



NDA

National
Development
Agency



SOUTH AFRICAN COUNCIL OF CHURCHES

CLOSE-OUT EVALUATION REPORT

JULY 2014



Submitted by



Executive Summary

The South African Council of Churches of Western Cape was established in 1968. The formation was informed by the Gospel imperatives of the organisation, in order to work towards moral reconstruction in South Africa. The main focus was on issues of justice, reconciliation, integrity of creation, the eradication of poverty and contributing towards the empowerment of all who are spiritually, socially and economically marginalised.

The **purpose and objective of the evaluation** was to assess the design, implementation and results of the project in order to determine its relevance, effectiveness, impact and sustainability in the context of its stated aim.

The **methodology** used for this evaluation was a triangulation method which consisted of document analysis and site visits. The site visits were guided by in-depth interviews that took place with relevant participants.

The **results of evaluation** confirm that Pastor Mqondisi Vena, the current project manager as of January 2013, could not vouch for the effectiveness and efficiency of the food garden projects. Specifically, the head office currently displays a lack of all financial accountability and thus, information could not be retrieved. However, this can be attributed to the lack of a formal handover process. The results also confirmed that there is a very poor paper trail in existence. Specifically, there was very little proof of how much income for four food gardens are making on a monthly or annual basis, as well as how much money each individual was earning working on the food gardens. There is almost no proof or evidence that could explain the cash flow within the organisation as well as the expenditure and allocation of the proceeds received. In addition to this, the results found that costly decisions are made. Later in the report, the results specific to each project site is explained in greater detail. Overall, the results of evaluation confirm that poor recordkeeping and the lack of financial controls and accountability are a serious cause for concern should further funding from NDA be sought.

The main **recommendation** with regards to the future of the programme would be to stop funding the SACC subject to a number of preconditions being met relating to issues of governance. At an organisational level, the project manager should facilitate meetings with the Board Members to enhance project ownership and functioning of the project. In line with this, administrative training should be conducted to ensure the effective running of the project. While financial training would improve the tracking of cash flow within each of the

food gardens as well as within the SACC, financial training would aim to overcome the potential mismanagement of funds and a lack of financial accountability with regards to the running of the food gardens. At a wider level, additional management training would aim to overcome the poor decision-making and combat the poor management of the projects and enhance the projects' sustainability.

Furthermore, in order to ensure future sustainability, the food gardens should sell their produce to the Hospice at a discounted price instead of donating it free of charge. In addition, since some of the produce is organically produced, opportunities for selling them at local organic fresh vegetable stores and markets in the city should be pursued.

In **conclusion**, the SACC as an organisation did a major disservice to the Nyanga and Khayelitsha food gardens projects by not maintaining more strict financial management control over each of the projects because of the lack of accountability to the board. The project intended to have assisted the communities and project members in alleviating fresh vegetables shortages. This was done during the period when funding was received. Since the projects have dried up, the members are currently volunteering and receiving seedlings from another NGO, Abalimi Bezekhaya.

Income from produce sales were not saved and deployed back into the projects and no proof of income was submitted. The current project manager promised that he will request the SACC to intervene and avoid possible closure of the food gardens as well as approach the City of Cape Town and Department of Agriculture for further assistance to help the organisation in order for it to become self-sustainable.

Overall, if the project is to be sustainable in the future, the SACC will need to significantly improve its financial management policies and systems before they approach any funders for the food gardens. If the NDA is approached in future, all of the above must be in place and project members should be further trained in financial management and crop management.

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1. Background

The South African Council of Churches of Western Cape was established in 1968. The formation was informed by the Gospel imperatives of the organisation, in order to work towards moral reconstruction in South Africa. The main focus was on issues of justice, reconciliation, integrity of creation, the eradication of poverty and contributing towards the empowerment of all who are spiritually, socially and economically marginalised.

The South African Council of Churches (SACC) is third in line in a particular process of inter-church organisations. The General Missionary Conference was formed in 1904 to bring together various missionary groups to discuss and act upon common issues. This was replaced in 1936 by the Christian Council of South Africa (CCSA). This body changed its name to the South African Council of Churches, as well as its structure, at its 17th biennial meeting on 28 May 1968.

The major discussion for the meeting centred on the new constitution and how it could best reflect that the "Council" was truly a Council of South African Churches, and belonged to the Churches of South Africa.

The specific project which received funding from the NDA and which will be evaluated in this report is the South African Council Churches Food Gardening Project (SACC Food Gardening Project). The project aimed to initiate four food gardens on the church properties of Holy Cross Emqamlezweni Ongcwele, 1 hectare, in Nyanga. Mthawelanga Methodist Church of Southern Africa, 1 hectare in Khayelitsha and Great Commission Ministers Network - 1,85 hectares in Site C (2 sites).

These communities have a high rate of unemployment due to a large number of people immigrating from other provinces and other African countries to the province. According to the Census 1996, more than 60% of people living in these communities are unemployed. The main aim of this project is to establish food gardens in order to provide and supply fresh vegetable produce to community members in need.

This initiative is a direct humanitarian response to real hunger in Khayelitsha, Site C and Nyanga, all of which are experiencing alarming rates of immortality of which hunger and disease are the main contributors. Children live in households that have basically no income or live on grants. There are many child-headed households, due to the escalating number of disease related deaths of parents. Churches within these

communities are aware of these realities, as most of these families are members of their congregations. The food gardens project was proposed to contribute toward the availability and access to fresh vegetable products. The establishment of the food gardens will also afford members of these communities to become empowered by getting involved in the establishment of the food gardens. This will to some extent address some of the concerns expressed by the identified churches.

The specific objectives of this project are:

- To select and train 20 community members in vegetable production such as spinach, carrots and cabbage over a period of 18 months.
- To create vegetable gardens on the 4 identified sites.
- To produce and distribute fresh vegetables to the community members surrounding the churches.

