:xiii).

Development became important at the end of the Second World War as America asserted itself as a dominant world power, Europe was in need of massive reconstruction and the poor countries of Africa, Asia and South America became significant pawns in the cold war. In the late 1940s poverty came to be seen as a problem. Development was identified as the solution to this problem of poverty. Poverty existed where there was a lack of development and therefore some countries were defined as "developed" (rich, industrialised Western countries) and other countries were defined as "undeveloped", "underdeveloped" or "developing" (poor, marginally industrialised countries in Asia, Africa and South America). The world was now divided into three worlds: the First World of the rich, industrialised, capitalist Western nations; the Second World of the industrialised communist nations; and the Third World of the non-industrialised poor nations of Asia, Africa and South America. The assumption was that in order to eradicate poverty in the Third World, the Third World had to work towards emulating the developed First World. Thus, the aim of development was to eradicate poverty by creating the conditions and mechanisms for the poor Third World to become like the "developed" First World. Development was based on the belief that modernisation was the only force capable of transforming 'traditional' societies based on ancient superstitions and relations. The way to achieve this modernisation was through industrialisation and urbanisation. Development assumed that social, cultural and political progress could only be attained through material advancement. This approach resulted in the belief that the most important factor in development and economic growth was capital investment (Escobar, 1995:40). Today poverty in the Third World has increased rather than decreased since the late 1940s, yet development is still the mechanism the world's experts prescribe for the eradication of poverty.

The development anthropologist, Arturo Escobar, argues that the domination of development as an organising concept of our modern era can be explained if we consider development in terms of discourse. According to Escobar the development discourse depends entirely on the modern Western knowledge system and has created both the "Third World" and an effective "apparatus for producing knowledge about and exercising power over the Third World" (Escobar, 1995:4,9,13). The development discourse results in specific "practices of thinking and acting through which the Third World is produced" (Escobar, 1995:11). Escobar argues that the development discourse's creation of the "Third World" is based on and is an extension of the Western world's long history of creating conceptions and representations of other parts of the world. Certain of these conceptions and representations become dominant and permanently mould the ways in which reality is perceived and acted upon. New tools of analysis have made it possible to investigate how certain representations become dominant. In particular, Foucault's work on the relationship between discourse, power and knowledge in the representation of reality, has helped to reveal the mechanisms by which a specific discourse generates acceptable modes of behaviour and thinking while precluding others. Authors such as Edward Said, V.Y. Mudimbe, and Homi Bhabha, among others, have applied Foucault's insights to colonial and postcolonial situations, creating different ways of looking at representations of the Third World (Escobar, 1995:5). Escobar uses the insights and arguments of these authors as he examines how the development discourse has created the Third World and produced an effective apparatus for controlling the Third World.

In his book, *Orientalism* (1978), Said aims to provide us with an understanding of the strength of Western cultural discourses and their ability to speak with authority about non-Western geopolitical spaces that are defined and created by the Western discourses (Said, 1978:25). Said argues that it is only through understanding Orientalism as a discourse that it is possible to understand the "enormous systematic discipline by which European culture was able to manage – and even produce – the Orient politically, sociologically, militarily, ideologically, scientifically and imaginatively during the post-Enlightenment period" (Said, 1978:3). Escobar sees his study of development as discourse as similar to Said's study of the discourse of orientalism – "This one might say, is a study of developmentalism as a discursive field" (Escobar, 1995:6,11). However, Escobar's study of "developmentalism" differs significantly from Said's study of

Orientalism. In his study, Escobar looks particularly at how the development discourse is deployed through practices and how these particular practices create the Third World (Escobar, 1995:11).

Mudimbe's area of study is Africanism. He is concerned with examining the basis of the discourse on Africa and the way in which African worlds "have been established as realities for knowledge" (Mudimbe 1988:xi quoted in Escobar, 1995:6). Escobar is concerned with examining the "foundations of an order of knowledge and a discourse about the Third World as underdeveloped" (Escobar, 1995:11). However, Escobar's focus differs from that of Mudimbe. Instead of working within the context of anthropology and philosophy, Escobar examines development within the context of modernity, especially modern economic practices (Escobar, 1995:11). Mudimbe is particularly interested in identifying works by African scholars which are not wholly bound by the Western epistemological order, take critical European insights further than expected by the European scholars, and so start a process by which Africans' representation of themselves and their social and cultural models is more independent of Western epistemologies and historicity (Escobar, 1995:6-7). Escobar contends that this process of reclaiming representation is relevant for the Third World as a whole. Throughout the "history of the modern West, non-European areas have been systematically organised into and transformed according to European constructs" (Escobar, 1995:7). Escobar argues that our modern representation of Asia, Africa and Latin America as the "Third World" and underdeveloped is built on the foundations of "an illustrious genealogy of Western conceptions about those parts of the world" (Escobar, 1995:7).

Homi Bhabha's concern is the colonial discourse. Bhabha argues that the colonial discourse is "crucial to the binding together of a range of differences and discriminations that inform the discursive and political practices of racial and cultural hierarchisation" (Bhabha, 1990:72 quoted in Escobar, 1995:9). He maintains that the colonial discourse is an apparatus that is based on the identification and rejection of racial, cultural and historical differences. The main strategic function of the colonial discourse is to create a space for "subject peoples". This space is created through the production of knowledge. The aim of the colonial discourse is to represent the colonised people as immoral and debased due to their race, so as to vindicate the conquest of these people and the

establishment of a system of government that defines the "subject nation" and takes possession and control of all activity within the nation (Escobar, 1995:9). Escobar contends that the development discourse is guided by the same principles as the colonial discourse as described by Bhabha. Escobar argues that the aim of the development discourse is to "transform the conditions under which people live into a productive, normalised environment" based on a definition of progress that is accepted as universally valid and unaffected by culture or history (Escobar, 1995:156,159).

Escobar bases his analysis of development as discourse on Foucault's ideas about discourse, knowledge and power. Foucault's work shows how forms of knowledge are related to techniques of power in our modern world. Foucault used discourse to analyse the connection between the production of knowledge and the exercising of power in modern societies. According to Foucault, a discourse consists of a system of discursive rules that make it possible to describe and accept certain groups of statements as 'true' and others as 'false'. These discursive rules "make it possible for particular statements but not others to occur at particular times, places and institutional locations" (Fairclough, 1992:41). A discourse, in that it allows us to produce statements that are either true or false, makes possible a field of knowledge (Philip, 1985:69). However, people do not consciously follow the discursive rules of a discourse. These rules provide the speakers of a discourse with the required preconditions for the formation of objects, working 'behind the backs' of speakers of a discourse. Foucault claims that "the place, function and character of the 'knowers', authors and audience of a discourse are also a function of these discursive rules" (Philip, 1985:69). Foucault argues that a discourse actively relates to reality, constructing meaning for reality and systematically forming and ordering the objects of which it speaks (Fairclough, 1992:42; Kapitzke, 1995:10). As the meanings of objects are constructed by discourse, the unity of a discourse does not depend on the permanence and uniqueness of an object. The unity of a discourse is defined by the space in which objects "continuously emerge and are transformed" (Fairclough, 1992:41). For any discourse this space is defined "in terms of a relationship: a relationship between specific institutions, economic and social processes, behavioural patterns, systems of norms, techniques, types of classification, and modes of characterisation" (Fairclough, 1992:42). According to Foucault, discourses do not emerge and operate separate from each other. Discourse practices in any society or institution are interdependent. "Any given type of discourse practice is generated out of

combinations of others and is defined by its relationship to others" (Fairclough, 1992:40). A discourse does not grow in a linear fashion, but is rather "a dispersion of centres from which discourses emanated, a diversification of their forms, and the complex deployment of the network connecting them" (Foucault in Jaworski and Coupland, 1999:521). Foucault argues that contradictory discourses can exist within the same field of knowledge (Fairclough, 1992:59). Instead of dealing with a single discourse within a single field of knowledge, such as a discourse on sex, we are actually dealing with "a multiplicity of discourses produced by a whole series of mechanisms operating in different institutions" (Foucault in Jaworski and Coupland, 1999:521). For Foucault, the dominance of a discourse depends on its connection with the exercising of modern power.

Foucault argues that power plays a constitutive role in the production of knowledge and the acceptance of knowledge as 'truth' (Philip, 1985:70, 73). According to Foucault, there is a dual relationship between power and knowledge in the modern world. On the one hand, the techniques of power are developed based on knowledge that is generated in the knowledge-disciplines, for example, the human sciences. On the other hand, these techniques are concerned with exercising power in the process of gathering knowledge (Fairclough, 1992:50). The modern state accepts the human sciences' description of a normal human being and normal human behaviour as 'truth'. The techniques the modern state uses to control and discipline people are based on this definition of normality. At the same time, the human sciences are able to obtain further knowledge about normality through studying people's response to these techniques (Philip, 1985:75). Foucault argues that what knowledge is accepted as 'truth' depends on cultural and historical conditions and is perceived as 'truth' because it has conquered and suppressed other rival 'truths'. For Foucault knowledge is the "product of certain social spaces, practices and relations of power" and "valid and invalid knowledges are generated within and through systems of authorities, rules, hierarchies and disciplines" (Kapitzke, 1995:11). Foucault argues that people's desire to know the "truth" creates a system in which some knowledge will be true and other knowledge will be false. This mechanism allows the dominant, global systems of thought which have developed complex standards with which to judge the 'scientific' merit of knowledge, to devalue, disqualify and stifle local and personal knowledge (Kapitzke, 1995:11). According to Foucault, modern power exists as networks of relationships between institutions,

disciplines and social spaces. The exercising of this modern power is linked to and depends on the co-existence of, a discourse of truth that provides a system of rules for labelling things right and wrong, good and bad, desirable and undesirable, true and false (Kapitzke, 1995:13).

For Escobar, development is one of the discourses of truth which is linked to the exercising of power in our modern world. Escobar maintains that the development discourse is a historical formation, connected by the concept of "underdevelopment" (Escobar, 1995:53). The development discourse advanced by discursively creating the problems associated with underdevelopment, such as 'illiterate' and 'malnourished', which it could then solve. The identification of these problems and their solutions called for detailed knowledge about the undeveloped Third World and led to the growth of a body of knowledge on the economic and social life of the Third World. The development discourse outlines a "perceptual field structured by grids of observation, modes of enquiry and registration of problems, and forms of intervention" (Escobar, 1995:41-42). Escobar approaches his examination of the development discourse from Foucault's perspective and looks not for particular objects that constitute the discourse, but at the relationships that create the discursive space in which objects emerge and are transformed. Escobar argues that the development discourse is composed of a set of relations between development theory, institutions involved in development and development practice. This system of relations creates discursive practice that determines the rules governing possible thought, actions and statements within the field of development. The systematic production of interrelated objects, concepts, theories and strategies is made possible by the set of relations and discursive practices that constitute the development discourse (Escobar, 1995:40-42).

Escobar claims that the basic set of relations and discursive practices of the development discourse has not changed since the late 1940s. This, as shown further below, means that all the different development concepts, theories and strategies that have been proposed, implemented and abandoned since the late 1940's have all arisen, been discussed and acted in the same discursive space. Escobar argues that this has been possible because the discursive practices of the institutions involved in the development discourse continue to establish the same set of relations among the elements in the development discourse. As these relations control development practice, even though development practice is ever-changing, it continues to generate the same

relations between the factors with which it is associated. The establishment of a system of relations that constitutes the development discourse has allowed the development discourse to adapt to a changing environment and survive up to today (Escobar, 1995:42-44). In fact, Escobar argues that the development discourse has done much more than just survive, it has ensured the existence of a particular system of power within the modern world.

Escobar claims that the key to the success of the development discourse as a 'discourse of truth' in our modern world, is due to the "coherence of effects" it has achieved:

The construction of the poor and undeveloped as universal, pre-constituted subjects, based on the privilege of the representers; the exercise of power over the Third World made possible by this discursive homogenisation; and the colonisation and domination of the natural and human ecologies and economies of the Third World (Escobar 1995, 53).

The development discourse may have failed to eradicate poverty, but it has given rise to practices that form part of the system that regulates and controls the lives of people in the Third World (Escobar, 1995:104). Escobar identifies two processes which reveal the mechanism through which the development discourse affects the exercising of power in the modern world – professionalisation and institutionalisation. When development emerged, the creation of an institutional field which could produce, record, stabilise, modify and circulate the development discourse became necessary. This institutional field is closely connected with processes of professionalisation. The processes of institutionalisation and professionalisation together form a mechanism that orders and connects the production of forms of knowledge and the exercising of forms of power (Escobar, 1995:44 and 46).

Professionalisation is the process that makes the Third World a subject of Western knowledge disciplines and expert knowledge and was accomplished through the establishment of abundant development sciences and subdisciplines.

Professionalisation has three important consequences. Firstly, new problems can be incorporated into the development discourse in a way that is compatible with the established knowledge and power systems. Secondly, problems can be described in the

'neutral' language of science, rather than that of politics and culture. Thirdly, the concerns, interests and very lives of Third World people become the research data of the Western, capitalist knowledge disciplines (Escobar, 1995:45-46). Development has been institutionalised at all levels – from the international organisations based in the First World to the community based organisations in the Third World. The practices of these institutions are important and are not merely rational or neutral ways of doing things. Institutional practices describe what is accepted as development and help to generate and formalise social relations, distribution of labour and cultural patterns (Escobar, 1995:105).

Escobar argues that the processes of institutionalisation and professionalisation have ensured that the conceptualisation of development has mainly been the domain of the powerful. He contends that this will remain the case while "institutions and professionals are successfully reproducing themselves materially, culturally and ideologically" and so ensuring the predominance of certain relations of power (Escobar, 1995:106). Escobar identifies the creation of client categories by the development apparatus, such as 'malnourished' and 'small farmer', as important in the construction and perpetuation of modern, capitalist power relations (Escobar, 1995:106-107). This creation of client categories is linked to the process of labelling in institutions. Labels are not neutral but manifest actual power relations that "influence the categories with which we think and act" (Escobar, 1995:109). In labelling the entire reality of a person's life is simplified into a single characteristic. This process turns a person into a 'case'. This 'case' tends to be a representation of how the institution constructs 'the problem'. Development practice then becomes involved with solving 'cases'. When this happens the focus of development practice is confined to a restricted target and tends to be concerned with providing a technological solution for a specific, isolated deficiency. This type of labelling reveals the existence and operation of professional monopolies within institutions that share the interests of the powerful (Escobar, 1995:110). Escobar's assessment of development is that it is a discourse which has failed in its mission to reduce poverty and promote progress in the Third World, but has succeeded in creating an apparatus that orders the lives of people in the Third World in accordance with the dominant Western, capitalist power relations.

Development Theory

Development theory is one of the important elements Escobar identifies in development discourse that, through the set of relations it has with development institutions and practices, is integral to the creation of a development apparatus aligned with Western, capitalist interests. The field of development theory necessarily consists of a number of different discourses. According to Foucault, we are not dealing with a single discourse within a single field of knowledge, but with "a multiplicity of discourses produced by a whole series of mechanisms operating in different institutions" (Foucault in Jaworski and Coupland, 1999:521). Foucault argues that these discourses do not have to complement each other, but that contradictory discourses can exist within the same field of knowledge (Fairclough, 1992:59). Many different discourses exist within the development field of knowledge, such as economic discourse, modernisation discourse, environmental discourse and gender discourse. The development theories are made up of these different discourses. Foucault argues that a discourse consists of a system of discursive rules that make it possible to describe and accept certain groups of statements as 'true' and others as 'false' (Fairclough, 1992:41). I, therefore, understand these discourses to describe a set of beliefs or assumptions.

Over the past 50 years many development theories have emerged. Alan Rogers, in his book *Adults Learning for Development* (1992), presents a useful "taxonomy" of these development theories. Rogers identifies two main groups of development theory based on the difference between how they understand the nature of the problem. The first group he calls "**deprivation and needs theories**". These theories view the Third World as being needy, impoverished and without resources. The problem is that the Third World does not have sufficient resources, so resources need to be increased. Thus, the problem is located in the developing countries. The second group he calls the "**exclusion theories**". These theories view the Third World as being shut out and denied access to resources. The problem is not that there are insufficient resources, but that some people are prevented from accessing necessary resources by the people who control these resources. Thus, the problem lies not in the developing countries but in the world and its global systems, which are dominated by the rich, First World countries (Rogers, 1992:91-92).

Rogers' identification of two main groupings of development theory is not unique. In *The Antipolitics Machine* (1990), Ferguson argues that the body of development theory can be divided along ideological lines into two main groupings - a 'mainstream' group that aim to combat poverty and raise people's standards of living through advocating a particular version of progress, and a 'radical' group that criticises the mainstream theories, sees the mainstream theories as part of the problem, and advocate a complete break with the mainstream way of doing things, (Ferguson, 1990:9-11). In her article *A Journey Through Development Theories* (1983), Charlotte Foubert, makes a clear distinction between the theories which see modernisation as the answer to all the Third World's problems and are concerned with explaining how to achieve this modernisation, and the theories that see the force of modernisation as the cause of the Third World's problems and seek to find alternatives (Foubert, 1983:67-70). The common thread running through the two main groups of development theory identified by Rogers, Ferguson and Foubert, are these theories' reading of the economic development discourse. Rogers' 'deprivation and needs' theories, Ferguson's 'mainstream theories' and Foubert's 'pro-modernisation' theories all accept the economic development discourse's premise that economic growth and modernisation lead to a reduction in poverty, while the 'exclusion' theories, 'radical' theories and 'anti-modernisation' theories question and challenge this premise.

Escobar argues that for all this diversity, development theories all accept the basic premise of development to be true. They accept that poverty is a problem, that development is the solution to this problem and that development is needed. (Escobar, 1995:5). Escobar further argues that certain development theories, through their relationship with powerful development institutions, have dominated development practice (Escobar, 1995:26). The development theories that have dominated development practice since the 1940s, belong to the "deprivation and needs" group of theories within Rogers' taxonomy of development theories. These are the theories that have bound development together with economic growth (Oakley et al, 1998:7; Rogers, 1992:92). The earliest, and most influential, of these theories are the Growth and Modernisation theories (Rogers, 1992:92). The basic premises of the growth and modernisation theories still shape powerful First World development institutions' understanding of development, which influences the development practice of all development institutions due to the powerful position occupied by these First World

development institutions within the development discourse. I discuss this further in chapter six.

Deprivation and Needs Theories

The aim of the **Growth and Modernisation theories** is to assist the Third World to 'catch up' to the First World. The Growth and Modernisation theories accept the basic premise of the development discourse that poverty is the cause of underdevelopment in the Third World. These theories then draw on the economic development discourse and the modernisation discourse to provide the solution to the problem of poverty. All that poor countries need to do is to replicate the conditions characteristic of mature, capitalist economies in order to grow their economies and increase their prosperity (Escobar, 1995:38; Foubert, 1983:68). The traditional practices of the Third World are a major factor preventing this economic growth and modernisation is the only force that can transform these traditional practices and create successful, modern, capitalist economies and societies in the Third World (Rogers, 1992:92; Foubert, 1983:68; Escobar, 1995:40). Industrialisation and urbanisation are the necessary routes to achieve this modernisation and capital investment is important in enabling this industrialisation and urbanisation to take place (Escobar, 1995:40). During the past 50 years, the basic premises of the growth and modernisation theories have not changed, although many adaptations have been made to the most effective means for achieving the effective economic growth and modernisation of the Third World.

Initially, all the economic growth models advocated by the Growth and Modernisation theories, were aimed at the national level and sought to stimulate the national economy through "the expansion and mechanisation of identified areas of industrial and agricultural production" (Rogers, 1992:93). The belief was that the industrialisation and modernisation of urban centres in Third World countries would create a ripple effect throughout the country's economy, bringing development and prosperity to all (Mentz, 1992:2). By the end of the 1960s, it was obvious that the economic growth of the Third World had failed to "trickle-down" to the poor and theorists began to explore more effective ways of achieving economic growth. The role that the people living in the Third World play in their economic development was looked at and the human resource discourse emerged which represented people as an important resource that can be

developed and used to achieve economic goals. Theorists now began to view the indigenous people of the Third World as assets that could be used to achieve economic growth, rather than merely the beneficiaries of this economic growth. One effect of this shift in thinking led to the 'trickle-down' approach being replaced with the 'bottom-up' approach which advocates integrated development programmes that are "based on demand stimulating production, build on indigenous models and skills, and allows scope for locally determined goals" (Rogers, 1992:93). However, these integrated development programmes do not indicate a fundamental shift in the thinking around economic growth and development. Indigenous people and their practices may be used within these development programmes instead of being completely ignored or seen as a hindrance, but they are used as a resource to achieve a pre-determined economic goal.

Another important effect of the shift in thinking around the role of indigenous people in their economic development, was the introduction of social objectives into economic growth models (Foubert, 1983:68). Many theorists now recognised the important role of social development in supporting economic growth (Oakley et al, 1998:7). As people in the Third World were now viewed as a resource that could be used to achieve economic objectives, their social well being became an important consideration. 'Comprehensive development planning', that included both economic and **social planning**, became important. The aim of social planning is to meet the needs of the workforce so that economic growth can take place. Two important directions therefore emerged, that of Human Resource Development (HRD) and that of Community Development (Rogers, 1992:94). Both HRD and Community Development are concerned with improving people's skills so that they can play a more effective role in the growth of their economy.

Human Resource Development (HRD) is based on the belief that the greatest potential capital of any country is its human population. HRD identifies the 'problem' as a lack of modern skills for the world of work and traditional skills and attitudes that prevent people from engaging in the modern economy and benefiting from it. The 'solution' is the development of these human resources. HRD programmes tend to work towards achieving three main objectives: the securing of employment; increasing productivity of the employed; and achieving economic self-reliance. HRD has become a very important concept in the development world today. (Rogers, 1992:95).

Our understanding of the concept of **Community Development** has changed over time¹. Due to the influence of social planning for development, current understandings of Community Development are based on the premise that "whole communities should be encouraged to engage in self-reliant economic activities". Community Development argues that this becomes possible when local people participate in decision-making and problem-solving through being fully involved in their community's systems, structures and processes (Rogers, 1992:96). However, Community Development sees people as **lacking the competence to effectively participate in decision-making and problem-solving, and, therefore, in need of assistance to increase their competence** (Biddle et al, 1965:3,78-79). Initially, Community Development programmes emphasised the intrinsic values of a balanced rural economy and tried to move away from the dominant Western concepts of industrialisation and urbanisation, enabling local communities "to take control of their own production processes" (Rogers, 1992:96). However, over time, the aims of Community Development became broader and linked to the aims of government agencies and programmes. "The criteria of success increasingly came to be those of income, production and national prosperity, rather than local prosperity" (Rogers, 1992:96).

Rogers argues that the Community Development approach to development failed in the Third World. The main reasons for this failure were that Third World governments were forced, due to global economic pressures, to control national production centrally, leading to a conflict of interests between government and local communities as the self-determination of local communities developed. Simultaneously, Third World communities were increasingly exposed to Western values through the media, and started to construct their notion of the ideal around towns and consumer goods. The articulate and capable rural poor, who were able to participate in community development programmes, wanted to leave the rural communities (Rogers, 1992:96).

All these theories failed in the sense that they have not succeeded in overcoming poverty. Yet, despite the fact that the application of these theories has repeatedly failed to overcome poverty in the Third World, the basic premises of these theories continue to be accepted by powerful development institutions and are still the foundations on which these institutions construct new theories for overcoming poverty. Escobar argues that the same associations have always characterised the development discourse: "the fact

that development is about economic growth, about capital, about technology, about becoming modern" (Escobar, 1995:162). "The development discourse is a rule-governed system held together by a set of statements that the discursive practice continues to reproduce" (Escobar, 1995:154). Escobar concludes that this consistency in the development discourse, despite the fact that development has failed and that poverty is increasing, can be explained by the fact that the development discourse "ensures a certain functioning of power" (Escobar, 1995:163). A key element in the development discourse that ensures this functioning of power, are the powerful institutions involved in the development discourse. Institutions such as the World Bank, the International Monetary Fund, the United Nations and the governments of the First and Third World. The discursive practices of these powerful institutions maintain a set of relations among the elements in the development discourse, which determine the dominance of certain development theories and control development practice (Escobar, 1995:42-44). Whatever new issues arise within the field of development, the discursive practices of these powerful institutions will ensure that these issues are incorporated into the development discourse in such a way that they do not contradict the status quo. The current economic growth model supported and promoted by the powerful institutions is the neoliberal approach², which promotes state minimalism and market enablement (Pieterse, 1999:13), and assumes that the operation of the global market, when it is left to operate freely, is just and will ultimately result in a more even distribution of wealth and resources within the world (Escobar, 1995:93). Although neo-liberalism has come under attack, it remains the economic development doctrine of the powerful financial institutions within the development world and the cornerstone of the much-criticised structural adjustment programmes promoted by the World Bank and International Monetary Fund. According to Escobar, the world's powerful institutions will continue to look for economic solutions to development problems, because they wish to overcome poverty in order to achieve global stability while maintaining the power relations between the First and Third World.

There is a second group of theories, besides the Growth and Modernisation theories, that Rogers identifies within the "deprivations and needs theories". These are the theories concerned with meeting **basic human needs** and are generally known as the Basic Needs Approach (BNA). First advocated and discussed in the 1960s, the BNA accepts the development discourse's representation of poverty as a problem and the

economic discourse's premise that economic growth leads to prosperity. However, unlike the Growth and Modernisation theories, the BNA does not view economic growth as the **goal** of development, but as a **means** to development. The BNA defines the goal of development as the improvement of people's quality of life (Rogers, 1992:98). According to the BNA, poverty exists because people are deprived of their basic needs. The role of economic development is to meet people's basic needs and thereby improve their quality of life (Rogers, 1992:100). The BNA is not so much a theory of development as a policy framework that provides guidelines for designing development programmes and setting their goals (Spalding, 1990:107), establishing "a wide range of goals instead of simply economic growth and the modernisation of industrial processes and social structures" for development (Rogers, 1992:99). The BNA has never been as influential as the Growth and Modernisation theories (Spalding, 1990:91). Although, the Basic Needs Approach continues to be discussed within the development world and the language of basic human needs continues to be used to explain and justify programmes, the BNA does not occupy a central and commanding position within the development world and its influence on the actual design of development programmes remains peripheral.

Exclusion Theories

The second group of important development theories identified by Rogers, the 'exclusion theories', challenge the dominant representation of development as economic growth, as defined by the powerful institutions of the First World. The exclusion theories challenge this dominant representation of development from within the development discourse, accepting as a given the development discourse's portrayal of poverty as a problem and development as the solution to this problem. The 'exclusion theories' do not question the need for development, merely the form this development should take (Escobar, 1995:5). Rogers identifies three important 'exclusion theories' - the dependency theories, the liberation theories and the participation theories (Rogers, 1992:101). These theories consider the power relations between the First and Third World, and within the Third World itself, to be the cause of underdevelopment and poverty. These theories are all concerned with addressing the imbalances of power that they see as instrumental in maintaining and exacerbating poverty in the Third World.

The **dependency theories** marked a radical shift in economic development thinking during the 1970s. The dependency theories still accepted the basic premise of the economic discourse but challenged the models of economic growth promoted by the growth and modernisation theories. They blamed the Western growth and modernisation theories for the continued existence of underdevelopment, despite 20 years of development interventions (Smith, 1985:532,550; Pieterse, 1999:13). The dependency theories questioned the modernisation discourse's representation of modernisation as a beneficial, transforming process which enables economic growth, and tried to understand why 20 years of development interventions had left the Third World underdeveloped and struggling economically, accepting that certain groups attain and maintain power at the expense of other groups. The dependency theorists worked from the basis that the history of the Third World has been shaped by the global division of labour set up by the power of international capitalism (Smith, 1985:544) and argued that the most important obstacles to development lie in this issue and so, are **external** to the underdeveloped economies of the Third World (Foubert, 1983:69). Third World countries, because they are dependent on the economic systems of the First World, play a subordinate or marginalised role in the global capitalist system (Kitching, 1982:157). The relationship between the dominant First World countries at the centre of the global economic system and the dependent countries of the Third World on the peripheries, is such that there is a "continuous transfer of surplus from the periphery to the centre" (Foubert, 1983:69), leading "to the development of the core and underdevelopment of the periphery" (Schuurman, 1993:5). In order for the centre to continue to develop, the periphery must remain underdeveloped. Thus "development and underdevelopment are two aspects of one single, global process" (Foubert, 1983:69). The dependency theorists' solution to the situation Third World countries find themselves in, is to work towards becoming self-reliant and so break the dependency cycle (Foubert, 1983:69). The development theories argue that there is no one Western model of development that everyone should strive to achieve, but many different models of development which are appropriate for particular countries (Rogers, 1992:101-102).

The dependency theories made a strong impact on development thinking: they:

Undermined the idea of progress as a more or less automatic and linear process, replaced the idealised and mechanical vision of development by a more historical method, and shifted the focus upon the particular conditions and contradictions affecting the development process in the Third World (Foubert, 1983:69).

Two main weaknesses, however, emerged in the dependency approach. Firstly, dependency theories tended to focus on the external obstacles to development, rather than looking at how to start a development process once these obstacles had been removed. Secondly, the self-reliant national path to development proposed by the development theories does not take into account the realities of the global capitalist system and the very limited possibilities for transforming a national economy within this system (Foubert, 1983:69-70). Despite these weaknesses, dependency theories started an important debate within the development world and were the first voice to criticise the dominant growth and modernisation theories and to offer an alternative path to development. Yet, the dependency theories critique and solutions remained at the macro-economic level. It is the two other "exclusion" theories, liberation theories and participation theories, that take development theory to the level of communities and people.

The **liberation theories** are not concerned with offering alternative models for the restructuring of the global economic system, but with liberating the poor to resist the oppression of this system and to restructure this system so that it is fair and equitable. The liberation theories accept the dependency theories' analysis of the global economic system as a system that keeps the Third World dependent on the First World, but are more interested in the discourses of **power and resistance**. They accept that people who have power will resist any attempt to lessen their power and that in order to gain and maintain their power, the powerful will oppress the powerless. The problem is not simply the dependency of the Third World on the First World, but the oppression of the Third World by the First World. There are enough resources to satisfy everyone's needs in the world, but the rich and powerful control these resources and prevent the poor and powerless from having fair access to these resources. Oppression is an intrinsic part of

the world's economic and social systems. In many cases this oppression is unconscious, because it is an accepted way of behaving towards and thinking about other people. Thus, it is not only the world's systems that are the problem, but also peoples' attitudes, beliefs and values (Rogers, 1992:102-103).

Paulo Freire, a very influential liberation theorist, argues that underdevelopment is not only due to the oppression of people in the Third World, but also due to the 'culture of silence' this oppression has resulted in. A 'culture of silence' in which the oppressed have "no voice, no influence and no involvement in the development taking place around them" (Oakley et al, 1998:12). Liberation theories argue that this 'culture of silence' can only be broken, and liberation achieved, through the process of conscientization. Conscientization is a process which enables people to see reality clearly and truly understand what is happening, so that they can transform this reality (Freire, 1985:68). Only the oppressed, who have nothing to lose, are capable of transforming the global system and liberating everyone from the cycle of oppression (Freire, 1972:21). Thus, development is a process which changes both values and structures.

Rogers identifies two main problems with the liberation theories' approach to development. Firstly, it tends to present development as a process with an end – liberation – rather than an ongoing process. Secondly, it tends to depend on an outsider to start the process of development and liberation through conscientization (Rogers, 1992:103). However, despite these weaknesses, liberation theories have had an enormous impact on the development practice of Third World NGOs. Liberation theories have introduced the idea that development can only be achieved by the poor themselves and through the actions of the poor. The influential DELTA (Development Education and Leadership Teams in Action) and the Training for Transformation programmes in East and Southern Africa are based on the works of Paulo Freire (Jensen et al, 1998:12).

The **participation theories** build on the ideas of the liberation theories. Participation theories, like liberation theories, see the poor as the centre of the development process and the actions of the poor as the driving force of the development process. However, while the liberation theories are concerned with the discourses of power and resistance, the participation theories are concerned with the discourse of **empowerment**.

Participation theories are interested in the potential power that each person can exercise

through their participation in any structure or system. They argue that the poor are marginalised because they are deliberately excluded from power by the people "who control social and political structures and tools of communication" (Rogers, 1992:104). Participation thus becomes both a **means** to enable development and the **goal** of development. This is not the only understanding of participation within the development world today. Participation is also viewed only as a means, a method for improving the efficiency and success of a development programme ³ (Jensen et al, 1998:2-3).

Participation theories see development as the **process** of empowerment, of assisting people to recognise and "maximize their own potential to contribute to society by participating more fully in all activities" (Rogers, 1992:104). Empowerment includes elements such as conscientization, learning, organising and structuring (Jensen et al, 1998:4). The aim of empowerment is not to give people power because they are powerless. It is to enable people to identify the contribution they already make to society, to value this contribution and to realise that they have the power to change this society through their participation in it. According to this theory, the oppressors make the oppressed feel "other" and alienated from mainstream society. Development assists people to see that they are an important and necessary part of society and to increase their contribution to society through recognising, developing and utilising their potential. Development becomes self-generating as people and groups become increasingly able and confident in recognising and using their own power. Participation theories do not focus on the needs of the poor, but on the potential and power of the poor to direct and control "the processes of change which they are themselves helping to bring about" (Rogers, 1992:104).

Participation theories have been very influential in development thinking and practice during the 1980s and 1990s. Other development theories, which promote people's participation, such as the Community Development theories and the liberation theories, tend to see participation as a means to achieve an end. Community Development theories promote people's participation in problem-solving and decision-making as a means to ensure the success and effectiveness of development initiatives and to ensure that people become engaged in self-reliant economic activities. Liberation theories see people's participation in conscientization processes as essential if they are going to play their part in liberating themselves and others from the tyranny of oppression.

Participation theories, on the other hand, argue that people's participation is not only a means for ensuring that appropriate development takes place, but that people's ongoing participation in, and therefore control of, the structures and systems which affect their lives is the very goal of development. This view of participation has been translated into a development 'methodology' by the writings of people like David Korten (1990) who argues for 'people-centred' development, Robert Chambers (1983) who asserts that development agents have to radically change their development practice and 'put the last first' and Rahman (1989) who calls for "people's self development" and "the recognition of people's creative abilities to be the subjects of their own development" (Oakley et al, 1998:13). Many development methods and techniques are based on the premise of participation theories, such as the well known Participatory Rural Appraisal (PRA) methodology which evolved in the late 1980s (Jensen et al, 1998:17). Participation theories have particularly influenced the development practice of NGOs who see people's participation in and control of their own development process as both essential in ensuring that appropriate development takes place and in ensuring the ongoing transformation of society.

RDSP and Development Discourse

RDSP is a development institution operating within the development discourse. We are a Catholic non-governmental organisation (NGO) that provides services to rural development initiatives in South Africa. The development discourse within South Africa has been closely linked to the political discourses of the past 50 years. The dramatic political changes of the 1990s have resulted in important shifts within the development discourse. Our position within this South African development discourse, is determined by the fact that we are an NGO.

Exactly what an NGO is, has been and continues to be, the topic of much debate and discussion. The only characteristic of an NGO that everyone agrees on and that is indicated by the very term 'NGO', is that NGOs are organisations that operate independently of the state. Carrol identifies three types of development NGOs – the Grassroots Support Organisation (GSO), the Membership Support Organisation and Primary Grassroots Organisation (PGO) (Harding 1994:1):

- A Grassroots Support Organisation (GSO) is a “civic development body that provides services and support to local groups of disadvantaged rural or urban households and individuals” (Narsoo 1993:12), acting as an intermediary between the people it serves, the government, funders and financial institutions. GSOs can also provide services to other organisations that support the poor, as well as play a co-ordinating or networking role. In South Africa GSOs are known as ‘service organisations’.
- A Membership Service Organisation (MSO) is similar to a GSO in that it provides services to groups and people within the community. However, an MSO has a membership to which it is accountable, at least in principle. In South Africa, examples of MSOs would be the mass-based organisations such as civics and trade unions.
- A Primary Grassroots Organisation (PGO) is completely different to a GSO and MSO in terms of scope, level, complexity and function (Harding, 1994:2; Narsoo, 1993:12-13). A PGO is the “smallest aggregation of individuals or households that regularly engage in some joint development activity as an expression of collective interest”, such as a stokvel or housing project (Narsoo, 1993:13). GSOs and MSOs work with and serve PGOs (Harding, 1994:2).

Within the South African development sector, RDSP falls into the category of a GSO or ‘service organisation’. There are a vast number of South African service organisations providing a range of services. These service organisations can be divided into four main types:

- ‘Traditional service organisations’, such as the South African National Cancer Association, that tend to be “an extension of the government to the extent that they even replicate the organisational culture [and] bureaucratic structures of government” (Development Update, 1997:29). They tend to have a close, good working relationship with government.
- ‘Private sector service organisations’, such as the housing delivery organisation NEWHCO, that have close links with the private sector and, although they are non-profit organisations, have an “organisational structure and modus operandi” that “closely resembles those of private sector institutions” (Development Update, 1997:29).

- 'Struggle service organisations', such as the National Land Committee and its affiliates, that "were created and staffed by professionals aligned to the anti-apartheid struggle and provided assistance and support to it" (Development Update, 1997:29).
- 'Community-based service organisations' that "emerged from attempts to mobilise and organise around specific community demands" and that "tend to be less professional and technically capable than" the 'struggle service organisations' (Development Update, 1997:29).

RDSP is definitely not a 'traditional service organisation' 'private sector service organisation' or a 'community-based service organisation', and sits most comfortably in the 'struggle service organisation' category. In this thesis I will use the term 'NGO' to refer to 'struggle service organisations'.

South African NGOs are characterised by the fact that they provide services to individuals in communities, households in communities, community groups or community organisations. RDSP does not provide services directly to individuals or households in communities, but to community based organisations (CBOs). The definition of a community based organisation is not clear-cut and many people working within the South African development sector would classify a CBO as a Membership Service Organisation within Carroll's taxonomy of NGOs (CDRA, 1996:13; Pieterse et al, 1994:6). RDSP understands there to be two types of CBOs – membership based CBOs and non-membership based CBOs. The membership based CBOs are the same as Carroll's Membership Service Organisations. They have members out of which a management structure is elected and to which this management structure is then accountable. Membership based CBOs provide services to their members. A small-scale farmers' association is an example of a membership based CBO. Non-membership based CBOs do not have members, and provide services to the particular community or communities in the geographical area surrounding the community in which they are based. Non-membership CBOs fall into Carroll's Grassroots Service Organisation category of NGOs and are 'community-based service organisations'. RDSP distinguishes between these non-membership CBOs and NGOs, based on whether they are located in the community in which they work and whether their staff and management are drawn from this community or not. It understands non-membership

CBOs to be organisations whose staff and management committee members all belong to the community or communities served by the CBO. Advice Offices are examples of non-membership based CBOs. RDSP understands service organisations to be organisations that are not necessarily based in or even near the communities in which they work and whose staff and management committee, in the majority, do not belong to the communities served by the organisation. RDSP works with both membership based CBOs and non-membership based CBOs. In this thesis, I will use the term 'CBO' to refer to both membership and non-membership CBOs.

The position of NGOs within the South African development discourse has been influenced by the socio-economic and political conditions prevalent in South Africa during the past 50 years. Griffiths Zambala, in his paper the "Analysis of the South African NGO Sector Pre-March 1992" (30 September 1992), suggests that South African NGOs occupied three 'eras' from the 1960s to the 1980s. Firstly, the African self-help era of the early 1960s to the early 1970s, when the South African economy was booming and state repression was high. During this period, NGOs focused on supporting the micro-enterprises of people in the townships, providing relief services and "doing some human rights work, particularly in the wake of state repression" (Narsoo, 1993:2-3). Secondly, the self-reliance or community development era of the 1970s, when the Apartheid economy was slowing down and the black consciousness movement was gaining momentum. "One of the major thrusts of this era was the use of local resources for social upliftment" (Narsoo, 1993:2). During this period, NGOs started to focus on providing support that would assist people to resist the state. Thirdly, the community participation era of the 1980s "which was characterised by the growth in community organisations and their politicisation" (Narsoo, 1993:2). During this period, South Africa's economic crises deepened and resistance against the state escalated, assisted by the growing criticism of the Apartheid government in the North and increasing financial assistance for NGOs and CBOs involved in the struggle against Apartheid. The development discourse within South Africa was now closely linked to the discourses of liberation and political resistance. Development NGOs aligned themselves with the struggle against apartheid and rejected the Apartheid government's notion of development. During this period, NGOs viewed the purpose of development to be primarily liberation from the oppression of Apartheid. The development activities of NGOs aimed to assist people to resist the Apartheid government and to correct the

imbalances in social services and standard of living created by the government's Apartheid policies (Narsoo 1993:4 ; Zuma, 1999:12).

