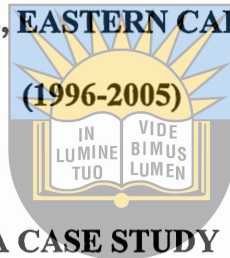


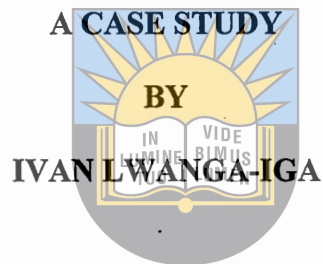
**A CRITICAL ASSESSMENT OF TWINNING IN THE DEPARTMENT OF
AGRICULTURE, EASTERN CAPE PROVINCE**



A CASE STUDY

BY
University of Fort Hare
Together in Excellence
IVAN LWANGA-IGA

**A CRITICAL ASSESSMENT OF TWINNING IN THE DEPARTMENT OF
AGRICULTURE, EASTERN CAPE PROVINCE
(1996-2005)**



Submitted in partial fulfillment for the requirements for the degree of
University of Fort Hare
Together in Excellence
MASTER OF PUBLIC ADMINISTRATION

Faculty of Management and Commerce

University of Fort Hare

Supervisor: Professor: Reckson Dovahani Thakhathi

(April 2008)

CONTENTS

ACKNOWLEDGEMENTS	vi
DEDICATION	vii
ABSTRACT	viii
ACRONYMS	xii

CHAPTER 1 – INTRODUCTION

1.1 Background of the Study	1
1.2 Problem Statement	5
1.3 Objectives of the Study	6
1.4 Research Questions	6
1.5 Significance of the Study	7
1.6 Delimitation of the Study	7
1.7 Summary	8



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CHAPTER 2 – REVIEW OF LITERATURE

2.1 Introduction	9
2.2 Origins of Twinning	9
2.3 The Twinning Approach	13
2.4 Twinning Light	14
2.5 Key Dimensions of Twinning	14
2.6 Fundamental Principles of Twinning	15

2.7 Forms of Twinning	17
2.8 Benefits of Twinning	18
2.9 Disadvantages of Twinning	20
2.10 Twinning in the Eastern Cape Province	21
2.11 The Department of Agriculture in the Eastern Cape Province	23
2.12 Theoretical Framework	25
2.13 Summary	27

CHAPTER 3 – RESEARCH METHODOLOGY

3.1 Introduction	29
3.2 Research Methodology	30
3.3 Research Design	30
3.4 Research Instruments	33
3.5 Data Processing	35
3.6 Ethical Considerations	36
3.7 Limitations of the Study	36
3.8 Case Study Organisation	38
3.9 Summary	38



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CHAPTER 4 – RESULTS ANALYSIS AND INTERPRETATION

4.1 Introduction	40
4.2 Research Findings	40
4.3 Research Question No.1	41

4.4 Research Question No.2	46
4.5 Research Question No.3	61
4.6 Summary	68

**CHAPTER 5 – CONCLUSION, RECOMMENDATIONS AND PROPOSED
FUTURE RESEARCH AREAS**

5.1 Introduction	69
5.2 Conclusion	71
5.3 Recommendations	75
5.4 Suggestions for future Studies	77



BIBLIOGRAPHY	79
---------------------	----

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ADDENDUMS	83
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- Permission from HOD Agriculture to carry out research
- Copy of general questionnaire
- Copy of key respondent questionnaire
- Statistical tables

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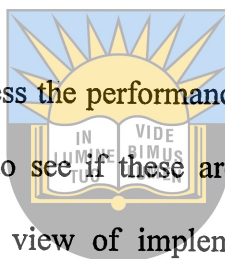
DEDICATION

This piece of work is dedicated to the following:

1. Sabine Hannelore, my wife, colleague and best friend, for always being there for me.
2. My two lovely children Beatrix and Hendrik who always make me proud to be a father and a parent
3. My late father Samson Mutekanga Iga Esq (MBE, Independence medal,{Uganda}) and my mother Edith Nabunya Iga who have always encouraged me to be the best I can
4. My other family Ursula and Friedhelm Schweizer who have always provided me and my family with the parental warmth anybody would envy
5. My six siblings Daniel, Anita, Tarzan, Angela, Samson and Wilson, who in spite of being spread all over the continents, still remain close to my heart
6. Aunt Norah and Uncle Wilson Kyobe for nurturing that which is still making me strive for more in life

ABSTRACT

The Department of Agriculture in the province of the Eastern Cape has twinned with a number of countries since 1996, the latest being Spain in 2005. There is a total absence of how twinning and the projects therein have performed thus far. Without this sort of information, it is impossible to determine the usefulness of such programmes within the department. A preliminary survey showed that no published study about twinning per se in the province is known to have taken place up to now.



It is, therefore, opportune to assess the performance of the twinning arrangements in the Department of Agriculture to see if these are meeting their goals, and if not, identify the hindrances with a view of implementing some remedial activities.

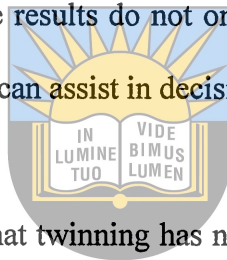
Whereas this study concentrated on the situation in the Department of Agriculture, the results thereof would indeed be beneficial to other sister departments and in the municipalities in the province involved in similar activities.

Twinning as a form of development assistance, especially geared towards “institutional development”, has a very different philosophy as compared to the conventional technical assistance, commonly referred to as TA. Twinning fosters a partnership approach to activities, provides for joint accountability, presupposes friendship and sustainability, but also ensures “mandatory deliverables”.

Most development assistance is now delivered using this instrument because of its competitive advantages vis-à-vis the other conventional methods.

This study did not attempt to analyse each and every individual twinning engagement but rather took a broader view of twinning as a developmental tool in the department; individual scrutiny of each twinning arrangement has been recommended as a possible area for further study.

The methodology used, namely that of Programme Evaluation, is recommended for studies like this one, because the results do not only add to the body of knowledge, but also yield information which can assist in decision making.



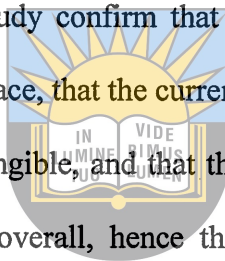
The study results clearly show that twinning has not yet produced the desired results and impact in the Department of Agriculture. There are many hindrances but these are systemic in most cases and are deeply rooted within the operational environment and administration. In spite of the very low impact of the twinning programmes in the department, many of the respondents knew what twinning meant, and were also very eager to see similar programmes being implemented in their areas.

It is evident from this research that twinning's success or failure lie not only within the department, but also to a large extent with staff themselves. Programme initiation and implementation seem always to have been faulty, in that while MOUs were signed in several cases, no project plans could be traced. There was neither a co-

ordinating office nor a core of dedicated staff to run these programmes in the department.