The activities which the project aimed to implement were:

- Selecting 5 suitable participants from each community
- Clearing and preparing land
- Preparing the soil for planting
- Training 20 participants in food gardening
- Procurement of seeds, pesticides, garden equipment and compost
- Planting
- Nurturing of plants
- Harvesting
- Distributing of produce to the community members in need
- Selling of some produce to community members who can afford to buy.

2. Evaluation Aims and Objectives

The main purpose of this evaluation is to assess the design, implementation and results of the project in order to determine its relevance, effectiveness, impact and sustainability in the context of its stated aim.

Thus, the objectives of the evaluation are to focus on three areas, specified by the NDA, namely:

- To provide a comprehensive performance overview of the entire project;
- To highlight the lessons learned so that the conclusions and recommendations arrived at can assist the organisation in moving forward and be sustainable; and
- To highlight project alignment with municipality IDPs and relevant government sector departments' programmes.

The evaluation will aim to reach conclusions and make recommendations for improvement or continuation of the project specific to the following aspects:

- Key aspects of how a project operated
- Whether pre-specified objectives were obtained
- Identification of failures to produce project outputs
- Evaluation of Service Quality
- Identify areas that need urgent attention or potential risks that could negatively impact on the future success of the project.

3. Evaluation Methodology

The methodology used for this evaluation was a triangulation method which consisted of document analysis and site visits using in-depth interviews with relevant participants. A triangulation method is a qualitative method that is used when two or methods have been used for analysis to increase the credibility and validity of the results (Patton, 2002).

The document reviews were done through an analysis of all the documents submitted by the NDA. Based on an interpretation of the information, it was categorized and important issues were highlighted and recorded.

Following the document reviews, a site visit was conducted. An in-depth questionnaire for the project was prepared and administered verbally during which the respondents were requested to answer the questions as comprehensively as possible (see **Annexure A** for the questionnaire).

The benefits of triangulation include “increasing confidence in research data, creating innovative ways of understanding a phenomenon, revealing unique findings, challenging or integrating theories, and providing a clearer understanding of the problem” (Thurmond, 2001, p. 254). These benefits largely result from the diversity and quantity of data that can be used for analysis.

The following documents were reviewed:

- SACC Organisational Audit Report
- SACC Progress Report: 21/06/2010
- SACC Progress Report: 16/11/2010
- SACC Progress Report: 08/03/2011
- SACC Monitoring Report: 10/05/2011
- SACC Monitoring Report: 30/05/2011
- SACC Progress Report: 30/08/2011
- SACC Progress Report: 12/12/2011
- SACC Progress Report: 10/02/2012
- SACC Progress Report: 03/07/2012
- SACC Monitoring Report: 24/07/2012
- SACC Progress Report: 18/04/2013
- SACC Grant Application November 2009

The site visits were conducted on 25th June 2014 in Nyanga and two of the Khayelitsha food gardens on the same day.

4. Results

4.1 The relevance: effectiveness & efficiency of the project design and activities:

At the time of submission of the SACC Monitoring Report: 10/05/11, it was reported that the project had successful financial systems in place. Some of the procedures used included that project members need to sign every time they receive their stipends and sign an attendance register every day and inform the project coordinator when they are not going to attend the project.

However, during the site visits we were unable to obtain any financial records that could account for the implementation of the above mentioned financial system. ODA was informed that this information could be obtained from the SACC head office. However, as discussed later on in this report, the head office currently displays a lack of all financial accountability and thus, this information could not be retrieved.

In the SACC Organisational Audit Report 2012 it is noted that the board had not provided adequate strategic support. This was evidence of a failure to mandate the development of policies, procedures and strategic plans.

A meeting held with Pastor Mqondisi Vena on the 27th June 2014 did not yield any positive results regarding the effectiveness and efficiency of the food garden projects. The pastor was asked to elaborate on how he envisaged managing the food gardens efficiently as some of the volunteers have mismanaged the sales income of the vegetables and some of the project members had left the project since there was no monthly stipend paid. He assured us that he will present the food gardens project to the SACC board to support it until they secure further project funding. However, there were no timeframes set as to how the SACC intends rescuing the project and how they will monitor the food garden beneficiaries with regards to managing the little funds they have.

4.2 Demography of the project's beneficiaries

There are a number of beneficiaries of this project. Firstly, the communities in which these food gardens are initiated; secondly, those employed by the project and thirdly, other organisations in the community e.g. Hospice, Early Childhood Development Centres and schools.

The identified communities who were chosen to receive food gardens have no access

to available land surrounding their dwellings where they can plant fresh vegetables. The majority of the people living in these communities have low income or hardly any income within their respective households, where they are not in a position to buy fresh produce vegetable as required by them.

It is reported in the SACC Final Grant Application: 13/11/09 that the communities which are involved in the project were informed of the proposed projects and were very excited to be part of them. The SACC 2nd Tranche Monitoring Report: 24/07/12 explains that the projects in Khayelitsha and Nyanga are community-owned. The beneficiaries of the project are community members and others from the local churches where the projects are located.

It was anticipated that the food garden projects which would produce vegetables for the community members would add value to individuals too as they will become skilled in vegetable farming. These skills are transferable and thus one of the ways in which the project would ensure its sustainability. Being active members in the projects would also add value to individuals' self-morale. The project would also create and enhance community spirit, sense of ownership and sense of pride.

According to the Grant Application, the project would employ a Project Manager and Project Administrator for 18 months and 20 project participants for 12 months. In total there would be 22 beneficiaries. According to the SACC 2nd Tranche Monitoring Report: 24/07/12, about 20 project members from the communities of Khayelitsha and Nyanga received training in agriculture.