The 1990s saw the end of Apartheid within South Africa through a negotiated settlement and the election of a legitimate, democratic government led by the African National Congress (ANC). The events marked a dramatic shift in the development discourse, with the discourses of liberation and political resistance being replaced by the discourse of reconstruction (Narsoo, 1993:6; CDRA, 1996:5). The purpose of development was no longer liberation from oppression, but the reconstruction of society. NGOs now found themselves in a position of partnership with the government instead of resistance against the government.

Initially, the ANC-led government's and NGOs' approaches to development, were closely aligned. Both were concerned with people's participation in the development process and promoted a people-centred, people-driven approach to development. This was clearly reflected in the government's Reconstruction and Development Plan (RDP) (Zuma, 1999:12; Hallowes, 1999:3; Le Roux, 1998:107). However, this alignment of approach did not last once the ANC-led government was drawn back into the global economic fold. The government's development discourse started to shift towards the dominant development discourse of the powerful institutions of the First World and the need for economic growth started to dominate the government's policies. Within a few years, the RDP had been abandoned and the government was fully committed to the Growth, Employment And Redistribution programme (GEAR) – a neo-liberal economic growth policy that the World Bank had assisted to draw up (Hallowes, 1993:3; Foulis, 1998:18; Pieterse, 1998:14). The government had shifted its focus "from promoting development to developing policies for stimulating the economy" (Boulle, 1991:21).

Once again, NGOs found themselves needing to challenge the policies of the government as they generally "regard GEAR as the biggest obstacle in galvanising sufficient resources to address the backlog in services" and alleviate poverty (Pieterse, 1999:16). However, the position of challenge NGOs now occupy in relation to the government, is very different from the challenging position NGOs occupied in relation to the Apartheid government. Then NGOs were challenging policies born out of a specific ideology that was peculiar to the Apartheid government. Now, NGOs need to challenge something greater than just the government's policies, they need to challenge the global

systems that promote these policies (Foulis, 1998:18). South African NGOs' position within the development discourse can be said to have 'normalised', in the sense that they now occupy the same position of challenge held by many Southern and Northern NGOs in relation to the dominant development discourse perpetuated by the powerful First World institutions (CDRA, 1996:24). NGOs' awareness of this shift in their position within the development discourse can be seen in the approach South African NGOs have taken to challenging GEAR and their involvement in international movements to challenge the dominant economic development discourse. Yet, despite the changes these shifts in the political discourse have had on NGOs' position within the development discourse, South African NGOs have remained committed to a belief in development as a people-centred, people-driven process through which people are empowered to gain control over their lives and to access the resources they require to meet their needs.

South African NGOs' approach to development continues to be dominated by the discourses of liberation, empowerment and participation and NGOs' understanding of development is located in the liberation and participation development theories. Very little research has been conducted on South African NGOs in general (Cawthra et al, 1999:142) and, to my knowledge, no research has been done on the development discourse of South African NGOs. I, therefore, base the following description of the development discourse of South African NGOs on the writings of people who work within and the publications of organisations who belong to the South African NGO sector, as well as my own understanding of this discourse as a development professional who has worked within this discourse for the past ten years. In describing this development discourse I am not arguing that NGOs, through their development practice, are always successful in implementing the development process advocated by this discourse or are even always true to this discourse. I am only describing the beliefs and assumptions to which NGOs operating within the South African development discourse claim to subscribe.

The NGO development discourse accepts the premise of both the liberation and participation theories that the poor themselves need to drive and control the development process (CDRA, 1998:16, 18). Therefore, NGOs start from the position that their role is to provide the poor with the support they need to manage their development process, rather than to manage a development process for the poor. Working from this

basis, the NGO development discourse holds three important suppositions to be true. Firstly, that development is about the **empowerment** of the poor. Secondly, that the **process** of development is **as, if not more, important** than the **product**. Thirdly, that people's **participation** in the development process is essential for 'true' development to take place. These three suppositions flow out of the liberation theories and the participation theories.

NGOs accept the propositions of the liberation theories and believe that the empowerment of the poor is an essential part of development, because they believe that it is only when the poor are empowered that they will be able to address the causes of their poverty – the unjust systems maintained by unfair power relations. Development is about assisting the poor to liberate themselves from the cycle of poverty through changing the unjust systems that keep them trapped in this cycle of poverty (CDRA, 1997:23; Kaplan, 1996:56). Thus, development involves shifts in existing power relations, such that the poor have increased access to and power over resources and are able to make and act on decisions that directly affect the quality of their lives (CDRA, 1997:18,32; Kaplan 1996:53). NGOs' understanding of empowerment is not simply to enable someone to do something, but the:

Acquisition of power by a person or organisation to a degree which allows them significant control over their own lives through, for example, developing increased capacity for decision making, capacity to develop a sustainable livelihood, local control over socially directed resources and resource allocation, or democratic control of power (Harding, 1994:13).

NGOs focus on the development process rather than products of development, because they see the empowerment of the poor as the aim of development. If a development process produces a **product, but does not empower people** then this development process has failed. It has failed because it will end with the achievement of the product and will leave the poor people it aimed to assist in the same position of power they were in before, although with a product. A 'successful' development process is one through which the poor are empowered, such that the development process never ends as the poor drive the process and continuously achieve the development products they need to meet their needs (CDRA, 1998:23). For NGOs "the process of delivery is as important as

the act of delivery itself" (Development Update, 1997:31) and they believe that the development process has to be a participatory process (Lund, 1997:5,6). Poor people's participation in the processes affecting their lives needs to be continuous, as it is only through this participation that they will access the resources they need. Therefore, participation in the processes affecting their lives, is a **means** to development and the **goal** of development (CDRA, 1998:20).

As RDSP has only existed as an organisation since 1993 and I have only worked in the NGO development sector since 1990, my introduction to the development discourse and RDSP's growth as an organisation operating within this discourse, took place at a time when the discourse of reconstruction replaced the discourses of liberation and political struggle within the South African development discourse. RDSP's focus has been strongly influenced by this discourse of reconstruction. We aim to assist in establishing an effective rural development infrastructure through building strong rural community based development organisations. Our focus has always been on the improvement of people's lives in rural areas and the betterment of rural communities, rather than the liberation of rural people from an oppressive regime.

RDSP accepts the NGO development discourse's premise that the poor need to drive and control their own development process. We see development as a "people-centred, people-driven and people-managed process" (De Sousa, 2000:18). We believe that development will only result in sustainable, long-term solutions to poverty if it harnesses the energy and will of poor people (De Sousa, 2000:18). RDSP also accepts the NGO development discourse's representation of development as a participatory process through which people are empowered to manage their own development and access the resources they need to meet their needs. This has important implications for how we approach the rural development processes we are involved in. These beliefs affect how we see the role of development practitioners in the development process and how we assume a development process should be conducted in the following ways:

- The people who are going to implement development programmes must be the people who choose the development programmes. We believe that "in development , people with skills and expertise work with poor people and assist poor people to assess their own needs, decide on their own solutions and implement their own

plans” (De Sousa, 2000:18). Therefore, the staff and management committees of the CBOs we work with must choose the development programmes they will implement. We cannot decide on these development programmes for them. Our only role is to facilitate a process which assists the CBOs to assess the situation and decide on the development programmes they are going to implement.

- The staff and management committee of CBOs cannot decide on development programmes alone. They must do this in consultation with the community. Community consultation is a vital part of the development process and is the mechanism CBOs use to ensure that the community wants to participate in their development programmes. This is essential, because without community participation, a CBO's development programmes will fail.
- Development programmes should be designed to meet the specific needs of a target group. Once a target group, such as youth, has been identified, the needs of the target group must be identified so that a development programme can be designed to meet these needs. This is important in ensuring that development programmes are appropriate to the context. We believe that development programmes cannot just be imported from other areas. They cannot be viewed as blueprints which, if followed correctly, will be equally successful in different contexts.
- The development process should build the capacity of poor people to meet their own needs. We believe that the aim of the development process is “to provide poor people with the skills and expertise they need to address their own poverty” (De Sousa, 2000:18). This is essential in ensuring that the development process is not dependent on the development practitioner, but will continue when the development practitioner is no longer involved.

Catholic Discourses and Development

The NGO development discourse is not the only discourse that has influenced RDSP's development practice. As RDSP is a Catholic organisation, we also operate within the Catholic discourse. This Catholic discourse affects our understanding of development and our development practice. In many ways, this Catholic discourse is compatible with the NGO development discourse, which views development as a 'people-centred' process.

The Catholic discourse sees development as primarily the development of people and not the accumulation of things. The Catholic discourse draws a distinction between spiritual development and material development and believes that true development is 'integral development', a combination of both spiritual and material development. In 1967 Pope Paul VI defined development as "the promotion of the good of people, every person and the whole person" (Byrne, 1983:6). Thus, development must address all people's needs, not just their material needs. Development includes people's personal development. The Catholic discourse draws special attention to the plight of poor people and their need for development. Catholics are encouraged to take an 'option for the poor' and to "put special effort into working with the poor to meet their needs and solve their problems" (De Sousa, 2000:10). Within the Catholic discourse there are two different understandings of the 'option for the poor' based on how poor people are perceived. The Catholic Social Teachings view the poor as people who need help, but who are not helpless and the 'option for the poor' as a call to work together with the poor to help them to meet their needs. This is reflected in documents such as the Pastoral Plan (1989) of the Southern African Catholic Bishops Conference (SACBC), which argues that "an effective way of meeting needs is to help individuals and groups develop their own resources so that they can in freedom meet their own needs" (SACBC, 1989:32). However, the more prevalent understanding of the 'option for the poor' is based on the assumption that poor people are needy and often helpless. The 'option for the poor' thus becomes saving the poor from their poverty. Yet, whether you view the 'option for the poor' as working with the poor or saving the poor, the Catholic discourse stresses the importance of adhering to certain values, such as justice, reconciliation, respect for human dignity, and peace (De Sousa, 2000:10-13).

RDSP's acceptance of these beliefs affects our approach as follows:

- Development must facilitate people's personal development. Development must assist people to grow in confidence, to become more articulate, to explore their creativity, and so on. The development process must therefore include the nurturing of people such that they are able to realise their personal potential.
- Development is an expression of the 'option for the poor'. Through assisting people to become involved in a development process, we are assisting to help address the plight of the poor.

- Development should be values-based. It is important that development is based on the values of justice, reconciliation, respect for human dignity and peace.
Development should never be for personal gain, but for the good of the community.

Within this framework of the development and Catholic discourses, RDSP's approach to development is one of **capacity building**. We aim to build the organisational and management capacity of rural development CBOs such that they can effectively manage themselves and implement successful development programmes. We therefore facilitate capacity building processes with rural development CBOs.

'Capacity building' is a nebulous term within the development discourse. There is no one definition of capacity building with some people understanding capacity building to be synonymous with training, while others view it to be synonymous with development. Our understanding of capacity building is based in a generally accepted understanding of capacity building among South African NGOs, that capacity building has three aspects – organisation development (OD), skills training and resourcing (IDASA, 1993:6). OD is important in enabling the organisation to adapt to its changing environment and successfully institute the changes it needs to make in order to be a more effective organisation. Skills training is important in developing the skills of individuals within an organisation, such that they are able to play a more effective role within the organisation (CDRA, 1993:10). Resourcing involves the acquisition of necessary resources, such as funding and equipment. Resources are essential if organisations are going to implement their plans and have an impact as an organisation (IDASA, 1993:7). All three aspects are necessary for effective capacity building (IDASA, 1993:6) and form part of RDSP's capacity building process with rural development CBOs. Thus, RDSP also operates within the OD discourse and the training discourse.

The Organisation Development Discourse

The second central discourse constructing the 'truths' of RDSP's work is the Organisational Development (OD) discourse. OD originated in the United States of America in the 1960s (James, 1998:8) and its history has been one of gradual evolution (Rothwell et al, 1995:13). Its roots lie in the human relations approach to organisations which criticises the 'dehumanising' characteristics of formal organisations. OD is based

in "humanistic values concerning how organisations should be managed" and therefore asserts "that organisations should be changed so that they encourage the personal growth and development of employees, promote openness and co-operation and recognise the validity and importance of open expressions of feeling" (Blunt et al, 1996:1-2). During the past 40 years, OD has become a very diverse and ill-defined field. "There is no single OD philosophy, nor one OD textbook to consult" (James, 1998:8). OD is applied within all sectors of society, from the corporate sector, to the public sector to the NGO sector. It has become particularly significant in the NGO development sector since the 1990s, as NGOs and CBOs came to be seen as important in enabling and ensuring effective development. The need for strong NGOs and CBOs who can nurture, encourage and 'deliver' development, focused attention on the organisational development of NGOs and CBOs (James, 1998:8; CDRA 1993:7). In this thesis, I am only concerned with the OD discourse RDSP operates within, i.e. the South African NGO OD discourse. I shall, therefore, only explore and describe this South African NGO OD discourse. For the sake of simplicity, I shall refer to this South African NGO OD discourse as the 'OD discourse' from now on.

The OD discourse is based on the following three important premises:

1. Strong civil society institutions are an important and essential part of any democratic system because they are a "countervailing power to the state" (James, 1998:1; Kaplan 1994:2). Civil society institutions are able to balance the power of state and capital, ensuring that "more people have access to resources and power over choices" (Kaplan 1994:2,5). In South Africa, the term 'civil society' generally refers to the non-government sector, with 'civil society institutions' being NGOs and CBOs (Kaplan 1994:2).
2. Effective NGOs and CBOs are necessary for effective development. The lack of organisational and management capacity in NGOs and CBOs prevents them from being effective development agents and negatively impacts on the development process (James, 1998:2).
3. The organisational development of NGOs and CBOs is essential if they are to play their role within civil society and be effective development agents (CDRA, 1993:11; CDRA 1995:2; Kaplan 1994:2; James, 1998:1).

The OD discourse views the environment within which NGOs and CBOs operate to be constantly changing and views their ability to adapt to this changing environment as essential to their success as civil society institutions and development agents (James, 1998:2,11). An important component of OD is therefore the development of an organisation's ability to understand the environment it is operating in, to monitor the shifts in this environment, to identify how it needs to adapt to these shifts and to adapt effectively (Marais, 1997:117; Kaplan 92:22). The OD discourse identifies an organisation's culture as an important factor in determining the organisation's ability to adapt effectively to its changing environment (James 1998:16; CDRA, 1997:7; CDRA 1993:19). In order for long-lasting change to take place within an organisation, an organisation's culture often needs to change. James defines an organisation's culture as a "pattern of learned underlying assumptions about how to behave" (1998:16). OD assists organisations to uncover their organisational culture, to understand how this culture is preventing them from adapting to their environment and becoming more effective and to decide how they need to change this culture in order to move forward. "OD is a process of making an unconscious culture conscious and a subject of choice" (Kaplan, 1992:24).

Organisational development and change can either be conscious or accidental. The OD discourse believes that organisations are more effective when this development and change is the product of a conscious decision rather than accidental. OD is concerned with assisting organisations to make conscious choices about how they develop and change, so that they "become more effective in their work and adaptive to their environment" (James, 1998:18). OD must enable organisations to help themselves, not make organisations dependent on expert intervention (James, 1998:13,16; CDRA 1996:4; Kaplan 1992:23; Hallows, 1994:2). OD is the "facilitation of an organisation's capacity to self-reflect, self-regulate and take control of its own processes of improvement and learning" (Kaplan 1996:89). The OD discourse sees the development of organisations into 'learning organisations', that learn continuously from their experience, as a key element in enabling organisations to respond to their environment consciously and effectively (James 1998:11,16; Blunt et al, 1996:3). In order to assist organisations to become 'learning organisations', the OD discourse promotes the use of action-research methods and participatory processes.

The action-research method is founded on the belief that organisations can only make effective decisions if they have accurate data on which to base these decisions and are able to analyse this data in order to make decisions. The action-research method involves “continual data collection, analysis and feedback for collective awareness” (James 1998:19). The OD discourse views the organisation as both the ‘subject’ and the ‘researcher/analyst’ of the action-research. Thus, the data is collected, analysed and processed by the organisation itself, not an external expert. This is essential if effective change is to take place. The OD discourse assumes that for effective organisational change to take place, an organisation must ‘own’ its understanding of the issues it faces and its solution to these issues (James, 1998:19; Kaplan, 1992:28). The OD discourse, therefore, stresses the importance of using a group “process-oriented approach of facilitating the organisation to diagnose its own problems and develop its own solutions” (James, 1998:3).

The OD discourse, therefore, views organisational development as a dynamic, long-term, people-centred, participatory process (James, 1998:2, 20; CDRA, 1993:6; CDRA, 1997:13). OD processes are not ‘pre-packaged’, but designed to meet the specific needs of a particular organisation (CDRA, 1998:16). In order to adapt to their environment effectively, OD aims to assist organisations to look beyond the ‘surface’ changes they need to make to their structures and systems to how their culture needs to change. Changing an organisation’s culture usually involves changing “deeply engrained patterns of behaviour” (James, 1998:20). This cannot be done during a single intervention, but requires a long-term process (James, 1998:20; CDRA, 1998:16; CDRA 1993:6,11). OD is concerned with the behaviour of the people who make up the organisation and create the organisation’s culture through their interaction. The OD discourse believes that the only way people will change their behaviour is if they are part of a process in which they identify their behaviour as a problem and decide that their behaviour needs to change. People have to participate in the OD process in order for collective decisions to be made that will lead to effective and successful change (James, 1998:20). The OD discourse does value individual development, because unless the individuals that make up an organisation develop, the organisation will not develop (Kaplan, 1992:22). Individual development is seen as important and necessary when it contributes to the development of the organisation as a whole (James, 1998:17). Within OD processes, this individual development takes place within the context of the group and through group processes

(Kaplan, 1992:23). The nature of these group processes flows out of the OD discourse's view of people within organisations.

The OD discourse does not see people as resources to be used to achieve organisational effectiveness, but as "human beings with complex sets of needs" (James, 1998:13; Srinivas, 1996:5). OD processes, therefore, aim to provide people with opportunities to develop and realise their potential (James, 1998:13; Srinivas, 1996:6). OD is concerned with far more than just improving people's skills, but with developing people as a 'whole person'. This includes developing their capacity to apply their skills effectively, as well as their "confidence, maturity, flexibility, fluidity, creativity, coherence and integrity" (Kaplan, 1994:13). OD group processes, therefore, are nurturing processes that enable individuals and groups to work through the changes they need to make to become more effective, to develop and to move forward. OD processes must respect the pace at which people and organisations are able to change, develop and grow, and must not be too imposing or directive (Kaplan, 1992:25). "The OD process is one which nurtures and facilitates [organisations] into greater consciousness and awareness" (Kaplan, 1992:26).

An important influence on the OD discourse since the 1980s has been the neo-liberalism discourse. Neo-liberalism has resulted in an increasingly competitive organisational environment as organisations have had to fight harder for funding, have had to justify their existence in terms of measurable outcomes and have had to meet demands for ever more detailed plans presented according to ever more complicated criteria. The OD discourse has responded to these shifts in the organisational environment by recognising the "importance of dealing with issues of **task, strategy and performance**" (James, 1998:10). OD has therefore become "more responsive to the strategic needs of organisations" and with "helping organisations to envisage their future" (James, 1998:10). Therefore, OD processes now include issues such as strategic planning, management structures and information systems. "OD is now integrating structure versus process issues; performance versus people issues" (James, 1998:10).

RDSP's Position Within the OD Discourse

In this section I will show how RDSP subscribes fully to the 'truths' of the South African NGO OD discourse. We accept the OD discourse's representation of NGOs and CBOs as important civil society institutions that play a significant role in development. We view rural CBOs as structures through which the rural poor can engage with the government and corporate sector in order to improve their lives, as well as structures that can facilitate successful development processes in rural areas. As the scale of rural poverty is so vast, we believe that it is strategic to support rural community structures that address this poverty through their development programmes, rather than to work with individuals or households. We also accept the OD discourse's assertion that organisations need to be able to adapt and respond to the changing environment in which they operate, in order to remain effective. We accept OD as the process that will enable these rural CBOs to become increasingly effective organisations, through enabling them to identify how they need to change and to manage this change process. We concur with the OD discourse's emphasis on the fact that this OD process should develop organisations' internal capacity to adapt effectively to their changing environment, not make them dependent on external experts. Our role is not to control and manage rural CBOs, but to facilitate their development as independent, effective organisations. We aim to develop the organisational and management capacity of rural CBOs, such that they are able to manage themselves efficiently and competently, while agreeing with the OD discourse's claim that OD processes need to be participatory in order to be successful. We view the participation of the members of a CBO to be important if CBOs are to 'own' their OD process, and that this 'ownership' is essential in securing lasting solutions to organisational problems and challenges. We understand OD processes to be group processes, which are aimed at developing the capacity of the organisation as a whole, and we agree with the OD discourse's assertion that the development of individuals within an organisation is necessary for the development of the organisation. We see the personal development of the people involved in a CBO as an essential part of the OD process. Our acceptance of the 'truths' of the OD discourse is facilitated by the fact that it is very compatible with the NGO development discourse and Catholic discourse we operate within. This has resulted in these 'truths' strongly influencing and shaping the nature of the capacity building processes RDSP facilitated, as will be shown in chapter four.

The NGO development discourse and OD discourse within which RDSP operate are coherent to the extent that both are concerned with the empowerment of people such that they are able to exert influence on the systems that affect their lives and so improve their lives. NGOs and CBOs are important vehicles through this can be achieved. The OD discourse is also concerned with enabling NGOs and CBOs to be more effective development agents and facilitators of development. As the NGO development discourse views the empowerment of the poor as an essential part of development, because it is only when the poor are empowered that they will be able to address the systems that cause their poverty, the OD discourse and NGO development discourse share a common purpose. The OD discourse is also concerned with the empowerment of NGOs and CBOs as organisations. The OD discourse emphasises the importance of organisations not becoming dependant on external experts to assist them to deal with issues and adapt to their environment effectively, but to develop the internal capacity to do this themselves. The OD discourse, therefore, shares the NGO development discourse's understanding of empowerment as more than just enabling someone to do something, but people's acquisition of power to the extent that they have significant control over their lives.

The NGO development discourse and OD discourse within which RDSP operate, also share a belief in the importance of people's participation. The OD discourse sees people's participation as essential if OD processes are to lead to real and lasting change within organisations. As organisations consist of groups of people interacting with each other, lasting change only occurs when people's behaviour changes. In order for people's behaviour to change, people have to choose to change their behaviour and this will only happen when people identify the need for this. Thus, both the NGO development discourse and OD discourse stress the importance of people's participation as both a means to achieve their goal and as a goal itself because it ensures the ongoing achievement of this goal.

Finally, the Catholic discourse and OD discourse within which RDSP operates both view the development of the individual as important. The Catholic discourse understands development to include the personal development of people. Development must address all a person's needs, and these include the need for personal development. The OD discourse views personal development as an important aspect of organisational

development. As organisations consist of people, the personal development of people within an organisation is necessary for the development of the organisation. The Catholic discourse views the personal development of people as important in and of itself, while the OD discourse views personal development as important in achieving the goal of organisational development.

The Training Discourse

The third and final discourse which I have identified as constructing RDSP's work is the 'training' discourse. 'Training' is a very broad field and includes everything from industrial training to religious training. RDSP is concerned with training the staff and management committee of rural development CBOs in organisational, management and development skills. We are concerned with training adults and so the training we do falls broadly within the category of adult education. Adult education is a very inclusive term. Millar argues that due to this inclusiveness, adult education has become almost synonymous with 'adult learning'. He argues that "certain *approaches* to the education of adults have come to count as adult education, and [that adult education] practitioners are the main shapers of these approaches" (1991:4). In South Africa, the professional commitments and endorsements of adult education practitioners have strongly influenced our understanding of the term 'adult education'. This has led to a situation where 'community education', 'literacy' and "work that is critical and emancipatory in direction" are viewed as adult education, while "individual training does not quite count as adult education" and military service definitely does not (Millar, 1991:4). 'Community education' within South Africa tends to refer to a broad range of education opportunities offered to people from disadvantaged communities. As RDSP's training is aimed at educating rural community organisations, our training falls under the broad heading of 'community education' and therefore forms part of the adult education field within South Africa.

Current adult education practice in South Africa can, according to Millar, be divided into three general categories based on the broad social purposes of the adult education:

1. 'Compensatory education' such as adult basic education, night schools, alternative forms of schooling, and academic support programmes. Compensatory adult education aims to provide adults with the opportunity to complete their initial

education, which they were unable to complete as children due to the great “disparities in educational provision and experience across class and racial lines in South Africa” (Millar, 1991:14).

2. ‘Education for upgrading’ such as skills training in commerce and industry, management training, teacher upgrading and professional continuing education. Education for upgrading aims to assist adults to improve their knowledge and upgrade their skills such that they are more effective and productive “in specific contexts, usually the workplace” (Millar, 1991:14).
3. ‘Cultural/political non-formal education’ such as military service, media control, worker education, religious education, public cultural education, civic education and community organisation and development education. This field of cultural/political non-formal education is characterised by a “wide range of participants.” (Millar, 1991:15). Within this sector it is the NGOs, CBOs, trade unions and student organisations, “with their goals of social reconstruction and conscientising agendas”, who challenge the ideology of the state as promoted through the state’s non-formal educational apparatuses of military service and media control (Millar, 1995:15).

As RDSP is concerned with the education and development of CBOs, RDSP’s training forms part of the cultural/political non-formal adult education field as described by Millar. RDSP thus operates within the NGO non-formal adult education discourse.

Non-formal adult education is any learning activity planned with or for adults that takes place outside of the field of formal education, i.e. outside of schools and tertiary education institutions. Non-formal education is more flexible and adaptable than formal education and is able to meet a great variety of educational needs (Millar, 1991:5; van der Stoep and Louw 1991:95). The characteristics of non-formal education have been described as follows:

- Short-term and specific in focus
Non-formal education aims to meet individuals' and communities' short-term learning needs. It concentrates on the specific knowledge and skills people and groups need to be more effective in the immediate future.
- Output-centred and individualised
Non-formal education is skill-centred and is designed to assist individuals and groups to gain the skills they need to complete their tasks more effectively.
- Non-credential based
Individuals and communities do not engage in non-formal education in order to receive a certificate or credential, but because it will assist them to learn that which will be immediately useful within their context. The rewards of non-formal education are immediately evident.
- Practical
The content of non-formal education is determined by what the learners need to know in order to be more effective in the contexts within which they operate. Therefore, the content is closely related to the learners' contexts.
- Short-cycle
Non-formal education programmes tend to be short in duration and rarely last longer than two years. The length of a non-formal education programme will depend on the time required to meet its learning objectives.
- Part-time
Non-formal education is part time and can be organised in a variety of ways to suit the needs and circumstances of the learners.
- Recurrent
People can engage in non-formal education at any point in their lives. People engage in non-formal education to meet their current learning needs emerging from their positions in and time of life.
- Learner-centred
A variety of different methods and resources are used within non-formal education. The emphasis is on learning rather than teaching and people with diverse experience and skills (often not professional educators) are used to facilitate non-formal education, instead of teachers.

- Democratic
Non-formal education programmes delegate considerable control to participants and the local community.
- Entry requirements determined by clientele
Non-formal education does not have standardised entry requirements. As non-formal education is geared to meet the learning needs of a particular group of learners, the only entry requirement a potential learner has to meet is to belong to the group of potential learners the non-formal education programme is aimed at.
- Flexibly structured
Non-formal education programmes can be organised in numerous ways. Programmes tend to be distinct and diverse, and operate as separate entities. Few relationships exist between different non-formal education programmes.
- Self-governing
Non-formal education is not centrally controlled. It tends to be uncoordinated, segmented and dispersed. Non-formal education programme's tend to run autonomously, and emphasise the importance of local initiative, self-help and innovation.
- Environment-based
Non-formal education can take place anywhere, but preference is given to conducting it in the environment where the learners will have to apply the skills they learn in the future. In general, educational facilities are not used and the facilities that are used tend to be basic and low cost.
- Community-related
Non-formal education is usually held in the community in which the learners work or live.
- Resource-saving
Non-formal education reduces costs and saves on resources by using community facilities and personnel when possible, using low-cost facilities and providing part-time learning opportunities (Simkins 1976 in Morphet and Millar, 1991:36-39).

The NGO non-formal adult education discourse subscribes directly to these characteristics of non-formal education. Due to these characteristics, non-formal education is seen as a flexible, efficient and effective way to achieve learning objectives that formal education is unable to achieve. This has led to non-formal education often

being viewed in a more positive, often 'romantic', light than formal education. The non-formal education discourse has tended to flourish in situations where formal education systems are poor and there is little chance of improving these systems, and is therefore well-established in the Third World. In these situations, non-formal education is seen as complementary to formal education, as a parallel education system for those unable to access the formal education system (Millar, 1991:5). However, within South Africa, the non-formal education discourse has tended to stress the importance of **opposing** the formal education system rather than complementing it. This is due to the fact that most non-formal education initiatives within South Africa came from civil society organisations such as trade unions and NGOs aligned with the struggle against apartheid (Walters and Gush, 1995:5). These civil society organisations saw non-formal education "as synonymous with education oppositional to the apartheid state" (Millar, 1991:6). By the 1970s the formal education system run by the apartheid government was discredited and by the 1980s it was in a state of chronic crisis. The non-formal education discourse of the NGOs and trade unions deliberately defined itself as being outside the frame of this formal education system. This led to the discourse representing non-formal education as being anti-formal. The goal of non-formal education was seen to be "engagement in socially transformative work outside the constraints of a state-controlled ideological apparatus" (Millar, 1995:6).

The South African NGO non-formal adult education discourse also defines itself in opposition to the adult education discourse of the West and the adult education discourse of Third World governments and powerful Western development institutions. The main aim of most adult education programmes in the West is individual growth. The West's adult education discourse stresses the importance of not denying the adulthood of adult learners and sees adult education as a voluntary process entered into by autonomous adults (Rogers, 1992:1). Since the 1980s, there has been a shift in the West's adult education discourse due to the dominance of the neo-liberal economic discourse. According to the neo-liberal economic discourse, the global free market rules supreme and the skills level of a country's workforce is important in determining the country's ability to compete in this global market. Education and training are therefore "a decisive factor in international economic competition" (Korsgaard, 1997:19). The focus of the West's adult education discourse now tends to be dominated by the need to train people in the skills they need to be economically viable, rather than focusing on their

broad individual development. The dominance of the human-capital theories, that stress the importance of investing in a country's human resources in order to ensure economic competitiveness and growth, has resulted in adult education being viewed in economic terms. Within the human-capital paradigm, adult education aims to provide people with skills that they can use to become more economically active and more successful in the economic marketplace. Skills are a commodity which people use to enter and thrive in the marketplace. Adult education thus needs to be utilitarian and pragmatic, aimed at improving people's economic viability (Walters, 1997:6-7; Gustavsson, 1997:238-240). The South African NGO non-formal adult education discourse completely rejects the notion of adult education as an investment in the human capital of a country, reducing people to the level of a resource to be exploited for economic gain. Instead, the NGO non-formal discourse views adult education as a means through which people can liberate themselves from the oppression of unfair, unjust political and economic systems. The NGO non-formal discourse also tends to stress the importance of educating communities and groups rather than individuals, and sees the aim of this education as the increased ability of these communities and groups to improve their lives through changing the systems that disadvantage them rather than individual self-growth.

In the Third World, adult education tends to be linked to achieving development goals (Rogers, 1992:2). There are two main adult education discourses operating within the Third World - the 'liberal/conservative' adult education discourse of Third World governments and powerful Western development institutions, and the 'radical/socialist' adult education discourse of Third World civil society organisations. These two discourses differ substantially in their understanding of the term 'disadvantaged'. The 'liberal/conservative' adult education discourse understands 'disadvantaged' to be a term that describes individuals who suffer from a number of social ills and view being disadvantaged as the problem of the individual (Thompson, 1983:43). This understanding of 'disadvantaged' is similar to the growth and modernisation development discourse's understanding of poverty in the Third World. The 'liberal/conservative' adult education discourse accepts the growth and modernisation theories' assumption that the solution for the problems in the Third World lies in the Third World successfully developing into modern Western societies and people in the Third World becoming productive members of these societies. It views the aim of adult education to be to assist the 'disadvantaged' to learn the skills and attitudes they need to

contribute to a modern Western society. Thus, adult education is viewed as a means to achieve national development goals, is “based on nationally identified needs rather than individual wants” and is aimed at educating the masses (Rogers, 1992:2). As national development goals tend to be predominantly economic development goals, the discourse links adult education to the achievement of economic development goals. The influence of the neo-liberal discourse and human-capital theories has strengthened this link between adult education and economic development within the ‘liberal/conservative’ adult education discourse (Rogers, 1992:95).

The ‘radical/socialist’ adult education discourse’s understanding of ‘disadvantaged’ has a lot in common with the dependency, liberation and participation development theories understanding of why poverty exists in the Third World. It understands people to be disadvantaged by the systems that govern and affect their lives. People end up being poor, unemployed and lacking in education not because they are incompetent or do not try hard enough, but because the world’s systems are designed in such a way as to ensure that certain people remain powerful and wealthy at the expense of others (Thompson, 1983:43). The ‘radical/socialist’ adult education discourse particularly shares a lot in common with the liberation development discourse. It sees adult education as a means of raising disadvantaged people’s consciousness and critical awareness about the social, political and economic systems that give rise to their conditions, so that they can liberate themselves. The ‘radical/socialist’ adult education discourse views disadvantaged people as being joined by the unfair social, economic and political conditions they find themselves in and adult education as a means disadvantaged people can use to change their social, political and economic conditions, changing the systems “that create inequality and perpetuate disadvantage” (Thompson, 1983, 45). The ‘radical/socialist’ adult education discourse focuses on the education of groups, not the individual, emphasising “the social aspects of learning” (Thompson, 1983:45). The ‘radical/socialist’ adult education discourse also stresses the importance of process rather than product. The process is very important if it is to be a liberating process.

Within South Africa, the NGO non-formal adult education discourse has been particularly influenced by the work of Paulo Freire and the people’s education discourse. As explained above, the South African NGO non-formal adult education discourse defined

itself in opposition to the formal education discourse of the apartheid state (Millar, 1995:6). The NGO non-formal discourse was concerned with developing and providing alternative, progressive education that would enable people to free themselves from the oppression of apartheid. Paulo Freire is an important theorist in the 'radical/socialist' adult education tradition. Freire argues that adult education is a means "to bring about social, political and economic change in society" (Youngman, 1986:152). He is concerned with education for liberation and proposes an alternative pedagogy for achieving this. His ideas resonate with the aims of the NGO non-formal discourse (Prinsloo, 1991:373).

"Freire's central premise is that education is not neutral" (Wallerstein, 1987:33). He argues that all education practices "reflect political and philosophical assumptions" (Youngman, 1986:155). Education is always linked to an ideology and either reinforces or challenges the dominant ideology. Thus, education can either be used to ensure people's acceptance of the conditions they live in – education for domestication – or to cause people to question and challenge these conditions – education for liberation (Prinsloo, 1991:373). He calls the process of moving from acceptance to critical awareness 'conscientisation' and views education as a process of conscientisation (Prinsloo, 1991:369; Youngman, 1986:155). Freire maintains that conscientisation is achieved through following a 'problem-posing' approach to education. Central to this 'problem-posing' approach is dialogue between teacher and student. Through dialogue, teachers and students explore the world around them together, identifying problems and investigating their causes (Youngman, 1986:155-156). Both teachers and students bring their assumptions, experience and expectations to this dialogue (Wallerstein, 1987:33). Both have something to offer and something to learn. "The teacher-student dichotomy is dissolved through dialogue" with everyone becoming both teacher and student (Prinsloo, 1991:369). Freire contrasts this 'problem-solving' approach with the 'banking' approach to education in which teachers deposit prepared knowledge into the students, which the students then memorise and repeat, thus ensuring that students do not think critically, but accept the world around them as it is. Freire also rejects the language of the 'banking' approach. Instead of teachers he speaks about co-ordinators, instead of students he talks about participants, and instead of lectures or classes he discusses dialogue (Prinsloo, 1991:367; Youngman, 1986:156).

The South African NGO non-formal adult education discourse accepts Freire's premise that education is not neutral and views non-formal adult education as a means to empower the poor and disadvantaged. The discourse also accepts conscientisation as an important process in empowering the poor. Through conscientisation, the poor are able to critically assess their situation, understand their power to change their situation and identify a course of action to bring about the changes they desire. Conscientisation is usually a taken-for-granted aim of NGO adult education initiatives, even when it is not a stated aim. The process of dialogue and the view of teachers and students as co-learners and co-teachers is seen as particularly important by the NGO non-formal discourse. The NGO non-formal discourse values the experience of the participants. All participants have something to bring and to offer to the learning process. The participant's experience needs to be the starting point of the learning process and participants need to be provided with opportunities to share their experience during the learning process. The educator is never presented as an expert who has all the answers, but as a facilitator who will guide the group through the learning process, sharing information with them that they may find useful and helpful and learning from the group. Thus, the NGO non-formal discourse also rejects the language of the 'banking' approach. The NGO non-formal education discourse speaks about facilitators not teachers, about participants not students and about sessions not lectures or classes.

The people's education discourse also accepted the ideas of Paulo Freire and used his ideas as the foundation for developing new education methods and materials (McKay, 1989:320-321). The people's education discourse emerged in the mid-1980s in response to the escalating education crisis within South Africa⁴. Like the NGO non-formal discourse, the people's education discourse rejected the formal education discourse of the apartheid state and sought to develop alternative education methods and materials free from the ideological distortions of apartheid (McKay, 1989:321). The people's education discourse accepted Freire's premise that education is not neutral and can either be for domestication or liberation. It valued the opinions and ideas of the community in the development of an alternative education system (McKay, 1989:327-328; Muller, 1991:323-324).

The NGO non-formal adult education discourse and the people's education discourse share many of the same truths regarding the purpose and process of education. The people's education discourse did not radically affect the NGO non-formal discourse, but rather reinforced some of the beliefs of the NGO non-formal discourse. In particular, the people's education discourse focused attention on and strengthened the NGO non-formal discourse's commitment to community participation and consultation in the education process. The NGO non-formal education discourse views the participation of participants in the assessment of their educational needs, in the acceptance of the educational process and in the evaluation of this process as important.

RDSP's position within the training discourse

RDSP operates within the South African NGO non-formal adult education discourse. We call the non-formal adult education we provide to rural development CBOs 'skills training' and view it as an essential part of the capacity building process we follow with rural CBOs. We accept the 'truths' of the South African NGO non-formal adult education discourse and the content and process of the skills training we offer is shaped by these 'truths'.

We accept the discourse's representation of non-formal education as primarily education for liberation that, through the process of conscientisation, develops participants' critical awareness such that they are able to challenge the systems that oppress them. Our overall aim is to assist rural development CBOs to develop their organisational and management capacity, such that they can challenge the systems that perpetuate poverty in their community and assist the community to engage in development activities to address their poverty. The capacity building process we follow is designed to meet this aim. As part of the capacity building process, skills training contributes to developing the critical awareness of the rural CBOs such that they are able to analyse the context they operate within, assess their ability to impact on this context and choose an appropriate strategy to improve this context. In our fund raising training we start with an analysis of the current global and national trends that influence the ability of Third World development organisations to raise funds successfully. We look at economic trends, development trends and important social trends, such as the AIDS pandemic. Through this analysis, participants develop a critical awareness of the systems that affect their

ability to raise funds and are then able to assess how best to interact with and challenge these systems. However, this development of critical awareness in rural CBOs is not restricted to developing critical awareness about global and national systems. It also includes participants becoming aware of their abilities and how they can use these abilities to improve their own lives and the lives of others. We believe that we do not train individuals so that they can improve their own lives only. We train people so that they will be able to join with others to improve the lives of all the people in their community.