According to most respondents twinning as a programme is not as widely known in the Department of Agriculture as it should be, save for the operatives who deal with the programme on a day-to-day basis. This could have been communication or staff resisting taking ownership of the process.

The overall results from this study confirm that needs assessment should be done initially before twinning takes place, that the current implementation process is faulty, that the outcomes are not yet tangible, and that the current impact from the existing twinning projects is very low overall, hence the call from most respondents for twinning in the Department of Agriculture to be reviewed.



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Most respondents preferred to twin with EU-member countries, did not care about the gender of the twinning partner, preferred a partner who had the ability to pass on his/her expertise, and almost all felt that exchange visits were a key factor in all twinning programmes.

The one consolation from this research is that whatever has happened in the last 10 years could be taken as first-generation projects with the hope that the next projects (second- and third-generation) are likely to be more successful, having learned from

the experiences of the first one. This is the experience recorded in the EU pre-accession twinning programmes.

Although the overall impact of twinning in the department is very low, the linkages and friendships which have been built over time and are sustained over the distances through this process cannot be overlooked. It is interesting to note that several other workers have echoed these sentiments, like Cooper et al (2003) who said that “... when conditions are right and people are right twinning produces excellent results” and Badroodien et al (2005) saying that: “Mutual respect and mutual learning are essential ingredients between donor and partner countries that make for successful development.”



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ACRONYMS

ANC	AFRICAN NATIONAL CONGRESS
ASALGP	AUSTRALIA SOUTH AFRICA LOCAL GOVERNANCE PARTNERSHIP
CARDS	COMMUNITY ASSISTANCE FOR RECONSTRUCTION AND DEVELOPMENT/ STABILISATION
DOA	DEPARTMENT OF AGRICULTURE
DOL	DEPARTMENT OF LABOUR
EU	EUROPEAN UNION
GTZ	GESSELLSCHAFT FUER TECHNISCHE ZUSSAMENARBEIT
ICAD	INTERAGENCY COALITION ON AIDS AND DEVELOPMENT
ICID	INTERNATIONAL CENTRE FOR INFECTIOUS DISEASES
ISD	INSTRUCTIONAL SYSTEM DESIGNS
MOU	MEMORANDUM OF UNDERSTANDING
NORAD	NORWEGIAN AGENCY FOR DEVELOPMENT CO-OPERATION
OECD	ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
PGDP	PROVINCIAL GROWTH AND DEVELOPMENT PLAN
PAP	PROVINCIAL ADMINSTRATIVE PROJECT
PHARE	POLAND AND HUNGARY ACTION FOR THE RECONSTRUCTION OF THE ECONOMY

SIDA	SWEDISH INTERNATIONAL DEVELOPMENT CO-OPERATION AGENCY
TACIS	TECHNICAL AID TO THE COMMONWEALTH OF INDEPENDENT STATES
UNEP	UNITED NATIONS EDUCATIONAL PROGRAMME
WMO	WORLD METEOROLOGICAL ORGANISATION
WSA	WATER SERVICES AUTHORITY



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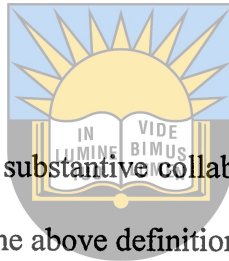
CHAPTER 1
INTRODUCTION

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1.1 Background of the Study

The term “twinning” has no single definition and, therefore, it means different things to different people.

Twinning is defined by the Merriam-Webster Online as “... to bring together in close association: COUPLE”.



It can also be defined as formal substantive collaboration between two organisations (Health Canada ICAD: 1999). The above definition, now widely used, emphasises the fact that there is an agreement or contract in twinning, which presupposes a sustainable interaction between the involved parties involving a specific project or exchange of information and skills.

In local community terms, this could be a link between two similar communities: In the process mutual problems are discussed and cultural and social links are forged, the basic principle here being reciprocity.

The World Bank defines twinning as “... a process that pairs an organisational entity in a developing community with a similar but more mature entity in another

community” (Ouchi, 2000:5). It is, like long-term advisors, short-term advisors and training, a technical-assistance instrument.

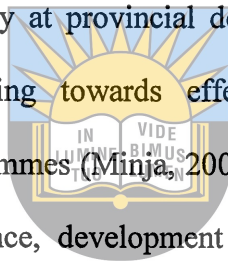
Twinning originated in Europe shortly after World War 2 in an attempt to bring former enemies together as a positive contribution towards peace. This resulted in several European towns and villages coming together, a practice which has continued successfully in the current European Union set up.

Twinning has been extensively used in the European Union to assist new members, especially former Eastern European countries, to meet the requirements for EU membership. The best examples here are the PHARE programme which was used to reconstruct the economies of Poland and Hungary, the TACIS programme which assisted incumbent new members in developing and modernising their trade, democracy and legal systems, and the CARDS programme which specifically helped in the reconstruction, development and stabilisation of the former Balkan states, namely Albania, Bosnia, Croatia, Yugoslavia and Macedonia. (Senatskanzlei, Berlin. 2005)

Twinning was later adopted by many countries as a tool which their development agencies could use, rather than the seemingly ineffective developmental assistance methodologies of the time. Development agencies, especially from the Nordic States and Canada, have used this method extensively in Africa and elsewhere with the aim of strengthening the effectiveness and efficiency of service delivery (Minja, 2001:1).

Twinning in the Eastern Cape province in particular, and in the whole of South Africa in general, rose out of the need to address general backlogs of the past, be it administrative, economic or political (Province of Eastern Cape, 2000). The ANC in its policy publication *Umrabulo* “recognised the importance of twinning in developmental areas, such as capacity building, service delivery and infrastructure development” as a means of addressing some of the critical challenges faced by the government of the day (ANC, 2002).

The goal of twinning, especially at provincial departmental level, is to strengthen governance, thereby contributing towards effective and efficient delivery of government services and programmes (Minja, 2001:1). This would in effect involve projects around good governance, development of democratic principles, human rights and addressing basic social needs.



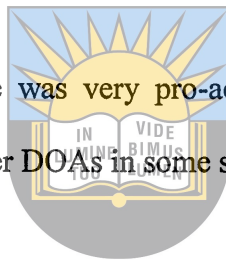
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A Massachusetts summary report sees this co-operation as “... a unique international partnership based on long-term institutional relationship building ... more sustainable as compared to the traditional model of short-term project development ...”. (Massachusetts, 2004:1)

Almost all these twinning arrangements in the provinces are initiated through formal contact at country level between the twinning parties and South Africa, as envisaged in the Constitution of the Republic of South Africa, 1996. It is only then that contact

is enabled with provinces with similar interests – hence termed “Agreements for co-operation and initial understanding” (Massachusetts, 2004).

Once the province has signed a formal co-operation agreement, the contents thereof are circulated to various stakeholders in the province, government departments, business chambers, non-governmental organisations (NGOs), labour movements and parastatals to enable them to identify areas in which they can participate (Province of Eastern Cape, 2000).



