

NISAA Evaluation Report

OVERVIEW

At a seminar in Johannesburg on international trends in responding to domestic violence, hosted by Nisaa in April 2001, the guest speaker Gill Hague of the University of Bristol's School for Policy Studies and Domestic Violence Research Group stated that: "In a millennium of history, it is only in the last twenty to thirty years that people all over the world are trying to change society sanctioning men being violent towards their wives."

Seeing the impact that Nisaa has made in the region in the seven to eight years of its existence against this backdrop, one understands why Justice Kate O'Regan of South Africa's Constitutional Court could say at Nisaa's AGM in 1998 "The Nisaa Institute for Women's Development is in some ways more important than the Constitutional Court." O'Regan was pointing to the reality that legal norms are only one reality, albeit an important one, and that Nisaa is engaged in changing attitudes towards abuse of women.

1. Introduction

1.1 Background to Nisaa

In South Africa, we have become inured to statistics about crime – the number of rapes per minute, the number of hijackings per day, the number of violent crimes in a week. In this context, it is easy to let statistics such as one woman killed every six days by her intimate partner, one out of six women beaten regularly by their partners, or fifty to sixty percent of marital relationships involving violence and abuse, or one million women a year battered in S.A, become part of a general numbness that the appalling magnitude induces. Yet these statistics have a very human face, a frightened, hurting desperate face, and it is to this face that Nisaa has addressed itself.

Nisaa Institute for Women's Development was launched in March 1994, by a group of committed gender activists, and with encouragement from the Frauen-Anstiftung (FAS), a German-based funding organisation, now known as the Heinrich Boll Foundation and linked to the Green Party, and focusing on women's issues. It was not coincidental that Nisaa came into being just as the new South African democracy was going through its birth pangs. The rhetoric of human rights and democratic freedoms has yet to be matched by the culture of a society that is dealing with the inheritance of an oppressive and brutal past. The stated commitment of the new government to the empowerment of women, while it offers the potential for a supportive environment for those working in the field of women's rights, needs to be challenged to move from the realm of rhetoric to that of action.

Despite the new Constitution, rights will remain promises until they are claimed. And they need to be claimed at the individual level, the community level and the societal level. Violence against women, in particular in the Gauteng area where Nisaa operates, is on the increase, and one of its least publicised and most pervasive forms is that of woman abuse, physical and emotional. This kind of abuse is undermining, relentless and debilitating because it takes from the women suffering from it their self-esteem, their dignity, their hope and their future.

Nisaa was established in Lenasia, a previously Indian area, 30 kilometres from Johannesburg, and close to Soweto and the many poor, informal settlements, which have sprouted in that area over the years. Wife battery cuts across culture, class and religion and is, if not sanctioned, at least seen as "private" and "no-one else's business". It was thus a bold step to establish, in a culturally and religiously conservative area, an organisation that calls for public recognition of the

problem and implicitly and explicitly suggests that the community can be involved in addressing it constructively.

Subsequently, satellite offices were set up in Soweto in 1996 and in Orange Farm in February 1998 because Nisaa saw a great need for services in those areas. Soweto, a predominantly Black area, is the biggest township in South Africa and is situated about 20 kilometres from Johannesburg. Initially, the office was opened as an outreach office but at the moment it provides counselling, training, court preparation and information dissemination to disadvantaged women in Soweto and the surrounding informal settlements.

Orange Farm, on the other hand, is a settlement 50 kilometres south of Johannesburg. Wide-scale urban sprawl and mainly shack or shanty dwelling known as squatter camps characterise it. Historically, Orange Farm has been an under-resourced and under-privileged community with rudimentary services. The community has very poor infrastructure in terms of electricity, running water, sanitation, transport and social services. In the Gauteng province, some of the poorest people come from this community.

In September 1997, the Orange Farm community was declared a township. Although much has been done in terms of building schools and clinics, there is a paucity of formal service provision in regard to HIV/AIDS, alcohol and drug dependence, child abuse and mental health services. And in comparison to Soweto, Orange Farm is less developed.

Due to the unavailability of office rental space in Orange Farm, Nisaa currently operates out of a small office at the Bristlecone Clinic on the Golden Highway and offers services mainly in counselling and outreach work. It is one of Nisaa's visions to capacitate and expand the services offered in both Soweto and Orange Farm.

Nisaa as an organisation, also opened the only short-term/crisis shelter for abused women. Not surprisingly, it has been subjected to much anger, by male telephone callers accusing the organisation of "family breaking". That it takes an unashamedly feminist approach to the issue of women abuse, albeit in a constructive rather than confrontational way makes its challenge to the community even greater. Underlying the Nisaa approach is an understanding that unless individual women are helped, there can be no progress, and that unless the fabric of society changes, there can be no solution.

Nisaa operates currently as a Trust although the process of registering it into a Section 21 Not-for-Profit Company has been set into motion. It intervenes at the primary level (through the shelter, counselling services of various kinds, and a 24-hour emergency service) and at the secondary level (through education, advocacy work, awareness campaigns, training and research

Nisaa currently has 28 full-time, part-time and contract/casual employees. The Nisaa staff is divided as follows: 15 staff members in the Lenasia office, 4 shelter workers, 4 in the Soweto office and 5 in Orange Farm. Nisaa is accountable to a Board of Trustees. At the time of the evaluation 3 new members were being recruited into the board, bringing the total number of board members to 7.

Nisaa is a non-governmental organisation (NGO) and exhibits many of the characteristics of the best NGOs – it is innovative, creative and flexible. It is also an NGO with a strong emphasis on professionalism, which it manages to combine with an appreciation for volunteers and a creative use of their skills and commitment.

According to its mission statement, Nisaa is *committed to bridging that which can bring women together as a cohesive group and that which distinguishes each of us as individuals*. It is also

dedicated to promoting and acknowledging women's self and collective empowerment and their contribution to politics, economics, social-community based activities.

1.1.1 The objectives of Nisaa

The objectives of Nisaa are to:

- ❖ Encourage women to gain control and autonomy over their lives in ways they deem appropriate;
- ❖ Provide refuge for women survivors of violence and their children when their lives are endangered by interpersonal violence;
- ❖ Establish organisational links and mechanisms that enable the use of the community, municipal, national and international resources for women's emancipation;
- ❖ Lobby for appropriate legislation and resources that protect and maintain the dignity of survivors of violence;
- ❖ Raise awareness on violence against women through public awareness education, media intervention and a range of training.

Both the mission and the objectives have a dual focus: the individual and the collective, primary intervention and secondary intervention. Nisaa's ultimate aim has been clarified as being *to facilitate the empowerment of women*; without considering their race, creed or colour; and through operating in a non-sectarian way.

1.1.2 Nisaa's activities

Nisaa's work has consolidated into 6 major programmes each containing a number of ongoing projects. The programmes are as follows:

- Shelter: Providing emergency or crisis accommodation for women and their children whose lives are endangered by violence perpetrated against them by their intimate partners/husbands.
- Counselling: Rendering various forms of counselling services as a form of intervention i.e. face-to-face counselling, telephonic counselling and 24 hour beeper service.
- Training: Developing training on distinctively developed competencies, gender issues and violence against women and conducting the training at various levels i.e. corporate sector, government, professionals and broader society.
- Public education and media: Promoting public awareness and education on violence against women to relevant stakeholders and to the broader public through campaigns; through both print and electronic media; and through other innovative strategies.
- Research and publications: Conducting research, producing and publishing materials on gender violence at a range of levels and dissemination of relevant information to broader society.
- Outreach services: Consolidating, capacitating and expanding outreach services to Soweto and Orange Farm

1.1.3 Organisational developments

The following are the highlights of the activities and projects Nisaa has been involved in since it was established;

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| 2000 | Nisaa hosted the first Southern African Regional Workshop on sheltering |
| 2000 | The Justice for Anne Campaign was spear-headed by Nisaa |
| 2000 | Nisaa's ground-breaking book <i>Reclaiming Women's Spaces: New Perspectives on Violence Against Women and Sheltering in South Africa</i> was published. |

2001	Nisaa went international in its advocacy role by taking the highly successful white ribbon campaign against violence against women to Swaziland
1999	The anti-rape bus campaign was launched
1999	Nisaa conducted the documenting of Human Rights Workshop. Subsequently, proceedings of this workshop were published.
1998-2000	Nisaa has won poster awards 4 years in succession for the sound attitudinal messages that they convey to both perpetrators and survivors of violence against women.
1998	Nisaa participated in preparing and presenting a Cedaw Shadow Report to the UN in New York. This process will be followed up with the next Cedaw Shadow Report.
1998	A more active, more committed and more South African Board of Trustees was established.
1998	Published <i>Women Making a Fresh Start: A Guide for Women Leaving abusive Relationships</i> .
1997	Lobbied for both the Lenasia and Protea courts' magistrates to take up Domestic Violence cases and serve protection orders from these courts.
1997 – 2000	Due to the success of the white ribbon campaign at a provincial level, it became a national white ribbon campaign where three provinces were targeted annually within South Africa.
1996	Purchase of property as a way of developing the process of financial sustainability.
1995 – 2000	Nisaa has invested in its human resource through internal and external capacity building and training. This included staff exposure at local and international level
1995	Hosted an international conference on Women and Politics in Johannesburg. Conference proceedings were published as a result.
1996 to date	Participated in the first training of police officers in Gauteng and also involved in the production of the training manual.
1994 to date	Developed significant competence and expertise in the sector of violence against women and training.
1994 to date	Networking at local, national and international levels.

1.1.4 Organisational dilemmas

In view of Nisaa's growth and expansion into other areas, there are three areas where Nisaa has to make strategic decisions:

- Orange Farm: tough working conditions for staff including cramped quarters and the general lack of infrastructure in the township
- High rotation of staff
- How to handle the issue of service provision for men

1.2 Previous evaluation and strategic planning exercises

In 1997 Nisaa commissioned a private consulting firm to conduct an evaluation, which reviewed the entire processes and procedures Nisaa uses to implement its programmes, as well as its effectiveness and efficiency in reaching its target clients.

The findings of this evaluation are summarised later in this report. However the main finding of the evaluation was that Nisaa had grown phenomenally and was beginning to reach a significant number of women who are victims of domestic abuse. What Nisaa needed to attend to at that time was to begin to formulate a strategic framework for its programmes in order to give its work more focus. Nisaa also needed to develop more systematic policies and procedures for addressing the internal structures of the organization and the way it operates.

Following this evaluation, a strategic planning workshop, which was facilitated by another independent consultant, was run with staff and board members. Part of the outcome of this planning exercise was the identification of the six core competency areas of Nisaa.

Other strategic planning exercises have subsequently been done to review various issues which impact on the functioning of Nisaa, key amongst which is the financial position of the organisation.

1.3 Terms of reference

1.3.1 Objectives of this evaluation

The objectives of this evaluation were six fold:

1. To assess the effects and impact of Nisaa, since the last evaluation, on the different target groups and according to the three year budget and plan.
2. To assess the effectiveness of the chosen strategies in relation to the core competency areas.
3. To assess the efficiency of the organisation (relation overhead-programme costs in relation to the number of people reached, leading to costs per beneficiary or per unit).
4. To assess the planning, monitoring and evaluations systems (incl. indicators).
5. To assess the regional white ribbon campaign (Swaziland).
6. To draw conclusions and recommendation for the future of Nisaa: on lobby and advocacy, research, vision and mission, approach to realise mission, programme development, organisational structure, governance, institutional strengthening, planning capacity, monitoring and evaluation system (and indicators), expertise of staff, and on finances.

It must be stated that the evaluators did not focus much on the issues of financial efficiency of the organisation since a financial management and systems review of Nisaa was being done concurrently with this evaluation. Information gathered during both processes will be used during a Strategic Planning workshop, which will be held in June 2001. In any case detailed information on costs per beneficiary was not yet available to enable the evaluators to do a proper analysis.

2. Methodology of evaluation

2.1 Methods used to gather data

Various methods were used to gather information for the purposes of this evaluation, namely: face-to-face interviews, telephonic interviews, e-mail interviews and internet searches.

The evaluators utilized both formal and informal interview schedules for different interviews. The more formal schedules were used for interviews with board members and donors.

2.2 Sources of data

The sources of data included various documents, audio-visual materials, Nisaa staff, volunteers, clients/beneficiaries, board members, donors, other service providers in the field of domestic abuse and related concerns, the media, international experts and practitioners in the field of domestic abuse, as well as staff and board members of Swagaa and other stakeholders in Swaziland.

A full list of respondents is provided in Appendix 1.

2.3. Processes of data collection

The evaluation was carried out between March 19th and May 21st, 2001. The evaluators visited Swagaa in Swaziland where they interviewed board members, management, staff, other service providers and stakeholders and clients of Swagaa.

Thereafter they spent time at the Lenasia office, collecting and reviewing all the relevant documentation and audio-visual materials and consulting the Executive Director (ED) on which stakeholders should be interviewed. This was followed by interviews with staff in Lenasia and an interview with a donor who had been visiting Nisaa. The evaluators then visited the Orange Farm Office where they had the opportunity to interview Nisaa staff and clients, nursing staff and police officers who were available. Each evaluator then went on to interview board members, donors (through e-mail) and other stakeholders separately before visiting the Soweto office together. There they met with peace officers, prosecutors and administrators for the Justice department at the Protea Court offices.

After all the information was collected, the evaluators produced a draft report, which they presented in a brief summary form, to the staff and two board members who were able to attend a 2 hour feedback meeting.

During this presentation, the evaluators were able to verify information and to get feedback on some of the conclusions and possible recommendations of the evaluation which were then incorporated into this final report..

2.4 Limitations of the evaluation

- Not all the donors or other actors in the sector were able to respond to their questionnaires
- There was insufficient time to meet with all the relevant beneficiaries, stakeholders and community members.

3. Findings of the evaluation

3.1 Document Reviews

3.1.1 Previous evaluation: Overview of the 1997 Evaluation Report

The previous evaluation was completed at a time the organisation was beginning to consolidate its efforts, differentiate its tasks and increase its hierarchical structures. This was immediately after a phase of rapid growth and scaling up of its services.

The evaluation report made the following concluding remarks:

- Nisaa had developed its distinctive areas of competency - curative services (i.e. counselling and the shelter, emergency support) targeted and specific educational programmes, innovative awareness and advocacy campaigns, effective networking internationally and the production of publications.
- A strong management style and committed and developing staff grounded the competencies and enabled the organisation to achieve its objectives.

The evaluation was followed by SWOT analysis exercise to determine the strengths, weaknesses, opportunities and threats of Nisaa. These are summarised below¹:

Table 1: Strengths and Weakness of Nisaa as at March 1997

Strengths	Weaknesses/Challenges
<ul style="list-style-type: none"> ▪ Clear focus on women abuse. ▪ Congruence between internal organisational values of respect, 	<ul style="list-style-type: none"> ▪ Need to develop a strategic framework for programme work. ▪ Need to prioritise within the strategic

¹ Adapted from the Nisaa evaluation report, March 1997:41

<p>supportiveness, empowerment and those promoted through the work.</p> <ul style="list-style-type: none"> ▪ Respect and acceptance within the community. ▪ Distinctive competency areas. ▪ Committed, energised and competent staff. ▪ Excellent teamwork. ▪ Understanding of the feminist framework. ▪ Creativity & ability to maximise opportunities. ▪ Community base & geographic location ▪ High quality of work. ▪ Internal learning environment and openness to development. ▪ Regional, national & international credibility. ▪ Financial management & commitment to sustainability 	<p>framework.</p> <ul style="list-style-type: none"> ▪ Need to develop an organisational structure shaped by the strategic framework. ▪ Need to measure impact more systematically. ▪ Need to ensure sustainability. ▪ A tendency to over-commit. ▪ A perception that the director is the organisation.
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Table 2: Opportunities of and Threats to Nisaa as at March 1997

Opportunities	Threats
<ul style="list-style-type: none"> ▪ Political rhetoric that is supportive of a feminist framework. ▪ Women in positions of power and supportive of Nisaa. ▪ Growing recognition that women abuse is a societal problem. ▪ Ability of organisations to work together. ▪ International interest in this area of work. ▪ Growing recognition of work done by Nisaa by academic institutions. 	<ul style="list-style-type: none"> ▪ The danger of rhetoric and legislation failing to deliver programme work. ▪ Difficulty of 'popularising' a cause where general public tends to blame the victim. ▪ Enormous demands placed on government agents and officers. ▪ Pressures on donors, making their support insecure. ▪ Difficulty of setting up profit –making entities in the current economic climate.

The recommendations of the evaluation focused on three main areas, namely:

- *General recommendations* which centred around the need for Nisaa to develop a strategic framework for its programme activities, a new organisational structure, a five year financial plan, maintaining a balance between curative and preventative aspects of work, utilising academic institutions for research, broadening its public leadership role, as well as reviewing the role and composition of the board.
- *Programme recommendations* focused on the need to develop a database to enable Nisaa to monitor its interventions, reconsideration of the schools programme, as well as the reconsideration of the role of research, networking and publications as core functions rather than as support functions.
- *Internal recommendations* were on the need for Nisaa to hire a database consultant, the development of a middle management team, encouragement of skills development among staff, the writing up and institutionalisation of personnel and administrative policies and procedures, as well as the consolidation and categorisation of the filing system.

The Executive Director was asked to give an overview of how far Nisaa has gone to implement the above recommendations.

