EFFECTIVE COMMUNITY DEVELOPMENT, WITH A PARTICULAR FOCUS ON EARLY CHILDHOOD DEVELOPMENT: A SOUTH AFRICAN CASE STUDY

EMMA KEENAN

KNNEMM001

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Declaration:

This work has not been previously submitted in whole, or in part, for the award of any degree. It is my own work. Each significant contribution to, and quotation in, this dissertation from the work, or works, or other people has been attributed, and has been cited and referenced.

Signed: Signed by candidate

Date: 05/09/2005

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ABSTRACT

Poor communities in South Africa are faced with a wide range of social difficulties. High levels of poverty and unemployment, low levels of education, and racial and gender discrimination are endemic in South Africa's township communities. It is in this context that community development NGOs introduce their programmes. While the theory and intention behind development programmes is often good, difficulties frequently arise in the implementation of such interventions.

This paper is a case study of an NGO that promotes community development through programmes of Early Childhood Development. Through in-depth study of this NGO, three key areas have been identified in which difficulties can arise, affecting successful programme implementation. Difficulties are not confined to the communities being served, but can affect the organisation at all levels.

This study suggests that with appropriate review and structural changes, an adoption of a participatory approach, and partnerships with complementary organisations, the development interventions of NGOs can have increased impact in South Africa's poor communities. NGOs can act in a responsive and emancipatory manner which engages participants, and equips and empowers them to become owners of their own development processes.

ABBREVIATIONS

ADEA	*Association for the Development of Education in Africa*
ANC	*African National Congress*
BvLF	*Bernard Van Leer Foundation*
CBO	*Community-Based Organisation*
CCB	*Committee Capacity Building*
CDF	*Community Development Foundation*
CEO	*Chief Executive Officer*
ECD	*Early Childhood Development*
FCW	*Foundation for Community Work*
FIF	*Family in Focus*
NGO	*Non-Governmental Organisation*
NPO	*Non-Profit Organisation*
SCAT	*Social Change Assistance Trust*
WESWOK	*Welfare Organisation for Coloured People*

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1. INTRODUCTION

1.1 BACKGROUND

Early Childhood Development (ECD) is the promotion of the social, physical, emotional and educational development of the child.[1] ECD programmes support children in the most formative years of their development. Formal ECD programmes are common, and include the provision of pre-schools, day care centres and crèches, often provided by government. In poor communities, ECD becomes the first step towards breaking the poverty cycle, as it increases the likelihood of the child completing school.[2] However, formal ECD services are often inaccessible to poor families, due to financial constraints. The past two decades have seen an increase in informal ECD programmes, which promote ECD as part of wider processes of family and community development.

The Western Cape Foundation for Community Work (FCW) is a locally based South African community organisation. It has a rich history and wealth of experience in working among impoverished communities. FCW's primary development objective is ECD. In response to the needs of poor communities in South Africa, FCW has developed an informal programme of ECD provision. The Family in Focus (FIF) programme is an affordable and accessible alternative source of ECD provision for families from poor communities. It encourages parents to become active educators of their children, and seeks to increase levels of community involvement in the programme. FCW has made FIF their sole development programme, and considers it to be a vehicle by which communities can move towards a more holistic form of community development.

The FIF programme is established in nine communities in the Western Cape. Each community has its own Project Coordinator, Home Visitors and project management committee. It is hoped that the projects will eventually be registered as NPOs (Non-Profit Organisations), and that they will operate independently of FCW. However, at the time the research was carried out, the projects remained firmly dependent on the support of FCW.

1.2 RESEARCH PROBLEM

The initial research was carried out at the request of the FCW Director, who identified low levels of volunteer commitment as the primary cause of the slow progress towards project autonomy. However, soon into the research process, it became apparent that the issue of volunteerism was just one facet of weakness in the FIF developmental model. In order to

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[1] R. G. Myers, *The Twelve Who Survive: Strengthening Programmes of Early Childhood Development in the Third World* (London: Routledge, 1992), 4

[2] W.S. Barnett, ""Long-term effects on cognitive development and school success", in W.S. Barnett and S.S. Boocock, eds., *Early Care and Education for Children in Poverty* (Albany: State University of New York Press, 1998), 3

assess this issue fully, it was necessary to delve beyond this surface issue, and analyse the organisation on a much deeper level.

There are two key areas which have been considered in this research paper. Firstly, the concept of ECD has been thoroughly examined through the literature, in order to gain a fuller understanding of FCW's development objectives. Conclusions are drawn as to the effectiveness of the informal ECD services being provided through the FIF programme.

Secondly, it was necessary to examine the processes of organisational development, both with FCW as an organization, and within its FIF projects. This has allowed the researcher to move beyond what are merely surface issues, and to gain an understanding of the deeper organisational issues and culture which impact upon its development activities.

FCW (the organisation) and FIF (the development model) have been examined within the context of these two areas. In doing so, it has been possible to recognise key weaknesses within both the organisation and its developmental model, and to make recommendations by which these weaknesses can be overcome in future development efforts.

1.3 SIGNIFICANCE OF THE STUDY

This study has been confined to one particular organisation, which focuses on ECD as a vehicle towards holistic community development. While the observations made are case specific, there is much to be learnt from this study which can be applied to community development organisations in South Africa. Many of the organisational problems facing FCW are reflective of the wider NGO sector, and this is clearly seen through the literature examined. In terms of the application of the FIF developmental model, the problems identified are not only the fault of organisational flaws, but in many cases reflect the difficulties surrounding impoverished communities. High levels of poverty and unemployment, low levels of education, and racial and gender discrimination are endemic among South Africa's township communities. To actively encourage communities to be involved in their own development processes, and to equip and empower them appropriately, becomes difficult in such a context. The difficulties encountered in the application of the FIF model within these communities are likely to apply to any number of community development endeavours, and are not limited to programmes of ECD provision. Therefore, the lessons learnt through this study are relevant to all South African community development organisations.

1.4 STRUCTURE OF THE STUDY

The structure of this study is based on the order in which observations were made during the research process. The original purpose of the research was to analyse the difficulties surrounding volunteerism within the FIF projects. However, as the research progressed, deeper organisational flaws were recognised; the purpose of the study changed to reflect these observations. For this reason, much of the literature examined was sought as observations were made; what was observed in the field impacted upon the theory. It is for this reason that the methodology has been explained before the examination of the literature.

The analysis begins with a history of FCW, chronicling its growth as an organisation, its expansion into ECD, and the origins of the FIF programme. Following this is a detailed chapter on the organisational structures of FCW. This focuses firstly on the management structures within FCW, specifically the management board, the role of the Director, and the FIF programme unit. Secondly, it looks at the structures of the FIF projects themselves, focusing on the Project Coordinator and the project management committees. Through an examination of the various roles with both FCW and its FIF projects, a number of organisational development problems become apparent.

This leads on to consideration of the aspects of the FIF programme itself; the role of community participation, and an examination of the developmental model, including its strengths and flaws. This invariably reaches debate around the capacity of poor communities to engage in their own development, and the role that NGOs can play in either helping or hindering this process.

Finally, recommendations are made for the improvement of the FIF model, in order for it to effectively fulfil its intended role as a vehicle towards holistic, community-owned development in South Africa's poor communities. While these recommendations are specific to the organisation, it is the belief of the author that there is much that can be gleaned from this process which is applicable to the South African NGO sector as a whole, particularly within the context of poor and disadvantaged communities.

2. METHODOLOGY

As a partial requirement for a Masters course, the researcher was required to undertake an internship of 120 hours with the Foundation for Community Work. This was carried out from March – October 2004. A contractual relationship was established with the Director of FCW, with an understanding that the researcher would seek to identify an area within FCW's programmatic activity which require development; a project would be designed to meet this identified need, and a funding proposal drafted. In return, the FCW Director agreed to allow access for research to be carried out, for the purposes of the Masters dissertation.

2.1 RESEARCH PROBLEM

The initial purpose behind the research was at request of the Director, and focused on two areas which he perceived as problems for the FIF programme. The first was the issue of volunteerism; projects face difficulties and inconsistency due to a lack of permanent commitment from volunteer committee members, who benefit from the training they are given, but rarely remain in the project long enough for FIF to receive back the benefits of its training efforts. Secondly, and directly linked to this, was a perceived problem of a lack of autonomy within projects. Projects, despite having been with FCW for a long time, are not yet ready to be independent; FCW felt that this held them back as an organization from moving on to new projects, and from being considered sustainable. Reasons given for this lack of autonomy centred around the problems that come from relying on volunteers. In addition, it was felt that these two issues affected the financial sustainability of both FIF projects, and FCW as an organization. If these two issues could be addressed, the developmental model used by FIF could prove sustainable, and the organisation's position within both the informal ECD sector and the community development field would be strengthened.

In seeking to identify a problem area or gap within FIF's development work, for the purposes of the internship study, it became clear that the problems perceived by the FCW Director with the FIF projects actually go much deeper than what is initially apparent.[3] There are a number of difficulties with both the organizational structures and the developmental model being used, which must be addressed if the organization is to recover from its current crisis of instability, both financially and structurally. In designing a project and drafting a funding proposal, the researcher identified key problem areas with the structure and design of the FIF project committees. These areas indicated wider flaws within the practical application of the FIF developmental model, raising doubts about the transferability and suitability of such a model in impoverished communities. These issues are examined throughout this paper.

[3] Further detail on the project design and funding proposal prepared for purposes of the internship study can be found in Chapter 6. See Appendix B for a copy of the funding proposal presented to FCW.

The FIF programme remains directly tied to FCW as an organization; in fact, it is currently FCW's only programmatic activity. It is directly impacted by changes and decisions made at the organizational level. FCW has recently undergone major modifications in terms of its management structures; these have had a direct impact on the FIF Unit staff within the organization, and in turn, influence current issues being faced within the project communities. It is necessary to consider the organisation in all its facets, to create a fuller understanding of the difficulties currently faced, and the steps that must be taken to address these. Therefore, this study goes beyond what was requested by the FCW Director, to provide a more detailed and in-depth analysis of organisational and programme development. It analyses the developmental model in its entirety, considering its historical development, and the theoretical thought behind it. It is not sufficient to merely consider the areas which are most apparent as problems; both organisation and developmental model must be considered holistically, if valid conclusions are to be drawn from the study.

2.2 RESEARCH DESIGN

The research was undertaken within a qualitative framework, and has both descriptive and explanatory aspects to it. It is descriptive in its analysis of organizational structures, dynamics and programmes. It is explanatory in providing a summative evaluation of the outcomes of the organisation's developmental interventions, assessing their impact upon constituents.

The research is a case study of an individual NGO. It is a longitudinal study carried out over a period of nine months. The observations made are case specific; however, lessons can be learned and applied to organisations undertaking community work in the field of early childhood development.[4]

2.3 CONSTRAINTS WITH RESEARCH

There were a number of significant difficulties in carrying out research; however, the reasons behind these difficulties were often related to organisational difficulties or changes, and therefore had a research value of their own. There were continual difficulties in observing committee meetings; these were regularly postponed or cancelled by committee members. Usually very little notice was given for cancellation, and most often it was due either to conflict within the committee, or people failing to turn up for pre-arranged meetings. On two occasions, the researcher travelled to a project site with the Monitoring and Support Worker, only to find that no-one came for the meeting; this wasted a lot of time, as well as FCW's

[4] W. L. Neuman, *Social Research Methods: Qualitative and Quantitative Approaches.* 3rd Ed. (London: Allyn and Bacon, 1997), 31, 331

resources. As will be discussed later in the paper, these are regular problems, and are reflective of deeper faults with the design and origins of project management committees.

Numerous efforts were made to set up an interview with the Monitoring and Support Worker, a man with significant insight into development processes. However, on persistent occasions, the interview was cancelled as he was either dealing with an excessive workload, or was called out to a project which was experiencing a crisis with its committee. Again, this is indicative of the deeper underlying problems with the projects.

Perhaps the most significant difficulty encountered was when the management board of FCW made the unexpected decision not to renew the Director's contract, and to continue the organisation without a Director. This placed significant pressure on other members of staff, who were called upon to take on roles that formerly lay with the Director. This impacted greatly on the researcher's role within the organisation. The contractual relationship between researcher and organisation had been carried out with the Director; most communication went through him, and he was the key to access within the organisation. While remaining staff members were willing for the researcher to continue observing, they did not maintain the same enthusiasm as the Director, either for the internship study, or for the research being carried out. It became more difficult to arrange project visits and interviews. All staff members were under extreme pressure with their newly increased workloads, and this left little time for conversation with a researcher. The personal stress and tension within the organisation was evident; people no longer stopped for lunch, or chatted over coffee breaks, which affected the level and quality of informal observations and discussions. However, this was a very telling time in terms of the organisational structures and development, and in terms of the research, it was a useful time to be involved with the organisation. In addition, interviews were carried out approximately two months after the termination of the Director's contract, which had given sufficient time for staff to formulate strong opinions about what had happened, and to speculate on the future of the organisation.

2.4 DATA COLLECTION

Access to the research setting was obtained through initial meetings with the organisation's Director in March 2004. Research was carried out in the following ways:

2.4.1 Observation:

An agreement was made that the researcher was free to observe meetings among FIF Unit staff, project staff and volunteers. In addition, the researcher was permitted to observe training sessions that took place, and to observe the planning meetings that took place with service providers prior to the training. In total, 120 hours was spent in direct observation over

a period of seven months, primarily in meetings and workshops, but also in informal environments. Observation of committee meetings and Project Coordinator meetings allowed for a greater understanding of the interpersonal conflicts that are rift in many projects. It also allowed for a clearer perspective on the issues of power and control that many projects face, and the difficulties in dealing with these.

2.4.2 ***Interviews:***

Four in-depth interviews with FCW staff (current and former), lasting approximately two hours each, provide much of the basis for the following analysis, and interviewees are represented in their own words throughout the paper. The following people were interviewed:[5]

- FCW Former Director (1976 – 2003)
- FCW Former Director (2003-2004)
- FIF Unit Manager (1997 – ongoing)
- FIF Community Developer (2000 – 2003)

2.4.3 ***Focus Groups and Workshops:***

In addition to interviews and project meetings, the researcher was involved in a number of focus groups and workshops, which provided opportunity to interact directly with project participants, both staff and volunteers. The following workshops have provided rich insight:

- Needs Assessment workshop
- Autonomy workshop
- HIV/Aids workshop
- Dealing with Child Abuse workshop
- Future of FCW / FIF workshop

During these workshops, the researcher was given the opportunity to facilitate numerous small discussion groups, which varied in composition between staff, volunteers and parents, and provided a range of opinions and experiences.

2.4.4 ***Project Visits:***

The researcher was able to visit a number of FIF projects. For the most part, this involved observing committee meetings in the following communities: Rocklands in Mitchells Plain, Bokmakierie in Athlone, Freedom Park, the informal settlement near Mitchells Plain, and Greenpoint in Khayelitsha. In addition to this, the researcher was able to accompany the Community Developer when she went to assess some of the Home Visitors; this involved visiting several home visits in Bokmakierie and Greenpoint, and provided the opportunity to observe the heart of FIF – its work with children and parents.

[5] Names have been changed to protect identities

2.4.5 Informal Research:

Due to the internship nature of the research, much time was spent working around the FCW centre, primarily doing administrative work, including the design and writing of new literature, and the writing and editing of the annual report. This provided an opportunity to get to know staff in their work environment, and to temporarily lose the title of researcher. It was often through informal conversations over coffee and lunch that much information was gleaned. As relationships were formed, it was interesting to note that the researcher was regularly approached for her opinions on a variety of issues which she would not perhaps have been privy to, had she remained in the role of researcher, and not been involved in the administrative work. Examples of this include the researcher's input to the reports for the annual general meeting, involvement in FIF Unit staff discussions on how best to lead the projects towards autonomy, as well as advising on how best FIF could improve its marketing. Travelling by car to visit projects provided further opportunity for discussion, most particularly, with the Monitoring and Support Worker, with whom it was not possible to secure an interview.

2.5 SECONDARY DATA

Access was given to FCW's documents, funding proposals and computer files, which provided rich information on the history and development of the organisation. However, the majority of this information remains unpublished. Attempts have been made in the past to write up the history of FCW, and this information was useful in providing the background and historical development of the organisation. However, it also remains unpublished.

A literature review was carried out at the very onset of the research process. Initially, literature was sought in keeping with the perceived problems that had been outlined by the FCW Director – the issues of volunteerism and autonomy. However, as increasing time was spent with FCW, and a wider range of issues were observed, it was necessary to broaden the literature search. Most significantly, this involved extensive reading on three areas:

- Early Childhood Development
- Organisational Development
- Community Participation

This has been reflected in the following theoretical framework, which considers these three areas in detail. The research and observation informed and impacted upon the theory. However, it is interesting to note that after going into significant detail on these areas, both through the literature and through observation, the issues of volunteerism and autonomy once again arose. They are central issues within FCW, and with the South African NGO

sector as a whole, and remain directly tied to the wider issues of organizational development and community participation.

Much information on the history of FCW has been gathered from interviews and from unofficial documents which FCW have never published. FCW has a wealth of experience in its field, and it is unfortunate that as an organization, they have not published their experiences, or made efforts to be involved in development discourse with other ECD-related NGOs and donors.

3. THEORETICAL FRAMEWORK

3.1 EARLY CHILDHOOD DEVELOPMENT

3.1.1 What is ECD?

ECD can be defined as "a process of change in which a child learns to handle ever more difficult levels of moving, thinking, speaking, feeling and relating to others".[6] This definition has been accepted internationally, and is approved by both the Bernard van Leer Foundation (FCW's major international donor) and the Association for the Development of Education in Africa (ADEA).[7] This combination of the physical, cognitive, emotional and social elements of a child's development is what has become known as the holistic development of the child.

Research has shown that the child's early years are critical for brain growth and development, and for developing the child's social and emotional capacities:

> "evidence is there, from the fields of physiology, sociology, psychology and education, showing that the first years are crucial for the formation of intelligence, personality and social behaviour".[8]

In addition, while the majority of children begin primary school around the age of six, it is important to maintain continuity which will extend into the first two or three years of primary school. Early childhood is defined internationally as the time of the child's life from conception until the age of eight years.[9]

Recognition of the importance of holistic child development has challenged NGOs and governments to move beyond basic provision to ensure child survival in poor countries, to policies which encourage and enhance the development of the child in its most formative years:

> "*increased attention to a child's creative and coping potential and to social and emotional well-being can help to increase the survival rate, even as it enhances the quality of life.* This is so because a child's development, growth, and the struggle to survive are simultaneous, inseparable, and

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[6] R. G. Myers, *The Twelve Who Survive: Strengthening Programmes of Early Childhood Development in the Third World* (London: Routledge, 1992), 4
[7] K. Torkington, *WGECD Policy Project: A Synthesis Report* (ADEA Publications, 2001). [Online] Available: http://www.adeanet.org/publications/en_pubs_wgecd.html [2005, June 22]
[8] J. Evans, "Beginning on the seventh floor." *ADEA Newsletter* Vol.14, No.2, (2002): 2. [Online] Available: http://www.adeanet.org/newsletter/en_newsletter.html [2005, June 22]
[9] Torkington, 7

mutually reinforcing processes. We must, therefore, support combined programmes of child survival *and* child development".[10]

3.1.2 ***The Importance of ECD to Development:***

The theory and practice of ECD has gained increasing international recognition in recent years, as an essential building block in the process of both community and national development. Research demonstrates that an investment in the early years of the child will have a positive impact on the child's education, benefiting communities and societies:

> "Early childhood programmes have been shown to enhance school readiness, increase the efficacy of investments in primary schools and human capital formation, foster beneficial social behaviour and thereby lessen social welfare costs, and promote community development".[11]

Young, in a World Bank publication, provides a useful explanation of the benefits of early childhood development, in relation to development on a wider scale. She highlights six key ways in which ECD benefits society:[12]

- ECD can help to prevent malnutrition in children, as well as stunted cognitive development and a lack of preparation for school. This early start in a child's education life is highly valuable:

  "Children whose earliest years are blighted by hunger and disease or whose minds are not stimulated by appropriate interaction with adults and their environment pay for these early deficits throughout their lives".[13]

- By receiving appropriate preparation through early childhood programmes, a child's school performance is likely to be improved, at both primary and secondary levels.

  "International comparisons suggest that a well-established system of early care and education can improve children's school success and that effective early-education initiatives are feasible even in nations with relatively low per-capita incomes".[14]

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[10] Myers, xix
[11] A. M. Choksi, "Forward", in Mary E. Young, *Early Childhood Development: Investing in the Future* (Washington D.C.: World Bank, 1996), v-vii.
[12] M. E. Young, *Early Childhood Development: Investing in the Future* (Washington D.C.: World Bank, 1996), 6-7. [Online] Available: http://www-wds.worldbank.org/servlet/WDSContentServer/WDSP/IB/1996/01/01/000009265_3961219104956/Rendered/PDF/multi_page.pdf [2005, June 22]
[13] Choksi, v.
[14] W.S. Barnett, ""Long-term effects on cognitive development and school success", in W.S. Barnett and S. S. Boocock, eds., *Early Care and Education for Children in Poverty: Promises, Programs and Long-Term Results* (Albany: State University of New York Press, 1998), 3.

- The impact of a positive start in the child's educational life bodes well for children's prospects in later life, for higher productivity in the labour market, and the increased potential for greater income levels.

- This positive beginning in life, and improved opportunities for higher earning capacity, can reduce the probability that children will become burdens on public health and social services budgets later in life.

- ECD development programmes not only benefit children, but can have a profound impact upon parents, particularly mothers. In deprived communities, such as those FCW works with, formal ECD is often inaccessible due to expense; many children in these communities will become involved in informal ECD programmes. These tend, by their nature, to involve parents. This encourages participation, and can empower mothers through teaching of parenting skills:

  "Parents, especially those who are young and inexperienced, are too often unaware of the fundamental needs of a young child and of the many simple ways available to meet them. Many get their first lessons in constructive child care through early child development programmes".[15]

- Through parental involvement, ECD can contribute towards increasing community participation in overall community development efforts. ECD is a unique aspect of community development; while the focus is on children, programmes are often effective in involving members from all sections of the community – it has a universal appeal and impact. However, it is important that ECD is maintained within the context of an overall process of community development, which addresses *all* community needs:

  "Integrated early child development programmes may be the single most effective intervention for helping poor children, families, communities, and nations break the intergenerational cycle of poverty. But to be successful and sustainable, such programmes must be an integrated part of countries' overall strategy for developing human capital".[16]

South Africa's township communities are faced with many difficulties. Typically, they are black or coloured communities which were forcibly removed under the apartheid regime, and placed far from cities and public services. There are frequently high levels of unemployment and poverty, and low levels of education: "only 43 of every 100 (black South African) children

[15] Young, 6-7
[16] Young, 12.

who start school actually reach matric. Forty percent of South Africa's children never obtain even basic literacy and numeracy".[17]

Given the social and economic context of poor communities in South Africa, ECD provisioning is very significant. Effective and accessible ECD programmes have potential to create a generation of young people from poor communities who remain in school until completion. ECD is the first link in the chain to break the cycle of low levels of education and high unemployment; it offers an opportunity for poor communities to break out of their circumstances, and to make the most of the opportunities for development which are available to them.

3.1.3 ECD provision in the 1960s and 1970s:

The Bernard van Leer Foundation (BvLF), FCW's major international donor, is a Dutch-based NGO which specializes in ECD provision. BvLF first began working in Eastern and Southern Africa as early as 1963. It gave financial support for isolated ECD projects, and did not regard partnerships between projects and organizations to be of great importance. There was a belief that governments could be the main players in ECD delivery at that time. Most of the ECD provision which BvLF was involved with was centre-based (i.e., day-care centres and crèches), and relied on local and national governments to provide crèche facilities. BvLF was not alone in its thinking; it was the trend among ECD-related NGOs at that time to seek to encourage governments to take responsibility for formal ECD provision.[18]

Both NGOs and communities considered formal ECD (such as pre-schools and crèches) to be the best available option in the 1960s. The desire was for increased capital and resources; there was little emphasis placed on parental and community involvement:

> "Project focus was on the provision of pre-school education ... parent and community participation were marginal; their inputs were only allowed in labour intensive and menial tasks such as building and cooking".[19]

African governments in the 1960s and 1970s placed little emphasis on ECD provision. Although conceding that ECD was important, few governments in Africa saw that the responsibility for ECD provision lay with them. In South Africa, the apartheid government took "the view that early childhood development is the responsibility of parents and families and not that of the State".[20]

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[17] P. Picken, cited in C. Scott, *Education-South Africa: Are Preschoolers Getting Their Due?* (Inter Press Service, Sept 17, 2004). [Online] Available: http://www.aegis.com/news/ips/2004/IP040917.html [2005, June 06]
[18] Evans, 4
[19] Evans, 4
[20] Department of Education, *Interim Policy for Early Childhood Development*, Section 2. [Online] Available: http://www.polity.org.za/html/govdocs/policy/child/childdev.htm [2005, June 22]

Until this time, ECD provision had fallen under the auspices of centre-based programmes. The term 'centre-based ECD' encompasses a range of formal ECD services, including crèches, day-care centres, nursery schools and pre-schools. Formal ECD provision tends to require significant financial support; this can come from government or private sector funding, NGO support, or through fees levied to the parents. In poor communities, formal ECD options often remain inaccessible to parents and children, who typically live in poverty and unemployment, and are unable to pay the required fees.