The Department of Agriculture was very pro-active in this regard in that it had twinning arrangements with other DOAs in some six countries.

These are:

- British Columbia (Canada)
- China
- Lower Saxony (Germany)
- Luxembourg
- Padua (Italy)
- Spain

Since the initial agreement of co-operation or twinning was signed, there has never been any comprehensive assessment of how they are functioning and whether they are achieving the intended results. The Office of the Premier – with assistance from GTZ (A German Technical assistance organisation) – did produce a brief synopsis of

the current agreements in 2000, limiting themselves to identifying the agreements so far signed, coupled with collating the copies of signed agreements. (Province of Eastern Cape: 2000).

Another attempt was made starting in 2002, completed in 2004 by a group of consultants, Group Indigo, and also sponsored by GTZ, but once again the product fell short of looking at twinning per se (Group Indigo 2004).

1.2 Problem Statement

The Department of Agriculture in the province of the Eastern Cape has twinned with several countries since 1996, the latest being with Spain in 2005.



However there has been no feedback on how these agreements and projects have been performing up to now. Without such information, it is impossible to determine the usefulness of such programmes within the department. A preliminary survey shows that no published study of this nature is known to have taken place in the province to date.

It is, therefore, opportune to assess the performance of the twinning agreements in the Department of Agriculture to see if these are meeting their goals – and if not, to explore ways of implementing remedial activities.

This study seeks to determine the extent to which the current twinning programmes in the Department of Agriculture have contributed towards the achievement of departmental goals.

The results from this study would be beneficial not only to the Department of Agriculture, but also to other departments and institutions in the province engaged in similar twinning programmes.

1.3 Objectives of the Study

The study focused on the following:

- to identify the existing twinning programmes in the department and assess their impact on the developmental objectives of the Eastern Cape; and
- to identify possible impediments in the conception, planning and implementation of the twinning programmes.



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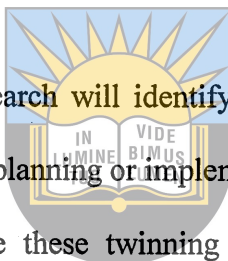
1.4 Research Questions

- Which twinning programmes were instituted in the Department of Agriculture in the Eastern Cape over the study period? (Status of the agreements over the period.)
- What impact did these twinning programmes have within the department over this period?
- What challenges did the department face in implementing twinning?

1.5 Significance of the Study

There is a need to establish whether twinning has been – and is still – beneficial in the provincial Department of Agriculture. MEC Gugile Nkwinti in his inaugural speech at the signing of the twinning agreement with Spain in 2005 said this twinning agreement that had been signed between his department and Spain would assist the province to develop its own agricultural strategy (SABC: 19 July 2005).

It appears that twinning has been adopted as a possible strategy for meeting departmental goals, hence more agreements are being entered into.



Given this framework, this research will identify any possible impediments in the process, whether in conception, planning or implementation, with a view of proposing remedial action so as to make these twinning programmes worthwhile. This is supported by Yegdis et al (2005) when they say that “program evaluation is applied research which is conducted for the purposes of making judgments about the effectiveness and the overall merit, worth or value of a given practice”. They believe that such a study yields results which can assist in decision making rather than simply enriching the available body of knowledge.

1.6 Delimitation of the Study

The study is limited to the Department of Agriculture in the Eastern Cape during the period 1996 to 2005. The Department of Agriculture was one of the provincial departments which were a signatory to some of the first twinning MOUs as far back

as 1996. While it will not seek to draw any generalisations, this study will be useful to other departments in the province with similar twinning agreements.

1.7 Summary

This study focuses on twinning in the Department of Agriculture in the Eastern Cape Province over the period 1996 to 2005. Twinning has been identified as a very useful tool in “institution building”. In comparison to the other tools in development assistance, twinning delivers on specific and guaranteed results (EU 2005). Whereas twinning has been practised in the province for some years, there has been no effort to evaluate the programmes involved, making it difficult to say whether these have been effective or not. Previous attempts emanating from the Premier’s Office to look at this topic on a provincial level fell short of meeting this need. The one attempt through a GTZ consortium ended up basically looking at the areas of engagement (Synopsis), and the other – by Group Indigo – ended up investigating donor-funded projects and not twinning.

The evaluation in the Department of Agriculture is intended to bridge this void with the hope that the results will be beneficial not only to this department, but also to others involved in twinning programmes in the province.

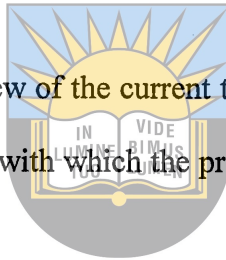
CHAPTER 2

REVIEW OF LITERATURE

2.1 Introduction

This chapter reviews the available literature on twinning as an instrument in development assistance. It traces twinning back to its origins up to the present day and also maps out the key components of this process with examples of areas and countries which have employed this instrument successfully.

This is followed by a short review of the current twinning policy in the Eastern Cape as well as a list of the countries with which the province was twinned over the period of study.



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2.2 Origins of Twinning

Twinning originated in Europe shortly after World War 2 and involved co-operation between towns and villages. It was a process of bringing former enemies together in attempt to secure peace and tranquility in Europe. It provided for a process of exchanging experiences, forging linkages as well as development of joint projects of common interest at all levels.

This has with time evolved into twinning at country and provincial levels and further into a north-south arrangement (developed to developing states). Twinning has been employed by development agencies like SIDA (Swedish International Development

Co-operation Agency) and NORAD (Norwegian Agency for Development Co-operation) over the past two decades as a distinctive instrument to provide Institutional Capacity Building in development co-operation (Blunt, 1999:381-402; Jones, 2001:91). It was seen by these agencies as a possible driver for better organisational development and sustainable capacity building. This was an attempt to replace the then-existing developmental assistance methodologies (technical co-operation) which did not seem to be effective.

Since the mid-eighties, the ineffectiveness of aid to poor nations has been put squarely at the door of the existing Technical Co-operation (TC) as a vehicle for development. Berg (2002) made a bold statement when he said that "... it is not too much to call TC the sick man of aid delivery modes". He went on to say that the failures of this methodology lie within three areas, namely misspecification of aid problems, policy changes and modalities which do not translate into stronger local institutions; and that aid reform is just not brought to the fore. In concluding his argument he pleads for a reworking of development aid and indeed recommends that twinning of institutions could be a more effective way of delivering aid.

The underlying principle here is that of a "learning organisation" which many authors believe to be the best way in strengthening organisations, which is a crucial element and a priority in developing countries (Jones, 2001). Garvin (1993:4) defines a learning organisation as "... an organisation skilled at creating, acquiring, and transferring knowledge, and also modifying its behaviour to reflect the new behaviour

and insights”. This thinking is further supported by Senge (1994) in his fifth discipline in which he says that “... the essence of becoming a learning organisation involves redesigning the nature of work itself so that while we are working we are learning”.