In the SACC Monitoring Report: 10/05/11 it was reported that the Hospice in Khayelitsha receives vegetables twice a week from the vegetable garden.

4.3 Responses and findings from participants and documents reviewed

Members of the project

At the time of the SACC Progress Report: 21/06/10, the project had recruited a project manager and selected project members for all the projects.

All members of the project had been sent for training which was organised by the Department of Agriculture at the time of the SACC Monitoring Report: 10/05/11. Both Khayelitsha as well as Nyanga had a workshop on group dynamics with church

members and community members since this became a challenge once the Project Manager was not on site.

The project manager, Pastor Mqondisi Vena reported to us that he does not know anything about the training as he joined the organisation after this happened. This can be attributed to the lack of an official project handover when the previous manager left the project

The community and project members have both benefited from the food gardens. The food gardens serve as centres to service needy households through the distribution of vegetables to needy families, feeding the members of the projects and saving sales taking for sustainable purposes. The gardens act as healthy nutritious centres for the elderly and vulnerable ill community members. The main target groups being HIV-infected and the affected households. On 26 April 2012, SACC did not have a dedicated Project Manager but it was reported that by 22 May 2012 they an active Project Manager was in place and all projects had planted seeds at the time.

The SACC 24/07/12 Monitoring Report states that at the time it was planned that SACC would allocate someone to work with the project full time. Pastor Vena was later deployed by the SACC board as Project Manager without proper handover from Reverend Gidi as mentioned above.

During the site visits on 25th June 2014 to Nyanga and Khayelitsha, it was found that there are people allocated to work on the project full time. Miss Zukiswa Diken is the Nyanga project co-ordinator. However on our visit to both the Khayelitsha sites, there was no coordinator present.

The following formed part of the project's plan of action at the time of the submission of the SACC Progress Report: 18/04/13:

SACC board planned to meet in February to appoint new signatories for the NDA account.

The Acting Project manager was to send the Development Manager the project's bank statements.

The project would send narrative and financial reports.

Monitoring visits would be conducted and monitoring reports would be complied.

At the time of the SACC Progress Report: 21/06/10 the project was facing the challenge of a late 1st tranche which meant delaying the project into winter time. The plan of action was for the programme manager to assess suitable vegetables for the winter time. This plan was carried out in February 2011 and a number of crops had been harvested such as cabbage, carrots, spinach and turnips.

The Nyanga food garden has harvested spinach, cabbage, lettuce, potatoes and green pepper. The Khayelitsha food gardens have harvested turnip, tomatoes, eggplant, celery, spinach and cabbage.

The project had started to sell vegetables to the local community and the total revenue for the project at the time (21/06/10) was R4 050.00. In addition to this, the project was able to donate vegetables to the Hospice once a week.

All land had been cleared by the time of the SACC Monitoring Report: 10/05/11. The rest of the activities were being carried out successfully on an on-going basis. Four gardens had been established and thus their primary objective had been met at this point.

At the time of the SACC Progress Report: 30/08/11 it was reported that the project was doing well and continued to support the hospice and sell produce to the project members. They received revenue of R2 450 over the two months prior to the report.

One of the challenges which the Progress Report: 30/08/11 reported was that vegetables were being stolen and thieves were jumping over the fence. The site visits for the SACC Progress Report: 12/12/11 showed that the site had still been struggling with theft but managed to produce crops.

At the time of the June 2014 site visit, Masiphile Peace Project in Khayelitsha was still facing problems with theft. A tenant is currently based at the project site and tries to keep an eye on things and that is helping the project. However, this is not a long-term and viable solution.

While the Umtha We Langa food garden reported no problems regarding theft, according to the Nyanga food garden members, the garden was not secured and the Sunday school kids were running and playing in the garden which led to damages. Zukiswa Dikeni, the coordinator of the project, had informed the project manager Pastor Vena about the problem and that nets should be bought to protect the vegetation against heat. However, no nets have been bought yet.

The SACC Progress Report: 03/07/12 stated that all sites had seeds planted and the project was ready for Board and EXCO to visit. By July 2012, the project members were busy harvesting and clearing the land for new planting.

In the SACC 24/07/12 Monitoring Report it is reported that the project was doing well and Abalimi Bezekhaya is a Non-Governmental Organisation (NGO) working to empower the disadvantaged through urban agriculture and environmental programmes and projects, has supplied the projects with seeds. The produce was being rotated as informed by season, but the most popular produce was spinach, leeks, radish, cabbage, spring onions, cauliflower, lettuce, eggplant, celery, broccoli, potatoes and pumpkins. Selling in the markets had escalated where some produce was being sold at open market stands during social grant payment days in Khayelitsha, Nyanga and surroundings. The income from these sales was banked to ensure sustainability of the project and where necessary to assist with urgent needs of the projects.

However, there is no proof of any amounts collected although the project members claim that they banked the proceeds made. We informed Pastor Vena that potential financial mismanagement is a concern as there were no measures put in place to curb it.

During the site visit on the 25th June 2014, the project manager explained that they managed to change the signatories for the NDA account which will assist the SACC to have proper financial control of the NDA project grant bank account.

With all the documents received and reviewed, ODA was not able to establish what the revenue was used for. There was no proper financial control or an asset register of what was bought where and for how much. Pastor Vena could not assist as he was recently appointed and was not aware of details with regards to the projects' operational finances. He reported that he does not know whether the previous project manager, Reverend Gidi sent the projects bank statements and financial reports to NDA.

Water

The challenge of drinking water was reported in the SACC Progress Report: 08/03/11. The project has a borehole but the water is not drinkable. The Municipality was approached at the time to assist with tap water. The Khayelitsha Masiphile Peace Project food garden continues to have a problem with regards to a secure

water point. They collect water from one of the member's houses for plant irrigation. They are still waiting for the City of Cape Town's Parks Department to install a tap.