While the importance of ECD was being increasingly recognised throughout the 1960s and 1970s, families in poor communities could rarely afford to prioritise it. When unable to access basic resources, daily survival becomes the main concern for poor people; paying for early childhood services is not a priority. The NGO community recognised this dilemma, and took steps to create alternative options for ECD provision within poor communities:

> "Implementing policies in a context of scarce resources and competing priorities will require imaginative strategies that elicit strong involvement on the part of both parents and communities and that strengthen the capacities of all stakeholders at the local, regional and national levels".[21]

As a result, the 1970s saw an increased growth in 'home-based' ECD provision. Contrasting centre-based services, home-based programmes typically require parental and community involvement; expenses are minimal, making them affordable and accessible to poor families:

> "Centre-based programmes place major responsibility for a child's care and development with an institution outside the home and family. Home-based programmes assign the first responsibility for a child's care and development to the family, focus on individual care occurring in the home, and assume that the child's growth and development can be strengthened by providing some form of education and support to family members".[22]

The increase in home-based programmes in Africa was significant in opening the doors of ECD services to children from poor communities. While still relatively new in the 1970s, this kind of informal community and family work has come to typify much of the ECD programming throughout South Africa in the present day.[23] Home-based ECD provision shifts the responsibility for ECD from governments to communities. In South Africa in the 1970s

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[21] Evans, 2
[22] R. G. Myers, "Home-based Programmes for Early Childhood Care and Development" *Coordinators Notebook* No.4 (The Consultative Group on Early Childhood Care and Development, April 1987). [Online] Available: http://www.ecdgroup.com/download/cc104ahi.pdf [2005, June 11]
[23] Evans, 4

and 1980s, this was a crucial shift, which opened up new avenues for ECD provision within communities disadvantaged by racial discrimination.

3.1.4 ECD in Apartheid South Africa:

In 1940, there was a recognition of the distinction between the passive support provided by crèches, and the educational value of nursery schools. The Union Department of Social Welfare began providing a per capita subsidy for day-care centres (crèches), while provincial education departments took responsibility for financial support to nursery schools.

Racial distinctions in the quality of ECD provision became very apparent at this time, coinciding with the establishment of the apartheid regime:

> "While welfare subsidies were available for all groups, African nursery schools were not eligible ... This resulted in nursery centres with trained teachers becoming privileged middle-class institutions while African working class children were given custodial care ... the quality of services provided in White establishments became increasingly better than that provided to the other racial groups".[24]

The state did not take responsibility for the setting up and running of pre-schools and day-care centres. Instead, it provided financial support through various subsidies. The National Party came to power in 1948, and apartheid was made law. From this time until 1969, there was a decrease in the levels of state funding for ECD programmes; what funding was made available was directed to programmes for white children. This policy was enhanced in the 1970s through the National Education Policy Act, 1967, which empowered provincial education departments to be responsible for early childhood education. As a result, white pre-schools received subsidies, and white teachers were provided with training, and had their salaries paid.[25]

The racial disparity in ECD provision in South Africa was significant. As legislation limited the incomes of Africans, black children were effectively cut off from ECD provision. Teachers were offered only limited training from 1958 onwards, reducing the standards of pre-school education available to black children.

While this situation was far from desirable, it did have one significant positive effect:

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[24] T. Williams & M.L. Samuels, *The Nationwide Audit of ECD Provisioning in South Africa*. (Pretoria: Department of Education, 2001). [Online] Available: http://education.pwv.gov.za/contents/documents/50.pdf [2005, June 17]
[25] ibid.

> "Following such indications of the state's unwillingness to invest in the development of pre-school services, the bulk of the work was undertaken by community organisations and NGOs ... the NGO sector flourished in this area, undertaking extremely valuable work with respect to provision and the training of ECD educators that proliferated in the 1980s and '90s".[26]

Throughout the 1980s and early 1990s, state involvement in ECD provision remained "inadequate, segregated, fragmented, uncoordinated and lacking a comprehensive vision".[27] As a result, the 1980s saw a significant increase in levels of parental and community involvement in informal ECD provision, backed up by NGO support, in an effort to counteract the government's neglect of the majority of South Africa's children.

3.1.5 ***International Recognition of ECD:***

In 1989, The Convention of the Rights of the Child was ratified by 127 nations, including South Africa; it has since been ratified by a further 65 nations.[28] Through the Convention, countries committed to ensuring that the basic human rights of children are upheld. Further, the Convention "promotes the value of the family, the principles of joint and shared parental responsibilities and the defence of children's rights within a context of gender equality".[29]

This international focus on children was enhanced a year later, at the World Conference on Education for All in Jomtein, 1990. The importance of ECD was acknowledged on the international stage, as delegates from 155 countries agreed to broaden the scope of basic education, to include the valuable learning that takes place in a child's early years:

> "*Learning begins at birth.* This calls for early childhood care and initial education. These can be provided through arrangements involving families, communities, or institutional programmes, as appropriate".[30]

The centrality of ECD to development processes was reinforced at the United Nations' World Summit for Children, in 1990, when specific calls were made for an expansion of early childhood development activities.[31]

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[26] Williams & Samuels
[27] ibid.
[28] UNICEF, *Convention on the Rights of the Child.* [Online] Available: http://www.unicef.org/crc/crc.htm [2005, June 23]
[29] Department of Education, Section 5.
[30] World Declaration on Education for All, Jomtein, 1990, Article V. [Online] Available: http://www.unesco.org/education/efa/ed_for_all/background/jomtein_declaration.shtml [2005, June 22]
[31] World Summit for Children, 1990, called for "Expansion of early childhood development activities, including appropriate low-cast family- and community-based interventions" (*Goals for Children and Development in the 1990s,* Section E, Part (i)). [Online] Available: http://www.unicef.org/wsc/goals.htm#Basic [2005, June 22]

These three key international commitments provided the foundation for South Africa's interim policy for ECD, produced by the Department of Education, and finalised in 1995.[32]

A decade later, the World Education Forum, in Dakar, April 2000, emphasized education as a fundamental human right, and key to sustainable development. The urgency of the need to provide education for all was re-emphasized, and ECD was acknowledged as the first appropriate step in this direction:

> "We hereby collectively commit ourselves to the attainment of the following goals:
> (i) expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children".[33]

3.1.6 ***ECD in Post-Apartheid South Africa:***

South Africa experienced its transition to democracy at the same time as ECD was achieving international recognition. However, the apartheid government's shirking of its responsibility for ECD provisioning in previous decades meant that when the new, democratically elected government came to power in 1994, it inherited a legacy of neglect and inequality in ECD services. This is clearly demonstrated in the following statistics:

- in 1994, it was estimated that only 9-11% of all South African children have had access to ECD services, either public or private
- one in three white children receive ECD services, in comparison with one in eight Indian and coloured children, and only one in sixteen African children
- the number of children in urban areas receiving ECD provision is twice that in rural areas[34]

The combination of the international agreements on the rights of children and the importance of ECD in the early 1990s, and South Africa's transition to democratic government in 1994, led to an increased level of government involvement in the processes of ECD provision. The South African government "has recognised the critical importance of Early Childhood Development as a fundamental pillar of the foundation for lifelong learning".[35]

South Africa's democratic government has acknowledged international opinions regarding the significance of ECD to national and social development. ECD provision is seen as a vehicle for re-dressing the racial imbalances enforced under the apartheid regime, and for restoring greater levels of equality in terms of race, culture, and gender:

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[32] Department of Education, Section 5.
[33] World Education Forum, Dakar, April 2000. *Framework for Action.* Article 7. [Online] Available: http://www.unesco.org/education/efa/ed_for_all.dakfram.eng.shtml [2005, June 22]
[34] Department of Education, *Section 2*
[35] Department of Education, *preface.*

> "The care and development of young children must be the foundation of all social relations and the starting point of human resource development strategies from community to national levels".[36]

In January 2000, South Africa ratified the 'African Charter on the Rights and Welfare of the Child'. Developed by the Organisation of African Unity, the Charter gives a more adequate reflection of African cultural concerns and other relevant issues, which remain unique to the African continent, and could not be sufficiently covered by the Convention of the Rights of the Child.[37] South Africa is engaged in an ongoing process of dismantling the "inherited social, economic and ideological systems and vast material divisions premised on race, gender and social class".[38] The Charter maintains a focus on the social and economic context faced by impoverished communities in South Africa; this is essential if appropriate and relevant programmes of ECD provision are to be designed and implemented.

The South African education system now offers a 'reception' year, known as Grade R. A pre-school year, Grade R is designed for 5/6 year old children; it is offered in many primary schools in South Africa, and can also be completed at nursery school.[39] In 2001, a grant was made available from the South African national treasury to pay for children in Grade R. This funding came to an end in 2004, with provincial governments now expected to take on the responsibility of maintaining ECD projects established through treasury funds, with money from their own provincial budgets.[40]

However, while these steps appear commendable, in reality the government's investment in ECD provision is minimal when one considers its overall budget:

> "Access to early childhood programme has clearly demonstrated an improvement in school performance, yet the Department of Education spends less than one percent of its budget on early childhood education".[41]

The South African government highlights the value of ECD as a vehicle towards nation-building and equality among its citizens. However, this is not actively reflected in the government's financial spending. While encouraging steps are being taken, it is unfortunate that many of the pre-schools available to underprivileged children remain ill-equipped and poorly financed. In poor communities, the burden of ECD provision remains with parents,

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[36] White Paper on Education and Training, 15 March, 1995 cited in Department of Education, *Introduction.*
[37] T. Williams & M.L. Samuels, *The Nationwide Audit of ECD Provisioning in South Africa.* (Pretoria: Department of Education, 2001). [Online] Available: http://education.pwv.gov.za/contents/documents/50.pdf [2005, June 17]
[38] ibid
[39] P. Garson, *Education in South Africa.* [Online] Available: http://www.southafrica.info/ess_info/sa_glance/education/education.htm [2005, June 27]
[40] Scott, C, *Education-South Africa: Are Preschoolers Getting Their Due?* (Inter Press Service, Sept 17, 2004). [Online] Available: http://www.aegis.com/news/ips/2004/IP040917.html [2005, June 06]
[41] Picken, cited in Scott

community members, and the NGO sector, which has continued to step up to the task, as it did throughout the 1980s, with the growth of informal, home-based ECD services.

It is within this context that FCW carries out its work. Originally an organisation which provided centre-based ECD services, it made a significant shift in the 1970s and early 1980s to informal, home-based ECD provision. The progressive steps taken in those early days of the organisation have been challenged by ongoing organisational difficulties. FCW's ECD services must be examined within the context of its organisational development; therefore, the following section will consider the processes of organisational development, in order to accurately analysis FCW in its entirety.

3.2 ORGANISATIONAL DEVELOPMENT

3.2.1 South Africa's Changing NGO Climate:

NGOs in South Africa today face increasingly changing circumstances, which create challenges to both their relevance and their sustainability. The 1970s and 1980s were turbulent times for South Africa. Political unrest, racial discrimination, and the high levels of poverty and unemployment among black and coloured communities meant that most NGOs were committed to opposing the apartheid government. However, after 1994's transition to representative government, NGOs have found themselves in a new situation. With democratic government committed to alleviating the social problems that are rampant in South Africa, it is beneficial for NGOs to work alongside government to re-build and strengthen South African society.

> "The question of the value of CBOs and NGOs in the new South Africa is itself dependent on a second question, 'what role would they play?'. The ANC suggests that NGOs are faced 'with the challenge of transforming their activities from a largely oppositional mode into a more developmental one'".[42]

In addition, Hugow highlights a number of challenges which face NGOs in South Africa today.[43] South Africa's economic position is changing, as it emerges as the progressive leader on the African continent. As the country grows stronger economically, its social and economic environment is shifting. Requests for NGO services in poor communities have increased; poor communities are demanding greater levels of equality, opportunity and provision, in order to overcome the hardships created by the apartheid regime.

Hugow acknowledges that the demands of international donors have changed; donors increasingly require greater levels of accountability, efficiency and impact from the NGOs they support. This has become a general trend among international donors in the past decade:

> "Donors are beginning to choose partners with a new set of criteria: their level of self-sufficiency; their links and relationships with the local community; their level of enterprise and how well they understand and can harness local sources of help".[44]

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[42] S. Bollens, "Community Development in Democratic South Africa" *Community Development Journal* Vol.35, No.2, pp.167-180 (2000): 172

[43] S. Hugow, "Leading for Sustainability: Some Considerations" *OD Debate* Vol.9, No.2, pp.3-6 (2002). (Hugow is the Director of the Eastern Cape NGO Coalition)

[44] J. Bennett & S. Gibbs, *NGO Funding Strategies: An Introduction for Southern and Eastern NGOs* (Oxford: INTRAC Publications, 1996): ix

FCW is an organization which has experienced certain transformations throughout its history. These have at times been positively based on programme and project development. However, FCW has recently experienced significant changes resulting from both internal and external challenges. These changes have threatened FCW's sustainability. To be better equipped to deal with external challenges, it is advisable for FCW to go through a process of internal transformation. Another way to describe this process is as one of 'organisational development', and this term will be used throughout the remainder of this paper.

3.2.2 The Need for Organisational Development:

Organisational development is a process through which the capacity of an organisation, and the individuals within it, is strengthened and developed, in order for the organisation to engage effectively in development processes with its constituents.[45] It is a complex process taking place over a significant time period. It does not happen by itself, but requires careful consideration and planning by management structures. It is often necessary to engage experts in the organisational field, who can act as external facilitators in the process of organisational development.

However, finding the time required for organisational development processes may prove difficult for an NGO that is already struggling. Development practitioners and management are often under considerable pressure in running their programmes; it is rarely feasible to set aside time to engage in an in-depth consideration of organisational development. Within the NGO sector in South Africa, it is not uncommon for community-based NGOs to find themselves in the position where they are continuing to run their programmes, but are experiencing limited organisational growth and development.[46] This leaves the organisation ill-equipped to deal with the various internal and external struggles that arise.

FCW's analysis of their current situation focused primarily on issues of volunteerism and financial insecurity within its FIF projects. However, while these are concerns, they remain surface issues. The problems encountered by the projects are indicative of much greater organisational difficulties within FCW. FCW's issues around volunteerism and financial insecurity in its projects stem from both current and long-lasting organisational difficulties.[47]

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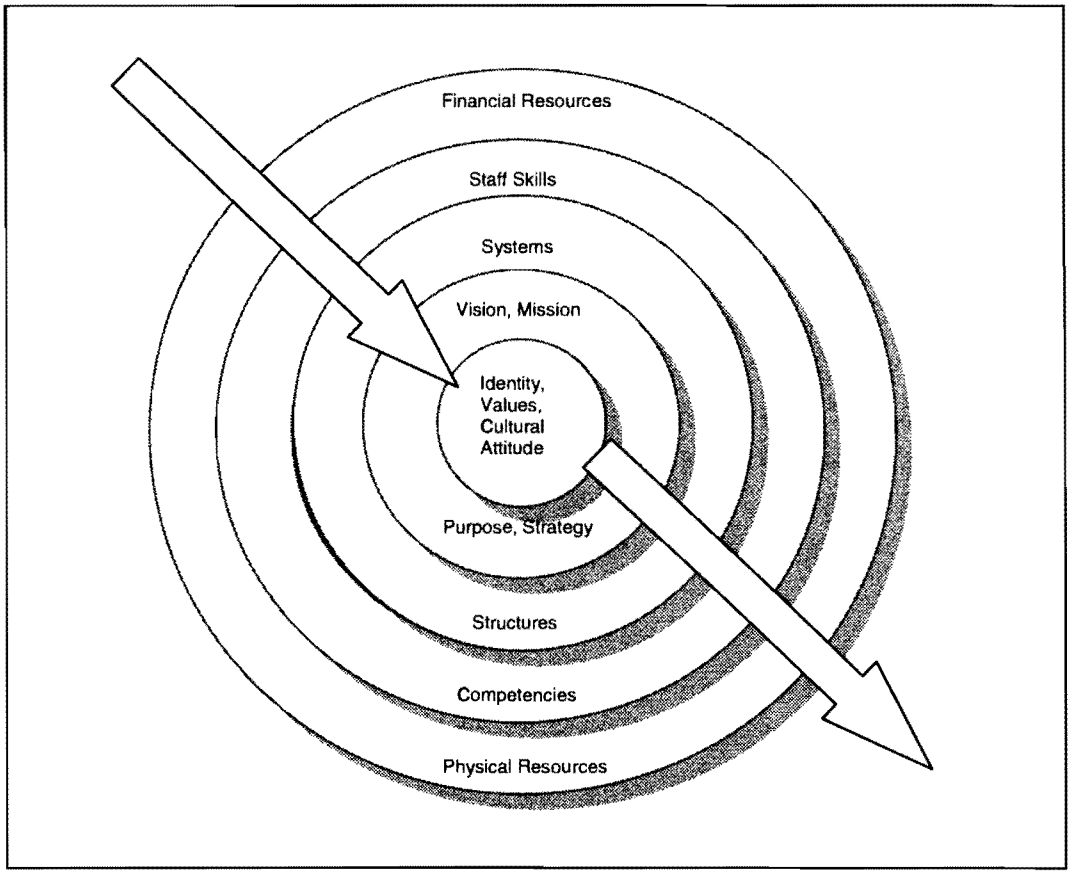
[45] Adapted from Olive: http://www.oliveodt.co.za/purpose.html. Olive is a non-profit development organization based in Durban, South Africa. It specializes in organisational development practices with client organizations, and the provision of developmental learning programmes.

[46] Bennett & Gibbs remark on the dangers of focusing on programmes, at the expense of organizational development:
"It has become apparent that concentrating on technical programmes while ignoring the importance of the organization that manages these programmes is shortsighted. Many NGO programmes fail to deliver not because of poorly conceived projects but because there was neither the leadership nor the staff skills nor the organizational systems to make things happen. Effective management of NGOs is now seen as one of the critical factors in the development process: (1996: 14-15).

[47] For further detail see Chapter 6

Bennett & Gibbs (1996) provide a practical model with which to begin a process of organisational analysis (see Fig.1). While this model provides a useful starting point to guide discussion and give direction, it is not wholly adequate. The model excludes the key area of partnerships; a process which many South African authors argue is crucial to effective NGO development, and one which FCW urgently needs to engage in.[48] In addition, few NGOs will have the capacity to address all of the issues simultaneously. These two concerns will be picked up on later in this paper. However, for now the model is a useful point to begin with, and its basis is endorsed by many South African development practitioners.

Figure 1: Model of Organisational Structure and Capacities[49]



[48] For a discussion on FCW and partnerships, see Chapter 6
[49] Adapted from Bennett & Gibbs, 15

3.2.3 *Organisational Culture, Identity & Values:*

Culture, identity and values provide the bedrock for any development organisation; they provide incentive for its work, and give direction about the organisation's future, and in making decisions.

> "By values we refer to their approach to development: how NGOs perceive their role ... It has been argued that the effectiveness of an NGO is closely linked to its values base; and that this provides its comparative advantage".[50]

Mwengo Policy Alert highlights four key areas required for organisational sustainability.[51] Included in these is the need for NGOs to promote values. The values promoted – those which are core to the organisation and provide the foundation on which its development activities are built – must be adopted by leadership, and must inform and influence every aspect of the NGO's work. This is an issue which affects the whole NGO sector in South Africa:

> "Values, commitment and determination ... To get local support means building confidence of various constituencies and stakeholders. For NGOs this means that they should craft a leadership role around the things that they are striving for (such as solidarity, honesty, transparency and equality) and defending certain fundamental principles (such as democracy and good governance). It should be the responsibility of all NGOs to put their weight behind promoting such values publicly".[52]

Similarly organisational culture is fundamental to an NGO, and cannot be overlooked:

> "As the mission, vision and strategy express the outer purpose of the organisation, its work in the world, the organisational culture expresses its inner life and character – the way in which it pursues its work in the world".[53]

Bennett & Gibbs place organisational culture, identity and values at the core of their model; this centrality is echoed among South African development practitioners and theorists.[54] However, culture and values can potentially be lost in the midst of programmes, projects and

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[50] S. Motala & D. Husy, "NGOs do it better: An efficiency analysis of NGOs in Development Delivery". *Development Update*, Vol.3, No.4 (2001) Available: http://www.interfund.org.za/pdffiles/vol3_four/ngos_better.pdf

[51] Mwengo Policy Alert is a Zimbabwe-based reflection centre for NGOs. It seeks to strengthen and mobilize African human resources in support of organizations fighting for social justice. For more information see: http://www.mwengo.org

[52] Mwengo Policy Alert, "The Time is Nigh...NGOs Need to Act Now". *OD Debate* Vol.7, No.5, pp.20-21 (2000): 21

[53] S. Soal, "Exploring Organisational Culture in South African NGOS". *OD Debate* Vol.7, No.1, pp.13-15 (2000): 13

[54] The following South African development practitioners endorse the importance of a clear organisational vision and identity: Soal (2000), Motala & Husy (2001), Hugow (2002), Conway (2002)

the search for funds.[55] As NGOs in South Africa today become more professionalized in their approach, and are more technically equipped, there is a danger that the culture and values they are built upon will have less influence on the organisation.[56]

The decreased emphasis on values, coupled with increasing professionalism among NGOs, is not only a South African phenomenon, but is an increasing international trend:

> "The claim that development NGOs are explicitly "values-based" organisations is something of an article of faith these days. There is less evidence that NGOs put these values into practice in their organisational structures and behaviour, or even that they are clear what their core values are. This is a major weakness, because it is the link between values and actions that is crucial in generating legitimacy when arguing the case for change".[57]

While culture, values and identity are imperative to the organisation, they are entities which can only be formed over time. They are not static, but grow and develop as the organisation evolves. They may be difficult to define, because they are not tangible. There is a paradox; while culture, values and identity are the central aspect, at least in this model, they cannot be used as a starting point. For the majority of NGOs, their origins lie in their vision and mission statement.

3.2.4 ***Vision, Mission, Purpose & Strategy:***

The vision and mission of an organization are more tangible and definable; they can usually be explained in a concise, carefully considered statement. As already mentioned, "the mission, vision and strategy express the outer purpose of the organisation".[58]

The vision is the ultimate goal of the organization. Its mission is the way in which it plans to achieve its vision. The activities selected by the organization must make some significant contribution towards the achievement of its vision and mission. It is the vision and mission that give a sense of where the organization aims to be in the future.

However, while the vision of the organisation tends to remain the same, its mission will work best if a degree of flexibility is employed. An organisation which seeks to be responsive to the

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[55] D. Thaw, "Money: Is It What Makes Us Sustainable?" *OD Debate* Vol.9, No.2, pp.7-8 (2002). Thaw discusses the dangers of focusing too much on accessing funds, to the detriment of organisational vision and goals. Ultimately, this mis-directed focus can lead an organization to take on projects they do not have the competencies or capacities to do well, in order to access more funding. This approach is unsustainable.
[56] Soal, 14
[57] M. Edwards & G. Sen, *NGOs, Social Change and the Transformation of Human Relationships: A 21st Century Civic Agenda.* (Durban: Olive Publications, 2002): 15
[58] Soal, 13

social, political and economic climate within which it exists must be open to changing the direction of its focus if and when it is appropriate.

> "The mission needs to maintain the balance of being focused and relevant while being flexible enough to evolve according to the client's needs and the changing context ... Change and evolution of the mission are critical for long-term sustainability".[59]

The vision and mission are in turn used to inform the organisation's strategy. It is paramount that strategy is regularly re-visited, assessed and adapted, in accordance with the changing needs of the organisation and the constituencies it is designed to assist. A clearly defined strategy will guide and direct leadership and staff when selecting programmes. These three aspects are interrelated; they cannot be treated in isolation, but must be addressed as part of the whole. They must be regularly reviewed, as they provide the direction and the focus for organisational decisions.[60]

Without vision, mission and strategy, an organisation cannot expect its efforts to be coordinated and effective. Bennett & Gibbs, when discussing the common NGO trap of being donor-driven rather than autonomous, refer to the importance of vision, mission and strategy:

> "Being donor-driven is usually symptomatic of a deeper ill within an NGO – of not having 'developmental' values; of not having a clear vision, mission or strategy; of being an 'empty vessel'".[61]

An NGO with a clear vision for the future, with an appropriate but flexible mission, and with effective strategy which is regularly reviewed, is able to enter into partnerships with donors on a par. It is able to make wise, well-informed decisions based on strategy. Without clarity on these things, an organisation has no benchmark by which to measure its activities, and no sense of direction and coordination. Therefore, the vision, mission and strategy must be the starting point for any NGO.