The European Community (EU) has also recognised twinning as a vital instrument in institution building in the process of taking on new member states in an endeavour to enlarge the EU. Some 10 000 twinning projects have been implemented in the so-called candidate countries thus far (EU, 1998:1; Cooper et al 2003:3).

On the other hand, local government in the United Kingdom feels that “twinning or partnerships” is the best way to deliver development because it is relevant to local concerns and service delivery and addresses those issues core to the functioning of the organisations. The people-to-people contact as a catalyst for sustainable community development is brought to the fore in this case (local government, UK).

Institutional Capacity Building can be defined as being programmes of change which can bring about improvement in services or performance (Tsibani, 2005:335; Jones, 2001:91). This can be done by strengthening competencies in resource allocation and management, policy development coupled with programme planning and implementation in an organisation. Extra thrust is directed towards improving managerial, technical and administrative capacities of an institution resulting in enhanced economic, social and democratic development.

Despite the above, Blunt et al (1999) note that the potential of twinning has not been fully exploited. They contend that although some benefits have been seen at the professional and technical levels, there is not much evidence yet in terms of sustainable institutional development.

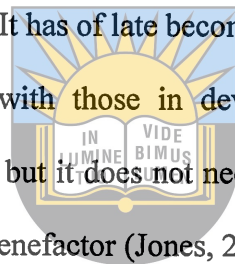
Jones (2000) in his investigations about organisational capacity building asserts further that there is “far less evidence that twinning projects have produced benefits in the development of sustainable organisations/institutional capacity”. Proctor (2000) concurs with this assertion when she says that “while it is not feasible to prove institutional development in a scientific fashion, it is certainly possible to identify successful contributions to South Africa’s public service transformation”. Olowu (2002) goes on to say that “other sources contend that twinning is more of a metaphor than an actual strategy for building capacity. As an actual strategy it may be costly and unsustainable”.

It is interesting to note, though, that Proctor reviewed twinning programmes in some provinces of South Africa between 1993 and 2000 through the South Africa/Canada Programme on Governance and found them to have been successful. She brought to the fore the symbiotic nature of twinning, but at the same time identified the fact that the success of twinning programmes depended to a large extent on using experienced civil servants, careful programme design and management, selection of appropriate partnerships, a strategic focus and flexible use of resources (Proctor, 2000: 319-325).

In the same breath Cooper et al (2003) in his valuation of completed twinning projects in the EU concedes that twinning cannot be taken as the only instrument useful in institutional development. He proposes that the old technical assistance systems still have their place in development and that a choice between the two can only be dedicated by the local situation and needs.

2.3 The Twinning Approach

Twinning is interpreted as the collaboration between organisations, centres or provinces with similar interests. It has of late become very applicable to institutions in developed countries twinning with those in developing countries (a north-south phenomenon) (Frank, 1998:35); but it does not necessarily mean that the beneficiary becomes a direct replica of the benefactor (Jones, 2000).



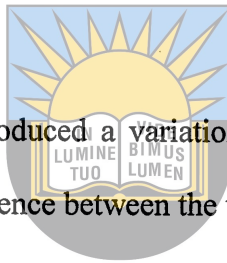
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Twinning allegedly increases rapid knowledge exchange, strengthens collegiality and helps improve delivery.

According to Tsibani (2005:335), the twinning approach “should be seen as a way of dealing with developmental implementation and operational issues rather than as a prescribed practice”. The twinning approach also endeavours to put the emphasis on development of an “institution” rather than an individual, which is a deficiency in the old developmental approaches (Blunt, 1994).

Ouchi in one of his World Bank publications concedes that it is “more effective at the operational rather than at the Institutional level”. (Ouchi, 2004: vii). He goes on to say that twinning is used for “Skills Transfer and not Skills Development in World Bank Programmes”. In this case the benefactor brings along proven skills to the beneficiary. This assertion brings to the fore the debate of sustainability. The bank seems to be putting emphasis on the operations rather than the institution itself, which then puts the whole issue of a “learning organisation” in question.

2.4 Twinning Light



The European Union (EU) introduced a variation to the current twinning process, called twinning light. The difference between the two is that in twinning light:

- there is no resident advisor
- it is not a requirement to have a jointly designed work plan, nor to deliver on a complex mandatory result
- the programmes have a short duration, a narrower scope and they do not necessarily end up in a long-standing relationship

Twinning light is relevant in tackling specific, targeted institutional issues (EU, 2007).

2.5 Key Dimensions of Twinning

These can be grouped into three categories, namely:

2.5.1 Design issues

This involves conceptualisation of the relationship and developing an implementation road map. One has to determine the type of twinning at this juncture, be it institution-to-institution, or institution-to-project; decide on the period of engagement; and clearly define the link to the individuals in the organisation, together with very clear outcomes and the purpose of the agreement.

2.5.2 Selection of appropriate partners

It is vital to consider issues like compatibility, the benefactor's technical competencies, system compatibility and of course the language issue, during the selection of partners.



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2.5.3 Cost

It is important from the start to look at the finances and the financing model (multi-donor or single).

The above issues are key (Proctor, 2000 & Blunt, 1999) to the success of any twinning programme.

2.6 Fundamental Principles of Twinning

Ouchi argues that the basic features of twinning are:

- the institution-to-institution relationship based on the two-organisation partnership model;
- the achievement of basic organisational capacity building;
- the ability to provide team co-operation;
- the provision of flexibility needed during project implementation, using various methods of assistance to ensure sustainability; and
- the ability to provide for “learning” (Ouchi, 2004:13).

In his paper which looked at the partnership between Namibia and a Dutch development organisation, Olowu (2002) concurs with Ouchi’s statements, but goes on to say that whereas all the above are important, their implementation should in no way jeopardise the projects themselves.



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Besides the above factors, it is imperative to ensure that the appropriate parties are chosen (beneficiary/benefactor) in terms of similar field of interest or activity, or structure, technology compatibility, and possibly fluency in each other’s language. The identified needs of the beneficiary must also be tailor-made to the ability of the benefactor, who in addition should be conversant with developmental issues.

The success of twinning is largely dependent on the design and arrangements of the relationship, in that the roles of key staff are clearly defined, the concept is clearly presented, and by making sure any interventions – even if they are addressing long-term

issues – should not forget the immediate needs of the organisation in which it is operating.

Further successes of twinning rely on mutual commitment to the programmes, multi levels in the beneficiary organisation, the expertise of the benefactor, programme flexibility, programme feasibility, project follow-up and mutual respect for each other within a good working relationship (Ouchi, 2004:19; Jones, 2000).

2.7 Forms of Twinning

There are mainly four forms of twinning:

- training exchanges;
- information exchange;
- technical exchanges; and
- collaboration on a specific project.



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Training exchanges involve exchange visits from partner organisations. This can either be through internships, on-site training or study tours. In internships, the partners work in partner organisations for short periods in project-tailored programmes.