We also accept the discourse's emphasis on process rather than product. We subscribe to the belief in the importance of dialogue in this process and the view that everyone participates as co-learners and co-teachers within this dialogue. We value the experience that participants bring to the training process and see their experience as enriching the training process and as a source of learning. We do not see ourselves as the experts who have all the knowledge, but as facilitators who are able to share information and methods with participants and learn from participants as we guide them through the training process. We therefore also see action learning as an important part of the training process. We understand action learning to be 'learning through doing'. People are given the opportunity to try putting the new ideas and methods into practice during the training process, after which we discuss their performance, believing they learn from this. Our training process is therefore a combination of dialogue and action learning.

RDSP agrees with the NGO non-formal adult education discourse's emphasis on the importance of people participating in the assessment of their training needs and the development of a training process to meet these needs. We agree with the discourse's premise that non-formal adult education needs to be flexible in order to facilitate people's participation in meeting their learning needs. We cannot invite people to participate in formulating a training plan, but impose so many restrictions and conditions on the type of training plan that is developed that we may as well have developed the training plan ourselves. If people view fund raising skills as their most important training need, even though we know that they need planning skills before they will be able to raise funds successfully, we start the training process by focusing on fund raising skills and then introduce planning skills into the process when the participants recognise the importance of being able to develop comprehensive plans if they are to raise funds. We also need to

ensure that it is easy for people to participate in the training processes agreed to. Besides using participatory methods as discussed above, we also make sure that our training is appropriate to the participants' context and occurs at a time and place that suits the participants.

The NGO non-formal adult education discourse within which RDSP operates is also compatible with the development discourse and OD discourse RDSP operates within. Both the development and OD discourse stress the importance of empowering people and people's participation. The NGO non-formal discourse also views people's empowerment and participation as important. The NGO non-formal discourse stresses the importance of developing people's critical awareness such that they are able to understand and challenge the systems that oppress and disadvantage them. Through becoming critically aware of the systems that govern their lives and their ability to change these systems, people are empowered to challenge and change these systems. The NGO non-formal discourse views people's participation as important in both the assessment of their learning needs and the development of an education process to meet these learning needs, as well as in the learning process itself. People's participation in the assessment of their learning needs and the development of an education process to meet these needs, is important in ensuring that education processes are appropriate and relevant and that people are committed to these education processes. People's participation in these education processes is then facilitated through using a group dialogue process.

Conclusion

The discourses within which RDSP operates form part of broader discourses - the South African NGO development discourse forms part of the participatory development discourse, which forms part of the broader development discourse; the South African OD discourse forms part of the broader OD discourse; and the South African non-formal adult education discourse forms part of a broader education discourse. Foucault argues that a multiplicity of discourses exist within a single field of knowledge and that these discourses do not need to complement each other, but that contradictory discourses can exist within a single field of knowledge (Jaworski and Coupland, 1999:521; Fairclough, 1992:59). As has been shown, many contradictory discourses exist within the field of

'development', from the economic development discourse of the First World governments and powerful First World development institutions such as the World Bank, to the participatory development discourse of the majority of Third World NGOs.

Escobar argues that the dominance of these discourses within the field of development depends on the power relations between the institutions operating within the discourse – the more powerful an institution, the more dominant the development discourse to which they subscribe and perpetuate through their discursive practices (Escobar, 1995:105-106). Thus, the economic development discourse subscribed to by many of the powerful First World institutions operating in the development discourse tends to be the dominant development discourse. This economic development discourse then influences all institutions operating within the development discourse, including RDSP. How the economic development discourse affects RDSP's development practice becomes clear in chapter six.

Identifying and describing the discourses within which RDSP operates had led to the realisation that, certain 'truths' are viewed as important by the three major discourses RDSP operates within – the South African NGO development, OD and non-formal adult education discourses. Because these 'truths' are viewed as important by all these discourses, each discourse reinforces the truth of these 'truths'. RDSP therefore sees these 'truths' as irrefutable. We do not question them, because the discourses we operate within all attest to their truth. These 'irrefutable truths' are:

- That it is important to empower the poor so that they can challenge and change the systems that perpetuate their poverty. Empowerment is the ultimate aim of any development, OD and training process.
- That people must participate in a process if the process is to lead to their empowerment. People's participation is essential for successful development, OD and training processes.
- That process is always more important than product. Short-term products can be achieved by following a variety of processes, but achieving these products is pointless if people are not empowered through the process to fundamentally change the systems that oppress them. Thus the development, OD or training process used

is more important than the products it achieves, if the ultimate goals of the process is people's empowerment.

In the next chapter I will show how the 'truths' of the discourses within which RDSP operates, and in particular these 'irrefutable truths', shaped the capacity building processes we facilitated.

NOTES

1. The concept of Community Development grew out of a Community Organisation movement present in the USA during the 1920s to the 1940s. Community Development has gone through many stages in its evolution since the 1940s. At one stage Community Development was viewed as programmes "designed to assist poor ethnic minorities and the socially disadvantaged, largely through local self-help groups" (Rogers, 1992:96). During the 1940s the focus of Community Development Programmes was the school with other social service and development agencies providing input through the school. Later, due to the influence of Social Planning, Community Development came to mean what it does today – the participation of local people in decision-making and problem-solving (Rogers, 1992:96).
2. Neo-liberalism is an economic development theory that grew out of a neo-montarist view on the problem of hyperinflation facing many Third World countries in the 1970s (Schuurman, 1993:11). During the 1980s it became the dominant economic development theory advocated by the powerful players in the global economy and the development world (Escobar, 1995:93). Neo-liberalism promotes state minimalism and market enablement (Pieterse, 1999:13). Neo-liberalism argues that the state should not interfere with the operation of the global market as any intervention by the state in the market is "ineffective, counterproductive and basically inconsistent" (Schuurman, 1993:11). Neo-liberalism assumes that the operation of the global market, when it is left to operate freely, is just and will ultimately result in a more even distribution of wealth and resources within the world. Neo-liberalism thus advocates that states liberalise their trade investment systems, privatise all state-owned concerns (Escobar, 1995:93), and "lower the fiscal deficit through the devaluation, deregulation of prices and decreasing state subsidies" (Schuurman, 1993:11). Within development theory, neo-liberalism is closest to the modernisation theories. However, Schuurman argues, it has less to offer than the modernisation theories because the role of the state has been so radically reduced. The neo-liberal model does not provide the Third World State with "the policy tools to

intercede actively in favour of those without jobs, houses, health care, schooling and food" (Schuurman, 1993:12).

3. Participation is currently used in two main ways in the development world:

- Firstly, participation as a means to achieve the objectives of and increase the efficiency of a development project. Jensen and Jansen (1998) term this *instrumental participation*. Instrumental participation sees participation as a means of tapping into and using people's knowledge of the physical and social conditions which will influence the project's progress. Instrumental participation tends to assume that people will gladly accept a shared responsibility for a project and can easily be persuaded to provide the project with their labour and skills on a voluntary basis, more cheaply or with greater productivity. People's labour, skills and valuable information are seen as important in maximising a project's efficiency and in achieving a project's objectives. However, instrumental participation, does not mean that the intended beneficiaries of a development project will necessarily participate in the identification and planning of the project, or in making major decisions regarding the management and operation of the project. Rather, people participate in a project designed and managed by development agents, that is, outsiders. People are invited, encouraged and assisted to participate in activities defined by the development project, not to participate in defining the activities of the development project (Jensen et al, 1998:2-3). People are the junior partner in the development project. People's role is to participate in reaction to the plans and strategies of development agents for their development. In this case, people's co-operation or even their goodwill, is seen as participation (Mentz, 1992:14).
- Secondly, participation is seen as both a means and an end to development. Jensen and Jansen term this *transformational participation*. Transformational participation sees people's participation in that which affects their lives, as both a psychological need and a human right. People have the right to have a genuine influence on the decisions that affect their living conditions and their ability to reach their full potential. Participation is linked to the development of people's self-respect, sense of integrity and ability to reach self-fulfilment. Transformational participation stresses the social aspect of participation and the importance of people collectively exercising their participation. Transformational participation focuses on community participation that comes about through social interaction and organisation (Jensen et al, 1998:3). Decision-making is an essential part of participation and people are now equal partners, if not senior partners, in the development project (Mentz, 1992:15).

4. The concept of people's education was conceived at the first National Consultative Conference organised by the Soweto Parents' Crisis Committee held in December 1985 (McKay, 1989:321; Muller, 1987:321). The theme of this conference was 'people's education for people's power' and marked an important shift within the oppositional education discourse – a shift "from protest to challenge", "from simple boycott to the construction of alternatives" (Muller, 1987:322, 325, 319).

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CHAPTER 4

THE CAPACITY BUILDING PROCESSES

In this chapter, I shall describe the capacity building processes RDSP facilitated with NAMKO and KOOR, and show how the 'truths' of the discourses within which we were operating shaped these capacity building processes. The aim of this chapter is to describe the nature of the capacity building processes, in order to understand why these capacity building processes resulted in the unintended consequences I identify in chapter five.

I shall begin this chapter by explaining RDSP's understanding of our role in the support of NAMKO and KOOR and showing how our understanding of our role influenced the type of processes we facilitated with NAMKO and KOOR. I shall show how our understanding of our role was based on the 'truths' of the discourses within which we operated. I shall then describe the capacity building processes we facilitated with NAMKO and KOOR. As the planning and budgeting training processes I am examining in this study are embedded in the capacity building processes we facilitated, I shall first describe these capacity building processes. I shall then describe the planning and budgeting training processes. I shall show how the 'truths' of the discourses within which we operated shaped the processes we facilitated with NAMKO and KOOR.

In writing this chapter I have had to be very clear about the assumptions and methodology of RDSP during the period researched, i.e. 1993 – 1998, and RDSP's current assumptions and methodology. This study has forced me to critically evaluate RDSP's methodology and the assumptions on which this methodology is based. This evaluation has challenged me to experiment with new ideas, to test new assumptions and to develop new methods. When writing this chapter I have had to carefully reconstruct the assumptions and methodology of RDSP during 1993-1998, and to ensure that I do not contaminate the beliefs of the past with the learning of the present.

RDSP's Role in Supporting NAMKO and KOOR

RDSP's role in supporting NAMKO and KOOR from 1994 – 1998 was that of trainer-consultant. Our understanding of this role was based on our beliefs regarding the situation in which we were working and the people we were working with. These

beliefs were based on the 'truths' of the discourses within which we were operating during this period.

As explained in chapter three, RDSP was operating within the development discourse, within the participatory development discourse and within the Catholic discourse during this period. These discourses, though their representations and constructions of the poor, the role of the poor, the role of the "developer" and the meaning of development, all contributed to the role RDSP believed they needed to play in order to effectively support NAMKO and KOOR.

The first discourse that influenced RDSP's understanding of our role was the development discourse. The development discourse's construction of the Third World and the people in the Third World determined our understanding of the context within which we worked and influenced our understanding of our role within this context. The development discourse represents the Third World as 'underdeveloped' and 'in need of development'. The underdeveloped areas of the Third World are characterised by poor infrastructure, a lack of resources, a lack of skills and all the problems associated with poverty, such as malnutrition, illiteracy and all manner of social problems. In contrast to the underdeveloped Third World, the development discourse represents the First World as developed and in a position to assist the underdeveloped Third World. The role the development discourse constructs for the Third World is that of being in need of being rescued from their underdevelopment by the developed, capable First World. The development discourse's construction of the Third versus the First World and the role of the Third World can be extended to the urban and rural areas within South Africa. Although South Africa is a 'developing' country of the Third World, South Africa is a country of sharp development contrasts which has been described as a combination of First World and Third World. This contrast between First World and Third World in South Africa is clearest in the contrast between urban areas and rural areas. Rural areas generally have poor infrastructure, lack resources, lack skills, have high poverty levels and all the problems associated with poverty. Rural areas exhibit all the characteristics of underdevelopment. In comparison with rural areas, South Africa's urban areas have better infrastructure, more resources, more skills and more affluence. In South Africa, it is the more developed urban areas that are in a position to assist in the development of the underdeveloped rural areas.

RDSP fully accepted the development discourse's construction of the Third World and we defined the context within which we worked as a Third World context. We saw the rural areas of the Northern Cape as 'underdeveloped' and 'in need of development'. We also fully accepted the development discourse's construction of a role for people in the Third World, that is the role of 'needing to be rescued'. We saw the people in rural areas as lacking the resources and the skills they needed to engage effectively in development and in need of help to access the resources and develop the skills they needed to engage in development. As an urban based organisation with access to resources and skills, we believed that our role was to bring these resources and skills into the rural Northern Cape, in order to assist the people in the Northern Cape to access the resources and develop the skills they needed to fully engage in effective development.

The second discourse, sometimes in contradiction with the first, that influenced RDSP's understanding of our role was the participatory development discourse. The participatory development discourse's emphasis on the importance of people's participation in the development process influenced our understanding of the role of rural people. The participatory development discourse presents people's participation as both the means to achieve effective development and the ultimate goal of effective development. RDSP accepted the participatory development discourse's premise that people have to participate in and manage their own development process. We believed that people in the Northern Cape must participate in the development of their communities and must manage this development process themselves. We believed that the best way for people to participate in and manage the development process in their community was through the establishment of community based organisations. We were working within a Catholic tradition in which development had always rested in the hands of the Church hierarchy in the form of the Bishop, Priests, Brothers and Nuns. We believed that the only way Catholic development initiatives in the Northern Cape would be sustainable and effective was if they were in the hands of the local laity. We, therefore, saw their role as assisting the Catholic laity in the Northern Cape to establish Catholic community based development initiatives. We needed to ensure that the local Catholic laity participated in the establishment of these community based organisations and developed the necessary skills to manage these organisations.

The third discourse, sometimes in contradiction with the second, that influenced RDSP's understanding of our role in supporting NAMKO and KOOR was the Catholic discourse. The Catholic discourse stresses the importance of the development of

people, rather than the development of things. The personal development of people is important and people need to be supported and nurtured as they develop. The Catholic discourse also stresses the importance of taking an 'option for the poor', of working with the poor and supporting the poor. It is the duty of the non-poor to assist the poor, and the duty of all good Catholics to assist the poor in whatever way they can. RDSP, as a Catholic organisation, saw our role to be that of assisting the rural poor. We saw our role as not only to teach skills, but also to develop people. RDSP believed that in order to develop people, we needed to nurture their self-confidence, hold their hand as they started to walk down the development path and prevent them from falling when they hit an obstacle on their path.

RDSP's understanding of their role in supporting NAMKO and KOOR as trainers-consultors was not complex. RDSP's purpose was to enable the lay Catholic community of the Northern Cape to fully participate in the development of their community. RDSP's role in achieving this purpose was twofold. Firstly, to provide the lay Catholic community in the Northern Cape with the resources and skills they needed to establish community based organisations. Secondly, to nurture the staff and management committees of these community based organisations so that they could effectively manage these organisations and successfully implement development programmes.

Capacity building processes RDSP facilitated with NAMKO and KOOR

The capacity building processes RDSP facilitated with NAMKO and KOOR differed in many ways, but were similar in two important aspects. Firstly, each process contained the same three elements – organisational development (OD), skills training and consultation. Secondly, each process was initiated, driven and controlled by RDSP.

Organisational development-skills training-consultation processes

OD, skills training and consultation are seen as methods used to assist organisations to become more sustainable, effective and successful:

- OD is concerned with the effective functioning, focus and progress of an organisation and stresses the importance of the entire organisation being part of the process.
- Skills training is concerned with teaching people skills.

- Consultation is concerned with supporting organisations during implementation, whether this is implementing new structures or systems developed during OD sessions or new skills learnt during skills training sessions.

RDSP used **OD processes** to involve NAMKO's and KOOR's committee and staff in the establishment and management of their organisations. . We used OD processes to assist NAMKO and KOOR to work through important issues and to make important decisions regarding the structure, management and direction of their organisations. We accepted the OD discourse's representation of OD processes as participatory, empowering processes through which people are able to discuss issues and reach collective decisions. We were concerned that NAMKO and KOOR staff and committee 'truly' owned these organisations and developed a 'deep sense' of responsibility and commitment for these organisations. This was important, because the 'truths' of the participatory discourse state that development is only successful when people participate in and 'own' their own development process. We believed that OD processes would effectively involve the committee and staff in participatory decision-making, thus ensuring their 'ownership' of the project. The OD discourse also presents OD processes as opportunities to engage in action learning. We believed that people learn best through doing and so saw OD processes as a means to 'train' people in skills using the action learning method. We considered the following to be organisational development processes in our work with NAMKO and KOOR:

- Planning sessions. These include strategic planning, project and programme planning, action planning, financial planning and fund raising strategic planning.
- Evaluation sessions. These include annual evaluations and monitoring evaluations.
- Management structures and systems sessions. These include working out a constitution or working principles, deciding on a management structure, agreeing on the roles and responsibilities of the committee, and working out staff job descriptions.
- Conflict resolution sessions.

RDSP used **skills training** to teach NAMKO's and KOOR's committee and staff the skills they needed to successfully manage their organisation and implement their development programmes. Accepting the 'truths' of the non-formal adult education discourse, we used participatory training methods that valued people's experience and

engaged them in a conscientising learning process. We considered the following sessions to be skills training sessions in our work with NAMKO and KOOR:

- How to construct a community profile.
- How to do a needs assessment.
- Fund raising skills.
- How to draw up a budget.
- Financial management skills.
- Project planning skills.
- Project management and evaluation.
- Effective meeting procedures.
- Decision-making and problem-solving skills.
- Facilitation skills.
- Presentation skills.
- Report writing skills.
- Time management skills.
- Understanding strategic planning.
- Understanding capacity building.

RDSP used **consultation** to provide NAMKO's and KOOR's committee and staff with the support they needed to successfully implement their decisions and plans. We used consultation to assist NAMKO and KOOR committee and staff to effectively implement the decisions made during organisational development processes, to use the skills learnt during skills training sessions and to work through the issues and crises that arise in an organisation's life. We accepted the participatory development discourse's representation of consultation as a participatory, discursive process in which people could discuss issues and work out how to handle these issues. We saw consultation as an opportunity to engage people in action learning, believing that they would develop skills, such as problem-solving, situation analysis and monitoring skills, through group discussion and analysis. We also viewed consultation as an opportunity to support people in their personal development, which we believed was important due to the Catholic discourse's emphasis on people's personal development. We saw consultation as a crucial element in the process, being the glue that kept the process together and prevented it from unravelling when difficulties or crises occurred.

Consultation included the following in our work with NAMKO and KOOR:

- Monitoring the internal functioning of the organisation. This includes the functioning of the organisation's management committee, financial management of the organisation, and the organisation's position regarding funding and fund raising.
- Monitoring the work progress and impact of the organisation. This includes the progress and impact of the organisation's programmes, projects and services, as well as how effectively the organisation is networking with other organisations and institutions and whether the organisation is making the most of its opportunities.
- Monitoring staff development and performance. This includes the staff's implementation of new skills, the staff's training needs, assessment of the staff's performance and how effectively the staff are functioning as a team.
- Assisting with the appointment of new staff. This includes the interviewing of applicants and the selection of new staff.
- Meeting the information and resource needs of the organisation. This includes assessing the information and resource needs of the organisation, providing relevant information and resources to the organisation and assisting the organisation to access the information and resources they need.
- Follow-up on evaluation sessions.

RDSP initiated, driven and controlled processes

NAMKO and KOOR are community based development organisations but they were not originally community initiatives, they were RDSP initiatives. We then invited local lay Catholics to become part of the initiative, with the idea that they would take over responsibility for the initiative. As explained above, we believed that our role was to bring resources and skills into the deprived rural areas and to assist local people to establish development structures that could assist in the development of their communities. NAMKO was the first and KOOR the second CBO we assisted local people to establish. In this sense, the capacity building processes we facilitated with NAMKO and KOOR were experimental processes. There were two major flaws in the process followed with NAMKO that we tried to rectify in the process followed with KOOR:

- Firstly, RDSP did all the groundwork necessary to establish NAMKO without consulting or involving the local lay Catholics in this preparation phase. We worked out NAMKO's basic structure, developed initial plans, secured initial funding and

even identified NAMKO's first staff member before inviting any lay Catholics to be part of the process. We did consult broadly with individuals, organisations, and the local Catholic priests during this preparation phase, but only consulted with the lay Catholic groups at the very end of the preparation phase because we did not initially envisage 'NAMKO' as a Catholic organisation. This lack of involvement of the local lay Catholics in the preparation phase resulted in NAMKO's committee and staff seeing RDSP as the 'managers' of NAMKO and responsible for NAMKO, and the staff and committee not easily assuming responsibility for NAMKO. We therefore started the KOOR process by inviting all the lay Catholic groups to a series of meetings to discuss development, the needs of the community and the possibility of starting a Catholic development initiative. Out of these meetings, a small working group of interested people formed who, under RDSP's guidance, worked out KOOR's basic structure, developed initial plans, secured initial funding and identified staff members.

- The second major flaw was that the NAMKO process did not contain enough skills training in the first two years of the process. We used an OD-consultation process with NAMKO for the first two years, only bringing skills training into our work with the staff in the third year and into our work with the committee in the fourth year. In evaluating the process followed with NAMKO we realised that both the staff and the committee were weak in terms of the skills they needed to effectively fulfil their responsibilities. In the process followed with KOOR, therefore, we included skills training in the process from the start. It was still predominantly an OD-consultation process, but we consciously used skills training sessions to train both KOOR's committee and staff in skills they needed to manage the organisation and implement its development programmes.

RDSP identified the training needs of both NAMKO's and KOOR's committees and staff and decided how best to meet these training needs. We then presented a proposed training programme, consisting of OD, skills training and consultation sessions, to the committee and staff for approval. During the evaluation sessions, RDSP would always include a session in which the committees and staff were asked what their training needs were and the training and support they would like to receive from RDSP. However, interestingly the training needs and support required identified by the committees and staff never contradicted the training programme proposed by RDSP. Any specific training or support requirement identified by the committees or

staff was merely added to the proposed training programme. In this way, the process followed with NAMKO and KOOR was driven and controlled by RDSP.

NAMKO's Capacity Building Process : 1993 - 1998

The capacity building process RDSP facilitated with NAMKO was **predominantly an OD-consultation process**. This process can be divided into two main sections (see Appendix 4 for a detailed timeline of this process):

1. August 1993 – December 1993 : Assisting NAMKO's committee to establish NAMKO.
2. January 1994 – March 1998 : Supporting NAMKO's staff and committee in the management of NAMKO and the implementation of NAMKO's development programmes.

NAMKO's staff attended all the sessions RDSP facilitated with the committee. Thus, the staff participated in the entire capacity building process. As I am concerned with investigating the skills of the staff in this study, I shall describe both the process followed with the staff and the process followed with the committee which the staff attended. All NAMKO staff members were originally committee members, and so participated in the capacity building process from the beginning.

The process RDSP followed with NAMKO's committee from August – December 1993 had one aim – to assist the committee to open an office and to employ staff. RDSP had already done all the preparation work necessary to establish NAMKO. It was now the committee's task to find office space and to employ staff. RDSP used a **predominantly OD-consultation process** to assist the committee physically establish NAMKO as can be seen in Table 1, which shows the distribution of OD, skills training and consultation sessions during this period.

<u>NAMKO COMMITTEE PROCESS AUGUST – DECEMBER 1993</u>			
TOTAL NUMBER OF SESSIONS	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
9	4 (44%)	1 (12%)	4 (44%)

Table 1

In January 1994 NAMKO opened its office and employed staff. This meant that the process RDSP followed with NAMKO now split into two distinct processes – a process with the committee and a process with the staff. The processes RDSP followed with the committee and staff had different aims and were different processes.

NAMKO's Committee Process

The aim of the process RDSP followed with NAMKO's committee was to assist the committee to assume responsibility for the overall management of NAMKO. The process was **predominantly an OD-consultation process**, as can be seen from Table 2 that shows the distribution of OD, skills training and consultation sessions in the process followed with the committee. Initially, we used a predominantly OD-consultation process because we needed to assist the committee to clarify NAMKO's structure, systems and plans and wanted the committee to fully participate in making these decisions. At the end of 1994, these decisions had been taken and we felt that it was important to let the committee get on with managing NAMKO on their own. During 1995, we were available to assist the committee should they request it, but did not present the committee with a series of OD and consultation sessions we believed they needed. During this period, NAMKO's committee became dysfunctional due to changes in membership, conflict between staff and committee members, and the new members struggle to understand RDSP's relationship with NAMKO. Through our consultation sessions with the staff, we realised that the committee was not functioning effectively. In 1996, we facilitated an OD process that focused on evaluating the committee's functioning and assisting the committee to develop plans to improve their functioning. During this OD process, the committee's lack of management skills and knowledge was identified as a problem. Therefore, in 1997, we included skills training sessions in the process facilitated with the committee. This process was moderately successful, but did not resolve the root of the committee's dysfunction, i.e. the fact that the staff felt more accountable to RDSP than to their committee. In 1998, we decided that we were no longer able to support NAMKO effectively, because our relationship with NAMKO was no longer an empowering relationship. Due to the process we had followed in establishing NAMKO, the staff viewed and treated us as their employers, which was disempowering the committee. We decided to scale down our support and put NAMKO in contact with another consultant (Nomvula Dlamini of the CDRA – Community Development Resource Association) who could assist them to identify and resolve their problems. This strategy has been successful in that it has resulted in

NAMKO's staff and committee starting to take more responsibility for their organisation and starting to resolve some of their internal problems.

<u>NAMKO COMMITTEE PROCESS JANUARY 1994 –DECEMBER 1997</u>			
YEAR	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
1994	5 (63%)		3 (37%)
1995	1.5 (50%)		1.5 (50%)
1996	3 (100%)		
1997	1 (20%)	3 (60%)	1 (20%)

Table 2

NAMKO's Staff Process

The aim of the process RDSP followed with NAMKO's staff was to assist the staff to assume responsibility for the day-to-day management of NAMKO and to successfully implement NAMKO's development programmes. This process was **predominantly an OD-consultation process** as can be seen from Table 3, which shows the distribution of OD, skills training and consultation sessions in the process followed with the staff. The most important element in the process RDSP followed with the staff was consultation. We believed that consultation was the most effective way to assist the staff to fully develop the skills they needed to manage NAMKO on a day-to-day basis and implement NAMKO's development programmes. We believed that consultation provided a space in which three important things could happen. Firstly, the staff could express their ideas and be guided in the development of these ideas. Secondly, the staff could share the problems they face and be guided through a problem-solving process. Thirdly, we could ask questions regarding the internal functioning of NAMKO and the implementation of NAMKO's development programmes, allowing us to identify problems that NAMKO needed to resolve and opportunities that NAMKO needed to consider. Through consultation, we believed that the staff would learn how to develop ideas, identify and solve problems and identify and make the most of opportunities.

The next most important element in the process followed with the staff was OD. The focus of the OD sessions was on evaluation and planning. This was linked to NAMKO's fund raising cycle and the need to prepare plans for funders. Skills training only became part of the process followed with the staff in 1996. We included skills training in the process at this point because we realised that the staff were lacking some of the skills and information they needed to be effective development workers, as well as some of the skills they needed to effectively manage NAMKO on a day-to-day basis. We also realised that the staff were bored with the consultation process and needed to be stimulated and challenged. The skills training we facilitated with the staff during 1996 and 1997 had three foci:

- To provide the staff with the skills they needed to become more effective development workers, such as presentation skills and facilitation skills.
- To provide the staff with the skills they need to manage NAMKO more effectively and efficiently, such as fund raising skills, time management skills and report writing skills.
- To provide the staff with information about and insight into important terminology used in the development world, such as strategic planning and capacity building.

The inclusion of skills training did increase the staff's interest in the process followed by RDSP and did lead to an improvement in the younger staff's skill level. This was evident when we asked the staff to complete plans that we had started to draw up together during an OD session. The younger staff made a good attempt to complete their plans. The two older staff member's were not really interested in learning new skills and were quite content to continue doing things the way they had always done them. In retrospect, it would have been better to include skills training in the process followed with the staff from the start. This would have provided the staff with a clearer idea of the theory and methods RDSP was training them in during the consultation sessions and would have challenged the older staff members' methods from the start. The strong emphasis on consultation, which was a nurturing process, contributed to the staff's sense that RDSP were their employers and that they were accountable to RDSP. This was disempowering to NAMKO's committee as I explained above.

NAMKO STAFF PROCESS JANUARY 1994 –DECEMBER 1997			
YEAR	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
1994	4 (36%)		7 (64%)
1995	1 (11%)		8 (89%)
1996	5 (30%)	5 (30%)	7 (40%)
1997	4 (25%)	5 (31%)	7 (44%)

Table 3

KOOR's Capacity Building Process : 1995 – 1997

The capacity building process RDSP facilitated with KOOR was **predominantly an OD-consultation process**. This process can be divided into two main sections (see Appendix 5 for a detailed timeline of this process):

1. May 1995 – May 1996 : Assisting the steering committee to establish KOOR and preparing the steering committee to become the management committee.
2. June 1996 – March 1998 : Supporting KOOR's staff and committee in the management of KOOR and the implementation of KOOR's development programmes.

KOOR's staff attended all the sessions RDSP facilitated with the committee. Thus, the staff participated in the entire capacity building process. As I am concerned with investigating the skills of the staff in this study, I shall describe both the process followed with the staff and the process followed with the committee which the staff attended. All KOOR staff members were originally committee members, and so participated in the capacity building process from the beginning.

The process RDSP followed with KOOR's steering committee from May 1995 – May 1996 had 4 aims:

- To assist the steering committee to develop clear plans.
- To assist the steering committee to secure funding.
- To assist the steering committee to develop KOOR's management structure.
- To assist the steering committee to establish KOOR.

RDSP used a **predominantly OD-skills training process** to achieve these aims, as can be seen in Table 4 which shows the distribution of OD, skills training and consultation sessions during this period. The OD process focussed on assisting the steering committee to develop plans, draw up a funding proposal and work out KOOR's management structure and systems. The skills training process focussed on providing the steering committee with the basic skills they needed to become KOOR's management committee, namely budgeting skills and financial management skills. RDSP did not see the need for a consultation process with the steering committee at this stage, as they were at the planning stage. No plans existed to be implemented and no skills needed to be applied. The only consultation session held during this period was used to provide a bridge between the process completed in 1995 and the resumption of the process in 1996.

STEERING COMMITTEE PROCESS MAY 1995 – APRIL 1996			
TOTAL NUMBER OF SESSIONS	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
10	5.5 (55%)	3.5 (35%)	1 (10%)

Table 4

In May 1996 KOOR opened its office and employed staff. This meant that the process RDSP followed with KOOR now split into two distinct processes – a process with the committee and a process with the staff. The processes RDSP followed with the committee and staff had different aims and were different processes.

KOOR's Committee Process

The aim of the process RDSP followed with KOOR's committee was to assist the committee to effectively manage KOOR. **OD was the most important element in this process.** RDSP believed that OD was the most effective way to assist the committee to work through and make important decisions regarding the management and future of KOOR. This was because OD processes include the entire organisation in the decision-making process and so ensure that everyone understands and agrees with the decisions taken. During KOOR's first year of operation, the OD process focussed on clarifying the staff's roles and responsibilities, evaluation and planning. In 1997, the focus of the OD process shifted. Evaluation and planning was still an important part of the OD process, but the focus was now on KOOR's relationships. KOOR had been operating for a year and needed to clarify relationships that had become unclear,

namely the relationship between KOOR's management and projects and the relationship between the committee and staff.

Consultation was an important part of the process followed with the committee in 1996, but formed a lesser part of the process in 1997. In 1996, RDSP used consultation to follow-up on the implementation of the decisions taken during the OD sessions and to assist KOOR to finalise these decisions in the form of documents. However, in 1997, RDSP did not feel that this was necessary as the committee and staff were more capable of following-through on decisions, and used consultation only to resume the process and to discuss a specific issue, namely the affect of a staff member's election as an ANC Councillor on KOOR.

Skills training formed a very minor part of the process followed with the committee in 1996, but was an important part of the process in 1997. During KOOR's first year of operation RDSP felt that it was important to focus on the management issues KOOR needed to resolve, and felt that the committee had been trained in the basic skills they needed to manage KOOR successfully during the preparation and planning year. However, in 1997 RDSP realised that the committee's financial management skills were weak and that their meetings were not being effectively run, leading to confusion and frustration. RDSP, therefore, ran two financial management skills training sessions and a session on effective meeting procedures during 1997.

<u>KOOR COMMITTEE PROCESS 1996 - 1997</u>			
YEAR	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
1996	5 (50%)	1 (10%)	4 (40%)
1997	4 (45%)	3 (33%)	2 (22%)

Table 5

KOOR's Staff Process

The aim of the process RDSP followed with KOOR's staff was to assist the staff to assume responsibility for the day-to-day management of KOOR and to successfully implement KOOR's development programme. **Consultation was the most important element in the process** followed with KOOR's staff as can be seen in Table 6, which shows the distribution of OD, skills training and consultation sessions in the process followed with the staff. Through consultation, RDSP believed that the staff would learn how to develop their ideas, identify and solve problems, and identify and make the most of opportunities. We used the consultation sessions with the staff to monitor the staff's progress, assist the staff to work through issues and solve problems, and follow-up on the decisions taken by the committee.

As KOOR's management issues and decisions were discussed and taken during the OD sessions held with the committee, the only OD sessions that RDSP needed to hold with the staff were evaluation and planning sessions, during which we assisted the staff to evaluate their progress and draw-up detailed plans for the future which were in line with the broad plans worked out by the committee during the preparation and planning phase. The staff would then present these plans to the committee for discussion and approval. In 1996, only one evaluation and planning session was necessary. In 1997, however, the OD process tended to be funder driven, with the funders requiring KOOR's plans to be submitted in a particular format. We assisted the staff to re-work their existing plans to meet the funders' requirements, as well as running the standard annual evaluation and planning session.

Skills training only formed part of the process followed with the staff in 1997. During 1996, KOOR only had one staff member, which made it difficult for RDSP to run skills training sessions with the staff. Instead, we focussed on training the staff member through consultation. However, in 1997 KOOR employed more staff making skills training more feasible. We decided, after our experience with NAMKO, that skills training sessions on specific skills the staff needed to manage KOOR and implement the development programmes, would complement the training taking place through the consultation process. Therefore, in 1997 we ran skills training sessions that focussed on management and administration skills, such as time management and report writing skills, and development skills, such as facilitation, needs assessment and community profile skills.

KOOR STAFF PROCESS 1996 – 1997			
YEAR	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
1996	1 (11%)		8 (89%)
1997	4 (21%)	6 (32%)	9 (47%)

Table 6

Planning training processes facilitated with NAMKO and KOOR

The planning training processes RDSP facilitated with NAMKO and KOOR consisted of a series of sessions held with the staff and the committee of these organisations over a period of years. Some of these sessions were held only with the staff and some were held with both the committee and the staff. See Appendix 6 for a detailed timeline of these processes.

The planning training processes were **predominantly OD processes** as can be seen in Tables 7 and 8 which show the distribution of OD, skills training and consultation in the planning training processes.

NAMKO PLANNING TRAINING PROCESS : 1994 – 1997				
	TOTAL NUMBER OF SESSIONS	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
STAFF ONLY	10	8 (80%)	2 (20%)	
STAFF AND COMMITTEE	4	3 (75%)		1 (25%)

Table 7

KOOR PLANNING TRAINING PROCESS : 1995 – 1997				
	TOTAL NUMBER OF SESSIONS	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
STAFF ONLY	7	5 (72%)	1 (14%)	1 (14%)
STAFF AND COMMITTEE	4	2 (50%)	1 (25%)	1 (25%)

Table 8

RDSP used a predominantly OD process to train NAMKO and KOOR in planning skills because we believed that OD was the most appropriate process to use. We were operating within a development discourse that stressed the importance of empowering people through developing their capacity for decision making, their control over resource allocation and their participation in the democratic control of power (Harding, 1994:13). Planning is an important decision making process in which an organisation decides how to allocate its resources. We therefore believed that it was important that the entire organisation participated in the planning process and that the planning process was empowering. The OD discourse represents OD processes as empowering, participatory processes in which people discuss ideas, work through issues and make collective decisions. The OD discourse also represents OD processes as processes in which action learning takes place, that is, people learn through doing. We therefore viewed OD processes as empowering processes through which we could involve the whole organisation in participatory planning, while 'training' people in planning skills through action learning.

Both the committee and the staff were involved in drawing up NAMKO's and KOOR's initial plans that determined the organisation's development programmes. After these plans were agreed on, the focus of the planning process shifted from the committee and staff to the staff only. This shift does not make sense in terms of the 'truths' of the development and OD discourses as described above. However, it does make sense in terms of another discourse within which RDSP was operating at this time - the management discourse of Catholic Welfare and Development (CWD). RDSP rented offices from CWD, and although we were not a CWD project, we participated in CWD's structures as though we were a CWD project. CWD's management discourse viewed the development of plans as the responsibility of the staff and the approval of these plans as the responsibility of the committee. We accepted the 'truths' of CWD's management discourse and therefore believed that we needed to concentrate on developing the planning skills of the staff members, as it is the staff's task to draw up the organisation's plans and the committee's task to review and approve these plans. We felt that the committee members now understood the planning process and had been part of drawing up plans that would form the framework for all future planning, so we could now focus on developing the staff's planning skills. At this point planning was linked with the evaluation of the organisation's progress in the OD process. This was done in order to ensure that the plans the staff drew up were realistic, addressed any problems or issues that had arisen in the past year and took advantage of any opportunities.

Consultation formed a minor part of the planning training processes. Consultation was only used to facilitate the staff's presentation of their plans to the committee for the committee's comments and approval. This only happened once in the planning training process with both NAMKO and KOOR. In KOOR's case, RDSP facilitated the first time the staff presented their ideas to the committee. Subsequently, the staff did this by themselves. In NAMKO's case, the staff usually presented their plans to the committee without assistance from RDSP.

Skills training also formed a minor part of the planning training processes. Skills training sessions were used to provide the staff and committee with specific skills. In NAMKO's case, the skills training session held with the staff was in response to their request to know more about strategic planning and how to do it. In KOOR's case, the skills training session held with the staff and committee was on project planning, because KOOR needed to plan an income-generating project that they had received funding for, and we decided to use this as an opportunity to train the staff and committee in basic project planning skills, while assisting them to plan their project. The first time that NAMKO's and KOOR's staff received comprehensive training in planning skills was in November 1997, when they attended a training course for rural community based development organisations on project planning, management and evaluation and financial management facilitated by RDSP. This was the first training course RDSP designed and ran. It was an experiment that proved very successful (this point is discussed further in Chapter 6).

Problems with the planning training processes

Looking back at the planning training processes, I realised that the planning training processes had a major shortcoming - the inconsistency in the planning tools and planning terminology RDSP used during the planning training processes (see Appendix 7 for a listing of the different planning tools used). This inconsistency led to NAMKO and KOOR never learning how to use one specific planning tool and to apply certain planning terms. We were inconsistent because we were learning about different planning tools and terminology while facilitating the process and because the planning processes within both NAMKO and KOOR were linked to the organisations' funding cycles. The planning training process we facilitated with NAMKO was the first planning training process we had ever facilitated, and that with KOOR, the second. During this period, we were constantly reading about different planning tools and terminology, developing our own understanding of planning tools and terminology

while training NAMKO and KOOR in these tools. This experimentation resulted in us using a different planning tool each time we facilitated a planning process with NAMKO and KOOR, ranging from standard tools used within the development sector, such as the strategic planning method or the logical framework, to tools we had designed ourselves to meet the particular planning needs of NAMKO or KOOR as we saw them.