3.2.5 Systems & Structures:

By systems and structures, Bennett & Gibbs are referring to systems of monitoring and evaluation, personnel management systems, financial management systems, and the structure of management and decision-making. These systems and structures provide the basic framework around which the organization functions. Without clarity on these systems and structures, there is potential for confusion over staff roles and responsibilities, lines of

[59] A. Conway, "Organisational Sustainability: What Does It Mean?". *OD Debate* Vol.9, No.2, pp.14-17 (2002): 15
[60] Thaw, 8
[61] Bennett & Gibbs, 13

authority and accountability, and decision-making powers. Therefore these systems and structures are crucial to the smooth running of an organization; a breakdown at this stage of the model will have negative impacts on staff skills and competencies, and on access to and use of financial and physical resources.

3.2.6 Staff Skills & Capacities:

Human capital which is required to make the development activities happen is paramount – both at grassroots and in the boardroom. It is imperative that people are equipped with the skills and knowledge they need to make an effective contribution to the development of their organization and its programmes:

> "An effective NGO needs a staff with a sense of ownership and commitment to development, otherwise it will be ineffective, no matter how impressive its goals or systems".[62]

South African development literature reflects this opinion. The sustainability and development of an NGO is dependent largely on the people who make up the organisation:

> "Every member of an organization, including the staff, management, board and clients, needs to take responsibility for sustaining the organization. This is the crucial paradigm shift that leads to organizational sustainability ... Until each member recognizes his or her responsibility in ensuring a sustainable organization, the necessary balance will not be possible".[63]

The process of building and reinforcing human capital in order to enhance organisational sustainability must begin with leadership. However, South African NGOs are suffering from a lack of creative, dynamic and visionary leadership.[64]

A potential problem with leadership in long-running NGOs, such as FCW, is that the people in charge are often those who were visionary when the organization was first conceived. However, with the changing social, political and economic context surrounding NGOs in South Africa today, these leaders are not necessarily equipped with the skills and capacities to take the organization to new levels. The increased professionalism of South African NGOs and changing trends in community development practices places significant pressure on

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[62] Bennett & Gibbs, 16
[63] Conway, 14
[64] The following authors (all South African development practitioners) comment on the lack of creative, visionary leadership in South African NGOs: Hugow, 3; G. Kraak, "The South African Voluntary Sector in 2001: A Great Variety of Morbid Symptoms". *Development Update* Vol.3, No.4 (2001); L. Watson, "Key Capacity Challenges Facing NGOs: Where are the Gaps?" *OD Debate* Vol.7, No.3, pp.13-14 (2000)

leadership to stay ahead of the game. As Hugow suggests, visionary leadership becomes paramount in this situation.

Leadership must adapt and develop in a manner which reflects South Africa's changing NGO environment. If leadership is not visionary, the organisation can become stagnant. Leadership must maintain a constant focus on the overall vision of the organisation, and its mission. Those who lead and provide direction must be aware of the needs and wishes of the constituencies which they serve, and of the social, political and economic context in which they work. They must be prepared to adjust or change the vision and mission when required by constituents and communities.

NGO leadership must ensure that the organization has the human capital it requires to achieve its vision and mission. Human and other resources must be maintained, and used to their full capacity; these capacities must be strengthened and increased as the organization develops:

> "The manager would look at building leadership, growth and development of the person, appropriate physical resources to do the job and clear boundaries of the specific tasks. This helps the organization to use its resources effectively and there is clear accountability at all levels – and for different components – of the plan or project".[65]

Management Boards:

There are various levels of leadership within NGOs. The roles of the board and the director are intertwined, and depend on one another for effective management. The board is responsible for the oversight of the organisation, and holds the legal responsibility for the organisation. Its members have power to select the director, and must assist him or her to build an efficient team of staff and volunteers.[66] The board must make decisions on the issues which Bennett & Gibbs place at the heart of the organisation – the mission, values and direction of the organization. The director is responsible for the day-to-day management of the organization; its resources and its activities. He or she is given authority from the board to exercise leadership over staff, and maintain the systems and structures of the organization – the outer rings of the Bennett & Gibbs model.

The role of the board is complex, and cannot be taken lightly; the board must ultimately take responsibility for the successes or failures of the organization. However, within NGOs, there is frequently disharmony between the trustee board and the staff of the organization. Hodson outlines three primary reasons why this is the case.

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[65] C. Reddy, "Internal Staff Development in an NGO Context". *OD Debate* Vol.7, No.4 (2000): 18

[66] NCVO (National Council of Voluntary Organisations – British-based) "Building Board-Staff Relationships". Available: http://www.askncvo.org.uk/Asp/search/docViewer.aspx?siteID=2&sID=15&documentID=816&catID=30

Firstly, board members are typically drawn from an elite group – they are often academics, business people, or people with authority in their own workplace:

> "The trustees are usually a self-perpetuating group who, by virtue of their economic and social backgrounds, often have different perceptions of the world from those of the staff, the beneficiaries, and perhaps more surprisingly, the typical contributor".[67]

This can create some difficulty, as it may be problematic for board members to identify, not only with the work being carried out by the NGO, but with the needs and wishes of the major stakeholders in the organization. It is important that the knowledge and experience of board members are matched to the needs of the organization; however, this is often not the case in South Africa:

> "It is also good to boast of board membership on one's C.V., but are members' skills matched to the needs of the organization they are meant to govern? Do board members understand the serious nature of their status – their role as a form of management? ... Many board members are little more than a well known name on a letterhead".[68]

It is not uncommon for board members to serve on a variety of trustee boards, which may not necessarily be related. This raises questions as to the level of personal commitment trustees can offer to the organisation, given that they contribute their time on a voluntary basis. It can also further alienate board members from the needs and wishes of the intended beneficiaries and major stakeholders.

Secondly, trustees are often reluctant to exert their authority, which may result in a board which is failing to fulfil its prescribed role:

> "commonly they do realize that NGOs are very different types of organisations from those in which they work and therefore feel reluctant to exercise their authority; this can lead to a consistent deferring of trustee judgement to the staff consensus, or what they believe is that consensus".[69]

This is problematic in an organisation which has a high turnover of staff, or where staff lack the necessary skills and capacities to fulfil their roles. A trustee board must maintain the

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[67] R. Hodson, "Small, Medium or Large? The Rocky Road to NGO Growth" in M. Edwards & D. Hulme, *Making a Difference: NGOs and Development in a Changing World.* (London: Earthscan Publications, 1992): 130
[68] Watson, 13
[69] Hodson, 131

direction of the organization in line with its vision, and must impart this to staff. If the board lacks a clear sense of this vision, and is reluctant to exert authority to maintain the right direction, they fail in their prescribed role. It is inappropriate to defer judgement to staff, who ought to rely on the board for such decisions. By leaving such decisions to the staff, the trustee board undermines its own reason for existing. This has specifically been a difficulty for FCW, with the termination of the director's post. The board, aware of its lack of understanding of FCW and its FIF programme, is hesitant to make decisions authoritatively. Instead, it places the responsibility on staff who have, until that point, deferred to the director in such situations. This creates tension among staff, who are left without proper lines of accountability and the burden of responsibility which should, ultimately, lie with the management board.[70]

Thirdly, based on the previous two issues, NGO staff can be disinclined to seek or accept the decision-making authority of the management board. Staff who are intimately acquainted with the organisation and its programmes may be suspicious of the hierarchy of a management which is detached from the day-to-day work, preferring instead a more democratic approach to decision-making.[71] If staff doubt the skills and expertise of the management board, they are likely to request higher levels of staff participation in decision-making processes, which could further undermine the expected role of the board:

> "This unwillingness or inability of trustees to substantially direct the organization is generally welcomed by staff ... it does lead to a further blurring of the roles of ownership and employment, bringing about potential conflicts of interest which the legal concept of trusteeship was designed to avoid".[72]

Staff Capacity:

It is essential that leadership recognises the importance and value of the staff of the organisation. This is acknowledged by South African development practitioners.[73] Failure to recognize the contribution of staff towards sustaining the organisation can further deepen divisions between management and staff, and reinforce top-down hierarchy at the expense of democracy. This is damaging to the sustainability of the organisation in two ways. Firstly, staff are the people who interact with the organisation's constituents. Clear communication is essential if management is to have a realistic understanding of the needs and wishes of its clients. When relationships between staff and management are strained, this communication is blocked, and there is a risk that organisational and programmatic decisions will not be a true reflection of community needs. Secondly, leadership must seek to strengthen and

[70] See Chapter 5 for a more detailed discussion of the FCW management board
[71] D. Billis & J. MacKeith, "Growth and Change in NGOs: Concepts and Comparative Experience" in M. Edwards & D. Hulme, *Making a Difference: NGOs and Development in a Changing World.* (London: Earthscan Publications, 1992): 119-121
[72] Hodson, 131
[73] Conway; Thaw; Kraak

increase the capacity of staff to do their jobs effectively; in doing so, the overall capacity of the organisation is enhanced. South Africa's NGO sector has consistently struggled with a deficit in skilled personnel, who are regularly drawn into government and business by the higher wages.[74] NGOs must address this shortfall, in order to develop skilled personnel who enhance the sustainability of the organization through their ability to fulfil their roles effectively:

> "This piecemeal "grafting" of capacity onto organisations, without addressing the systemic barriers to skills development, is bound to fail. These systemic barriers can only be addressed by reviving an organisational culture which values skills transfers, targeted training, career-pathing, succession-planning, internships and mentorships".[75]

3.2.7 ***Financial and Physical Resources:***

The outer ring of Bennett & Gibbs' model is often incorrectly used as a measure of organisational success. An NGO that is considered to have sufficient physical and financial resources can give the appearance of a successful, well-run development organisation. However, physical and financial resources alone are not sufficient to sustain an organisation, and at times, are not even as essential as is often assumed:

> "In reality, many of the most effective development programmes are often run on a shoe-string with minimal outside injection of funds. Access to sufficient and appropriate financial resources is clearly only one of the elements in the make-up of an effective NGO".[76]

This is a sentiment strongly echoed in development debates in South Africa. Sustainability means more than just financial sustainability; it involves organisational relevance, impact, and the efficient use of resources.[77] The term 'resources' does not only mean financial and physical assets, but refers to staff and leadership, community participation, and effective partnerships.[78]

By placing financial and physical resources in the outer ring of the model, Bennett & Gibbs are emphasizing that these resources must build upon the solid foundation laid by the vision and mission, structures and systems, and staff skills. This is indicated by the outward arrow in the diagram. The core issues must be well-established before focusing on outward issues, otherwise the organisation will be hollow. However, in reality, what often happens within

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[74] Kraak
[75] Kraak
[76] Bennett & Gibbs, 12
[77] Hugow
[78] Thaw, 8

organisations is that the focus is firstly on the outward, visible areas of financial and physical resources, and even staff capacities. Once it is identified that there are difficulties in these areas, then organisations may consider looking in depth at the more fundamental issues of organisational development. Bennett & Gibbs indicate this by the inward arrow. It is not surprising that many organisations become fixed on issues that are apparent and immediate, neglecting to further examine what lies at the heart of the organisation:

> "When NGOs themselves struggle to analyse their needs beyond their immediate resource deficiencies they often discover that their most serious and long-term problems are much more deep-rooted than previously supposed. Such problems cannot be solved simply through an injection of funds ... They need to look carefully at the needs of the whole NGO".[79]

However, while acknowledging that financial and physical resources are not sufficient in and of themselves to sustain an organisation, the need for financial sustainability remains. An organisation may have vision and mission, good structures and systems in place, and competent, skilled staff members, but if it is not financially sustainable, these aspects will be undermined and threatened. Financial sustainability remains imperative for the sustainability and success of an organisation.

3.3 PARTNERSHIPS FOR SUSTAINABILITY

Financial sustainability and partnerships go hand-in-hand:

> "Successful, sustainable organizations first of all are *sustained* by money, and not *defined* by it. They are also usually those that position themselves *to be able to receive money*; networking and relationship building are the primary strategies here. Finding out where the money is (who has it) and how to get it is an important leadership task".[80]

No aspect of organisational development can be treated in isolation. Responsible, effective leadership, staff capabilities, financial sustainability, and partnerships are inextricably linked. It is for this reason that the model proposed by Bennett & Gibbs, while providing a framework for this study, is not entirely comprehensive. The model makes no mention of partnerships. However, in both the writings of South African development practitioners, and the observations made of FCW, partnerships are an essential tool for organisational sustainability and effectiveness.

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[79] Bennett & Gibbs, 16-17
[80] Hugow, 5

Conway outlines five key resources necessary for organisational sustainability which provide a helpful perspective on what has been discussed so far:[81]

- 'A vibrant and living mission': A mission which is relevant, while still adaptable to the needs and wishes of constituents, is essential for sustainability.

- 'A niche or *raison d'etre*': the vision of the organization, which must be achievable, and which empowers its constituency :

> "A sustainable organization is one which is constantly working itself out of a job. As an organization achieves its objectives it should be making itself redundant as communities are enabled to continue developments without the interventions of a service provider".[82]

- 'Motivated Person Power': As already discussed, competent and capable staff are required if an organisation is to be sustainable and its objectives achievable.

- 'Financial Security': An organisational cannot hope to be sustainable without stable and consistent access to financial resources. This requires the organisation to constantly seek new avenues for financial support:

> "Diversification of the source of resources is important. Organisations cannot depend on any one source of income. In order to access diverse resources it is often valuable to form alliances and partnerships with civil society, governments and the international community".[83]

- 'Partnerships': The concept of partnerships is a defining aspect of successful, sustainable NGOs. While all other aspects discussed in this section on organisational development are significant, they are undermined if the organisation is unable to form lasting partnerships with donors, governments, and other community organisations and structures:

> "A sustainable organization is one which recognizes the value of partnerships. The climate of competition between and within organisations leads to a depletion of resources. Organisations need to recognize that the way to sustain themselves is through a strong and sustained network. Life breeds life and vibrant organizations breed vibrant delivery which attracts development and resources".[84]

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[81] Conway, 15-17
[82] ibid, 16
[83] Conway, 16
[84] ibid, 16-17

Partnerships can be used effectively to promote greater political and economic autonomy within community development projects. Appropriate networking will enable communities not only to develop the means to find local solutions to local problems, but to engage external powers and resource structures they would not ordinarily have access to: for example, governments, political and financial institutions, media, and so on:

> "Networking provides support for the marginalized and vulnerable in that it can ensure access to information and resources that might not otherwise come their way".[85]

Olive, one of South Africa's leading NGOs specialising in organisational development, defines partnerships as follows:

> "Developmental partnerships are catalyzed by people and bring people, organisations and other role players together to work toward achieving a common purpose rooted in jointly understood problems and/or opportunities. They are based on shared values in practice and evolve into interdependent, mature relationships characterized by:
> - each partner being equally valued;
> - the ongoing exchange of ideas, power, learning, resources; and
> - the equitable distribution of various benefits".[86]

Partnerships can take various forms; for a community development project in a poor community, perhaps the most desirable partnership will be with an external donor, who can assist in securing financial stability and sustainability for the lifetime of the project. However, there is also potential for community projects to link up with other projects of a similar nature, for purposes of sharing workloads, or providing unique services in a reciprocal manner.

Regardless of the nature and purpose of the partnership relationship, it is important that partnerships are seen as a means to sustainability and autonomy, and not a channel for imposing outside control over the project. There is always a danger that when partnerships extend wider than the concerned community, they can involve communities in decision-making processes which are too complex for them. When a partnership enables and strengthens community participation and ownership, it can extend its impact, by assisting the development of processes grounded in empowerment and capacity building:

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[85] Jasmin Packer, Rebecca Spence & Emma Beare, "Building Community Partnerships: an Australian Case Study of Sustainable Community-Based Programmes". *Community Development Journal* Vol.37, No.4, pp.316-326 (2002): 317

[86] cited in C. Foulis, "Many Guests at the Table...Different Ways of Seeing and Working in Partnerships". *OD Debate* Vol.8, No.1, pp.11-15 (2001): 13

> "partnerships serve as catalysts for community empowerment in which community members can take action to affect change in the policies and practices that influence their lives".[87]

In the context of South Africa, partnerships can help achieve important aims for poor communities, and the organisations that work in those communities. Partnerships encourage and facilitate interaction, promote the sharing of resources, provide services, and match competencies within the community.[88] When combined with the other aspects discussed in this paper – organisational identity and culture, vision and mission, effective structures and systems, staff skills and competencies, and appropriate and sufficient financial and physical resources – effective and reciprocal partnerships become a seal around the organisation, holding together the various components. In relation to the model proposed by Bennett and Gibbs, partnerships cannot be simply added as another ring in the model. Rather, partnerships must be included within each section, to equip, empower and strengthen the organisation at each stage of its development.

3.4 COMMUNITY PARTICIPATION

Essential to the growth and effectiveness of any community development organisation, and directly related to its focus on partnerships, is community participation. Community development projects are most effective when they involve the members of the community at all stages of the process; participation is essential for success, as it lends to a greater sense of ownership, continuity and growth within the community. Chitere outlines five main reasons why the participation of local people in development is an essential process for any community-based organisation:[89]

1. People are inclined to resist innovations imposed upon them – their independence and decision-making abilities must be acknowledged, and incorporated into all stages of the development process.

2. When people actively participate in the development process, it permits the mobilisation of local resources – human, physical, financial – and their contribution to the programme.

3. Local capacity is strengthened and increased by participation, increasing the likelihood of the success of the development project.

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[87] Glenn Laverack, "An Identification and Interpretation of the Organisational Aspects of Community Empowerment". *Community Development Journal* Vol.36, No.2, pp.134-145 (2001): 140
[88] Packer *et al*, 317
[89] Oliver Chitere (ed.) *Community Development: Its Conceptions and Practice with Emphasis on Africa* (Nairobi: Gideon S. Were Press: 1994): **1-9**

4. An increased sense of community is fostered as social relationships are strengthened through community involvement and participation.

5. Community participation reduces the sense of alienation which often prevents members from identifying with their communities, and instead, a solid community unit is built which is better able to tackle difficulties, and to maintain a successful and effective development process.

What is clear from Chitere's argument is that participation is regarded as an essential part of the *process* of development. He is not alone in his thinking:

> "If communities are to survive economic and social crisis, the popular argument is that they can best do so by becoming empowered, by building capacity and by using the skills they have to make their own futures. Broad-based *community participation is seen to facilitate the process*, drawing extensively on the resource created by rural traditions of volunteerism and self-sufficiency" (*emphasis added*).[90]

The importance of participation is clearly acknowledged, but it is regarded solely as a *means* towards the development process itself.

Recent development debates have challenged this mode of thinking. Parfitt, writing for Third World Quarterly, highlights the distinction between participation as a means, and participation as an end in itself.[91] As a means, participation is valued as an output of the development process, and a method by which to attain the desired development goals. However, when viewed as a desirable end result, the production of outputs becomes less important, and greater focus can be placed on participation, empowerment, and community ownership. It is not possible to entirely separate participation as a means and participation as an end, and it is best if a balance can be struck between the two:

> "Participation must function as a means because any development project must produce some outputs (therefore participation is seen as a means to achieve such outputs), but it must also function as an end inasmuch as empowerment is viewed as a necessary outcome".[92]

Such a view of participation is reflective of evolving debates on community development, where the focus is moving from tangible and measurable development objectives, to abstract concepts of empowerment, ownership and participation. This changing focus is particularly

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[90] Leanne Simpson *et al*, "Community Capacity Building: Starting with people not projects". *Community Development Journal* Vol.38, No.4, pp.277-286 (2003): 278
[91] Trevor Parfitt, "The Ambiguity of Participation: A Qualified Defence of Participatory Development". *Third World Quarterly* Vol.25, No.3, pp.537-556 (2004).
[92] Parfitt, 537

pertinent in poor communities. Chitere defines participation as being important in part because of the local resources which become accessible through this process. However, in poor communities where resources are limited, this motivation for participation becomes irrelevant. If the goal of community development is to enable poor people to take hold of their own development futures, and to have ownership of their own development processes, then participation is better viewed as a result in its own right, rather than as a method towards fulfilling these goals.

When participation is viewed as a means, Parfitt explains that it can all too easily become a tool to maintain "top-down development structures":

> "participation is simply another means of pursuing traditional top-down development agendas, while giving the impression of implementing a more inclusive project of empowering the poor and the excluded".[93]

In such situations, participation can be used and manipulated, in order to legitimize the wishes and goals of the development organisation. Genuine community ownership becomes difficult under such circumstances. This has been particularly true within FCW, and will be seen in detail in the following chapters. When an authentic empowerment-based approach is adopted, participation becomes the development objective itself, not just a means to achieve measurable goals. There will be greater weight attached to capacity building, enabling the community to gain ownership of its own development. The agenda of the organisation will be less important, and through participation, the community will become empowered and emancipated.

[93] Parfitt, 538

4. HISTORY & DEVELOPMENT OF FCW

Apartheid, introduced in 1948, had significant impact upon South Africa's welfare systems. While the South African government sought to modernise the national welfare system, the policy of apartheid led to segregation along racial lines within this system:

> "The new structure for welfare organisations categorised the welfare needs of all its people along racial and colour lines and transferred these to the relevant departments. The department of Coloured Affairs thus assumed responsibility for the Coloured Community, Bantu Affairs for the Africans and Indian Affairs for the Asians".[94]

Community-based organisations and South African NGOs tended to fall into these same categories, as apartheid did not allow for people of the same racial group to be involved in a unified social or community development programme. This extended to donations being made to such groups:

> "Any prospective donor or individual making funds available for the advancement of people who were not of the same race, took the risk of being ostracised ... it was not the 'culture' of the corporate sector or individuals to make funds available for the upliftment of the disadvantaged black majority".[95]

Given that coloured and black communities were rife with unemployment and poverty and unable to access funds from outside their own racial group, it was inevitable that their welfare needs would not be met in the same fashion as of those in white communities, with easier access to funding, in addition to support from the apartheid government.

4.1 EMERGENCE OF WESWOK

In 1974, Renier van Rooyen, a prominent businessman and a white Afrikaner, was moved by the tragic deaths of two young coloured boys. Living on the streets of Cape Town, the boys were discovered huddled under newspapers to escape the cold of winter; they had died through the night. As the founder of PEP stores, whose primary market was the coloured community, Van Rooyen responded to this tragedy by making funds available to support the welfare of the poverty-stricken coloured communities in the Western Cape.

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[94] FCW, *The Origins of FCW*, unpublished paper
[95] ibid.

Van Rooyen established a trustfund for coloured welfare with a personal donation of R500,000. He had difficulties in getting his donation approved by the government, as it was intended for the welfare of 'non-white' communities. However, in an address at the launch of his trustfund, he emphasized the fact that "the government was doing far too little to help the poor and the destitute, and a further responsibility was to bring about conditions and opportunities so that people can develop and improve".[96]

The organisation emerging from Van Rooyen's trustfund was 'Die Weskaaplandse Welsyns Organisasie vir Kleuringe'. Literally translated as 'A Welfare Organisation for Coloured People', this title was abbreviated to 'Weswok'. When it was launched in 1974, the R500,000 had no conditions attached. As long as its activities involved "coloured welfare", Weswok was free to use the money as it saw fit. At this early stage, the organisation had few clear objectives, beyond a desire to "do some work with the poor".[97] The initial activities of the organisation were random and uncoordinated attempts to help those in need; for example, through running soup kitchens.

In an attempt to better coordinate the efforts being made, Weswok carried out research in the 1970s to assess the needs of poor communities. The research indicated a gap in ECD within township communities of the Western Cape. (At this time, ECD was beginning to receive greater international recognition, but only in formal, centre-based programmes).[98] 1975 saw the development of a structure and vision for the organisation, as it began to focus on the development of educare centres and crèches, which became affiliated with the organisation. Weswok owned the buildings, paid insurance & rates, and provided training and management.

Weswok's first set of aims, set out by the management board in 1975, were as follows:[99]

- to take care of the spiritual and welfare needs of coloured communities;
- to set up and build institutions, children's homes and day-care facilities (crèches); and,
- to take care of any other welfare needs and to provide the necessary charity.