In information exchanges, the visiting partner spends time in an organisation for purposes of getting relevant information, but not formal training. This can be two-way initiative.

During technical exchanges, members of a partner organisation visit and remain in that organisation for a period for purposes of accomplishing a given task.

Collaboration in specific ventures involves the two organisations working jointly on a particular programme.

2.8 Benefits of Twinning

A number of authors – among them Sibani (2005:340) and Ouchi (2004:14) – believe that there are a number benefits in twinning, as will be outlined later. The local government in the United Kingdom goes further, breaking down the benefits into three categories, namely local benefits for the organisation, people-to-people benefits; and general benefits. This classification will be used to capture the benefits of twinning overall.

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2.8.1 Local benefits for the organisation:

- (i) Capacity building: Strengthening of organisations through knowledge and skills transfer, which leads to improved policy implementation and delivery. In the process links and networking opportunities are developed and maximised, resulting in experience exchanges, and a process of learning from each other;
- (ii) Improved service delivery through identification of best practices from the partners: Identification of systems which have worked to prevent “reinvention of the wheel”. This is normally achieved through exchanges and collaborations resulting in more effective programmes;

(iii) Increased global awareness: This enables an organisation to operate in a more international environment, leading to a better understanding of international issues all over the world, hence the so-called global village. It gives the organisation a chance to compare notes with its counterparts.

2.8.2 People-to-people benefits:

(i) Relationship building: Mutual assistance and guidance in projects. This can easily work as a motivation for workers in an organisation through the presence of the other counterparts, resulting into organisational pride, confidence and self-esteem. This can also result in the building or development of one-to-one links;

(ii) Promotion of tolerance and understanding of each other: The major scourges of the modern world are racism, xenophobia and sexism. Twinning provides an interaction whereby people from different countries, cultures, beliefs and social orientations come together. In the process there is better understanding of each other and the world in general. Horizons are broadened, barriers are broken down and the focus is put on the bigger picture.

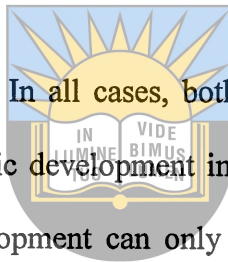
2.8.3 General benefits:

(i) Solidarity: The creation of a feeling of belonging to a larger community. The inspiration so achieved fires up local partners to emulate what is happening in the benefactor area. Partners share their experiences and expertise in various areas, which can lead to changes in the way services are provided;

(ii) **Networking:** The snowball effect created by being exposed to each party's existing local network paves the way for public awareness and learning. It has been proven that not only does this process result in public consciousness of global issues, but it can also be a useful mechanism through which local social, political and economic issues can be best understood;

(iii) **Education:** Lifelong skills like languages, organisation and communication can be greatly enhanced through twinning. The process provides for an opportunity for formal and informal learning to take place through the partner interaction;

(iv) **Economic development:** In all cases, both public and private organisations expect some sort of economic development in their outcomes, though the focus may differ. Economic development can only occur in a conducive operational environment and twinning by its nature presupposes this, because it encourages people to know, understand and be comfortable with each other.



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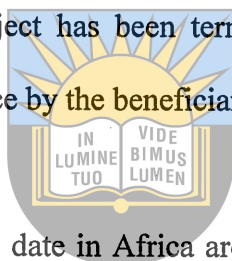
2.9 Disadvantages of Twinning

Twinning can also have a number of disadvantages. Ouchi (2004:15) gives the following examples:

- **Conflicting needs:** Benefactor may not be familiar with the developing country's needs;
- Could be seen as a form of "tied aid";
- Costs involved in selecting the right partners;

- Local problems in the beneficiary organisation's working conditions, salary scales, weak finance bases, weak legislation and the political environment; and
- Beneficiary apathy resulting in the benefactor taking too much control.

A major gap in the existing body of knowledge is the absence of ample proof that the twinning process does necessarily lead to “institutional development” or sustainable institutional capacity. There is also the real possibility of not sustaining the attained competence once the twinning project has been terminated. Some of these twinning projects could also lead to dependence by the beneficiary partner (Jones, 2000).



Very few studies have been done to date in Africa around twinning, and even fewer in South Africa itself. Some detailed studies have been done in Laos and Namibia. Proctor (2000) proposes further studies on the subject specifically looking at programme design, delivery and management approaches and the appropriate programme duration; this could be in various provinces and locations, especially in areas with known skills shortages (Tsibani, 2005).

2.10 Twinning in the Eastern Cape Province

2.10.1 Twinning policy guidelines in the Eastern Cape

In terms of section 231 (1) of the South African Constitution, the negotiating and signing of international agreements is a competence of the national government represented by the Department of Finance.

From the above it is clear that provinces are therefore prohibited from entering into international agreements; however they can enter into contracts or memorandums of understanding (MOUs) with foreign entities (GTZ/Province of the Eastern Cape 2000), as long they fulfill the following requirements:

- legal competency
- contracts do not conflict with national interests and customs
- the Department of Foreign Affairs is briefed

The province has a strict policy to guide the departments in making use of opportunities offered through twinning.



Twinning agreements are kept to a useful minimum and must be matched to the needs of the province as well as to those of the host departments. Once a department has been matched to a potential partner by the Office of the Premier, it then has carte blanche to develop mutual links in its areas of interest with its counterpart. (GTZ/Province of the Eastern Cape, 2000).

2.10.2 Status of twinning in the Eastern Cape over the period 1995-2005

The Eastern Cape had twinned with provinces in various foreign countries, as listed below:

	Province	Country	Date Signed	
1	Zhejiang	People's Republic of China	04/96	

2	Baden-Wuerttemberg	Germany	11/96	
3	Lower Saxony	Germany	08/95	
4	Padua	Italy	05/97	
5	Varna	Bulgaria	06/98	
6	State of New Jersey	United States of America	08/95	
7	Lower Austria	Austria	06/98	
8		Spain	2005	
9		Poland		
10	British Columbia	Canada	1995	
11	Massachusetts	United States	06/2004	
12		Luxembourg	11/96	
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(Source: International Agreements – Province of the Eastern Cape/GTZ January 2000)

2.11 The Department of Agriculture in the Eastern Cape Province

Structure

The Department of Agriculture has at the top echelon one MEC and one head of department or accounting officer at their headquarters in Bhisho. It is divided into four branches each headed by a general manager, namely:

1. Technical services
2. Agricultural development
3. Finance
4. Corporate services

The first two are categorised as technical components and the last two as administrative or support structures.

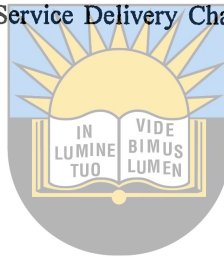
The branches are further divided into directorates each headed by a senior manager and these are then replicated in all the six regions in the province. Each of the six regions (district municipalities) is headed by a regional manager who is not necessarily an agriculturist. Service delivery and hence the projects should under normal circumstances occur here with guidance from the central component HQ in Bhisho.