The changing planning tools led to an inconsistency in the planning terminology we used. The most important inconsistency was in the use of the terms, "goals" and "strategies". Within the planning terminology used in the development discourse, goals and strategies occupy the same 'level', i.e. they come after aims and before objectives. Both strategies and goals describe how an organisation is going to achieve its aims. They only differ in how they are formulated. Goals are written as though they have already been achieved, while strategies are written as though you are still going to achieve them. Initially we used the term "goals" in the planning processes we facilitated. Over time the term "strategies" replaced "goals" when strategic planning became the popular planning tool in the South African development sector. However, we again used the term "goals" during the training course on project planning held at the end of 1997. In my research, I used the term "strategies". This inconsistency in the use of the terms 'goals' and 'strategies' resulted in the staff not understanding what 'goals' and 'strategies' are or how to apply them, as is evident in my research findings presented in chapter five.

The second fact that resulted in inconsistency was the fact that the planning processes were linked to funding cycles. This was because they had to produce plans for their funders in order to receive funding. This affected the planning tools we used. When NAMKO or KOOR had to submit a funding proposal and so needed to develop plans to submit to their funders, we would facilitate a planning process in which comprehensive long-term plans were drawn up using the planning tools and terminology accepted by the funders, such as aims, strategies/goals and objectives. When no funding proposal had to be submitted and NAMKO and KOOR only needed to develop plans for their own internal use, then we would use simpler planning tools and often not even refer to aims, strategies/goals and objectives. Sometimes the planning tools we used would be dictated by the funders' requirements, such as having to use the logical framework planning method because KOOR's funders required their plans to be submitted as a logical framework.

Budgeting training process facilitated with NAMKO and KOOR

The budgeting training process RDSP followed with NAMKO and KOOR also consisted of a series of sessions held with the staff and the committee of these organisations over a period of years. Some of these sessions were held only with the staff and some were held with both the committee and the staff. See Appendix 8 for detailed timelines of these budgeting training processes.

The budgeting training processes RDSP followed with NAMKO and KOOR differed in two ways. Firstly, in NAMKO the budgeting training process focused mainly on developing the staff's skills, while in KOOR it focussed on developing the skills of both the staff and the committee. Secondly, in **NAMKO the budgeting training process was predominantly a consultation process**, while in **KOOR it was predominantly an OD-consultation process**. These differences can be accounted for by the different ways in which NAMKO and KOOR were established.

RDSP initially raised funds for NAMKO before the committee had been formed. This funding was for three years. Therefore, when the committee was formed, there was no need for them to draw up a long-term budget and for the first three years, it was only necessary for NAMKO to review and adjust their budget. Due to the influence of CWD's management discourse, RDSP understood it to be the staff's task to review and adjust the budget in accordance with NAMKO's annual plans, as they had drawn up the annual plans and knew the financial requirements of the organisation. It was then the staff's responsibility to present the reviewed and adjusted budget to the committee for their approval. We therefore concentrated our efforts on developing the staff's budgeting skills. We believed that **consultation was the best process** to do this, as the staff would 'learn through doing' as we guided the staff through the process of reviewing and adjusting the budget. We believed that each time they were guided through the process they would become more capable of doing it on their own. Only once was budgeting part of an OD evaluation and planning process. **No skills training sessions on budgeting were held with the staff**. However, in 1997, when the functioning of the committee was evaluated, the committee's lack of financial management skills was highlighted, which included a lack of understanding of budgets. We therefore facilitated two skills training sessions on financial management for the committee that included an explanation of what a budget is, why organisations need to develop budgets and how to draw up a budget.

There were three major shortcomings in the budgeting training process RDSP followed with NAMKO. Firstly, the committee was not involved in the process and received no training in budgeting skills. The committee only received training in what a budget is and how to work with a budget in the middle of 1997. The committee was being asked to approve new and adjusted budgets without understanding how budgets are drawn up or adjusted. The committee was also expected to refer to and use budgets to manage the finances of the organisation and to make financial decisions, without understanding how to do this. This resulted in a lot of confusion and poor financial management. Secondly, the staff did not receive any training in how to draw up budgets before they were taught how to review and adjust budgets. If the staff had been shown how to draw up a budget first, the reviewing and adjusting of the budget would have made more sense. Thirdly, RDSP drove NAMKO's budgeting process. RDSP monitored NAMKO's financial position and decided when NAMKO needed to review and adjust their budget or draw up a new budget. The staff were completely dependent on RDSP to monitor the finances of NAMKO and to decide when financial decisions needed to be taken. The staff relied on and expected RDSP to do this. The staff did not assume financial responsibility for NAMKO and did not learn how to monitor their own finances. The staff only started to do this when RDSP radically reduced the support offered to NAMKO in 1998.

NAMKO BUDGETING TRAINING PROCESS : 1993 – 1997				
	TOTAL NUMBER OF SESSIONS	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
STAFF ONLY	8	1 (12%)		7 (88%)
STAFF AND COMMITTEE	5		2 (40%)	3 (60%)

Table 9

RDSP tried to avoid the mistakes we had made in the process with NAMKO in our work with KOOR. One of these mistakes was to provide the committee with insufficient skills training at the start of the process. In the budgeting training process we followed with KOOR we did not wish to repeat this mistake and so started the process off with a skills training session. In this skills training session we looked at what a budget is, why budgets are necessary and how to draw a budget up, before assisting the committee to draw up KOOR's budget. After this initial skills training session, we used OD sessions to assist the staff and committee to draw up their budgets and consultation

sessions to assist the staff and committee to finalise their budgets. We used OD sessions to assist KOOR to draw up their budgets, as KOOR needed to make important decisions when drawing up their budget, such as their priorities and how to distribute their financial resources. We used consultation sessions to finalise the budget as this provided KOOR with the space to work through all the details necessary in finalising a budget, once the major decisions had been taken in the OD session.

Another mistake we had made with NAMKO was not to include the committee more in the process. So, with KOOR, we included the committee in the entire process. We only held one consultation session with the staff to make some minor adjustments to the budget drawn up by the committee and staff. A further mistake that we had made in the process we followed with NAMKO was to take too much responsibility for monitoring the finances of the organisation. So, although initially we still monitored KOOR's financial position and indicated when financial decisions needed to be taken, we tried to get KOOR into a financial management and budgeting cycle from the start. This was an annual cycle that involved the committee and staff reviewing their current year's budget at the beginning of each year and preparing their budget for the following year around April of each year. Preparing the following year's budget so far in advance provides an organisation with sufficient time to raise the funds it needs for the following year.

KOOR BUDGETING TRAINING PROCESS : 1996 – 1997				
	TOTAL NUMBER OF SESSIONS	OD SESSIONS	SKILLS TRAINING SESSIONS	CONSULTATION SESSIONS
STAFF ONLY	1			1 (100%)
STAFF AND COMMITTEE	5	2 (40%)	1 (20%)	2 (40%)

Table 10

Conclusion

The capacity building processes RDSP facilitated with NAMKO and KOOR were predominantly OD-consultation processes. We focused on OD and consultation in our work with NAMKO and KOOR because of the 'truths' of the development, OD and non-formal adult education discourses we were operating within. The participatory development discourse we were operating in stressed the importance of people's

empowerment and participation. We therefore believed that we needed to facilitate an empowering, participatory process with NAMKO and KOOR. The OD discourse presents OD processes as participatory processes, which facilitate empowerment through participatory decision-making. The OD discourse also presents OD processes as opportunities for action learning to occur. Consultation shares these characteristics of OD processes. It is presented by the development discourse as a discursive, participatory process through which action learning takes place. Thus, OD and consultation processes met the requirements of the 'truths' our development discourse, as well as being processes we could use to train NAMKO and KOOR through action learning.

RDSP's choice to use an OD-consultation process, was unconscious. We did not sit down and decide to use an OD-consultation process for the reasons stated above. Until I did this study and reconstructed the process we followed with NAMKO and KOOR, we referred to this process as a 'training' process. We understood ourselves to be training NAMKO and KOOR in the skills they needed to effectively manage their organisations. We unconsciously chose to use OD and consultation process in this 'training' process because of the 'truths' of the discourses within which we were operating. We accepted these 'truths' as given, therefore, these 'truths' determined the requirements any process we facilitated had to meet. In the following chapter I identify the unintended consequences of this 'unconscious' OD-consultation process.

CHAPTER 5

IDENTIFYING THE UNINTENDED CONSEQUENCES OF THE CAPACITY BUILDING PROCESSES

RDSP's aim is to empower the rural poor through enabling them to establish effective development CBOs. In my research, I investigated the expected outcomes and unintended consequences of the capacity building processes RDSP facilitated with NAMKO and KOOR. In this chapter, I present my findings regarding the expected outcomes and unintended consequences of these capacity building processes based on my analysis of the data gathered during my research.

The capacity building processes RDSP followed with NAMKO and KOOR were shaped by the discourses RDSP operates within. In Chapter 3, I describe the four discourses RDSP operates within – the development discourse, the Catholic discourse, the organisational development (OD) discourse, and the non-formal adult education discourse. Each of these discourses are based on certain important premises which can be described as the central 'truths' of the discourse. The central 'truths' of the discourses RDSP operates within are all compatible with each other.

- The **central 'truths' of the development discourse** are that development is about the empowerment of the poor, that people's participation is essential for 'true' development to take place, and that in development, process is more important than product as it is the process that determines whether development is empowering and participatory or not. Development is a people-centred, people-driven process.
- The **central 'truths' of the Catholic discourse** focus on the importance of people and are that development is primarily the development of people, that development should focus specifically on the poor and that development has two important aspects, material development and spiritual development. Development, therefore, must include the personal development of people. The OD discourse also views people's development as important, as well as people's participation and empowerment.

- The **central 'truths' of the OD discourse** are that organisations are an effective way for people to challenge the systems that cause and perpetuate their poverty, and that organisations are effective when they are able to adapt to their changing environment, develop consciously and manage their own development and change processes. As organisations consist of groups of people, people's development is central to organisational development and people's participation is essential for effective development, as it is only through participation that people will commit to change.
- The non-formal adult education discourse also focuses on the importance of working with groups of people in order to achieve change. The **central 'truths' of the non-formal adult education discourse** are that education is not neutral and can either contribute to people's oppression or liberation, and that education is liberating when it empowers people through the process of conscientisation. People's participation is essential in this conscientisation process, as well as in assessing the educational needs and agreeing on the educational process to be followed. The education process is more important than the product because it is the process that determines whether the education is liberating or not.

All the discourses RDSP operates within stress the importance of empowering people, people's participation and process rather than product. In Chapter 3 I argue that this compatibility of the central 'truths' of the discourses RDSP operates within has the effect of reinforcing these truths such that they are taken for granted, considered obvious and accepted as given. Thus, RDSP designed and facilitated the capacity building processes with NAMKO and KOOR based on the assumption that these had to be empowering, participatory processes with the focus on process rather than product.

The capacity building processes RDSP followed with NAMKO and KOOR contained three elements – organisational development (OD), skills training and consultation. In Chapter four, I describe these capacity building processes and show that they were predominantly OD-consultation processes. Although skills training formed part of the capacity building processes, it formed a minor part of the processes. RDSP focused on OD and consultation because we believed that these were the best participatory processes to use in order to empower the management committees and staff of NAMKO and KOOR. OD processes involve the entire organisation in decision making, ensuring that each person has the opportunity to contribute to the discussion and

impact on the decision made. Through participating in decision making, people exercise their power and are thus empowered. Consultation processes involve people in a dialogue through which they develop their skills, deepen their understanding of issues and grow in self confidence. Through participating in the consultation dialogue process, people develop as people and become increasingly able to exercise their power. OD and consultation are people-centred processes that value people's participation and lead to people's empowerment. The skills training process RDSP facilitated was also participatory, using methods designed to facilitate people's active participation in their learning, and empowering in that it aimed to provide people with the skills they needed to exercise their power more effectively.

In this chapter I assess the outcomes of these participatory, empowering capacity building processes in order to determine the extent to which the expected outcomes of these processes were achieved and to identify any unexpected consequences of these processes. As explained in Chapter two, I was able to identify in retrospect the expected outcomes of the capacity building processes followed with NAMKO and KOOR. The overall aim of these processes was to empower the management committee and staff of NAMKO and KOOR to manage their organisations and implement effective development programmes that empower their community. The expected outcomes of the capacity building processes related to the skills the management committee and staff needed to master in order to be able to effectively manage their organisation and implement development programmes, such as being able to draw up clear, appropriate plans and realistic budgets based on these plans. The expected outcomes of the planning and budgeting capacity building processes were more specific and related to the tools and techniques the management committee and staff needed to master and be able to apply in order to draw up clear, appropriate plans and realistic budgets based on these plans. In this chapter, I show that the planning and budgeting capacity building processes were not successful in achieving the expected outcomes of teaching NAMKO's and KOOR's staff to master and apply specific planning and budgeting tools and techniques, but that the capacity building processes followed with NAMKO and KOOR were very successful in transmitting the development discourse to NAMKO and KOOR. Through our capacity building process NAMKO and KOOR successfully acquired the development discourse, but did not learn how to apply specific tools and techniques.

I begin this chapter by explaining the method I used to analyse this data. I shall then present my analysis of the data relating to the each task and my understanding of what this data reveals about the outcomes of the capacity building processes followed with NAMKO and KOOR. I shall first present my analysis of and findings regarding the first planning task, which I will refer to as Task A and then my analysis and findings regarding the second planning task, which I will refer to as Task B. Finally, I shall present the budgeting task, which I will refer to as Task C. My findings based on my analysis of Task A form the foundation of my understanding of the extent to which the capacity building processes followed with NAMKO and KOOR achieved the expected outcomes and the unintended consequences of these processes. My findings based on my analysis of Task B and Task C confirm my findings based on my analysis of Task A.

Method of Data Analysis

As my intention in analysing my data is to determine the extent to which the capacity building programmes followed with NAMKO and KOOR achieved the expected outcomes and to identify any unexpected consequences of these processes, I looked at my data through two lenses – the lens of expected outcomes and the lens of unexpected consequences.

In analysing my data through the 'lens of expected outcomes', I started by looking at the expected outcomes for each task. Before I did my research, I wrote down the specific expected outcomes for each task. These did not differ from the expected outcomes of the planning and budgeting training processes listed in Chapter two, but were more detailed. The expected outcomes for each task elaborated on the expected outcomes for the planning and budgeting training processes. I needed to find a way to analyse my data against the expected outcomes for each task in such a way that I would be able to discern any patterns emerging in the data. The problem was that I had a lot of very detailed data. For each task I had the transcript of the task completed by the eight participants, the transcript of the task process for each participant, and the transcript of the interview completed with each participant after the completion of each task. As the task itself was my primary unit of analysis, I decided to view the task transcripts as my primary data for analysis and to look to the task process transcripts and interview transcripts to corroborate my initial findings. I decided to use a table to analyse the data contained in the task transcripts in relation to the expected task outcomes. In this table, I plotted the extent to which each participant achieved the

expected outcomes of each task. As I was interested in identifying patterns in the data, I wanted the table to present the data clearly and to present the patterns embedded in all the detail. I, therefore, used a coding system to show the extent to which participants achieved the expected task outcomes:

- '✓' – participant achieved the expected task outcome.
- '✓/X' – participant partially achieved the expected task outcome; the participant attempted to achieve the expected task outcome and was partially successful in doing so.
- 'X' – participant did not achieve the expected outcome.

Once I had filled in the table for each task, I was able to see the patterns revealed in the data. These patterns were very clear, as I will show when I discuss the analysis of each task. I then went through the task process and interview transcripts and highlighted evidence that corroborated the patterns evident in the expected outcomes tables.

In analysing my data through the 'lens of unintended consequences', I again used the task transcripts as my primary source of data. I went through each participant's task transcripts and highlighted any unintended consequences. I then looked for patterns or trends in the unintended consequences I had noted for each task. As with the expected outcomes, the patterns evident in the unintended consequences were very clear. Finally, I went through the task process and interview transcripts to find evidence to corroborate my findings and to identify any additional unintended consequences. However, no new patterns in the unintended consequences came to light through studying the task process and interview transcripts.

Besides the expected outcomes and unintended consequences, the data also revealed information regarding how the participants viewed the capacity building processes facilitated by RDSP with NAMKO and KOOR. This information was contained in the second interview conducted after Task B and C and in the questionnaire participants were asked to complete at the start of the research. I analysed this data by looking for patterns in how the participants viewed the capacity building processes facilitated by RDSP and then relating these patterns to my findings regarding the expected outcomes and the unintended consequences.

Analysis of Task A

In Task A I asked each participant to plan an alcohol and drug abuse project to present to the European Union who were interested in funding such a project. The task instructions explained that the European Union only required the project plans and not a detailed budget.

The expected outcomes for Task A can be divided into three levels, with each level becoming more specific in terms of what I expected the participants to produce. The first level concerns the overall impression of the plans, the second level is concerned with the main elements I expected to see in the plans and the third level is concerned with the specific planning tool I expected the participants to use.

1. Participants work out clear plans for a drug and alcohol abuse project.
2. The plans explain:
 - How the project will be started or established.
 - The project's activities.
 - The community's involvement in the project.
3. The planning tool used will contain the following:
 - The title or name of the project.
 - The aim of the project.
 - The target group of the project.
 - The project's main activities expressed as goals or strategies.
 - The project's detailed plans for 6 months to 1 year expressed as objectives.

These expected outcomes for Task A reflect two different concerns – a concern with the actual content of the plans and a concern with how the plans are presented. In the second expected outcome for this task I present the things that RDSP believes are important to include in the plan of a development project – an explanation of how the project will be started, the project's activities and the community's involvement in the project. The 'project's activities' are something that one would expect to see included in project plans. However, the other two things that we believe are important to include in the content of a project's plan are less standard. The inclusion of these is linked to the development discourse we operate within which stresses the importance of people's participation in development projects and people's control of these development projects. How a project is started is very important as this will determine the extent to which people control and participate in the project. Development projects have to be started in consultation with people. People need to participate in the

management of development projects from the start if they are to own and drive the development project. Therefore, how a development project is started and the community's involvement in the development project is important information to include in the plans of a project. In the third expected outcome I present the planning tool I expected the participants to use in the planning of a development project. This is the planning tool required by the funders that RDSP had used in the planning training process with both NAMKO and KOOR. We had used this tool to assist them to develop their plans in the OD sessions and we had taught them how to use this tool in the training course they attended in November 1997. I, therefore, believed that the participants would use this planning tool to present their project plans.

In my analysis of the task transcripts, I coded participants' achievement of the expected outcomes as follows:

EXPECTED OUTCOME	✓	✓/X	X
1. Participants work out clear plans for a drug and alcohol abuse project.	The plans present a clear description of the project. The plans are sufficiently clear, that after reading the plans I can describe the project to another person. The plans don't have to be organised or presented according to any particular planning tool.	<i>(I decided that this expected outcome was either achieved or not achieved. As each participant made an attempt to develop clear plans for a drug and alcohol abuse project, this code for this expected outcome is redundant.)</i>	The plans do not describe the project with sufficient detail or clarity to understand what the project will entail. The plans are either a jumble of ideas that do not describe a coherent project, or are so vague and brief that it is impossible to get a sense of what the project entails from reading them.
2. The plans explain: <ul style="list-style-type: none"> How the project will be started or established. The project's activities. 	<p>The plans explain how the project will be started or established. They explain the process that will be used to start or establish the project.</p> <p>The plans describe the project's activities. The plans do not have to describe the project's activities in detail, but do clearly outline the activities of the project once it has been established.</p>	<p>The plans vaguely refer to how the project will be started, but do not clearly state this. It is possible to infer how the project will be started from the plans.</p> <p>Some attempt has been made to describe the activities of the project. However, these activities are either described too briefly to give a clear idea of the project's activities or are presented as such a jumble of ideas that it is difficult to understand exactly what the project's activities will be.</p>	<p>The plans do not explain how the project will be started. The plans do not refer to how the project will be started or established.</p> <p>The plans do not provide any explanation of the project's activities once the project has been established.</p>

<ul style="list-style-type: none"> The community's involvement in the project. 	<p>The plans describe how the community will be involved in the project. This does not have to be done in detail, the plans just have to outline the mechanisms that will be used to involve the community in the project.</p>	<p>The plans make some reference to the community's involvement in the project, but the mechanisms that will be used to involve the community in the project are unclear.</p>	<p>The plans do not make any reference to the community's involvement in the project.</p>
<p>3. The planning tool used will contain the following:</p> <ul style="list-style-type: none"> The title or name of the project. 	<p>The participant has given their project a name or title. A heading stating that the plans are a proposal for the European Union does not count as a project name or title.</p>	<p><i>(This expected outcome is either achieved or not achieved, making this coding symbol redundant.)</i></p>	<p>The participant has not given their project a name or title.</p>
<ul style="list-style-type: none"> The aim of the project. The target group of the project. The project's main activities expressed as goals/strategies. The project's detailed plans for 6 months to 1 year expressed as objectives. 	<p>The plans state the aim/s of the project. The aim/s of a project are the purpose of the project, that which the project is established to achieve. Aims are written according to a specific format, always beginning with "to". The plans clearly state the aim/s of the project written in the correct format.</p> <p>The plans clearly identify the project's target group. The target group of a project is the group of people the project will serve or work with.</p> <p>The plans present the main activities of the project in terms of goals or strategies. Goals and strategies are related to and flow out of a project's aims. Goals and strategies state how a project is going to achieve its aims. Each goal or strategy relates to a specific aim and describes how the project will achieve this specific aim. Goals and strategies are also written according to a specific format and always begin with "to". The plans clearly state the goals or strategies of the project written in the correct format.</p> <p>The plans present the detailed plans of the project as objectives. Objectives are related to</p>	<p>The plans do include an aim/s. However, this aim/s is not the aim/s of the project, but the aim/s of a workshop or meeting that forms part of the project plans, or the aim/s of the project plan itself.</p> <p>The plans do refer to a target group. However, this is the target group for a workshop or meeting that form part of the project plans, rather than the target group of the project.</p> <p>Some attempt has been made to present the main activities of the project as goals or strategies.</p> <p>Some attempt has been made to present the detailed plans of the project as objectives.</p>	<p>The plans contain no reference to aims whatsoever.</p> <p>The plans make no reference to a target group whatsoever.</p> <p>The plans contain no reference to goals or strategies whatsoever.</p> <p>The plans contain no reference to objectives whatsoever.</p>

	<p>and flow out of a project's goals or strategies. Objectives explain exactly how a project will implement its goals or strategies, objectives explain the action steps that need to be taken in order to achieve the goals or strategies. Each objective relates to a specific goal or strategy. Objectives are written according to a specific format and always begin with "to". The plans clearly state objectives of the project written in the correct format.</p>		
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On the following page is a table showing the analysis of Task A in terms of the expected outcomes.

University of Cape Town

EXPECTED OUTCOMES	LORRAINE	QUINTA	JAMES	FRANCES	HENDRIK	NELLA	VICTOR	FRANCOIS
1. Worked out clear plans for a drug and alcohol abuse project.	✓)	X)	X)	✓)	X)	✓)	✓)	X)
2. Plans contained the following elements:								
• How the project will be established or started.	✓)	✓IX	✓)	✓)	X)	✓)	✓)	X)
• Project's activities.	✓)	✓IX	✓IX	✓)	✓IX	✓)	✓)	✓IX
• The community's involvement in the project.	✓)	✓)	✓)	✓)	✓)	✓)	✓)	✓)
3. The planning tool used contained the following:								
• Title or name of the project.	✓)	X)	X)	X)	X)	X)	X)	X)
• Aim of the project.	✓)	✓IX	✓IX	X)	X)	X)	✓IX	✓IX
• Target group of the project.	✓)	X)	✓)	X)	X)	X)	✓IX	✓)
• Main activities of the project presented as goals or strategies.	X)	X)	X)	X)	X)	X)	X)	X)
• Detailed action steps presented as objectives.	X)	X)	X)	X)	X)	X)	X)	X)

Table 1 – Analysis of the Expected Outcomes of Task A

The table reveals a significant difference in the participants' achievement of the second expected outcome **concerned with the content of the plans** and the third expected outcome **concerned with the use of a specific planning tool**. The participants were more successful in achieving the second expected outcome than the third expected outcome, as the following table shows:

Participant's achievement of expected outcome	Second Expected Outcome Number of times a participant achieved, partially achieved or did not achieve the second expected outcome related to the content of the plans	Third Expected Outcome Number of times a participant achieved, partially achieved or did not achieve the third expected outcome related to the use of the planning tool
X	2 (8%)	30 (75%)
✓/X	5 (21%)	5 (12.5%)
✓	17 (71%)	5 (12.5%)

In general, participants successfully achieved the second expected outcome:

- Five of the participants clearly explained how the project would be started. All these participants described how the project would start by consulting the community and getting the community involved in the project from the start. The participants described a variety of mechanisms to involve the community in starting the project. Nella and Victor described the community meetings they would use to involve people in the establishment of the project. Nella describes a "*Community meeting convened with drug and alcohol members*" and Victor describes a "*meeting with the members of the involved community*". James and Frances favoured conducting needs assessments followed by a community meeting or workshop. For James "*Phase 1*" of the project is a "*needs assessment*" followed by "*Phase 2*" in which "*action planning*" will be done. Frances also sees a "*needs assessment in central Namaqualand and surrounding area*" as the first step followed by "*meetings in the area to make people aware of the project*". Lorraine describes how existing lay Catholic organisations will be involved in the project through "*arrange[ing] to meet with different support groups*". One participant's

plans, Quinta's, seemed to indicate that the project would be started by holding community workshops out of which a support group would be formed to take the project forward. Only two participants, Hendrik and Francois, did not offer any explanation of how the project would be started.

- Four of the participants clearly listed the project's activities. Although Lorraine, Frances, Nella and Victor tended to present the project's activities as a list of possible ideas (Lorraine even calls her list of project activities "ideas"), rather than concrete plans, the activities are clearly described. For example, Frances' list of project activities include *"meetings [with addicts] will be arranged every month", "first get the social worker from Springbok to come and talk to the group, to make them aware of any help that is possible for them" and "organise workshops to teach them [the addicts] skills in order to move their attention away from their problem"*. Victor's list of project activities include *"the printing of pamphlets and information brochures and the distribution of these in the community", "regular awareness raising actions in the community" and "the training of people in the community in how to counsel addicts"*. The other four participants did make some attempt to describe the project's activities, but their description of the project activities was insufficient to provide a clear picture of the project's activities once the project was established. Quinta, James and Francois provided very brief descriptions of the project's activities. Quinta briefly lists a few project activities, while James merely refers to four project phases – *"Phase 1: Needs assessment; Phase 2: Action planning and monitoring of objectives and budget; Phase 3: Referral and Rehabilitation; Phase 4: Creation and training of support group"*. Francois' project activities are dotted under different headings in his plans and are few. Hendrik listed some project activities, but presented these in such a jumbled manner that it was difficult to get a clear sense of what the project would entail. Hendrik's listing of activities appeared to be isolated ideas, rather than a coherent grouping of project activities.
- All the participants described how the community will be involved in the project. Participants described a variety of methods for involving the community in the project. Lorraine, Quinta, Victor and Francois describe how the community will be involved through support groups. Frances, Hendrik and Nella describe how the community will be involved through workshops and meetings. Frances also describes how the community will be involved through awareness campaigns,

while James and Francois describe how the community will be involved through the donation of resources.

In the achievement of the second outcome, participants were most successful in describing the community's involvement in the project. This indicates that the participants view the community's involvement in the project as important. So important that no matter how brief or jumbled the participant's plans, a description of the community's involvement in the project and the mechanisms that would be used to involve the community in the project was always included. The participants were next most successful in describing how the project would be started or established. This description of how the project would be started always centred around consulting the community and getting the community involved in the project. This indicates that the participants drew up their plans while operating in and subscribing to the 'truths' of the same development discourse RDSP operates within. Hence the emphasis on consulting the community and the community's participation in the project. The fact that the participants were operating within this development discourse when drawing up their plans also explains why they were least successful in describing the project's activities. If the participants subscribed to the 'truths' of the development discourse then the project's activities would be finalised in consultation with the community and through the community's participation in the project. It is impossible for the participants as development workers to decide on the project's activities by themselves. Only the community can finally decide on the project's activities. Hence the participants' presentation of the project's activities as a list of ideas or very brief description of the project's activities.

The participants did not successfully achieve the third expected outcome:

- Only one participant, Lorraine, provided a title or name for the project she planned. She called her project "*Helping Each Other*". None of the other participants even attempted to provide a title or name for their project.
- Only one participant, Lorraine, stated the aim of her project clearly and wrote this aim using the correct format. Lorraine clearly stated two aims – "*To try to solve alcohol problems*" and "*To help people who are guilty of abusing alcohol and drugs to rehabilitate*". The second aim is a re-working and an improvement of the first aim. Lorraine wrote the first aim down as the overall aim of her project when she started planning her project, but revised this aim when she wrote the project

proposal for the European Union. Hence, the second aim. However, both aims are valid and correctly formulated. Four participants did refer to an aim, but either this was not the aim of the project but the aim of a workshop or meeting, or they did not formulate the aims correctly. Quinta stated the aims of the community workshop she was planning rather than the project. Her aims were correctly formulated and were valid aims – *“To try to get communities involved in the social evil through the establishment of support groups; To help people to realise :”there is hope”; To make people aware of the dangers in using alcohol and drugs”*. James stated the aim of the project proposal he was writing for the European Union. Once again the aim was correctly formulated and was valid – *“To raise funds for the financing of a alcohol and drug session/workshop”*. Victor stated two sets of aims. The first set of aims referred to the aims of a community meeting to plan the project for submission to the European Union. Some of these aims were correctly formulated, for example *“To get information about the extent of the problem”*, while others were not correctly formulated, for example *“Can discuss plans and further action”*. The second set of aims referred to the aims of the Keimoes Action Group (KAG) that would be established to implement the drug and alcohol abuse project. These aims were not correctly formulated although valid, for example *“The main reason for establishing KAG is to, as mentioned above, try to combat the use of alcohol and drugs by youth”*. Francois did manage to write one clear, correctly formulated aim, but he did not present this aim very clearly. In his plans Francois wrote a heading *“What is the organisation aiming at?”* under which he wrote *“To establish a centre where rehabilitation can take place”*. This is clearly the aim of the project and is correctly formulated. However, Francois then goes on to write the following under the same heading and directly under the above aim: *“Trained people with such a background – psychological studies – should be employed; Three day programmes should be presented for “addicts”; Later such a centre can contribute to such a way of life”*. None of these are aims. They are project activities. Only Lorraine stated the aim of the project in accordance with the ‘rules’ of the planning tool and showed a clear understanding of the function of the aim in the planning tool, that is to state the purpose of the project. The other four participants who did state aims did not use them to describe the purpose of the project clearly, thus showing a lack of understanding of the function of aims within the planning tool. The other three participants did not even attempt to formulate aims.

- Three participants clearly stated the target group of their project. Lorraine stated that the target group of her project would be *“youth, men and women and problem*

children". She also stated the target group of the people she would invite to the meeting to plan the project. The way that James states his target group – "*The project is aimed at the residents of Central. Number ±500 people.*" – shows that he understands that a project's target group is the people the project is aimed at. Francois clearly identifies the people his project will serve when he states the project's target group – "*To especially address alcohol and drug abuse within the youth and adults*". Interestingly, he writes his target group using the format of an aim. This again demonstrates his lack of clarity regarding aims. One participant, Victor, does identify a target group, but this is not the project's target group but the target group of the meeting to be held to plan the project. The other four participants did not identify their project's target group in their plans.

- No participant attempted to present their project's main activities as goals or strategies. No participant even referred to goals and strategies in their plans.
- No participant attempted to present their project's detailed plans as objectives. Indeed, no participants drew up sufficiently detailed plans that could have been presented as objectives. Only one participant, James, referred to objectives in his plans. He stated that the second phase of his project would include the "*monitoring of objectives*". This shows some understanding of the function of objectives in the planning tool. They are the level of the plan that is sufficiently detailed to be measurable and are therefore something that project's do monitor their achievement of.

Participants' lack of success in achieving the third outcome indicates that participants do not automatically think to present their plans using this planning tool. The only two elements in the planning tool that the participants did use with any frequency were the aims and target group. It is interesting to note that these are the two most general elements in the planning tool. The aim states the purpose of the project, but does not commit the project to any specific activity or course of action. There are many different ways of achieving the same aim. The target group states the group of people that will be involved in the project, but does not specify the activities they will be involved in. The other elements in the planning tool are very specific. The name or title of the project defines the project as an established or soon to be established entity. The goals or strategies specify the main activities of the project and when these activities will be implemented. The objectives specify the specific action steps the project will follow in order to implement their goals or strategies and specifies exactly when these

action steps will take place. This makes sense in terms of the development discourse the participants were operating in when they drew up their plans. This development discourse does not allow development workers to draw-up concrete, time-based plans for development projects by themselves. This has to be done in consultation with the community and it is the community that decides on a project's concrete plans. Therefore, the participants could not draw up goals, strategies and objectives by themselves. This level of detailed planning has to be done with the community. Ideally, the community should also decide on the aim and target group of a project. However, as the purpose of a project described in the aims tends to be very broad and general and the group of people described under the target group also tends to be broad, stating the aim and target group of the project is not as frowned upon by the development discourse as stating the goals, strategies and objectives is.

In summary, **my findings after analysing the extent to which the participants achieved the expected outcomes of Task A** are as follows:

- The participants operated within and subscribed to the 'truths' of the same development discourse RDSP operates within, viewing community consultation in the establishment of the project and community participation in the project as important.
- Participants' subscription to the "truths" of this development discourse resulted in them presenting the project's activities as possible activities or ideas rather than concrete plans, as the development discourse asserts that only the community can decide on a project's activities.
- Participants did not use the planning tool taught by RDSP because the 'truths' of the development discourse they were operating within were incompatible with using this planning tool. The development discourse does not allow development workers to draw-up definite, time-based plans for a project without consulting the community and asserts that only the community can decide on the plans of a project. Therefore, the participants did not attempt to develop goals, strategies or objectives.

The above findings are all **unintended consequences** of the capacity building processes we followed with NAMKO and KOOR. We did not consciously aim to transmit the development discourse to the staff and management committees of NAMKO and KOOR. Our conscious aims, as can be seen in the expected outcomes of

the capacity building processes, were concerned with assisting NAMKO and KOOR to develop the skills and gain the knowledge they needed in order to successfully manage their organisation and implement effective development programmes. We believed that our capacity building programme would provide NAMKO and KOOR with these skills and this knowledge. We were not aware that we were operating within a discourse. We took the 'truths' of the development discourse for granted, seeing them as obvious and self-evident. As we were unaware that we were operating within the development discourse, we could not consciously decide to transmit this discourse to NAMKO and KOOR. We unconsciously transmitted the development discourse to NAMKO and KOOR through the capacity building process we facilitated with them.

After I had identified the unintended consequence of our successful transmission of the development discourse rather than our successful teaching of specific tools, I re-examined the task transcripts of Task A, looking for further evidence of our successful transmission of the development discourse to NAMKO and KOOR and for any other unintended consequences. I did not find any other unintended consequences, but I did find further evidence of our successful transmission of the development discourse:

- The participants tended to make a distinction between the planning process and the actual project plans. They viewed the planning process as a consultative process in which the community must participate, while seeing the project plans as a description of the activities of the project. The participants were very clear and confident in describing the consultative, participatory planning process they would use to plan the project, while viewing the project activities they stated as lists of possible project activities that needed to be discussed with the community during the project planning process. The participants tended to be less confident in describing the project's activities than they were in describing the planning process they would follow. This makes sense in terms of the development discourse they were operating in. According to the development the community must participate in the planning of projects. Thus, the project planning process must be participatory and consultative. The participants' confidence in describing this participatory planning process is due to the fact that it flows out of the development discourse they are operating within. However, when they had to write down the actual project plans, they were more hesitant and less confident because this activity contradicts one of the 'truths' of the development discourse – that the community must participate in the planning of projects. Their hesitancy and reduction in confidence when drawing up the project plans, can be explained by their discomfort in doing

something that is 'wrong', that is, planning a project for the community instead of with the community. They coped with this 'wrong' by presenting their project plans as ideas and possible activities, rather than as concrete plans. Lorraine, Frances, Victor, Nella and James clearly distinguished between the participatory project planning process they would use to plan the project and the project plans when completing Task A:

- Lorraine started by describing the planning process she would use. She headed the first two sheets of newsprint she wrote on "*planning*". On the "*planning*" sheets of newsprint she described the planning process she would follow, which involved a series of meetings with various groups in the community and included the following steps: "(1) *Arrange to meet with different support groups; (ii) Meet victims of alcohol and drugs; (iii) Work out how to approach current/present problem areas; (iv) Discuss ways to address problems; (v) Find out all the resources available for training workshops and also information material for members*". When she started to write down the actual project plans which she titled "*Project Proposal. Helping Each Other to the EU*", she was more hesitant and wrote more slowly. In describing the planning process she would use she referred to the steps in this planning process as "*actions*", while in her project plans she referred to the project activities as "*ideas*". In the project planning process Lorraine commits herself to clear "*actions*", but in her project plans she only feels comfortable in referring to possible "*ideas*".
- Frances also started off by describing the planning process she would follow. She wrote down the heading "*planning*" and underneath this the steps she would follow to plan the project – "*1. Needs assessment in central Namaqualand and surrounding areas; 2. Contact different organisations who work with alcohol and drug addicts; 3. Also contact organisations in the area in different towns to inform them of the project on alcohol and drug abuse; 4. Organise meetings in the area to make people aware of the project*". She then stopped, consulted the task instructions and asked if she must actually plan the project. When I said yes, she abandoned her listing of the steps she would follow in planning the project and started writing the project's activities on a new sheet of newsprint. She wrote these project activities as a list, as though she were brainstorming ideas and made no attempt to organise these ideas into a coherent project plan using the planning tools. She saw this list of

project activities as a list of ideas, not as concrete plans. In her interview she said *"As I thought what could be done in such a project, I wrote it down"*.

- Victor started by describing the meeting that would be held to plan the project that would be submitted to the EU – *"Organise before a meeting with the members of the involved community"*. The purpose of this community meeting was to collectively plan the drug and alcohol abuse project as is clear in the aims of the meeting – *"To get information about the extent of the problem; To see what each one must do and how it must be done; Establish a committee that will help with the submission to the EU; Can discuss plans and further actions; To look at what we have a shortage of in the local community and what type/help or resources are needed"*. He then goes on to write down the actual project plan. Although he does list the activities of the project, he leaves these very broad, such as *"more training (in skills) for addicts"* and *"the presentation of regular programmes and workshops for the youth"*.
- Nella also starts by describing the community meeting that will be held to plan the project in which the community will *"identify the problem; collect or research possible information about similar cases; discuss possible solutions about the cases; discuss action plans or procedures; and plan actions"*. Nella was very confident when describing the community meeting that would be held to plan the project. When she then started writing down the actual project plans, which she called *"Projects with funding in mind"* indicating that these are possible projects only, she became more hesitant.
- James provided very little detail of the project's activities when completing the task. He merely referred to the project having 4 phases and provided a heading to describe each phase. However in the interview, he was able to explain what he envisaged happening within each phase. During the interview it became clear that in the 4 phases of the project, James was describing the project planning process he would use, as well as providing some indication of the project activities he thought the project would include. Phase 1 and 2 describe the project planning phase he will follow. In the first *"needs assessment"* phase *"the needs of the target group"* are assessed, so that the second *"action planning"* phase can be completed – *"This [an understanding of the needs] we are hoping to get out of the needs assessment, to work out the action plan that is connected to time"*. He continually referred to "we" when explaining phase 1

and 2, meaning himself as a development worker and the community. Thus phase 1 and 2 are a participatory planning process. He was very confident and lucid in explaining phase 1 and 2. In Phase 3 and 4, he describes possible activities of the project, "*referrals and rehabilitation*" and "*creation and training of support groups*" respectively. Although, he was able to explain what these phases would contain, his explanation was less precise and more general. Finally he explained that Phase 3 and 4 were "*an example, right, of what could be done*".