Weswok's focus at this time was the provision of buildings and institutions in poor communities, in keeping with international ECD trends in the 1970s. Centre-based ECD services were desirable, and deemed to be the most appropriate, advanced form of ECD provision.

[96] FCW, *The Origins of FCW*, unpublished paper
[97] Marie Isaacs, *Interview*, 06/08/2004
[98] See discussion in ECD theory section, page 16
[99] FCW, *Outline of FCW History*, unpublished paper

4.2 CHANGE IN FOCUS:

The late 1970s saw two significant changes in the organisational focus and direction of Weswok, culminating in a change of name. Firstly, the management board recognised that "you cannot be a care organisation, you cannot just do charity work – you have to do more".[100] The organisation had developed a focus on ECD, reflected in its efforts to provide institutions for ECD service provision. It was important for Weswok to look more closely at the holistic development of both the child and the family; it was not sufficient to merely provide a service. Therefore, Weswok made the transition from "coloured welfare" to "development" in 1976.

Secondly, the late 1970s was a traumatic time in South African politics, and a time when the anti-apartheid struggle was growing in strength. While the very establishment of Weswok had challenged apartheid structures, due to the heavy involvement of a white Afrikaner, the organisation had in fact succumbed to the very racial boundaries it had initially challenged, by maintaining a focus on coloured welfare.

In 1978, the name Weswok was no longer appropriate, and was changed to 'The Western Cape Foundation for Community Work' (FCW).[101] This change in name reflected both the organisation's desire to move beyond state-imposed racial boundaries, and the shift from coloured welfare to an active development organisation.

In addition, FCW adopted a new vision and mission statement:[102]

FCW Vision:

"FCW sees children, families and marginalised communities with strengthened wings, soaring towards their chosen destiny, believing the impossible is ... I'm Possible".

FCW Mission Statement:

"In pursuit of our vision, FCW is a dynamic development organisation, enabling transformation in Southern Africa by responding to felt needs of children, families and marginalised communities through innovative, integrated and sustainable interventions, which build on their strengths".

[100] Marie Isaacs, *Interview*, 06/08/2004
[101] FCW, *Outline of FCW History*, unpublished paper
[102] FCW, *Annual Report*, 2003/2004

4.3 A HISTORY OF FCW'S DEVELOPMENT ACTIVITIES

FCW's development activity can be divided into four overlapping phases, characterised by an overall shift from centre-based approaches to ECD provision, to home- and community-based approaches. These four phases have been outlined in FCW's Sustainability Report in 2002, but are considered in greater detail here.[103] The changes in FCW's developmental approach correspond to international and national approaches to ECD provisioning.[104]

> "FCW's biographic phases are characterised and motivated by increasingly developmental approaches to ECD, but also correspond to key shifts in the operating environment and ECD sector, eg, funding buildings to capacity building, and from centres to home based".[105]

Phase 1: Supporting Increasing Numbers of Affiliated Centres:

Throughout the 1970s, FCW's focus was primarily on the development of educare centres. At that time, centre-based ECD provision remained a desirable goal for an organisation such as FCW; it was the area where funding could be accessed, and was often what parents and communities perceived as the best option for their children:

> "Disadvantaged communities who successfully solicited funds for building projects and who enjoyed the monetary support from parents, saw the provision of more buildings as the only and best way of addressing the need for quality ECD programmes. This gave parents a sense of equity with their white counterparts".[106]

FCW's first venture into centre-based ECD provision came in 1978, when the organisation took over the management of two preschool centres in Oceanview. Oceanview is a township situated close to Kommetjie, south of Cape Town on the Atlantic coast. It was established in the 1960s, when coloured communities were moved from adjacent areas classified as 'white' under the Group Areas Act of 1950. Oceanview is typical of the many townships established at that time. It is situated far from jobs and services, which remained within white districts. It lacks recreational facilities and play areas for children; this is compounded by the poverty among coloured communities, which was enhanced under the apartheid system.[107]

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[103] J. Roux, *FCW Sustainability Study Report* (Emthunzini, January 2002)
[104] See discussion in ECD theory section, pages 16-18
[105] J. Roux, *FCW Sustainability Study Report* (Emthunzini, January 2002): 11
[106] FCW, *FIF Funding Proposal*, 2000
[107] FCW, *Oceanview Home-based Programme*, unpublished paper

FCW's emphasis on centre-based ECD provision at this time reflected widely-held opinions throughout the ECD sector, both in Africa, and internationally.[108] BvLF, who would later become FCW's single major donor, had already begun working in Eastern and Southern Africa.[109] Most of the ECD provision which BvLF was involved with the in 1960s and 1970s was centre-based, and relied on local and national governments to provide crèche facilities. BvLF was not alone in its thinking; it was the trend among ECD-related NGOs at that time to seek centre-based ECD solutions to the inadequacy of government-related ECD provision.[110]

Phase 2: Beginnings of the home-based programme, plus ECD Training:

Mainstream ECD is generally regarded as the formal education sector; in other words, educare centres, crèches, and now Grade R provision. In the early 1980s, FCW realised that their educare centres were not reaching the poor who needed it most. They came to define 'mainstream' as the 90% of children who were outside of the formal ECD sector, often due to financial constraints on their families and communities:

> "The argument for us was that we were not reaching the poor. The crèches were not reaching what we call mainstream. The mainstream was ... if people, or communities, or service providers referred to mainstream, they would then mean children in preschool. For us, the mainstream was the 90% outside preschool. And that was another paradigm shift".[111]

It was in the Oceanview community that FCW first began to acknowledge this situation. Research carried out in Oceanview in 1983 showed that of 1645 children, only 270 were enrolled in preschools.[112] The majority of children remained outside the centre-based ECD provision, and on a waiting list. FCW was not reaching the mainstream, as defined, and the educare centres lacked the capacity to sufficiently meet the needs within poor communities.

In response, a home-based programme was established in 1984 as an interim measure. It was never intended to be a long-term programme, as the committee in Oceanview at that time were content with preschools:

> "the home-based programme in Oceanview said 'we already have the preschools, we will stay with the preschools, but at the same time, we will provide some form of access to education for those outside preschool' ...

[108] See discussion in ECD theory section, pages 14-15
[109] Evans, 4
[110] ibid.
[111] Marie Isaacs, *Interview*, 06/08/2004
[112] B. Fredericks, *FCW's Family in Focus Programme*, unpublished paper

> The guarantee was that as soon as there was a place in the preschool, the child would be transferred".[113]

The preschools recruited ten women from the local community to take care of children in their homes as a temporary measure. FCW supported this home-based programme financially. This interim measure was successful beyond what FCW or the preschools had anticipated. Parents were happy with the service, which suited them better, and when places became available at the preschools, the majority chose not to transfer their children. The flexibility of the home-based programme suited parents' working hours, while children benefited from being in a home environment:

> "There were a lot of pluses for the programme. So much so that the home-based Oceanview programme grew so much that there was demand for the project, and the preschools felt very threatened".[114]

This first step into home-based ECD services provided a steep learning curve for FCW. When the Oceanview home-based programme first started, its staff (known as childminders) were trained to run formal ECD programmes in the home: "we transferred the classroom set-up to the home environment".[115] Childminders were given a daily programme of activities to run with children. As little as a month into the new programme, it became clear that this formalised programming could not work within the home setting:

> "The home cannot be a classroom. There's a lot of learning opportunities in the home, and learning starts at home. But you need to be flexible ... where is this household coming from, where is this family coming from?"[116]

This new understanding of the need to adapt old approaches to ECD to fit into a home environment was a significant development in the home-based programme It sealed the programme as an informal ECD approach not previously tried in Cape Town. It was an innovative approach, and as such, attracted as many sceptics as supporters.

The success of the home-based programme in Oceanview prompted FCW to consider replicating it in other poor communities in Cape Town. In 1984, FCW introduced the home-based programme to Mitchells Plain, another coloured township on the outskirts of the city.[117]

1984 became a turning point for FCW. The gradual transition to home-based ECD provisioning echoed developmental shifts being made by BvLF. BvLF had funded the original

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[113] Marie Isaacs, *Interview*, 06/08/2004
[114] Marie Isaacs, *Interview*, 06/08/2004
[115] ibid.
[116] ibid.
[117] FCW, *Outline of FCW History*, unpublished paper

FCW building; however, in the 1980s, they were moving away from centre-based approaches, and were seeking to fund alternative programmes. FCW's movement into a more informal ECD service was well-received by BvLF:

> "we were the only ones [of the South Africa ECD-related NGOs] to stay with Van Leer, because we made the shifts before they made the shifts ... Van Leer said, 'everyone's so tunnel-visioned with early childhood, they are not looking beyond ECD'. But we were doing this home-based programme, and networking in the community in the early '80s".[118]

BvLF supported FCW's experiment with home-based ECD provision, providing a grant of R2.5million in 1984. This was the first significant recognition that the home-based programme had received.

Phase 3: Establishment of Family in Focus, plus ongoing ECD training in centres:

The success of the home-based projects in Oceanview and Mitchells Plain in the 1980s confirmed FCW's shift of focus from centre-based forms of ECD provision, to family-centred and home-based structures. The phrase used by FCW to describe this initiative is "people, not buildings".[119] The home-based programme emerging in the 1980s was a radical and effective alternative to existing forms of ECD provision. By not concentrating their financial resources on buildings and materials, FCW was able to establish a programme that was accessible to poor and marginalised communities in the Western Cape. In 1986, a grant was received from the Anglo-American and De Beers Chairman's Fund for the Mitchells Plain home-based programme. The success of this project spilled over into the adjacent Khayelitsha township, where FCW launched the Masincedane Childminding programme in 1987.[120]

Government funding remained out of reach at this time, partly because of the political structures in place, but also because the home-visiting programme was regarded with suspicion as an 'alternative' ECD programme. In 1994, this alternative model received the recognition it had hoped for when BvLF backed up its previous grant, with two consecutive three year grants, in 1994 and 1997. It was in 1994, during this stable funding period, that the home-visiting programme came under the name 'Family in Focus'. FIF is currently in the final stages of a further four year grant from BvLF, awarded in 2001.

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[118] Marie Isaacs, *Interview*, 06/08/2004
[119] ibid.
[120] Fredericks

FCW's ECD training and the development of FIF reflects significant increase in levels of parental and community involvement in informal ECD provision in South Africa, in response to the apartheid government's neglect of the majority of South Africa's children.

Phase 4: FIF Only, and Developing FIF Projects:

Until 1998, FCW continued to offer training and community and resource development to its affiliated educare centres. This included training and capacity building in governance, consultation, support to centre-based personnel and management committees, and financial guidance and support. However, with BvLF funding, FIF became FCW's sole development programme, and in 1999, FCW closed the Education and Training Unit which had worked with the centres.[121] This was a major step away from the formal centre-based ECD approach, and established FCW as one of the leading 'alternative' ECD providers in the Western Cape..

To date, there are fourteen ECD centres in the Western Cape which are independent of, but affiliated to, FCW. FCW owns the properties and buildings; it also pays the insurance for the centres, and provides financial support if and when the centres face hardships. However, there is bitterness from the centres towards FCW; a feeling of abandonment, and receiving insufficient support from FCW:

> "Do you know why the centres don't come to the AGM? The centres are resentful because we disowned them – we care for Family in Focus, and less about them".[122]

FCW moved on to a new programme of development without bringing closure to its former programmes. This irresponsibility on FCW's part has created difficulties. There are often conflicts between FCW and its affiliated centres. The FCW management board is keen to cut off the centres; however, they are unable to do so, because of the extensive financial ties between the two. FCW staff were very open in interview about the strained relationship with the centres; they are regarded as an inconvenience, and serve as a reminder that FCW has not handled certain organisational aspects appropriately.

This strained relationship was not always there. When the Oceanview home-based programme first emerged, it was closely tied to the work of the two preschool centres in that community: "This helped to link the two models of ECD, and show they were not in opposition".[123] However, in its enthusiasm for the informal FIF programme, FCW became too strong in its criticism of centre-based ECD provision; as a result, it has neglected previously

[121] FCW, *Funding Proposal*, February 2004
[122] Marie Isaacs, *Interview*, 06/08/2004
[123] Fredericks

successful centres which could have remained a good ally for the fledgling home- and community-based programmes.

4.4 A NEW PHASE?

FCW is moving into a new phase, which is characterised by a number of challenges. There is an increased desire within the FIF Unit to bring projects to a point of being autonomous and independently sustainable. The initial steps in this process were taken in 2000, when the FIF Unit established project management committees in each of the FIF communities. The committees, comprising volunteers, are expected to become the governing bodies of the independent FIF projects by February 2006. Committee members and Project Coordinators are currently undergoing a three year Committee Capacity Building (CCB) programme. Funded by BvLF, the CCB programme seeks to equip and empower committees with the skills required to effectively manage a community development project.

The move towards autonomy is being met with some resistance by the projects themselves, who have become dependent on support from the FIF Unit, and are fearful of independence. For the most part, the projects acknowledge that they must begin to step out on their own. Their fear is compounded, however, by the current difficulties with the organisational structure of the FIF projects; the current structure leads to frequent conflict between committee members and project staff, causing inconsistency in leadership when people leave.

The FIF programme faces a shortage of funding once the current BvLF grant ends in July 2005. Major structural changes within the organisation, as well as increasingly developmental approaches to ECD within developing countries, have forced FCW to begin questioning the effectiveness and suitability of its model. In addition, recent management difficulties and funding crises have called the strength of the organisation into question. The FIF programme is going through a transition; however, at the time the research was carried out, the form that this transition would take remained unclear, and was the source of much worry and confusion.

5. ORGANISATIONAL STRUCTURES

Since its origins in the 1970s, FCW has been an organisation that is heavily reliant on the character and commitment of the individuals involved, whether as volunteers, staff, or in leadership. This can be an enormously positive aspect of an organisation; for FCW, it has been a major strength:

> "In terms of human resource infrastructure, this is undoubtedly the strength of the organisation ... the staff that work there, and have been working there for years, are incredibly dedicated and committed ... the staff of the organisation is a major element in terms of a kernel of capacity, and the infrastructure to hold the organisation together and do what needs to be done – that's a major component".[124]

However, there is a risk of dependence on particular individuals within the organisation. An organisation cannot be built entirely on the personalities of individuals; this is not a sustainable approach to organisational development. Human resources and capacities are an important aspect of an effective organisation, but it is important to refer back to the Bennett & Gibbs model, and to acknowledge that they remain only a single aspect, which must be backed up and supported by appropriate systems, structures, vision and values.[125]

The human resource focus at FCW came under threat in 2004, and reinforced the danger in relying too much on personalities without clear structures and systems of accountability. Two weeks into the research project, FCW held a staff meeting which reported that the organisation was facing financial crisis.[126] While funding for the CCB programme was secure until its completion in February 2006, there was a crucial shortage of funds for FCW's other costs – such as staff wages, maintenance costs, and other project costs not relating to the CCB programme. FCW did have a number of investments which could be used to meet this crisis; however, the management board chose not to use these. Instead, it was decided that FCW would 'tighten its belt' and ride out the crisis, while continuing to search new avenues for funding. The search for funding was the role of the Director, the principle fundraiser at that time.

However, two months later, the management board made the surprising and controversial decision to save money by terminating the role of the Director when the annual contract ended in May 2004. The implications of this decision were widespread, and reactions to it were varied.[127] While there were few among staff and projects who welcomed the decision,

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[124] Pete Johnson, *Interview*, 20/08/2004
[125] Bennett & Gibbs, 1996
[126] Field Notes, *FCW Staff Meeting*, 22/04/2004
[127] Louise Burger, *Interview*, 19/08/2004

for the most part it was greeted with shock, and fear for FCW's future as it had now not only lost its Director, but its principle fundraiser.

This decision – both the manner in which it was made, and its resulting consequences – raises issues which require careful analysis, as they touch on the core of organisational development. Both levels of influence and the wisdom of the management board have come under scrutiny; it was uncertain at the time whether the board was acting strategically, or making a crisis management decision.[128] In order to fully evaluate this decision, it is necessary to first analyse the various roles within FCW; the management board, the Director, and FIF programme staff. In addition, this chapter will also examine the roles and responsibilities within FIF projects; specifically, the Project Coordinators and the project management committees. Through this process, it will be possible to gain a clear picture of the organisational culture of FCW, and to understand how this has affected the various levels of management and staff activity throughout the organisation and its projects.

5.1 BOARD INFLUENCE

In all its decisions, a management board must remain true to the institutional mission and values. By doing so, it can be sure that its decisions are made for the purpose of strengthening the organisation as a whole, and not on the whim of individual personalities.

According to Johnson, FCW Director from 2003-2004, the FCW management board focuses primarily on issues of finance and governance:

> "Their main interventions were around issues of governance and financial well-being – is the organisation still financially viable, and all that kind of stuff, which is the correct role for a board ... In the time that I was there, they never really made interventions on the programmatic level ... they have a very strong influence over whether it's run or not, due to the level of finance".[129]

Issues of finance and governance must be addressed within the context of the development goals and activities of the organisation, if the board is to remain close to the vision and mission. It is imperative that the board has a good understanding of the communities it is designed to serve, to ensure that its decisions are appropriate for the developmental needs and wishes of its constituents. An effective management board will have a detailed and up-to-date understanding of the developmental interventions carried out by staff and volunteers, which will further inform its decisions. A well-informed and knowledgeable board is in a good position to exert its authority, and gain the respect of staff and participants.

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[128] Pete Johnson, *Interview*, 20/08/2004; Louise Burger, *Interview*, 19/08/2004
[129] Pete Johnson, *Interview*, 20/08/2004

However, the FCW management board does not currently reflect all these attributes of good development practice. Hodson outlines three common problems which can arise with NGO management boards, and these have been detailed in Chapter 3.[130] The observations made at FCW validate Hodson's concerns, and highlight the seriousness of the problems at the core of FCW's management system.

1. Board members are typically drawn from an elite group:

The FCW management board is made up of qualified and educated individuals who have little contact with FIF participants. Board members are often selected strategically as a result of their status, business acumen, or influential position with civil society and government networks. While they may be specialists in their field, board members often lack the 'on-the-ground' knowledge that is essential for a community-based organisation. FCW faces a situation where the decision-makers are detached from the people who will be directly affected by their decisions. FCW currently has only one development programme – FIF – and yet its management board of twelve people contains only two people with direct knowledge of the FIF programme.

The thinking of FCW's management board remains attached to the development concepts that characterised FCW in its early years. However, FCW has changed in terms of its development focus, moving from a centre-based approach to the alternative and more informal people-focused approach of FIF. The key members of the management board have remained unchanged since those early days of FCW; it appears that the thinking of the board has also remained unchanged.[131] While it is assumed that the board agreed to the programmatic changes being made, it is not appropriate to speculate on the level of involvement that the board had in these changes, given that it was not possible to speak with board members. The progression in development thought to a more suitable form of ECD activity has largely been at the initiative of strong individuals among the FCW staff who worked most closely with the communities. Isaacs (Director from 1985 – 2003) was the driver behind the instigation of the FIF programme; her successor and the FCW staff regard it as a sound and "unique" development programme.[132] However, those interviewed frequently stated their frustration that over twenty years after the beginning of the FIF programme, the board still fail to grasp a complete understanding of the importance of this "unique" programme.

In Isaacs' opinion, this has much to do with Hodson's conclusion that a management board ought not to be detached from the community it serves:

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[130] See pages 28-30 for more on Hodson
[131] Pete Johnson, *Interview, 20/08/2004*
[132] Pete Johnson, *Interview, 20/08/2004;* Claire Murphy, *Interview*, 30/07/2004

> "we must keep the contacts with the community. The board should never be divorced from the community ... if you have ten community projects, they must have a voice on the board, but they mustn't have only one voice ... the board must have a good representation of FIF people".[133]

A management board which fairly represents the community voices, and combines these with qualified and knowledgeable people from outside the community, will have potential to make accurate and effective decisions which benefit the organisation and its constituents. There is a tendency within South Africa to appoint 'big names' and 'influence' to NGO management boards.[134] If NGO boards became more reflective of the grassroots, the effectiveness and relevance of their programmatic activities would be greatly enhanced, due to the combination of management experience and local knowledge.

A management board which accurately reflected FCW's development activity would go a long way towards addressing Hodson's subsequent two concerns: board members' reluctance to exert their authority; and staff reluctance to seek and accept the authority of an uninformed management board.

2. Board members are often reluctant to exert authority:

Isaacs attributes the problems with the FCW management board to their being 'out of touch' with the communities they serve. However, Johnson takes a different perspective, highlighting the board's lack of knowledge and understanding of FCW and its developmental goals as the primary flaw:

> "There are people on the board who don't really understand development work fully ... we could see people on the board who didn't really understand. Which is quite amazing, when there are board members who have been there for years, and yet don't have a full understanding of what the organisation and its projects are trying to do".[135]

This opinion was echoed by other interviewees, and was often implied in informal staff conversations about the management board.

Board members, often aware of their limited understanding of development processes, can be reluctant to exercise their authority.[136] This became apparent recently, when the board

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[133] Marie Isaacs, *Interview*, 06/08/2004
[134] Watson, 13
[135] Pete Johnson, *Interview, 20/08/2004*
[136] Hodson, 131

committed to take on roles which previously lay with the Director. Most significantly, the management board made a commitment to fundraise for FCW. Without full appreciation of FCW's goals and activities, it is not possible for the board to draft proposals that accurately reflect the aims and purposes of the organisation and its programme. There is a danger that the board, in attempting to fulfil this crucial role, will mis-direct potential donors, painting a picture of FCW which is true only to their limited view of the organisation:

> "I don't think we've ever been good on the fundraising side, and I think we're worse off now. And I don't know if the board really knows what they are doing ... now the board's decision not to have a Director, and put it [fundraising] outside, I think puts us in the worst position we've ever been".[137]

By taking on many of the Director's responsibilities, the management board made a commitment to lead the organisation, and provide direction to the FCW staff. However, the reluctance of the board to be involved in programmatic activities has meant they are not providing the leadership they promised, and FCW has a void in management. Many of the Director's former activities were divided up between the FIF Unit Manager and the Finance Manager; those remaining were taken by the board, and included marketing, fundraising and overall leadership. In practical terms, this is already a difficult situation; the management board consists of volunteers, who meet on a quarterly basis. This is insufficient time to provide leadership and strategic guidance to a struggling organisation. It leaves both the FIF Unit Manager and the Finance Manager with unsustainable workloads, and pressurised to make decision that they do not feel qualified to make.

> "How are you going to get a board to do leadership, and be visionary, when you meet on a quarterly basis? ... I know what the role of a board should be, but with this new structure, and what is written there that they should be doing, it's not happening ... the board is not managing to do what they said they would do ... they haven't been in contact with the office to give direction on certain things ... I asked, who has the overall say, who has the authority – he [chairperson of the board] said 'you have it – you have the authority, you don't need to come to us with everything'. So things are not clear, more now than before".[138]

The failure of the board to exert the authority it had given itself had significant consequences in this situation. The FIF Unit Manager, under increased pressure from the board to accept authority she did not feel ready to take, found alternative employment. In the space of six months, FCW lost its two most senior staff members. It is the personal opinion of the

[137] Louise Burger, *Interview*, 19/08/2004
[138] Louise Burger, *Interview*, 19/08/2004

researcher, after numerous observations and discussions, that the board played a significant part in both of these losses of important and competent staff members. However, the board's unwillingness to discuss these issues makes it difficult to make a concrete assertion.

3. NGO staff are often reluctant to seek or accept the decision-making authority of the board:

Both Hodson's first two assertions, backed up by interviews with FCW staff (former and current), lead to the third point, that staff do not actively seek or accept the authority of the board. After the termination of the Director's post, there was frustration among staff members, who felt that the board had left them with no lines of accountability and no support structures. There was an expectation among staff that the management board would not help them; this leads to uncertainty, and a lack of confidence among staff. As stated earlier, the human resource infrastructure in FCW has always been a major strength of the organisation; however, the actions and decisions of the management board are undermining this strength, forcing staff members to take on untenable workloads which they lack the capacity to tackle sufficiently.

5.2 ROLE OF DIRECTOR

The FCW board has supported and maintained the organisation for thirty years. In many ways, it seems that the long-term security of a funding relationship with BVLF has sheltered the board for having to make difficult financial decisions over the past decade; there has been adequate and sufficient funding available for the FIF programme, and the board has willingly given its approval for proposed FIF activities. However, the role of the board changed in 2004, with the sudden pressure of a financial crisis and an upcoming shortage of funding for FCW's development activities. With the new Director still becoming established in his post after less than a year, the board was under pressure to solve the situation, and bring the organisation back to a more stable position. It was at this point that the surprising and controversial decision was taken to transform the organisational structure of FCW, and continue without directorship.