- Vision: Sustainable agricultural growth for food security and economic development.
- Mission: Facilitating, promoting and co-ordinating sustainable homestead food production and commercial agriculture development, through equitable access to resources and meaningful participation by all stakeholders.
- Delivery Strategy: “The Green Revolution” as a vehicle to:
 - A sustained social and institutional mobilisation and organisation.

- Sustainable accelerated agricultural growth and development.
- Objective: To defeat and overcome under-development in the rural and peri-urban areas, to eradicate poverty and unemployment as per the PGDP.

The above is underpinned by the Six Pegs Policy in the institution whereby five of these are looking at infrastructural development and the sixth looks at human resource development.

(Sources: Department of Agriculture: Service Delivery Charter 2005 & Department of Agriculture: Policy Speech 2006/07)



Staff summary

The total staff count for the Department of Agriculture stands at 3 350, comprising the following categories as per salary level and functionality:

- Salary levels 13-16 (senior management services) 25
- Salary levels 9-12 (middle management services) 396
- Salary levels 7-8 (technical staff) 1 026
- Salary levels 3-6 (junior technical and supporting staff) 1 300
- Salary levels 1-2 (supporting staff) 603

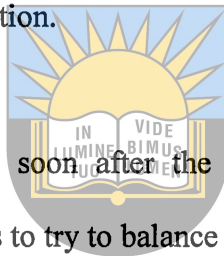
(Source: Human Resources. Department of Agriculture, Eastern Cape Province 2007)

2.12 Theoretical Framework

The theoretical framework of this research concerns itself with institutional development rather than individual development. Institutional capacity building can

be defined as programmes of change which can bring about improvement in services or performance (Tsibani, 2005:335). All activities which help an organisation to improve its productivity enhance its impact and work towards its sustainability, contribute towards institutional capacity building (Renzi, 1996:1).

According to Yegdis et al (2006) Programme Evaluation can be defined as “... the systemic use of research methods to make judgments about the effectiveness, merit, worth or value of some social work practice. It also refers to giving feedback on the effectiveness of a certain intervention.



Programme Evaluation surfaced soon after the Second World War, progressing through the seventies and eighties to try to balance out the then political promises vis-à-vis practical deliverables on the ground. Society was focusing on the need for programme efficiency in terms of products delivered against the costs incurred to deliver such a product or a service.

Whereas earlier evaluation methods tended towards administrative issues like budget reviews, audits, time and motion, the newer methods were more comprehensive in that they did not only look at money spent but also put emphasis on the outcomes and eventual impact.

This type of assessment also provided for remedial measures or even a possibility of cancelling a programme if it did not deliver on the required results. This evaluation is divided into three categories, namely:

- Needs assessment:

This determines the need for a given intervention and can also define the type, size, period, and cost of the intervention. Needs assessment can also be applied to a running project or programme to determine its current relevance and viability.

- Formative assessment:

This area determines whether programmes are running as planned, how well they are running and the possibility of identifying impediments in implementation. The feedback from this area is very important in programme administration.

- Outcomes evaluation:

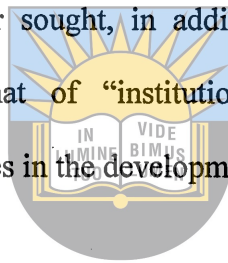
This is very beneficial because if the programme is working then it is likely to be emulated by the others, but if it is not, then it provides lessons for future implementers, so that these mistakes are not repeated.

2.13 Summary

The literature reviewed in this chapter shows that twinning is a form of development assistance which has successfully been in practice for a while now. It has been used extensively by many countries as a new form of participatory development to try and

obliviante a number of pitfalls which have been experienced using other forms of development assistance. Andrews et al (1988) in their Michigan Overseas Technical Co-operation Impact Study quote Smuckler et al on the issue of “public perception questioning development assistance and the realities of the social, economic and security benefits of development assistance”.

The important factors here are co-operation, mutual benefits, friendship and sustainability. Twinning projects are unique in that they deliver on specific and guaranteed results. This chapter sought, in addition, to introduce the theoretical framework of twinning as that of “institutional development” whereby the benefactors assist the beneficiaries in the development of modern, efficient systems in their delivery vehicles.



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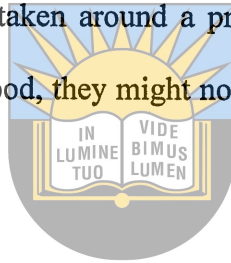
In a public institution this mainly targets the administrations, especially the human resources and management skills of the incumbents. The chapter ends by looking at the best practices for impact determination, which will be dealt with in the next section.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

Social research methods normally consist of qualitative and quantitative investigations as sources of data which contribute to the body of available knowledge. From the previous literature review it is clear that impact assessment necessitates a different approach which will not only support the body of knowledge, but a method that will allow decisions to be taken around a programme. It is true that although some programmes may sound good, they might not necessarily be delivering on their objectives.



The research methodology in this study was designed to answer the following questions:

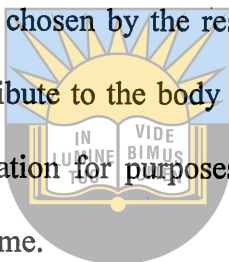
- Which twinning programmes were instituted in the Department of Agriculture in the Eastern Cape over the study period? (Status of the agreements over the period.)
- What impact did these programmes (twinning) have in the department over this period?
- What challenges did the department face in implementing twinning?

3.2 Research Methodology

This comprises two important components, namely sample design and survey design. Whereas sample design deals with the defining of the population, the sample type, sample size and sampling technique, survey design limits itself to questionnaire design (for instance format, content, pilot studies, data collection processing and analysis).

3.3 Research Design

Programme Evaluation has been chosen by the researcher because of its ability not only to yield results which contribute to the body of knowledge, but also because it enables him to ascertain information for purposes of decision making and can be applied to any stage of a programme.



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Both qualitative and quantitative methods were used in this study to support an evaluation process. Whereas quantitative data is used to ascertain the comparative parameters, qualitative methodology assists in yielding descriptive data needed to understand the implementation process of twinning (Struwig, 1997:25).

Whereas Weiss (2004:35) confirms that "... qualitative research is adequate for programme implementation evaluation and caters for the various variables in the different stages of the process", the researcher felt that a good balance between qualitative and quantitative data would be needed to guarantee validity and reliability of this research.

Quantitative data was collected to complement the qualitative data. Struwig and Stead (2001:62) propose that the interpretation of quantitative data can be qualitative in nature, therefore the process emphasises the need to transform this raw data into information and knowledge.

3.3.1 Case Study

A case study can be defined as an intensive description and analysis of a single unit or a programme (Henning, 2004:33).

In this case the emphasis was on twinning in the Department of Agriculture, with the emphasis on the process or implementation, as well as the outcomes. The results from both would help find out whether twinning is in fact effective in the department, and if so, to what extent.