Nyanga Site

In the SACC Progress Report: 16/11/10 it is reported that the Nyanga site was having problems with their soil as it used to be a dam and thus had a fair amount of stones in. They were in the process of clearing the soil and were testing a patch by growing spinach.

During the June 2014 site visit, it was observed that the soil had been cleared and the harvesting has started. At this point cabbage, spinach, turnip, potatoes and lettuce were planted.

The SACC Progress Report: 18/04/13 confirmed that the Holy Cross Emnqamlezweni site in Nyanga is doing well but they still needed to clear the land to prepare the soil for planting. The project had harvested their patch of test spinach during December 2011.

The project has requested to have a net over their garden as the sun is too harsh on the vegetables, as a result of this some of the vegetables burnt out due to extreme heat. During the June 2014 site visit it was confirmed that the land was cleared and the vegetables have been planted but the nets have yet to be received. As a result the sun damages the newly sprouting vegetables which therefore again die due to heat.

Khayelitsha

The SACC Progress Report: 12/12/11 site visit revealed that the first site in Khayelitsha was progressing well with 9 members, a working partnership with Abalimi Bezekhaya as well as being able to donate vegetables to the hospice weekly. The second site in Khayelitsha consisted of 6 members at the time.

During the site visit in 2011, one of the challenges which were highlighted was the wind factor in Khayelitsha which was destroying crops. The Project Manager planned to ask the Department of Agriculture to donate trees to create a windbreaker.

Two budget issues were also highlighted during the June 2014 site visit. The project wanted green nets but this was not included in the budget and in addition to this Khayelitsha requires electricity for irrigation which was also not included in the budget. The (previous) Project Manager planned to look at both of these budget

issues to see which line items in the budget can be used and then planned to send motivation to the Development manager for approval.

The new project manager, Pastor Vena does not know anything about this and was therefore unable to assist.

During the most recent site visit in June 2014 it was confirmed that the Khayelitsha food garden is still facing the same problem, since the Department of Agriculture has yet to respond to their request for trees. The site also does not have green nets. In addition to this, there was no evidence of any budget adjustments made due to a lack of accountability regarding any financial expenditure and housekeeping at the current Project Managers Office.

Challenges which were highlighted in the SACC Progress Report: 12/12/11 included the fact that the 2nd site in Khayelitsha had no water supply. City of Cape Town has been approached to assist with this challenge and the garden project is waiting for feedback.

At the time of the SACC Progress Report: 18/04/13, the Masikhulisane Peace Project was still having trouble with the water point. At the time, the project was drawing water from one of the community member's houses. However, members of the project felt that this had become an expensive exercise and that the project was paying for the entire house water bill in spite of arrangements being made. The SACC Progress Report: 18/04/13 states that the Masikhulisane project was still having problems with their water point. This was addressed by the project manager having a meeting with the house owner to raise its concerns regarding water.

During the site visit conducted in June 2014, no co-ordinators were present and therefore ODA was unable to ascertain whether or not they had managed to secure a water supply.

On 17 January 2013, the Development Manager and the Acting Project Manager visited the food garden site Masiphile Peace Project and it was observed that the project was progressing well. However, the project needed to prepare the land for planting and did not have seedlings and compost. The SACC Progress Report: 18/04/13 stated that the project had still not received any compost since August 2012.

In addition to this, they were also struggling with break-ins at the project site. Their equipment was stolen and they needed to repeatedly buy equipment due to theft.

This was addressed by a tenant who was subsequently based on the project site and is trying to assist by keeping an eye on things.

The Development Manager understood their concerns regarding compost and equipment and requested that the project provide her with a list of the project's requirements for the planting season as well as for SACC's project manager to provide bank statements. The above was provided to the Development Manager and they planted in 2012/3. The project also planned to complete its registration for a cooperative in 2013. At the time of the submission of the report, the project consisted of five members in total as the other members left when the stipends ended.

During the site visit on the 25th June 2014 and the visit to the SACC, both the co-ordinators and Pastor Vena could not confirm if the food gardens are registered as Co-operatives.

4.4 Financial and socio-economic impact (achievements against evaluation questions/criteria)

In the SACC Grant Application November 2009 the project reported that they would need a total of R564 251.84 for the project, R433 851.84 which they requested from the NDA and R130 400.00 which SACC would contribute themselves.

On 26 January 2012, a meeting was held to discuss the budget of the project. In December 2011, the budget showed that the project had over-spent with regards to the stipends by R16 000.00. The following issues were discussed; full reconciliation of stipends to be done by 31 Jan 2012; Project coordinator to submit all the forms which project members signed when paid by 3 February 2012. It was agreed that a reviewed budget would be sent to the project manager by the 10 February 2012. The SACC 27/07/12 Monitoring Report confirms that the project received their 2nd tranche of 50% (R191 925.92) of R383 851.84. The total expenditure of the period was R136 189.66 and the balance is R55 136.62. The report states that the project utilized the funds according to the line items and there were limited deviations.