- Participants tended to name the same project activities in their project plans. These project activities are activities that facilitate people's participation in the project, value co-operation and inclusiveness, and focus on the personal development of people. The development discourse considers people's participation to be essential for successful development, and values co-operation and inclusiveness. Personal development is also valued by the development discourse, but here the influence of the Catholic discourse can also be seen. The Catholic discourse views development as primarily the development of the person. It stresses the importance of people's personal development and nurturing people in their personal development. The most commonly stated project activities were:
 - The creation and support of community support groups. Lorraine, Quinta, James, Frances, Hendrik and Francois all believed that community support groups were an important way of involving the community in the project and providing people in the community with an opportunity to address the issue of drug and alcohol abuse.
 - Co-operation with other community and service organisations. Lorraine, Quinta, James, Frances and Francois all viewed working together with other community and service organisations as important, ranging from working together on awareness programmes to assisting in providing the drug addicts and alcoholics with information and services.
 - Community workshops to inform the community about the project, raise awareness of the problem and involve people in the project. Quinta, James, Frances, Hendrik, Nella and Victor all included community workshops in their plans.
 - Providing people with opportunities for personal development and nurturing people. Lorraine, Quinta, Frances, Hendrik and Francois all included project activities that aimed to nurture people and facilitate people's personal

development. For example, Lorraine's plans include the importance of *"giv[ing] recognition for any progress as well as participation, plac[ing] trust in the victims, involv[ing] them in the different organisations and place them in positions of authority"*, and *"encourag[ing] them even if they have also made mistakes"*. Frances' plans include *"contact[ing] the Priests and Ministers to also come and talk to them about the religious aspect"*, and *"look[ing] into whether accomodation can be found for them, in order to improve and build their self image"*.

- Establishing local groups to manage the project. Victor's plans include the establishment of the *"Keimoes Action Group"* to drive and manage the project. Nella's plans include the establishment of a management committee to manage the project. Quinta's plans include the establishment of community support groups that will manage the project in their communities. Francois' plans include the establishment of a support group called *"Care and Love"* to drive the project.

In the interviews after Task A, participants said they felt confident in their ability to plan projects and viewed project planning as part of their job as development workers. All the participants said that they were satisfied with their completion of the task and felt that they had completed the task successfully. All the participants felt that they had the necessary experience to complete the task. It is interesting to note that by 'the necessary experience' they did not mean the necessary planning skills or experience in project planning, but an understanding of the problem. The participants felt that because they really understood the problem of drug and alcohol abuse in their community, they were able to plan a project to address this problem. James felt that *"this stuff is known to me"*, Hendrik explained that he *"lives with the problem daily"*, Victor said that he found it easy to plan the project *"because I already have some or should I say a lot of knowledge about it [drug and alcohol abuse]"*. In the development discourse, understanding the problem is the first step in planning a project. The community first needs to understand the problem before they can work out a solution to this problem. As the participants felt they understood the problem, they felt confident that they could work out a project to address this problem. This is connected to the type of information the participants felt would help them to plan a project more successfully. Five of the participants felt that having more information about drug and alcohol abuse would have helped them to plan a more successful project, because they would have understood the problem better. Only two participants, Nella and James, felt that getting information on how to use the planning tool would have helped

them to plan a more successful project. Once again, the 'truths' of the development discourse dominate the participants' understanding of successful project planning – successful planning begins with understanding the problem not with knowing how to use the project planning tools.

In Chapter four I explained how the capacity building processes followed with NAMKO and KOOR differed from each other, the main differences being that we included more skills training in the process followed with KOOR and included the committee more in the process followed with KOOR. We did this, because we believed that this would improve the capacity building process and so yield better results. However, this is not the case when analysing the task transcripts of Task A. The participants from NAMKO and KOOR do not differ significantly in their achievement of the expected outcomes. Half of the NAMKO and KOOR participants successfully achieved the first expected outcome and worked out clear plans for a drug and alcohol abuse project, while the other half did not achieve this expected outcome. The participants from both NAMKO and KOOR were more competent in achieving the second expected outcome and less competent in achieving the third expected outcome, as the tables below show:

SECOND EXPECTED OUTCOME			
	X	✓ / X	✓
NAMKO		3 (25%)	9 (75%)
KOOR	2 (16.5%)	2 (16.5%)	8 (67%)

THIRD EXPECTED OUTCOME			
	X	✓ / X	✓
NAMKO	14 (70%)	2 (10%)	4 (20%)
KOOR	16 (80%)	3 (15%)	1 (5%)

Analysis of Task B

In Task B I asked each participant to express the plans they had developed in Task A in terms of aims, strategies and objectives. I asked them to apply a specific planning tool.

The expected outcomes for Task B flow out of two assumptions. Firstly, that the participants will revise and try to improve their plans when rewriting their plans in terms of aims, strategies and objectives. I made this assumption because when I reviewed the plans participants drew up in Task A, I realised that they would need to revise these plans and include a lot more detail if they were to express their plans in terms of aims, strategies and objectives. I viewed more detailed plans as 'improved' plans. Some of the expected outcomes for Task B, therefore, refer to the revision and improvement of the plans drawn up in Task A. My second assumption was that the

participants would use the planning tool indicated in the task instructions, i.e. aims, strategies and objectives. The other expected outcomes for Task B, therefore, relate to the use of this planning tool.

1. Participants will revise and try to improve the plans they developed in Task A
2. The plans will improve as follows:
 - The plans will be clearer and more specific, showing a clear commitment to a specific aim/s and goals or strategies.
 - The plans will be realistic and achievable.
 - The participants will not make any unrealistic or improbable assumptions in their planning.
 - The plans will take NAMKO's or KOOR's existing projects, programmes and management structure into account.
3. These revised plans will include:
 - The aim of the project.
 - The project's main activities expressed as goals or strategies. The participants are able to identify the main activities of the project and express them as goals or strategies. The participants will elaborate on the project's main activities as is necessary in order to develop goals or strategies.
 - The project's detailed plans for 6 months to 1 year expressed as objectives. The participants are able to identify the detailed plans of the project and express them as objectives. The participants will elaborate on the project's detailed plans as is necessary in order to develop objectives.
4. The participants will demonstrate a clear understanding of how aims, goals/strategies and objectives relate to each other and present their plans using the standard planning template taught by RDSP in which the aims, strategies and objectives are presented in the form of a table clearly showing which goal/strategy refers to which aim and which objective refers to which goal/strategy.

In my analysis of the task transcripts, I coded participants' achievements of these expected outcomes as follows:

EXPECTED OUTCOME	✓	✓/X	X
<p>1. Participants will revise and try to improve the plans they developed in Task A.</p>	<p>The participant has tried to improve the plans they developed in Task A by developing more detailed plans. The participant has retained the basic concepts and ideas contained in the Task A plans and has attempted to elaborate on these concepts and ideas.</p>	<p>The participant has made some attempt to improve the plans they developed in Task A. However this attempt to improve their Task A plans is inconsistent and piece-meal, or they have left out some of the ideas contained in their Task A plans in their revised plans.</p>	<p>The participant has not revised or tried to improve the plans they developed in Task A. The participant has either left the Task A plans unchanged or has developed new plans, that bear no relation to the Task A plans.</p>
<p>2. The plans will improve as follows:</p> <ul style="list-style-type: none"> • The plans will be clearer and more specific, showing a clear commitment to a specific aim/s and goals or strategies. 	<p>The plans are clearer and more specific than the plans developed in Task A. It is clear what the purpose of the project is, that is, the aim of the project is clear even if the purpose of the project is not formulated as an aim. The project activities are clear and when these activities will be implemented is stated, that is, the project's goals or strategies are clear even if the project's activities are not formulated as goals or strategies.</p>	<p>The plans clearly explain the project's purpose and activities. Some attempt has been made to indicate when these activities will be implemented. However, some of the ideas and details contained in the Task A plans are left out in these plans.</p>	<p>The purpose of the project and the project's activities are not clear.</p>

<ul style="list-style-type: none"> The plans will be realistic and achievable. 	<p>All the project activities stated within the plans are realistic and are activities that it is possible for NAMKO and KOOR to implement. The project activities are realistic and achievable in terms of the resources they require for implementation and the context in which they will be implemented.</p>	<p>The project activities are mostly realistic and achievable, however some project activities are not realistic or achievable. These project activities require resources for implementation that it is unlikely that either NAMKO or KOOR will ever be able to access, or are unrealistic in terms of the context within which NAMKO or KOOR operates</p>	<p>The project activities are unrealistic and unachievable. They are beyond NAMKO's and KOOR's capacity to implement.</p>
<ul style="list-style-type: none"> The participants will not make any unrealistic or improbable assumptions in their planning. 	<p>The assumptions that the participant makes when drawing up his/her plans are reasonable. The participant's assumptions are valid in terms of NAMKO's or KOOR's capacity as an organisation and the context within which NAMKO or KOOR operates.</p>	<p>Some of the assumptions the participant makes are reasonable and some are not reasonable. Some of the participant's assumptions are not valid in terms of NAMKO's or KOOR's capacity as an organisation and the context within which NAMKO or KOOR operates.</p>	<p>The assumptions the participant makes are unreasonable and are not valid in terms of NAMKO's or KOOR's capacity as an organisation and the context within which NAMKO or KOOR operates.</p>
<ul style="list-style-type: none"> The plans will take NAMKO's or KOOR's existing projects, programmes and management structure into account. 	<p>The plans clearly indicate how the project will fit into and relate to NAMKO's or KOOR's existing projects, programmes or management structure.</p>	<p><i>(I decided that this expected outcome is either achieved or not achieved. Either participants do show how the project relates to their organisations existing projects, programmes and management structure, or they don't.)</i></p>	<p>The plans do not indicate how the project will fit into and relate to NAMKO's or KOOR's existing projects, programmes or management structure.</p>

<p>3. These revised plans will include:</p> <ul style="list-style-type: none"> The aim of the project. The project's main activities expressed as goals/strategies. The participants will elaborate on the project's main activities as is necessary in order to develop goals/strategies. The project's detailed plans for 6 months to 1 year expressed as objectives. The participants will elaborate on the 	<p>The plans state the aim/s of the project. The aim/s of a project are the purpose of the project, that which the project is established to achieve. Aims are written according to a specific format, always beginning with "to". The plans clearly state the aim/s of the project written in the correct format.</p> <p>The plans present the main activities of the project in terms of goals or strategies. Goals and strategies are related to and flow out of a project's aims. Goals and strategies state how a project is going to achieve its aims. Each goal or strategy relates to a specific aim and describes how the project will achieve this specific aim. Goals and strategies are also written according to a specific format and always begin with "to".</p> <p>The plans present the detailed plans of the project as objectives. Objectives are related to and flow out of a project's goals or strategies. Objectives</p>	<p>The plans do include an aim/s. However, this aim/s does not clearly express the purpose of the project. The aim/s is either too vague or does not appear to be relevant to the project described.</p> <p>Some attempt has been made to present the main activities of the project as goals or strategies.</p> <p>Some attempt has been made to present the detailed plans of the project as objectives.</p>	<p>The plans contain no reference to aims whatsoever.</p> <p>The plans make no reference to goals or strategies whatsoever.</p> <p>The plans make no reference to objectives whatsoever.</p>
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<p>project's detailed plans as is necessary in order to develop objectives.</p>	<p>explain exactly how a project will implement its goals or strategies, objectives explain the action steps that need to be taken in order to achieve the goals or strategies. Each objective relates to a specific goal or strategy. Objectives are written according to a specific format and always begin with "to".</p>		
<p>4. The participants will demonstrate a clear understanding of how aims, goals/strategies and objectives relate to each other and present their plans using the standard planning template taught by RDSP.</p>	<p>The plans are presented using the planning template taught by RDSP. This planning template consists of a table with columns for the aims, goals/strategies and objectives. Each aim is written clearly and separately in the 'aims' column. Each goal or strategy is written next to the aim it relates to in the 'goal/strategy' column. Each objective is written next to the goal/strategy it relates to in the 'objective' column.</p>	<p>Some attempt has been made to use the planning template. However, the aims of the project are not written clearly and separately in the 'aims' column, and/or the strategies are not written next to the aim they relate to in the 'goal/strategy' column, and/or the objectives are not written next to the goal/strategy they relate to in the 'objective' column.</p>	<p>No attempt has been made to use the planning template. No attempt has been made to show which goals or strategies relate to which aims, or which objectives relate to which goals/strategies.</p>

On the following page is a table showing the analysis of Task B in terms of the expected outcomes.

EXPECTED OUTCOMES	LORRAINE	QUINTA	JAMES	FRANCES	HENDRIK	NELLA	VICTOR	FRANCOIS
1. Participants revise and try to improve the plans they developed in Task A.	✓X	✓}	✓}	✓X	X }	✓X	✓X	✓}
2. The plans will improve as follows:								
• The plans will be clearer and more specific, showing a clear commitment to a specific aim/s and goals or strategies.	✓X	✓}	✓}	✓X	X }	X }	✓X	✓}
• The plans will be realistic and achievable.	✓}	✓}	✓}	✓X	? Cannot judge because the plans are too vague	✓}	✓X	X }
• The participants will not make any unrealistic or improbable assumptions in their planning.	✓}	✓}	✓}	✓X	? Cannot judge because the plans are too vague	✓}	✓X	X }
• The plans will take NAMKO's or KOOR's existing projects, programmes and management structure into account.	X }	X }	X }	X }	X }	✓}	X }	X }
3. The revised plans will include:								
• The aim of the project.	✓}	✓X	✓X	✓}	✓X	✓X	✓}	✓X
• Main activities of the project presented as goals or strategies.	X }	✓X	✓X	X }	X }	X }	✓X	X }
• Detailed action steps presented as objectives.	✓X	✓X	✓X	✓X	X }	X }	✓X	X }
4. The participants demonstrate a clear understanding of how aims, goals and strategies relate to each other and use the standard planning template taught by RDSP.	X }	X }	X }	X }	X }	✓X	✓X	X }

Table 2 – Analysis of expected outcomes of Task B

My findings after analysing Task A show that the participants did not voluntarily use the planning tool when planning a project. In Task B, I tested whether they were in fact able to use the planning tool. Table 2 shows that although the participants do know what the planning tool is they are not able to apply it successfully. The participants are able to attempt to use the planning tool, but very rarely managed to apply the planning tool correctly.

The first two expected outcomes for Task B are concerned with whether the participants 'improved' their plans in order to successfully use the planning tool. The following table shows that the participants were aware that they needed to 'improve' their plans in order to use the planning tool, but were not always able to do this successfully.

EXPECTED OUTCOME	X	✓ / X	✓
1. Task A plans are revised and improved.	1 (12%)	4 (50%)	3 (38%)
2. The plans are improved as follows: - Clearer and more specific. - Realistic and achievable. - Based on valid assumptions. - Take organisation's existing structures into account.	11 (34%)	7 (22%)	12 (38%)

In general, the participants were aware that they needed to revise and improve their Task A plans in order to use the planning tool and attempted to do this:

- Three of the participants successfully revised and improved their Task A plans. Quinta, James and Francois all developed more detailed plans based on the basic concepts and ideas contained in their Task A plans. Four of the participants attempted to improve their Task A plans. The most successful of these was Victor. He did develop more detailed plans based on some of the concepts contained in his Task A plans, but left out some of the interesting ideas contained in his Task A plans in his reworking of his plans in Task B. Lorraine, Frances and Nella were obviously aware that they needed to develop more detailed plans based on their Task A plans, but were unsure about how to do this. The result was that their Task B plans were less coherent and clear than their Task A plans. Only one participant, Hendrik, did not make any attempt to revise his Task A plans. He clearly did not know how to apply the planning tool and did not know how to present the plans he had developed in Task A in terms of the planning tool.

- Three participants' plans were clearer and more specific, showing a clear commitment to a specific aim/s and goals or strategies. Once again, these participants were Quinta, James and Francois. It is interesting to note that Quinta, James and Francois produced the least detailed plans in Task A. The fact that their Task A plans were so brief and contained 'headings' rather than project activities, seemed to have made it easier for them to develop their plans and elaborate on their ideas in Task B. They did not have to revise or rework very detailed ideas, but merely to elaborate on a broad framework. Three participants plans showed a clear commitment to a specific aim but were less clear and specific than their Task A plans. Victor's plans were clear and specific, but because he left out some of the detail from his Task A plans, his Task B plans were less coherent than his Task A plans. For example, he still refers to the Keimoes Action Group (KAG) in his Task B plans, but he does not explain who they are, how they will be formed and what they will do as he did in his Task A plans. It is almost as though he does not think this is necessary because this information is already included in his Task A plans. His Task B plans are an extension of his Task A plans, rather than an elaboration. Lorraine's and Frances' plans both have clear aims, but their goals or strategies are not very clear. Two participants, Hendrik and Nella, produced plans that were not clear in terms of their aims and strategies. Nella took the plans RDSP had assisted KOOR to develop for their youth and women's development programmes and attempted to adapt these plans to fit in with the plans she had developed in Task A. She was not successful in doing this and her plans ended up a confusion of KOOR's plans with some of her ideas included.
- In general, the participants did produce realistic and achievable plans both in terms of their organisation's capacity and the context within which they work, and did not make any unrealistic assumptions in the development of their plans. Four participants – Lorraine, Quinta, James and Nella – all produced realistic and achievable plans based on realistic assumptions, even if they were not always very clear plans. Two participants, Victor and Frances, produced realistic plans based on valid assumptions for the most part, but included the establishment of a rehabilitation centre as part of their plans. Establishing a local rehabilitation centre is beyond the capacity of both NAMKO and KOOR. The need for a rehabilitation centre in the Northern Cape is a real need. However, the only realistic course for NAMKO and KOOR to take in terms of working for the establishment of such a centre, is to form part of a collective effort to lobby the local Department of Health to establish a rehabilitation centre in the Northern Cape. One participant's plans,

Francois, were completely unrealistic and unachievable and were based on invalid assumptions. His plans were solely concerned with the establishment of a local rehabilitation centre.

- Only one participant, Nella, took her organisation's existing structures into account when developing her plans. In her plans Nella refers to the existing Youth Sub-Committee that assists KOOR's Youth Worker to draw up the plans for KOOR's Youth Development Programme, to implement these plans and to evaluate these plans. As Nella's plans are concerned with a project for youth, it makes sense to refer to the role of the Youth Sub-Committee in this project. However, the other seven participants did not refer to their organisation's structure in any way in their plans. They seemed to see this project as a separate entity, rather than a NAMKO or KOOR project. This could be because it is part of a task, rather than a real project.

The third and fourth expected outcomes for Task B are concerned with the participants' use of the planning tool. The following table shows that the participants were aware of the planning tool, had some understanding of how to use the planning tool and were able to attempt to use the planning tool. However, the table also shows that participants were very rarely successful in applying the planning tool. In fact the only part of the planning tool that some of the participants were successful in applying was the development of aims.

EXPECTED OUTCOME	X	✓/X	✓
3. The plans are presented as:			
- aims		5 (63%)	3 (37%)
- goals or strategies	5 (63%)	3 (37%)	
- objectives	3 (63%)	5 (37%)	
4. The plans are presented using the planning template.	6 (75%)	2 (25%)	

In general, the participants attempted to use the planning tool and were partially successful in the use of the planning tool:

- The participants were most successful in developing aims. All the participants attempted to develop aims for their project. Three of these participants - Lorraine, Frances and Victor - were successful and developed relevant, correctly formulated aims. Of these three, Lorraine and Victor had both included aims in their Task A plans. Lorraine had correctly formulated her project's aim in her Task A plans, while Victor was less successful in formulating his aims in Task A and tended to formulate aims for the community meeting to be held and the Keimoes Action Group rather than the project. The other five participants were partially successful in developing the aims of their project. The aims Quinta developed in Task B were correctly formulated, however they were strategies written as aims rather than aims – *“To hold a drug and alcohol campaign; To establish support groups in the community”*. Aims need to describe the purpose of the project, while strategies describe the project's main activities. The two aims Quinta formulated in Task B are strategies because they describe activities. The aims Quinta developed in Task A were better aims in that they described the purpose of the project better – *“To help people to realise “there is hope”; To make people aware of the dangers in using alcohol and drugs”*. James also developed aims in Task B that were correctly formulated, but these aims were not specific enough. For example, one of his aims is *“to make the target group aware”*. This aim is too vague as it does not indicate who is meant by the ‘target group’ and what the target group needs to be made aware of. The aim would be correct if it read something like *“to make the community aware of the dangers involved in abusing alcohol and drugs”*. Nella, Hendrik and Francois all formulated their aims correctly, but their aims were not relevant in terms of their project plans or the task they had been set. For example, Nella's aim reads *“to make our youth more involved and of service in the community so that they can offer a service to the community and be effective”*. This is a very broad aim that would make sense if Nella were developing plans for a youth development programme. However, this aim is too broad for and is not relevant to the drug and alcohol abuse project she was asked to develop plans for.
- The participants were least successful in developing goals or strategies. The participants did not seem to understand what a goal or strategy was and what information to include under goals/strategies. Only three participants – Quinta, James and Victor - showed some understanding of what goals/strategies are and

managed to develop strategies that were partially correct. Victor made the best attempt to develop strategies. His strategies are not correctly formulated in that they do not begin with 'to' and are not time-based, but the level of information contained in the strategies are correct, that is, his strategies describe the main activities of his project. Quinta's strategies are correctly formulated in that she started them with 'to', but are not time-based. Some of Quinta's strategies are actually objectives, such as *"to send invitations to the broad community"* is an objective that relates to the strategy *"hold meetings with the community and youth beforehand to plan the drug and alcohol campaign"*. Objectives describe the action steps necessary to implement a strategy. James' strategies do describe the main activities of the project, however they are not correctly formulated and tend to be too vague. For example, one strategy reads *"motivating speeches will be given by people involved"*. It is unclear who these speeches will be given by, who they will be addressed to and what they will try to motivate people to do. The other five participants did not manage to formulate any strategies that were in any way recognisable as strategies. They tended to write down the heading 'strategies', but did not manage to write anything approaching a strategy underneath this heading. Lorraine did not even write down the heading 'strategies', but left them out completely. The participants' general lack of understanding regarding goals/strategies, was probably exacerbated by the fact that we had used both the term 'goal' and the term 'strategy' when working with NAMKO and KOOR on project planning. We had used the term 'strategy' in the organisational development and consultation sessions we had facilitated on project planning, but had used 'goal' in the training course in November 1997. Some of the participants used the workbook from this training course when completing Task B. As this workbook referred to 'goals' while the task instructions asked them to develop 'strategies', a certain amount of the participants' confusion regarding goals/strategies can be attributed to this confusion around terminology.

- The participants were more confident in developing objectives, than they were in developing strategies. Five participants – Lorraine, Quinta, James, Frances and Victor - attempted to develop objectives. These participants showed some understanding of the level of information that is included in objectives, that is, the action steps necessary to implement the strategies, and understood that objectives must be time-based. However, none of the participants managed to formulate their objectives correctly. Three participants – Hendrik, Nella and Francois – did not have

any understanding of how to formulate objectives. The 'objectives' they developed were not recognisable as such.

- In general, the participants did not use the planning template taught by RDSP and showed a poor understanding of how aims, goals/strategies and objectives relate to each other to form a comprehensive and logical project plan. Only two participants, Nella and Victor, attempted to use the planning template. Both wrote their goals/strategies and objectives in two columns next to each other. Victor's plans showed that he understood that objectives must relate to specific strategies. In general, he wrote his objectives next to the correct strategy. However, Nella used the template simply because she was copying the plans we had assisted KOOR to develop for their youth and women's development programmes. She did not exhibit any understanding of the relationship between objectives and strategies.

It is interesting to note that the two participants that were least successful in applying the planning tool, Francois and Hendrik, were also the only two participants that did not attend the training course held in November 1997. During this training course the other participants received training in project planning. This seems to indicate that this training course did improve participants' understanding of and ability to apply the planning tool.

In summary, **my findings after analysing the extent to which the participants achieved the expected outcomes of Task B** are as follows:

- The participants are aware of the planning tool and have some understanding of how to apply the tool.
- The participants are unable to apply the planning tool successfully when working alone.
- The participants were most successful in formulating the aims of their project. This correlates with my findings based on my analysis of Task A. Aims were the only part of the planning tool that the participants voluntarily used in Task A. As aims only describe the broad purpose of the project and do not describe the activities of the project, they are the part of the planning tool that is most compatible with the 'truth's' of the development discourse within which the participants were operating, that is, that the community must participate in project planning.

The above findings were not unexpected in the light of the unintended consequences of the capacity building processes that I identified when analysing the data relating to Task A. When examining the task transcripts of Task B further, I identified more evidence of these unintended consequences:

- Community consultation was also viewed as important in the establishment of a project in participants' Task B plans. Five of the participants – Lorraine, Quinta, James, Frances and Nella – included community consultation in the establishment of the project in their Task B plans. Lorraine's and Frances' plans include community meetings to discuss the project with the community, James's plan states that the project will start with a needs assessment during which the community will be involved in planning the project and Nella's plan include the establishment of an inter-faith sub-committee to drive the project. Quinta's plans state that she will "*hold meetings with the community and youth beforehand to plan the drug and alcohol campaign*".
- People's participation in the project was also valued in the plans developed in Task B. All the participants included participatory methods in their plans, which would ensure the participation of the community in the project. These included holding community meetings, establishing community support groups, establishing community groups to drive the project, and involving the youth in the planning and presentation of awareness campaigns.

The 'truths' of the development discourse were still very influential in shaping the plans people developed in Task B. Community consultation in the planning and establishment of the project was seen as important, and the projects were designed to facilitate people's participation in the projects. However, I also found some evidence of another discourse when analysing the task transcripts of Task B. Five of the participants – Lorraine, Quinta, James, Victor and Francois – included the evaluation of the project in their plans. In Task A, only James alluded to project evaluation when he included the "*monitoring of objectives and budget*" in his Task A plans. Yet, during Task B five of the participants clearly stated that one of their strategies was to evaluate the progress of the project. A possible explanation for this inclusion of project evaluation in the Task B plans can be found in the discourse of the funders. When funders speak of project planning they tend to couple it with evaluation, so that it

becomes "project planning and evaluation". There is a methodology called Project Monitoring and Evaluation (PME) which many funders value and promote the use of in the organisations and projects they fund. As the planning tool the participants were asked to use in Task B is the planning tool we assisted NAMKO and KOOR to use when developing their plans for the funders because the funders require plans to be submitted in this format, it makes sense that the participants linked this planning tool with the requirements of funders. Hence, the inclusion of project evaluation in their plans. Funders always want to know when and how a project will be evaluated and this information is therefore included in the project plans submitted to funders.

When I analysed the transcripts of the interviews conducted after Task B, I identified a further unintended consequence. The participants were more competent at explaining the planning tool than they were in applying the planning tool:

- Seven of the participants were able to explain what an aim is. Only Frances was unable to adequately explain what an aim is, merely saying that an aim "*is what you aim to do*". However, as she had successfully formulated her project's aim in her Task B plans, it is clear that she understands what an aim is even if she cannot explain what it is. The other participants were all able to explain that the aim is the general purpose of the project. For example, Lorraine explained that an aim is "*what you have in mind . . . what you want to achieve with the thing [project] you have in mind*", while James explained that an aim is "*the reason why it [the project] should happen*".
- Five of the participants – James, Victor, Francois, Nella and Lorraine – were able to explain what strategies are. They were able to explain that strategies are the main activities of the project, the main activities that will be implemented in order to achieve the project's aim/s. For example, Victor explained that a "*strategy is the way or ways I'd use to reach my aim*", while James explained that "*a strategy is how I am going to do it [achieve the aim]*", and Lorraine explained that strategies are "*how you go about getting the thing [the project] started*". Once again Frances was unable to offer an adequate explanation of what a strategy is, and judging by her project plans she did not have a clear idea of what a strategy is.

Quinta and Hendrik both said that they were not sure what a strategy is.

- Five of the participants – Lorraine, Quinta, Victor, James and Nella – were able to explain what objectives are. They were able to explain that objectives are very specific and time based and that they are related to strategies. For example, Quinta explained that you can “*work out quite a few objectives from one strategy*”, James explained that they “*include the other things like the who, the where and the when*”, while Lorraine explains that they are “*what I want to achieve in a certain time-frame*”. The other three participants – Francois, Frances and Hendrik – were not able to explain what objectives are.
- Interestingly none of the participants were able to explain very clearly how aims, strategies and objectives relate to each other. Victor offered the best explanation, saying “*you have your aim, but to reach it you need certain strategies and good objectives*”. From the plans he developed it is clear that he understands that strategies explain how you will achieve your aim and that objectives explain how you will implement your strategies. Quinta and James also seemed to understand the relationship between aims, strategies and objectives, although they were not able to explain this very clearly. They alluded to the relationship rather than explained it. The other five participants were unable to offer any explanation regarding the relationship between aims, strategies and objectives.
- All of the participants were able to explain, with great confidence, when the planning tool should be used. All the participants explained that the planning tool should be used whenever a project is planned, to ensure that the project is implemented in a logical way and is not disorganised. For example, Lorraine explained that the planning tool should be used to plan “*every project, otherwise its going to be something hanging loosely*” while Francois explained that you need to use the planning tool to plan a project because “*you can't just have a vision and not have ways to get to that vision*”. It is interesting to note however that none of the participants chose to use the planning tool when developing their project plans in Task A.

In summary, the additional unintended consequences I identified when examining the task and interview transcripts for Task B are as follows:

- The 'truths' of the development discourse influenced the plans the participants developed in Task B. People's plans included consulting the community during the planning and establishment of the project and participatory methods to ensure people's participation in the project.
- The participants tended to include project evaluation in the plans they developed in Task B. The participants seemed to associate the use of the planning tool with meeting funders' requirements, and as funders also require to know when projects will be evaluated, the participants included project evaluation in their plans.
- The participants were more competent at explaining the planning tool than they were in applying the planning tool. The participants were most competent at explaining what an aim is and when the planning tool should be used.

Analysis of Task C

In Task C I asked each participant to develop a one year budget for the alcohol and drug abuse project they had planned.

The expected outcomes for Task C relate to the application of the budgeting tool taught by RDSP.

1. Participants will develop a one year budget based on the plans they have developed.
2. Participants use the standard budget template taught by RDSP showing:
 - cost categories
 - monthly costs
 - cost category totals
 - monthly totals
3. Operational and capital costs are clearly separated and marked in the budget.
4. All cost categories are based on and make sense in terms of the project plans.
5. The figures estimated are realistic, although not accurate.

In my analysis of the task transcripts, I coded the participants' achievement of these expected outcomes as follows.

EXPECTED OUTCOME	✓	✓ / X	X
1. Participants will develop a one year budget based on the plans they have developed.	The budget is based on the plans the participant drew up in Task B. The cost categories in the budget relate to the implementation of the plans developed in Task B.	The budget is partially based on the plans developed in Task B. The cost categories only refer to the implementation of part of the plans drawn up in Task B.	The budget is not based on the plans drawn up in Task B. The cost categories do not relate in any way to the implementation of the plans developed in Task B.
2. Participants use the standard budget template taught by RDSP showing: - cost categories - monthly costs - cost category totals - monthly totals	The participant used the standard budget template taught by RDSP. The budget template used clearly shows the cost categories, has columns for each month in which the monthly costs are recorded, shows the total for each month and shows the total for each cost category.	The participant attempted to use the standard budget template taught by RDSP, but did not use this template correctly.	The participant did not use the budget template 'taught' by RDSP.
3. Operational and capital costs are clearly separated and marked in the budget.	The budget is clearly divided into operational costs and capital costs. The operational costs are clearly marked by the heading 'operational costs' and the capital costs are clearly marked by the heading 'capital costs'. The cost categories under the heading 'operational costs' all refer to operational costs, and the cost categories under 'capital costs' all refer to capital costs.	<i>(This expected outcome is either achieved or not achieved, making this code redundant.)</i>	The budget is not clearly divided into operational costs and capital costs.

<p>4. All cost categories are based on and make sense in terms of the project plans.</p>	<p>The cost categories are based on and make sense in terms of the project plans. The project activities are called the same things in the project plans as in the budget's cost categories, for example if the project plans refer to a life skills workshop then in the budget there is a cost category called 'life skills workshop'.</p>	<p>The cost categories are based on the project plans. However, the cost categories are not descriptive enough and tend to be too general. Instead of referring to 'life skills workshops' in the cost categories, the cost category is written as 'workshops'. Although it is obvious that the budget is based on the project plans, the cost categories are not specific enough and it is unclear exactly which activity in the project plans they refer to.</p>	<p>The cost categories are not based on and do not make sense in terms of the project plans.</p>
<p>5. The figures estimated are realistic, although not accurate.</p>	<p>The figures estimated are realistic although not accurate.</p>	<p><i>(This expected outcome is either achieved or not achieved, making this code redundant.)</i></p>	<p>The figures estimated are unrealistic.</p>

On the following page is a table showing the analysis of Task C in terms of the expected outcomes.

EXPECTED OUTCOMES	LORRAINE	QUINTA	JAMES	FRANCES	HENDRIK	NELLA	VICTOR	FRANCOIS
1. Participants will develop a one year budget based on the plans they have developed.	✓	✓	✓	✓X	X	X	✓	✓
2. Participants use the standard budget template taught by RDSP showing: - cost categories - monthly totals - cost category totals - monthly totals	✓	X	✓	✓X	✓	X	X	X
3. Operational and capital costs are clearly separated and marked in the budget.	✓	X	✓	X	✓	X	X	X
4. All cost categories are based on and make sense in terms of the project plans.	✓X	✓X	✓X	✓X	X	X	✓	✓X
5. The figures estimated are realistic, although not accurate.	✓	✓	✓	✓	✓	✓	✓	X

Table 3 – Analysis of expected outcomes of Task C

The first expected outcome of Task C is concerned with whether participants understand that a budget has to be based on plans. Table 3 shows that most of the participants do understand this. Five of the participants – Lorraine, Quinta, James, Victor and Francois – all developed a budget based on the plans they had developed in Task B. However, Frances developed a budget based on only one aspect of her project plans - the establishment of a local rehabilitation centre. Two participants, Nella and Hendrik, did not develop a budget based on the plans they had developed in Task B. Both Nella and Hendrik merely copied from KOOR's budget and did not attempt to adapt this budget to relate to their project plans.

The second, third and fourth expected outcome of Task C relate to participants' ability to use the budgeting tool RDSP taught them correctly. Table 3 shows that although the participants did attempt to use this budgeting tool, they did not do so successfully:

- Three of the participants – Lorraine, James and Hendrik - used the budget template taught by RDSP. Frances attempted to use this budget template, but forgot to include the cost category totals. The other four participants – Quinta, Nella, Victor and Francois – did not use the budget template at all. Quinta, Nella and Victor did use a budget template, but the budget template they used only showed the cost category totals and not the monthly totals. Francois did not use a budget template at all, that is, he did not present his budget in table form but in list form.
- Only three of the participants – Lorraine, James and Hendrik – clearly distinguished between operational and capital costs in their budgets. Victor did clearly mark his capital costs, but did not clearly mark his operational costs. The other four participants did not distinguish between operational and capital costs in their budgets at all.
- Only Victor developed cost categories that clearly related to his project plans. Lorraine, Quinta, James and Francois all developed cost categories that were too general and were not descriptive enough. Although it is possible to see how these cost categories relate to their project plans, the cost categories do not have the same 'names' as the activities in the project plans. For example, one of James cost categories is "*course categories*". This cost category appears to refer to the training course for the youth that

will co-ordinate aspects of the project. However, the cost category is not sufficiently descriptive to confirm this. As Nella and Hendrik copied their cost categories from KOOR's budget, their cost categories made absolutely no sense in terms of their project plans.

The fifth and last expected outcome for Task C tests to see whether participants can estimate budget figures realistically. All of the participants estimated their budget figures realistically, except for Francois. This appears to be because Francois was estimating figures for building a local rehabilitation centre. His figures appeared to be too low, considering the centre he was planning to build and run in his project plans.

The above analysis of the extent to which the participants achieved the expected outcomes of Task C, indicate that although the participants had some understanding of the budgeting tool taught by RDSP and were able to attempt to use this budgeting tool, they were not able to use this budgeting tool successfully alone. This finding correlates with my findings regarding the participants' ability to apply the planning tool taught by RDSP. I did not identify any other unintended consequences of the capacity building processes when analysing the data relating to Task C further.

Participants' understanding of the capacity building processes

The second interview conducted after Task B and C and the questionnaire participants were asked to complete, revealed interesting information regarding how the participants viewed the capacity building processes RDSP facilitated with NAMKO and KOOR. It revealed participants' understanding of 'training' and 'consultation', and how participants saw their, and their organisation's, relationship with RDSP.

The participants saw **'training'** as the learning of new information and skills. This understanding of training agrees with RDSP's understanding of training within the capacity building process. Four participants – Lorraine, Quinta, James and Francois – felt that once you have received training you must share your new knowledge and skills by training others. This echoes RDSP's view of training – that we train people so that they can train others.

The participants saw **'consultation'** as a nurturing process in which people can discuss and resolve problems. They understood consultation to be a 'two way conversation' during which support and advice are given, progress is monitored and

problems are resolved. This echoes RDSP's understanding of consultation as a participatory, discursive process in which the staff could express their ideas and be guided in the development of these ideas, could share the problems they face and be guided through a problem-solving process, and in which we could ask questions regarding the functioning of the organisation and the implementation of development programmes, allowing us to identify problems that the organisation needed to resolve and opportunities the organisation needed to consider. The participants' perception of consultation as a 'nurturing' process shows how clearly RDSP played a nurturing role due to the 'truths' of the Catholic and OD discourses within which we were operating, which stressed the importance of nurturing people's personal development. Thus, the participants' understanding of training and consultation are in line with RDSP's understanding of training and consultation.

Participants saw the **relationship between their organisation and RDSP** as a supportive, nurturing relationship, through which NAMKO and KOOR had grown into independent organisations. Victor and Francois referred to RDSP as a 'mother' who had helped their organisation to move from infancy to adulthood. The participants felt that the current relationship between RDSP and their organisation was one of 'partnership between equals'. In this partnership, RDSP provides their organisation with the support it needs, in the form of training, advice and information, to function effectively. The participants seem to draw a distinction between the initial relationship their organisation had with RDSP and the current relationship. Initially their organisation was very dependent on RDSP, and at this point RDSP was like a 'mother' teaching a child how to walk. However, as their organisation grew in independence they became 'equal' to RDSP and their relationship with RDSP became one of 'partnership'. Interestingly, four participants – Francois, James, Quinta and Lorraine – felt that RDSP needed to allow their organisation to be more independent and to decrease the level of support given to their organisation. This seems to indicate that they required less 'nurturing' from RDSP. At a **personal level**, the participants viewed their **relationship with RDSP** very positively. The participants felt that their relationship with RDSP had helped them to grow in confidence and had opened up a new world and new possibilities to them. They valued the nurturing and support they had received as people. Thus, the nurturing role RDSP played was valued because it had helped the participants and their organisations to grow and develop, but was starting to be seen as a hindrance to the continued development of their organisation by some.

Conclusion

The capacity building processes RDSP facilitated with NAMKO and KOOR did not achieve the expected outcomes. Instead, it produced a number of unintended consequences. The three main unintended consequences of the capacity building processes are as follows:

- RDSP was more successful in transmitting the development discourse to NAMKO and KOOR than we were in training them to use specific planning and budgeting tools.
- NAMKO's and KOOR's staff were unable to use the planning and budgeting tools successfully alone.
- The 'truths' of the development discourse RDSP transmitted to NAMKO and KOOR are incompatible with the requirements of the planning and budgeting tools we trained them to use.

In the following chapter, I will explain why the capacity building processes resulted in these unintended consequences. I shall show how the three main unintended consequences become 'legible' when viewed as 'instrumental elements' in the 'resultant constellation' of the 'truths' of the discourses within which RDSP was operating.

CHAPTER 6

UNDERSTANDING THE UNINTENDED CONSEQUENCES OF THE CAPACITY BUILDING PROCESS

In this chapter I will explain why I believe the capacity building processes RDSP facilitated with NAMKO and KOOR resulted in the unintended consequences I identified in chapter five. Instead of achieving the expected outcomes, the capacity building processes resulted in the following three main unintended consequences:

- RDSP was more successful in transmitting the development discourse to NAMKO and KOOR than we were in training them to use specific planning and budgeting tools.
- NAMKO's and KOOR's staff were unable to use the planning and budgeting tools successfully alone.
- The 'truths' of the development discourse RDSP transmitted to NAMKO and KOOR are incompatible with the requirements of the planning and budgeting tools we trained them to use.