Isaacs' Leadership:

Isaacs became acting Director of FCW in 1984, the same year FCW began its first home-based ECD programme in Oceanview. She was appointed Director in 1985, and held the position until 2003. Isaacs made a significant contribution towards FCW, having been involved with the organisation from its early years. She was a central figure in its progression from centre-based ECD, to its current standing, a people-centred FIF programme. In many ways, FCW as an organisation has been reflective of the personal development of the

Director, as she went on her own journey of learning more about ECD, and the kinds of development work best suited to impoverished communities.

FCW's strong dependence on the personalities of individuals can have positive and negative impacts, and perhaps in part offers something in the way of explanation for the board's sudden decision. A community organisation, most particularly in its early stages, requires strong leadership and direction, which comes from individuals who have a vision of growth for the organisation and its activities. Isaacs provided strong leadership throughout her time at FCW, and had a clear vision of the way forward for the organisation.

However, difficulties can arise when a development project remains too centred around an individual. Isaacs had a strong impact on the development of the FIF programme; however, she was reluctant to acknowledge the flaws in this programme, often portraying the projects as more successful than was the reality:

> "The main interaction I saw [with donors] was between FCW and Bernard Van Leer, and I think Marie [Isaacs] built up a fairly good relationship with the previous representative. But I think she didn't always have an accurate grasp of where the projects were at, or maybe it was just to shine a good light on where the projects were at. Often I felt a bit uncomfortable with the way she described things, and that would make me uneasy, because then we'd have to take them out to see what was actually going on within the projects".[139]

Despite relinquishing her directorship in 2003, Isaacs maintains influence within FCW, both among board members, and with the staff and participants of FIF. On leaving FCW, Isaacs undertook a research process, to investigate the feasibility of establishing a Community Development Foundation (CDF) for the Western Cape, which could act as a central networking organisation assisting smaller community organisations to access funding. While Isaacs is no longer part of FCW, she maintains strong ties with the organisation, and her research is linked with the board of FCW. In August 2004, Isaacs held a workshop with project participants – Project Coordinators, Home Visitors, committee members and parents. The workshop was designed to get their feedback on how they perceived the future of FCW and FIF, and to suggest the idea of a CDF as a new organisation.

Throughout the course of the workshop, it was evident that while Isaacs is no longer directly part of FCW, she still maintains influence, among both FIF Unit staff and project participants. It was apparent in the workshop that Isaacs was using her established status within FCW to influence and lead participants into agreeing with the proposals she was putting forward for

[139] Claire Murphy, *Interview*, 30/07/2004

the CDF.[140] FCW's reliance on this individual has gone beyond her period as Director. Indeed, it appeared as though Isaacs was continuing to act in her former role, in terms of the level of power which she holds.

Johnson's Leadership:

Isaacs' departure in 2003 led to the appointment of Johnson as Director of FCW. Johnson's appointment was viewed as an "out of the box decision" for two key reasons; "he was white, and he was male".[141] FCW began as an organisation for the coloured community; Isaacs, and the majority of staff, are from that same community. When FCW began to move into black communities in the late 1980s, black, Xhosa-speaking staff were appointed. The appointment of a white, male Director came as a surprise to many people, both within FCW and the FIF projects, and externally among FCW's donors:

> "There were a lot of funders who questioned why we had done that. Why did we appoint a male? Were we politically insensitive in terms of what was happening? ... Strategically, I don't think it was the right thing to do ...early childhood is run by coloured and black females, with their own agenda, their own culture. So we were a few coloured people, and no blacks, then we started to work more with black people – but then here we made this out of the box decision when we appointed Peter – male, white, over 45...".[142]

Johnson's leadership was described by two interviewees as "refreshing"; he was able to bring a fresh perspective to the organisation.[143] Unlike Isaacs, who sought to always view FIF in a positive light, having been a key part of its establishment, Johnson was able to view the programme with a more critical eye, and was aware of its flaws. When interviewed, Johnson pointed out numerous areas of weakness within the FIF programme, including the problem of using volunteers, issues of conflict, mis-management, unsuitable staff, and so on.[144] These issues are discussed in detail in the ensuing chapter. One key area of the FIF programme which Johnson viewed as flawed was the manner in which the CCB programme had been set up:

> "I think the fundamental flaw in the capacity building strategy is that it should have focused on building the projects as an organisation ... most of the focus has been on the committees – for the committees to learn how to do the fundraising, for the committees to manage the Project Coordinators ... it should have been the other way around ... it never made sense to me that

[140] This observation is discussed in detail in Appendix A
[141] Marie Isaacs, *Interview*, 06/08/2004
[142] ibid.
[143] Marie Isaacs, *Interview*, 06/08/2004; Louise Burger, *Interview*, 19/08/2004
[144] Pete Johnson, *Interview, 20/08/2004*

> committee members were expected to fundraise ... It's just one example in the capacity building programme where I think the emphasis is slightly wrong".[145]

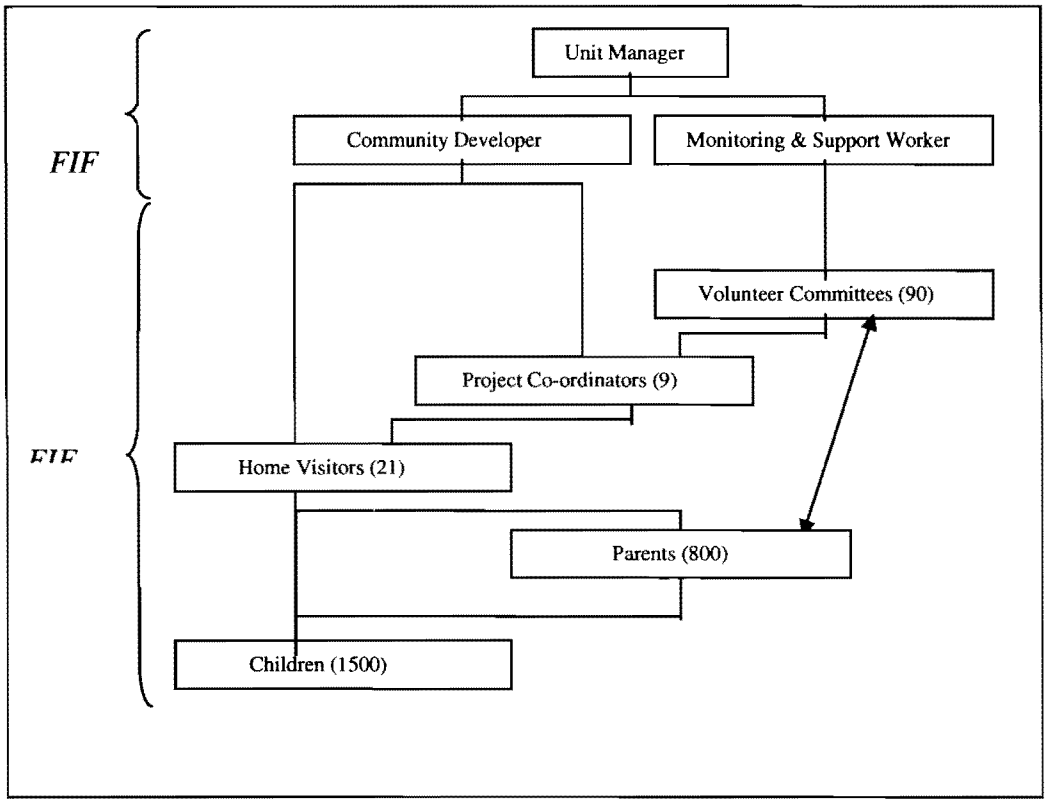
In Johnson's brief time with FCW, he did not introduce any significant changes, either to the organisational structure of the organisation, or to the developmental processes of FIF. However, it was clear from interview that he was acutely aware of the need for FCW to undergo a process of transformation, both structurally and developmentally. Johnson's reluctance to speak of the board's decision when being interviewed, coupled with the lack of access to board members themselves, prevents a complete understanding of his role in relation to the board, and the level of impact which he had in his time with FCW. However, it is the personal opinion of the researcher that the long-term influence of Isaacs and general willingness of the board to accept her decisions in terms of programmatic activity created difficulties for Johnson. Already struggling to be accepted as a white male Director, it is unlikely that his understanding of the flaws in the FIF programme would have been readily accepted. This may or may not have played a part in the board's decision to abort the role of Director.

[145] Pete Johnson, *Interview, 20/08/2004*

5.3 FIF PROGRAMME STAFF

The FIF Unit has been through a number of transitions since its beginnings in 1984. Initially, FIF was only one of a number of programmes being run by FCW; in addition, there was a focus on the affiliated ECD centres, crèches, and also an education and training unit. The FIF Unit originally consisted of two Community Developers who worked closely with the community members and project participants. As FIF developed as a programme of community development, these roles were adapted, to bring FIF to its current position.

Figure 2 : Diagram of Organisational Structure of Family in Focus Programme



A single Community Developer works primarily with Project Coordinators and Home Visitors, assisting and advising them in their role. The relatively recent post of Monitoring and Support Worker was established as part of the CCB programme, which emphasises the need for community participation and involvement in FIF. This post marks the general trend taking place within FIF of moving towards a more community-owned and holistic development activity. Both of these staff members are overseen by the FIF Unit Manager, who originally reported to the Director, but now reports directly to the management board.

The FIF Unit remains small in relation to the significance of the programme for FCW. As FCW's sole development activity, it is surprising that the team is so small; however; there is a historical dimension to this:

> "I've always felt it [FCW] was slightly admin-heavy, and that the FIF team was quite lean, but doing a lot. I think the problem was that FCW used to have other projects, then they fell away. The FCW head office stayed the same, but now they were just serving one project, which is Family in Focus ... You probably could, with a really dedicated admin person, the Unit Manager and her team, whoever she needs, and a finance person, really cut down on the FCW side of things".[146]

The small size of the FIF Unit team and the over-emphasis on FCW administrative staff further implies a lack of recognition by the board of the nature of the FIF programme, and its centrality within FCW.

The capacity of FIF staff to fulfil their roles effectively is a vital aspect. There is often an over-emphasis on the need to increase participant capacity at the project level – most particularly in this case, the volunteer committee members. However, within FCW, paid staff are the bedrock of the organisation. While volunteers frequently fall away, paid staff tend to remain committed to their roles. Failure to adequately support and develop staff indicates weaknesses within the organisation, and suggests a lack of recognition of their value to FCW. This again, is indicative of failures at board level to adequately recognise the significance of the FIF programme to FCW's overall development goals and objectives.

5.4 PROJECT STRUCTURES

5.4.1 Project Coordinators:

Project Coordinators have been central figures within FIF projects since its very beginnings. The first was employed in the Oceanview project in the mid-1980s.[147] Project Coordinators are responsible for the overall running of the individual FIF projects, with one coordinator employed in each FIF community. In the process of moving FIF projects towards autonomy, it is expected that they will eventually operate as CBOs, and that the Project Coordinator will become the CEO of the organization.[148] Project Coordinators receive ongoing training to equip them for their roles, and ensure quality in the service delivery. Training focuses on: leadership; decision-making; problem solving; planning; administration; financial systems; performance evaluation; facilitation skills; and monitoring and evaluation.[149]

It was apparent early in the research process that there were significant difficulties and frustrations surrounding the role of the Project Coordinator in terms of responsibilities and

[146] Claire Murphy, *Interview*, 30/07/2004
[147] FCW, *Oceanview Home-based Programme*, unpublished paper
[148] Pete Johnson, *Interview*, 20/08/2004
[149] FCW, *FIF Promotional Leaflet*, 2004

levels of authority. These difficulties were being experienced at all levels of the organisation, among staff and volunteers alike. In an informal discussion with Project Coordinators while waiting for their monthly meeting with the Community Developer to begin, a number of their personal frustrations came to the fore.[150]

Project Coordinators commented on the lack of clarity on the levels of responsibility which they are entitled to hold. As central figures within FIF communities, they are the people 'on the ground', with knowledge of the needs and dynamics of the communities where they are based. While they feel competent in their roles, they felt that this view was not echoed among the FIF Unit staff. Reference was made to letters addressed to the Project Coordinators frequently being opened and dealt with by FCW administrative staff. The Project Coordinators felt this signified a lack of trust, and implied a lack of confidence in their abilities to do their jobs effectively. Another frustration arose when discussing the disparity between the resources available to them and those available to the FIF Unit staff. Reference was made to the Unit staff's easy access to computers, email, fax, telephone, and the use of FCW's cars. In comparison, Project Coordinators do not have access to these resources within their communities, and must travel to FCW if they wish to use such resources. For some, such as the Project Coordinators in Franschhoek and Atlantis, this is too great a distance to travel regularly, and they feel the projects suffer as a result. FIF unit staff were accused of acting selfishly, and of being inconsiderate towards the Project Coordinators.

However, when the meeting began with the Community Developer and FIF Programme Manager, none of these frustrations were raised, despite the Community Developer giving ample opportunity for Project Coordinators to raise their concerns. There was a considerable lack of communication on these personal issues and frustrations, and while wider FIF issues were discussed, the underlying tensions were not addressed.

It was the personal opinion of the researcher that personal gain played a part in much of the frustration raised by the Project Coordinators. Project Coordinators are provided with cell phones, and their transport costs are met by the project. On personal reflection, it seemed that jealousy was a core reason why they remained so upset over the allocation of resources. The argument that the projects were suffering as a result appeared to be more of an excuse than a valid reason.[151]

In an FIF Unit staff workshop to discuss levels of autonomy among the projects, the FIF Programme Manager outlined her understanding of the ideal role of a Project Coordinator:

[150] Field Notes, *Project Coordinators Monthly Meeting*, 29/04/2004
[151] Field Notes, *Project Coordinators Monthly Meeting*, 29/04/2004

> "The Project Coordinator must understand the programme, manage staff, refer for training, and coordinate the work of FIF. She must recruit committee members, and will remain accountable to them. She must network for the benefit of the project. She must have facilitation skills to run training alone. She will be responsible for organizational development. In terms of fundraising, she will either coordinate efforts, or complete application forms herself".[152]

FIF Unit staff consider this to be a manageable workload. However, throughout the research period, the Project Coordinators struggled with an excessive workload they could not effectively maintain. There are two key reasons for this. Firstly, there is a lack of understanding of roles and responsibilities, not only among Project Coordinators, but at every level of the project structure – committees, Home Visitors, parents, and FIF Unit staff. Secondly, and directly related to this, is the unwillingness of Project Coordinators to concede any level of authority or responsibility to committees and Home Visitors.

The Project Coordinators at FIF have been in their positions for a long time; most have been involved with the projects since their conception and in some cases, they started out as Home Visitors. When FIF introduced project management committees in 2000, their positions and their responsibilities changed; however, for the most part, Project Coordinators have not adjusted their activities to take sufficient account of these changes. Much of the reason for their unsustainable workload is that they are attempting to do the work of the Home Visitors and the committees as well as their own responsibilities. The Project Coordinators acknowledged this in a needs assessment workshop.[153] The flipside was that Home Visitors and committee members felt the Project Coordinators were not allowing them room to do their job effectively; this led to frustration and interpersonal conflicts among project participants at all levels.[154]

Project coordinators argue that the committees are incapable of leading; therefore they will not hand over authority. The Project Coordinators understand the vision and objectives behind introducing project management committees, but they remain resistant to the change. As paid staff, they consider themselves more valuable than the volunteer committee members, who they regard as dispensable and uncommitted. A clear example of this was the attitude of the Project Coordinator in Bokmakierie, who continues to regard herself as the leader, and feels that the project will die if she passes her authority to the committee:

> "we focus on, and over-capacitate, the coordinator. And because of the situation with the coordinator and the committee members – because the

[152] Louise Burger, *Interview*, 19/08/2004
[153] Field Notes, *Future of FCW Workshop*, 25/08/2004
[154] ibid.

> coordinator's paid and the committee members are voluntary – the coordinator has become the powerful one. The Project Coordinator [in Bokmakierie] is so powerful! She is so powerful! And she disregards the committee. And the committees feel like they're just there for the show".[155]

In many ways, the authoritarian nature of the Project Coordinators' leadership is reflective of the ways in which FCW have approached the concept of community participation. The projects have come to replicate the leadership style of the organisation, in which participation is used as a means to legitimize the organisation's development objectives. Project Coordinators have conferred authority, and have adopted the organisational culture in the way they disregard the committees. This disregard is not far removed from the way FCW as an organisation has failed to sufficiently confer authority to project participants.

However, while Project Coordinators do not respect the roles or abilities of committee members, there is also a measure of fear and uncertainty on their part, as the committees are being prepared to act as employers of the coordinators:

> "I think sometimes the coordinator may have felt unhappy that this group of people could make decisions about her salary, and her staff money, and could hire her and fire her, and that in the future, that could be a possibility. I think maybe starting with a strong committee, before you even get a Project Coordinator should have been the model, and it wasn't. If they had that, then they would have chosen the Project Coordinator, she would always have had them making decisions about her position".[156]

The central problem with the conflictual relationship between Project Coordinators and committee members is found in the way projects were first established. Community participation in a project of this nature is essential from the very beginning; however, it appears that FIF approached it in the wrong order:

> "the committees came afterwards, so it's like an add-on. It's like trying to get community ownership and participation after the fact of the project being developed and implemented, which is a very difficult thing to do. So in the model, that's the first fundamental weakness".[157]

In examining the committee processes and difficulties, this flaw becomes even more apparent, and it becomes difficult to see how the FIF model can work effectively and

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[155] Marie Isaacs, *Interview*, 06/08/2004
[156] Claire Murphy, *Interview*, 30/07/2004
[157] Pete Johnson, *Interview*, 20/08/2004

autonomously in its current communities, without constant intervention from the FIF Unit, and other external sources.

5.4.2 *FIF Project Management Committees:*

The development of project management committees has been an important move forward in the FIF programme, leading to increased levels of community ownership and participation in the programme. There is a committee within each FIF project, consisting of approximately ten people, depending on the size of the project.

In 2002, funding was received from BvLF for a Committee Capacity Building programme.[158] The CCB programme was designed to bring committees to a suitable level to take over the running of the project from the FIF Unit, and to become independent, autonomous projects. Committees are envisioned as the governing bodies of the FIF projects from February 2006. While there have been substantial steps taken as a result of the CCB programme, there remain key difficulties within the committee process, which must be addressed in order for committees to become an effective and stabilizing force within FIF communities. The CCB programme is examined in the next chapter.

FIF committees are regularly made fragile and unstable, mainly due to conflict between volunteer committee members and paid project staff, and a lack of commitment from committee members. While it is important for the community processes that committees remain a voluntary entity, it does mean that there is often little incentive for people to remain involved with the project. The valuable and relevant training being offered by FIF through the CCB programme is used by committee members to find employment; when committee members leave the project, FIF loses the benefit of its training efforts. This is a serious flaw within the FIF programme. The following analysis of committees and the CCB programme will examine the impact of this flaw with regard to the FIF 'developmental model', and will consider what steps must be taken to address this crucial defect.

5.4.3 *The Development of Volunteer Committees:*

As the FIF programme developed and became established in communities throughout the 1990s, there was a growing recognition of a need for strong parental and community involvement in the development and management of the FIF programme within communities, if projects were to be sustainable in the long-term.[159] The original vision of home-based ECD projects grew, to the extent that projects are envisioned as becoming autonomous, self-directed community-based organizations. These CBOs will run FIF as their core activity, but will be independent of FCW, and free to extend their activities into other aspects of

[158] FCW, *Funding Proposal*, February 2004
[159] Claire Murphy, *Interview*, 30/07/2004.

community development.[160] As a result, the year 2000 saw the establishment of project management committees within the nine FIF communities. Each committee has six office-bearers and five additional members, although figures vary slightly depending on the size of the project.

5.4.4 ***Committee Difficulties:***

The FIF project management committees operate at varying levels of capacity and understanding, for a variety of reasons.[161] Low levels of education, capacity and skills play a large part; on the other hand, there has been inadequate training and resources to sufficiently address these issues. Committee members frequently struggle to separate project issues and personal issues, leading to regular conflict among participants. Poverty, unemployment and limited opportunities to improve their situations make involvement in FIF projects a deeply personal issue for many participants. There is competition for involvement in projects, particularly for leadership positions. This is largely in the hope that involvement will lead to future employment. When selecting office bearers within the committee, levels of skills and merit are often not considered; it becomes a personal issue, and can lead to extensive conflict:

> "projects become subjected to personal rivalries fuelled by competition over scarce resources. Envy, resentment and personal conflicts become daily problems that stunt progress ... projects become a resource for economic survival and not an object of community development".[162]

This leads to extensive problems in organizational structure. Project Coordinators and Home Visitors regard committee members as less important, and refuse to accept their authority. This can cause committees' work and training to be disregarded and devalued, and means the training is not beneficial. If the committee does assert itself, it often leads to conflict, impacting negatively on the work of the project as a whole. This also creates the need for further training on conflict resolution – meaning more funding must be secured. The endless pursuit of funding to provide training to address the problems that frequently arise means that projects are essentially unsustainable, and require constant intervention on a number of levels – by the FIF Unit, by outside service providers (governance training, conflict mediation, etc), and by donors.

These problems are further compounded when committee members – having received valuable, transferable training – leave to take up offers of employment. This negates the

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[160] Field Notes, *FIF Unit Staff Workshop on Autonomy*, 11/06/2004
[161] B. Ngcokoto, *Presentation to FIF Unit Staff Meeting with Personal Development Training Provider*, 10/05/2004, unpublished paper
[162] ibid.

value of the training FIF has invested in, and further lowers project staff's opinions of the reliability and commitment of committee members. It leaves FIF projects in a permanent cycle of recruiting and training. Projects are often regarded by committee members as a potential resource for economic survival, rather than an opportunity for holistic development for their children or their community.[163] Many committee members become involved in the hope that they may eventually become employed as a HV or PC; indeed, when such positions do arise, there are many applicants from within the committee, and the resulting decision can lead to emotional conflict among committee members.

It is an essential and fundamental flaw within the FIF model that the committees were set up *after* the establishment of projects with paid staff members. The committees are essential to the effective delivery of the FIF programme in poor communities; they allow for a greater level of accountability to the community the project is designed to serve, and they make a valuable contribution to the community ownership of the project. However, the value of this contribution is questionable, given that FIF did not begin with committees. This has been acknowledged by former FCW staff members:

> "...the committees came after the project staff. And that is a problem, because it's not as though members of the community where the project was working identified this as a need, and said through their own initiative, let's develop and implement a project of this nature – so that it would have been initiated and driven by members of the community in the first place ... It's like trying to get community ownership and participation after the fact of the project being developed and implemented, which is a very difficult thing to do. So in the model, that's the first fundamental weakness".[164]

It is difficult to envisage a well-trained, smoothly-running FIF committee, given the many difficult circumstances that surround them. The CCB programme, which FIF has been running with the support of BvLF since 2003, is seeking to address a number of these issues. While it has been able to provide effective and appropriate training, the opinion of the researcher is that the successes achieved by the CCB programme are too few for FIF to consider its committees ready to take on the running of the projects in February 2006. This is not a direct fault of the CCB programme itself, as will be seen in the following analysis, but is systemic of fundamental flaws in the organisational history and structure of FIF projects.