Below is the expenditure of the project according to the SACC 2nd Tranche Monitoring Report: 24/07/12

ITEM	APPROVED	EXPENDITURE 1ST TRANCHE	EXPENDITURE 2ND TRANCHE	OWN CONTRIBUTION	BALANCE/ VARIANCE	COMMENT

Human Resource	214000	119400	94600	0	0	
Project Manager	5400	21000	19450		13550	
Project Participants	160000	98400	61600		0	
Travel	30420	4464.02	25955.98	0	0	
Own Vehicle	30420	4464.02	16200	0	9755.98	
Equipment and Supplies	0	0	0	0	0	
Local Office Costs	11400	5700	5700	0	0	
Vehicle Cost (maintenance)	6000	3000	7000		-4000	Taken from water line item
Telephone & Fax	5400	2700	2700		0	
Project Cost	173531.8	25590	21939.66		126002.18	
Training						
Venue	800	0			800	
Catering	4800	2000			2800	
Training material	4000	500			3500	
Training fees	1500	900			600	
Clearing of land	8000	5400	3000		-400	Taken from venue line item
Seeds & Seedlings	16000	4000	8211		3789	
Procurement of Pesticides	19200	5400			13800	
Water	19200	0	2700		16500	
Spades	960	0			960	
Rakes	716.72	400			316.72	
Forks	759.6	780			-20.4	
Hooks	759.6	760			-0.4	
Wheel barrows	3992	0			3992	
Watering Cans	343.92	250			93.92	
Hose Pipes	960	560	230		170	
Gumboots	1200	0			1200	
Overalls	2100	0			2100	
Hand Gloves	2040	500	200		1340	
Compost & Fertilizer	24000	2900	7000		14100	
Audit	5000	0			5000	
Evaluation	50000	0			50000	
Bank Charges	7200	1240	598.66		5361.34	
TOTAL BUDGET	429315.8	155154.02	136789.66	0	137408.16	

According to the SACC 2nd Tranche Monitoring Report: 24/07/12, SACC had received their 2nd tranche of 50% (R191 925.92) of R383 851.84 in May 2012. The total expenditure during this period was R136 789.66 and the balance was R55 136.26. The project utilized the funds according to the line items and there were limited deviations during this period.

At the time of the SACC Progress Report: 18/04/13, the project had R70 000 in its bank account.

We reviewed the above budget and the financial information presented during the site visits on the 25th June 2014. While the SACC has a functional financial management system for the organisation, this is not the case for the food gardens as there are no proper financial control systems in place.

The previous project manager, Reverend Gidi used his personal vehicle and claimed significant amounts towards its maintenance and for petrol. During the 1st tranche he claimed R4462.00 and R16 200 in the 2nd tranche. There were no invoices or cheque payments to prove such expenses, only the above financial statements.

Another area of concern is the procurement of compost. All the gardens bought compost and manure in Malmesbury whilst there are farms nearby in Phillipi from which they could have been bought. That was proven in the invoices presented by Pastor Vena. Two invoices dated 14th and 18th February 2013, proves that R3000 and R3000 was spent on procuring compost from SWACO organics in Malmesbury. A concern is that the purchases were done 3 days after each other with no explanation for why were they not all bought at the same time.

There were no invoices or cheque purchases for all gardening equipment procured. Cash cheques were used and cashed before any purchases were made which makes the monitoring of expenses a challenge.

4.5 Project Infrastructure and linkages/networking

The SACC 2nd Tranche Monitoring Report: 24/07/12 gives the following details on the project's governance structure:

NAME	GENDER	FUNCTION	YEARS ON THE BOARD
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Angeline Swartz	F	Chairperson	1
Rev Monty Sahd	M	Deputy Chairperson	1
Rev Tommy Solomons	M	Secretary	1
David Daniels	M	Additional Member	1
Rev Bernard Ernest	M	Additional Member	4
Rev Ab Ijzerman	M	Additional Member	1
Dr Donalds Kats	M	Additional Member	4
Rev Leslie Scott	M	Additional Member	6
Marjorie George	F	Additional Member	1
Vuyelwa Pretty Mkatini	F	Additional Member	1
Pastor Danny Brown	M	Finance	1

The SACC Final Grant Application: 13/11/09 lists the following as stakeholders with which the project will have linkages:

- a) National Government
- b) Provincial Government
- c) Local Government
- d) Traditional Leadership
- e) Key Community Groups
- f) Other Lutheran Evangelical and Methodist Churches within the communities of Nyanga, Khayelitsha and Site C.

g) Abalimi Bezekhaya

The Project Manager planned to link with the Department of Social Development and the Department of Agriculture for future funding for their food security programs as reported in the SACC Final Grant Application: 13/11/09.

It was confirmed that the Nyanga food garden managed to link up with the City of Cape Town Social Development. Project beneficiaries and Pastor Vena could not confirm what support the City of Cape Town provided as both the lead persons in the projects have resigned.

In the SACC Progress Report: 08/03/11 it is reported that the programme was receiving support from the City of Cape Town as well as the Department of Agriculture which provided them with tools, seeds and gardening uniforms.

According to the SACC Progress Report 10/08/11 the project had been linked with Abalimi Bezekhaya which is a well-established organization in terms of agricultural support. Abalimi is supporting the project with training in crop maintenance. In addition to this, the project has a formal agreement with Abalimi in terms of their technical support which includes buying products, assisting in crop maintenance and on-going training.

The SACC 2nd Tranche Monitoring Report: 24/07/12 confirms that the project has strategic linkages with both the Department of Agriculture as well as Abalimi Bezekhaya.

During the site visits conducted in June 2014, the volunteers at the Khayelitsha food gardens were not in attendance because the previous day it had been raining and therefore they did not report to the food gardens for work. The Pastor Vena reported that when rainy weather deterred attendance since the members are all volunteers.

However, in Nyanga Zukiswa Dikeni, the coordinator and her members were in attendance at the garden.

4.6 Alignment to municipal IDP objectives and other relevant government sector programmes

In March 2013 the City of Cape Town adopted a policy on Poverty Alleviation and Reduction policy. Since the food gardens are located in the metro they fit into the

City's objectives and policy. The City has entered into an Implementation Protocol with the Western Cape Government via the Department of Social Development. These implementation protocols are for the purposes of executing the food garden initiatives in support of addressing the developmental needs of the communities and individuals either in collaboration with each other or on their own. Section 35 (1) of the Intergovernmental Relations Framework Act 2005 allow for these synergies.