- ✓ Developing a strategic framework for programmes - We are now able to respond more strategically to needs rather than to crises. We also plan annually although we are flexible.
- ✓ Developing indicators for measuring impact – We are the process of doing that. However, staff changes often mean that we should retrain. We will need to revisit this issue more specifically and make it specific for each programme. We are thinking of inviting an outside person to assist us with this.
- ✓ High staff turnover - This issue was raised by Cordaid, one of our donors after a report I had written. I do not view it in a negative light as I think it gives staff the opportunity to move to other sectors once they had acquired some skills. In my view, high staff turnover among NGOs is a South African phenomenon whereby people leave NGOs for the private sector. I see this as the contribution of NGOs to the skills development of the country. Notwithstanding, I do acknowledge that the main reason why people leave NGOs is because their salary packages are not competitive. A financial report recently compiled by Umhlaba cc has highlighted the need for Nisaa to review its salary scheme.
- ✓ A new organogram has been developed.
- ✓ 5-year financial plan - Our donors prefer one for 3 years, so we have done it. It will be reviewed after this evaluation.
- ✓ Creating a balance between curative and preventive activities – Nisaa is still doing more curative work. However there is now more focus on educative and preventive work. This includes a pilot project involving working with NICRO (an NGO targeting prisoners and their families) working with men in prisons who are due for parole as well as a project involving raising awareness among schoolboys. We do acknowledge that the results are achieved far easier and quicker in curative work than preventive work.
- ✓ Use of university students for research – RAU and Nisaa are doing a joint project for a certificate course on violence against women. Amongst other things, we also do supervision and placements of their students. We also allow social work students from various universities to be placed at Nisaa. We have a link with a Canadian university called the Saskatchewan University whereby we have proposed an exchange programme for research and skills transfer. However, this programme must be well structured to meet the needs of both organisations. A similar programme is also being planned with Lubeck women's shelter in Germany.
- ✓ Broadening the public leadership profile of Nisaa – The ED now does less in this regard in order to enable the new Public Awareness Manager to take over the role more effectively.
- ✓ Review of the role and composition of the board – A lot of South African board members have resigned, mostly because of a lack of time for Nisaa activities. New members are being recruited to fill the gap for skills in various areas. The process being followed is the one of forwarding of names, checking of references, invitation to a dinner where a presentation is made by the current chair, writing of letters to referees, follow up and recruitment.
- ✓ A middle management team has been formed consisting of financial, training and public awareness managers, which meets every month. They are undergoing management training.

- ✓ Improving filing systems – Filing is now done per programme.
- ✓ Database - Only one of the contacts has been done so far. The computerisation of a database is proving to be too costly. It also requires consistent support from a reliable computer company. Rapid changes in software technology make it hard to keep up.
- ✓ Staff training and development is ongoing².

The director was of the view that research; publications and networking were key components of Nisaa's work rather than just support functions. In fact Nisaa has plans to start a research unit to give these particular areas more focus.

Assessment of developments since the previous evaluation

It is the opinion of the evaluators that Nisaa has gone to extensive lengths to implement the majority of the recommendations made by the previous evaluators.

Since the organisation will engage in another strategic planning exercise after the completion of this evaluation, it is premature to give a full review of the previous SWOT analysis. However it is worthwhile to make a few comments as follows:

- Nisaa's strengths remain the same, with additional strengths gained from working on their weaknesses as identified by the previous evaluation. The development of a management team to ensure delegation and eventually a smooth succession will go a long way in ensuring that the ED is not seen as the organisation.
- The process of documenting experiences more systematically has begun, but as this evaluation will show there are definite areas of further improvement.
- Regarding the opportunities and threats, much of the context in which Nisaa operates is still the same. However, further changes in legislation, which favours victims more and offers them more protection is beginning to bear fruit, resulting in more cases of abuse actually going to trial.
- Identifying the six core competency areas has enabled Nisaa to have more focus and deal with the problem of over-committing.

3.1.2 Reviews of other documentation

Various documents, reports and manuals were reviewed in order to determine the type of content Nisaa was using for training purposes, but also to pick up on other issues which might be raised by other stakeholders in the field.

The following findings were made from the document reviews.

- *Annual Report of 1999-2000*

The report highlights the activities of Nisaa during that year, noting that it was continuing to provide its services (sheltering, counselling, training and advocacy) excellently in spite of the changes it was going through and the challenges it was facing. The book on *Reclaiming Women's Spaces...* was also published.

² See Appendix 2 for details.

The report notes that in spite of the promulgation and implementation of the new Domestic Violence Act 116 of 1998, victims of violence were yet to benefit directly from its provisions. This was mainly due to the unchanged attitudes of many police officers, which tended to subject victims of domestic violence to further abuse and victimisation.

In terms of service provision, the report notes that during that year 318 people were housed at the shelter, 537 more women requested help from the counselling department, and 150 people graduated from the training programme, which consisted of 8 Basic Counselling Courses and 2 advanced Counselling Courses. The increase in the number of clients was attributed to the very successful White Ribbon and Bus Campaigns, which Nisaa had been running since 1997. In 1999 alone 414,200 ribbons and pamphlets were distributed in 3 provinces, compared to the 298,600 distributed in 3 other provinces in the previous year.

Clearly, Nisaa is having a much wider impact on its target communities. Its client base has grown phenomenally and it uses very creative means to get its message across.

The annual report could however have provided a more concise analysis of what challenges Nisaa faces in providing services in the current social, political and economic context and what implications these have on their internal structures and processes.

It could also go further to give an overview of what actual impact Nisaa's services have on abused women and their families, how these services actually empower women, and how they contribute to the changing attitudes in a patriarchal society that South Africa is.

- *Files on internal issues*

Here the evaluators noted that staff and board members met regularly to review developments in the organisation.

Staff and board minutes reflected that issues discussed in board meetings were related to staff. These included expansion plans, recruitment of new board members, forthcoming events such as the evaluation etc.

Issues were apparently discussed openly and staff were encouraged to express their views on developments in the organisation.

- *Files on Campaigns*

The evaluators were impressed by the extensive use of networks for the Bus and White Ribbon Rights Campaigns. In our view what made these linkages effective was the approach of tackling each project provincially. The use of private companies, pharmacists and department stores for the distribution of pamphlets and booklets was particularly innovative.

In an attempt to get feedback on what impact the information on the materials had, Nisaa requested collaborating organisations to fill in evaluation forms whereby they recorded immediate responses from people receiving the education materials. The feedback was very positive, reflecting that the information provided by the pamphlets enabled women to access knowledge, skills and support services necessary for dealing with domestic abuse.

- *Training manuals*

There were two sets of manuals used for the Basic and Advanced Counselling Courses. However, these manuals were often adapted and changed to suit the different audiences as and when necessary. Additional manuals on specific issues such as stress management or legislation were also developed for relevant audiences. Thus the manuals covered a range of issues.

The quality of the materials was very impressive because of its simple language, the use of ordinary illustrations, role-plays and other interactive content. All the trainees and former trainees commented on the well-structured and easy-to-read notes they were provided by Nisaa.

The evaluators also found the course content to be up to date and relevant to current developments in the field of violence against women. The facilitators were aware of the need to change some of the statistics (e.g. on reported rapes per day) as these keep changing all the time.

- *Audio-visual materials*

The evaluators reviewed some of the video cassettes of the campaigns and training materials. It appears that some of the White Ribbon Campaign launches were not well attended, especially the one in Gauteng in 1997.

By contrast, the White Ribbon Campaign in Swaziland was a very high profile event attended by both South African and Swazi delegations, including the cabinet. It looked very well organised and well attended. The march on the street also drew crowds.

The evaluators also enquired whether Nisaa had any plans to update videos it was using for training purposes. For example, the video on *Once Were Warriors* was long and a bit tedious, although it dealt with all the issues related to violence against women. More contextual materials from SABC TV series such as *Yizo Yizo*, *Soul City* and *Generations* could be used instead.

- *Radio 702 Talkshow*

The evaluators were privileged to listen to a talkshow facilitated by one of the new board members on a local radio station. Initially the audience focused on male abuse but eventually the focus switched back to the problems encountered by women victims.

It was striking to note that a lot of women refused to speak on air for fear of reprisal by their partners.

This particular radio station is very popular and is an effective means of engaging people in a dialogue on gender issues.

Nisaa utilises all the accessible media, including radio, television, electronic and print media to reach communities with its education/awareness programmes.

- *Evaluation files and procedures*

The training department has developed evaluation forms for participants in the various courses. The forms request the participants to give an overview of the sessions, how the facilitators presented the manuals, their experiences of learning in a group and other questions. There is also an attempt to track down how graduates use their training as volunteers in Nisaa and other organisations.

This information is then used by the coordinator/manager to compile a monthly report. The latter process was only begun in 1999.

The evaluators noted that evaluation procedures could be made more comprehensive, whereby it gives comparative figures of participants, their gender, and other characteristics. The report could also highlight the overall impressions and recommendations of participants.

Occasional studies could also be carried out to determine the impact of bus and White Ribbon Campaigns in a more systematic way.

In addition a cost analysis could also be provided in each report, giving estimations of what it costs to run each trainings session or to train each client compared to what is actually paid by each participant.

What was encouraging was that both the training coordinator and managers started working on developing appropriate forms for capturing data on clients while the evaluation was still in progress. They were also willing to accept suggestions on how they could improve. For example, the training manager began to record cost information for each training session in addition to other information she was already gathering.

- *Evaluation of Gender Sensitivity Training by the Gauteng Regional Network on Violence Against Women - December 1997*

Nisaa and several other training organisations were contracted by the Network to provide training on Gender Sensitivity to police and other people in the security fields.

Several months after the training, an evaluation team was put together to compile a report on the impact the training had had on the participants. The following main points were raised by this report:

- The selection of training participants had been left to individual police units, resulting in their coercion and eventual disinterest in the course.
- The report seems to imply that the training did achieve its objectives of providing skills for assisting victims of gender crimes, and providing information on gender crime issues (e.g. on laws, perspectives of women victims on their situations) There was also a proven increase in the police's confidence in dealing with rape\abuse cases after the course. However, it cast doubt on the possibility of achieving 'gender sensitivity' within few training sessions.

- *File on letters to the Independent Complaints Directorate (ICD)*

From the files the evaluators picked up that Nisaa Lenasia was experiencing problems with the police department, especially in the past when the law was not yet protective enough of clients. This came out from the many letters Nisaa sent to the Independent Complaints Directorate, which deals with police and other justice departments.

The situation seems to be improving especially with the recent training that was initiated for the police. However, relations with police departments, even in the other areas could be improved. Nisaa gave the following feedback on the file to the ICD:

Follow up on complaints sent to the ICD

Complaints sent to the ICD against the Lenasia Police Station

- Victimized of rape victims by not taking the rights of women into consideration.
- Not being sensitive enough to women who are survivors of domestic violence.
- Accusing women of being responsible for the abuse inflicted on them by their partners.
- Ridiculing women and girls who have been raped.
- Refusing to arrest perpetrators who are either in the police force or the military.

- Not reacting when they are contacted to assist women in crisis.
- Not assisting women especially where the perpetrator is famous or a celebrity.

Follow up:

- An investigation into all of the above cases has been conducted. The superintendent recorded all of the cases and has ensured that training for the police members has happened.
- They have also introduced a Victim Empowerment Centre to assist survivors. Trained counsellors are found at this centre who assist the clients with reporting, counselling, medical services. They also provide support.
- The ICD have also contacted the organization to provide feedback on how cases are followed up.
- Mr. Sesoko has also contacted me personally to inquire if cases were dealt with efficiently and if any further assistance was needed.
- The Lenasia police are also now referring clients to us and are informing them of their rights as well as protecting them.
- They are also very willing to assist where they are requested to accompany clients to remove their belongings.
- They contact the organization if they are not sure about how to assist survivors of abuse.

3.1.3 Nisaa website

The Nisaa website was launched at the 6th Annual General Meeting in 2000. It has been found that since the launch, many people have made contact with the organization in this way. People that require counselling have used the website to get information on counselling services. Some have requested training in this way. Others have also requested Nisaa materials after having viewed them on the website. The website address is www.nisaa.org.za

The evaluators found the website very easy to access. It was well laid out with all the necessary information on the programmes and activities of Nisaa.

3.1.4 Review of outreach

Table 3 below reflects comparative statistics of the various services provided by Nisaa since it was established in 1994. The shaded area indicates the period after the previous evaluation was conducted.

Once again the statistics show just how many people Nisaa is able to reach through its various programmes.

In some cases (for example face-to-face counselling, shelter counselling and support groups) there was a slight drop in the number of clients assisted during some of the years. This was attributed to the fact that Nisaa had moved its premises to its current offices at Link Street, Lenasia Extension 1.

In 1996 and 1998 no school programmes were run because of a focus on conducting clinic and other campaigns.

Table 3: Comparative Statistics of Services offered by Nisaa – 1994-2000

Type of activity	1994	1995	1996	1997	1998	1999	2000
Telephone counselling (Adult Office based)	224	678	1,025	1472	1575	1663	1766
Face to face counselling (Adult office based)	134	311	466	647	823	1126	2516
Face to face counselling (children office based)	43	48	51	72	103	90	166
Shelter counselling (Adult)	57	101	150	167	150	143	217
Shelter Counselling (children)	78	46	87	93	75	110	188
Telephone Contacts	197	189	270	364	410	541	935
Play activities	42	19	15	50	54	92	114
Workshops, seminars, skills, training sessions	13	17	14	23	45	172	294
Shelter residents	118	232	272	221	284	278	353
Networking contacts	66	81	211	236	259	300	350
Referrals (out)	17	45	109	164	160	179	200
Marketing Nisaa materials, services, training courses and workshops	22	52	42	37	53	88	177
Support groups	23	4	48	63	14	57	84
Volunteer meetings	12	5	28	13	22	28	48
Legal services	13	78	0	48	47	85	315
School programs	14	32	0	20	0	24	28
Beeper messages	40	160	177	201	158	372	997
TOTAL	1109	2079	2975	3891	4232	5348	8748
Cumulative Total	28 382						

3.2 Interviews with staff, management, the board and beneficiaries

3.2.1 Executive director

The first interview with the director focused on the following:

- Review of which recommendations from the previous evaluation were implemented or not and why.
- Review of Nisaa activities and new challenges facing the organisation.
- Outlining the proposed process of the evaluation and identifying stakeholders who should be consulted during the review.

Other shorter and informal interviews were held with the Director throughout the evaluation as and when the need arose.

3.2.2 Staff

Staff from all the offices were interviewed at the Lenasia office. These are the points they raised during the interview:

- The core purpose of Nisaa is to empower women and to help them deal with abusive relationships.
- There is a need to establish relations with other service providers in order to benefit clients. Nisaa already has such relationships but has to expand its networks. This will help them to avoid duplication of services. An example was given with the Soweto office, which was referred to as a vital resource for both women and men. Networking helps in cases of referrals. One also becomes recognised by other players in the field. This is being achieved through the campaigns. The staff felt that it was important to know why Nisaa is different from other organisations. Our relations with others should be non-threatening and should not promote personal agendas.
- The staff want donors to know what makes Nisaa different from other service providers in this field (i.e. our different ideas, creativity, new strategies, running effective shelter programmes, referrals from previous clients etc.)
- Some issues were raised about the shelter, namely: some women who are not victims of abuse (like drug addicts, indigent women and murderers) are referred to the shelter. This tends to disrupt the programme since some of them break the confidentiality clause and even bring men in. Nisaa has learnt from such experiences to focus on their target clients, even though this is perceived as rejection.
- A need for a Johannesburg office was also raised since a lot of calls for assistance from other townships, especially in the Vaal were being received. This office could also be used to target working women and those who live in flats in the inner city. Johannesburg was also a central place where other service providers were located. This would make referrals far easier. This issue, which has implications for Nisaa's fundraising strategies, has been raised in a board meeting and is being investigated further. It will be explored further at the next strategic planning workshop.
- High staff turnover was not perceived as a problem by staff. They said some people saw Nisaa as a training ground, which was not a bad thing since Nisaa was contributing to society. Nisaa was losing out because of its lower salaries.

- One employee who had been there since Nisaa's inception said she was amazed at its growth. At first Nisaa was a small organisation operating from a small house but now it was a big one serving many people.
- The staff from Orange Farm said there was a high demand for social workers in that area. Poverty and hunger were also critical needs. There was a need for economic programmes that could help families to sustain their livelihoods.
- Lack of facilities such as telephones and fax machines was also a constraint for the Orange Farm office.
- Regarding how Nisaa should respond to the issue of providing services to men and male perpetrators the staff said Nisaa was still perceived by many men as a feminist organisation. Some men even reacted negatively to the bus campaign. There was still a need for further research and gender sensitivity training, something which the pilot programme with NICRO is hoping to achieve.
- Relationships with board members were seen as good although with current changes new members will need to be oriented to staff and vice versa.

3.2.3 Managers

Interviews were held with 3 managers namely: the Financial Manager, Public Awareness\Education Manager and the Training and Counselling Manager.

The Financial manager had been shifted from the administration section and was now actively involved in formulating budgets for the organisation. The Public awareness manager was recruited from among the volunteers, whilst the Training & Counselling manager had been a coordinator since 1999.

When asked about their thoughts on new management structure, the new managers said they were had not yet formed any opinion since they had only been in their respective jobs for two months.

They said the main challenge they were facing was that it was overwhelming, especially at the beginning. However, with the ongoing training for managers, they were becoming more confident.

In addition to general management training, all the managers were being trained in financial matters. They could see the importance of this particular training as it related to the running of their departments. The managers thought this 'flat' management structure would work well because it made them feel that they were working in a team. They had begun with management team meetings, which would be held once every month henceforth.