[163] ibid.
[164] Pete Johnson, *Interview*, 20/08/2004

6. FIF DEVELOPMENTAL MODEL

FIF has transformed considerably since its early days in Oceanview and Mitchells Plain. The programme has expanded its operations, and is well-established in the following nine communities in the Western Cape:

- Atlantis
- Bokmakierie, in Athlone
- Langrug, the informal settlement near Franschhoek
- Greenpoint, in Khayelitsha
- Kleinvlei, in Eerste
- Rocklands and Woodlands, in Mitchells Plain
- Phillipi East
- Freedom Park, the informal settlement in Mitchells Plain
- Witsands, the informal settlement near Atlantis

All are marginalized and disadvantaged communities that experience high levels of poverty, a variety of social problems and abuses, and a shortage of adequate resources with which to serve the developmental needs of pre-school aged children. As discussed in Chapter 3, poor communities can benefit greatly from programmes of ECD; it assists in creating the first generation of children who carry their education to completion, relieving a number of social problems. However, the high levels of poverty and unemployment in such communities reasserts the value of and need for well-established and affordable programmes of informal ECD provisioning. It is the vision of FIF to impact upon families and communities who could not otherwise afford ECD services:

> "It is the vision of the Family in Focus Programme to be the model community-based, family centred early childhood development programme in South Africa, reaching young children who are deprived of access to any form of early childhood provision".[165]

The impact of FIF on these communities over the years has been significant. FIF serves the following groups per annum:

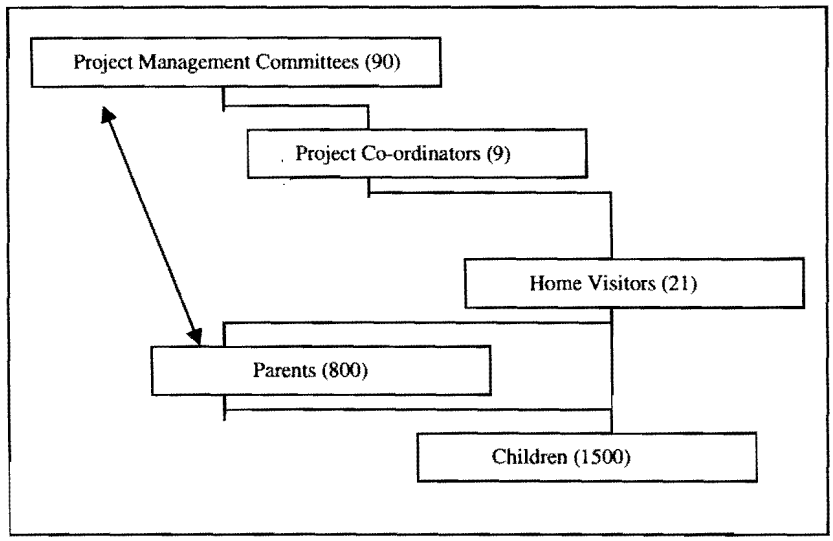
- Approximately 1500 children aged 0-6 years old, who are not receiving any form of ECD provision
- Parents of the children, approximately 800, who are eligible for the parent training programme

[165] FCW, *FIF Promotional Leaflet*, 2004

- 90 Committee members – volunteer parents and other community members (approximately ten in each community), who oversee the programme in their communities, and who are being trained to act as employers of the project staff
- 30 Project staff – Project Coordinators (one per project), who coordinate the project within the community, and Home Visitors (two or three per project) who work directly with parents and children in their homes

The following diagram represents the desirable organisational structure of FIF projects. This structure is not reflected in reality. Project management committees, being trained to take over as the employers of the Project Coordinators and Home Visitors, are frequently undermined. This is partially due to limited capacity within committees, but a significant reason is the resentment and disrespect that flows from the Project Coordinators and Home Visitors towards the committees. This problem must be addressed if projects are to stand any chance of becoming sustainable and autonomous.

Figure 3 : Diagram of desired FIF project organisational structure

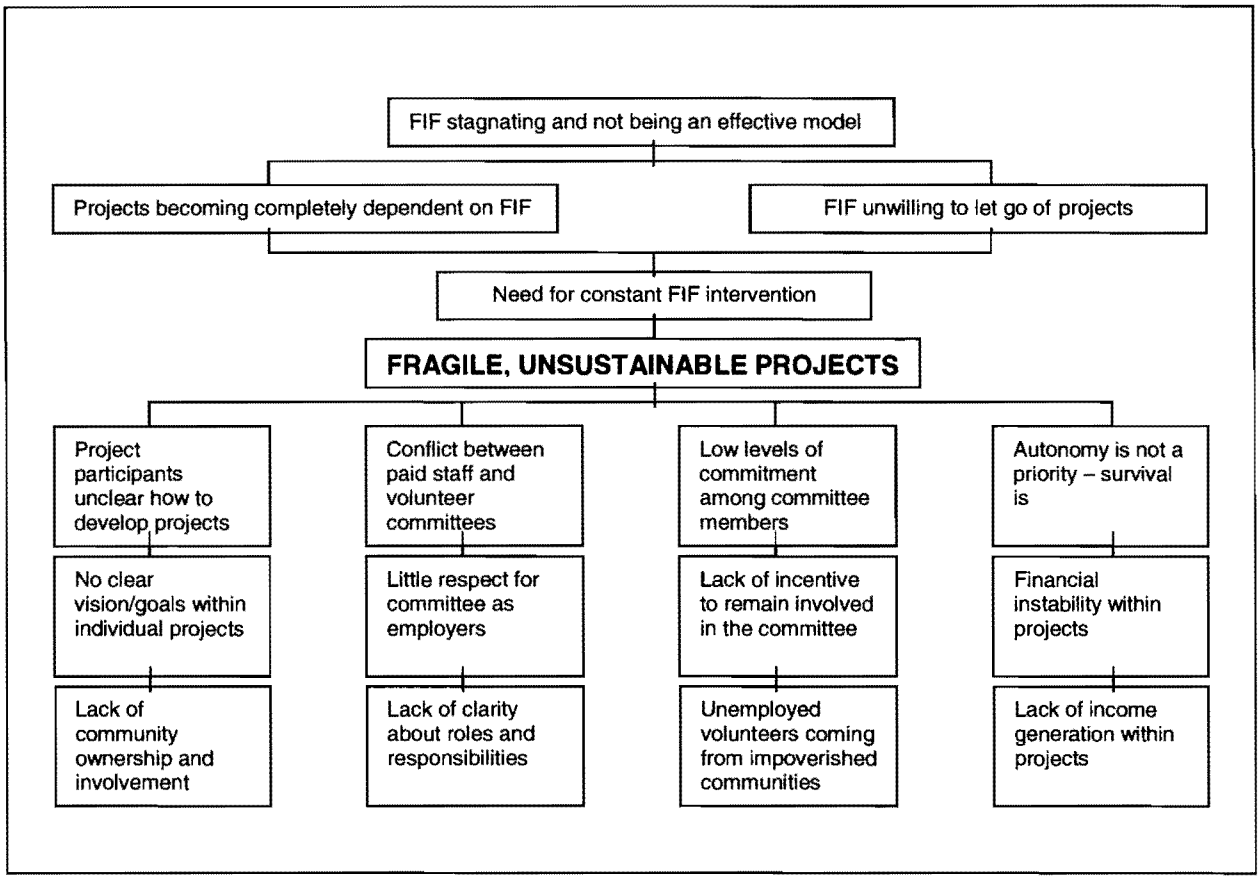


Problem Tree:

As partial requirement for the internship course through which the research was carried out, an area of the FIF programme was identified that required development, in order to increase the effectiveness of the programme. Following the identification of a core problem, a project was designed that could effectively address the issue, and a funding proposal was prepared.

The following problem tree was prepared after spending extensive time observing and talking with committee members, Project Coordinators and FIF Unit staff.

Figure 4 : Problem Tree representing core problems within FIF project management



Four inter-related root problems were identified:

- Unemployed volunteers coming from impoverished communities
- Lack of income generation within projects
- Lack of community ownership and involvement
- Lack of clarity about roles and responsibilities

These four problems cannot be treated in isolation; the remainder of this section will consider all these aspects, examining the ways they interlink, and their impact upon the FIF project within the communities. By examining these areas, it is possible to gain clearer understanding of the workings of the FIF developmental model, and make suggestions for improvement.

6.1 COMMUNITY PARTICIPATION

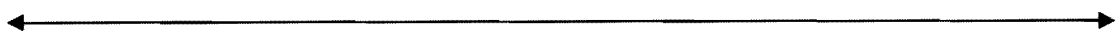
FCW's mission statement describes the organization as one which enables transformation "...by *responding* to felt needs of children, families and marginalized communities..." (*emphasis added*).[166] To an extent, this is true of FIF. Needs assessments workshops, carried out with project participants and facilitated by FIF Unit staff, occur regularly, particularly when considering training needs. However, there is a struggle between what one interviewee referred to as "pro-active and responsive".[167] An NGO is responsive when it is aware of the needs and wishes of its constituents, and creates programmes specifically designed to meet those needs and wishes. Community participation is essential in a responsive approach, to ensure a steady flow of communication between NGO staff and constituents.

While community involvement and participation remains essential, it is also important to acknowledge that the development organization itself has something to bring to the table. This is the process described by the interviewee as 'pro-active':

> "FCW purports to be a purely responsive model, or responsive way of addressing the needs of communities. I don't think that's actually true, I don't think it's true that it's purely responsive ... The other thing is to be pro-active ... being pro-active means that you've got a package – you develop a package which you offer to people".[168]

This is a difficult balance for NGOs to strike. Community development is most effective when it relates directly to the perceived needs of community members. However, NGOs also come with knowledge and experience, and can be well placed to assist community members in identifying specific problem areas. There is a risk that the NGO could impose its programmes on a community which has other preferences. However, it is also detrimental to disregard what the NGO has to offer.

FIF have struggled to strike an appropriate balance between the pro-active and responsive approaches. While FCW defines itself as a responsive organization, Johnson acknowledged that it is in fact divided between these two approaches. He represented this on the following scale:



Pro-active (package) Responsive (develop)

[166] FCW, *Annual Report*, 2003/04
[167] Pete Johnson, *Interview*, 20/08/2004
[168] ibid.

> "Over here [points to 'responsive' on scale], you will work with a community or people, and you will find out what they want, what they feel their needs are, and then you will develop certain resources or packages to address that. Now, I don't think it's problematic to work on both sides of the spectrum – I think there's room for both. I think FCW's probably very in the middle. We do have a package – we have a parent training programme – and then we assess needs, and it develops out of negotiation over what it looks like".[169]

There is tension between the imposition of the FIF model and the participation of a community in creating its own development project. This in part results from FCW only having one programme to offer. It is not able to address the diversity of needs and issues which are pertinent to FIF communities. It only offers informal ECD services, which are not always perceived by communities as the most pressing requirement:

> "I definitely know when we were in Franschhoek, there was a lot of pressure to get the project started, and people were clearly talking about sewing groups and income generation. We were like, 'well, we could get to deal with that, but let's look at the kids' issues first'. That really niggled me, but you don't have a choice – this is what you have to offer or nothing".[170]

The reality in Franschhoek is that the community are yet to be offered income generating opportunities. FCW has focused its efforts on establishing FIF as a solution to the development needs of the community; however, they have lost sight of the perceived needs of the participants themselves. This obvious lack of community participation and involvement damages the credibility and potential of the FIF programme within that particular community.

FCW have had to make particular effort in the past to 'sell' their informal ECD programme to communities. Since its origins, FIF has been regarded as an 'alternative' and possibly even second-rate form of ECD provision.[171] An example is in the desire of most communities to have a crèche service, where they can leave their children for the day while they go to work. One interviewee described how most communities would request a crèche, and FIF staff would have to "convince them that the Family in Focus model is better than a crèche".[172] However, it is questionable whether the introduction of this kind of programme can still be considered good development practice when a community has had to be so aggressively persuaded of its benefits:

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[169] Pete Johnson, *Interview*, 20/08/2004
[170] Claire Murphy, *Interview*, 30/07/2004
[171] Marie Isaacs, *Interview*, 06/08/2004
[172] Claire Murphy, *Interview*, 30/07/2004

> "If you identify a need, but if the market you are trying to reach is just not going to respond, then it just might not be relevant. But on the other hand, you might need to develop mechanisms and hooks to sell that, to help people see there is a need, and maybe dangle a couple of carrots ... and in development work, you've got to look very carefully at whether dangling carrots is a good thing or not".[173]

It is detrimental to imply that NGOs have nothing to offer communities, and must rely entirely on the community's perception of their needs. NGOs are typically made up of professional people with significant levels of capacity and expertise, who can often correctly identify the areas requiring attention. However, without sufficient support and participation from the community concerned, projects can lack legitimacy, and may not be readily accepted. There must be a collaborative effort between the NGO as service provider and the community as beneficiaries. This kind of partnership is only built through trust and over time. When a community trusts in an NGO, they are more willing to accept the programmes it offers. FCW has fallen into a dangerous trap in some of its communities. It has entered communities where it had no prior history, such as Franschhoek, and has convinced the people of the importance of its ECD model, while actively disregarding felt needs of the community members. Had the FIF programme been successful in its goal as a vehicle to a more holistic form of community development, then FCW's actions may have paid off. However, this intended holistic development has not materialised:

> "the work is also the broader community development component. I'm not sure that the FIF programme has the capacity to really address those various aspects. If you look at concentric circles, or levels – it's the child in the centre, then the mother, then the family, then the surrounding community ... I don't know about the capacity to touch and deal with all those various levels and components".[174]

This was emphasised at an FIF participants' workshop. Participants acknowledged the benefits and usefulness of FIF, but their focus was firmly fixed on other problem areas, such as crime, youth, unemployment, drugs, the need for food parcels, the need for increased HIV/Aids awareness, domestic violence, child abuse, the elderly, and so on. Representatives from Freedom Park FIF project explained that FIF in itself was good, but was not sufficient to address the needs of the community as a whole. Participants want FCW to work with them on these other problem areas, in order for them to address "the real concerns of the community".[175] However, with only one programme, FCW is not in a position to expand into these other areas of "real concern".

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[173] Pete Johnson, *Interview*, 20/08/2004
[174] Pete Johnson, *Interview*, 20/08/2004
[175] Field Notes, *Future of FCW Workshop*, 25/08/2004

6.1.2 ***Participation as a Means:***

While FCW places a high regard on participation, it is often wrongly viewed as a means to legitimise and lend authority to organisational development interests. This is apparent in how participants are often aggressively persuaded of the value of the FIF programme, in contrast to their own needs as a community; for example, in the establishment of the FIF project in Franschhoek. However, the researcher also observed several occasions in which the participation of FIF constituents was clearly being manipulated to give weight to the views of management.[176]

Parfitt refers to the dangers that arise when participation is used solely as a means to legitimise an organisation's development agenda. Community participation becomes invalid, and is used as a tool by which to reinforce the strength and authority which the organisation maintains over its constituents. Empowerment cannot happen within such a context. While FCW give the appearance of being a participatory organisation, the rhetoric and the reality remain different things.[177]

6.2 PARTNERSHIPS / NETWORKING

It would be unfair to imply that these problems are unique to FCW. Poor communities in South Africa are faced with a wide range of difficulties, including unemployment, drug abuse, child abuse, domestic violence, and a number of other social ills associated with poverty and discrimination. Few organisations are equipped to deal with the complete range of community problems. However, FCW's flaw lies in its claim to lead to more holistic community development.[178] This claim must be backed up by action, and this has not been seen in its activities.

For FCW to encourage holistic community development, it must do one of two things. Either FCW must expand its current programmes, to cater for community issues outside of ECD; or FIF must become a more active participant in a network of community-based NGOs in the Cape Town area. Given FCW's recent financial difficulties, and its difficulty in successfully bringing its current FIF projects to a point of autonomy and sustainability, it is unadvisable for it to extend its activities base at present. However, it is realistic for FCW to maintain its focus on ECD and partner other community development organisations, in order to ensure that community needs are addressed more comprehensively. The benefits of being part of such a

[176] See Appendix A for a detailed account of direct observation of a workshop held for FIF participants, which was held for the sole purpose of assessing their personal views, but which resulted in participants being persuaded to adopt a proposal which few understood clearly, or felt was necessary.
[177] Field Notes, *Needs Assessment Workshop*, 05/04/2004. A Needs Assessment workshop held with project participants revealed that Home Visitors had clearly defined training needs. However, while their views were listened to and noted, it was made clear to participants that FIF was prepared to offer alternative training, and at that point in time, they were not in a position to adapt their training provision.
[178] FCW, *Annual Report*, 2003/2004

network would extend beyond FCW/FIF, and could bring added benefits to many communities, who could be offered services that are more appropriate to their needs:

> "I think NGOs need to get together and work differently ... I think a lot of NGOs start their type of project in the community, and that's the only thing they've go to offer. Communities end up taking it because they need all the help they can get, but it might not be the priority. And therefore you struggle with community participation, because you're not actually meeting the right need at the right time. You know how you go to a GP, and they assess you, and refer you to a specialist – you almost need a GP-type Community Developer who does that process within all communities, everywhere in South Africa, and then links the community up to whatever organisation is ready to move in that direction. So I think it's a bigger problem than just FCW's problem".[179]

This proposed model is problematic in itself. While networks may be desirable, they can be difficult to maintain. They require significant energy to maintain strong relationships. In this suggested model, the person who acts as the "GP-type Community Developer" must be skilled enough to work with a range of community problems, and attach these to the multitude of solutions being offered by NGOs. Neither does it completely address the difficulties of organisation's imposing their development package on communities. At some point in this process, the Community Developer will have to sell a development idea or concept to a community. To return to what was stated earlier in this chapter, this does not necessarily have to be an undesirable situation, as NGOs often have a significant level of skills, expertise and knowledge to bring to the table.

However, the emphasis on partnerships is good development practice, and if handled correctly, the proposed model has the potential to have enormous benefits within communities in South Africa. This relates directly to the earlier discussion on the importance of partnerships for organisational sustainability.[180]

FCW has reached a stage in its development as an organisation where it has become stagnant. It is struggling to meet the needs of its constituents, and is unable to deliver the holistic development it has aspired to. By becoming more actively involved in partnerships with other organisations, FCW would be better placed to support its projects as they seek to expand into other areas of community development. This issue is not confined to FCW. The South African NGO sector would benefit from an organised network system, whereby

[179] Claire Murphy, *Interview*, 30/07/2004
[180] See discussion in Chapter 3, pages 33-34

organisations could exchange services, and as a combined unit be better placed to offer holistic development opportunities to poor communities.

6.3 COMMUNITY CAPACITY

Capacity building is a relatively recent concept, only emerging in the 1990s as a necessary component of community development processes. To understand capacity building, it is first important to understand what is implied by 'capacity'. The World Bank defines capacity as follows:

> "capacity is the ability of individuals, institutions, and societies to solve problems, make informed choices, define their priorities and plan their futures".[181]

Capacity is the ability of communities and individuals to contribute to their own development processes. Capacity building is required when there is a perceived deficiency in these abilities:

> "If...capacity is a measure of the ability (be it intellectual, organisational, social, political, material, practical or financial) of an individual, group, organisation or community to achieve its objective, capacity building would be the response to a lack of ability".[182]

The concept of capacity building is generally viewed positively as a method through which communities gain the skills and resources essential to their development processes. Major donors to CBOs, whether multilateral, governmental or non-governmental, have adopted the current rhetoric on community development, which endorses programmes that encourages capacity building and the related concepts of participation, ownership and empowerment. Funding requests for programmes which emphasise capacity building are generally well-received.

FIF committees undergo many difficulties, which were outlined in the previous chapter. The understanding at FCW is that these difficulties have arisen from a lack of capacity in specific areas; namely, personal development, leadership and governance, fundraising, and conflict mediation. FCW's response to this has been in the form of a CCB programme, which FIF has been running with the support of BvLF since 2003. Through the CCB programme, it is hoped

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[181] Capacity Development Resource Centre, *Defining Capacity is Complex*. World Bank [Online]. Available: http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTCDRC/0,,contentMDK:20283658~menuPK:64169185~pagePK:64169212~piPK:64169110~theSitePK:489952,00.html [2005, August 29]

[182] E. Pieterse & M. Van Donk, 2002, *Capacity Building for Poverty Reduction: Concept Paper prepared for Sedibeng.* Isandla Institute. [Online] Available: http://www.sarpn.org.za/documents/d0000509/P465_Sedibeng.doc [2005, August 29]

that committees will be equipped to take over the management of FIF projects in February 2006, and that the various difficulties which they have faced in the past will be overcome.

6.3.1 *Committee Capacity Building Programme:*

BvLF have always maintained close involvement in the work of FIF. With the establishment of the project management committees in 2000, it was clear to BvLF that committees were short of experience in management, organisational development, and aspects of community development. BvLF approached both FCW and SCAT (Social Change Assistance Trust) with a proposal for a partnership through which SCAT provided governance training and training on organisational development for the committees. This was accepted, and BvLF financed the partnership for a period of one year.[183]

While much preparation went into the training provided by SCAT, the training proved to be problematic. The lessons learnt did not translate easily back into communities and the context of committee meetings. There are various reasons why the training provided by SCAT was not implemented as effectively as expected. A fundamental issue is the impoverished circumstances in which the majority of committee members live; their priority is daily survival for them and their families, often leaving little room for concern with their child's education, or community leadership. This limits levels of personal commitment to the capacity building process, and weakens the training efforts made. An evaluation of the SCAT/FCW partnership highlighted three other key issues.[184]

- Support for the committees from the Community Developer was limited, due to the excessive workload of the Community Developer.

- Training took place over a weekend; too much information was imparted in too short a space of time, and participants were overwhelmed with the amount of knowledge they were given.

- There was interpersonal conflict on a number of levels; between differing communities, and among members of the same community. This undermined the value of the training process.

"through SCAT, I think they were able to get a lot ... But I think it was all theory, and very little action that they could put into practice. Now, they may know what to do, but they still can't hold their tongue, or not get irritated, or be on time, or they gossip. After that, we felt like we needed to do some personal development

[183] Faranani Facilitation Services, *Evaluation Report of the FCW/SCAT Partnership Project*, July 2002
[184] ibid.

stuff with them as well as the actual understanding of the committee as a role, and the theory".[185]

In response to these difficulties, FCW approached BvLF in 2002 with a vision of a two-year CCB programme, which would include the employment of a Monitoring and Support Worker to mentor and support the committees (addressing the issue of the previous lack of support from the Community Developer), and a Personal Development training component for all committee members. Funding was approved, and the CCB programme began in August 2003.

The CCB Programme for FIF committee members and Project Co-ordinators involves a series of workshops in leadership and management, governance, project management, financial management, fundraising, conflict mediation and personal development. Training workshops are conducted by external service providers. Personal Development training addresses six key areas: self-esteem, self-awareness and assertiveness; listening and communication; coping with strong emotions; conflict resolution skills; personal goal setting; and time management.

From February 2006, the committees are expected to adopt their role as the governing and management bodies of the FIF projects within their communities. The CCB programme has had success in effectively facilitating training workshops which have increased the capacity of the participants, and enabled the committee to be much more successful in their roles and responsibilities:

> "I think it has been effective [CCB programme]. I think it certainly would be a gross misjudgement and distortion to say there's been no effective capacity building, and that what the FIF projects are trying to do on the ground is completely ineffective, and a waste of time and money. I don't think that's the case at all. I think the things that are achieved are quite remarkable, given the context and the conditions under which people are working. I think it's got to be recognised".[186]

However, while there have been many successful components to the CCB programme, many of the committee difficulties outlined in the previous chapter still remain.

In order to accurately analyse the effectiveness of the CCB programme, it is useful to consider a number of observations which were made during direct field research. At the time when the following observations were made, the CCB programme was shortly into its second

[185] Claire Murphy, *Interview*, 30/07/2004
[186] Pete Johnson, *Interview*,20/08/2004

year. However, the difficulties outlined earlier in this chapter show few signs of diminishing, and in some extreme cases, situations appear to be worsening. The question remains as to whether this is a fault with the content and style of the CCB programme, or if it remains an overall weakness with community development work within impoverished and marginalized communities. A straightforward answer to this question could have major repercussions for the FIF model as it currently stands; however, it is unlikely that this issue can be explained in a straightforward manner.

Committees, on the whole, are dogged with concerns which are reflective of wider issues faced in disadvantaged communities, such as a lack of self-esteem, difficulties with power and control, poverty of opportunity, and learnt behaviour patterns to deal with threats, These are addressed through the Personal Development component of the CCB programme. It is debatable to what extent these issues can be effectively dealt with through a few weekend sessions over a two-year period, when the people (majority women) involved in these programmes come from a lifetime of abuse, low self-esteem, and power and control struggles. FIF Unit staff acknowledge that FCW is asking these women to develop insight and wisdom and to function together as uncomplicated committee members, without creating the space for them to do their own discovery journey.[187] It is within the context of the committee, with conflict between staff and volunteers, that committee members re-experience the difficulties of power and control. The majority of committee members are coloured or black women with a legacy of apartheid, poverty, the struggle for acknowledgement, and possibly abuse. It is not unreasonable that they have developed learnt behaviour patterns to deal with issues of power and control, and that these behaviour patterns should emerge within the context of the committee. Neither is it reasonable to expect these learnt behaviours to disappear as the result of a relatively short training programme. However, these patterns constitute a major threat to the life of FIF committees, and to the sustainability of FIF projects as a whole.

Bokmakierie is a long-running FIF project, and is generally regarded as a success within the community. The committee have been very involved in the overall programme in Bokmakierie. However, it must consistently recruit new members, as people leave regularly to take up employment (often procured as a result of FIF's training). In the space of one month, a year into the CCB programme, four committee members left to take up other posts. Most of these people were keen to maintain their involvement in the committee; however, current committee structures (timing of meetings, excessive workload, and so on) make it difficult for working people to remain involved.[188]

[187] Field Notes, *FIF Unit Staff Meeting with Personal Development Training Provider*, 10/05/2004
[188] Field Notes, *Project Coordinators Monthly Meeting*, 29/03/2004

The Project Coordinator of the Bokmakierie project clearly understands the vision and the objectives behind the CCB programme; however, she is resistant to it. She considers herself the leader, and feels that the project will die if she does not lead. She regards the committee as incapable, and does not consider their potential. The chairperson of the Bokmakierie committee is the daughter of the Project Coordinator, and she allows her mother to dominate the committee. When her mother is not there, she is very capable in fulfilling her role; however, she tends to then take on her mother's characteristics, and dominates committee meetings, rather than acting in a consultative, facilitative role.[189] These personal, conflictual issues have not diminished in spite of Personal Development training. It is difficult to envisage an improvement when replacement committee members enter the training programme late, and are expected to try to assert themselves against such dominant personalities in leadership.