As part of the Integrated Development Plan, the City in 2007 adopted the Urban Agriculture Policy which sets out the role of urban agriculture in poverty alleviation. The policy aims to improve the household food security and nutrition of communities. The policy also addresses home-based activities whereby home dwellers use municipal land or their properties to grow vegetables. Through the provision of fresh produce to communities as well as to the Hospice and ECD centres, the Food Garden project is directly aligned to these policy objectives.

The City of Cape Town through the Department of Economic Development will create and maintain a database of existing food gardens in each ward. The Department will facilitate training and capacity building for co-operatives, groups and individuals.

Both the Nyanga and Khayelitsha food gardens have received some assistance from the City of Cape Town. If they manage and continue with the project, they will be full participants in the food security agenda addressed in the National Development Plan adopted by Parliament in 2013 and to be implemented across South Africa.

4.7 Findings from the evaluation in relation to objectives of project, the design and implementation

The SACC 24/07/12 Monitoring Report states that the following capacity building took place; firstly, there has been training from the Department of Agriculture in the field of crop management. Secondly, the Project Coordinator attended financial management training and governance training organised by the NDA in March 2012.

In the SACC Organisational Audit Report 2012 the project received the following evaluation

- **Governance:** The organisation has an effective board comprising of the 11 members who are fully functional in fulfilling their roles and responsibilities. The board holds quarter-yearly meetings as evidence by minutes of these

board meetings. Evidence of the board fulfilling its mandated roles and responsibilities was seen through, amongst others, the following activities:

- The establishment of a finance committee mandated to manage finances
- Review of annual reports
- Minutes of strategic sessions

- **Development and Alignment of the constitution:** The constitution is adequately aligned to the organizational core business.
- **Compliance with relevant legislation:** The organization is registered as NPO and is fully complying with the NPO Act. The organization prepares annual financial statements which are audited and the annual report detailing activities and finances for the financial year. The NPO registration is 031-223 NPO.
- **Functional Management structure and systems:** There was evidence of a functional management structure and systems. This was evidenced by the following:
 - A well-structured organogram reflecting hierarchy of authority and lines of communication
 - Contracts of employment highlighting clearly the roles and responsibilities and communication lines
 - Job descriptions, progress reports and monitoring reports
 - Performance management system with targets, indicators, performance appraisals and key performance areas
 - Minutes of management meetings
 - An active finance committee responsible for overseeing the financial administration
- **Financial Management:** The project did not have a financial management plan in place. It was recommended that the organisation develops and adapts some form of financial management.
- **Implementation of the financial management policy:** There was evidence of the application of some practices relating to effective financial management. In addition, the organisation prepares annual financial statements which are audited annually.
- **Strategic Direction:** The organisation did not have fully fledged strategic plans in place. It was noted that the organisation has developed a one year 'strategic plan'.

- **Implementation of strategic plan:** There was evidence to justify attempts to implement the 'strategic plan'. This evidence was in the form of minutes of the quarter-yearly board meetings. Periodic progress reports were evident to support the implementation of the plan as well.
- **Development of operational plan:** There was evidence of attempts to develop operational plans. These plans were in line with the one-year 'strategic plans'. However, operational plans are recommended to cover specific programmes and projects.
- **Implementation of operational plan:** There was evidence to justify the partial implementation of the operational plan. Arrangement of the activities planned in the operational plans was being monitored using a range of tools. These include progress reports, finance committee meetings, board progress meetings and the quarter in half- year reviews. There was no evidence of significant strategies being applied to ensure that adequate implementation of operational plan.
- **Development of a monitoring, evaluation and reporting plan:** There is evidence that there was an attempt to develop this type of plan however, no separate plan exists. It is recommended that a plan is developed and adopted.
- **Implementation of monitoring, evaluation and reporting plan:** There was evidence of certain activities relating to a monitoring, evaluation and reporting plan.
- **Development of a mobilisation strategy plan:** No such plan existed. However, there were a number of activities embarked on which formed part of the resource mobilisation activities.
- **Implementation of resource mobilisation plan:** Although there is no formal plan, there is evidence of adequate implementation of the resource mobilisation activities. The project had established a relationship with the Economic Justice Network, received funds from the NDA, a strategic partnership with the University of Stellenbosch and the University of Cape Town as well as the City of Cape Town was developed.
- **Knowledge and skills of key persons:** A skills scan revealed that there are certain skills gaps which require some level of up-skilling through the short-course trainings. The following courses would have assisted the project members; irrigation and soil management – water and manure use. Certain

plants don't need a lot of water and others a certain amount of manure as might it increase the soil's Ph-levels.

Confirmation from final evaluation conducted

The site visit on the 27th of June 2014 and the evaluations and discussions which followed revealed that, unfortunately, very few of the above concerns had been addressed. The project still does not have a functioning financial management plan in place and thus there is currently no accountability for funds nor any formal record of expenditure.

During the site visit 27th June 2014, Pastor Vena was asked why the SACC board had not given attention to the food garden financial control systems and implementation of the recommendations made in 2012. He confirmed that the SACC financials are audited by an independent auditing firm. Pastor Vena confirmed that they neglected the food gardens project financials and that none of the SACC recommendations had been implemented.

Site visits also showed very little evidence of the development and implementation of a strategic plan for the project, the effect of this can be seen in the discussions which will follow on the low hopes for the sustainability of this project.

Unfortunately, the recent site visit also revealed that the recommendation for up-skilling staff members through short courses was not acted upon. Although agricultural training took place in 2011 and 2 courses on governance and management took place in 2012, there is no proof of any additional short courses taking place after the SACC Organisational Audit Report 2012.

Pastor Vena confirmed that he is not aware of training provided previously but he will visit the food gardens to assess the project beneficiaries training needs. He was not able to confirm such an assessment would start.