They thought the director was providing them with a lot of support. Other staff were also "pulling their weight." The training manager, who holds a degree in Human Resources, said she had a lot to learn and that her job was providing avenues for her own personal development. The Public Awareness manager said her challenge was supervising experienced people who had been working for the organisation full-time and for a long time.

3.2.3 Resource Centre officer

The officer explained that the resource centre was a new invention. It was previously used as a store room. Now the materials have been organised in a more orderly fashion and she was

providing a newsletter to the organisation. . Different people used the resource centre including students (especially from UNISA) and international students. She acknowledged that the resource centre could be used more effectively.

Whilst at the resource centre, the evaluator saw two young Indian girls who had to ask for information on abuse. They were not willing to say much but said they had been referred by one of their mothers who had been to Nisaa before. They said they were going to give that information to their friends.

The evaluator found the resource centre to be well equipped with various materials on abuse and related topics. These included children's books and video cassettes and materials on Adult Basic Education & Training, HIV/AIDS.

3.2.4 Counselling coordinator

The counselling coordinator was herself a beneficiary of Nisaa's training courses and was a volunteer for a while. She is in the process of completing her degree with a major in Psychology. She raised the following points:

- Coming from a conservative Indian family, she finds working with African women enlightening and also finds that many of their issues are actually the same. She finds that African women learn very quickly even though their English is not very good. They seemed to enjoy the courses because they learned experientially and through interaction.
- She finds that the Indian women needed more training on increasing their levels of self-esteem, ability to voice their concerns. Nisaa had organised some breakfast talks with Islamic women to address these issues in a non-threatening way. 30 people had attended in March. The breakfasts were also used to explore issues of sexuality since 90% of abuse cases had to do with sexuality concerns.
- There was a need to do follow-up courses with volunteers in order to build on their training. However, time was a factor.
- Nisaa could establish more networks for the purposes of doing more self-awareness work. For example, it could work more with teachers for school programmes. Peer counselling is another strategy that Nisaa is using quite effectively.

3.2.5 Satellite offices' staff, clients and service providers

3.2.5.1 Orange Farm staff, clients and service providers

The evaluators visited the Orange Farm office. This consists of a former double storied house, which they share with a council clinic and a psychologist. Although this clinic was actually a good facility with relatively good office space, the amount of space allocated to Nisaa was too small (only one office upstairs). They also had no telephones, computers and fax machines and were only relying on a cell phone for communication. At times this is an advantage however, as the copper cables for the clinic landlines are regularly stolen. They did however receive calls from the clinic but this was very inconvenient. The lack of transport (to do visits, awareness work and to go to meetings at the head office) was another major constraint.

Nisaa's relationships with the nursing and psychology staff were very good. Some of the nurses had received training from Nisaa and were able to counsel patients as and when the need arose. The matron of the clinic, whom the evaluators spoke to, was very impressed by Nisaa's work and saw it as complimentary to their own services. She also reiterated the need for Nisaa to have its own facilities, especially a telephone.

Being at the clinic meant that Nisaa had a lot of referrals, some of which were not appropriate (e.g. children, the poor etc). This is because the needs in this informal settlement are many and diverse. The staff (a social worker and an auxiliary social worker) try to focus on women who are victims of abuse by screening carefully and referring immediately.

The problem of abuse (sexual, physical and otherwise) is very rife in the settlement. In fact, when the evaluators visited the office there were about 4 children who had been abused awaiting counselling from the psychologist. One of the evaluators was able to speak to a lady who had brought a neighbour's child in for counselling. They had been waiting very long to see the psychologist and even left before she came. She had had many problems with the police department because a trial date was set without first consulting with the family of the child. The child was obviously under trauma. She was missing school because they had to attend to the logistics of the case. Sadly, the Nisaa office could not do much about that.

The Nisaa staff saw an average of 11 clients a day, 6 of which were new clients. The clinic staff downstairs referred most of these clients.

One of the evaluators spoke to a nurse who had invited the auxiliary social worker to their church workshop on gender. She was very impressed with the way the staff member handled the workshop. The workshop helped the women to put women abuse on their agenda. They would like further workshops and training.

The evaluators also spoke to a group of about 15 mentally disabled people who were taught technical skills in a container behind the office Nisaa was occupying. They said that abuse was rife in their community and that some of them were actually victims. They were very happy about Nisaa's activities especially since the auxiliary worker took a personal interest in their welfare and involved them in some of her awareness campaigns.

Another important roleplayer in the vicinity was the police department just 2 km away from the office. The evaluators were able to visit the department and speak to several officers (2 males and 2 females).

It turned out that although the auxiliary social worker had been in contact with the department and used their services for the benefit of Nisaa's clients, most of the officers were not even

aware of Nisaa's office nearby, let alone its work. What was intended to be an interview with them turned out to be an awareness-raising meeting whereby the Nisaa staff got the opportunity to inform the police about their activities.

There was a woman inspector who was supposed to have gathered information on NGOs such as Nisaa for a committee on gender issues who took the interview as opportunity to do just that. It was very clear that there were no proper procedures followed to deal with cases of abuse in the department. Each office seemed to use their discretion depending on the type of case that was reported.

It was clear that although some support/complementary services were available to the staff, there were no strategic linkages and uses of these services. Nisaa clearly needed to define its relationships with other service providers. Workshops for the police department were also a priority, considering that Nisaa had done extensive work with police in the past.

Another issue was the one of capacity building within the community. Nisaa on its own would never have the capacity to meet the needs of the community, even if it is only the victims of abuse. Nisaa should therefore explore the possibilities of training community members in counselling and focus on setting up support groups. The training would even be more beneficial if it also developed more trainers.

These activities are already taking place. Before the evaluation was completed, the head office was already running workshops with about 10 people (9 women and 1 man) from Orange Farm.

3.2.5.2 Soweto office staff and other service providers

The office in the Protea, established in 1998, is run from court offices. The Protea court includes four specialised courts for sexual offences. Nisaa has one social worker and 2 volunteers (one was going to be hired part-time by Nisaa). The social worker manages and coordinates the whole office and activities, while the volunteers screen, counsel and/or refer clients to her and assist with basic administration. Unlike its Orange Farm counterpart, this office does have a telephone, fax machine and a computer. Its location (about 15 minutes away from the main office) is also convenient for travelling purpose. The staff there also used public transport.

Initially the office experienced problems with security since some criminals who come to the courts make trouble. There was an incident when a man with a gun attacked the social worker. Security has since been improved.

The volunteers only joined in 1999. They were also graduates from the Nisaa basic and advanced courses. They received an allowance of R500 per month each. They were quite happy with their work and were appreciative of the opportunity it gave them to contribute to their community. They gave very good feedback on the courses and the presenters. They however said they needed further training in rape counselling.

The staff said they counselled an average of 6 people a day. An additional 4-5 people were referred each day. The evaluators identified a problem with the way the staff at this office documented their activities. For example, the staff only recorded the number of people they counselled. No records were made of referrals. This gave a skewed picture of the amount of time and resources they spend on people who came into the office for help.

Whilst visiting the office, one of the evaluators was able to speak to Peace Officers who have been hired by the courts to screen people who were there to report cases. Most of these people

were victims of abuse. These Peace Officers looked overworked and burnt out. They saw an average of 50 people a day. The queues were so long that they literally had to lock their doors to have a break.

There was a lot of confusion around the role of the Peace Officers. It appeared as if they were supposed to verify whether the cases were legitimate, provide initial counselling and give victims protection where necessary. From conversations with Nisaa's social worker, it appeared as though one of the Peace Officers (a woman) saw Nisaa as competition rather than as support. Apparently she discouraged people from opening cases. It seems their training had not been sufficient. They were taught to 'mediate' by encouraging people to go back together, without really exploring their problems and dealing with them appropriately.

The Peace Officer in question thought Nisaa's job was to do house visits and raise awareness.

Once again there was a need for Nisaa to define and clarify its role with other service providers.

The other evaluator was able to interview 2 prosecutors (male and female) and an administrator from the justice office. They were handling cases of domestic violence and sexual offences. They said that they had observed that the service from the Nisaa office at the court was very much in demand, with many people a day queuing to see the counsellors. They saw people returning for further counselling and assistance and noted that people felt comfortable with Nisaa. They commented that Anna Radebe communicates well with all her fellow professionals at the Court, and that Nisaa was impacting on the wider community because people who were not involved with court proceedings at all, came to consult Nisaa at the Protea court about domestic violence issues.

The only shortcoming they could think of was the lack of a waiting area for clients - in bad weather they have no protection on the verandah outside the Nisaa office.

3.2.6 Other beneficiaries

A variety of clients/beneficiaries of Nisaa were interviewed during the evaluation. Some of the content of these interviews has already been included in other parts of the report. Other interviews were held with the following people:

- 4 Trainees on a Basic Counselling Course – One of the evaluators was able to sit in one of the training sessions and observe. She noted the team approach of the facilitators who often work in pairs. She also spoke to the trainees (one of them the new Public Awareness Manager) about their opinions of the course, its content, and the facilitators. They were very happy with all of them. The participants also engaged in role-plays. Since they were still new into the course, they were a bit nervous.
- 3 graduates from the Advanced Counselling Course – Two of these were the 2 volunteers from the Soweto Office. The third one was a middle-aged lady who now works for the Victim Empowerment Centre at the Johannesburg Central Police department. She also valued the course greatly and was impressed with the way it was presented. The course had enabled her to help her kids and raise her self-awareness. She said she had moved on to more specific work, namely; rape. She had needed additional training to carry out this particular job but her employers provided this. The context of work was very good because there were more professional services available for referral purposes. The fourth beneficiary was a young Muslim lady who was now working as a volunteer for the Islam Helpline. She said the most valuable lesson for her from the training was being able to say NO! She was able to

pass on her knowledge and growing confidence to her friends and family. Volunteering was only a sideline activity in addition to her confectionery business.

- o Participants from Orange Farm – The evaluator also sat in the group training session. It was the first session, which dealt with perspectives on gender. Once again the facilitators handled it exceptionally well, allowing the participants to engage and express their views liberally. The only male participant present in the session was also free to express himself.

3.2.7 Board members

The following board members were interviewed:

Bernadette Moffat (Chair person)
Fazela Haniff
John Qwelane (new member)
Kaiser Thibedi
Rowayda Halim
Beryl Simelane (telephonic - new member)
Angelica Pino (Resigned December 2000)

1. Did you know anything about Nisaa before you joined its board?

Yes, I had heard about them for about a year. I have a friend who is a member. We have been involved in community organisations together.

What made you join the Nisaa Board?

The issue of violence against women. I had already started doing work with POWA when I was approached by Nisaa.

When I was living in the US, I was working in the field of violence against women. After coming here and setting up a business in Eldorado Park, I heard of some of my clients who had used the Nisaa shelter. I then asked Fazela, my fellow board member to recommend an organisation I could get involved in. She recommended Nisaa and invited me to one of their functions.

My friend I mentioned earlier, who works for a pharmaceutical company recruited me. She explained the work of Nisaa and showed me that this is the kind of work which government could not cope with alone. Thereafter I was invited to the dinner at Nisaa whereby a presentation was made and we were some reading materials.

Before I went to the dinner I thought Nisaa was just a bunch of ultra feminists. However I was very impressed at the dinner. They were very professional in their approach. They also had quality of people who are devoted to the needs of the poor. I am always on the side of the underdogs.

I saw that we shared values of social justice, fair play, decent values of human behaviour.

Besides I had also seen abuse within my family and could relate to their course.

I was very impressed when I attended the Nisaa AGM;

I was invited to join by the former chairperson – I was already a gender activist.

I was a founder member. I was part of UNISA Health Psychology Unit and have been an activist most of my life.

I was impressed with Nisaa's effectiveness in organising an international conference requiring translation into many languages.

2. What do you see as the strengths of the Board?

It is a working and competent board.

The board is committed to the course of ending violence against women. It has also made a good strategic decision to recruit members not on the basis of names but on the basis of capacity and ability. Board members have recognised the value of getting more than names. For example, the issue of legal and black representation is being addressed.

Committed people who have a passion for the field of gender violence; hands-on Board, involved, have a real commitment to be active - more like a company Board.

3. What do you see as needing improvement in how the Board functions?

The organisation has grown in last three years. It needs to be able to manage its growth. We now have managers for each department in order to avoid putting the burden of management on one person (i.e. the director).

Another area for improvement is that most of the staff were victims of violence. This tends to make them let their personal issues cloud their professional life. Some of them may not be receptive to criticism. They tend to take it personally. Workshops need to be run to make them aware that professionalism or the lack thereof is what makes organisations fly or fail. They should realise that being professional is in their best interests. Our strength is that Nisaa is a women's organisation.

The filling of board positions was the main weakness in the past. It was a difficult challenge to replace old members, but new ones also bring new skills. Our former chairperson was very 'hands-on'. When she resigned, 2 co-chairs were selected for a period of about 6 months. This didn't work out well. It was decided that the authority be transferred to one person, namely myself.

Then we had a turnover of 4 members in a single year. Both board and staff members were invited to recommend potential board members, and each candidate was reviewed. This selection strategy was successful although it took time. Having a function where potential members were invited enabled us to meet the potential members, ask questions, and clarify expectations.

The second area, which we have begun to address is the one of financial management oversight, our previous systems did not allow for. Previous financial statements from the auditor did not have any meaning. We brought in an evaluator to review these systems.

We also needed a bookkeeper, whom we hired and opened up management when the deputy director left in order to give staff more opportunities.

Thirdly, we have not yet fully addressed the issue of corporate governance, especially with regard to the new legal structure, which is transforming us from a Trust into a Section 21

Company. A document has circulated among members. There are also plans to invite a guest speaker to elaborate on the issue. However, the transformation will not really affect how things are run.

Lastly, there has been tension when board members were not contributing equally. I as chairperson decided to confront individual members on a 1 to 1 basis to review their contribution. I would also like to draft a calendar of events at Nisaa for board members in order to ensure that they are able to contribute more effectively.

The core of the Board is very cohesive, there is a danger that newcomers will feel excluded. I have seen people come and go.

We could try to get a deeper understanding of what Nisaa does on a day-to-day basis, not just be involved with policy and Board meetings. We can also offer more support on the ground and get more involved in the implementation of programmes.

We need to improve the quality of the minutes to be more professional; follow things through from one meeting to another - at times items get carried forward meeting after meeting with no resolution or action.

There needs to be more rotation on the Board to get away from the impression that Nisaa belongs to two or three people. This can be intimidating for newcomers and also prevent the whole Board from being active. There is a danger that the Board gets too involved in the operational management of Nisaa. The director could be more assertive here and not give away power to the Board which is within her own sphere of work e.g. exit interviews, box placed by Board for anonymous comment on staff relations and her leadership.

4. What do you personally hope to contribute to the board?

I am passing on my skills in human resources, labour, fundraising and strategic planning. I would like to see Nisaa succeed internationally.

I want to see Nisaa improve on the problem of perception. It is still seen as an Indian\Muslim organisation. I am personally working at this as I see it as a potential cause for tension. We need to recognise this and think of dynamic ways of changing Nisaa's image. The problem arises when we are not aware of how we are perceived by others.

One way of addressing this is by strengthening our activities in the non-Indian areas. I was appalled by the facilities in Orange Farm. At the moment there is no strong NGO in Orange Farm that deals effectively with development issues. We have developed a proposal to have an NGO office there but we need the commitment from other NGOs to use the facilities if they are made available. Unfortunately, most NGOs could not commit themselves because of limited financial resources.

There is a developer who wants to construct a shopping complex for commercial purposes. Another option is to use containers. We have submitted a proposal to department of health regarding these alternatives and are awaiting a response.

Secondly we are working on improving staffing and resources. I am very happy with what staff have been able to achieve with the volunteer programme. The quality of service is not in question. Capacity is the main issue. We have put a box for staff to put in suggestions and concerns for the board to address. This can be done anonymously. This will help with the preparations for strategic planning by encouraging staff to air their views.

Mentorship of other organisations is another area where I would like to contribute. For example the YWCA wants to open a shelter in Soweto. We could assist them with that. Yet another challenge is that of working with other organisations in this field. Professional jealousies tend to get in the way of networking and collaboration. This too has to do with perceptions. We need to do more to reach out. The challenge for Nisaa is to engage others and share resources without losing focus.

If it had been my way, I would have preferred being at a lower level. I haven't been to any meeting. I don't know what they do. I would have liked to work more at operational level, interfacing with clients. I would like to see more work done on abusers. I do not want to swell the ranks. There is a role for more men in the board. During the time I am free, I would like to volunteer to do menial tasks like filing to familiarise myself with Nisaa.

As a founder, to keep Nisaa to its vision; through my wide circle of contacts to ensure that Nisaa gets heard and has credibility within the socio-political hierarchy.

I hope to bring in my experience gained over many years of grassroots commitment to the women's struggle.

I hope to help to create linkages for Nisaa where I have influence that will stimulate debate and challenge paradigms about gender issues.

5. What achievements can Nisaa pride itself in as an organisation?

Good and democratic networking skills, successful campaigns, reaching and serving women and families, international credibility, and financial books which are scrutinised. The organisation has grown by 10% in past 2 years. It has contributed to legislation. It works with other organisations. It delivers and is accountable.

Advocacy work, outstanding campaigns, taking on the issue of violence against women and related shelter workshops, good internal management, study (the book is a significant documentation of our experiences), outreach offices which provide an opportunity for capacity building, and the work of the people at the head office and their support.