James Ferguson in his book, *The Anti-politics Machine*, argues that the unintended consequences of development interventions "become legible in another perspective as unintended yet instrumental elements in a resultant constellation" (1990:20-21). In this chapter, I shall attempt to show how the unintended consequences of the capacity building processes are 'legible' when viewed from the perspective of the development discourse within which RDSP was operating.

I shall first look at how the nature of the capacity building process, shaped by the 'truths' of the development discourse, resulted in the first two unintended consequences. I shall show why the capacity building process assisted NAMKO and KOOR to acquire the development discourse rather than learn specific tools. I shall show why, due to the 'taken-for-granted truths' of the development discourse within which we operated, we unwittingly designed a process to transmit the development discourse rather than to train people in specific skills. I shall also explain why this capacity building process resulted in NAMKO and KOOR being dependent on RDSP to use the planning and budgeting tools successfully.

I shall then look at how the relationships between development institutions operating within the development discourse resulted in the third unintended consequence - that RDSP trained people to use tools whose requirements were incompatible with the 'truths' of the development discourse within which we operated. I shall show how the power relations between development organisations, resulted in RDSP facilitating a capacity building process that contained major contradictions without questioning or even recognising these contradictions.

Finally, I shall share the changes I have made in the capacity building processes RDSP facilitates as a result of this study. These changes are based on what I have learnt and come to understand about the discourses we operate within and the unintended consequences produced through operating unconsciously within these discourses. I also share my recommendations for improved practice and effectiveness for RDSP and similar organisations operating within the development discourse.

Successful transmission of the development discourse and unsuccessful training of the planning and budgeting tools

The capacity building processes we facilitated with NAMKO and KOOR were predominantly OD-consultation processes. Skills training formed a small part of the capacity building processes. Although we aimed to 'train' NAMKO and KOOR in the organisational, management and development skills we believed they needed to manage their organisation effectively, we focused on consultation and organisational development (OD) rather than skills training. We believed that consultation and OD were the best processes to use in 'training' NAMKO and KOOR, because of the 'truths' of the development discourse within which we operated.

The central 'truths' of the development discourse are that:

- Development is about the empowerment of the poor.
- People's participation is essential for true development to take place.
- In development, process is more important than product as it is the process that determines whether development is empowering and participatory or not.

As I explained in chapter three, these three central 'truths' of the development discourse were also shared by the other discourses within which RDSP was operating – the Catholic Discourse, the OD discourse and the non-formal adult education

discourse. The effect of this sharing of these 'truths' among the discourses within which we operated, was the reinforcement of the truth of these 'truths'. Thus, we took for granted and accepted as given the validity of these 'truths'. When we had to design a capacity building process for NAMKO and KOOR we assumed that this had to be an empowering, participatory process and that the nature of this process was more important than its products. We did want to achieve certain 'products', as is evident in the expected outcomes of the capacity building processes listed in chapter two. However, the achievement of these 'products' was secondary in importance to the empowerment of the staff and management committees of NAMKO and KOOR. As I explained in chapter four, we made these assumptions unconsciously. We took for granted that the empowerment of people was the ultimate and most important aim of the capacity building process. It was so obvious, we did not need to articulate it, even to ourselves. Thus, we talked about wanting to 'train' NAMKO and KOOR in certain skills, while understanding as a given that this 'training' would occur within the framework of empowering NAMKO and KOOR.

As the aim of our capacity building processes was to empower NAMKO and KOOR, while providing them with the skills they needed to effectively manage their organisations, we needed to use processes that would be both empowering and instructional. According to the South African NGO development discourse within which we were operating 'empowerment' is more than just enabling someone to do something. It is providing people or organisations with the opportunity to acquire power such that they have significant control over their own lives. This is achieved through developing, for example, their capacity for decision-making, their control over resource allocation and their participation in the democratic control of power (Harding, 1994:13). Thus, we needed to design a process that would both train NAMKO and KOOR in management and development skills, while providing them with the opportunity to acquire power through developing their decision-making capacity, their control over resource allocation and their participation in the democratic control of power. We believed that OD and consultation processes would enable us to both train and empower NAMKO and KOOR.

OD and consultation processes share important characteristics that led us to believe that they were processes through which people could be both empowered and trained. As I explained in chapter four, within the development discourse both OD and consultation processes are viewed as participatory processes through which action learning can take place – they provide people with the opportunity to learn through

doing. In OD and consultation processes people are not told things, but are assisted to discover things and work things out for themselves. Although new information may be introduced during the OD and consultation sessions, it is not presented as new information which people must now learn, as it would be in a skills training session. Instead, it is presented as information that is useful in assisting people to achieve the goals they have set for themselves. For example, when new planning tools were presented during OD sessions, they were presented as tools that would assist NAMKO and KOOR to develop plans that would comply with funders' requirements, thus enabling NAMKO and KOOR to access the funds they required to implement their plans. People learn new information and skills within OD and consultation sessions, but always within the context of the goals and priorities they have set for themselves. People do not learn new information and tools in theory first and then how to apply this information and these tools. Instead, people learn the information and tools through applying them in order to achieve their goals. As people are in full control of deciding what their goals and priorities are, they are empowered through making decisions. The new information and tools they learn enable them to gain more control and become more empowered. OD and consultation were the processes we focused on in our capacity building processes with NAMKO and KOOR because they were the processes that met the 'requirements' laid down by the 'truths' of the development discourse within which we were operating.

My research shows that the predominantly OD-consultation capacity building processes we facilitated with NAMKO and KOOR successfully transmitted the development discourse to NAMKO and KOOR, but were unsuccessful in training them to use specific tools. Instead, the OD-consultation processes resulted in both NAMKO and KOOR being dependent on RDSP for the correct application of these tools. We had 'empowered' NAMKO and KOOR to operate with confidence in the development discourse and 'disempowered' them by making them dependent on us for the correct application of the planning and budgeting tools. The predominantly OD-consultation capacity building process we facilitated was most successful in transmitting the 'truths' of the development discourse that shaped this process. James Gee's ideas on the acquisition of discourses provide a possible explanation of why this happened.

In his book, *Social Linguistics and Literacies – Ideology in Discourse*, Gee argues that discourses are acquired, not learnt (1990:147). Thus, according to Gee the OD-consultation processes we facilitated with NAMKO and KOOR were successful in assisting them to **acquire** the development discourse. Gee defines acquisition as "a

process of acquiring something subconsciously by exposure to models, a process of trial and error, and practice within social groups, without formal teaching". Acquisition occurs in natural environments. The acquirers "know that they need to acquire the thing they are exposed to in order to function and they want to so function". In contrast, he defines learning as a "process that involves conscious knowledge gained through teaching or through certain life experiences that trigger conscious reflection". Explanation and analysis form an important part of this teaching and reflection, and learning "inherently involves attaining, along with the matter being taught, some degree of meta-knowledge about the matter"(Gee, 1990:146). Gee asserts that very different results are achieved through the processes of acquisition and learning. He argues that people are best at performing that which they acquire, but consciously know more about that which they learn. Because we gain meta-knowledge when we learn, we are better able to talk about that which we have learnt. When we acquire something, we may be unable to explain, analyse and offer a critique of that which we know, but we will be able to perform what we have acquired with great confidence and success (Gee, 1990:146). When Gee applies this understanding of acquisition and learning to discourses he identifies two 'principles'. The acquisition principle which states that discourses are mastered through acquisition, not learning, and the learning principle which states that one can only critique one discourse from within another discourse when one has meta-knowledge of both discourses (Gee, 1990:154).

Gee's understanding of a discourse is compatible with Foucault's understanding of a discourse, on which I base my understanding of a discourse in this study. According to Foucault, a discourse is a system of discursive rules that make it possible to describe and accept certain groups of statements as 'true' and others as 'false'. These discursive rules "make it possible for particular statements but not others to occur at particular times, places and institutional locations" (Fairclough, 1992:41). As a discourse allows us to produce statements that are either true or false, it makes possible a field of knowledge (Philip, 1985:69). Gee defines a discourse as:

A socially accepted association among ways of using language, of thinking, feeling, believing, valuing and acting that can be used to identify oneself as a member of a socially meaningful group or 'social network', or to signal (that one is playing) a socially meaningful role (1990:143).

Gee argues that a discourse contains a "tacit 'theory' of what counts as a 'normal' person and the 'right' way to think, feel and behave" (Gee, 1990:xx). This 'theory' is a group of generalisations about a domain that provide a frame of reference from which phenomena in the domain can be described and explained. In this sense, these theories "ground beliefs and claim to know things" (Gee, 1990:15). Thus, according to Gee, discourses provide us with tacit rules for how we should behave, what we should think and how we should feel in certain situations when fulfilling certain roles.

Discourses also provide us with a frame of reference from which to make sense of the world around us. Discourses validate certain knowledge, providing us with a sense that certain things are 'true' while others are 'false'. Thus, Gee's understanding of a discourse is compatible with Foucault's, in that he also views a discourse as a system of rules which govern what we may say in certain situations and that makes it possible to define certain things as 'true' and others as 'false', creating a field of knowledge.

Gee's acquisition principle states that "discourses are for most people most of the time only mastered through acquisition, not learning" (Gee, 1990:154). People cannot master a discourse through overt instruction. They have to be 'apprenticed' into the social and discursive practices of the discourse through "scaffolded and supported interaction with people who have already mastered the discourse" (Gee, 1990:147). People acquire a discourse by becoming a member of a group of people operating within the discourse. People start off as 'beginners' "who watch what is done, go along with the group as if [they] know what [they] are doing when [they] don't, [until] eventually [they] can do it on their own, even with something of their own style" (Gee, 1990:xv). Once people have mastered a discourse they find it difficult to explain the discourse to someone else – they find it difficult to explain what you do, how you do it or why you do it. However, they can show someone how to operate within the discourse (Gee, 1990:xvi). People are able to operate confidently within the discourses they have acquired and are able to show other people how to operate within the discourse, but are unable to articulate the rules of the discourse. People are better at performing that which they acquire and at explaining that which they have learnt. Thus, if people want to be able to discuss and critique a discourse they need to develop meta-knowledge about the discourse, and this is best achieved through learning. Gee's learning principle states that in order to be able to critique one discourse from within another discourse, one has to have meta-knowledge of both discourses, which is best developed through learning. However, in order to gain meta-knowledge of a discourse through learning, one has to have acquired this discourse to some extent (Gee; 1990:154,147).

Gee identifies two types of teaching – one which facilitates acquisition and one which facilitates learning. He calls the teaching that facilitates acquisition 'teach_a' and the teaching that facilitates learning 'teach_i'.

'Teach_a' (with a little subscript 'a') means to apprentice someone in a master-apprentice relationship in a discourse wherein you scaffold their growing ability to [operate within] the discourse through demonstrating your mastery and supporting theirs even when it barely exists (i.e. you make it look like they can do what they really cannot do).

'Teach_i' (with a little subscript 'i') means 'overt teaching', teaching that leads to learning by a process of explanation and analysis that breaks down material into analytic 'bits' and develops 'meta-knowledge' of the structure of a given domain of knowledge (Gee, 1990:154).

In order to assist people to master a discourse, 'teaching_a' must be used. Gee argues that " 'teaching_a' always precedes 'teaching_i' if 'teaching_i' is to be successful (Gee 1990:154). Acquisition must precede learning.

According to Gee, we were most successful in assisting NAMKO and KOOR to acquire the development discourse because the process we used was a 'teaching_a' process. As the capacity building process we facilitated was predominantly an OD-consultation process, we definitely did not engage in much 'teaching_i'. Neither OD nor consultation entails 'overt teaching', involving the explanation and analysis of material by breaking the material into analytic bits. OD and consultation specifically do not include 'overt teaching', but the process of action learning. This process of action learning is a 'teaching_a' process. In action learning participants learn through observing how to do something, trying to then do it by themselves, evaluating their performance, and learning from their mistakes. The facilitators guide participants through this action learning process. The facilitators show the participants how to do something, guide them as they try to do it by themselves, and guide them through evaluating their performance and learning from their mistakes by asking both evocative and clarifying questions. In this sense, the facilitators are the masters and the participants are the apprentices. In the predominantly OD-consultation capacity building process we facilitated with NAMKO and KOOR, we were the masters of the development discourse who 'apprenticed' NAMKO and KOOR into the development discourse. We did this unconsciously.

When we were facilitating the capacity building processes with NAMKO and KOOR, we were unaware of the development discourse within which we were operating. We took the development discourse for granted, we accepted all its 'truths' as givens and we never questioned it. Everything we did and said was shaped by the development discourse we were operating in. In the OD and consultation sessions we facilitated, we 'modeled' the development discourse for NAMKO and KOOR and supported them as they started to try to operate within the discourse. For example, in our consultation sessions whenever the staff talked about their future plans for working with the community we would always ask the same questions – have you consulted the community, and how will you encourage the community to participate?. By repeatedly asking these questions, we were showing NAMKO and KOOR how to operate within the development discourse – always consult the community and ensure community participation. We were not aware that we were doing this. Asking these questions was 'obvious', 'natural' and the 'right thing to do'. We never looked at why we always asked these questions. As we fully accepted the 'truths' of the development discourse, we believed that consulting the community and community participation were essential for effective development. As our role was to assist NAMKO and KOOR to become effective development organisations, we had to ask them these questions in order to assist them to implement effective development programmes.

The fact that the predominantly OD-consultation process we facilitated with NAMKO and KOOR was a 'teaching_a' process during which we unconsciously 'modelled' the development discourse for NAMKO and KOOR, accounts for part of the first unintended consequence - that we were successful in transmitting the development discourse to NAMKO and KOOR. However, it does not explain the second part of this unintended consequence – that we were unsuccessful in training NAMKO and KOOR to use specific tools – or the second unintended consequence – that NAMKO and KOOR were unable to use the planning and budgeting tools successfully alone. Gee argues that people are best at performing that which they acquire, but are better able to talk about that which they learn. According to Gee, as we used a 'teaching_a' process to train NAMKO and KOOR in the use of the planning and budgeting tools, they should have been better at using these tools than they were at talking about it. Yet, the complete opposite is true. They were unable to use the tools successfully alone, and were more competent at explaining the planning tool than they were in applying the planning tool. For some reason the OD-consultation process we used was very successful in assisting NAMKO and KOOR to acquire the development discourse, but

was unsuccessful in assisting NAMKO and KOOR to acquire the tools we aimed to train them to use. This reason lies in our facilitation of the action learning process.

In our facilitation of the action learning process, we did not provide the participants with enough time and space to try to use the planning and budgeting tools by themselves and we did not spend enough time assisting them to evaluate their performance and learn from their mistakes. We always facilitated the use of the planning and budgeting tools, talking the participants through the use of these tools and providing them with very firm guidance in the use of these tools. Although the participants always participated in making decisions regarding what information should go into the tools, we were always at hand to formulate this information correctly within the framework of the tools. We did this organisation and formulation of the plans 'with' them in the sense that they sat there and watched us. For example, when it came to developing strategies the participants would discuss what they wanted to do and agree on a set of strategies. We would then take these ideas and formulate them into acceptable strategies. Thus, the participants became very proficient at brainstorming ideas, discussing these ideas and deciding on a way forward, but never learnt how to apply the planning tools which involved organising and formulating these ideas in specific ways. This is evident in my research findings. When asked to plan a project in Task A, the participants were confident in brainstorming possible ideas, but when asked to present these ideas using the planning tool in Task B they were unable to do this correctly. We facilitated the action learning process with an emphasis on the participants deciding on the information contained in their plans and budgets rather than learning how to formulate this information in terms of the planning and budgeting tools, due to the 'truths' of the development discourse we were operating within.

As I explained in chapter four, NAMKO's and KOOR's planning and budgeting cycles tended to be funder driven. Therefore, the OD and consultation sessions we facilitated on planning and budgeting were aimed at assisting NAMKO and KOOR to produce plans and budgets to meet funders requirements. These plans and budgets had to be produced by certain deadlines, so we tended to facilitate the OD and consultation sessions on planning and budgeting under a certain amount of time pressure. We could not take as long as we wanted to, we had to complete the process within a given time. This meant that we had to make a decision regarding our priorities. It was not possible, given the number of hours we had available to work with the management committee and staff, to both ensure that they had sufficient time to discuss their ideas and make their decisions, and formulate these decisions correctly in terms of the

planning and budgeting tools. As the development discourse we were operating within stressed the importance of empowering people, especially through developing their capacity for making decisions, we prioritised providing the staff and committee with sufficient time to discuss and make their decisions. We did not do this consciously, that is, we did not sit down and think it through and arrive at this decision. We just prioritised time for decision making because we 'knew' this to be very important in achieving our ultimate aim – the empowerment of NAMKO and KOOR. The 'truths' of the development discourse account for why we prioritised decision-making over learning how to use the tools correctly, but not for why we *always* facilitated the development of NAMKO's and KOOR's plans and budgets. During the years that we supported NAMKO and KOOR they never once developed their plans and budgets alone, we always assisted them. The reason lies in the 'truths' of the Catholic discourse within which we were operating.

The Catholic discourse stresses the importance of the development of people, of nurturing them in their development and of taking an option for the poor in terms of putting special effort into working with the poor to meet their needs and solve their problems. Developing effective plans and good budgets are essential if an organisation is to raise funds successfully and become a development force in its community. We were deeply committed to assisting NAMKO and KOOR to become successful development organisations, so that they could serve the poor in their communities. We knew how crucial successful planning and budgeting were in ensuring NAMKO's and KOOR's success. We wanted to help them to develop successful plans and budgets so that they could access funds and be effective development organisations. Therefore, one of the reasons why we always facilitated NAMKO's and KOOR's planning and budgeting processes was to ensure that they received the support they needed to successfully complete the tasks that would determine their future success as organisations and their ability to serve the poor in their communities. The other reason flows out of our belief that we needed to nurture people in their development. We understood this to mean that we needed to 'be there' for NAMKO and KOOR. We needed to be available, we needed to walk down the developmental path with them, we needed to hold their hands and make sure they didn't fall. NAMKO and KOOR became used to us always being there whenever the planning and budgeting tools needed to be used. There was no need for them to extend themselves to learn how to apply these tools, because they never had to apply them on their own. They could always rely on us to do it for them. In their evaluation of the tasks they completed during my research, all the participants were pleased with

their attempt to use the planning and budgeting tools. They felt that they had done well and were not at all distressed at their inability to use the tools correctly. Our nurturing attitude had resulted in NAMKO and KOOR depending on us and expecting us to apply the planning and budgeting tools for them.

The first and second unintended consequences of the capacity building processes have become 'legible', to use Ferguson's expression, when viewed in terms of the 'constellation' of the 'truths' of the discourses RDSP was operating in when we facilitated these processes. The development discourse's emphasis on the need to empower people led to us designing a participatory, predominantly OD-consultation process, that through the process of action learning successfully assisted NAMKO and KOOR to acquire the development discourse. In this sense, it was an 'empowering' process. However, the development discourse's emphasis on the need to empower people also resulted in us prioritising time for decision-making rather than learning how to apply the planning and budgeting tools correctly. This, together with the strong nurturing influence of the Catholic discourse, resulted in the process 'disempowering' NAMKO and KOOR by making them dependent on RDSP for the correct use of the planning and budgeting tools.

Incompatibility between the 'truths' of the development discourse and the requirements of the planning and budgeting tools

The capacity building processes we facilitated with NAMKO and KOOR contained a major contradiction. On the one hand, we were transmitting the development discourse to NAMKO and KOOR, while on the other hand we were training them to use tools whose requirements were incompatible with the 'truths' of the development discourse. We were not aware of this contradiction when facilitating the capacity building process. We just accepted it as normal, because it is a contradiction accepted as 'normal' in the broad development discourse. This contradiction exists due to the power relationships between development institutions operating within the development discourse.

The requirements of the planning and budgeting tools are incompatible with the 'truths' of the development discourse as follows. The development discourse values people's empowerment, and views people's participation in making decisions regarding the development process as an essential part of empowering people. According to the development discourse, development projects have to be both planned and managed

by the community, if they are to be successful. The community needs to be involved in the project every step of the way, thus ensuring that the project is 'owned' by the community and truly meets the needs of the community. The development discourse views the development worker and organisation as the facilitator of a process in which they support the community to analyse and understand their situation, work out solutions to their problems and implement these solutions. This is an 'organic' and evolutionary process, which is impossible to predict. It is not the role of the development worker or organisation to map out the development process a community needs to follow, but to support the community as they map out their own development process. However, in order to use the planning and budgeting tools, development workers and organisations do need to map out, in considerable detail, the development process a community needs to follow. The planning tools and budgeting tools require people to plan the activities of their development projects at least one year (if not two or three years) in advance. These tools require development workers and organisations to commit themselves to specific activities that will achieve specific outcomes within specific timeframes, and to explain how they will implement these activities in detail. If people accept the 'truths' of the development discourse and are committed to a people-centred, people-driven development process, then it is not possible to develop one to three year plans that specify detailed, time-based activities and outcomes.

RDSP unquestioningly trained people to use planning and budgeting tools whose requirements were incompatible with the 'truths' of the development discourse within which we were operating, because the power relationships between development institutions within the broad development discourse resulted in it being necessary for us to train people to use these tools, despite the 'truths' of the South African NGO development discourse within which we were operating. Escobar argues that the power relationships between development institutions have been established through the processes of institutionalism and professionalism, and are maintained because the development institutions and professionals "successfully reproduce themselves materially, culturally and ideologically" (Escobar, 1995:106). According to Escobar, the development discourse is composed of a set of relations between development theory, institutions involved in development and development practice. This system of relations creates discursive practices that determine the rules governing possible thought, actions and statements within the field of development (Escobar, 1995:40-42). It is the discursive practices of the development institutions that describe what is accepted as development and help to generate and formalise social relations.

Development has been institutionalised at all levels, from the small community based organisations in the Third World to the huge development financial institutions in the First World, such as the World Bank (Escobar, 1995:105). Development has also become the domain of professionals and this process of professionalisation has made the Third World the subject of Western knowledge disciplines and expert knowledge (Escobar, 1995:46). Escobar argues that these processes of institutionalisation and professionalisation have ensured that the conceptualisation of development has mainly been the domain of the powerful (Escobar, 1995:106).

Escobar's assertion that the processes of institutionalisation and professionalism have established the power relationships between development institutions and have ensured that the conceptualisation of development has mainly been the domain of the powerful, rings true with my experience of the operation of the development discourse. In his book, *Encountering Development – The Making and Unmaking of the Third World* (1995), Escobar does not spell out exactly what these power relationships are between development institutions. He alludes to them when he describes the history of 'development economics', feeding and nutrition programmes, rural development, women's development and 'sustainable development'. However, he never clearly maps out the power relationships between development organisations. This is what I am going to attempt to do, based on my experience of working within these power relationships for the past ten years and the distance I have gained from them through doing this study. I shall then show how these power relationships have resulted in the development discourse maintaining and perpetuating contradictions in the development practice of organisations such as RDSP, contradictions that resulted in the third unexpected consequence of the capacity building process we facilitated with NAMKO and KOOR.

There are two main types of development institutions – those that finance development and those that implement development. The institutions that finance development depend on the implementing institutions to implement development programmes that produce results that justify their financial investment in development. The implementing institutions rely on the financing institutions to provide them with the funds they need to exist and to implement development programmes. Within the **institutions that finance development**, there are the governments of the First World who invest a certain amount of their budget in development aid and institutions to which the governments give some of their development aid for the purposes of distribution. The institutions that receive development aid from governments, have to

account to the governments regarding how they have distributed the development aid and the results achieved through their investment of the development aid. For example, Irish Aid in Ireland receives money from the European Union and has to provide the European Union with evidence that this money has been wisely distributed and has achieved significant development results. These intermediary financing institutions act as brokers between the First World governments who wish to invest development aid in the Third World, and the implementing agencies in the Third World who need this development aid. They are generally referred to as 'funders' or 'donors' within the NGO development discourse. Some of these funders do raise their own funds through fund raising appeals, however the bulk of the funds they have to distribute are received from their governments. Many Northern NGOs are such 'funders'. However, these Northern NGOs tend to see their role as being far more than just a distributor of financial aid on behalf of their government. They see themselves as the development partners of the implementing institutions they support in the Third World. They fulfil their role as 'development partners' in a number of ways, such as through engaging in dialogue with the NGOs and CBOs they support in the Third World, doing lobbying and advocacy work in the North on Third World issues (for example debt relief), and educating people in their own country regarding the problems and issues in the Third World. I draw a distinction between these Northern NGOs who act as intermediary financial institutions, and institutions such as the World Bank and International Monetary Fund (IMF). Although the World Bank and IMF also distribute development aid they receive from First World governments, they are an extension of these First World governments whose policies and concerns they share, rather than the 'development partners' of Third World implementing agencies. I, therefore, argue that the World Bank and IMF operate in the same way as the First World governments within the development discourse, rather than as an intermediary financial institution in the sense of Northern NGOs.

Within the **institutions that implement development**, there are also two 'layers' of organisations. There are the community based organisations (CBOs) or 'grassroots' organisations working at and implementing development programmes at the level of the community, such as NAMKO and KOOR. Then there are the NGOs or service organisations that tend to support CBOs and implement development programmes at a regional and national, rather than community, level. RDSP is an example of such a service organisation. Service organisations often act as intermediaries between the funders and CBOs, not necessarily in terms of channelling funds, but in terms of channelling information. There are therefore four 'types' of development institutions –

the First World governments and intermediary financing institutions that finance development, and the Third World NGOs and CBOs that implement development. These four 'types' of development institutions all operate within the development discourse and accept the basic premises of the discourse – that poverty is a problem and that development is the solution to this problem (Escobar, 1995:40). However, although they all view development as the solution to poverty, they do not share a common understanding of what constitutes development.

From my experience, I feel I can assume that the **First World governments'** understanding of what constitutes development has been shaped by the growth and modernisation theories. In general, they view development as being synonymous with economic development, and wish to invest in development programmes that will assist the Third World to develop economically. The development discourse of the First World governments is an economic development discourse. People are viewed as important in the sense that they are human resources, crucial to successful economic development. Thus, people's health, education and wellbeing are important because they are necessary to produce a productive labour force. People's participation in development is important to the extent that it improves the results of a development intervention and is viewed as a means to achieve an end. The First World governments are concerned with 'investing' in the economic development of the Third World and want to see 'returns' on this investment.

In contrast, it is my understanding that many of the **intermediary financing institutions'**, especially the Northern NGOs, understanding of what constitutes development has been shaped by the liberation and participation theories. They are concerned with the empowerment of the poor, and view the active participation of the poor in their development as essential for effective development. The development discourse of the intermediary financial institutions tends to be a participatory development discourse in which people's participation is seen not merely a means to an end, but also the goal of development because through participation people are empowered and are able to challenge the systems that perpetuate their poverty. This participatory development discourse of the intermediary financial institutions is compatible with the development discourse of the majority of Third World implementing agencies.

Many **Third World implementing agencies'** understanding of development has also been shaped by the liberation and participation theories, and they also operate within a participatory development discourse that values people's empowerment and participation. These Third World NGOs wish to support the empowerment of the poor and to support the poor to identify and implement programmes to address their poverty. The Third World CBOs are one of the agencies the poor use to identify and implement programmes to address their poverty, they are a concrete manifestation of the empowerment of the poor. Thus, the intermediary financial institutions and the Third World NGOs and CBOs tend to 'speak the same language' because they are operating within development discourses which share the 'truths' of people's empowerment and participation. However, they speak a very different language to the First World governments who operate within an economic development discourse and are concerned with being able to measure the return on their investment in the development of the Third World. Escobar argues that the dominance or influence of an institution's understanding of development within the development discourse depends on its power in relation to the other institutions operating within the discourse (Escobar, 1995:105-106). As the First World governments are arguably the most powerful development institutions (and I include here the World Bank and International Monetary Fund) operating within the development discourse, it is their understanding of development that dominates the discourse and affects the development practices of all other development institutions.

The First World governments are the most powerful development institutions, because they are the primary source of capital for development. If the First World governments do not allocate part of their budget to development aid, then the amount of money available to support development programmes will be extremely small in comparison with the need. Most of the Third World implementing institutions will not survive and will be unable to implement their development programmes. If the First World governments do not channel part of their development aid through the intermediary financial institutions, then most of these institutions will cease to exist. Thus, both the intermediary financial institutions and the Third World implementing institutions are dependent on the financial capital supplied by the First World governments for their survival and the means to implement the development processes they believe in. In order to access the funds they require for their continued survival and to implement the development processes they believe in, the intermediary financial institutions and the Third World implementing agencies have to accept the conditions and meet the requirements laid down by the First World governments. These conditions and

requirements flow out of the economic development discourse within which the First World governments are operating. Meeting these conditions and requirements results in the intermediary financial institutions and Third World implementing agencies engaging in practices that are incompatible with the 'truths' of the participatory development discourse within which they operate. This is evident in the planning and budgeting tools intermediary financial institutions and Third World implementing agencies use in order to access funds, despite the fact that the requirements of these tools are incompatible with the 'truths' of the participatory development discourse within which they operate. These planning and budgeting tools are designed to meet the requirements and conditions the First World governments view as important, based on the 'truths' of the economic development discourse within which they operate.

The economic development discourse within which the First World governments operate, stresses the importance of being able to show clear results for any investment made. In order to be able to justify making an investment, the expected results of this investment must be clear and must warrant this investment. Once the investment has been made, the results of the investment must be measured to determine whether the expected results were achieved and to validate the investment made. Thus, the expected results of a development programme must be clearly stated before any investment is made in the development programme, and the results of the development programme must be accurately measured once the investment has been made. This need for measurable results lead to First World governments developing and favouring planning and budgeting tools that ensure that the expected results of any development programme are clearly stated and that these results are measurable. Some of these planning tools even require a development programme to indicate how and when they will measure their results. An example of a planning tool favoured by First World governments, in particular the European Union (EU), is the logical framework. The logical framework consists of four columns (see diagram of logical framework below). The first column contains the project plans and outlines the vision, aims, strategies and objectives of the development programme, the second and third columns show how the results of the development programme will be measured and the fourth column outlines the assumptions that the development programme is making regarding the implementation of their plans, for example, if the development programme plans to support the local youth groups to run awareness campaigns, then an assumption is that the youth groups will be willing to run awareness programmes. The planning and budgeting tools favoured by First World governments are designed

to assist the First World governments to determine whether a development programme is a worthwhile investment or not, based on the expected results or return they will get on their investment. These planning and budgeting tools thus have to be used by any institution wishing to access First World governments' development aid.

PROJECT PLAN	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
Overall Objective (vision)			
Project Purpose (aim)			
Outputs (strategies)			
Activities (objectives)	Means	Costs (budget)	
			PRECONDITIONS

The Logical Framework

The intermediary financial institutions have to apply these planning and budgeting tools 'twice', as it were. Firstly, they have to use these tools in order to access funds from the First World governments. Secondly, they have to ask the Third World implementing agencies they distribute funds to, to use these tools in order to be able to meet the reporting requirements of the First World governments concerning the funds they have distributed. The Third World NGOs also have to apply these tools 'twice'. They have to use the tools in order to access funds from the intermediate financial institutions or directly from the First World governments. They also have to train the CBOs they support, to use these tools and assist them to apply the tools. The CBOs have to use these tools in order to access funds that originate from First World governments. Thus, these planning and budgeting tools are passed down, **unchanged**, from the First World governments, to the intermediary financial institutions, to the Third World NGOs, to the Third World CBOs. The power relations between the development institutions are such that despite the 'truths' of the development discourse within which a development institution is operating, development institutions have to comply with the requirements of the planning tools handed down by the First World governments if they wish to access the funds they

require to operate. For example, when KOOR applied to Irish Aid for funding in 1997, they were informed that they had to submit their plans using a logical framework. Irish Aid is an intermediary financial institution that receives development aid from the EU for distribution. The EU requires all development programme plans to be submitted in the form of a logical framework. Therefore, Irish Aid had to request KOOR to submit their plans using a logical framework. RDSP, as the service organisation providing KOOR with support, had to assist KOOR to present their plans using a logical framework. The logical framework planning tool was passed down from the EU to KOOR through Irish Aid as an intermediary financial institution and was mediated by RDSP as the service organisation supporting KOOR. The fact that the logical framework's requirements are incompatible with the 'truths' of the participatory development discourse within which Irish Aid, RDSP and KOOR were operating, was irrelevant. If KOOR wished to access the EU funds, they had to submit their plans using the logical framework. Within the development discourse, the powerful position occupied by the First World governments allows them to dictate the planning and budgeting tools used by any development institution wishing to access the funds they control.

RDSP, as a service organisation committed to supporting rural development CBOs, accepts the 'reality' of the development discourse – that if rural development CBOs are going to be successful in accessing the funds they require to implement their development programmes, then we have to train them to use the planning and budgeting tools passed down by the First World governments, despite the fact that the requirements of these tools are incompatible with the 'truths' of the development discourse within which we operate. This is a contradiction that Third World NGOs and CBOs, and many intermediary financial institutions, accept due to the powerful position of First World governments within the development discourse. This contradiction is such an accepted part of the development discourse, that we were not even aware of it. We had acquired an acceptance of this contradiction when we acquired the development discourse. Thus, the third unintended consequence of the capacity building processes we facilitated with NAMKO and KOOR is 'legible' when viewed in terms of the 'constellation' of the power relationships between development institutions operating within the development discourse.

Changes made to RDSP's capacity building processes as a result of this study and recommendations based on the findings of this study

The findings of this study and the process I have been through in order to understand these findings, has provided me with much insight into RDSP's development practice. Through having to describe the discourses within which RDSP operates, I have developed a better understanding of why we designed and facilitated capacity building processes in a certain way. Through analysing my research and trying to interpret my findings, I have come to understand the shortcomings of these capacity building processes. This journey has given me the opportunity to reflect deeply on the capacity building processes we facilitate with rural development CBOs and the discourses which shape the nature of these capacity building processes. As a result of all that I have learnt and come to understand through this study, I have identified changes that we need to make to our capacity building processes, recommendations for improved practice for RDSP and similar NGOs, and a recommendation for the funders or intermediary financial institutions.

Changes to RDSP's capacity building processes

RDSP no longer embeds the skills training process in an OD-consultation process or use an OD-consultation process to train people to use specific skills. We now clearly separate both the function and facilitation of the skills training process and the OD-consultation process. We still use an OD-consultation process to assist CBOs to make and implement decisions regarding their management structure and systems, to evaluate their progress and to develop their plans for the future. This OD-consultation process is conducted 'on site', that is, at the CBO. However, we now run skills training courses to train people to use specific tools, such as the planning and budgeting tools. In these skills training courses we use a combination of 'teaching_a' and 'teaching_i', as described by Gee. We use a combination of 'teaching_a' and 'teaching_i', because we do not want the training courses to teach people how to apply the tools in theory, but leave them incapable of applying these tools when they return to their development organisation or project. We want people to both understand how to apply the tools and to be able to apply the tools. Thus, our training courses contain the following three elements:

1. Presentation of the theory on which the tool is based to provide participants with meta-knowledge regarding the working and application of the tool.
2. Presentation of realistic, detailed case studies to demonstrate the application of the tool. Each case study is developed around an imaginary organisation that is a composite of real organisations we have worked with. In a training course, we will assess the participants and then choose the most appropriate case study to use. For example, if we are working with CBOs who all tend to have a youth focus, then we would use the YEBO case study as YEBO is an organisation committed to youth development. These participants will then work with the same case study during subsequent training courses, so if they attended the planning skills training course and worked with the YEBO case study, then they will work with the YEBO case study when they attend the financial management training course. Working with the same case study increases people's confidence and deepens their understanding of how the same organisation can apply different tools in order to achieve different results.
3. The opportunity for the participants to apply the tools under the guidance of the facilitators. Once we have presented the theory and worked through the case study, participants work in organisational teams and start applying the tool to their organisation or project. The facilitators are available to answer questions and guide people when they get stuck.

RDSP makes the fact that the skills training courses are **learning processes** explicit at the beginning of each training course. We have critically examined the truths of the non-formal adult education discourse within which we have operated, and have in particular started to question the usefulness of viewing training as a process of dialogue in which the experience of the participants is highly valued and the facilitators and participants are viewed as co-teachers and co-students. The aim of our skills training courses is to teach people the skills they need to manage their development programmes effectively, many of which involve the ability to apply the tools handed down by the First World governments. We aim to empower people through assisting them to master the skills they need to operate with confidence in and thus be able to challenge when necessary, the discursive practices of the development discourse. In the past, due to the 'truths' of the non-formal adult education discourse within which we were operating, we tended to focus on the experience that participants brought to

the training process rather than on the fact that it was the participants very lack of experience that made the training process necessary. We have decided to focus on the fact that the training courses are learning processes. We make participants aware that the skills training process we are involved in, is different from an OD-consultation process because people are here to learn new things and master new skills, not to participate in a discussion or decision-making process. We explain that the participants' role within the skills training process is that of learner, while our role is that of trainer or teacher. We ask participants what they understand by their role as learners and what they feel are their responsibilities as learners within this learning process. We then ask them what they understand our role to be as trainers/teachers and what they feel are our responsibilities as trainers/teachers. We then share our understanding with them and clarify our role. We also provide participants with a learning journal and structure a thirty minute reflection period at the end of each day into the training course programme. During this reflection period, the participants work through questions in their learning journal designed to assist them to evaluate their learning process.

RDSP uses tests and assignments to evaluate people's learning of the skills and tools taught during the skills training courses. The non-formal adult education discourse within which we operated does not advocate the testing of participants. The fact that participants have participated in the training process and have shared their experience is viewed as positive, and their learning is assumed based on this participation. We have questioned this assumption and have decided that if a training process is a learning process, then it is beneficial both to ourselves as the trainers and the participants as the learners to evaluate their learning. Through evaluating the participants' learning we will be able to assess how successful our training courses are as learning processes and change them accordingly, while the participants will gain insight into what they have learnt and what they still need to work on. In order to evaluate the participants' learning, we looked to the methods used within the formal education discourse – tests and assignments. Initially we were concerned that the participants would resent being tested or having to complete assignments. This was the 'truths' of our discourses talking. In reality, the participants welcomed the tests and assignments because they wanted to evaluate their learning, they wanted to know what they knew.

When RDSP trains people in the planning and budgeting tools, we make the contradictions between the requirements of these tools and the 'truths' of the participatory development discourse explicit. We explain to people why we are training them to use tools that do not make sense in terms of what they 'know' about the process of development. We explain where these tools come from and why they have to use them in order to access funds.

Once people have acquired the development discourse, RDSP provides them with meta-knowledge about the discourse. We explain to people how the development discourse has evolved since the end of the second world war, the different development theories, the institutions involved in development and the power relationships between these institutions. We provide them with this meta-knowledge so that they do not unthinkingly accept the 'truths' of the development discourse within which they operate, and are thus in a position to challenge the discursive practices of the development discourse that need to be challenged, such as the handing down of tools by the First World governments.

Recommendations for RDSP and similar NGOs

On the basis of this study, I believe that NGOs should examine the 'truths' of the discourses within which they operate, becoming aware that they operate within a development discourse and that this discourse shapes their practice. Operating within the discourse unconsciously, results in NGOs accepting the contradictions within this development discourse and never questioning the discursive practices of the discourse that result in and perpetuate these contradictions. In order to be able to effectively challenge the positions and practices of the powerful development institutions, such as the First World governments and the World Bank, NGOs need to understand the development discourse within which they are operating. I have started and will continue to share the description of the discourses RDSP operates within that I have developed as part of this study with my colleagues at RDSP. I believe that if we are all conscious of the 'truths' of the discourses within which we operate, we will make more informed decisions about our future development practice. We will also be able to challenge the practices of other development institutions more effectively – we will have a greater understanding concerning the 'truths' that guide their practice.