All of the recommendations listed above which were made in the SACC Organisational Audit Report 2012 are still very relevant to the future of the project and should be taken into consideration when considering the future growth and development of the project.

5. Discussions and conclusions

5.1 Discussion

5.1.1 Sustainability of the project according to findings

A plan for sustainability of the project is reflected in the SACC Final Grant Application: 13/11/09 where it is reported that the project plans to sell some of the vegetables to the community so that they can have money to buy more seeds and continue with the project. In addition, the project manager planned to link with the Department of Social Development and the Department of Agriculture for future funding for their food security programs.

The project also planned to develop a funding strategy in order for the project to sustain itself over time. It was planned that the strategy would include donations from other existing funders and would also be sending proposals to other funders. Pastor Vena could not confirm on record if such strategies are in place.

According to the SACC Monitoring Report: 10/05/11 20, project members had the opportunity to receive training in agricultural skills as a result of the project. Through empowering members of the community with skills, the project is ensuring its sustainability.

The SACC Monitoring Report: 10/05/11 reported that the participants of the project were taking full ownership of the project and it was predicted that the project has the potential to continue beyond NDA funding

According to the SACC 24/07/12 Monitoring Report although the project is a food security project, during this period the project managed to generate revenue of R6 500.00. However, ODA was not able to establish how the revenue was used as well as proof for any of the revenue used due to the lack of proper financial record keeping.

The SACC 2nd Tranche Monitoring Report: 24/07/12 lists the following skills which the project has enabled its participants to acquire:

- Agricultural skills (soil preparation, planting of vegetables, maintenance of the vegetables, harvesting, crop rotation, watering methods and preparation of beds).
- Financial Management skills

- Governance Management skills

Through encouraging and facilitating skills development such as the above, the project ensures that those involved in the project will gain sustainable skills which they can use in their futures.

SACC Organisational Audit Report made the following suggestions for enhancing the sustainability of the project:

- The development of long-term strategic plans in line with the organisation vision and mission
- The development of operational plans in line with strategic plans and the monitoring of such
- The development and implementation of a resource mobilisation strategy
- The board must adequately fulfil its mandated roles and responsibilities
- The development of a financial management policy and application thereof

During the site visit 27th June 2014, Pastor Vena was asked why the SACC board had not given attention to the food garden financial control systems whilst as a Council their financials are audited. Pastor Vena confirmed that they had neglected the project financials and that none of the SACC suggestions had been implemented.

5.1.2 Strengths and Weaknesses of the intervention

In terms of strengths, the food gardens play an integral part of food security in the Nyanga and Khayelitsha communities. They provide fresh vegetables to the Hospice centre, poor families in the areas they operate close to and some of the local ECD centres.

The City of Cape Town and the Department of Agriculture intervened and supported the food gardens as it trained some of its members in crop management and harvesting.

One of the project members Ms Nobantu Gwabeni won a Provincial award in food garden management in 2011 which was a R40 000 cash prize with an opportunity to represent the Western Cape at the National awards. The SACC should encourage Ms Gwabeni to encourage and assist the members who are not active in the project.

However, although the SACC itself is a strong body, the management of the food gardens was not conducted in the most diligent and professional manner. The previous project manager, Reverend Gidi, and project co-ordinators did not display consistent accountability and could not account for how funds were disbursed or recording of expenditure as evidenced by the receipts/invoices submitted which do not balance according to the bank statements.

5.2 Conclusion

The SACC did a major disservice to the Nyanga and Khayelitsha food gardens projects by not maintaining more strict financial management control over each of the projects because of the lack of accountability to the board.

The project intended to have assisted the communities and project members in alleviating fresh vegetables shortages. This was done during the period when funding was received. Since the projects have dried up, the members are currently volunteering and receiving seedlings from another NGO Abalimi Bezekhaya.

Income from produce sales were not saved and deployed back into the projects and no proof of income was submitted. The current project manager promised that he will request the SACC to intervene and avoid possible closure of the food gardens as well as approach the City of Cape Town and Department of Agriculture for further assistance to help the organisation in order for it to become self-sustainable.

If the project is to be sustainable in the future, the SACC will need to significantly improve its financial management policies and systems before they approach any funders for the food gardens. If the NDA is approached in future, all of the above must be in place and project members should be further trained in financial management and crop management.

6. Lessons learned and recommendations

6.1 Lessons Learned

When considering the lessons learnt from both the site visits as well from a thorough analysis of the data reviews from the SACC's head office, the following lessons can be learnt:

- The project manager at the SACC's head office, Pastor Mngondisi Vena, moved into his position in January 2013. However, there was no formal handover process or procedure to ensure that he was made aware and fully informed in terms of his responsibilities and expectations with regards to the food garden project.
- This negligence meant that the current project manager was unaware of certain challenges and ill-informed with regards to the running of the project as he had to source information from an array of sources and the veracity and reliability of this information can be questioned.
- In addition to this, he was also not equipped with the necessary project paperwork to effectively takeover and continues with the effective running of the project.
- There is a very poor paper trail in existence across the projects. Specifically, there was very little proof of how much income the four food gardens are making on a monthly or annual basis, as well as how much money each individual was earning working on the food gardens. Although most members worked as volunteers, there was monthly stipend paid from the NDA grant funding and from sales made.
- In addition, there was almost no proof or evidence that could explain the cash flow within the organisation as well as the expenditure and allocation of the proceeds received.
- It was also found that the projects made decisions which were costly with regards to the running and maintenance of the food gardens. For example, compost was bought in Malmesbury which is a far distance to travel as opposed to buying compost from neighbouring Phillipi. The project manager could not reasonably explain why these decisions were made which is an indicator of poor management of the projects.
- Poor recordkeeping and the lack of financial controls and accountability are a serious cause for concern should further funding from NDA be sought.