I am always surprised at the amount Nisaa does - they have grown so, and doing not just talking.

A stable, healthy and relevant organisation which impacts in a deep way in the region - the Nisaa image is strong - need to grow this so it is not seen solely as a Lenasia initiative.

The power of Nisaa's advertising; its growth over the years - moving with the times in introducing new programmes, making inroads into Africa and gaining an international profile.

Its recent re-structuring with the director taking on a more strategic role and making space for succession planning through the appointment of three managers.

The impact Nisaa has in communities; when compared with NGOs that have not made it,, Nisaa has succeeded.

6. What concerns do you have about Nisaa?

Policies and procedures need to be more systematic. The last evaluation was a first attempt at this. It was successful but was not strategic to help staff to understand the growth. We did have prioritised activities which are key and workshopped them with staff.

My main concerns were with the board but are now being addressed.

I hope that it does not grow to the extent where it can't be managed - that it grows into nothingness.

We need to expand even more into the region away from Lenasia, and to collaborate with Jetnet on the education and training side, Jetnet has been targeting men in preventive education programmes.

We need to work more with mass youth organisations.

7. What are your views on the high staff turnover at Nisaa?

The high staff turnover has to do with the fact that the work demands of Nisaa are not comparative to the remuneration packages it has to offer.

The high staff turnover, is a liability because we cannot keep training new people. Our salaries are not on par with other companies. Staff are paid on a project basis. Donors have set budgets. We may need to find other resources to deal with this issue.

The rotation on the staff worries me - Nisaa cannot compete with some other organisations in terms of long-term job security. Some staff come to Nisaa planning to use it as a stepping stone to somewhere else.

8. What do you see as the most important single function of the Board?

The board needs to become more exposed to society and represent the organisation more. We also need more representation in other professional fields, that is, more expertise. We need to capacitate staff.

The strategic role of the Board is to ensure good governance - that management manages following the best governance principles, that the best human relations systems exist so that there is congruence with what Nisaa stands for in terms of its vision, mission and goals.

When Nisaa becomes a Section 21 company, management of finance will be a major role of the Board. Marketing of Nisaa also very important.

8. What differentiates Nisaa from other organisations in the domestic abuse sector?

It has credibility and accountability. Staff and the board are able to discuss their concerns with the director. Compared to POWA, it is well run, financially sound, open and transparent. It is able to stick to its mandate (i.e. its core competencies).

Staff put in extra effort, something which is modelled by the ED. They are generous with their time. The level of professionalism at Nisaa is high. Nisaa's approach to shelters is also good. Some other shelter programmes are not good enough. We have advanced management skills (the ED and the board) although we have limited resources. POWA has more resources than us. Our challenge is to be humble in interacting with others.

The consistency of its high quality of work.

Seriousness about the empowerment of women, regardless of who they are.

Running shelters in a unique and powerful way emphasising the protection of vulnerable women. Empowering to have the short stay, although some concern about premature release at times.

9. Do you think that the core competency areas of Nisaa should be changed (increased/decreased)?

I think we should maintain our six core areas, but if other players have more capacity to provide for other areas, then we should support them. We will need better management and administration capacity to add more functions.

(Responding to the rest of the questions) Donors should assist with salaries. Donors are pushing for some changes in agenda for example there is more talk about focusing on males. Lack of capacity is the problem, which they do acknowledge. The alternative is doing joint work with others. We are cautious about moving into areas we are not experienced in. That is why we do pilot project with other organisations (e.g. with NICRO on male perpetrators). International experience with such programmes has been good. We will need donor support to do this, but not at the expense of own mandate.

I believe it is impossible to ignore the issue of HIV/AIDS. With our types of skills it will be much easier. Nisaa should incorporate the issue into campaigns and the rest of their work at marginal cost. Our shelters are wholly unprepared for clients with AIDS. We have to prepare staff, develop our policy, prepare our clients and cater for practical considerations (e.g. stock medical aid kits).

Maintain the core areas, include males more - consult with successful project in Cape Town which works with teenage males.

Nisaa has moved with the times thus far, and there is enough foresight on the Board and in the organisation for this to continue.

10. How should donors assist Nisaa to achieve its objectives?

Donors only want to take care of projects. This is very shortsighted because we need to develop skills in South Africa. They should put more money into capacity building. NGOs are the ones developing people where schools have failed. Their efforts need to be acknowledged by donors. Lack of capacity delays project implementation and require extensive mentoring. This puts additional demands on service delivery.

South Africa carries great responsibility for the region and for the African continent - Nisaa is run professionally, with passion and a speciality focus. It acts with accountability to the donors, and is a model of an NGO. Please maintain the funding - this work needs to be supported.

11. Are there any budget items Nisaa should spend more/less on?

We need to develop skills among staff and managers. We also need more meetings, ongoing training, and AIDS education. Our budget is already meagre. We need to do more aggressive fundraising.

The finances are well handled. In terms of good governance more money should be going to programmes than on running costs.

Salaries should be matched to the market level.

12. The following questions were put to JQ (new board member) and a journalist from a leading radio station:

You have run a talkshow on gender violence. What were objectives of the programme?

I asked Nisaa if I could run the show after the dinner, after seeing the type of people they were, producing the materials, taking me along their journey. This was the approach worth talking about and spreading. You had young, and old, professionals and lay people. One thing common about them was the service. The men also paid attention to the programme. Those were the best two hours I had had in a long time. I wanted to share my experiences with the audience. I was also touched.

Were these linked to Nisaa's objectives?

Yes, see above.

Do you think you achieved the objectives?

Yes, from the interaction between Nisaa representatives and audience, the audience understood what I was trying to achieve. I would like to follow-up on the show and even follow up on some of the callers. There was one caller who broke down during a phone-in. Her former husband had beaten her blind and had taken their children to Cape Town after getting custody of them. A lot of business people phoned in pledging to fly her to Cape Town to see her kids. I still want to track that woman down until I find her.

What issues came out of the talkshow?

The way I see it, there is a need to focus more on abusers (awareness raising and counselling), raising awareness on why women stay in abusive relationships, bringing in police and dept of social welfare to mediate but also protect children and victims. Ultimately the ideal for me is to spread the Nisaa message as far as possible.

Summary of issues raised by board members

- The board was perceived to be committed to the cause of eliminating gender abuse and to the activities of the board. However, one member was not entirely satisfied with the contribution of certain members and made a point of confronting them personally.
- A few members wanted to see the board more involved in the day-to-day operations of Nisaa, although one of them cautioned that this involvement should not result in the undermining of the director's authority. The need to engage new members more was also identified.
- A few members raised the concern that Nisaa is still perceived as a Muslim/Indian organisation, an image which needed to be changed through the expansion of Nisaa's work in other areas.
- Board members were generally impressed by Nisaa's work and its achievements; notably its massive campaigns, networking strategies, international credibility and relevance and its

ability to provide professional services effectively and efficiently albeit with limited resources. They rated Nisaa more highly than most NGOs in the country.

- The high staff turnover was mostly attributed to salary packages which were not competitive. Some of the members were concerned by the staff turnover, whilst others saw it as a benefit to the country's economy (i.e. skilled staff leaving for government and private sector).
- Most board members felt Nisaa should retain its core areas of work. However, some of them highlighted the need for the organisation to work more with males or male support organisations and to integrate HIV/AIDS into its programmes.
- Donors were requested to continue supporting Nisaa, especially in the area of staff development and capacity building.

3.3 Interviews with donors

All the 6 major donors of Nisaa were sent questionnaires either through e-mail or fax. Two of the donors (HBF – Berlin and Greater Johannesburg Metropolitan Council) did not complete the questionnaire and were unreachable. There was also miscommunication with one donor (Interfund) with whom the interview was done telephonically very late into the evaluation. However, this donor's views are captured sufficiently in the summary of donors' responses.

1. Details of donor organisation, focus and contracts

1. Lieke de Winther, a Project Officer from Cordaid in the Netherlands

2. Denise Parmentier of NOVIB (Netherlands Organisation for International Development Cooperation) Programme officer Southern & East Africa (main responsibility gender, hiv/aids and urban sector in South Africa and Zimbabwe) Also focal point gender for the Southern and East Africa Bureau.

3. Beate Adolf / Sigrid Thomsen / Prishani Naidoo from Heinrich Böll Foundation's Johannesburg office.

4. Myesha Jenkins Interfund, South Africa

Donor organisation's development priorities

Cordaid: Poverty alleviation, building of civil society, lobby and advocacy activities.

Novib: Our mission statement is as follows: Novib works for sustainable development by supporting the efforts of poor people in developing countries and by championing their cause in the North. Novib has three related goals: structural poverty alleviation through cooperation with partners in Africa, Asia, Latin America, the former Soviet Union and Eastern Europe, educating Dutch public opinion and standing up for the interests of the poor in policy making. In its poverty alleviation efforts, Novib cooperates with local organisations working with and for the poor. Novib strives to improve their material living standards through financial contribution and other services. The aim of this cooperation is to increase the capacity of local organisations to raise living standards to a sustainable level and to empower them to overcome social and economic oppression. Novib gives priority to human rights, the position of women and the protection of environment.

Since 1996, Novib has had an investment policy whose aim it is to make transparent Novib's choices of countries and regions and the extent of the funds invested. On the basis of this instrument, Novib produced a world wide country analysis, which led to Novib's investment policy until the year 2000. The financial distribution among the continents until 2000 is: 35 % to Sub-Saharan Africa, 30 % to Asia and the Middle East, 25 % to Latin America, 5 % to Eastern Europe and 5 % to international programmes. By 2002, Novib will work in 56 core programmes which the total package is carried out (direct poverty eradication, society building, advocacy, gender, the environment and human rights), and 12 sectoral programmes in which one of the priority themes (gender, the environment and human rights) takes a central place.

For each country or region, the distribution among the intervention strategies shows differences as regards the causes and expressions of structural poverty and the possibilities for achieving sustainable development. The distribution desired as regards the intervention strategies:

60 % to direct poverty eradication (target group level), 30 % to society building (organisational level) and 10 % to advocacy/lobby. 25 % of total spending goes to basic social services (education and health). A target for 2000 is that 50-70 % of the funding should go to

women/gender activities (1995-2000). Novib has 5 funding instruments: project funding, programme funding, institutional funding, small projects and loans. Mostly Novib is known for funding core costs and approvals for a period of 3 years, with an external evaluation in the last year.

HBF: As a political foundation affiliated to the Green Party in Germany, it is political education to promote democratization and socio-political activism.

How donor's priorities relate to developments in South Africa

Cordaid: Funding priorities in South Africa are based on a context analysis and actor analysis. The actors consist of both the ones within South Africa and the supporting ones (donor organisations) outside South Africa.

Novib: We have regular meetings with key persons in South Africa from all kind of sectors to see if we are on the right track. Also we used to have a Principal Consultant in South Africa (until the end of 2000) who kept us informed about the latest developments, trends and challenges.

In South Africa we directly are supporting NGOs/CBOs in four major sectors: urban, land/rural, aids and gender. In the gender sector we support mainly women & violence organisations (like Nisaa, ADAPT, POWA, Tshwaranang, Masimanyane). Also most mixed organisations we support have been mainstreamed on gender. In the near future all partners will be mainstreamed to a certain degree on HIV/AIDS. Furthermore we support some organisations focussing on human rights, democratisation and women farmworkers.

Indirectly we support, through Oxfam-Canada, the Gender & Development Fund: both donors put funds into this Fund and approx. 15 organisations are funded. Over half of the organisations focus on women and violence. This Fund is coming to an end at the 31/3/2001. Through Community Aid Abroad (Oxfam-Australia) we support the HIV/AIDS programme.

HBF: We regard democratisation as a condition for sustainable development.

Motivation for funding Nisaa

Cordaid: it meets their funding criteria which focus on supporting processes focused on emancipation and economic development of poor, marginalised people, black and coloured people in particular. Within these groups women and youth get special attention. The prevention of violence against women, is one of the priorities. Hence, the supporting of Nisaa, situated within a concentration area of Cordaid fits clearly within this policy.

Novib: Novib funded Nisaa for the first time in 1997 for the writing and publishing of a book on shelters (the project should have ended 31/8/99, but it was extended to 30/4/2000). In that file the real motivation is not mentioned. But Novib decided in 1995/1996 that women and violence was going to be a priority for Novib and we were looking for partners. In these years we identified Nisaa, POWA, ADAPT and Tshwawaranang.

Now we would fund them because they have quite a high profile. We like to fund strategic well-placed organisations who make a difference.

HBF: Beside the social work Nisaa is doing by running a shelter, give counselling and training to counsellors, it is also running very successful campaigns to give information to the public and create awareness in a political sense.

2. Details of funding contract

Cordaid: The current funding contract with Nisaa is for 3 years, worth Nlg.900.000 and is in the second phase. Cordaid has been funding Nisaa since 1997 with an amount of NLG. 564 824 for 3 years (of which 90.000 NLG. financed by Lenten campaign).

Cordaid does not earmark its contribution to specific projects/activities, but contributes to the complete programme of Nisaa in South Africa. However, it does not contribute to the regional programme.

Novib: SAF-276-97-001 for the Shelter Book Project. Originally the book should have been published around June 1998 but for different reasons was delayed. The project was extended until 20/4/2000. Total amount Dutch guilders: 133,100. It was a once off project

SAF-276-99-001 for the White Ribbon Campaign in Swaziland and Zimbabwe. Period: 1/1/2000 – 31/12/2001. Approved amount: Dutch guilders 345,500. NOVIB is not a core donor of Nisaa. We have only approved projects so far.

HBF: Funding period 2000 to 2002, budget round about one million rand per year – to be renewed every three year. HBF started in 1993 with the support. So now we are in the third funding period 93-96, 97-99, 00-02. The funding is mainly for staff and running costs and for campaigns from time to time.

Other types of donor support to Nisaa

Cordaid: Apart from monetary support, Cordaid only provides Nisaa with technical support by giving advice on organisational matters during field visits.

Novib: We gave a small contribution for 2 participants from other countries to attend the workshop they were organizing on shelter experiences (in 2000). When workshops take place in South Africa which are funded by Novib (and Oxfam Canada) we invite Nisaa. As far as we know they do attend.

It is possible that we will sponsor 1 or 2 staff members to participate to go to the Women's World 2002 Congress to present researchers. It might also be that we shall invite Nisaa to come to the Netherlands in October 2001 to give a presentation at the Royal Tropical Institute, which will be focusing on violence against women during that month.

I think we sponsored a trip of Zubeda Dangor (director of Nisaa) to the Netherlands in October 1996, but it could be that our sister organisation Bilance, a core donor of Nisaa, sponsored that trip.

HBF: Invitations to Germany, networking, bringing the activists together with other organizations.

3. Disbursement of funding by Nisaa

Whether Nisaa utilises funds for their intended purposes

Cordaid: Nisaa utilises the funding conform its intended objectives as indicated in the project proposal 2000-2001 and as agreed upon in contract with Cordaid.

Novib: For the project on the book about shelters we are quite sure it was spend on research, writing of the chapters and publishing the book.

For the white ribbon campaign in Swaziland and Zimbabwe, we hope it will be spent according to their budget. The first year progress report and financial report are not in our possession yet. On the basis of that we cannot judge if the funds were spent according to the budget, if under or overspending has taken place.

In the case of the white ribbon campaign Nisaa decided to start with Swaziland instead of Zimbabwe. This they consulted us about.

HBF: Funds are used as intended.

Budget items/project activities Nisaa should spend more money on

Cordaid: In general when Cordaid approved the proposal in 2000, the total budget was quite extended. Cordaid's general concern was whether Nisaa would not try to be involved in too much activities compared to their competence. However, Cordaid decided to contribute a certain amount, but asked to present a finance scheme that indicates how the complete budget will be covered. Cordaid thinks it is the responsibility of the partner organisation itself to either find additional funding – if they are capable of implementing the complete programme – or to set their own priorities and hence adjust the budget to decrease the total amount.

Therefore, at present we see no reason to indicate particularly which amounts should be decreased or increased.

However, apart from the original proposal additional funding for buildings in Orange Farm were requested in 2000. In that case Cordaid had decided on the total maximum amount of Nlg. 900 000 for the original proposal and decided that Nisaa should find additional funding or adjust their plans for Orange Farm. This has been included in the contract.

Cordaid would like Nisaa to spend more time and money on organisational development. They have reached the phase now to focus more profoundly and to consolidate their activities and to link this with their systems and result measurement. It is by doing this that it will be better possible to focus on tangible results and quality. This is highly relevant in order to reach sustainability(see under 5 as well).

Novib: At this moment we have no sufficient insight into the whole budget of Nisaa and which programmes consume most of the money and if this is how Nisaa wants it.

Because we have only been funding 2 projects and no programmes and core costs it is difficult to say if they are very cost-efficient and if they are under or overspending.

In principle it is Nisaa who should determine on which programmes they want to spend most money and why. Also they should have sufficient cost-benefit insight to judge if programmes are expensive. We hope the current evaluation will help Nisaa to make decisions about issues such as:

What projects or programmes should go on, which ones should be stopped and what new challenges are awaiting Nisaa.

In general Novib is in favour of a healthy balance between core costs and project/programme costs and regular reflection should take place on how you want to grow as an organisation (more satellite offices, more budget, more projects, more programs, more staff, more donors, etc.)

HBF: As we are a political foundation, we'd like to see on the long run, South African authorities taking over responsibility for the social work. That would give us space to concentrate more on the political and public aspects of Violence against Women.