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3.3.2 Population (Target)

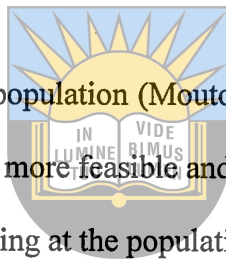
The target population refers to organisations, people, systems and problems to which the survey findings are to be applied. The target populations in this research were all directorates in the Department of Agriculture regardless of whether or not they were involved in any twinning project. It did include some members in the Premier's Office because the twinning agreements in the province are co-ordinated from this locus. It also involved other individuals and groups with knowledge about twinning in the province, including members from the benefactor countries.

The selection of key populations depends on the following, according to Alreek and Settle (1995:5):

- identifying people who have the information needed in the research;
- identifying all the major factors which make the respondents eligible; and
- clearly identifying the criteria and determining the rules to be used in choosing the respondents.

3.3.3 The Sample

A sample is a subset of a larger population (Mouton, 1996:135). Samples are usually used in research because they are more feasible and economical, and are likely to give a more concrete picture than looking at the population as a whole.



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In this case the sample consisted of a cross-section of members of the DOA, including those in the district municipalities (regions) in the Eastern Cape, regardless of whether they were directly involved in any project or not. It also involved some members in top management, both in the Department of Agriculture and in the Premier's Office, especially targeting those officers who have been involved in the programmes at policy level. A former Director General in the Eastern Cape and one former senior manager in the Director General's Office (Premier's Office) were interviewed because they were involved in the co-ordination of twinning at provincial level, and were party to the original roll-out in the province.

The study sample also included some stakeholders in Agriculture who are in areas where these programmes are supposed to be operating, especially direct projects.

3.4 Research Instruments

The following data collection methods were used to facilitate verification and validation of the information collected.

3.4.1 Interviews of Selected Respondents (Key Respondents)

This is a balanced selection between actors at the policy implementation and beneficiary levels. Face-to-face and telephonic interviews were held. Key informants in the Department of Agriculture and the Premier's Office as well as some of the benefactors were interviewed in a structured manner to get a balanced view, especially at the needs assessment, implementation and policy levels. Key stakeholders at the beneficiary end were interviewed to get a view about the outcomes.

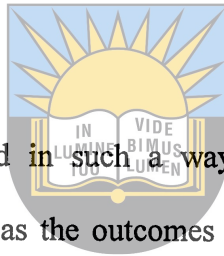
According to Denscombe (2005): "Key players are picked out precisely because they are specialists, experts, highly experienced and their testimony carries with it; a high degree of credibility."

3.4.2 Desk Research (Documentary Analysis)

Literature on the current state of twinning in the department was intensively scanned. This involved planning documents, work reports, quarterly reports, annual reports, and minutes of various meetings.

3.4.3 Questionnaire

A “questionnaire” can be defined as a series of written questions on a subject to which a respondent is supposed to give opinions or answers (Somerset & Sommer, 1991:129).



The questionnaire was designed in such a way that it is able assess both the implementation process as well as the outcomes of twinning in the Department of Agriculture.

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The questionnaire consisted of both closed and open-ended questions to give the respondents a chance to express themselves freely. Open-ended questions give more depth, whereas closed questions provide more insight.

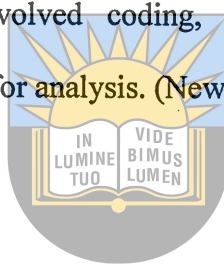
A pilot study was initially carried out to test the relevance of this questionnaire to the research question. The questionnaire was initially administered to a small selected group of individuals to allow for adjustment to the questions or design. This step is very important when designing a questionnaire (Huysamen, 1994:198).

3.4.4 Data Collection

Data was collected from the desk research, the questionnaire as well as from other interview documents like meeting logs, appointment logs, telephone logs and notes taken during the research itself.

3.5 Data Processing

Data processing is a very important step in research and precedes the analysis process. In this case data was prepared to be transferred to the storage area through a process of editing. This involved coding, classifying and then eventually transforming it to storage, ready for analysis. (Newman, 1997: 295)



3.5.1 Data Analysis

This is the process of organising and interpreting data. Data analysis can also be defined as a process in which data is broken up into patterns, relationships and trends (Mouton, 2004).

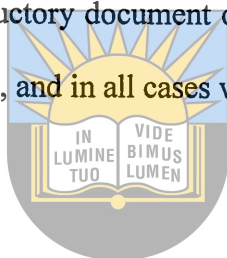
Qualitative and quantitative data necessitated using interpretative and statistical and analytical methodologies. Qualitative data was mainly dealt with in a descriptive manner. Data in this research was analysed both in a statistical and descriptive manner.

3.5.2 Data Summary

This provided a set of analysed data from which inferences and conclusions were made in regard to the research question.

3.6 Ethical Considerations

Respondents in this research did so willingly and were not coerced into participating without their consent. Every respondent was assured of the confidentiality of any information given. Respondents were well briefed about the purpose of this research and the value there in. An introductory document outlining the purpose of this study was made available at every stage, and in all cases where respondents were involved.



3.7 Limitations of the Study

There were limitations when interviewing some benefactor counterparts who were not English speaking. An attempt was made to identify those who could speak English and in exceptions experienced interpreters were used. There were no limitations in cases of German-speaking counterparts because the researcher is fluent in this language.

3.7.1 Distance

Some “benefactors” have no resident representatives in the province, which posed problems in contacting them. A schedule was made to use modern communication like email and voicemail.

3.7.2 Availability of key resource documents

Not all documentation needed for this work was easily available, either in the Premier's Office or in the DOA. Some only became available later, but – as previously mentioned – was scant.

3.7.3 Availability of key respondents

This posed some problems and indeed resulted in delays in getting some important information for this research. Some key respondents are very senior people in the provincial administration, thus getting appointments with them was at times difficult.

3.7.4 Perceived negative influences on the current twinning programmes or on the respondents themselves

Since most of the data was collected from the DOA, a number of officers involved in some of the programmes were not very happy to release information in their possession for fear of putting a particular programme in bad light.

The same applies to the reluctance of some officers to be interviewed because of a perceived threat to their positions in the DOA.

This view is backed up by Yegdis et al (2005) who confirmed that "... both professional and non-professional staff may express concern and scepticism to supply data ... because they may be fearful both for the future of the programme and for their own welfare".

3.8 Case Study Organisation

Chapter I Background, introduction, research objectives and problem statement

Chapter II Review of Literature

Chapter III Research methodology, design, data collection, data analysis

Chapter IV Results analysis and interpretation

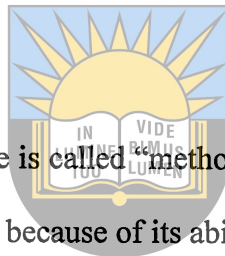
Chapter V Summary, conclusion and recommendations

References

Addendums

3.9 Summary

The way in which a study is done is called “methodology”. A Programme Evaluation approach was chosen in this case because of its ability to yield information for adding to the body of knowledge, as well as for decision-making purposes.