6.3.2 ***Capacity Building leading to Empowerment:***

Within FIF communities, there are a range of capacity issues, and many of these have been referred to in the previous chapter. FCW's former Director acknowledged the lack of capacity within the projects, despite the length of time some of these projects have been running:

> "My sense in the little time I was there was that there is very serious capacity building that still needs to be done. It's quite a serious challenge in that regard, because if you consider the amount of years that some of these projects have been running, and yet there is still the need for capacity building. And still quite large levels of dependency on FCW as an organization – it really raises serious questions around the capacity of the projects, the capacity building that's still required, and where this all goes".[190]

The argument over capacity building can be directly linked to the debate over participation as a means, in comparison to participation as an end. A community development organization that seeks to empower communities and enable them to participate effectively in their own development processes will put the needs and wishes of the communities before their own objectives as a development organization. Likewise with capacity building. Does the community organization seek to increase capacity by enabling the community to "*identify, enhance* and *mobilize*" its own strengths and capabilities?[191] Or does it seek to increase capacity only to the extent that is required to fulfil organizational and programmatic objectives?

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[189] Field Notes, *FIF Unit Staff Meeting with Personal Development Training Provider*, 10/05/2004
[190] Pete Johnson, *Interview*, 20/08/2004
[191] T. McCall, "Institutional Design for Community Economic Development Models: Issues of Opportunity and Capacity" *Community Development Journal* Vol.38, No.2, pp.96-108 (2003): 101

FIF think of capacity building only in terms of the CCB programme; they seek to increase the capacity of project participants to effectively manage the FIF projects, to enable FCW to reduce its involvement in the projects. However, it is the opinion of the researcher that while this is important, it is insufficient in terms of addressing the overall capacity issues within FIF communities. If FIF was to pull out of its projects, and leave them to be independent, they would most certainly struggle, as they do not currently have the capacity required to sustain such a project.

6.4 ASSET-MAPPING v NEEDS ASSESSMENT

Community capacity is defined by Easterling as follows:

> "the set of assets or strengths that residents individually and collectively bring to the cause of improving local quality of life".[192]

To build capacity at both individual and community level requires training, resources and technical assistance. Community development organizations often work in communities where literacy levels are low, and available skills are minimal due to lack of education. Often, there is a lack of experience in areas such as administration, fundraising, book-keeping, and so on; however, capacity building often involves skills which are less technical in nature, but are essential for harmonious community participation. For example, leadership, conflict resolution, communication, networking, time management, as well as personal development, are all areas which tend to require specific training in a South African context.

To consider capacity building in the fullness of its definition, it is necessary to look beyond the training needs and requirements of a community, to consider the assets that already exist within that community, and to empower the community to best use these assets. This enables communities to avoid situations of dependency and reliance on outside assistance:

> "[Community capacity is the community's ability] ... to *identify, enhance* and *mobilize* its human potential, economic opportunities, social relationships and ecological resources, for the purpose of improved community stability ... if a community is unable to generate viable development initiatives based on an understanding of their strengths and capabilities, *external forces* are more likely to have a larger role in determining the future of the community. This often creates or repeats conditions of *dependency*".[193]

[192] Easterling, cited in Simpson *et al* 2003, 278
[193] McCall, 101-102

A frequent error in community development work is the perception that increasing the capacity of a community means only to provide new skills, new capabilities, and to address the perceived 'gaps' within the community. However, in understanding what both McCall and Easterling suggest, capacity building is most effective when it supports already existing capacity within communities, and empowers communities to use the assets already available to the fullest extent. Capacity building must be closely knitted to empowerment, to ensure its effectiveness.

FIF focuses much of its attention on perceived 'needs' within a community. Needs assessments are regularly held to discover what the project participants are lacking, and to find solutions to meet these needs. This can be a negative approach. It concentrates on what participants are missing, rather than assessing what they have, and building upon the resources already available within the community. McCall refers to this as 'asset-mapping':

> "Asset-mapping, unlike a focus on needs, looks to *community assets* with the purpose of building communities, development and advancing community aspirations through community relationships, including networking, leadership and mentoring links. Here the community, rather than be a client or customer, is seen as a producer and owner of assets ... [this process] will allow communities to become *development makers* rather than *development takers*".[194]

Asset-mapping focuses on relationships, which are fundamental to building strong communities. It encourages community participants to develop a vision for what they can do with the skills and resources already available. It is then possible to tailor training offered by community development organizations to better suit the requirements of communities. When communities are more fully aware of their own strengths and capabilities, they are better placed to direct and own their own development processes. The empowerment and ownership stemming from this process reduces the likelihood of dependency on outside forces. FIF have not used this approach; participants do not own their own development process, and remain dependent on the constant intervention of FCW and the FIF Unit.

There are two elements to this debate. FCW has tended to adopt a needs-based approach in its FIF projects, and as a result, has been unable to effectively equip and empower communities to own their own development. However, within these particular communities resources and assets are limited, and there are many needs which communities are unable to address effectively without external assistance. In numerous informal discussions with project participants, the need most consistently referred to was for income generation opportunities, or at the very least, some form of economic or material incentive for volunteer committee

[194] McCall, 103 & 107

members.[195] There is capacity within all FIF communities for income generation; however, participants are unable to begin without assistance, as they lack the capital. It is the opinion of the researcher that if FIF invested energy into assisting communities to build on their own potential in this way, project participants would be more committed to FIF, more in control of their own development processes, and their projects better able to take steps towards sustainability and autonomy.

6.5 THE NEED FOR INCOME GENERATING OPPORTUNITIES

The original Oceanview programme employed 45 mothers to work with 190 children in the community.[196] Now, FIF employs approximately 30 staff, to run programmes reaching approximately 1500 children per annum. The focus has shifted from job creation to use of volunteers, with increased emphasis on parental involvement. This is a critical issue, which is problematic in poor communities with continually high levels of unemployment. The Problem Tree (Fig.4) shows direct links between a lack of opportunity for income generation and the fragile, unsustainable nature of the FIF projects.

This problem is further enhanced when volunteer committee members are expected to fundraise for the projects, specifically to pay the Project Coordinator and Home Visitors. Most FIF projects have experienced significant levels of conflict between committee members and paid staff, which have become "uncontrollable".[197] The core reasons for this stem from what committee members perceive as unfairness in the way this issue has been addressed:

> "at worst, it is feared that they [volunteer committee members] will fire staff in favour of employing committee members, as they presently envy staff for their being in employment that some of them so desperately need. This dilemma becomes even more demonstrable when projects have to do the fundraising. Most committee members fundraise, and become involved in those events grumbling with complaints that it is unfair that they should do these for the benefit of the staff while they suffer the brunt of unemployment and poverty".[198]

Fundraising attempts by the projects are rarely successful due to the levels of poverty within those communities. A karaoke fundraising event in Rocklands failed to even cover the costs of hosting the event. The Project Coordinator explained that committee members and community members do not have money to contribute. They are attempting to raise funds

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[195] Field Notes, *Future of FCW Workshop*, 25/08/2004
[196] FCW, *Oceanview Home-based Programme*, unpublished paper
[197] Field Notes, *FIF Unit Staff Meeting with Personal Development Training Provider*, 10/05/2004
[198] B. Ngcokoto, *Presentation to FIF Unit Staff Meeting with Personal Development Training Provider*, 10/05/2004, unpublished paper

from the people who have the least to offer.[199] This is not a sustainable approach. The Project Coordinator in Mitchells Plain has been attempting to maintain unsustainable workload, as she tried to take over the responsibility for fundraising from an unwilling committee. This puts her in a difficult position, and many accusations of personal gain have been made, from both committee members and the community from which she is seeking financial support to pay her salary.[200]

> "It never made sense to me that committees were expected to fundraise ... how do you expect a committee member, serving on a voluntary basis, who is more than likely unemployed – how do you expect such a person to go and fundraise to raise money for people who are already salaried?".[201]

FIF communities would benefit from a well-established income generation opportunity for volunteers. It is understandable that FCW could not continue to employ such large ratios of staff as they did in Oceanview in the 1980s. However, as an organization seeking to support and enhance the holistic development of the communities it serves, FCW must find ways in which to address the economic needs of its constituents.

By providing economic incentive to committee members, FCW can ensure their continued involvement with the projects. While the use of volunteers is essential to the community ownership of the project, FCW must acknowledge the real economic needs of committee members, who are regularly enticed away from committees by economic opportunities. Committees are vital to the effective delivery of the FIF programme in poor communities; it is essential to ensure that members' needs are adequately met, to produce stable communities which can lead effectively. An income generating scheme for committee members would create incentive for committee members to maintain their involvement. This would add value to the CCB programme, and would contribute to the stability of the projects as a whole. It would strengthen community ownership and participation, reducing the need for FIF intervention, thus furthering projects on the road to autonomy. This in turn will free FIF to extend its work into new communities with a current shortage of accessible ECD provision, thus preventing stagnation, and allowing FIF to expand as a development organization in the Western Cape.

6.5.1 ***FCW's Response to Proposed Income Generation Scheme:***

As partial requirement for the internship course undertaken by the author, an income generating scheme was designed, and a funding proposal prepared and submitted to FCW. The proposal was for a beadwork project, through which training would be delivered to

[199] Field Notes, *Project Coordinators Monthly Meeting*, 29/03/2004
[200] Field Notes, *Project Coordinators Monthly Meeting*, 29/03/2004
[201] Pete Johnson, *Interview*, 20/08/2004

participants, and greater levels of partnership encouraged between the projects. Designed as a pilot project, the proposal was limited initially to the FIF projects in Greenpoint in Khayelitsha, and Freedom Park in Mitchells Plain, both informal settlements with high levels of poverty and unemployment.[202]

While the scheme was not designed to generate significant profit, this was not its main purpose. The primary function was to provide economic incentive for volunteers, encouraging them to maintain commitment to the FIF project, and enhancing community structures through networking and increased sharing of ideas. As the skills of participants increased through training, it was expected that greater profits would be generated, and that by the end of a two year funding period the project would be financially self-sustaining.

The income generation scheme had potential to make a solid contribution towards increasing levels of autonomy and sustainability within the FIF projects at Greenpoint and Freedom Park. The CCB programme aims to build committee capacity to the extent that reliance on the FIF Unit will be reduced, and projects will be better able to stand on their own as a community-driven project. For this reason, the proposal intended the FIF Unit to have minimal direct involvement with the scheme. By encouraging projects to bring in a Project Manager from outside of the FIF Unit, and to develop relationships with other people and organisations, it was expected that reliance on and need for FIF intervention would be reduced. For this reason, the FCW building was not to be used for training or for quarterly meetings. Keeping as many aspects of the proposed income-generating scheme as possible within the two communities themselves would strengthen community ownership of the scheme. The combination of the CCB programme and the income-generating scheme would strengthen and support committees, and enable them to become autonomous and sustainable.

However, while the FIF Unit staff recognised these possibilities, they were unwilling to adopt the proposal. At the time, the FIF Unit was struggling to deal with the lost of the Director and the ongoing financial crisis of the organisation. In addition, a number of its project management committees were undergoing significant problems due to ongoing conflict between paid staff and volunteers. While acknowledging the benefits of an income-generating scheme in providing economic incentive and reducing levels of conflict within committees, the FIF Unit did not have the time to address the long-term issues.

This is reflective of the FCW management board's decision to cut out the post of Director. It has become the organisational culture in FCW to make crisis management decisions, without looking to long-term effects. With effective income generation, FCW have an opportunity to address a number of flaws in its FIF model. However, staff are so focused on dealing with the results of these flaws that they are failing (both within the organisation and its development

[202] See Appendix B for a detailed outline of the funding proposal for the income generation scheme

programme) to consider the root causes of these flaws, and to deal with what lies at the heart of the issue. FIF Unit staff remain focused on the day-to-day crises that arise; they are unable to make plans for the long-term, and constantly feel under pressure from unsustainable workloads and difficult situations.

7. CONCLUSIONS AND RECOMMENDATIONS

7.1 PROGRAMME APPRAISAL

FCW's Mission Statement defines it as a responsive organisation which empowers families and communities, and builds on already existing strengths.[203] It seeks to do this through innovative and sustainable development interventions. FCW's vision and mission statement views children, families and communities collectively; the importance of family and community development is emphasised by the organisation throughout its own literature.[204]

The value of the FIF programme lies in its home visiting and its parent training programme. By bringing ECD into the home, FIF is able to reach approximately 1500 children who would otherwise not have access to ECD services. Through its parent training programme, FIF imparts valuable parenting skills, and encourages parents to be active educators of their children. Through this process, families are strengthened, as parents are empowered to fulfil their role in the family.

The FIF programme, while maintaining a focus on the development of children, also seeks to engage community members in a participatory process, through which they gain ownership of their own development process. FCW seeks to support its nine FIF projects as they become established as CBOs, and eventually become autonomous and sustainable.

However, this study has identified weakness within the development model, in the manner in which it is implemented, and strategies developed...

7.2 PROBLEMS WITH PROGRAMME IMPLEMENTATION

While the FIF programme achieves good results in its work with young children, there have been difficulties in the implementation of the FIF project structures within communities. Three key areas of difficulty have been identified:

1. Organisational Structures:

FCW's top-down leadership structure can be problematic. A hierarchical structure requires the people at the top to be well-informed and knowledgeable about what is happening at the grassroots. FCW's management board is largely detached from the work going on within the communities it serves. This leads to a lack of understanding of the development objectives of

[203] FCW, *Annual Report*, 2003/2004
[204] FCW, *Annual Report*, 2003/2004; *Funding Proposal*, February 2004; FIF Promotional Leaflet, 2004

the organisation. As a result, decisions are made which are not reflective of the needs of FCW's constituents. This leads to frustration among FIF's staff and participants.

Furthermore, the FIF Unit itself is small, and does not reflect the significance of FIF to FCW's development and activities. Current circumstances (no Director or fundraiser) have caused lines of authority to be blurred, and created further difficulty for an understaffed department.

2. Project Structures:

FCW has set up clear management structures within its FIF communities, in order that projects may eventually be established as independent CBOs. These structures have proved to be problematic, particularly in regard to the relationships between paid staff and volunteer committee members. Levels of capacity among committee members are varied, and they often struggle to fulfil high expectations. The lack of inventive and direct benefits from involvement lead to low levels of commitment. As a result, Project Coordinators have little respect for the authority of committees. In refusing to confer their authority, Project Coordinators undermine what FIF is trying to do in the projects.

3. Participatory Approach:

Current levels of parent participation in the FIF projects are low; upwards of 50% of parents are passive recipients of a free service.[205] While parents acknowledge the value of ECD in the lives of their children, they often expressed other urgent concerns. For example:

- the need for income generating opportunities
- provision for elderly people
- problem of HIV/AIDS
- issues affecting young people, such as drugs, unemployment and gangsterism

Participants expressed their disappointment in the failure of FIF to assist them in addressing these wider community issues.

7.3 RECOMMENDATIONS

Based on the difficulties identified in the implementation of the FIF developmental model, the following steps are recommended, in order for FCW to strengthen its organisational structures and improve its service delivery.

- FCW must undertake a detailed process of organisational review and development, to be overseen by an external facilitator. This will outline the need for board members to increase their understanding of the FIF programme, and the committees it serves.

[205] Roux, 15

Through this process of review, channels of communication between the management board and FIF unit staff must be improved. This will create a management board which is informed, and has authority to make organisational decisions.

- The administrative component of FCW must be reduced, and the capacity of the FIF Unit increased. This will allow the organisational structure to more accurately reflect FCW's development activities. This increased staff capacity will enable FIF projects to reach independence more quickly, and will assist projects to be autonomous.

- FCW must appoint a fundraiser, to allow the organisation to regain a secure financial footing. This will prevent the board from having to make further crisis management decisions due to financial reasons.

- The role of project coordinator must be clarified, allowing Project Coordinators and committee members to work in partnership. These steps will increase Project Coordinators confidence in committee members, and prepare them to submit to their authority as employers in February 2006.

- The role of committee members must be adapted to activities that are within their capacity to do. As it is inappropriate to expect volunteers from poor communities to fundraise on behalf of paid staff, this responsibility must be taken from them, and given to Project Coordinators. Committee members must receive an economic incentive which recognises and encourages their commitment. This will reduce levels of resentment between committee members and paid staff.

- FIF to be marketed better within communities, so parents understanding the role that they must play in their child's development, outside of home visits. Greater emphasis must be placed on the need for parental involvement, including fathers.

- FIF engage in a review with communities through which their perceived needs can defined. FIF to take measures to meet these needs in a way that complements the ECD component. This may require partnerships with other community NGOs. A participatory approach will ensure a greater buy-in from the community, and will increase these commitment to the ECD component of FIF.

- FCW must assist its projects to address wider social issues by partnering with other NGOs and CBOs. This will have the combined effect of allowing communities to access the services they require, and reducing levels of dependency on FCW as communities look to other sources for assistance. By encouraging partnerships and

networks, FCW can make a valuable contribution to the overall development of family and community in the Western Cape.

7.4 CONCLUSION

It is the effectiveness of its work among children in their own homes that is the strength of the FIF programme. In setting up structured community projects, there have been many difficulties, and many lessons learned. However, with appropriate review and structural change, the adoption of a more participatory approach, and partnerships with complementary organizations, FIF projects have the potential to impact significantly upon family and community development within their own communities. FCW must lead by example, and be unafraid to make the changes necessary. By engaging in a process of organisational development and transformation, and actively living out the values it espouses, FCW will be better able to fulfil its mission as a responsive, participatory and emancipatory approach to family and community development.

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Meetings and Workshops Attended:

29/03/2004: *Project Coordinators Monthly Meeting*

05/04/2004.: *Needs Assessment Workshop*

22/04/2004: *FCW Staff Meeting*

29/04/2004: *Project Coordinators Monthly Meeting*

10/05/2004: *FIF Unit Staff Meeting with Personal Development Training Provider*

11/06/2004: *FIF Unit Staff Workshop on Autonomy*

25/08/2004: *Future of FCW Workshop*

APPENDIX A

PARTICIPATION AS A MEANS

Notes made from Direct Observation:

25/08/2004: 9.30am – 4pm:
Workshop with Project Participants on the Future of FIF
Facilitator: Beulah Fredericks
Participants: 32 project members (a mixture of Project Coordinators, Home Visitors, Committee Members & Parents)

On leaving FCW, the previous director undertook a research process, to investigate the feasibility of establishing a Community Development Foundation for the Western Cape, which could act as a central networking organisation assisting smaller community organisations to access funding. While the previous director is no longer part of FCW, she has maintained strong ties with the organisation, and her research is linked with the board of FCW. In August 2004, she held a workshop with project participants – project coordinators, home visitors, committee members and parents. The workshop was designed to get their feedback on how they perceived the future of FCW and FIF. Three main options were put before participants. The first was that FCW should remain as it is. Secondly, that FIF should be established as an organisation in its own right, and should no longer be considered part of FCW. The third option was that a new organisation is required – the Community Development Foundation which the previous director is seeking to establish.

Throughout the course of the one-day workshop, it was evident through observation that the previous director is extremely highly regarded by the project participants, and that they tended to take on board all that she said without question. The purpose of the workshop was to assess the feeling among participants, and their wishes for the future of FCW as their organisation. However, it appeared that the previous director was using her long-standing status as the leader of FCW to persuade participants that her own personal plan for a Community Development Foundation is the best option for them as participants in FIF. What emerged through the various small group discussions on that day was that participants clearly thought FCW could no longer remain in the same position; that it was time for FIF to establish itself in its own right, and for projects to take concrete and tangible steps towards their own autonomy. Few participants appeared to have grasped the concept of the Community Development Foundation, and what was being proposed by the former director.

However, it was apparent that the views of participants were being manipulated to support the former director's proposal; throughout the day, this was constantly put forward as a necessary process for FIF to become part of. In a brief, informal discussion with the previous director after the workshop, she was happy with how the day had gone, and felt that the participants had given their approval to the concept of a Community Development Foundation. This was in direct contradiction to what the researcher observed and heard from participants.

Foundation for Community Work
Family in Focus Programme

Funding proposal :
Pilot Beadwork Income-Generating Scheme

Prepared by: Emma Keenan

October 2004

Executive Summary

The Foundation for Community Work (FCW) is a registered non-profit community development and resource organisation that promotes the holistic development of children within the context of their families and communities. FCW's core activity is Family in Focus (FIF), a family-centred Early Childhood Development (ECD) programme that reaches children deprived of access to any form of early childhood provision, and which enriches family life and uplifts communities. FIF is rooted in nine marginalized communities in the Western Cape, and reaches more than 1500 children between the ages of 0-6 years and over 800 families per annum. It empowers parents to become active educators of their children, filling an important gap in government services.

Each of FIF's nine projects has a committee, with approximately ten members, who oversee the running of the project within their communities, and act as employers of the project staff. In 2004, funding was received from Bernard van Leer Foundation for a Committee Capacity Building (CCB) programme, to strengthen committees, and help them to become an effective and stabilising force within FIF communities.

This project proposal is designed to complement the work being done through the CCB programme, by providing economic incentive to committee members, in order to ensure their continued involvement with the project. While the use of volunteers is essential to the community ownership of the project, it is also important to acknowledge the real economic needs of committee members, who are often enticed away from the committees by economic incentives from other sources. The committees are vital to the effective delivery of the FIF programme in poor communities, and it is essential to ensure that the members' needs are being adequately met, in order to produce stable committees who can lead and guide the projects efficiently and appropriately.

By building on existing structures, and acknowledging the real needs of committee members, FIF can establish an effective income-generating scheme for committee members to become part of. This will create incentive for volunteers to continue their involvement, adding value to the training being delivered through the CCB programme, and contributing to the stability of the projects as a whole. It will strengthen levels of community ownership and participation, and will reduce the need for FIF intervention, thus furthering the projects on the road towards autonomy. This in turn will free FIF to begin extending its work into new communities with a current shortage of accessible Early Childhood Development provision, thus preventing stagnation, and allowing FIF to expand as a development organisation in the Western Cape.

Two FIF projects have been selected to work together in establishing a pilot beadwork project to generate income. They are Greenpoint in Khayelitsha, and Freedom Park in Mitchells Plain. Both are informal settlements, with poor resources and marginalized communities. Both have a long-standing commitment to the FIF programme, and have made it their central vehicle for change within the communities. Attempts have already been made to establish a beadwork project, but have remained small due to a lack of funding support. They are ideal communities within which to run a project of this kind, due to the high levels of community involvement in the FIF programme, and the strong level of commitment to the success of FIF-led development initiatives. With the success of this pilot, it is expected that other FIF projects will be able to secure funding for similar income-generating schemes.

FCW is requesting a grant in the amount of R164,564, to establish a beadwork project for the committee members of Greenpoint and Freedom Park FIF projects. Project costs will be shared with FCW, who will make a contribution of R7,200 towards staffing costs. In providing this grant, the donor organisation will be contributing to a more effective delivery of early childhood development in the two selected communities, and will help to prepare the ground for extending the project into other FIF communities. It will also add to the sustainability of the FIF projects as committees become more stable, and will enhance the autonomy of project participants, as they take ownership of their own project.

Funding Proposal for Pilot Beadwork Income-Generating Project Family in Focus Greenpoint & Freedom Park

1. Organisational Background and Structure:

Foundation for Community Work (FCW) is a community development and resource organisation which promotes the holistic development of children within the context of their families and communities, and which supports the principles of the International Declaration of Children's Rights.

FCW strives to respond to the developmental needs of children, families and communities, through innovative, integrated and sustainable interventions, which build on their existing strengths. Working in collaboration with other organisations and agencies which have similar beliefs and aims, FCW strives towards the creation of a democratic society, free from racial, gender and religious prejudice.

FCW was established in 1974, and became a registered welfare organisation in June 1976. At the time of its inception in the 1970s, its focus was primarily on the development of educare centres; to date, there are 14 centre-based Early Childhood Development (ECD) centres that are independent of but affiliated to FCW.