4. Programme outreach and impact

Cordaid: Nisaa shows a lot of concrete, tangible results in which the target groups have been reached satisfactory, amongst other things concerning their number and groups. However, the extent to which the lives of marginalised women really change in the longer term is not really clear.

Novib: We have little insight into that. There is a difference between results and impact. If Nisaa has operational budgets and operational plans in which they stated short and long term objectives and targets they should have no trouble to compare them with the annual review and to state what was achieved and what not and why.

A lot also depends on a good Planning, monitoring and evaluation system with gender sensitive indicators for the organisation, the different projects and the different programmes. The evaluation will probably give us more insight about this issue.

What did the evaluation report in 1997 say about the issue of results and impact?

HBF: In their application Nisaa defined a very broad target group, so it can hardly be missed.

Views on how Nisaa is making the desired impact on the general community

Cordaid: Short-term results are being presented more clearly than long-term results.

Novib: During duty visits they tell and show us some of the results and impact. When we get newspaper clippings or read articles about Nisaa when I am travelling in South Africa.

As now field visits up to now have been undertaken by myself (hopefully in May I will) I can only guess or get an idea of results and impact through information from Nisaa itself.

Furthermore they are stated in the progress reports. But the progress report is only on the results/impact of the Novib projects and not on Nisaa as a whole. So I have no idea if they write a yearly annual report which states results and impact

HBF: Nisaa has been able to challenge accepted myths, beliefs, stereotypes, etc. which perpetuate violence against women through its public awareness campaigns. It has also contributed to enhancing the position of women in communities, which use religion, culture and tradition to keep women in a subordinate position.

How Nisaa compares with similar organisations (in the development world context) locally or internationally

Cordaid: It is difficult to compare, since different organisations operate within a different context. As indicated before, Nisaa finds itself in a phase now to start focusing better and to consolidate, since these are conditions for sustainability.

Novib: Nisaa seems to be organised quite efficiently and are quite good in able to report on results and impact. But because I have insufficient insight into their PMES and indicator system I am not sure. Quantitative and qualitative results and impact are both important.

HBF: Nisaa could be grouped together with other NGO's working for women's rights locally, regionally and internationally. It has successfully created and developed a profile for itself, which compares well with other organizations in this field.

Suggestions on how Nisaa can meet the needs of its target groups more effectively

Cordaid: By ensuring participation of the target groups in all stages of the programme: planning, implementation, monitoring, evaluation, planning etc. Although the target group is represented within Nisaa staff itself, it would have been useful for example if the target group would have been involved (independently) in the formulation of the Terms of Reference for this evaluation.

Novib: If you know that the intervention strategies you have chosen are the correct ones. Some intervention strategies will reach small numbers of the different target groups, other intervention strategies may have a very big audience.

HBF: Nisaa could broaden its network in the region to include other women's organizations. Locally it could make links with organizations working on other issues, such as the economy, which indirectly affects Nisaa's work.

Three development areas Nisaa should focus on for the next 3-5 years

Cordaid: We think it is not the role of the donor organisations to decide what the focus of an organisation should be. What is important is that organisations are able to all the time examine the context they are operating in and to assess whether their mission, vision and strategies are still relevant concerning the context and the problems they focus on. As long as the partner can indicate their work (mission, strategies etc) is still relevant considering the context and this fits within the policy of Cordaid, Cordaid will be interested in that organisation (It should be mentioned however, that range of other factors, like organisational capacities, availability of funds within Cordaid, etc. will continue to contribute to Cordaid's considerations to fund/not fund a programme)

Apart from that, concerning the current context, a process has been started in which partner organisations of Cordaid are focusing on the ways they can integrate HIV/AIDS in their work. The participating organisations are considering the effects HIV/AIDS will have on their organisation and the communities they work with and how best to respond to this. This does not mean they all need to focus on HIV/AIDS and become HIV/AIDS organisations. It is not regarded as an add-on issue, but as a contextual issue that affects their lives, work and strategies. Nisaa has been invited to join this process and has indicated to be very interested to participate. Nisaa has indicated how especially gendered aspects of HIV/AIDS are of particular importance to Nisaa, as part of the context they operate in.

Novib: Mainstreaming of women and violence (it should not remain a sectoral area. With what other stakeholders do they engage: e.g. human rights organisations, HIV/AIDS organisations, etc.)

Seeking ways of involving men more.

Leadership training for (young) women and men.

Diminishing high rotation of staff and ensuring that when the current director leaves, the organisation does not fall apart.

Documenting and sharing experiences on the different projects/ programmes.

Good PMES (with quantitative and qualitative gender sensitive indicators).

HBF: Further developing its outreach work as well as its education and training work.

Additional types of activities/projects donors would consider for funding if Nisaa were to introduce them

Cordaid: Focuses more at organisational level, instead of project level and lets the organisation decide on the details of how they are reaching their objectives. They would however advise Nisaa to consolidate their efforts and not expand.

Novib: We are interested in lobby/advocacy issues. Also new and maybe risky projects could be exciting to fund; or groundbreaking research and or campaigns.

HBF: Exchange programmes within the Southern African region.

5. Internal and external efficiency and effectiveness

Monitoring/reporting systems to ensure accountability to donors

Cordaid: Narrative and financial reports are required each 6 months. Field visits are planned at least once a year to discuss the progress and possible problems, etc. An audited financial statement is being required. Furthermore, Cordaid contributes to the evaluation. Monitoring is done every 6 months and during field visits.

Novib: We ask for a yearly progress and financial report, an audit and have external evaluations as an evaluation instrument. Field visits are also a way of monitoring. We do these visits once or twice a year. At least once a year we read and give feedback on their progress report and financial report and audit. a field visit. There is also an external evaluation once in three years.

HBF: Monitoring is done through half-yearly narrative, financial audit reports and personal contact.

Adequacy of Nisaa's accountability systems/processes for donor's purposes

Cordaid: In general, Nisaa's reports give a clear overview. However, no reference is being made towards the original planning and no analysis is being done on the extent to which the original planned results have been reached and hence, the successfulness of the programme. In addition, it is not clearly indicated to what extent the lives of the women really change in the longer term, apart from the sheltering and countering activities that supports the women.

Novib: Would like to have more insight in to all the activities of the organisations and their results and impact. Also reporting on organisational developments would be appreciated. Also lessons learned should be made more transparent.

HBF: Financial yes, narrative could be improved as we always have to figure out ourselves what HBF has paid for and what was paid by other donors.

Areas of improvement on accountability

Cordaid: By applying a more analytical approach (see above) and compare the realised results with the originally planned results and analyse the differences, the causes behind them and draw conclusions. In addition, measurable result indicators should be formulated to be able to monitor more thoroughly.

Furthermore, Nisaa should present annual reports, year plans and budgets that cover the whole programme of Nisaa and not in particular the part CORDAID is contributing to. In this way CORDAID will be able to get more insight in the total programme and the whole organisation of Nisaa, which would enable an organisational approach (see above). In addition, Nisaa should indicate their income and expenditures in their financial reports and audits, but also in the financing schemes, which indicate how they finance the overall programme (income has been lacking so far).

Novib: They could improve on their reporting format by including the following topics:

- Planned activities against actually implemented activities
- Expected results and impact of planned activities
- Assessment of activities implemented
- What contributed to the successful implementation of the activities
- Participation of target group in activities (quantity and quality)
- Consequences for work in the future (lessons learnt, analysis)
- Conclusion

HBF: Additional (half page) report where the activities HBF has been funding are listed.

Financial sustainability of Nisaa

Cordaid: At present Nisaa is not financially sustainable since they are dependent on Cordaid for a large part of their budget. If Cordaid would withdraw in the future, it seems at present they would not be able to continue their activities.

Novib: If they have reserve funds they could be sustainable. Our question is whether they have a reserve fund and what they use it for. We would also like to know how big their income generating activities are, whether they increase their income, and how. Do they have net assets (like buildings)?

We know that Heinrich Boll Stiftung and Cordaid (formerly Bilance) are their co-donors but have no idea if they have many more donors and what are all the funding periods of these donors and if they will renew their financial support.

It is also not known if Nisaa is an aggressive fundraiser and if they have a fundraising strategy. Before Novib does the last transfer of a project period we will ask Nisaa's liquidity position. During the duty visit in May 2000 Nisaa told me that sustainability was a priority.

HBF: Is there any financially sustainable shelter? The answer is no because the nature of the work makes it impossible.

Recommendations on how Nisaa can achieve financial sustainability

Cordaid: Nisaa has been asked to develop a financial sustainability strategy. CORDAID has advised to develop a coherent financial strategy and to specify, if relevant specific financial strategies per project component. A small part of that concerns the income generating activities. In addition, Nisaa has plans for fundraising (e.g. from government, international donors and private sector). However, as far as CORDAID knows, this has not been elaborated thoroughly yet. Nisaa has been advised to do so.

Even though diversification of funds would be useful, the quality of results is what is important. Organisations like Nisaa will never be fully financial sustainable (in the way that they do not need donor organisations). However, if an organisation is relevant, good at its work and well able to presents its results than there will always be donor organisations willing to finance them. This will contribute to their sustainability.

Novib: They should have a fundraising strategy with specific people in the organisation and/or board who are responsible for that. They should also look into activities that could generate income (e.g. training, consultancy work, publications).

In S.A. there are lots of local funds and the private business sector, which should be investigated.

HBF: The way Nisaa is going at the moment, build up a training centre and charge participants for courses with a fee, seems to be a good way.

6. Donor-Nisaa Relations

Description of working relationship

Cordaid: Satisfactory. It should be mentioned, however, that communication is often difficult since both email and fax are not functioning properly.

Novib: Open and transparent. Quick in answering each other's questions (by email).

HBF: Very good. Usually the staff responds immediately to requests and invites us to participate in Nisaa activities. "A good two-way relationship".

Visitation to Nisaa and/or its project sites by donor

Cordaid: Does field visits at least once a year, approximately. So far they have visited 3 times during the funding period of 3 years. The purposes of the visits are: To get to know the organisation in general (in case of Cordaid officers who have not been working with Nisaa before); as well as to discuss current developments within Cordaid and Nisaa and their contexts, progress, and current problems.

Novib: Once or twice a year. Sadly enough I have not visited their satellite offices. This was mostly my fault because I did not allocate enough time. But during the next visit I am hoping to change that!

During the visits I only speak to the director or her deputy. It would be nice to talk to a delegation of staff and maybe a few board members. We discuss the conditions of the contract, monitoring points (mentioned in the approval letter), learn about activities and developments and challenges in general, talk about organisations development and discuss financial issues, the planning of an evaluation and presentation of new proposals. I also inform Nisaa about developments in Novib.

HBF: Visits are done at least three times a year. As I am in the financial department, it is more about financial statements (Beate). and to participate in Nisaa activities and to allow German visitors to meet and discuss with Nisaa's staff for general discussion on issues (Prishani, Sigrid).

Description of donor representative's most recent visit to Nisaa and general impressions

Cordaid: It was on Monday the 19th of March. It was my first visit to Nisaa. It was good to get to know the organisation and the people and gave me more insight into their overall programme. It gave us a good opportunity to discuss the current development both within Nisaa and CORDAID. In addition, some issues concerning the contract and current programme have been clarified. Although the time was limited and some discussions certainly need to be further developed/continued in the near future, the visit was satisfactory.

Novib: My last visit was in May 2000. I had planned a visit in February 2001 but due to an operation I have to postpone the visit to May 2001. It was my second visit to Nisaa (I started as a programme officer in 1998). But another colleague of mine (Evelyn Zinanaga) had visited them in 1999 in order to discuss the approval of the White Ribbon Campaign in Swaziland and Zimbabwe)

During the visit in May 2000 the director was abroad and I was received by Fatima Shaik. We mainly talked about developments within Nisaa and some of the ongoing campaigns (white ribbon, the Bus campaign, Justice for Anne campaign).

I learned about the slot on one of the more progressive Muslim radio stations and that the Methodist Church has asked Nisaa to do a survey among youth. Nisaa wanted to start a drama group involving some men (but who only wanted to be involved if they would get money). Nisaa was also going to hold their annual meeting on 31/8/2000.

I also asked them about their challenges: 1) sustainability, 2) perpetrators programme, 3) an audit (although I did not quite understand the nature of this audit). Finally we talked about the upcoming evaluation process.

HBF: The most recent visit was with a group from the head office after a public seminar organized for HBF by Nisaa. The visit was generally good. Staff seemed happy and content with each other and the environment. Everything seemed to be running smoothly. (Sigrid)

Advantages of working with Nisaa

Cordaid: Getting to know the context in which marginalised women in South Africa live, networking and information exchange. Supporting Nisaa contributes to the increase of societal cohesion, through prevention of violence against women and enhancing the individual and social position of women. See also questions on reasons for funding.

Novib: Well I hope they are in the forefront of developments and campaigns. Through their experiences I can promote their activities within the Educational and Campaigns department of Novib. If they keep me updated more I could do much more within Novib with Nisaa. I am furthermore curious about the reactions on certain activities they develop (do they get good response or do they get negative feedback and from whom).

HBF: Quick, ready and easy access to information about discussions debates taking place in the V.A.W sector.

Constraints experienced in working with Nisaa

Cordaid: Communication is often difficult since both email and fax are not functioning properly. As a result Nisaa has not been able to participate in the HIV/AIDS process so far (see above), which is sincerely regretted by both CORDAID and Nisaa.

Novib: Only time constraint. Visiting once or twice a year is of course little. But I also do not want to impose too much on Nisaa as most women and violence partners are overloaded.

HBF: Auditor.

How the constraints can be avoided in the future

Cordaid: Nisaa should try to locate the problems, indicate clearly in what way they can be reached (which email addresses do function and which don't) and try to expand/improve their communication possibilities. In addition, Nisaa should always confirm whether they have received the messages, whereas CORDAID should always ask for confirmation and in case of lack of response contact Nisaa on how to reach them and if necessary use DHL.

HBF: Change of auditor

7. Overall impressions

Views on the overall professionalism of Nisaa

Internal strengths

Cordaid: Flat structure with considerable responsibilities for officers, attention for organisation development and continuing staff development, internal support system for officers to avoid burn-out, and annual organisational reflection (through SWOT analysis) Nisaa is a learning organisation that has become more professional in due course.

Novib: Innovation and work of high quality. I always leave the organisation with a lot of enthusiasm (I learned lot, I can link them up to other initiatives).

They are open and not afraid to talk about their weaknesses and they are also proud about their achievements.

They seem quite efficient (Level of impact justifies level of input is the underlying assumption here).

I assume they are also effective, meaning that they know if their methodological assumptions are sound. And if not, that they will change them.

They seem to have a nice culture: e.g. the buddy system in order to prevent burn out. But on the other hand than why the high staff turnover?

They seem to be a learning organization

HBF: Nisaa seems to be very professional. One alarming issue is the high staff turnover. This needs to be investigated as, although there are many possible reasons for this, it could also point to a problem in terms of staff hierarchies and relations.

External strengths

Cordaid: Extended networks both at local, regional and national and international level and embedded in the society. Nisaa provides an example of good practice with a large number of concrete results that have developed/increased during the past 5 years. Apart from focusing on the victims, Nisaa has started to focus on abusers as well.

HBF: Excellent public relations and public awareness campaigns.

Overall weaknesses of Nisaa

Internal weaknesses

Cordaid: High staff turnover rate which may impact on the long-term results (however, Nisaa is currently working on this problem).

Fast growth of activities in comparison to their management capacities.

Limited financial management capacities: Nisaa should elaborate more thoroughly on the budgets. A clear relationship between the (overall) activity programme and the budget is generally lacking and the budgets are not specified enough. As indicated before the income has not been included in financing schemes.

Nisaa has not been able so far to present an overall view of their organisation not only through the proposal and reports, but also through the presenting of an overall activity plan and budget. In addition the plans for the future (e.g. intended expansion of Training programme, regional extension, etc.) which makes it difficult to assess the effectiveness of the total programme.

HBF: High staff turnover – this needs to be investigated, possibly through interviewing staff who have left recently.

External weaknesses

Cordaid: Problems of communication. If Nisaa is better able to focus itself, if she can indicate they are relevant, if they deliver good quality work and if they are able to show their results, they will be able to reach sustainability because donor organisations will be interested to support them. Communication on results and 'marketing' skills are important.

Novib: High staff turnover although the reasons unknown. It could be that a lot of the staff members are young and not sufficiently skilled. We would like to know if staff only have technical skills or whether some of them also have more potential to become a manager or higher. We would also like to know how staff training is done and whether teambuilding does take place.

The PMES (+ indicators) could be improved.

The other questions we have are around management styles and their pros and cons of these styles of management. We would also like to know what Nisaa will be like without the current (strong) director and the organisation functions when she is away for long periods of time, e.g. 4- 6 weeks.

We are curious to know if they can and will manage the white ribbon campaign in other countries besides their own (like in Swaziland and Zimbabwe).

What should be done to improve on the weaknesses of Nisaa internally and externally

Cordaid: Nisaa has been asked to inventorise data on the turnover rate and to work out a plan to deal with this. Furthermore, information is being requested of the overall programme of Nisaa (see above) and concerning the financial sustainability strategy (see further above). Furthermore, since it is not always possible to formulate measurable, specific, time-bound results, Nisaa has been asked to at least indicate the result areas they would like to use for monitoring.

8. Future relations

Future plans for continued funding

Cordaid: At present it is too premature for CORDAID to decide on this, because the 3 year programme has only started last year, the evaluation report and the follow-up of this should be considered and the current changes within Cordaid. Because of its organisational approach all organisations are being assessed thoroughly the coming period (1-2 years) and CORDAID will have to prioritise in its choices of organisations, for the stronger organisations. In addition, the budget for South Africa will decrease, which forces Cordaid to make choices as well.