NGOs could consider using the services of academic institutions in evaluating their development practice. The conventional evaluation methods used by NGOs in South Africa do not enable them to step outside of the development discourse to evaluate their development practice. This means that they evaluate their practice from within the development discourse and that this evaluation is therefore guided by the 'truths' of the development discourse. As the 'truths' of the development discourse shape an NGO's practice, the NGO also needs to evaluate these 'truths' and how they shape their practice. Academic theory provides NGOs with tools for examining their practice from within another discourse. Academic institutions are resources that NGOs should tap into, to assist them to effectively evaluate their development practice. This would also provide academic institutions with an opportunity to learn more about an important sector of our society. At RDSP we have decided to explore ways in which we can co-operate with local academic institutions and continue to use academic theory as a means to evaluate our practice from outside the development discourse.

Recommendation for the funders or intermediary financial institutions

This study has led me to realise that the Northern NGOs that act as intermediary financial institutions are in a position to seriously challenge the planning and budgeting tools handed down by the First World governments. These Northern NGOs value their partnership with Third World NGOs and CBOs, and wish to **support their development partners in the Third World beyond the distribution of financial aid**. The Northern NGOs could significantly support their development partners in the Third World by taking the issue of planning and budgeting tools that are incompatible with the 'truths' of the participatory development discourse **upwards**. They need to engage the First World governments in a serious dialogue concerning these tools and lobby for the development and use of more flexible tools that are compatible with the 'truths' of the participatory development network.

Conclusion

During this study I have attempted to link the micro level analysis of RDSP's capacity building processes to macro level theory on development, using theorists like Escobar, Said and Ferguson. I found that the macro theory in many cases did not explain or apply itself to very localised processes, in particular the work of Escobar, on which I have drawn so heavily. I have taken the liberty of using the theory to explain my data, and believe that this has led to powerful insights and transformed practice.

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APPENDIX 1

SELF-ADMINISTERED QUESTIONNAIRE

BACKGROUND INFORMATION

Name:

Date of Birth:

Please circle the correct choice: Male / Female
Single /Marries / Widowed

Number and ages of children:

Place of your birth:

Please write down all the places you have lived and how long you lived there for:

WORK AND LIFE EXPERIENCE

1. Did you do any part-time jobs while you were at school?
Yes / No
If yes, what were you main responsibilities in each part-time job?
2. What jobs have you done since leaving school?
What were your main responsibilities in each job?
3. What groups or organisations did you belong to while at school?
For each group or organisation you belonged to please state:
 - Any positions, such as secretary or committee member, you held in the group or organisation.
 - For how long you belonged to the group or organisation.
4. What groups or organisations have you belonged to since you left school?
For each group or organisation you belonged to please state:
 - Any positions, such as secretary or committee member, you held in the group or organisation.
 - For how long you belonged to the group or organisation.

EDUCATION AND TRAINING

1. What is the highest standard you passed at school?
2. What education courses have you studied at educational institutions or colleges since leaving school?
For each education course you studied please state:
 - Did you pass the course?
 - Did you study full-time or part time?
 - Did you attend classes at the educational institution or were you a long-distance student?
 - How long did you study for? Please give exact dates if possible.
 - Certificate/s received
 - Why did you stop studying?
 - What do you feel you learnt from studying this particular course?

3. What training courses or training workshops have you attended?

For each training course please state:

- Title of the training course
- Organisation, group or individual presenting the training course
- Duration of the training course
- What was covered in the training course
- Why you attended the training course
- Any certificate received
- Any follow-up received in the training course
- What you feel you learnt from the training course

PERSONAL

1. What things do you think you are good at?

Please tick the things you think you are good at:

- | | |
|--|-------------------------------------|
| - Organising | - Time Management |
| - Creativity | - Details |
| - Facilitation | - Public speaking |
| - Administration | - Working with other people |
| - Dealing with conflict | - Working with figures |
| - Planning | - Following instructions |
| - Listening | - Solving problems |
| - Starting projects | - Maintaining projects |
| - Working with community groups | - Networking |
| - Producing newsletters, pamphlets, etc. | - Writing |
| - Reports | - Communication |
| - Team work | - Compromising |
| - Explaining complicated concepts | - Working on the computer |
| - Filing and keeping accurate records | - Research |
| - Finding new information | - Thinking of new ways to do things |

Please write down anything else you think you are good at:

2. Where do you want to be in 5 years time?

3. What would you like to change about your current job in the next year?

4. Describe your ideal job.

NAMKO/KOOR

1. When did you first become involved in NAMKO/KOOR

2. Describe your involvement with NAMKO/KOOR from when you first became involved until now. Please include in this description the positions you held in NAMKO/KOOR and how long you held these positions for.

3. What is your current position in NAMKO/KOOR?

4. Describe your current position.

RDSP

1. Describe NAMKO/KOOR's relationship with RDSP.
2. Describe your relationship with RDSP.
3. Describe the support that NAMKO/KOOR has received from RDSP.
4. Describe the support you have received from RDSP.
5. What do you think needs to change in the support that RDSP gives to NAMKO/KOOR?
6. What would you like to change in the support that RDSP gives you?

University of Cape Town

APPENDIX 2

INTERVIEW QUESTIONS

Interview Questions Asked at the End of Task A – The First Planning Task

1. How do you feel about the task you have completed?
2. Describe what you did in the task you have just completed.
3. Would you change anything about the way you completed the task if you did it again? If yes, what? If no, why?
4. Did you find anything difficult when completing the task?
If yes, what? Why? How did you deal with these difficulties?
If no, why?
5. Did you find anything easy when completing the task?
If yes, what and why? If no, why?
6. What do you think or know you got right? Why?
7. What do you think you got or did wrong? Why?
8. What would help you to complete this task more successfully next time?
9. If you were doing this task as part of your normal work:
 - What would have been different about it?
 - What would you have done differently?
 - Would you have found it easier or more difficult?
10. Specific questions arising out of observation of task and answers to interview questions.

Interview Questions Asked at the End of Task B and Task C – The Second Planning Task and the Budgeting Task

1. How do you feel about the task you have completed?

Let us look at the first task (the second planning task):

2. Describe what you did in this task you have just completed.
3. Would you change anything about the way you completed this task if you did it again? If yes, what? If no, why?
4. Did you find anything difficult when completing this task?
If yes, what? Why? How did you deal with these difficulties?
If no, why?
5. Did you find anything easy when completing this task?
If yes, what and why? If no, why?
6. What do you think or know you got right? Why?
7. What do you think you got or did wrong? Why?

8. What would help you to complete this task more successfully next time?
9. If you were doing this task as part of your normal work:
 - What would have been different about it?
 - What would you have done differently?
 - Would you have found it easier or more difficult?
10. Specific questions arising out of observation of planning task and answers to interview questions.

Let us look at the second task (the budgeting task):

11. Describe what you did in this task you have just completed.
12. Would you change anything about the way you completed this task if you did it again? If yes, what? If no, why?
13. Did you find anything difficult when completing this task?
If yes, what? Why? How did you deal with these difficulties?
If no, why?
14. Did you find anything easy when completing this task?
If yes, what and why? If no, why?
15. What do you think or know you got right? Why?
16. What do you think you got or did wrong? Why?
17. What would help you to complete this task more successfully next time?
18. If you were doing this task as part of your normal work:
 - What would have been different about it?
 - What would you have done differently?
 - Would you have found it easier or more difficult?
19. Specific questions arising out of observation of planning task and answers to interview questions.

General questions:

20. What in your experience helps you to plan projects and draw up budgets? Why?
21. What do you understand by 'training'?
22. What do you understand by 'consultation'?
23. Any other questions.

APPENDIX 3

GENERAL EXPECTED OUTCOMES OF THE CAPACITY BUILDING PROCESSES

In retrospect, the following list of expected outcomes regarding the staff's management of the organisation was drawn up:

1. The staff implement the financial policies of the organisation.
2. The staff draw up clear, achievable annual plans.
3. The staff draw up accurate annual budgets based on the organisation's annual plans.
4. The staff draw up realistic long-term fund raising strategies.
5. The staff write satisfactory fund raising proposals.
6. The staff follow-up on funding proposals sent.
7. The staff write satisfactory progress reports to funders.
8. The staff efficiently manage the organisation's office.
9. The staff efficiently complete all necessary administrative tasks.
10. The staff write clear, accurate and informative reports.
11. The staff manage their time effectively and efficiently.

In retrospect, the following list of expected outcomes regarding the staff's implementation of development programmes was drawn up:

1. The staff conduct accurate needs assessments in the communities they work with.
2. The staff compile accurate community profiles of the communities they work with.
3. The staff are competent group facilitators.
4. The staff provide the local community with the knowledge and skills they need to implement their development initiatives.
5. The staff assist local community development initiatives to draw up clear, achievable plans.
6. The staff assist local community development initiatives to plan and organise specific activities or events.
7. The staff monitor the progress of community development initiatives.
8. The staff assist local community development initiatives to evaluate their progress.
9. The staff assist local community development initiatives to access the resources and information they need.
10. The staff implement the organisation's annual plans.
11. The staff regularly network with other development service providers to ensure effective co-operation where appropriate.
12. The staff identify new opportunities for the organisation.

APPENDIX 4 - NAMKO CAPACITY BUILDING PROCESS 1992 - 1998

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1992				<p data-bbox="1137 243 1415 343">Namaqualand Catholic Development (NCD) Committee is formed in Cape Town.</p> <p data-bbox="1137 366 1415 944">This committee was formed on the initiative of Cardinal McCann of the Catholic Archdiocese of Cape Town and Peter Templeton, the then Co-ordinator of Catholic Wel-fare and Development (a Cape Town NGO). The French Consulate had approached both Cardinal McCann and the Community Chest and asked them to do some-thing to support the people of Nama-qualand. The Community Chest agreed to fund a devel-opment initiative in Namaqua-land and Cardinal McCann approached Peter Templeton and asked him to help estab-lish a committee that could co-ordinate the establishment of a development initiative in Namaqualand.</p> <p data-bbox="1137 967 1415 1136">Jane De Sousa and Rosanne Sheilds of Catholics For Service (CFS) are asked to join the committee because of their focus on rural development.</p> <p data-bbox="1137 1159 1415 1267">Please note that CFS and RDSP are the same organisation. CFS became RDSP in 1993. See the History of RDSP in Appendix .</p>		<p data-bbox="1720 251 1987 474">CFS visit Namaqualand to investigate the opportunities for establishing a Catholic development initiative. CFS meet with local Catholic priests and local development organisations.</p>

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1992	<p>The NCD Committee meet. CFS report back on their trip to Namaqualand. They report that it is possible to start a Catholic development initiative in Namaqualand and that a Catholic development initiative is needed in Namaqualand. However, there are existing development organisations in Namaqualand that need to be consulted. The Bishop of the diocese that Namaqualand falls under, the Catholic Diocese of Keimoes-Upington, also needs to be consulted.</p> <p>The NCD committee agree that CFS visit Namaqualand again in order to consult with the Bishop and existing development organisations.</p>		<p>CFS visit Namaqualand and Keimoes. CFS again consult with local Catholic priests and local development organisations.</p> <p>Bishop Minder, the bishop of the Catholic Diocese of Keimoes-Upington gives his permission for NCD to work in his diocese.</p> <p>CFS meet Marius Thomas, a young man doing voluntary work with the youth in Namaqualand.</p>	<p>The NCD Committee meet. CFS report back on their trip to Namaqualand and Bishop Minder. CFS report that what is needed in Namaqualand is a NCD development office that offers and co-ordinates a broad range of development activities and initiatives. Although there are 3 development organisations in Namaqualand two of these have a very specific focus (career education and educare) and the third is inactive at present. This NCD development office needs to have a community development programme and a youth development programme. The NCD Committee agree to consider this proposal.</p> <p>CFS also report that they met Marius Thomas. Marius Thomas could be the youth development worker at the NCD office. CFS recommend that NCD approach the French Consul for funding to provide Marius with training in youth development work. The NCD committee agree to this suggestion.</p>		Note: CFS changes its name to RDSP.

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1993	<p>The NCD Committee meet to discuss plans for the year. The Committee decide that RDSP should continue to do the necessary groundwork in Namaqualand to establish a NCD development office. The Committee also decide to approach other funders to fund the development office in Namaqualand, as the French Consul cannot and the Community Chest are only prepared to fund 25% of the overall costs of the development office. The Committee ask RDSP to investigate potential funders and to approach these potential funders.</p> <p>RDSP report that the French Consul is willing to fund Marius Thomas's youth work training.</p>	<p>The French Consul gives R2000 to cover Marius Thomas's training costs.</p> <p>Marius comes to Cape Town and starts his training in youth development work.</p>	<p>The NCD Committee meet to discuss RDSP's upcoming trip and RDSP's success in identifying potential funders. RDSP report that the European Union (EU) are interested in funding the development office and will be accompanying RDSP on their next trip.</p>	<p>RDSP visit Namaqualand. A representative of the EU accompanies RDSP on this trip. RDSP again consult with other development organisations and influential individuals. RDSP also meet with the local Catholic Saint Vincent de Paul Society (SvDP) and the Catholic Women's League (CWL). Both the CWL and SvDP are very interested in the proposed NCD development office. RDSP also organise an open evening and invite the local Catholic organisations, development organisations and interested individuals. At this open evening RDSP explain the aims of the proposed NCD development office and the possible projects and programmes this office could support and offer.</p>	<p>RDSP visit Namaqualand. RDSP organise a meeting in which to consult with all the important role players regarding the proposed NCD development office.</p>	

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1993	<p>The NCD Committee meet. RDSP report back on their progress in establishing a NCD development office in Namaqualand. RDSP report that some of the non-Catholic development organisations and influential individuals are acting as gatekeepers of development in Namaqualand. These organisations and people do not want any new development initiatives to be established and seem to want to control all development in the region. RDSP propose that NCD stops trying to get the approval of these organisations and individuals and uses the local lay Catholic organisations, who have expressed a deep interest in NCD" development initiative, as the driving force to establish the NCD development office. The NCD Committee agree to using this strategy. RDSP also report that the EU is no longer interested in funding the NCD development office, but that the Dutch funding agency, Cebemo, is interested in funding the NCD Youth Development Programme. The Committee agree to submit a proposal to Cebemo.</p> <p>RDSP visit Namaqualand and attend the Regional CWL meeting. At this</p>	<p>NCD LAUNCHED IN NAMAQUALAND</p> <p>NCD is officially launched in Namaqualand. RDSP, together with the NCD Namaqualand Committee organise a mass to celebrate the launch of NCD in Namaqualand.</p> <p>RDSP meet with the new NCD Namaqualand Committee. During this meeting RDSP:</p> <ul style="list-style-type: none"> * Gets to know the people on the committee. * Explains the history of NCD. * Explains the committee's responsibilities. * Presents the training and support RDSP will provide to the committee. * Explains that the immediate aims of the committee are to receive training, to employ staff, to do a needs assessment in the area and to sign a contract with RDSP. 	<p>RDSP STARTS TRAINING AND CONSULTING WITH NAMKO'S COMMITTEE</p> <p>The NCD Cape Town Committee meet. RDSP report back on the launch of NCD in Namaqualand and the NCD Namaqualand Committee. The NCD Cape Town Committee decide to disband as they are no longer required. The NCD Namaqualand Committee will now take over with the support of RDSP.</p> <p>RDSP visit Namaqualand and work with the NCD Namaqualand Committee.</p> <p>During the NCD Committee meeting in Namaqualand:</p> <ul style="list-style-type: none"> * Committee members were asked to tell the group about their interests and their lives, so that RDSP and people can get to know each other. * Committee changed the name of NCD to Namakwa Katolieke Ontwikkeling (NAMKO). * Committee discussed their expectations. * Committee discussed the employment of staff, where to open the development office, funding, training programme for the committee, what NAMKO will pay RDSP for their services and becoming a sub-committee of 	<p>RDSP visit Namaqualand and work with the NCD Namaqualand Committee.</p> <p>RDSP facilitated three sessions with the NCD committee:</p> <ol style="list-style-type: none"> 1. <u>Responsibilities of the Committee</u> <ul style="list-style-type: none"> - Duties of the Chairperson, Secretary and Treasurer. - Election of the Chairperson, Secretary and Treasurer. 2. <u>Budget, Bank Account and Bookkeeper</u> <ul style="list-style-type: none"> - RDSP explained funds available and the current budget (Community Chest funding). - Discuss and decide on the opening of a NAMKO bank account in Springbok. - Discussed possible bookkeepers to approach. - Went through the adverts to place for NAMKO development workers. 3. <u>Job Descriptions Job Specifications and Employment Contracts</u> <ul style="list-style-type: none"> - Assessment of applicants - Job descriptions and specifications of development workers. - Employment contracts. 	<p>RDSP visit Namaqualand and work with the NAMKO Committee.</p> <p>RDSP facilitated 3 sessions with the NAMKO Committee:</p> <ol style="list-style-type: none"> 1. <u>Applicants and Interviewing Process</u> <ul style="list-style-type: none"> - Evaluate applicants and decide who to interview. - Explain purpose of interviews. - Look at different interviewing processes and decide what process to use. - Decide on interviewing questions. 2. <u>Staff Supervision, Support and Training</u> <ul style="list-style-type: none"> - Decide on what staff supervisor should do and type of person this should be. - Decide on training staff would need and when to get it. - Discuss possible office space. 3. <u>Financial Management Procedures</u> <ul style="list-style-type: none"> - Financial management procedures. - Agree on NAMKO's financial management procedures. - Work out bookkeepers job description. 	<p>Marius Thomas completes his youth training in Cape Town and returns to Namaqualand.</p> <p>Cebemo approve funding for NAMKO's Youth Development Programme.</p>

<p>meeting RDSP explain the aims of NCD and the proposed NCD office. RDSP ask the CWL to elect representatives to serve on the NCD Committee in Namaqualand. This Committee will be responsible for managing the development office. The CWL appoint 3 representatives to the NCD Namaqualand Committee. Two of these representatives are Lorraine Osborne and Frances Oppel.</p> <p>RDSP meet with the Chairperson of the local SVdP Society. RDSP ask the SVdP to elect representatives to serve on the NCD Committee in Namaqualand. The SVdP agree to appoint 3 representatives to the NCD Namaqualand Committee.</p> <p>RDSP ask Marius to identify two youth members to serve on the NCD Namaqualand Committee. One of these youth representatives is Quinta Titus.</p>		<p>the Southern African Catholic Development Association.</p>		<p>4. Appointment of New Staff</p> <ul style="list-style-type: none"> - RDSP assist NAMKO Committee members to interview applicants for the post of development workers. - RDSP facilitates a NAMKO Committee meeting to discuss the outcomes of the interviews and decide on who to appoint as NAMKO staff. <p>Lorraine Osborne and Quinta Titus are appointed as NAMKO's development workers. Marius Thomas is appointed as NAMKO's youth development worker.</p> <p>Quinta and Marius are asked to identify another youth representative for NAMKO's committee to replace Quinta.</p>	
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YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1994	<p>RDSP STARTS TRAINING AND CONSULTING WITH NAMKO'S STAFF</p> <p>RDSP visit Namaqualand and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u> RDSP consulted with staff regarding their future plans and the practical details involved in establishing the office.</p> <p><u>COMMITTEE:</u> RDSP assisted the committee to develop NAMKO's vision and mission statement.</p> <p><u>1. Committee Meeting</u></p> <ul style="list-style-type: none"> - Discussed practical issues involved in the establishment of the office. - Discussed the committee-staff relationship. - Discussed staff training. - Discussed the purchase of a vehicle for NAMKO. <p><u>2. Vision and Mission Statement</u></p> <ul style="list-style-type: none"> - Who is NAMKO? - What is a vision and mission statement? - Working out NAMKO's vision and mission statement. <p><i>NOTE: Whenever RDSP facilitate a session with the NAMKO Committee, the staff are part of this session. The Staff are considered to be part of the committee.</i></p>		<p>RDSP visit Namaqualand twice, at the beginning and at the end of the month, and work with the NAMKO Committee and Staff.</p> <p>FIRST TRIP:</p> <p><u>STAFF:</u> RDSP consulted with staff on:</p> <ul style="list-style-type: none"> - Progress in their work. - The authority and responsibility of the workers. - NAMKO's budget. - Fund Raising. <p><u>COMMITTEE:</u> RDSP assisted the committee to discuss and decide on NAMKO's management structure.</p> <ol style="list-style-type: none"> 1. Exploring the meaning of management and authority. 2. Deciding on NAMKO's management structure. 3. Deciding on the Committee's and staff's roles and responsibilities in the management of NAMKO. 4. Looking at the skills people need to successfully fulfil their responsibilities. <p>SECOND TRIP:</p> <p><u>STAFF:</u> RDSP did a general consultation with staff which included looking at:</p>	<p>RDSP visit Namaqualand and work with the NAMKO Staff.</p> <p>RDSP consulted with the staff on:</p> <ul style="list-style-type: none"> - Progress of the community and youth development programmes - Staff issues. - Funding proposals to Sanlam, Cebemo and SACBC. - Financial statements (need to be more detailed) - SACDA report. - Community Chest report. 	<p>RDSP visit Namaqualand twice, at the beginning and at the end of the month, and work with the NAMKO Committee and Staff.</p> <p>FIRST TRIP:</p> <p><u>STAFF:</u></p> <ol style="list-style-type: none"> 1. <u>General Consultation</u> RDSP consult with staff, specifically looking at work progress and future plans. 2. <u>Planning Session</u> <ul style="list-style-type: none"> - Discussed future plans. - Worked out goals for the community programme and the youth programme for the next 3 years, i.e. 1995 – 1997. <p>RDSP realised that Lorraine and Marius were in deep conflict with each other.</p> <p><u>COMMITTEE:</u> RDSP assisted the committee to develop NAMKO's Working Principles (the same as a constitution, just not a legal document, as NAMKO falls under SACDA's constitution as a SACDA sub-committee).</p> <p>SECOND TRIP: (Worked with the staff only)</p> <p><u>STAFF:</u></p> <ol style="list-style-type: none"> 1. <u>Mini-Evaluation</u> <ul style="list-style-type: none"> - Progress of the youth development programme. 	

	<p>James Jonas joins the NAMKO committee as a youth representative.</p>		<ul style="list-style-type: none"> - Their work progress. - Networking with other organisations. - Future plans. - How the staff are working together as a team. - How the management committee is functioning. - NAMKO's financial management. - Fund raising. - Information needs. <p>COMMITTEE: RDSP facilitated sessions in which NAMKO worked out their aims and goals.</p> <p>1. Aims and Goals</p> <ul style="list-style-type: none"> - What are aims, goals and objectives. - Doing a needs assessment. - Doing a community profile. - Prioritising needs. - Developing aims and goals. <p>2. Committee Meeting</p> <ul style="list-style-type: none"> - Discussing practical issues. - Election of Office Bearers. 		<ul style="list-style-type: none"> - Progress of the community development programme. - Explain SWOT method. (Evaluation method in which you look at Strengths, Weaknesses, Opportunities and Threats). - Agree on SWOT categories. - Work out NAMKO's strengths, weaknesses, opportunities and threats). <p>2. Conflict Resolution</p> <ul style="list-style-type: none"> - Introduce conflict resolution process. - How to diagnose a conflict. - Stages in conflict escalation. - Conflict resolution process. - Plan conflict resolution process for August. 	
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YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1994		<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP facilitated a conflict resolution process with the staff.</p>		<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u> RDSP do general consultation with the staff, looking particularly at the progress of both programmes.</p> <p><u>COMMITTEE:</u> RDSP meet with each member of the committee individually to establish the issues and conflicts between staff and committee.</p> <p>RDSP also meet with the NAMKO Bookkeeper to discuss NAMKO's bookkeeping system and financial books.</p>	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u> RDSP do general consultation with the staff and looked particularly at:</p> <ul style="list-style-type: none"> - The purchase of a new bakkie. - Getting a fax line for the NAMKO office. - Producing a NAMKO newsletter. - Working out NAMKO's budget for 1995. <p><u>COMMITTEE:</u> RDSP facilitated a meeting with the committee in which the following was covered:</p> <ul style="list-style-type: none"> - Go through and approve 1995 budget. - Discuss staff salaries. - Discuss purchase of second bakkie. - Discuss repairs to new office. - Discuss problems with current bookkeeper and a possible new bookkeeper. - Election of a new Chairperson. - Decide that the Chairperson should be the Staff Contact Person. - Change signatories on the bank account. - Discuss committee training for 1995. 	

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE	
1995	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u> RDSP do general consultation with staff. During consultation it is decided that Quinta should take over from Marius as Youth Co-ordinator and that Marius should come to work for RDSP in Cape Town for 6 months.</p> <p><u>COMMITTEE:</u> RDSP attend the NAMKO committee meeting. The committee discuss and agree to the proposal that Quinta take over from Marius as Youth Co-ordinator and that Marius come to work for RDSP in Cape Town for 6 months.</p> <p>RDSP assist NAMKO to interview applicants for a Youth Worker and an Admin Assistant.</p> <p>James Jonas is employed as the Youth Worker and Penny is employed as the Admin Assistant.</p>	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u> 1. <u>General Consultation</u> - RDSP consult with staff on the general management and functioning of NAMKO 2. <u>Evaluation</u> - Listing of community and youth programme's projects and activities. - SWOT of community and youth programmes. - Strategies for community and youth programmes. - Objectives for community and youth programmes. - Review NAMKO budget for 1995.</p> <p><u>COMMITTEE:</u> RDSP assisted the committee to finalise NAMKO's Working Principle's. The committee agreed to go through the following training with RDSP: - Performance Appraisals. - Staff disciplinary and grievance procedure.</p>			<p>RDSP took the Cebemo representative to visit NAMKO.</p>	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP do consultation with staff: - Discuss possibility of NAMKO starting an advice office and approaching SCAT for funding. - Work on the budget for the DOCKDA funding proposal. - Progress of the youth programme. - Progress of the community development programme. - RDP local development forum. - Financial management.</p>	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP do general consultation with staff.</p>

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1995	RDSP visit Namaqualand with the MNet Cares film crew. NAMKO is part of the film MNet makes on the work of RDSP.	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation</u> - RDSP consult with staff on the general progress and functioning of NAMKO.</p> <p>2. <u>Performance Appraisals</u> - RDSP conduct performance appraisals with the staff.</p> <p><u>COMMITTEE:</u> RDSP facilitated a committee meeting in which the following was covered:</p> <ul style="list-style-type: none"> - NAMKO's project guidelines that describe the relationship between NAMKO and supported projects. - NAMKO's involvement in networks. - The end of James' probation. - Employment of a new worker to replace Penny as Admin Assistant. - Review of job descriptions. - Staff's payment of income tax. - RDSP's consultation and training of NAMKO. 	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP do consultation with staff:</p> <ul style="list-style-type: none"> - General consultation. - Reviewed job descriptions - Reviewed NAMKO budget 		<p>NAMKO staff attend a meeting in Cape Town. RDSP do general consultation on the progress and functioning of NAMKO with the staff in Cape Town.</p>	

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1996	<p>Frances Opper starts as the new NAMKO Admin Assistant.</p>	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP facilitated an evaluation and planning session with staff:</p> <ul style="list-style-type: none"> - Allocation of staff responsibilities in terms of projects, social awareness programmes and internal NAMKO functions. - Community and youth development programmes plans for 1996. <p>RDSP met with Lorraine to discuss the lack of progress in the community development programme. RDSP suggested that Lorraine take a month off to think about the community development programme and to come up with clear and creative plans for the community development programme. Lorraine agreed to take a month off to develop plans for the community development programme. Lorraine agreed to inform the committee of RDSP's recommendation, her agreement with the recommendation and to get the committee's approval for her 'sabbatical'.</p>	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u></p> <ul style="list-style-type: none"> - RDSP consult with the staff on the progress and functioning of NAMKO. <p><u>COMMITTEE:</u></p> <p>RDSP facilitation an evaluation with the committee:</p> <ul style="list-style-type: none"> - Evaluation of the committee's functioning. - Plans for 1996 to improve the committee's functioning. 	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>1. <u>General Consultation</u></p> <ul style="list-style-type: none"> - RDSP consult with staff on progress and functioning of NAMKO. <p>2. <u>Fund Raising Workshop</u></p> <ul style="list-style-type: none"> - Who are the funders? - What do funders expect of organisations? - Fund raising ethics. - Fund raising procedures - How to write a funding proposal. - RDP business plan (outline and how RDSP business plans move through the RDP structure) <p>3. <u>Performance Appraisals</u></p> <ul style="list-style-type: none"> - RDSP conduct performance appraisals with staff. 	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation</u></p> <ul style="list-style-type: none"> - RDSP consult with staff on progress and functioning of NAMKO. <p>2. <u>Strategic Planning Workshop</u></p> <ul style="list-style-type: none"> - What is strategic planning? - The strategic planning process. - Why we use strategic planning. - When we do strategic planning. <p>3. <u>Capacity Building Workshop</u></p> <ul style="list-style-type: none"> - Why is capacity building necessary? - When is capacity building necessary? - Who needs capacity building? - What is capacity building? - What makes capacity building successful? - NAMKO's workshop on capacity building (discuss outline). <p><u>COMMITTEE:</u></p> <p>RDSP facilitated a follow-up session on the committee's evaluation in March:</p> <ul style="list-style-type: none"> - NAMKO's financial procedures (recap). - Reviewing of Working Principles. - RDSP Consultation contract. 	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>1. <u>General Consultation</u></p> <ul style="list-style-type: none"> - RDSP consult with staff on progress and functioning of NAMKO. - Budgeting tasks assigned to specific staff members. <p>2. <u>Job Descriptions</u></p> <ul style="list-style-type: none"> - What is a job description? - Finalising the job descriptions. <p>3. <u>Time Management Workshop</u></p> <ul style="list-style-type: none"> - What is time management? - How do we use our time? - Time management problems. - Effective time management. - New time management strategies. <p>4. <u>Project Guidelines</u></p> <ul style="list-style-type: none"> - Developing clear project guidelines. <p>5. <u>Presentation Skills Workshop</u></p> <ul style="list-style-type: none"> - Effective presentation skills and methods. - Practising presentation and evaluating our presentation skills.

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1996	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP consult with staff on:</p> <ul style="list-style-type: none"> - Progress and functioning of NAMKO. - Work through and finalise NAMKO's budgets for 1996 and 1997. <p>RDSP conducted a performance appraisal with Frances Oppel.</p> <p>NAMKO committee sign the contract between NAMKO and RDSP.</p>	<p>NAMKO committee write a letter to the NAMKO staff concerning their concerns about NAMKO's financial procedures and their recommendations for improving these procedures.</p>	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP consult with staff on</p> <ul style="list-style-type: none"> - Funding letter to Balance. - Progress of projects, capacity building opportunities, social awareness programmes and youth programme. - Fund raising. - Financial management. - Networking. - Frances' retirement package. - Staff's pension schemes. <p>Lorraine's and Quinta's working relationship completely breaks down. Lorraine and Quinta are involved in a serious and longstanding conflict.</p>		<p>RDSP visit Namaqualand twice, at the beginning and end of the month, and work with the NAMKO Committee and Staff.</p> <p>FIRST VISIT:</p> <p>STAFF:</p> <p>RDSP facilitate a staff development, evaluation and planning session:</p> <ul style="list-style-type: none"> - Theory of evaluations. - Staff relationships. - Phases in organisational development. - Teamwork. - Staff management – looking at a new structure. - Review job descriptions in the light of this new structure. - Staff relationship with the Committee. - Review vision, mission statement and aims. - Evaluation of projects and plans for 1997. - Review budget for 1997. - Review fund raising plan. <p>COMMITTEE:</p> <p>RDSP facilitated a planning session with the committee:</p> <ul style="list-style-type: none"> - Present and explain disciplinary and grievance procedures. - Review Working Principles. - Explain current financial procedures and make necessary changes. - Review Committee's action plan. <p>SECOND VISIT: (Worked with staff only)</p>	

					<p>STAFF:</p> <p>1. <u>Follow-up on staff development and conflict resolution session</u></p> <ul style="list-style-type: none"> - RDSP monitor current staff relationships. <p>2. <u>Follow-up evaluation</u></p> <ul style="list-style-type: none"> - Finalise plans for 1997. - Finalise budget for 1997. - Fund raising plan for 1997. - Staff training plan for 1997. - Staff leave during 1997. 	
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University of Cape Town

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1997	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation</u></p> <ul style="list-style-type: none"> - Progress on Jan and Feb action plan. - Funding proposal action plan. - Francis taking over bookkeeping. - Committee functioning and relationship. <p>2. <u>Facilitation Skills Workshop</u></p> <ul style="list-style-type: none"> - What is facilitation? - Aim of facilitation. - Role of the facilitator. - Facilitation styles. - My facilitation styles. - Facilitation skills. - My facilitation skills. - Facilitation tools and methods. <p><u>COMMITTEE:</u></p> <p>RDSP facilitated a consultation meeting with the committee:</p> <ul style="list-style-type: none"> - Went through the committee's letter re the financial procedures and ensured that all points had been addressed. - Role of committee. - Recap on roles and responsibilities of committee and staff. - Report on performance appraisals with staff. - Report on plans for 1997. - Presentation of and approval of budget for 1997. - New committee members. - Committee training for 1997. 		<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation</u></p> <ul style="list-style-type: none"> - Financial reports. - 1997 shortfall. - Project progress reports. <p>2. <u>Preparation of long-term funding proposal</u></p> <ul style="list-style-type: none"> - Proposal outlines. - Plan of action. - Review vision, mission statement and aims. - Key problems and trends in Namaqualand. - SWOT and impact analysis. - Deciding on key issues. <p><u>COMMITTEE:</u></p> <p>RDSP facilitated a session on the roles and responsibilities of the committee:</p> <ul style="list-style-type: none"> - New NAMKO structure. - Why roles and responsibilities are important. - Roles and responsibilities in NAMKO. - Skills needed by the committee to fulfil these responsibilities. - Committee action plan – review what has been achieved and what still needs to be done. 	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP continued to assist the staff to prepare their long-term funding proposal:</p> <ul style="list-style-type: none"> - Working out strategies and objectives for the next 3 years. - Working out indicators. 	<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP continued to assist the staff to prepare their long-term funding proposal:</p> <ul style="list-style-type: none"> - Finalise action plan for 1998. (Staff had already worked out this action plan. RDSP went through the plan with the staff commenting and challenging as required.) - Finalise budget for next 3 years. (Staff had already started working on this budget and finalised it together with RDSP.) 	<p>JANE DE SOUSA AND ROSANNE SHEILDS HAND OVER TO TWO NEW RDSP CONSULTANTS – PHILLIPS ALLEN AND CLAUDIA CAREW</p> <p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation</u></p> <ul style="list-style-type: none"> - Financial statements for funders. - Response to Balance. <p><i>Note: Ceberno changed its name to Balance.</i></p> <ul style="list-style-type: none"> - Covering letters for funding proposals. <p><u>COMMITTEE:</u></p> <p>RDSP facilitated a workshop of financial management for the committee:</p> <ul style="list-style-type: none"> - What is financial management? - Why do we need financial management in development organisations? - Who is responsible for financial management? - Financial policies. - Bookkeeping system.

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1997	<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p>STAFF:</p> <p><u>1. General Consultation</u></p> <ul style="list-style-type: none"> - RDSP consult on the progress and functioning of NAMKO. <p><u>2. Time Management and Work Flow Workshop</u></p> <ul style="list-style-type: none"> - What is time management? - What are the demands on my time? - How much time would I like to have for everything? - My time at work. - My time management problems. - What can help me to manage my time more effectively? - How will I manage my time more effectively in the future? <p>COMMITTEE:</p> <p>RDSP facilitate a follow-up financial management workshop for the committee:</p> <ul style="list-style-type: none"> - Financial management responsibilities in NAMKO. - Recap on the book-keeping system. - Annual audit. - Monitoring finances. - Developing a financial strategy. - Making a financial decision. 		<p>RDSP visit Namaqualand, and work with the NAMKO Committee and Staff.</p> <p>STAFF:</p> <p><u>1. General Consultation</u></p> <ul style="list-style-type: none"> - RDSP consult on the progress and functioning of NAMKO. <p><u>2. Report Writing Workshop</u></p> <ul style="list-style-type: none"> - Why do we write reports? - What reports do we write? - Elements of communication. - Barriers to communication. - Planning reports. - General format for writing reports. - Writing the report. <p>COMMITTEE:</p> <p>RDSP facilitate a workshop on decision making and problem solving for the committee:</p> <ul style="list-style-type: none"> - What does decision making mean? - Why do we need to take decisions in an organisation? - How do we participate in decision making and problem solving? - What are the steps in decision making? - What are the difficulties in making decisions? - What is problem solving? - What are the steps in problem solving? - Practising decision making and problem solving steps. - How will we improve decision making and problem solving in NAMKO? 		<p>NAMKO staff attend the first DOCKDA sponsored training course facilitated by RDSP.</p> <p>This course covered:</p> <p><u>1. Training the Trainer</u></p> <ul style="list-style-type: none"> * What is a trainer? * Designing training sessions. * Who will/do we train? <p><u>2. Project Planning</u></p> <ul style="list-style-type: none"> * What is a project? * Why do some projects fail and why are others successful? * The project cycle. * Planning a project. * Aims, goals and objectives. <p><u>3. Project Management</u></p> <ul style="list-style-type: none"> * What does management mean? * What are common problems with project management? * What is involved in project management? * Working out how projects should be managed. <p><u>4. Project Evaluation</u></p> <ul style="list-style-type: none"> * What does evaluation mean? * How to evaluate a project * How to plan an evaluation. * Building evaluations into our projects. <p><u>5. Financial Management</u></p> <ul style="list-style-type: none"> * What is financial management? * How do we measure effective financial management in development organisations? * Who is responsible for financial management in development organisations? * Financial policies. * The Bookkeeping system * Basic bookkeeping tools. * Petty cash system. * Cheque requisitions. * Practising the petty cash and cheque requisition systems. * Financial statements. 	

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1998			<p>RDSP visit Namaqualand, and work with the NAMKO Staff.</p> <p>RDSP do general consultation with staff and conduct performance appraisals with staff.</p>	First research trip – Planning Task		Second research trip – Planning Task and Budgeting Task

University of Cape Town

APPENDIX 5 – KOOR CAPACITY BUILDING PROCESS 1994 - 1998

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1994					RDSP visited the Keimoes Upington area to investigate the establishment of a Catholic development office in the area. Bishop Minder, the Catholic Bishop of the Diocese of Keimoes-Upington, had invited RDSP to investigate the setting up of a Catholic development office in the Keimoes area when they had helped NAMKO to become established.	

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1994		<p>FIRST COMMUNITY MEETING TO DISCUSS THE ESTABLISHMENT OF A CATHOLIC DEVELOPMENT OFFICE</p> <p>RDSP asked NAMKO to organise a community meeting in Keimoes to discuss the possible establishment of a Catholic development office in the area. NAMKO invited all the local Catholic lay organisations – the Catholic Women's League (CWL), the Saint Vincent de Paul Society (SVdP), the CHIRO (youth), the Pioneers and the Legion of Mary (LM) – to attend the community meeting. During the meeting NAMKO shared the story of NAMKO's establishment and current work. RDSP explained what their role was in NAMKO's process and what their role could be in the Keimoes initiative. At the end of the meeting anyone who was interested in getting involved in this process was asked to join the interest group.</p> <p>At the end of the meeting about 15 people from the different organisations who had attended the meeting attended the first meeting of the interest group. At this first meeting of the interest group, RDSP explained the purpose of the interest group and asked the group to draw up a map of their area showing all the communities and resources available before the next meeting.</p>		<p>RDSP visited Keimoes and worked with the Interest Group.</p> <p>RDSP facilitated the second meeting of the interest group:</p> <ul style="list-style-type: none"> - Evaluate the progress of the map of the area. - Explain the process of starting a development initiative. This process involves research, needs assessment and planning before anything is actually implemented. - Discuss what group will do until February 1995, when RDSP visits Keimoes again. 		