The food gardens are currently not sustainable. This can be linked to the lack of ownership with regards to the project as a result of changes within the SACC Board

membership and at the NDA. The project governance structure responsible for the food gardens changed when Reverend Gidi was replaced by Pastor Vena and within the NDA, the Development Manager resigned and a new Development Manager was appointed, Ms Nomfundo Mdingi was replaced by Ms Babalwa Magida. All these changes combined created a chaotic environment for all project participants.

6.2 Recommendations about the future of the programme

The main recommendation with regards to the future of the programme would be to stop funding the SACC subject to a number of preconditions being met. In the main these relate to issues of governance:

- The project manager should facilitate a meeting with the Board Members in order to fully clarify each member's expected role as well as their responsibilities with regards to the project. This would enhance project ownership and functioning of the project.
- Administrative training should be conducted to ensure the project paperwork is kept up to date to ensure the effective running of the project. This would aim to improve the current poor paper trail within in the SACC with specific reference to expenditure receipts.
- Financial training should be rolled out to improve the tracking of cash flow within each of the food gardens as well as within the SACC. This would aim to improve the correct spending and allocation of the proceeds received. Financial training would aim to overcome the potential mismanagement of funds and a lack of financial accountability with regards to the running of the food gardens.
- Additional management training would aim to overcome the poor decision-making
- Combat the poor management of the projects and enhance the projects sustainability. The project can draw on the best practices in food garden management evident across the broader scope of the Western Cape.
- To ensure future sustainability, the food gardens should sell their produce to the Hospice at a discounted price instead of donating it free of charge.
- Furthermore, since some of the produce is organically produced, opportunities for selling them at local organic fresh vegetable stores and markets in the city should be pursued.

If the SACC pursues further funding for the food gardens, it should be subject to the success of the above mentioned conditions. If unsuccessful after another year of funding, then it is recommended that the NDA stops funding the project.

6.3 Recommendations for future evaluations

One of the challenges experienced relates to the time allocated to conduct the evaluations. Enough time must be given to properly investigate the financial affairs of projects. Although some of the objectives are met there were financial discrepancies in some of the project activities which there was not sufficient time to examine more rigorously.

Regular visits by NDA Development Managers are important and should be done more consistently. Other government institutions i.e. the City of Cape Town and Department of Agriculture supported the projects despite the lack of attention it received from the SACC which should have added its weight behind both these institutions.

7. References

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Appendix 1: Interview Questions

Generic questions

Project Performance	<ol style="list-style-type: none"> 1. How is the project operating? 2. Have the objectives been met? 3. Have project administration procedures been followed throughout the project? 4. What kind of support was received from the municipality? 5. What are the failures? 6. What are the areas needing attention?
Relevance	<ol style="list-style-type: none"> 1. Was the project design appropriate and effective? 2. Was the implementation appropriate and relevant to project members and did it respond to beneficiary needs?
Effectiveness	<ol style="list-style-type: none"> 1. Were project members and beneficiaries' livelihoods improved by the project? If so, how? 2. Were resources allocated to the project used in a manner that maximizes the outputs and outcomes of the project?
Efficiency	<ol style="list-style-type: none"> 1. Were resources allocated to the project used for the agreed purposes in the project plan? 2. Were project staff capacitated or trained to perform their functions? 3. Was the training conducted able to produce a change in staff performance? 4. Were there any mechanisms and systems to manage resources such as finance, human resources and other material resources provided to the project by the NDA?
Impact	<ol style="list-style-type: none"> 1. Has the project produced the desired effect? If yes, why or no, why not?
Sustainability	<ol style="list-style-type: none"> 1. Are there any mechanisms in place which will enable the project to sustain itself without NDA funding?
Support from the NDA	<ol style="list-style-type: none"> 1. Describe the support received from the NDA 2. What improvements should the NDA make to providing support? 3. Has the fund approval process improved? If so, how?

Risks	1. What are the risks for the project?
Additional issues	1. What outcomes for the broader community can be identified? 2. Were any additional skills learnt during the project e.g. financial management, admin skills etc.?
Recommendations	

Project specific questions

1. Did the project start on planned time frame?
2. Did all planned activities take place as agreed on?
3. Did SACC/NDA HQ send you for any training in the work you do? According to the reports this happened. We need to determine whether it was useful.
4. Do people working in the project have skills or had skills and capacities to implement and manage the project in accordance to plan?
5. Did the people of the community benefit from the project? If yes, how? Are there any reports showing how many people were assisted in a month?
6. Did you receive any feedback from the community on how they feel about the project?
7. After viewing Progress report: 21/06/2010 you have a challenge of weather since it was winter time, how was that conquered?
8. The progress report: 08/03/2011 states that you requested trees from the Department of Agriculture for Windbreaker since the wind in Khayelitsha was strong, did that help? Did they provide the trees?
9. According to the Progress report: 07/02/2013 The Masikhulisane Peace project has had problems of break-ins and equipment being stolen. How was that resolved (Masikhulisane peace project)?
10. You had a problem with a water point. How was that resolved?
11. You have requested a Net so you can cover the garden since they are getting burnt from the sun, did you manage to get the Net and did it help (Nyanga)?
12. You have managed to generate R4 200.00 between June & end October 2011 and how much did were you able to generate in summer (progress report: 2 November 2011)?
13. The project has over spent in the stipend with R16 000.00 where are the expenditure slips? Provide reasons for the over-expenditure. Was this money recouped?

SACC HQ

Questions

1. All questions relating to closeout evaluation report will be based on Grant funding application vs completed activities set.
2. Request Financial reports based on project activities funded.
3. Evaluate progress in respect of activities and funding received.
4. Has the organisation sourced other donors for continuation of the project?



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