Novib: Up to now we have funded on a project basis. It depend if Nisaa wants to continue that kind of funding or wants to go to programme funding. Probably the evaluation report will give both of us "food" for discussion. What we see happening however with some well-known women and violence partners that they are falling apart: because of insufficient funding, or not paying enough attention to the organisational development and burnout of directors. Also the funders/visionary directors are leaving and the organisation is at a loss without them.

Novib: would continue to fund Nisaa for another three years would certainly be feasible. The amount remain more or less the same. However, Novib's total budget for South Africa is decreasing until 2004.

Novib would discontinue funding Nisaa if there was financial mismanagement or the organisation falling apart.

Summary of issues raised donors

- All the donors were motivated to fund Nisaa by the fact that its activities meet their criteria in the areas of emancipation, empowerment of women and marginalised communities, women abuse, and providing much needed social services.

- The donors were satisfied that Nisaa was using funds for their intended purposes and where there were variations to the contractual agreements, these were explained to them.
- Although they were hesitant to advise Nisaa on what items they could spend more or less on, they made some suggestions on particular areas. One donor said Nisaa should focus on organisational development, which will enable Nisaa to consolidate activities and which links systems and result management. Another donor was of the view that ideally Nisaa should be focusing on the political aspects of this work. This could work better if the government was already providing curative and other services.
- Regarding the impact Nisaa and its services has on the community; the donors were of the view that the short-term impact was more visible than the long-term results. This was partly due to the way Nisaa documents its experiences. There was more focus needed on what long-term change their efforts were making. One of the donors said Nisaa was challenging gender stereotypes inculcated by religion, culture and tradition.
- Although the donors said Nisaa does relatively well in comparison to organisations of its kind, some of them hesitated because they had a lack of insight on the issue. One donor thought better monitoring and evaluation procedures could redress this.
- Mainstreaming HIVAIDS, doing more focussed work with girls, improving the monitoring, evaluation and reporting systems and developing or expanding the outreach, education and training activities were seen as areas which Nisaa should focus on in the next 3-5 years.
- Some of the donors were willing to fund new projects, especially those showing innovation on the part of Nisaa.
- The donors were satisfied with the way Nisaa was run. However, they indicated that the reports to donors often did not adequately reflect information which shows how the achievement of results could be attributed to the planning and implementation and other processes. Specific recommendations were made on how the reporting could be improved.
- None of the donors thought Nisaa was financially sustainable. One donor even questioned whether a shelter programmes could ever be sustainable. It was recommended that Nisaa should explore diversification of its sources of funding and mandate specific board members for this purpose.
- Generally, Donor-Nisaa relations were seen as good but one donor had previously had some communication problems. Donors do visit Nisaa and its projects when they can allocate time to do so.
- Working with Nisaa had various advantages, including getting to know the context of marginalised women and exposure through the campaigns
- Overall management capacity to handle rapid growth, high staff turnover, limited financial management capacity and inadequate reporting were highlighted as the main weaknesses of Nisaa.
- On the positive note, Nisaa was seen as transparent, efficient, innovative and professional organisation.

3.4 Review of the Financial position of Nisaa

A separate financial review of the finances of Nisaa has been completed, with recommendations arising from this. We have taken note of the recommendations by the financial evaluator, which are reportedly in the possession of donors and the Nisaa Board. We would like to highlight a number of points from an organisational point of view:

- * The higher profile of finance in Nisaa through having a financial manager and a fulltime bookkeeper rather than a half-day a week bookkeeper as in the past.
- * The capacity building of the financial team by the two weeks full-time training they have undergone and two days a week coaching which is continuing on site at Nisaa for 6 months.
- * The institution of a finance committee comprised of the three managers, the director and the bookkeeper, which meets on a monthly basis.
- * The move to an electronic salary payment system and the installation of the Pastel accounting system.
- * Below market salaries and benefits. Should the proposed survey show this to be the situation, we would recommend that this be rectified as a matter of urgency as we consider it likely that this contributes to high staff turnover.
- * Having viewed and analysed the different donor accounts, it is clear that the financial manager will be able to provide the required information about any of the accounts immediately to either the director, the donor or the Board of Nisaa.
- * The financial manager will provide a structured monthly report to the director, which will keep her *au fait* with the financial state of Nisaa.
- * Nisaa is in the process of appointing an honorary treasurer.

The evaluator met with the financial manager both before and after reading the findings of the financial review. One way that many NGOs go wrong, financially speaking, and this often leads to their downfall, is in not keeping a sufficient financial cushion to allow for a healthy cash flow. This usually results in the NGO not being able to pay salaries or accounts at critical times. Nisaa sticks to the principle of not spending more than it has in hand, plus it maintains a financial cushion. In his book *The Living Company* Arie de Geus, an organisational guru, states that a conservative approach to money management is a feature of organisations that endure. Tight controls are to be encouraged within a framework of fair play and openness to hearing all claims on Nisaa's finances. We are highly supportive of the raised profile of financial management in Nisaa.

3.5 Review of the Nisaa shelter programme

The Nisaa Shelter has considerable impact on the evaluators. The discreet setting, with nothing to distinguish it from the homes around it, gives a sense of privacy and safety - the wall is high enough to prevent any view into the Shelter. The spacious bedrooms, the modern bathrooms, the lounge for residents, the office for staff and the superb kitchen area, are all comfortable and homely. The biggest surprise occurs when one steps out of the back door, and finds a lawn and an outdoor play area for children, containing a jungle gym and a trampoline. Maximum use has been made of the rooms facing the lawns, including a pre-school room, storage rooms and a carport enclosure where residents can sit and relax. A survivor's stay at Nisaa's Shelter which is a specialised *crisis* shelter can run for only 2 to 3 days, while the average stay is one month.

During the visit to the Lenasia shelter, the evaluators met two tenants, a young student and her baby as well as a victim of abuse through which she had lost her baby. from Durban.

The staffing of the Shelter is more than adequate, with Sasam Naidoo having replaced Joolega Taylor in January 2001 as the Shelter co-ordinator. Romila Pillay continues as the afternoon shelter worker, Nomvula Vilakazi is the social worker/child counsellor, who focuses on building the children's self esteem, play therapy and group counselling. Phindi.Zulu, the childcare worker, conducts daily playgroups, psycho-educational activities, arranges weekly outings and concentrates on the motor development of the children.

During the interview with the house management staff, the theme of women going back to their husbands came out very strongly. It was also noted that many of the children love their father and do not understand why they had to leave.

The structures in place for monitoring the Shelter include an induction package for both adults and children containing the rules and regulations of the Shelter, an exit evaluation form by residents, weekly house meetings between residents, their children and staff, and supervision of the Shelter staff.

In view of the comments noted elsewhere in this report, about Indian women feeling more at home in the Shelter than African women, it might be helpful to "Africanise" some areas of the Shelter, by putting up posters of the national soccer team or African role models, for example. It would be worthwhile to probe this issue with future African residents, and to ask them in what ways the Shelter could provide a setting and service more compatible with their expectations.

There is no doubt that the Shelter provides a much needed community service. It has taken courage and perseverance from Nisaa to establish it, and to move from a much smaller Shelter into these attractive surroundings. While some of the community has tried to block Nisaa efforts, others take pride in the establishment of the Shelter - see comments from Lenasia ANC MP, Ismail Vadee for example.

The Shelter Workshop in November 2000 was a first for the country, and provided a watershed for South Africa in bringing together players in this field to network, share developments and focus on both basic shelter care as well as global trends in the Shelter movement. Nisaa deserves the highest commendation for initiating and managing this Workshop. A highly attractive book compiling the contributions of speakers at the workshop, and noting all participants has been compiled, and will continue to be a resource for some time to come to all in the gender violence sector and beyond.

Rena Scott Gray of the USA has known Nisaa for some years. She has worked in shelters in the Boston area and has had fifteen years of experience as a trainer on issues of gender, race and class. Rena attended the Shelter workshop in November 2000 as a guest speaker, and in a written response to questions from the evaluator, describes Nisaa as an excellent program that meets the needs of women in an holistic manner - taking into account the whole woman. She sees this factor plus Nisaa's vision, commitment and compassion as differentiating it from other players in the sector. She further stated that she sees Nisaa as setting a model for service not just in their area (Southern Africa) but a model for around the world.

The issue of the present and future that is facing the Shelter movement internationally, is that of HIV/Aids and shelters. Gill Hague states that South Africa may well be the world leader in facing up to the complexity of this issue. The possibility that the mother will die in the Shelter raises the question of the safety and care of the children and the role of the wider family in the event of the death and goes into the vast area of skills in being alongside the bereaved; dangers of contamination for other residents when, for example diarrhoea occurs, and the stance co-residents may take on this; concern about what happens to the secrecy of the location of the shelter when home based care nurses visit it regularly, are just some factors that need to be debated.

In discussion on this issue at the Gill Hague seminar, it was suggested that Nisaa and other players in the Shelter network look for solutions together and then approach government to look for joint solutions and to ensure that government has realistic expectations of what shelters will be able to offer. The possibility of specialist shelters was mooted, as well as the need for staff policies in shelters and the value of collaborating with the Hospice movement around HIV/Aids care.

3.6 Review of Nisaa's Publications

Nisaa has entered the field of publication in an entirely new way during the period covered by this evaluation. Frustrations experienced in finding a suitable publisher for the groundbreaking collaborative book on sheltering in South Africa edited by Yoon Jung Park (former chair of Nisaa board), Joanne Fedler, and Zubeda Dangor (director of Nisaa) RECLAIMING WOMEN'S SPACES subtitled *New Perspectives on Violence Against Women and Sheltering in South Africa*, led to Nisaa publishing the book itself. The book's publication received extensive coverage in the South African media, and also caused ripples abroad.

The book reviewed in the dimitra newsletter of the UN's Food and Agriculture Organisation. A partial quote reads: 'It brings together for the first time the collective wisdom and wealth of experience of activists, academics, experts, and survivors who have fought to end gender violence in South Africa. The book provides a truly indigenous analysis of violence against women and seeks solutions that are realistic and responsive to the SA context.'

Nisaa has also published WOMEN MAKING A FRESH START subtitled, a guide for women leaving abusive relationships. Most recently, Nisaa has published the report on the workshop on sheltering held in November 2000, which was hosted and organised by Nisaa. This workshop marks a watershed in the Shelter movement in SA as it brought together - for the first time ever - virtually all the players in the shelter field in the region (72 delegates) and exposed them to world class presentations and developments in the field.

Angelica Pino, a former Nisaa Board member and with Zubeda Dangor on the international Board of the feminist publication LOLA, remarks of the publication of the report of this workshop entitled SHELTERS FOR ABUSED WOMEN AND THEIR CHILDREN: "Like all Nisaa publications, I very much admire the look of Nisaa products. Nisaa is so strong on the discipline of producing useful books." Dangor has two contributions in *Shelters for Abused Women and their Children*, one an overview on the need for sheltering in SA and the aims of the workshop, the other co-written with Nisaa staffers Fatima Shaik and Chanaz Mitchell as well as Claire Alderton entitled *Back to Basics - Grounding your sheltering programme*.

Our view, too, as evaluators, is that Nisaa publications combine the highest standards of professionalism with visuals, including covers, that show Nisaa's rootedness in Africa, as well as easily readable texts. This comment extends to covers and contents of AGM reports as well. They are a pleasure to read, and everyone connected with Nisaa must surely feel pride in their appearance.

Also of note is the doctoral thesis of Zubeda Dangor, entitled LIFE AFTER ABUSE: AN EXPLORATION OF WOMEN'S STRATEGIES FOR OVERCOMING ABUSE. The fact that the thesis follows the narrative of survivors of domestic violence who have chosen to leave abusive relationships, and analyses what gave them the strength to do so, is an internationally positive contribution to the empowerment of women facing abuse. Dr Dangor aims to present the narrative and the findings of this thesis in a shorter and more easily absorbable form in the not too distant future. There can be few organisations working in the field of domestic violence which have a director who combines the academic excellence found in Zubeda Dangor with the clinical skills, commitment to empowerment of women, dogged determination to overcome obstacles, interpersonal warmth and straight-speaking that she brings to the task.

In April 1998 Dangor co-authored an article with two international luminaries in the field of gender violence, Lee Ann Hoff and R Scott for VIOLENCE AGAINST WOMEN, AN INTERNATIONAL AND INTERDISCIPLINARY JOURNAL entitled *Women Abuse in South Africa: An Exploratory Study*. The purpose of the study was to make woman abuse in SA visible as a basis for

programme development for survivors of violence by documenting women's experiences with violence and abuse; eliciting their perception of the relationship between abuse, apartheid, political terrorism and the traditional status of women and exploring women's views regarding the adequacy of existing health and social services for abused women and their children, and soliciting suggestions for the improvement of services. Professor Hoff says of Nisaa: 'My estimation of the work of Nisaa is that it is excellent on all counts.'

The fact that Nisaa personnel represent the region on LOLA and regularly edit this international gender magazine is also a remarkable achievement, which adds to the global contribution that Nisaa makes. South Africa is in fact the only English speaking country represented on the LOLA Board.

In July 2000 LOLA published a thoughtful article by Zubeda Dangor on conferences for women hosted by the United Nations between 1975 and 2000 entitled: A twenty-five Years Attempt - From Mexico to New York. Dangor draws attention to statements by Devaki Jain, the Indian feminist economist, who warns of the danger of the women's movement becoming too bureaucratised and the role of NGOs in the sector shifting from 'activist to archivist'. While concerned that women are for the most part still asking the same questions as 25 years ago (will we be less poor, less violated as a result of this conference?) Dangor notes that the presence and participation of young women 'was incredibly encouraging' and most important for the future feminist generation.' Beijing+5 in New York also saw honour killings and female genital mutilation being added to the Plan of Action.

Regina Michalik and Christine Jungblut, speaking on behalf of the editorial group of LOLApress Europe, giving their view of Nisaa in response to the evaluator's questions, say 'Nisaa is a well organised, well managed women's projectNisaa has achieved an excellent reputation for its competence in the field of fighting violence against women and all related issues...this is multiplied by efficient public relations strategies. Nisaa has brought some very important African women's points of view into the LOLApress editorial team in terms of content, aesthetics and team work. Their contributions about other continents, especially Asia, have also been valuable. It would be helpful to LOLA if the Nisaa staff had more time available for paid work for LOLA.

Some other recent publications by Dangor include a chapter in the book RECLAIMING WOMEN'S SPACES entitled *Sheltering as a Tool of Empowerment* co-authored with Claire Alderton and Joolega Taylor.

In January 1999 Dangor presented a paper at the Heinrich Boll Foundation Women's Conference for Southern Africa in Johannesburg, which was later published in the official conference report. Titled *The State of the Region - Public Awareness Initiatives in SA (1994 - 1998)* it dealt with legislative developments, the role of various government departments and the role played by NGOs in the sector since the democratic elections in 1994.

In May 2000 she presented a paper for the Heinrich Boll Foundation in Berlin titled *Lobbying for women's rights in the post-apartheid system: Experiences with CEDAW in South Africa and subtitled Milestones in Empowerment, Beijing to Beijing + 5 to Beijing + 10. An interim stocktaking of international women's policy.*

On 30 April 2000 Dr Dangor presented a paper at the Islamic Medical Association in Pretoria entitled *Understanding Domestic Violence: A Medical Response to Intervention.* Nisaa undertaking its own publishing is a very positive step forward. We encourage Nisaa's director and the staff to continue with this activity, which has ripple effects far beyond what is immediately visible.

Nisaa undertaking its own publishing is a very positive step forward. We encourage Nisaa's director and the staff to continue with this activity, which has ripple effects far beyond what is immediately visible.

3.7 Review of Nisaa's Awareness Campaigns and views from players in the media sector

Creating public awareness is a field which Nisaa has mastered and where it displays world class excellence. Whomever I spoke to expressed only admiration and awe at what Nisaa has achieved in terms of advocacy and bringing the issue of domestic violence/women abuse into the discourse of the nation. Everyone in Nisaa seems to be involved in campaigns in some way or another. The chairperson attended the White Ribbon launch in Zimbabwe in April 2001 and was a key speaker at the occasion; when clerical or domestic staff have a spare moment at Nisaa, they fold and attach white ribbons to brochures; all the staff participate in awareness campaigns at shopping malls.

Pontsho Segwai, Manager for Public Awareness at Nisaa since January 2001 and a volunteer at Nisaa prior to this, describes the director and staff at Nisaa as "hugely supportive of me".

Quotable quote

Walsh Design: 'Nisaa is an amazing client. Most of our clients are NGOs and the one factor that distinguishes Nisaa from the others is the clear leadership in Nisaa. Zubeda has the fabulous talent of letting everyone have their say, then she makes the decision. We get the brief, and together develop a joint end product. Domestic violence is one of our passions and through Nisaa we feel we are making a difference. The influence of Nisaa has been very big with amazing results.'

The Voice is an FM community radio staffed by volunteers which has listeners across all culture groups ranging from Mayfair, Fordsburg, some of Lenasia, pockets of Soweto, Boksburg and Springs. 'Two years ago' says Hajra Gangat, one of The Voice's anchors, 'we did not even know that problems such as women abuse existed'. Then a woman called in to the radio who was being abused, and Hajra referred her to Nisaa. Now Nisaa has a fortnightly 2 hour programme on The Voice, which is repeated on the week-end, where domestic violence is discussed. 'It does a lot of good' says Hajra, 'it brings matters out into the open that are usually hidden.'