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1995		<p>RDSP visited Keimoes and worked with the Interest Group.</p> <p>Only three people attended the Interest Group meeting. RDSP and the three people who attended the meeting decided to hold a series of development education workshops with the CWL, SVdP, Pioneers, Legion of Mary, CHIRO and youth. At the end of these development education workshops people will be invited to join the Interest Group.</p>	<p>RDSP visit Keimoes and facilitate a workshop on "What is Development?". The workshop is organised by the Interest Group. People from the Legion of Mary, the Pioneers, and the Christening Mothers attend. The workshop included:</p> <ul style="list-style-type: none"> - A wordwheel using terms associated with development. - Vote with your feet exercise on important issues in development. - Discussion on "what is development?" - A slide show on different development projects run by Catholic Welfare and Development (CWD) in Cape Town. <p>No one was interested in joining the interest group.</p>	<p>STEERING COMMITTEE FORMED</p> <p>RDSP visit Keimoes and facilitate a workshop on "What is Development?". The workshop is organised by the Interest Group. People from the Chiro and Youth attend, as well as some people who were at the March workshop.</p> <p>RDSP facilitate the same workshop on "What is Development?" At the end of the workshop the group decide to elect a steering committee to take the process forward. This steering committee is made up of representatives from the Chiro, Pioneers, Youth, Keimoes Parish council, CWL and Legion of Mary.</p> <p>Victor Sacco, Hendrik Matroos, Nella Makua and Francois De Klerk are all elected as members of the Steering Committee.</p>	<p>RDSP visit Keimoes and work with the Steering Committee.</p> <p>RDSP facilitate a workshop with the steering committee looking at:</p> <ul style="list-style-type: none"> * Who are the steering committee? * The role of the steering committee. * Our understanding of development. * What will we concentrate on? 	<p>RDSP visit Keimoes and work with the Steering Committee.</p> <p><u>Community Profile Workshop:</u></p> <ul style="list-style-type: none"> * What is a community profile? * Drawing the community profile of the area development initiative is going to work in. <p>CWL representative leaves the steering committee.</p>

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1995	<p>RDSP visit Keimoes and work with the Steering Committee.</p> <p><u>Needs Assessment Workshop:</u></p> <ul style="list-style-type: none"> * What is a needs assessment? * How to do a needs assessment. * What are the needs of this area? * Prioritising the needs. <p>One of the youth representatives and one of the Pioneer representatives leave the steering committee.</p>	<p>STEERING COMMITTEE DECIDE TO CALL THEIR DEVELOPMENT INITIATIVE KATOLIEKE ONTWIKKELING ORANJE RIVIER (KOOR).</p> <p>RDSP visit Keimoes and work with the Steering Committee.</p> <p><u>Vision, Mission Statement, Aims and Goals Workshop</u></p> <ul style="list-style-type: none"> * What is a vision, aims, goals and objectives? * Developing our vision. * Developing our aims. * What is a mission statement? * Developing our mission statement. * Developing our goals for the next year. <p>Gert Basson joins the steering committee.</p> <p>Marius Thomas, from NAMKO, is invited by Victor Sacco to discuss the problems experienced by youth and the youth programme in Keimoes.</p>	<p>Cancelled trip due to illness.</p>	<p>RDSP visit Keimoes and work with KOOR's Steering Committee.</p> <p><u>Fund Raising Workshop:</u></p> <ul style="list-style-type: none"> * What is fund raising? * Who are the funders? * General fund raising procedure. * Writing KOOR's fund raising proposal: <ul style="list-style-type: none"> - Problem statement - Aims, objectives and methods for community and youth programmes - Introduction - Evaluation - Structure and staff * The next step – RDSP write all this information up as a funding proposal for the committee to approve and to send to the funders. <p>KOOR's steering committee decide to become a sub-committee of the Southern African Catholic Development Association (SACDA).</p>		

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1996		<p>RDSP visit Keimoos and work with KOOR's Steering Committee.</p> <p>RDSP met with facilitated a committee meeting:</p> <ul style="list-style-type: none"> * Report back on fund raising (proposal has been submitted to Irish Aid). * Group's expectations for 1996. * Training programme for 1996. * RDSP's role as KOOR's consultants. * General discussion. 	<p>RDSP visit Keimoos and work with KOOR's Steering Committee.</p> <p>1. <u>Budgeting Workshop</u></p> <ul style="list-style-type: none"> * Report on KOOR's activities. * What is a budget and why do we need a budget? * How to draw up a budget. * Budgets for funders. * KOOR's budget. <p>2. <u>Financial Procedures Workshop</u></p> <ul style="list-style-type: none"> * Why are financial procedures necessary? * Basic financial procedures * Plans for 1996: <ul style="list-style-type: none"> - Funds available - Staff - Office - Activities of first 7 months * Training program for 1997. 	<p>KOOR'S STEERING COMMITTEE OFFICIALLY BECOMES A MANAGEMENT COMMITTEE</p> <p>RDSP visit Keimoos and work with KOOR's Steering Committee.</p> <p>1. <u>Management Styles and Structures Workshop</u></p> <ul style="list-style-type: none"> * DOCKDA proposal, fund raising report and general report. * Picture of KOOR's structure. * What is management? * Styles of management. * KOOR's management style. * Management structures. * KOOR's management structure. * Implementing new management styles and structure. <p>2. <u>Roles and Responsibilities Workshop</u></p> <ul style="list-style-type: none"> * Why are roles and responsibilities important? * Responsibilities in KOOR * Roles in KOOR * Implementing these roles and responsibilities. 	<p>KOOR EMPLOY STAFF</p> <p>RDSP visit Keimoos and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u> RDSP meet with Victor to discuss his plans for the next month.</p> <p><u>COMMITTEE:</u> <u>Job Description and Employment Contract Workshop:</u></p> <ul style="list-style-type: none"> * Report on activities and plans. * What is a job description? * Youth Worker's job description. * What is an employment contract? * Youth Worker's employment contract. <p>Victor Sacco employed as KOOR's Youth Worker.</p> <p><i>Note: Staff attend all the committee sessions. The staff are considered part of the management committee.</i></p>	<p>RDSP visit Keimoos and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u> 1. RDSP consult with Staff on KOOR's progress and functioning. 2. RDSP attend a meeting with Staff in Augrabies to discuss the establishment of the Reed Project.</p> <p><u>COMMITTEE:</u> 1. <u>Project Planning Workshop:</u> * What is a project? * What is project planning? * How to plan a project (group planned the Reed Project). 2. <u>Committee Meeting:</u> * Report back on activities. * Finalising Youth Worker's job description and employment contract. * New KOOR worker's job description. * Finalise budget. * Finalise action plan.</p>

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1996	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u> RDSP consult with staff on progress and functioning of KOOR.</p> <p><u>COMMITTEE:</u> 1. <u>Financial Procedures and Budget Workshop:</u> * Financial administration decisions. * 1996 and 1997 budget. * Fund raising plan. 2. <u>Staff Job Descriptions and Employing New Staff:</u> * Review and finalise job descriptions. * New worker's job specification. * Advertising for the new worker. * Selection process. * Interviewing process and questions.</p>	<p>KOOR staff attended a meeting in Cape Town. RDSP conduct a performance appraisal with KOOR staff in Cape Town.</p>	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u> RDSP consult with staff on progress and functioning of KOOR.</p> <p>RDSP assist KOOR to interview applicants for the post of development worker.</p> <p><u>COMMITTEE:</u> RDSP facilitate a meeting with the committee: * Selecting KOOR's development worker. * What services does KOOR want from RDSP? * What services can RDSP offer KOOR? * Contract between RDSP and KOOR.</p>	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u> RDSP consult with staff on progress and functioning of KOOR.</p> <p><u>COMMITTEE:</u> 1. <u>Finalising Job Descriptions, Staff Communication and Employment Contracts:</u> * What is a job description? * Job description for the Women's Development Worker. * Styles of management and staff communication. * Explanation of KOOR's staff's responsibilities. * Finalising employment contracts. 2. <u>Finalising Working Principles:</u> * What are working principles? * Working out KOOR's working principles. * Finalising working principles.</p> <p>Nella Makua is employed as the Women's Development Worker.</p>	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u> 1. <u>General Consultation:</u> RDSP consult with staff on progress and functioning of KOOR. 2. <u>Performance Appraisals</u> RDSP conduct performance appraisals with staff. 3. <u>Evaluation and Planning Session</u> * Women's Programme: - Vision - Projects - Positive and negative aspects of projects - Plans for 1997 * Youth Programme: - Vision - Projects - Positive and negative aspects of projects - Plans for 1997 * Community development programme planning guidelines.</p> <p><u>COMMITTEE:</u> RDSP facilitated two committee meetings: 1. <u>First Committee Meeting</u> * Report back session. * Contract between KOOR and RDSP. * Finalising job descriptions. * Finalising employment contract.</p>	

					<ul style="list-style-type: none"> * Finalising working principles and structure. * Theory of evaluations. 2. <u>Second Committee Meeting:</u> * Staff report back on plans they worked on during evaluation and planning session with RDSP. * Orange River Island Project. * Finalising KOOR's long-term funding proposal and budget. * Training and consultation plan for 1997. 	
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University of Cape Town

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1997	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation:</u></p> <ul style="list-style-type: none"> - Consult with staff on progress and functioning of KOOR. - Go through interviewing skills with Nella. - DOCKDA and BLA (funders) reports. <p>2. <u>Planning:</u></p> <ul style="list-style-type: none"> - Finalise specific plans for next 6 months based on plans made for 1997. - Work through long-term funding proposal. <p><u>COMMITTEE:</u></p> <p>1. <u>Committee Meeting:</u></p> <ul style="list-style-type: none"> * Francoi's plans (to become KOOR's co-ordinator or not). * Funding situation. * Committee activities and concerns. <p>2. <u>Financial Management:</u></p> <ul style="list-style-type: none"> * What is financial management? * Why do organisations need financial management? * Who is responsible for financial management? * Financial policies. * Bookkeeping system. * Audit. * Monitoring finances. * Financial decisions. 		<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation:</u></p> <ul style="list-style-type: none"> - Progress and functioning of KOOR. - Finalise KOOR's interim budget. - Go through Victor's plans for the next 6 months. <p>2. <u>Facilitation Skills Workshop:</u></p> <ul style="list-style-type: none"> * What is facilitation? * Aim of facilitation. * Role of the facilitator. * Facilitation styles. * My facilitation style. * Facilitation skills. * My facilitation skills. * Facilitation tools and methods. <p><u>COMMITTEE:</u></p> <p><u>Re-cap on Financial Management:</u></p> <ul style="list-style-type: none"> * What is financial management? * Why do we need financial management? * How do we measure effective financial management in development organisations? * Who is responsible for financial management? * Financial policies. * Bookkeeping systems and tools. * Annual audit. * Monitoring finances. * Financial decisions. 	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation:</u></p> <p>Progress and functioning of KOOR.</p> <p>2. <u>Planning:</u></p> <p>Logical framework for Youth Development Programme for Irish Aid.</p> <p><u>COMMITTEE:</u></p> <p>RDSP facilitated a session with the committee on funding and budgets:</p> <ul style="list-style-type: none"> * Recap funding situation. * Discuss fund raising strategy. * Go through budget for 1998. <p>RDSP met with KOOR's bookkeepers to go over their progress with producing KOOR's financial statements.</p>	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation:</u></p> <ul style="list-style-type: none"> * Progress and functioning of KOOR. <p>2. <u>Needs Assessment:</u></p> <ul style="list-style-type: none"> * What is a needs assessment? * Why do we do a needs assessment? * How to do a needs assessment. * Needs assessment methods. <p>3. <u>Community Profile:</u></p> <ul style="list-style-type: none"> * What is a community? * What is a community profile? * How to do a community profile. * Mapping. * Venn Diagrams. <p><u>COMMITTEE:</u></p> <p>RDSP facilitated a session with the committee in which the committee discussed and decided on KOOR's Project Guidelines that define the relationship between KOOR and the projects it supports.</p> <p>RDSP went over KOOR's financial statements with the Bookkeepers.</p>	<p>JANE DE SOUSA AND ROSANNE SHEILDS HAND OVER TO TWO NEW RDSP CONSULTANTS – PHILLIPA ALLEN AND CLAUDIA CAREW</p> <p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation:</u></p> <ul style="list-style-type: none"> - Consult on progress and functioning of KOOR. <p>2. <u>Performance Appraisals:</u></p> <ul style="list-style-type: none"> - Conduct performance appraisals with KOOR staff. <p>3. <u>Planning:</u></p> <ul style="list-style-type: none"> - Logical framework for Women's Development Programme. <p><u>COMMITTEE:</u></p> <p>RDSP facilitated a monitoring evaluation:</p> <ul style="list-style-type: none"> * Report back on staff performance appraisals. * Monitoring KOOR's progress from January to June 1997.

YEAR	JULY	AUGUST	SEPTEMBER	OCTOBER	NOVEMBER	DECEMBER
1997	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <ul style="list-style-type: none"> * Progress and functioning of KOOR. * Interviewing skills with Nella. * Drive around area KOOR works in visiting projects. <p><u>COMMITTEE:</u></p> <p><u>Effective Meeting</u></p> <p><u>Procedures:</u></p> <ul style="list-style-type: none"> * What is the purpose of holding meetings? * Planning meetings. * What is the role of participants in a meeting? * Chairing a meeting. * Taking minutes of a meeting. 	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <p>1. <u>General Consultation:</u></p> <ul style="list-style-type: none"> - Progress and functioning of KOOR. <p>2. <u>Time Management Workshop:</u></p> <ul style="list-style-type: none"> * What is time management? * What are the demands on my time? * How much time would I like to have for everything? * My time at work. * My time management problems. * What can help me to manage my time more effectively? * How will I manage my time more effectively in the future? <p><u>COMMITTEE:</u></p> <p><u>Working as a Team:</u></p> <ul style="list-style-type: none"> * Why do people join teams? * What is a team? * What are the needs of teams? * What does the KOOR management and staff team look like? * Where is KOOR in its development as a team? * How effective is KOOR's team? * How can KOOR develop to become an "A" team? 	<p>RDSP visit Keimoes and work with KOOR's Staff.</p> <p>1. <u>General Consultation:</u></p> <ul style="list-style-type: none"> - Progress and functioning of KOOR. <p>2. <u>Report Writing Skills</u></p> <ul style="list-style-type: none"> * Why do we write reports? * What reports do we write? * Elements of communication. * Barriers to communication. * Planning reports. * General format for writing reports. * Writing the report. 	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u></p> <p>RDSP facilitated a mini-evaluation of KOOR:</p> <ul style="list-style-type: none"> - Staff presented the plans they had developed for 1998 to RDSP. - RDSP worked through these plans with the staff, commenting and challenging where necessary. - Staff finalised their plans for 1998. <p><u>COMMITTEE:</u></p> <p>RDSP facilitate a meeting with the committee:</p> <ul style="list-style-type: none"> * What is decision making? * Why do we need to take decisions in an organisation? * What are the steps in decision making? * How do the committee feel about Nella's position? (as an ANC Counsellor) * Decisions to make concerning KOOR's bookkeeping system. 	<p>KOOR staff attend the first DOCKDA sponsored training course facilitated by RDSP.</p> <p>This course covered:</p> <p>1. <u>Training the Trainer</u></p> <ul style="list-style-type: none"> * What is a trainer? * Designing training sessions. * Who will/do we train? <p>2. <u>Project Planning</u></p> <ul style="list-style-type: none"> * What is a project? * Why do some projects fail and why are others successful? * The project cycle. * Planning a project. * Aims, goals and objectives. <p>3. <u>Project Management</u></p> <ul style="list-style-type: none"> * What does management mean? * What are common problems with project management? * What is involved in project management? * Working out how projects should be managed. <p>4. <u>Project Evaluation</u></p> <ul style="list-style-type: none"> * What does evaluation mean? * How to evaluate a project * How to plan an evaluation. * Building evaluations into our projects. <p>5. <u>Financial Management</u></p> <ul style="list-style-type: none"> * What is financial management? * How do we measure effective financial management in development organisations? * Who is responsible for financial management in development organisations? * Financial policies. * The Bookkeeping system * Basic bookkeeping tools. * Petty cash system. * Cheque requisitions. * Practising the petty cash and cheque requisition systems. * Financial statements. 	

YEAR	JANUARY	FEBRUARY	MARCH	APRIL	MAY	JUNE
1998	<p>RDSP visit Keimoes and work with KOOR's Staff and Management Committee.</p> <p><u>STAFF:</u> RDSP consult with staff on progress and functioning of KOOR.</p> <p><u>COMMITTEE:</u> RDSP facilitate a session to clarify the roles and responsibilities of the staff and committee:</p> <ul style="list-style-type: none"> * Roles of the committee and staff at KOOR. * The standard roles of a management committee and staff. * Why do the staff have unrealistic expectations of the committee and what can be done? * Way forward? 	<p>RDSP visit Keimoes and work with KOOR's Staff .</p> <p>RDSP consult with staff on progress and functioning of KOOR.</p> <p>RDSP conduct performance appraisals with the staff.</p>		<p>First research trip – Planning Task</p>		<p>Second research trip – Planning Task and Budgeting Task</p>

University of Cape Town

APPENDIX 6

PLANNING TRAINING PROCESSES

NAMKO's Planning Training Process

1994	
JANUARY	MARCH
<p><u>Workshop with NAMKO's Management Committee on Vision and Mission Statement.</u></p> <p>In this workshop the committee:</p> <ol style="list-style-type: none"> 1. Learnt what a vision and mission statement are and why organisations need a vision and mission statement. 2. Developed NAMKO's vision and mission statement. <p style="text-align: center;">James Jonas did not attend this session</p>	<p><u>Workshop with NAMKO's Management Committee on Aims and Goals.</u></p> <p>In this workshop the committee:</p> <ol style="list-style-type: none"> 1. Learnt what a vision, aims, goals and objectives are and how they fit together to form a plan. 2. Learnt what a community profile and needs assessment are. 3. Listed and prioritised the needs in Namaqualand. 3. Worked out NAMKO's aims – the things NAMKO wants to achieve. 4. Worked out NAMKO's goals for February 1995 for the community and youth programmes. The facilitators noted that more work needs to be done on these goals. A very brief and incomplete list of goals were worked out. The goals for the youth programme were clearer and had specific time frames. The community programme goals were vague and had no time frame. This was due to the fact that Marius Thomas had been trained as a youth worker and had a clear idea of what a youth programme should contain. However, the community programme had never been thought through before and Quinta and Lorraine were inexperienced in community development work. <p>NOTE: The goals worked out for the youth programme were a combination of goals and objectives.</p> <p style="text-align: center;">Frances Opperl did not attend this session</p> <p><u>Consultation session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Reported on their progress in implementing NAMKO's plans. 2. Discussed their future plans. 3. Worked out the goals for the Community Development Programme and the Youth Development Programme for the next 3 years, i.e. 1995 - 1997. <p>NOTE: Goals were worked out for each project or activity for each year using the format: By December 1995</p> <p style="text-align: center;">James Jonas and Frances Opperl did not attend this session</p>
1995	
FEBRUARY	
<p><u>Evaluation session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Listed all the projects and activities of the Community Programme and the Youth Programme. 2. Did a SWOT for the Community Programme and the Youth Programme. They worked out the Strengths, Weaknesses, Opportunities and Threats of each programme. 3. Worked out the strategies for the youth and community development programmes and the internal functioning of NAMKO, e.g. admin, management committee, financial management. Took each project or activity within each programme and listed the strategies attached to this project or activity for 1995. <i>(Note: no timeframe was attached to the strategies.)</i> 4. Worked out the objectives for each programme for 1995. <i>(Note: no specific timeframe attached to the objectives)</i> <p>NOTE: Strategies and objectives were presented in a list form, not a table form.</p> <p style="text-align: center;">Frances Opperl did not attend this session</p>	

1996			
FEBRUARY	MARCH	MAY	NOVEMBER
<p><u>Evaluation session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Worked out specific plans for the Community Programme for 1996 based on the 3 year plan. 2. Worked out specific plans for the Youth Programme for 1996 based on the 3 year plan. 3. Worked out plans to ensure the smooth internal functioning of NAMKO during 1996. <p>NOTE: Plans were worked out using a yearplanner, i.e. staff worked out what they would do during each month of 1995.</p>	<p><u>Evaluation session with NAMKO's Management Committee:</u></p> <p>In this session:</p> <ol style="list-style-type: none"> 1. The staff presented their plans for 1996 to the committee. 2. The committee approved the plans. 3. The committee evaluated the functioning of the committee. 4. The committee made plans for 1996 relating to the internal functioning of NAMKO, such as financial administration, staff, size and responsibilities of the committee. <i>(Note: plans were very specific with timeframes and assigned responsibilities)</i> 	<p><u>Strategic Planning workshop with NAMKO's Staff:</u></p> <p>In this workshop the staff:</p> <ol style="list-style-type: none"> 1. Learnt what strategic planning is. 2. Learnt what is included in the strategic planning process. 3. Learnt why organisation's do strategic planning. 4. Discussed when it is appropriate to do strategic planning in an organisation. 	<p><u>Evaluation and planning session with NAMKO's Staff:</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Reviewed NAMKO's vision, mission statement and aims. 2. Evaluated the projects and activities of the Community Programme and the Youth Programme. 3. Worked out the plans of the Community Programme and the Youth Programme for 1997. <p><i>(Note: used a table with columns headed positive, negative, plans, who is responsible and when it will be done. The last part of the table was the action plan. The first part of the table was the evaluation)</i></p> <p><u>Follow-up evaluation session with NAMKO's Staff:</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Presented their plans for 1997 to RDSP. The staff worked on the plans they had started working out in the first evaluation and planning session and completed these plans by themselves. 2. Worked through their plans with RDSP. RDSP asked questions and challenged some ideas. RDSP ensured that the plans were realistic and appropriate. 3. Made any necessary changes to their plans and finalised their plans for 1997.

1997				
JANUARY	MARCH	APRIL	MAY	NOVEMBER
<p><u>Meeting with NAMKO's Management Committee:</u></p> <p>In this meeting:</p> <ol style="list-style-type: none"> 1. The staff presented their plans for 1997 to the committee. 2. The committee approved the plans. 	<p><u>Strategic planning session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Re-looked at NAMKO's vision, mission state-ment and aims to ensure that they are still appro-priate for the next 3 years. 2. Identified the key problems and trends in Namaqualand. 3. Did a SWOT for the Community Programme and the Youth Prog-ramme. 4. Assessed the impact of the Community Programme and the Youth Prog-ramme. 5. Identified the key issues for NAMKO and in the community. 	<p><u>Strategic planning session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Worked out the strategies of the Community Pro-gramme and the Youth Programme for the next 3 years, 1998-2000. 2. Worked out the objectives for each programme for the next 3 years. 3. Worked out indicators for each programme for the next 3 years. 	<p><u>Strategic planning session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Presented their action plan for 1998 to RDSP. The staff worked on these action plans by them-selves in between RDSP visits. 2. Worked through their action plans for 1998 with RDSP. RDSP asked questions and challenged some ideas. RDSP ensured that the plans were realistic and appropriate. 3. Made any necessary changes to their action plans and finalised their action plans for 1998. 	<p><u>NAMKO Staff atten-ded the DOCKDA sponsored, RDSP facilitated training course on project planning management and evaluation and financial management.</u></p> <p>During this course the staff:</p> <ol style="list-style-type: none"> 1. Learnt the defin-ition of a project. 2. Looked at and discussed with the other course partic-ipants why some projects fail and others are successful. 3. Learnt that planning, manage-ment and evaluation are essential to the success of a project. 4. Learnt what the project cycle is. 5. Learnt what the project planning guidelines are. 6. Learnt what aims, goals and objectives are. 7. Practised devel-oping simple aims, goals and strategies in groups with other participants. Partic-ipants were asked to develop aims, goals and objectives for different organisations presented in case studies.

KOOR's Planning Training Process

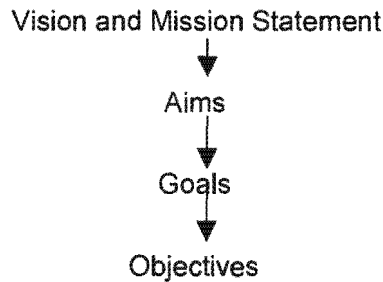
1995	
AUGUST	OCTOBER
<p><u>Workshop with KOOR Steering Committee on Vision, Mission Statement, Aims and Goals.</u></p> <p>In this workshop the committee:</p> <ol style="list-style-type: none"> 1. Learnt what a vision, mission statement, aims, goals and objectives are and how they fit together to form a comprehensive plan. 2. Developed KOOR's vision and mission statement. 3. Worked out KOOR's aims – they decided on the main programmes KOOR would have and the main services KOOR would offer. 4. Worked out KOOR's goals – they decided what KOOR needs to do during the next year to start offering the programmes and services they want to offer. These goals were around fund raising, office management, staff, management committee and planning activities. <i>(Note: only a general timeframe was attached to the goals developed, i.e. that they were goals for the next year. However, no specific timeframe was attached to each individual goals)</i> 	<p><u>Workshop with KOOR Management Committee on Fund Raising.</u></p> <p>In this workshop the committee:</p> <ol style="list-style-type: none"> 1. Worked out the specific aims of the Community Programme and the Youth Programme. 2. Took each aim and worked out the objectives for this aim, i.e. what KOOR needs to do to achieve this aim. <i>(Note: no specific timeframe was attached to each individual objective.)</i> 3. Listed the methods KOOR would use in implementing these objectives, i.e. how KOOR will work with the community to establish development initiatives. <p style="text-align: center;">Nella Makua did not attend this session</p>
1996	
JUNE	NOVEMBER
<p><u>Workshop with KOOR Management Committee on Project planning.</u></p> <p>In this workshop the committee:</p> <ol style="list-style-type: none"> 1. Learnt the definition of a project. 2. Learnt that project planning is part of the project cycle which also includes management and evaluation. 3. Learnt the project planning guidelines – the steps involved in planning a project. The project planning guidelines include the following steps: getting an idea for a project, doing a needs assessment, aim of the project, target group, area served, two year plan (goals with time attached), six month plan (Objectives with time attached). 4. Applied the project planning guidelines to the planning of the Reed Project (an income generating project). <p style="text-align: center;">Francois De Klerk did not attend this session</p>	<p><u>Evaluation and Planning session with the KOOR Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Worked out the vision of the Women's Development Programme and of the Youth Development Programme. 2. Listed the existing projects and activities of the Women's Development Programme and of the Youth Development Programme. 3. Evaluated the positive and negative aspects of these projects and activities. 4. Developed the Women's Development Programme's and of the Youth Development Programme's plans for 1997. These plans were worked out using a table which consisted of two columns: plans and time. 5. Discussed planning guidelines for the Community Development Programme (Reed Project included in this programme). These planning guidelines contained a mixture of things to be done and questions to be discussed and investigated. <p style="text-align: center;">Francois De Klerk and Hendrik Matroos did not attend this session</p> <p><u>Meeting with the Management Committee:</u></p> <p>In this meeting:</p> <ol style="list-style-type: none"> 1. The staff presented their evaluation of the Women's programme and the Youth Programme. 2. The staff presented their proposed plans for the Women's Programme and Youth Programme for 1997. 3. The committee asked any questions they had on the evaluation and the plans. 4. The committee approved the plans for 1997.

1997		
JANUARY	MARCH	APRIL
<p><u>Consultation session with KOOR's Staff.</u></p> <p>During this session the staff:</p> <ol style="list-style-type: none"> 1. Worked out plans for the Women's Programme and the Reed Project for 1997. These plans included the vision, aims, strategies, objectives and indicators of the Women's Programme and the Reed Project. 2. Worked out and finalised the specific action plans of the Women's Programme and Reed Project for January – June 1996. <p>Francois De Klerk and Hendrik Matroos did not attend this session</p>	<p><u>Consultation session with KOOR's Staff.</u></p> <p>During this session:</p> <p>Victor Sacco explained why he had not yet completed working out plans for the Youth for 1997. These plans were supposed to include the vision, aims, strategies, objectives and indicators of the Youth Programme, and specific action plans of the Youth Programme for January – June 1996.</p> <p>Francois De Klerk and Hendrik Matroos did not attend this session</p>	<p><u>Consultation session with KOOR's Staff.</u></p> <p>During this session the staff: Worked out a logical framework for the Youth Programme. A logical framework is a planning tool. KOOR were asked to use this planning tool by Irish Aid, the funders of the Youth Programme.</p> <p>Francois De Klerk and Hendrik Matroos did not attend this session</p>
JUNE	OCTOBER	NOVEMBER
<p><u>Consultation session with KOOR's Staff.</u></p> <p>During this session the staff: Worked out a logical framework for the Women's Programme.</p> <p>Francois De Klerk and Hendrik Matroos did not attend this session</p>	<p><u>Mini-Evaluation with KOOR's Staff.</u></p> <p>During this mini-evaluation the staff:</p> <ol style="list-style-type: none"> 1. Presented the plans for 1998 they had developed themselves to RDSP. Each staff member presented the plans for the programme, projects and services for which they were responsible. 2. Worked through the plans their plans with RDSP. RDSP asked questions and challenged some ideas. RDSP ensured that the plans were realistic and appropriate. 3. Made any necessary changes to their plans and finalised their plans for 1998. <p>Francois De Klerk did not attend this session</p>	<p><u>KOOR Staff attended the DOCKDA sponsored, RDSP facilitated training course on project planning management and evaluation and financial management.</u></p> <p>During this course the staff:</p> <ol style="list-style-type: none"> 1. Learnt the definition of a project. 2. Looked at and discussed with the other course participants why some projects fail and others are successful. 3. Learnt that planning, management and evaluation are essential to the success of a project. 4. Learnt what the project cycle is. 5. Learnt what the project planning guidelines are. 6. Learnt what aims, goals and objectives are. 7. Practised developing simple aims, goals and strategies in groups with other participants. Participants were asked to develop aims, goals and objectives for different organisations presented in case studies. <p>Francois De Klerk and Hendrik Matroos did not attend this session</p>

APPENDIX 7
PLANNING TOOLS AND TERMINOLOGY USED IN THE PLANNING TRAINING
PROCESSES

NAMKO

January, March and June 1994:



February 1995:

Used the term "strategies" instead of "goals".

February 1996:

Worked out plans for the year using a year planner and basing these plans on the existing 3 year plan.

May 1996 and March – May 1997:

Followed a strategic planning process:

1. Understanding the organisation's present structure and situation.
2. Evaluation of the past.
3. Evaluation of the present using the SWOT method (evaluating the organisations Strengths, Weaknesses, Opportunities and Threats).
4. Development of vision and identification of key factors.
5. Development of strategies.
6. Development of objectives.
7. Drawing up an action plan and budget.

November 1996:

Evaluation and planning combined using the following table. Each project or activity was evaluated using the table and the plans for the following year were then developed.

Positive	Negative	Plans for the year	Who (is responsible for implementing these plans)	When (these plans will be implemented)

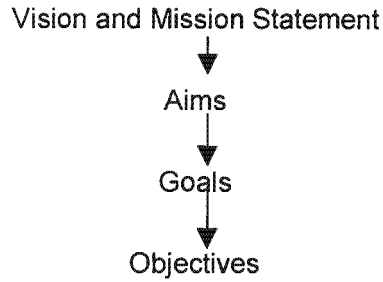
November 1997:

Project Planning Guidelines:

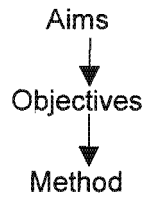
- | | |
|---|---|
| <ol style="list-style-type: none"> 1. Get an idea for a project. 2. Do a needs assessment to check whether this project is wanted and needed by the community 3. Decide on the aim of the project. 4. Identify the project's target group. 5. Decide which area the project will serve. 6. Do a community profile of this area. 7. Develop 3 year plans using goals. 8. Develop plans for the first year using objectives. 9. Develop a six month action plan. | <ol style="list-style-type: none"> 1. Do a needs assessment. 2. Get an idea for a project from the results of the needs assessment. |
|---|---|

KOOR

August 1995:



October 1995:



June 1996:

Project Planning Guidelines:

1. Get an idea for a project.
 2. Do a needs assessment to check whether this project is wanted and needed by the community.
 3. Decide on the aim of the project.
 4. Identify the project's target group.
 5. Decide which area the project will serve.
 6. Do a community profile of this area.
 7. Develop 3 year plans using goals.
 8. Develop plans for the first year using objectives.
 9. Develop a six month action plan.
1. Do a needs assessment.
 2. Get an idea for a project from the results of the needs assessment.

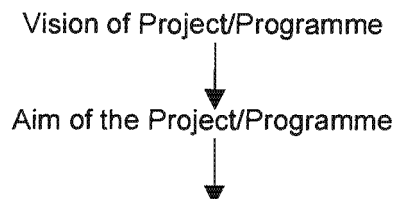
November 1996:

Used the following planning table. The term "objectives" was not used, but this planning table is about developing objectives.

PLANS	TIME

January 1997:

Took each project or programme and worked through the following process:



STRATEGY	OBJECTIVE	INDICATOR

April and June 1997:

Logical Framework:

PROJECT PLANS	OBJECTIVELY VERIFIABLE INDICATORS	SOURCES OF VERIFICATION	ASSUMPTIONS
PROJECT PURPOSE (vision)			
OVERALL OBJECTIVE (aim)			
OUTPUTS (results)			
ACTIVITIES	MEANS (resources)	COSTS (budget)	
			PRECONDITIONS

November 1997:

Project Planning Guidelines:

1. Get an idea for a project.
 2. Do a needs assessment to check whether this project is wanted and needed by the community.
 3. Decide on the aim of the project.
 4. Identify the project's target group.
 5. Decide which area the project will serve.
 6. Do a community profile of this area.
 7. Develop 3 year plans using goals.
 8. Develop plans for the first year using objectives.
 9. Develop a six month action plan.
1. Do a needs assessment.
 2. Get an idea for a project from the results of the needs assessment.

APPENDIX 8

BUDGETING TRAINING PROCESSES

NAMKO's Budgeting Training Process

1993
OCTOBER
<p><u>Meeting with NAMKO's Management Committee on Budget, Bank Account and Bookkeeper.</u></p> <p>In this meeting:</p> <ol style="list-style-type: none"> RDSP explained the current funds available to NAMKO for 1994 and NAMKO's budget for 1994 based on these available funds. (Note: the committee did not discuss the funding available or the budget, nor did they approve it, they just needed to understand it.) Facilitator explained the way the transport, salary and staff consultation and training costs had been worked out. <p align="center">James Jonas did not attend this session</p>

1994	
MARCH	NOVEMBER
<p><u>Consultation Session with NAMKO's Staff.</u></p> <p>In this session the staff: Went through NAMKO's budget for 1994 and made the necessary adjustments to the budget, such as putting in the correct figure for the rent.</p> <p align="center">James Jonas and Frances Oppel did not attend this session</p>	<p><u>Consultation Session with NAMKO's Staff.</u></p> <p>In this session the staff: Went through NAMKO's budget for 1995 in preparation for the management committee meeting in the evening. The staff worked out what money NAMKO has available to replace the existing bakkie and to repair the new offices.</p> <p align="center">James Jonas and Frances Oppel did not attend this session</p> <p><u>Meeting with NAMKO's Management Committee.</u></p> <p>In this session the committee:</p> <ol style="list-style-type: none"> Went through NAMKO's budget for 1995 and listened to the staff's recommendations regarding replacing the bakkie and repairing the new offices. Discussed and decided on replacing the bakkie and repairing the new offices.

1995		
FEBRUARY	MAY	SEPTEMBER
<p><u>Evaluation Session with NAMKO's Staff.</u></p> <p>In this session the staff: Reviewed NAMKO's budget for 1995 and made any necessary adjustments to the budget.</p> <p align="center">Frances Oppel did not attend this session</p>	<p><u>Consultation Session with NAMKO's Staff.</u></p> <p>In this session the staff: Worked out the budget they will attach to the funding proposal they are submitting to DOCKDA (a local funder).</p> <p align="center">Frances Oppel did not attend this session</p>	<p><u>Consultation Session with NAMKO's Staff.</u></p> <p>In this session the staff: Reviewed NAMKO's budget for 1995 and 1996.</p> <p align="center">Frances Oppel did not attend this session</p>

1996		
JUNE	JULY	NOVEMBER
<p><u>Consultation Session with NAMKO's Staff.</u></p> <p>In this session the staff: NAMKO staff were assigned budgeting tasks. Each person had to work out the part of the budget for their work, i.e. the Youth Workers had to work out the Youth programme's budget and the Development Workers and to work out the Community programme's budget.</p>	<p><u>Consultation Session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Put together the budgets they had worked on for 1996 and 1997. 2. Worked through this budget for 1996 and 1997. 3. Finalised the budget for 1996. 4. Assigned Quinta Jonas the task of working further on the 1997 budget. 	<p><u>Consultation Session with NAMKO's Staff.</u></p> <p>In this session the staff:</p> <ol style="list-style-type: none"> 1. Reviewed the 1997 budget Quinta Jonas had worked on and presented. 2. Worked through and finalised the budget for 1997.

1997		
JANUARY	JUNE	JULY
<p><u>Meeting with NAMKO's Management Committee:</u></p> <p>In this meeting:</p> <ol style="list-style-type: none"> 1. The staff presented the 1997 budget they had prepared. 2. The committee discussed and approved this 1997 budget 	<p><u>Financial Management Workshop with NAMKO's Management Committee:</u></p> <p>In this workshop the committee:</p> <ol style="list-style-type: none"> 1. Learnt that a budget is a basic bookkeeping tool 2. Learnt why organisations need budgets and what they are used for. 3. Learnt what budgets help organisations to do. 4. Worked through an example of a budget. 	<p><u>Follow-up Financial Management Workshop with NAMKO's Management Committee:</u></p> <p>In this workshop the committee: Went over everything they had learnt about a budget last month. They recapped on:</p> <ul style="list-style-type: none"> - A budget is a basic bookkeeping tool - Why organisations need budgets and what they are used for. - What budgets help organisations to do. - Worked through an example of a budget.

KOOR's Budgeting Training Process

1996			
MARCH	JUNE	JULY	NOVEMBER
<p><u>Budgeting Workshop with KOOR's Steering Committee.</u></p> <p>In this workshop the committee:</p> <ol style="list-style-type: none"> 1. Learnt what a budget is and why budgets are necessary. 2. Learnt the steps involved in drawing up a budget. 3. Learnt the difference between an organisational budget and budgets drawn up for funders. 4. Went through KOOR's budget for the next six months, i.e. from June – December 1996. 5. Discussed and approved KOOR's budget for the next six months. 	<p><u>Meeting with KOOR's Management Committee:</u></p> <p>In this meeting:</p> <ol style="list-style-type: none"> 1. RDSP put up a copy of KOOR's existing budget. 2. RDSP put up a blank budget template with the same cost categories as KOOR's existing budget. 3. RDSP put up the monthly amount KOOR has available. (This had changed since March, as additional funding had been received by KOOR.) 4. The committee worked through each category in the budget and finalised the amount of money KOOR would budget for each category out of the monthly amount available. 	<p><u>Financial Procedures Workshop with KOOR's Management Committee:</u></p> <p>In this workshop the committee:</p> <p>Worked through KOOR's budget for 1996 and 1997, and finalised these budgets.</p>	<p><u>Meeting with KOOR's Management Committee:</u></p> <p>In this meeting the committee:</p> <ol style="list-style-type: none"> 1. Finalised KOOR's long-term funding proposal. 2. Finalised KOOR's long-term budget that would be attached to this long-term funding proposal. <ul style="list-style-type: none"> - RDSP put up a template of KOOR's current budget. - The committee discussed and agreed on additional categories that needed to be added to this budget template. - Worked through the budget, filling in the template. - Finalised the budget for: <ul style="list-style-type: none"> Nov '96 – June '97 July '97 – Dec '97 Jan '98 – June '98

1997	
MARCH	APRIL
<p><u>Consultation session with KOOR's Staff.</u></p> <p>In this session the staff:</p> <p>Discussed and finalised KOOR's interim budget, i.e. April 1997 – December 1997.</p> <p style="text-align: center;">Francois De Klerk and Hendrik Matroos did not attend this session.</p>	<p><u>Meeting with KOOR's Management Committee to discuss funding and budgets.</u></p> <p>In this meeting the committee:</p> <ul style="list-style-type: none"> - Worked through and finalised KOOR's budget for 1998. - Finalised KOOR's budget for April 1997 – December 1997.

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