In the early 1980s, FCW shifted its focus from centre-based forms of ECD provision, to family-centred and home-based structures. The Family in Focus (FIF) programme which emerged in the 1980s was a radical and effective alternative to existing forms of ECD provision, which were largely inaccessible to poor and marginalized communities in the Western Cape at that time.

FIF aims to be a model community-based, family centred ECD programme which reaches children deprived of access to any form of early childhood provision, and which enriches family life and uplifts communities. FIF builds on parents' skills and strengths, focusing on the family as the first and most important educators of the child. Parents are encouraged to use their knowledge and their resources within and around their home in the education and development of their children. By encouraging parents to become active educators of their children, FIF is filling a crucial gap in government services.

FIF currently has nine projects running in the following communities: Atlantis, Bokmakierie, Franschhoek, Greenpoint in Khayelitsha, Kleinvlei, Mitchells Plain (Rocklands & Woodlands, and Freedom Park), and Witsands. Each project is made up of one Project Co-ordinator and Home Visitors (numbers vary depending on project size), who are paid staff. Projects are overseen by the project committees, which are made up of volunteers from the local community.

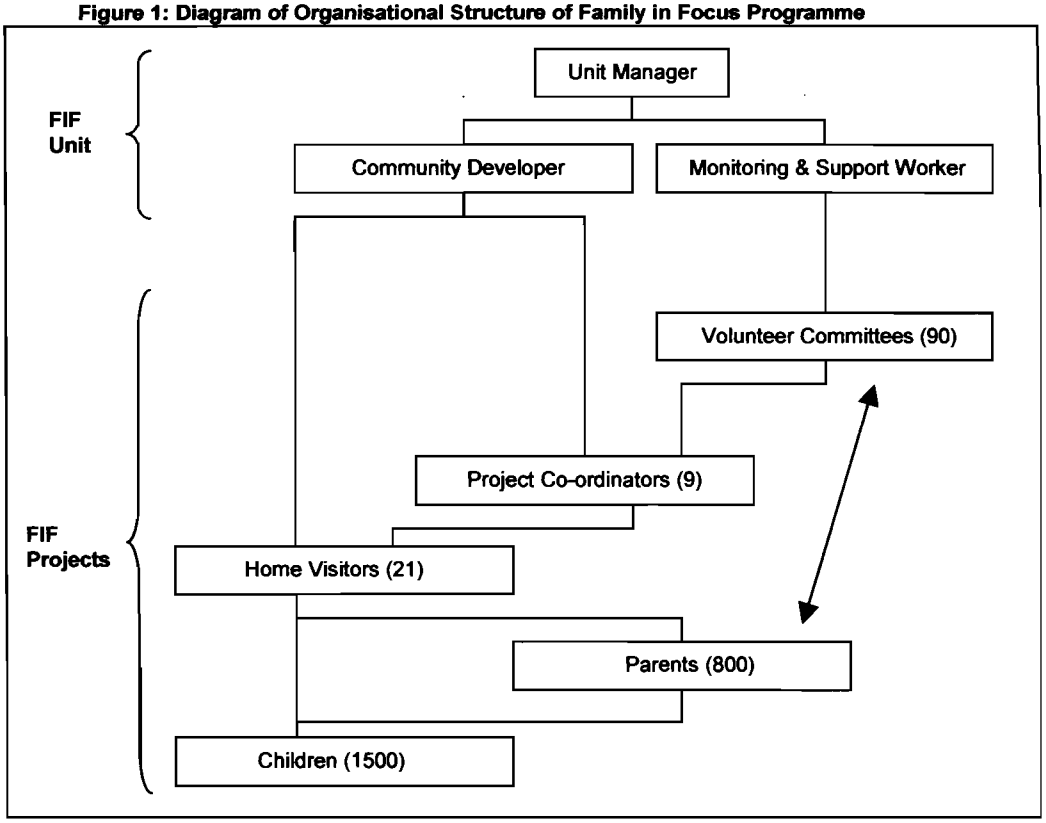
The FIF Unit, based within the FCW building, is made up of three permanent staff members who oversee the smooth running of all FIF projects. The Community Developer is responsible for working with the Project Co-ordinators, and in training both staff and volunteers. The Monitoring & Support Worker works solely with the committees. This position was created when funded was received from Bernard van Leer Foundation for a Committee Capacity Building (CCB) programme, aimed at strengthening and equipping the committees to run and oversee the projects effectively. Both the Community Developer and the Monitoring & Support Worker report to the FIF Unit Manager, who is responsible for the overall work of the FIF programme. For more detail on the organisational structure, please see the organisational diagram on the following page.

FIF sees ECD as inextricably linked with community development, and seeks to develop and provide programmes which integrate the two in a sustainable manner. Towards this end, FIF works developmentally and in partnership with families and communities.

FIF is firmly established in nine communities in the Western Cape. The project works with and serves the following groups:

- Approx. 1500 children aged 0-6 years old, who are not receiving any form of ECD provision.
- Parents of the children, approx. 800.
- 90 committee members – volunteer parents and other community members, who oversee the programme in their communities, and who act as employers of the Project Staff (approx. 10 members in each community). All nine committees are overseen by the FIF Monitoring and Support Worker.
- 30 FIF project staff – Project Co-ordinators (one per project), who co-ordinate the project within the community, and Home Visitors (2-3 per project) who work directly with parents and children. Home Visitors are supervised by committees and Project Co-ordinators; Project Co-ordinators are supervised by the FIF Community Developer.

Figure 1: Diagram of Organisational Structure of Family in Focus Programme



2. Rationale

The development of volunteer committees has been an important move forward in the FIF programme, leading to increased levels of community ownership and participation in the programme. There is a committee within each FIF project, consisting of approximately 10 people, depending on the size of the project. Committees are designed to oversee the running of the project within their communities, and to act as employers of the project staff.

In 2004, funding was received from Bernard van Leer Foundation, for a Committee Capacity Building (CCB) programme, which would bring the committees to a suitable level to take over the running of the project, and become independent, autonomous projects. While there have been substantial steps taken as a result of the CCB programme, there remain some key difficulties within the committee process, which must be addressed in order for committees to become an effective and stabilising force within FIF communities.

FIF committees are regularly made fragile and unstable by a lack of commitment from committee members. While it is important for the community processes that committees remain a voluntary entity, it does mean that there is often little incentive for people to remain involved with the project. The valuable and relevant training which is being delivered by FIF through the CCB programme is being used by committee members to help them find employment; thus, when committee members leave the project, FIF loses the benefit of its training efforts.

Committee members, while acknowledging the value of the FIF programme, leave regularly, either to take up an offer of employment, to find another means of income generation, or simply because they feel little personal reason to remain involved. This is a significant problem within FIF. It undermines the effectiveness of the CCB training, as capacity cannot be built when those trained do not remain to put it into practice. It causes projects to stagnate, as they are unable to reach decisions with a below capacity committee, or to move ahead and extend FIF to incorporate new families. It creates a need for constant intervention by FIF, who must recruit new committee members, train them, and integrate them into the project. It also contributes to levels of conflict between project staff and volunteer committees, as the staff resent being accountable to committees which are inconsistent and uncommitted.

The committees remain essential to the effective delivery of the FIF programme in poor communities; they allow for a greater level of accountability to the community the project is designed to serve, and make a valuable contribution to the community ownership of the project. It is essential to address the issue of volunteer commitment and incentive to remain involved, in order to produce stable committees who can lead and guide the projects efficiently and appropriately. By building on existing structures, and acknowledging the real needs of committee members, FIF can establish an effective income-generating scheme for committee members to become part of. This will create an incentive for volunteers to continue their involvement, adding value to the training being delivered through the CCB programme, and contributing to the stability of the projects as a whole. It will strengthen levels of community ownership and participation, and will reduce the need for FIF intervention, thus furthering the projects on the road towards autonomy. This in turn will free FIF to begin extending its work into new communities with a current shortage of accessible ECD provision, thus ending the current spate of stagnation, and allowing FIF to expand as a development organisation in the Western Cape.

For further detail on the process of defining the key problem to be addressed, and the solutions to that problem, please consult the SWOT Analysis, attached as an appendix (p.11). The information within this analysis was used to generate a Problem Tree, which defined the key problems facing FIF projects, and led to the root causes of these issues. This in turn was used to produce an Objectives Tree, to give clarity to the expected processes which will take place when the root problems are addressed. Both the Problem Tree and the Objectives Tree are included as an appendix (p.12).

3. Target Group

The scheme is designed to provide economic incentive and support to volunteers with FIF projects. Firstly, it will seek to involve committee members, to encourage their involvement and commitment to the committee process. Secondly, as resources allow, it will involve parents who are actively involved within the FIF project, and who have the potential to become committee members when the opportunity arises.
As this proposal is for a pilot project, the target group is confined to only two FIF projects – Greenpoint in Khayelitsha, and Freedom Park in Mitchells Plain. Both Greenpoint and Freedom Park are informal settlements, with poor resources and marginalized communities. Both have had very high levels of community involvement in the FIF programme, and a strong level of commitment to the success of FIF-led development initiatives.
Ten volunteers will be recruited from each area; it is expected that as well as providing an income and incentive to remain involved in the committee process, the scheme will also

create greater levels of partnership between Greenpoint (an African community) and Freedom Park (a coloured community).
Once the scheme has proved to be successful as anticipated, funding will be secured to begin similar schemes within the remaining FIF projects. As the scheme grows and generates income, it is expected that numbers can also be enlarged, to move beyond ten volunteers to include other project participants.

4. Purpose of the Project

The purpose of this project is to establish a pilot income-generating scheme to be run in partnership between the FIF projects in Greenpoint, Khayelitsha, and Freedom Park, Mitchells Plain. By creating an income for committee members, participants will be encouraged to make a greater level of commitment to the project, thereby countering the current difficulties experienced by FIF as committee members have a tendency to leave. By creating an incentive for increased participant involvement, the reliability and effectiveness of the FIF projects will be increased, and there will be greater value added to the training being delivered.

5. Results and Activities

The project will achieve seven key results:

(i) Needs and wishes of the members of the FIF projects in Greenpoint and Freedom Park will be defined. Endorsement from the community and project members will allow for greater levels of community ownership and participation in the beadwork project, and will contribute to its success. Needs and wishes will be defined through initial planning discussions with current FIF staff; it will then be taken to the project participants in the form of a participatory workshop. Their needs and wishes will be met through the project, to as large an extent as possible.

(ii) Effective project management systems will be set in place to ensure the effectiveness and stability of the beadwork project. A project manager will be recruited from the community, and will manage the beadwork project for two half-days per week. The project manager will have knowledge and insight into the community. They will also be experience in beadwork, and qualified to train others in design and production. They will be effective in overseeing the work of the project, and in managing financial and other administration.

(iii) Effective project monitoring systems will be set in place, to ensure the effectiveness and stability of the project. Monthly and quarterly monitoring reports will be delivered along clearly defined lines of management. The project manager will be responsible for the monitoring for the two year period, after which time the FIF committee will be able to take over.

(iv) The FIF projects will be assisted in establishing their beadwork projects. Participants will be identified and recruited by the project manager; they will be drawn initially from the committees, then remaining places will be given to involved parents. The project manager will identify what equipment and materials are required, and will make arrangements for procurement.
Each week, participants will be able to purchase R200 worth of beads, at cost to them of R10. This is sufficient to produce 15 beaded items. Participants will attend a weekly workshop, which will be overseen by the project manager; participants will bring their completed items, which will be assessed by the project manager. Provided they are of a sufficient standard, the items will be purchased from the participants at a cost of R8 each – therefore participants can make up to R120 per week initially. Not more than 15 items will be purchased from each person per week. As the women's skills increase, and they begin to make profits,

they can increase the value of the beads which they purchase each week, and begin to produce more complex designs.

(v) Relevant training will be provided to the participants of the project; this will increase the effectiveness of the project, and will provide participants will a useful and transferable skill. Participants will take part in three days of initial training, during which they will be trained in beadwork, including a range of designs and techniques. By meeting weekly, the women will be able to share their ideas, learn and develop new skills, and work together as a collective group. They will receive advice and feedback on their work from the project manager, and can benefit from ongoing training. They will be able to purchase materials for the coming week. In addition, it will also be a good opportunity to discuss the FIF project within their community.

(vi) Project participants will be assisted in identifying and accessing markets for their produced goods. One project leader will be identified from within each community by the project manager in the first few weeks of the project, and that person will be sent on a short course to strengthen their skills in identifying and accessing markets, and in handling financial administration.

(vii) Levels of partnership between the FIF projects in Greenpoint and Freedom Park will be increased, which will allow for a sharing of ideas and resources, and increased co-ordination and networking. The two FIF projects will meet together on a quarterly basis, to share resources and connections; this will also serve to strengthen the relationship between these two communities, which are composed of different racial groups. The FIF projects as a whole will benefit from the increased levels of interaction, partnership and ideas-sharing.

The project is designed to run for two years, consecutively. While it is not designed to generate significant profit, this is not its main purpose. The main focus of the project is to provide an economic incentive for volunteers, to encourage them to maintain their level of commitment to the FIF project, and to enhance existing community structures through networking and increased ideas-sharing.

A more substantial breakdown of the results and activities can be found within the Project Planning Matrix, on p.13-14 of the appendices.

6. Evaluation

Evaluation and monitoring systems have been built into the design of the project. Monthly monitoring reports will be submitted by the project leaders, detailing the work done, markets accessed, and other financial information. In addition, a quarterly progress report will be submitted by the project manager, to the FIF Unit Manager. This will allow the FIF Unit to be informed of the progress of the project, and will help to inform their decisions as they seek to move beyond a pilot project, to roll it out to other FIF communities.

The success of the project will be measured primarily through the project participant register, to be kept by the project manager, and the record of committee members and time served. It is expected that with the opportunity to become part of the income-generating scheme, committee members will be encouraged to remain committed for a longer period of time than is currently the case.

In addition, the financial records of the project will also be used to evaluate the sustainability and viability of the project on a quarterly basis.

As the skills of the women increase, and the quality of the beadwork improves over time, it is expected that a greater profit will be generated, and that by the end of the two year funding period, the project will be financially self-sustaining.

7. Road to Autonomy

The income-generating scheme will make a solid contribution towards increasing levels of autonomy within the FIF projects at Greenpoint and Freedom Park. An important reason for the CCB programme is to build the capacity of the committees to such an extent that their reliance on the FIF Unit will be reduced, and they will be better able to stand on their own as a community-driven project. It is for this reason that the FIF Unit is maintaining only a small level of direct involvement with the income-generating scheme, for monitoring purposes. By encouraging the projects to bring in a Project Manager from outside of the FIF Unit, and to develop relationships with other people and organisations, it is expected that the reliance on and need for FIF intervention will be reduced. It is also for this reason that the FCW building will not be used for training or for quarterly meetings, as much as is possible. By keeping as many aspects of the income-generating scheme as possible within the two communities themselves, rather than within the FCW building, it will promote a greater sense of community ownership of the scheme, and a detachment from both FCW and the FIF Unit. With the combination of the CCB programme, and the income-generating scheme, the committees will be strengthened and supported, and will be able to take further steps along the road towards autonomy.

	PROJECT DESCRIPTION	KEY INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS / RISKS
	Goal: The provision of ECD, through effective and sustainable FIF projects in the Western Cape	FIF projects are being effective in the delivery of ECD in the Western Cape FIF projects are sustainable, and are generating and accessing sufficient funding	Impact Assessment Sheets, Financial Records, Funding Proposals	As individuals have a great incentive for involvement, the project will be strengthened, and will be better empowered to deliver ECD
	Purpose: To establish a pilot income-generating scheme in partnership between the FIF projects in Greenpoint, Khayelitsha and Freedom Park, Mitchells Plain	Income-generating projects will be set up in FIF projects at Greenpoint and Freedom Park	Financial records, Participant Register, Monthly Progress Reports, Minutes of Quarterly Meetings	The income-generating scheme will create an incentive for committees to maintain their involvement with the project, increasing its reliability and effectiveness, and adding value to the training being given
1	**Output 1:** To define the needs and wishes of members of the Family in Focus projects in the establishment of the income-generating scheme	The income-generating scheme decided on will be in keeping with the needs and wishes of the members of Family in Focus Greenpoint and Freedom Park	Letters of endorsement from the committees of Family in Focus Greenpoint and Freedom Park	Endorsement from the community will allow for greater levels of community ownership of and participation in the income-generating scheme
	Activities:			
1.1	Planning discussions will take place between FIF Unit staff and FIF Greenpoint and Freedom Park Project Co-ordinators to discuss the income-generating scheme	Planning meetings will be scheduled and will take place between FIF Unit staff and Greenpoint and Freedom Park Project Co-ordinators	Minutes of planning meetings Minutes of workshop Needs assessment report	Difficulty in scheduling time for planning discussions Incomplete attendance by participants at the workshop due to transport or personal difficulties
1.2	Participants of Family in Focus projects at Greenpoint and Freedom Park will take part in a workshop to define the terms of the income-generating project	A workshop will be scheduled and will take place with participants of FIF Greenpoint and Freedom Park		
2	**Output 2:** To establish effective project management systems	Appropriate management structures will be set in place	FIF organisational design will show lines of management	Effective management will ensure the effectiveness and stability of the income-generating scheme
	Activities:			
2.1	The FIF Unit will advertise for and appoint an appropriate person to manage the income-generating scheme two mornings a week	A new staff member will be appointed from the community, to manage the income-generating scheme. They will be qualified to train in beadwork	FIF staff recruiting records	Difficulty in identifying an appropriate candidate for the post
2.2	The project manager will assist project participants in the establishment and running of the project	Suitable structures will be set in place for the effective management of the project	Project manager's monthly work plan will show details of project management	Lack of understanding or clarity about the lines of management Lack of available time for supervision
2.3	Project manager will be supervised by the FIF Unit Manager	FIF Unit Manager is available to supervise and assist project manager	Project manager's monthly work plan will show built-in supervision time	
3	**Output 3:** To establish an effective project monitoring system	Appropriate monitoring structures will be set in place	Monthly and quarterly monitoring reports delivered along clearly defined lines of management	Regular monitoring will ensure the effectiveness and stability of the income-generating scheme

3.1	**Activities:** The project manager will be responsible for the monitoring of the income-generating scheme until such time as the committee is ready to take over	Projects are monitored, and changes made when necessary	Monitoring structures are working effectively	Committees will have sufficient capacity to take over the monitoring of the income-generating scheme at an agreed time
3.2	Monthly progress reports will be submitted by project leaders, initially to the project manager, then to the committee for regular monitoring	Project leaders and Project Manager maintain a good relationship for purposes of monitoring	Submission of monthly monitoring reports to appropriate monitoring body	Monthly progress reports will be submitted in a timely fashion
3.3	Quarterly progress reports will be submitted by the project manager, to the FIF Unit Manager	FIF Unit is regularly informed of the progress of the income-generating scheme	Submission of quarterly progress reports to FIF Unit Manager	Quarterly progress reports will be submitted in a timely fashion
4	**Output 4:** To assist Family in Focus projects in establishing the income-generating scheme	Income-generating scheme will be established by the community with the assistance of Family in Focus	Financial records, Register of participants	The success of the pilot income-generating scheme in Greenpoint and Freedom Park will allow for similar schemes to be launched within other Family in Focus communities
4.1	**Activities:** Suitable participants will be identified and recruited from within the Family in Focus projects	20 participants will be recruited, 10 in each project	Project participant register	Funding will be released in a timely manner to allow for procurement of equipment
4.2	Necessary equipment will be identified and arrangements made for procurement	Equipment procured and maintained	Equipment register	
5	**Output 5:** The provision of relevant training for project participants	Participants trained and proficient in all aspects relevant for the income-generating project	Training completion records and reports	Relevant training will increase the effectiveness of the project, and will provide participants with a useful skill
5.1	**Activities:** Training needs of participants identified and appropriate training activities designed and delivered	Twenty participants trained (10 in each project), 3 training days conducted	Training register maintained and updated by Project Manager	Trained participants continue their involvement with the project for a reasonable period after training
5.2	Project leaders will be identified to be trained in business skills	Two project leaders trained, training days conducted	Training register maintained and updated by Project Manager	Lack of education makes business training difficult for participants
5.3	Training service providers will be identified and procured	Service providers are procured for training	Training completion reports provided by contracted trainers, and evaluation reports prepared by trainees	Service providers fall ill or are otherwise unable to be available for training
6	**Output 6:** To assist the project participants in identifying and accessing markets	Income-generating scheme will have a steady market for produced goods	Financial records and contracts for work to be done	Difficulty in finding the appropriate niche in the market for produced goods
6.1	**Activities:** Project leaders will use business skills to negotiate achievable contracts for work to be done	Contracts will be procured	Contracts and financial records	Shortage of suitable and achievable contracts
6.2	Project leaders and participants will look for opportunities to display and sell their products	Attendance at craft exhibitions, markets, and similar events	Register of events attended	Difficulty in service delivery
7	**Output 7:** To increase levels of partnership between Family in Focus projects in Greenpoint and Freedom Park	Greater levels of partnership and co-ordination between Family in Focus projects in Greenpoint and Freedom Park	Ideas and resources being shared between projects	Greater levels of partnership will allow for a sharing of ideas and resources, and increased co-ordination and networking
7.1	**Activities:** Family in Focus projects at Greenpoint and Freedom Park will meet quarterly to share, resources and connections	Meetings will take place on a quarterly basis between participants of the income-generating scheme	Minutes of quarterly meetings	Unreliable transport networks
7.2	Project leaders will maintain good communication and will work together wherever possible	Regular meetings and sharing of ideas between project leaders	Records of project leader meetings and interactions	Risk of conflict to be reduced through Conflict Resolution as part of CCB programme

"I know even more now about how to handle my child, how to communicate with her, and how to understand her. We have a fantastic thing going on now, between the two of us. But it's all because of what I know now, and didn't know before FIF..."

Esther Steyn, FIF participant

We believe parents are the first & best teachers of their children

We know that when parents & children learn together, anything is possible

For better families,
for better communities,
for a better South Africa

FIF Objectives

1. Reach young children untouched by the educare sector by implementing, supporting & promoting alternative ECD initiatives
2. Promote the involvement of parents in the process of educating their children
3. Reaffirm parents' inherent ways of rearing their children, and not formalising childrearing
4. Equip parents with an understanding of the difference they can make in how their children learn and experience formal education
5. Empower parents with child development information, parenting skills and a sense of competence in their parenting skills
6. Encourage communities where the FIF Programme has been implemented to take ownership of their projects
7. Make the local, national and global donor community aware of the value and merits of the FIF Programme on a much broader scale, and to encourage them to invest in programmes of this nature

Foundation for Community Work
Box 89, Lansdowne 7779
South Africa
Tel: +27 21 637 9144/9148
Fax: +27 21 638 7661
Email: jann@fcw.co.za

For more information, contact:
Jann Watlington, *Programme Manager*
Nomfundo Memani, *Community Developer*
Baba Ngcotoko, *Monitoring & Support Worker*

www.fcw.co.za

FAMILY IN FOCUS

FAMILY IN FOCUS

Family in Focus empowers parents to become the first & best teachers of their children

FIF works in economically disadvantaged communities in urban & rural areas in the Western Cape of South Africa

Atlantis

Bokmakierie

Franschhoek

Green Point

Kleinvlei

Mitchells Plain

- Woodlands
- Rocklands
- Freedom Park

Witsands

The Vision:

To be the model community-based, family centred Early Childhood Development (ECD) Programme in South Africa, reaching children deprived of access to childhood development

The Mission:

To educate young children outside existing ECD provision & enrich family life, thus uplifting & empowering our communities

We achieve this by building on the parents' skills and strengths, and supporting the Children's Bill of Rights

Parent Programme

Learning new activities to stimulate children, using naturally occurring household activities, & materials found in & around the home

- Participating in weekly home visits
- Monthly coffee & discussion mornings with other parents
- Bi-monthly workshops, on topics such as self-esteem, communication, discipline, and early social, emotional, mental & physical development

Committee Capacity Building

Equipping committees with the knowledge & skills to manage & lead FIF community projects.

Personal Development Training:

-Self-esteem, self awareness & assertiveness

- Listening & communication
- Coping with strong emotions
- Team work
- Personal goal setting
- Time management

Training & Support

FIF provides ongoing support, monitoring, capacity-building, & mentoring to Project Coordinators & Committees

Home Visitors Training

Required for Home Visitors & Project Coordinators, and optional for interested community members

- Early Childhood Development
- Life skills
- Community Development
- Conflict Management
- Parent Involvement
- Community Needs
- Monitoring & Evaluation

Project Coordinator Programme

Ongoing training in.....

- Leadership
- Decision-Making
- Problem Solving
- Planning
- Administration
- Financial Systems
- Performance Evaluation
- Facilitation Skills
- Monitoring & Support