Another radio station, The Voice of Soweto offers a weekly telephonic interview to Nisaa, to publicise its services and keep public focus on issues of domestic violence.

In April 2001 the highly respected print and radio journalist (and lately a Board member of Nisaa) Jon Qwelane, hosted Zubeda Dangor and Pontsho Segwai on the popular Gauteng Radio 702. The discussion on domestic violence was scheduled for an hour but was extended to two hours because of the response.

The national and continent wide M-NET TV channel featured Nisaa in their weekly M-Net Cares series. The above are but some examples of Nisaa's exposure in the electronic media.

Fakir Hassen has been a journalist all his life. He currently works for the national broadcaster, the SABC, and also for a KwaZulu-Natal newspaper, The Post. He was previously with a radio station in Lenasia for 10 years, and a journalist for the Lenasia Times. 'I have been tracking Nisaa since their inception' he relates. 'They started off on a very small scale locally. Now they are now regional, and are leaders in the field'. He says that the work of Nisaa arouses great interest on the continent of India where the launch of Nisaa's book RECLAIMING WOMEN'S SPACES in 2000 was covered on the radio and in the press. It created quite a stir, as did Nisaa's discussions on gender violence related to the film *Bandit Queen* on the Indian woman politician, Phoolan Devi. These topics are absolute taboos in India, where male sensitivity to them is extreme, and where denial of them is rife'

Khatija Makgadie of South Africa's national weekly, The Mail and Guardian, perceives Nisaa as a very efficient organisation. She sees POWA as being more focussed on counselling, where Nisaa

has focussed more broadly on advocacy and the media. She has observed the high profile Nisaa has created for itself in terms of the media and policy issues around gender violence. 'On any issues around women's rights, I call them.' She rates the postcard campaign as a highlight, as well as last year's publication on shelters RECLAIMING WOMEN'S SPACES. She is impressed with the positive feedback about Nisaa from the Muslim community. Khatija says that after the Women's Legal Centre in Cape Town, she considers Nisaa to be the finest NGO in South Africa.

The following campaigns by Nisaa fall within the period of this evaluation:

CONSTITUTIONAL WEEK AWARENESS CAMPAIGN: 20 - 23 April 1998.

The Soweto clinics in Chiawelo, Zola, Meadowlands and Orlando were targeted, with talks, Q&A sessions, exhibitions and an information table being offered. Anna Radebe, Nisaa staff member at the Protea magistrate's court in Soweto, co-ordinated the campaign. In 2000 four more Soweto clinics were targeted, using a d.v. video, followed by discussion, with an information table available. Over 800 people were reached, and referrals received as a result of this later campaign.

FEMALE GENITAL MUTILATION CAMPAIGN - On International Women's Day in 1998, Nisaa screened the film FINZAN to focus public attention on female genital mutilation. A researcher in this field talked and a panel responded to questions at the same event. Extensive media coverage was given, and some 300 people attended the screening. Signatures were amassed and a petition forwarded to the Minister of Justice.

CLINICS CAMPAIGN - From 1 to 8 December of 1998, 275 people attending four clinics in the Orange Farm area were reached through talks on violence against women and Nisaa material. This was followed by a *16 DAYS OF ACTIVISM CAMPAIGN* in 1999 when eight clinics in Orange Farm were targeted in the same manner. Eight Orange Farm clinics were again targeted in 2000.

A highly successful *POSTCARD CAMPAIGN* during 1998 distributed 10,000 postcards with hard hitting statements about gender violence through 50 organisations. The campaign was a protest against the shortcomings in the Prevention of Family Violence Act and more particularly the way in which police and court officials were interpreting the Act. Apart from the networking generated, the postcards once signed, were posted to the Minister of Justice in South Africa, who subsequently remedied the shortcomings and sent a representative, Thuli Madanesele, to the official launch of the campaign.

After the *WHITE RIBBON CAMPAIGN'S* success in Johannesburg and Gauteng province in 1997(110,000 pamphlets were distributed that year) the campaign extended nationally to three provinces in each subsequent year, so that all nine provinces had been reached by the end of 2000 when the WRC in South Africa officially ended. In the outreach to the Free State and the Northern Province alone during 2000, 540,280 pamphlets were distributed. All told the Million White Ribbon Campaign successfully distributed one million white ribbons and brochures to rural and urban women before the end of 2000. Networking with organisations involved with the WRC continues, and the pamphlets are still sought after and supplied by Nisaa.

The White Ribbon campaign has been extended regionally with launches in Swaziland and Zimbabwe, in May 2000 and April 2001 respectively. The Swaziland campaign is documented elsewhere in this report. Lesotho, Zambia, Tanzania and possibly Mozambique are the future targets in the region. A verbal report to the evaluator on the Zimbabwe launch from Nisaa's Manager for Public Awareness highlighted the following:

Nisaa selected the Musasa Project in Zimbabwe to be its partner in the WRC. Musasa is a Public Education, Counselling and Research Project on Violence Against Women with its head office in Harare. As with Swaziland, Nisaa was flexible in supporting adaptations of the WRC to Zimbabwe culture. Musasa's goals were printed on the information sheet, namely,

- * challenge the acceptability of violence
- * get men involved in ending violence against women
- * encourage women to break the silence on domestic abuse
- * men and women working together to build a more peaceful world

Victoria Waimley was contracted to Musasa to run the WRC. An attractive invitation to the launch was designed featuring both Nisaa and Musasa. Before the launch some 25 volunteers, blitzing the inner city for four hours, distributed the white ribbons, the WRC pamphlet in Shona, Ndebele and English, and an excellent one page information sheet, giving the history of the WRC and outlining Nisaa's role in the campaign in the region. Zimbabwe has a high literacy rate, and the sophistication of the sheet was appropriate. In a boxed area on the sheet, the aims of the WRC were given:

- * TO ENCOURAGE people to wear the white ribbon as a proud symbol of protest against violence and to create greater awareness of the problem of domestic violence
- * TO DISSEMINATE information and solutions to domestic violence through the WRC pamphlet, talks and meetings with stakeholders and community members in each province of Zimbabwe
- * TO CREATE networks of organisations and individuals committed to ending d.v.

The demand for pamphlets was huge, with Musasa requesting 200,000 ahead of the launch and 250,000 for the launch.

After the distribution, the volunteers completed evaluation forms covering questions of receptivity to the pamphlets and ribbons, and on any problems encountered. Their view was sought on the likely success of the WRC.

Speakers at the WRC launch on 5 April 2001 were the Director of the Musasa Project, Renifa Madenga; Bernadette Moffat, chairperson of Nisaa and Justice Elizabeth Gwaunza of the High Court in Harare.

At a Press conference linked with the launch, Zimbabwean journalists interviewed Renifa Madenga, Bernadette Moffat and Khosi Mthetwa from Swagaa, who was able to share experiences from the Swaziland WRC in 2000. Governmental support for the launch was not forthcoming in Zimbabwe as it was in Swaziland. The SA High Commissioner attended, however, and about 28 NGOs were represented in the 90 or so guests.

Pontsho Segwai worked alongside Musasa, and went up to Harare a few days prior to the launch and stayed on for a short while afterwards to evaluate the launch. She continues to play a consulting role for Musasa on planning and strategy as Musasa launches the WRC in the nine regions of Zimbabwe.

The only immediate press coverage of the launch was in the Herald of 6 April 2001. The headline was quite encouraging *First Lady condemns domestic violence*. The text of the article was rather more ambiguous with the First Lady being reported as taking "a swipe at some women who harass their husbands, mistreat in-laws and seduce married men... some incidents of domestic violence were caused by women's failure to respect their husbands."

A highly effective and innovative method of gender activism used by Musasa is their networking with the Radio Clubs which exist all over Zimbabwe, and particularly in rural areas. Women

cluster together to listen to the radio at pre-set times. A 12 part drama series on domestic violence was broadcast on the radio, with Musasa then using cassettes of interviews and discussions on domestic violence as a follow-up, and then asking people listening to the radio to discuss what they thought about the interview/discussion together in the radio club.

The *BUS RAPE CAMPAIGN* was launched in November 1999, with the aim of running for 13 months. The graphics designed by Walsh Design, of the face of a half man, half beast carried the wording "You are only half a man if you rape a woman. Sex without consent is rape. For more information contact Nisaa 011 854 5804/5." 20 buses carried the huge poster, this was then extended to 10 taxis.. Posters of the advert were also distributed to other organisations and placed in strategic places including billboards on highways, creating enormous public debate and facilitating empowerment of women. SANGOCO - the national coalition of NGOs awarded Nisaa first prize in the Communications category of the SANGOCO annual awards for this campaign.

The campaign has in fact been continued into 2001. 10 buses are now carrying the poster. The taxi industry continued to lend its support through negotiations with Motaleng Township Marketing Strategies, with 12 taxis carrying the poster from January 2001 and rape pamphlets being distributed at taxi ranks.

Graham Middleton GM of Comutanet media company, says that the Business Rape campaign was the first time such a sensitive issue had been dealt with in this way, and he and his staff are very proud to have been associated with it - staff put the stickers on their bins and voluntarily wore the white ribbons. He said that Nisaa handled the launch very professionally and drew a wide range of media and the Department of Transport to the launch. Following the Rape campaign Comutanet has had approaches from similar agencies and from government i.r.o. an Aids campaign. These approaches and the large number of phone calls during the campaign are the industry indicators that a campaign has been successful.

Random interviews by the evaluators reveal that there is hardly anyone who has not noticed this campaign - surely one of the most successful gender violence campaigns any where on the globe. Media coverage was extensive across the full spectrum of the printed media in particular. UNIFEM requested Nisaa to make the graphics and campaign materials available to them to put into a World Campaign directory, which looks at best practice globally.

From January to June 1999 Nisaa conducted an *ELECTION CAMPAIGN* to coincide with South Africa's second democratic election in April 1999. The campaign took two forms - an email campaign in which the various political parties' responses with regard to gender issues and woman abuse were publicised, and an election forum where political parties presented their views. Apart from the heightened public linking of women and the elections, Nisaa was requested to write articles on this topic for the Women's Health Project and the Women's Media Watch publications. Nisaa received enquiries for assistance and information from women, and some angry phone calls from men as a result of this campaign.

On the International Day of No Violence Against Women in 1999 Nisaa, together with other NGOs held the *BUS TO THE VAAL* campaign, which was aimed at raising awareness about VAW and creating solidarity amongst women in the Vaal region in particular. White ribbons and pamphlets were distributed from the bus, which made stops in Orange Farm, Sebokeng and Sharpeville.

A similar event called *GET ON THE BUS CAMPAIGN* took place on 22 April 1999 when the director and staff of Nisaa drove on the bus through Johannesburg, Alexandra and Sandton educating on issues of VAW and distributing white ribbon pamphlets. The major Gauteng daily newspaper the Star featured the campaign and noticeably more women called in to Nisaa following the campaign.

In March 2000 the *JUSTICE FOR ANNE CAMPAIGN* was launched, and is still running currently. Anne is a survivor of domestic violence, shot by her husband, who has been poorly served by the SA Justice system which keeps postponing hearings. Nisaa took up the cudgels on Anne's behalf, lobbying and mobilising together with other women's organisations, in order to challenge the justice system and to ensure that women's voices of dissatisfaction were heard. Anne and Zubeda appeared on national television together. A petition was drawn up and in addition letters of complaint were sent to various government departments. Nisaa also gave Anne support through the court proceedings. In 2001 she was hired by Nisaa to work in its Finance section. She speaks movingly of how Nisaa gave her hope and strength to persevere when it seemed there was no hope to be had - see prelude to report

Another innovative campaign by Nisaa in 2000 was the EDGARS RED SQUARE CAMPAIGN. Red Square are specialist shops within the nationwide Edgars retail group which specialise in products for women. They distributed domestic violence pamphlets in all their stores throughout 2000. Pick 'n Pay another huge SA retail food chain, has done likewise.

Also in 2000 a *DATE RAPE AWARENESS CAMPAIGN* was conducted during the sixteen days of activism in three schools in the Orange Farm area. 900 learners were reached. Two more high schools were targets of campaigns in 2000 namely, Tetelo High School in Soweto (male and female learners) and Azara Secondary School in Lenasia (female learners). Evaluations of the sessions revealed improved self-esteem in learners and more confidence in interpersonal skills.

Exhibitions with manned tables were used and continue to be, at selected shopping malls and community fetes. Staff participate in these on a rotation basis.

3.8 Other role players' perceptions of Nisaa

Shoki Tshabalala of the SA government department of Social Development's national head office:
" If I were to choose, I would give Nisaa the money first in the sector". When the evaluator enquired as to the reason for this, Ms Shabalala said the following:

- * what differentiates Nisaa from other players in the sector is the stability in its leadership compared with other NGOs
- * Nisaa's passion for what it does which enables it to hold on even when things are difficult
- * the fact that if the Department gives a policy document to Nisaa, Nisaa does not just accept it but questions it and queries points in the document
- * Nisaa's efficiency - "at the Shelter workshop I pointed out some things to Nisaa One month later the required documents were on my desk. As a result we gave money to Nisaa which we had not budgeted for them.

Ms Shabalala indicated that the Department would look favourably on a business plan from Nisaa which comprised a "basket of services" where government could fund the whole basket. She would also like to see Nisaa running a bigger Shelter.

Kelly Hatfield (director and former Board member) and Jeanette Sera (Shelter Manager) of POWA

KH noted that there is naturally a dilemma between the need to have as many service providers as possible versus the fact that there are limited resources to be shared between them. She feels however that Nisaa provides a much needed service. There have apparently been some tensions between the two organisations in the past. She sees the relationship now as one of being helpful to one another, and that when POWA has referred women for counselling at Protea the standard of the counselling has been good. While KH thinks that the fact that Nisaa's main base is in Lenasia makes it appear ostensibly Indian, POWA is happy to have Nisaa operating here as they do not cover this area and do not feel in touch with it. She considers that the service is acceptable to women in the area, but has some concern that African women report that they feel less at home in the Nisaa shelter than do Indian women.

KH appreciates how Nisaa includes POWA in meeting overseas visitors who come to Johannesburg.

KH also expressed concern at how ineffectively the Gauteng Network against Violence was operating compared with that of the Western Cape. Her view is that the Network should be a high profile organisation and NOT a service provider. Meetings are apparently disorganised, with poor time keeping, resulting in decision makers keeping away from the meetings.

Jeanette Sera spoke warmly of the working relationship she had had with Jooli Taylor of Nisaa's Shelter, and said POWA is currently concentrating on its new Shelter. During 2001 she has found the Nisaa Shelter co-operative where requested to provide protection orders, for example. JS says she is unwilling to buy into complaints about the Nisaa Shelter, as she knows from her own experience that POWA gets accused of having favourites in the Shelter, and threats are made to "take the POWA Shelter to Felicia "(TV talk show host!) and that one must accept that women in a Shelter are under stress.

Lesley Anne Taylor of *Masimanyane* in the Eastern Cape reports that Nisaa is one of the few organisations she has found she can work with - "we have had very positive experiences with Nisaa." There have been a number of exchanges with Nisaa, including co-operation over the CEDAW conference in New York in 1999, at which a shadow report critiquing violence against women in SA that had been completed by five SA NGOs was presented as a counterpoint to that

of the SA government. "Nisaa has strengthened our work, and we have contributed to them. We have a similar conceptual framework, and have mutual respect for one another. We are not territorial towards each other, there is no negative rivalry between us." She went on to say that Nisaa has a better grasp of the issues than most NGOs in the sector, and that Nisaa is clear on what it can and cannot do, while still being flexible. She describes Nisaa as well managed and very professional in the way it responds timeously in communications with Masimanyane.

Lebogang Malepe formerly of *Tshwaranang Legal Advocacy* and now at the *Justice College* in Pretoria, stated that "Nisaa does amazing work, particularly with the campaigns it runs. Nisaa identifies an issue, zooms in on it and stays with it." She also spoke of "the impressive courses" which Nisaa runs and some of which she has attended e.g. the Shelter Workshop in November 2000 and the documentation of human rights abuses with Human Rights Watch.

Viewing Nisaa as a service provider she feels that Nisaa does excellent work but has a limited geographical focus. When the evaluator said that staff at Nisaa were suggesting a satellite office at the Johannesburg court, LM reacted enthusiastically, saying that most Nisaa clients use the Johannesburg court anyway and that POWA does not have a presence there.

Her major concern about Nisaa was the turnover in staff.

Barbara Holtman director of *Business Against Crime* said she had had only limited contact with Nisaa, but had been very well briefed by it for her address at the Shelter workshop. She enjoyed dealing with Nisaa and was impressed with its good relations with the broader environment. BH said "there is a dearth of people who can give policy overview and Nisaa can. They are both 'hands on' and know the theory." BH felt that Nisaa fulfilled an important role both in bringing people together for the Shelter workshop and in producing the book RECLAIMING WOMEN'S SPACES.

BH's only criticism was whether Nisaa had an adequate data base as she had received five calls from people at Nisaa wanting her address.

Lisa Vetten of the Centre for the Study of Violence and Reconciliation states that Nisaa offers an excellent service and is always the first service provider that they approach. She thinks that Nisaa could do more to market the quality of the service it provides, in order to have a generally higher profile. She finds the turnover of staff worrying, and would like to see Nisaa involved more in the national network against gender violence. She complimented Nisaa on the Shelter workshop and thinks that Nisaa can make the most significant contribution to maintaining a shelter network of any of the organizations in the sector,

The final word in this section goes to the ANC MP for Lenasia, Ismail Vadee, who sees Nisaa as playing a somewhat unique role in the community compared with other NGOs which he sees as more charity based e.g. providing pensions. He noted the following aspects:

- * Nisaa's training programmes especially of young people in the schools, creating awareness of domestic violence and developing skills in young people
- * the safety net that Nisaa's Shelter provides in the community. He admires the way that Nisaa stood its ground and was bold under community pressure in connection with having a Shelter in the area
- * he would like to see the direct involvement with the police and the community policing forum expanded even further, and to see the trauma centre re-established.
- * the valuable work being done in Orange Farm
- * he would like Nisaa to build more constructive relationships with a wider network of women's groups in Lenasia, even though these were more conservative in approach than Nisaa.

3.9 Legislation on related to gender violence which impacts on Nisaa's services

Significant strides have been made in South African legislation since the last evaluation of Nisaa in 1997, including the Domestic Violence Act of 1998, which came into operation only 13 months later in December 1999 and the Maintenance Act of 1998 which came into operation in November 1999. This is hugely encouraging, but there is still considerable frustration for players in the DV sector in that all too often the law is not followed in practice on the ground in the Justice system.

In the current issue of the Mail and Guardian (May 4 to 10 2001), for example, the prominent South African journalist Charlene Smith, herself raped two years ago, writes under the headline "No justice for rape survivors" of how a 17 year old survivor of gang rape was shot dead on the Cape Flats after she gave evidence in the case against the gang. No provision had been made for her to testify in a room with a camera, specifically designed for children. She had previously been forced to stand in the same court with the perpetrator - something that according to the law should never happen.

A 14 year old survivor recently tried to commit suicide 2 days before she was to give evidence against the 53 year old man accused of raping her. Smith goes on to say: 'Two years ago South Africa was awash with campaigns about rape, radio talk shows were jammed, television specials were aired, politicians made promises - two years later the hype has died and rape statistics are up according to police sources.

Thoko Majokweni, head of the unit that investigates sexual offences in the National Directorate of Public Prosecutions, says sexual violence forms more than half the court roll in all courts... there is talk of closing down the specialised police sexual offences unit; district surgeons' offices are already closing, making specialised forensic exams more difficult to get, and in many cases ensuring the rapists walk free..... Majokweni says that it is important that victim-impact reports be given by experts so that the magistrate or judge understands the effect of the crime on the survivor.'

Reading Smith's report raises the question as to whether the way forward for Nisaa or a consortium of players is to either employ forensic nurses or to lobby the government to provide a widespread forensic nursing service to DV survivors. It is also a sober reminder of how long it takes to change a violent culture and how much endurance is required from an organisation such as Nisaa.

It is important to note that in 1998 the Department of Justice convened the SADC conference on violence against women, which issued a declaration which was adopted by the SA government. The declaration calls on governments of member states to:

- * Establish laws to protect victims and to punish offenders.
- * Develop a process to eradicate gender bias in the legal system.
- * Create access for women and children to counselling, restitution and reparation.
- * Adopt a broad spectrum of measures to ensure representation of women in leadership./
- * Ensure that services are available to abused women (health, legal, social welfare, counselling and other services)
- * Ensure that research and training are undertaken to prevent and respond to violence.

There are a number of structures in place to deal with gender issues in South Africa, the three most prominent being the Commission on Gender Equality, the Parliamentary Joint Monitoring Committee on Improvement of Quality of Life and Status of Women (tasked with monitoring the SA government's implementation of CEDAW and the Beijing

Platform for Action - this committee acquired a researcher in 1998), and the Office of the Status of Women.

3.10 Review of Nisaa in relation to international trends in the field of gender violence

The timing of a visit to South Africa during the period of the evaluation, by one of the world's most dedicated activists and theorists on gender violence, Gill Hague, was of great value to the evaluators. Gill Hague has written widely on domestic violence and is the co-director of the Domestic Violence Research Group attached to the University of Bristol's School for Policy Studies in the UK. The DV Research Group works closely alongside the Women's Aid Federation of England (WAFE). WAFE is the key national body in England promoting the protection of women experiencing domestic violence and their children, and co-ordinating refuge, support and advocacy services. One has only to see the director of Nisaa in dialogue with Gill Hague to realise how informed and up to date Dr Dangor is on all global thinking on domestic violence. It was a delight to observe this discourse. The contributions from the staff of Nisaa describing the innovative work being done "on the ground" in Gauteng was also inspiring. Examples follow below:

International trend 1. : Hearing the voices of the abused women and their children.

GH spoke of efforts being made around the world to raise the profile of the voices of survivors and their children. Survivors are being consulted more and barriers being broken down between service receivers and providers. Activists in GV are calling for services to be moulded around what women and children need and say. GH states that some funders apply pressure to professionalise services, but she warns against a stance of Professionalism vs. Incorporation of abused women and children. She points to the enormous contribution around the world of women in the DV sector, who are both survivors and professionals. One model being tried in the UK is to have parallel survivor and inter-agency groups, which meet regularly to listen to the views of survivors. Combining the two groups has not worked, as the language and agenda of the interagency groups is of little interest to survivors.

There are a number of examples within Nisaa of hearing the voices of survivor, including:

- * The Justice for Anne campaign
- * The survivor groups being held in Soweto (including movement therapy) and being planned for Orange Farm
- * The fact that some Nisaa staff are survivors and an ex-Board member is an ex-resident of the Nisaa shelter
- * The proposed "Court Watch" system based on the Pietermaritzburg project, where survivors will be available at court to support survivors and to monitor the court system to ensure that justice is seen to be done.

The Shelter can also play an important role in empowering survivors through finding more and more ways to hear the voices of survivors and their children and for Nisaa to feed this information into the DV sector in the region.

International Trend 2: Hold Men Accountable, Support Women

Hague states that civil and criminal justice for abused women is a problem all over the world. Efforts to address this include Brazil establishing some women only police stations; in Canada better ways of working with the police have been found based on "ENHANCED INVESTIGATION, VIGOROUS PROSECUTION". Instead of working with or training police on their own, a proactive integrated community response is sought. Hague believes that more and more of this approach will be seen across the world.

Swagaa is moving towards integrated training and perhaps this could be pursued by Nisaa as well. Narrative reports from the region indicate that a high percentage of perpetrators are policemen, and we acknowledge that it is difficult not to lose heart when up against the practical difficulties experienced with and in the police force. We recommend that the focus be brought again to the most effective ways of working with police in the SA context and to capitalise on the vastly increased number of policewomen now staffing police stations, as well as distributing Nisaa posters and materials again to police stations.

International Trend 3: Multiagency work

In much of the world there are tensions between different players in the DV sector, but Hague reports successful initiatives where the abused, women's movements, social service agencies, NGOs, police, the Shelter movement and the courts formally work together in a structured and co-operative way. At times this takes the form of "one stop shops" where women survivors respond very positively to the fact that their first contact at the one-stop is with a fellow survivor. Excellent projects in the USA and Canada take other forms, but are underlaid by the following principles:

- * strong criminal justice
- * support available for counsellors and social workers
- * work with children in groups and as individuals
- * work in schools for the next generation
- * empowerment of women and children

Checking Nisaa against the above five principles, all except the first are inherent in Nisaa's functioning, and the first is a huge and long term battle in which Nisaa has played a vital role through its advocacy and campaigns. The latest initiative in Nisaa is a project in Soweto where Anna Radebe has called together a task team for stakeholders, who will together compile a list of resources in the area. It is important, in our view, that more effective ways of providing encouragement and acknowledgement for the leadership of Nisaa be found, in order for them not to lose heart in the face of the formidable odds facing them and requiring extraordinary resilience in the violent social context of South Africa.

Mention needs to be made here of an international conference on Women and War called by the Heinrich Boll Foundation, which they asked Nisaa to host in Lenasia and to which they invited the HBF programme officers from countries such as San Salvador, Bosnia and Kenya. Heads of departments at the HBF head office in Germany attended, and there were several prominent speakers from South Africa and elsewhere. Dr Dangor presented a very well constructed paper entitled *FIGHTING VIOLENCE AGAINST WOMEN AFTER APARTHEID*.

3.11 Review of SWAGAA - Swaziland Action Group Against Abuse

SWAGAA - Swaziland Action Group Against Abuse

1. Interviews
2. Notable Points
3. Recommendations.

1. Interviews conducted in Swaziland

Day One: Veronica Mathebula and Ruth de Bruyn

Hosted throughout day by Swagaa Director, Khosi Mthetwa

- 1.1 Chairperson of the Swagaa Board, Tizie Maphalala
- 1.2. Survivor who creates bead brooches for the White Ribbon campaign
- 1.3 Gender Consortium comprising Swaziland Council of Churches, Women's Resource Centre,
Thola (microlending NGO peri-urban areas), CANGO - umbrella body for NGOs focussing on building capacity) and Save the Children.
- 1.4 Swagaa staff - in a group (male and female staff)
- 1.5 Survivor currently in counselling with Swagaa
- 1.6 Chairperson of the Fundraising Committee, who is also a Swaziland businessman
- 1.7 Staff working for the business man adjoining Swagaa premises

Day Two: Ruth de Bruyn

Hosted by Programme Manager for Education, Nonhlanhla Dlamini, for the morning

- 1.8 Taxi/minibus driver at taxi rank, with white ribbon logo on his vehicle
- 1.9 Projects manager, Family Life Centre, Swaziland (family planning and hiv/aids)
- 1.10 Senior police officer at Swaziland Royal Police headquarters
- 1.11 Female administrator, Royal Swazi Police headquarters
- 1.12 Director responsible for liaison with NGOs of Home Affairs Department of the Swaziland Government
- 1.13 Medical doctor who refers women and children to Swagaa
- 1.14 Journalist, The times of Swaziland
- 1.15 Volunteers and staff of Swagaa (in group)
- 1.16 Round up interview with the director, K. Mthetwa

Quotable Quotes from interviews

'The White Ribbon Campaign has placed domestic violence on the national agenda' - Members of the

Swaziland Gender Consortium

'Nisaa is our big sister - they consulted with us, respected our opinions and adapted the white ribbon

campaign to Swaziland conditions' - K. Mthetwa, Director, Swagaa

'Swagaa has impact way beyond its size and short period of existence as an NGO. It is very effective'-

Nonhlanhla Dlamini, Director at Home Affairs Department of Swaziland Government

'When a young schoolgirl is wearing the white ribbon, a young boy will know not to mess with her. He

will know that she knows her rights" - Senior Police Officer, Royal Swazi Police

2. Notable Points

- 2.1 It is difficult to imagine a more effective campaign than the White Ribbon campaign in Swaziland. The Prime Minister and his Cabinet attended the launch and the Department of Home Affairs on their own initiative distributed white ribbons at the Swaziland Trade Fair. At their own expense, the widely read Times of Swaziland placed a white ribbon and a support pamphlet in every copy of the Times on the day of launch, and the Swaziland Posts and Telecommunications company later installed a toll free line for Swagaa clients. Nisaa supplied 100,000 white ribbon pamphlets for the launch. Busses and taxis sported the white ribbon, and a year later the white ribbon is still to be seen displayed on the school uniforms of the young. In a nation of just under one million people, the national Swazi radio station broadcasts in the only two official languages, English and Siswati, and is listened to by 98% of the country's population. They too threw their weight behind the White Ribbon Campaign. The campaign has had an impact on all ages and classes in Swaziland, with domestic violence an openly talked about national issue. Narrative reports say that the word Swagaa has merely to be mentioned to deter some potential perpetrators. In a short time, Swagaa has established itself as 'the expert resource' on domestic violence. The leadership of Swagaa are high profile, respected professionals in their own right, and their pronouncements are given weight by the community.
- 2.2. Swaziland is still a largely traditional and patriarchal socio-political system, which fosters subservience. Incest has not historically been seen as criminal by some citizens, but since the White Ribbon campaign this has changed with both women and children being far better informed about their rights. The educational programme in schools has been very well received with a pilot programme intended for four primary schools having to be expanded to twenty primary schools and ten high schools because of the overwhelming demand. Qualitative research into child sexual abuse has been conducted and published by Swagaa, with interviews conducted, amongst others, with survivors and perpetrators.
- 2.3 From the start Swagaa has strongly linked violence against children with violence against women. This has been a shrewd strategy in that no one in his or her right mind could belittle such a stance. Specialised counselling for children in a room set up for children, is available at the Swagaa offices which are situated in a spacious home on a large central property in Manzini. After school facilities for children at risk are also offered on the Swagaa premises.
- 2.4 A Swaziland Governmental spokesperson noted with appreciation that Nisaa, as a South African based NGO, had crossed political boundaries in order to offer continuing support to Swagaa
- 2.5 Since the White Ribbon Campaign, rape cases have moved to the High Court where they were previously heard in a lower court; courts generally are now meting out harsher sentences for domestic violence than was previously the case, and a strong relationship has been developed by Swagaa with the Director of Public Prosecutions. These are significant changes although there is still some way to go in Swaziland with regard to Law reform.
- 2.6 There is a high level of capacity building for staff and volunteers. Regular sessions for supervision, debriefing and consultation are in place both in individual and group format. The programme manager for counselling is being funded to study for a master's degree in counselling at a UK university for a year. The next most senior of the counselling staff is doing a short specialist counselling course in Kenya.

- 2.7 Men are involved in Swagaa as voluntary counsellors, as staff in administration, education and counselling, and on the Board and Fundraising Committee. Men also approach Swagaa for assistance when a female relative of theirs is being abused.
- 2.8 Swagaa has developed an innovative strategy for working with domestic violence in rural areas. Apart from an office in a rural hospital, and programmes in schools, they are setting up discussion groups with street sellers in the rural village markets. Because 'everyone knows everyone else' in a rural setting, confidentiality is difficult, therefore Swagaa is taking a broad brush approach in the discussion groups and encouraging women to bring up any topics that affect their empowerment, including the abuse of women and children.
- 2.9 28% of Swagaa's budget is funded by Cordaid, 42% by Skillscape Africa, 22% by Open Society with the remaining 8% being met by small donors and internal fundraising.
- 2.10 While remaining totally committed to the work of Swagaa, staff feel somewhat demotivated and underrewarded by the level of their salaries and benefits.
- 2.11 While we did not have the opportunity to meet with the whole Board, it appears that the Board is united in wishing to see Swagaa succeed. The chairperson is a senior lecturer and head of department in Education at the University of Swaziland, and is married to a judge of the High court.

3. Recommendations

Swagaa is to be commended for its vision, efficiency and effectiveness. The credibility of its leadership in the community and the commitment of its staff and counsellors have meant that as a small and relatively new organisation they have had a national impact far beyond their material resources. They have maintained a clear focus on counselling, advocacy, education and research and resisted the temptation to 'be all things to all people.' As a result the public has no confusion about their role as the national resource on abuse against women and children. The following recommendations acknowledge the fine foundations already laid in Swagaa, and for the most part are already under discussion in Swagaa. We also pay tribute to the expertise and sensitivity with which Nisaa has played an advisory and supportive role to Swagaa in the highly successful White Ribbon Campaign.

1. *Swagaa be alert not to lose the momentum of last year's White Ribbon Campaign and to use the anniversary of it to again focus public and media attention on violence against women and children, re-issuing white ribbon logos on busses and taxis in particular. Since our visit to Swagaa shallow graves of 24 or so murdered women and children have been found in a rural forested area, apparently the work of a mass killer. Swagaa took the lead in calling for a national religious service on the site of the killings, to mourn the dead and show respect for them and their families.*
2. *The need for funding for a Shelter to house abused women has become desperate. Currently women are given 2 days temporary refuge in a children's shelter, which is*

distressing both to the children normally resident in the shelter and to the woman and her children. Additional staff capacity will also be required for the Shelter.

3. *Further law reform is required, as Swaziland is lagging behind what is acceptable to women and children in Swaziland. For example, no sexual harrassment law exists in Swaziland, SADC still has to finalise Gender Policy and currently rapists are not required to submit to HIV/Aids tests.
Newspaper headlines during our visit to Swaziland stated that 5% of the population has already died from Aids. Aids education is explicit and visible in Swaziland. Swagaa needs to continue to work collaboratively with other national and regional bodies in bringing about law reform.*
4. *Our impression is that due to the excellent public relations of Swagaa, clients approach Swagaa in large numbers, but the counselling resources are too stretched to give survivors sufficient support and follow-through, with a considerable proportion not returning for follow up interviews or joining a survivor support group. This should receive the attention of the Programme manager for Counselling on her return to Swagaa. There are frustrations with the legal services given to Swagaa clients by existent legal bodies and private law firms. As a result Swagaa is seeking funding to have a full time lawyer "on tap" at the Swagaa offices. They already have a candidate in mind - currently a Swagaa counsellor/supervisor. One survivor we met with had a policeman husband - her abuser - and she found it very difficult to get her case to trial because of her husband's influence. It is clients such as these who would benefit from intensified legal services.*
5. *This recommendation builds on the previous one, in that it encourages Swagaa to press ahead with its goal of establishing a "one stop shop" for abused women and children. We recommend that an already qualified nursing sister be trained in forensic nursing, and then be housed at Swagaa to assess and gather evidence in all domestic violence and rape cases and do aids blood tests where relevant.*
6. *Swagaa pursue its plans to integrate the training of police, government social workers (who are judgmental towards Swagaa clients), nurses, public prosecutors and teachers. The networking and mutual understanding and accountability that will flow from this, will be very valuable.*