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The data collection tools in this study were structured interviews, a questionnaire and documentary analysis.

Since there was a need to determine the impact of twinning, “Programme Evaluation” was chosen because the results thereof do not only add to the body of knowledge, but also empower both the beneficiary and benefactor to be able to take “decisions” around the programme.

The following chapter will present the findings of this study narratively as well as in graphics and tables.



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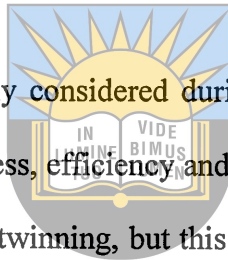
CHAPTER 4

RESULTS ANALYSIS AND INTERPRETATION

4.1 Introduction

The researcher attempted to outline the methods used in this study in the previous chapter. The choice of the assessment methodology and instruments concurs with the recommended criteria by several workers that Programme Evaluation is likely to yield the most credible results when working on such a topic.

The following areas are normally considered during Programme Evaluation. These are impact, relevance, effectiveness, efficiency and sustainability. The researcher was more interested in the impact of twinning, but this alone could not yield the required results: The other parameters also needed to be considered.



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The purpose of this study was to get an overview of twinning as an instrument of institutional development in the DOA rather than to interrogate the performance of each individual programme. The latter could be the subject of a more involved study.

4.2 Research Findings

The chapter dwells on presenting and discussing the results obtained through the methodologies from the previous chapter with the sole purpose of answering each of the key research questions as outlined below.

4.3 Research Question No1

Which twinning programmes were instituted in the DOA in the Eastern Cape over the study period (status quo of the agreements over the period)?

The Status of twinning in the Department of Agriculture:

There is an apparent low take off of the various twinning arrangements as shown from the available reports in the department.

The Department of Agriculture has over time exploited the offerings from the Premier’s Office, and decided to twin with certain countries because of, among other things, similar interests in the agricultural sector.



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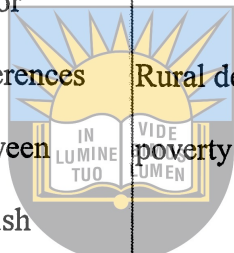
Province	Country	Date signed	Status	Fields of co-operation
Lower Saxony	Germany	1999	Active since 1966 through short projects Formal agreement in technical fields signed	Governance/organisational/development Agriculture: <ul style="list-style-type: none"> • Animal health • Animal production • Plant production: sugar beet

			in 1999	
			Active mainly in animal health projects	
			Crop projects did not take off	
Padua	Italy	1997	Active in the initial stages Some work in olives Now dormant	Agriculture <ul style="list-style-type: none"> • Plant production • Beneficiation • Olives • Cheese – mozzarella University training <ul style="list-style-type: none"> • Agro-business joint ventures
Zhejiang	People's Republic of China	April 2001	Dormant Never really	Development of boer goat industry in China Semen/embryos

got off the

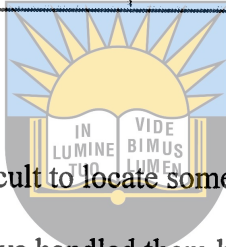
			ground	Seed for pastures
			Some plant/ machinery donation from China	Eastern Cape: Angora rabbit development – exports Hemp cultivation Silk production
			Most proposed projects were not appropriate to	Medicinal plants Importation of farm equipment Duck egg production
			EC	Chinese agro machinery and other farm inputs to be produced in Eastern Cape
	Luxembourg	May 1999	Dormant Did not take off Dept of Education not keen on	Agricultural training: (Phandulwazi Agricultural High School) (PAHS) <ul style="list-style-type: none"> • Introduce administration procedures in the school • Support curriculum development • Support the rehabilitation of the

			agricultural training	<p>school, form, teaching and production units</p> <p>Purpose of project to strengthen the agricultural knowledge system</p>
British Columbia (CIDA)	Canada	1995	<p>Did not take off</p> <p>Major differences between British Columbia extension services and that in EC</p>	<p>Canada-South Africa Twinning Project:</p> <p>To incorporate agricultural services into rural development</p> <p>Rural development planning to combat poverty</p> <p>Assist with co-ops development</p> <p>Development of a wine /grape industry</p>
	Spain	2005	<p>Did not take off</p> <p>Initial</p>	



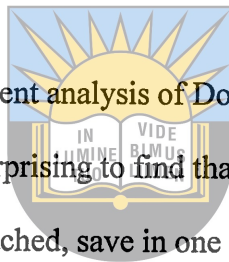
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			arrangements not properly done Change in political climate in Spain	
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The researcher found it very difficult to locate some of the initial MOUs as the officers who were supposed to have handled them had left the service or nobody just knew where they were. It was also in most cases difficult to locate the project documentations arising out of the signed MOUs. Follow up activities in most of the twinning agreements could not be traced and therefore it was difficult to establish whether some of the intended activities in these programmes had ever taken place. A number of departmental staff who were involved in one or other programme were neither willing to avail the researcher with the information in their possession nor were they prepared to be interviewed. It was interesting to note that frantic activities including exchange visits did occur in some cases immediately after the signing of most MOUs, but these seemed to fizzle out quickly.

Reporting on most of the processes of the twinning programmes was very scanty and irregular with the exception of programmes with one European country. The researcher was unable to locate any monitoring and evaluation documentation in almost all the cases. Though the twinning projects were supposed to be integrated into the normal day-to-day activities of the DOA, most of the reports could not definitely identify the results of the twinning efforts, hence it was again difficult to ascertain whether the successes or failures in a given area were a result of the intervention or not.



Group Indigo (2004) in their content analysis of Donor Funding in the Eastern Cape faced similar problems. It was surprising to find that twinning was hardly mentioned by any of the officers they approached, save in one case where it was said that twinning operated at municipal level. This is an interesting finding in view of the fact this process has always been flagged out as an important vehicle for development by both politicians and administrators alike in the Province since 1995.

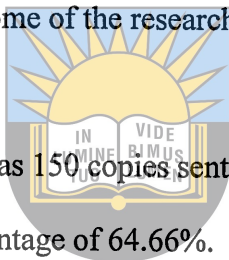
4.4 Research Question No2

What impact did these twinning programmes have in the department over this period?

The main purpose of this study was to assess the impact of twinning programmes in the DOA. Any impact study will involve looking at the positive and negative, primary and secondary long-term effects which may have been produced by an intervention directly or indirectly intended or not.

The general questionnaire as well as the targeted interviews with the key respondents provided most of the results in this section. The results have been captured in the various graphics in this chapter.

Eight key respondents, including former and current employees in the Premier's Office and the Department of Agriculture, as well as some benefactor representatives, were included in this study. A special qualitative questionnaire for this group was used to get deeper meanings to some of the research questions.



The general questionnaire tally was 150 copies sent out and from this 97 were returned – yielding a return percentage of 64.66%.

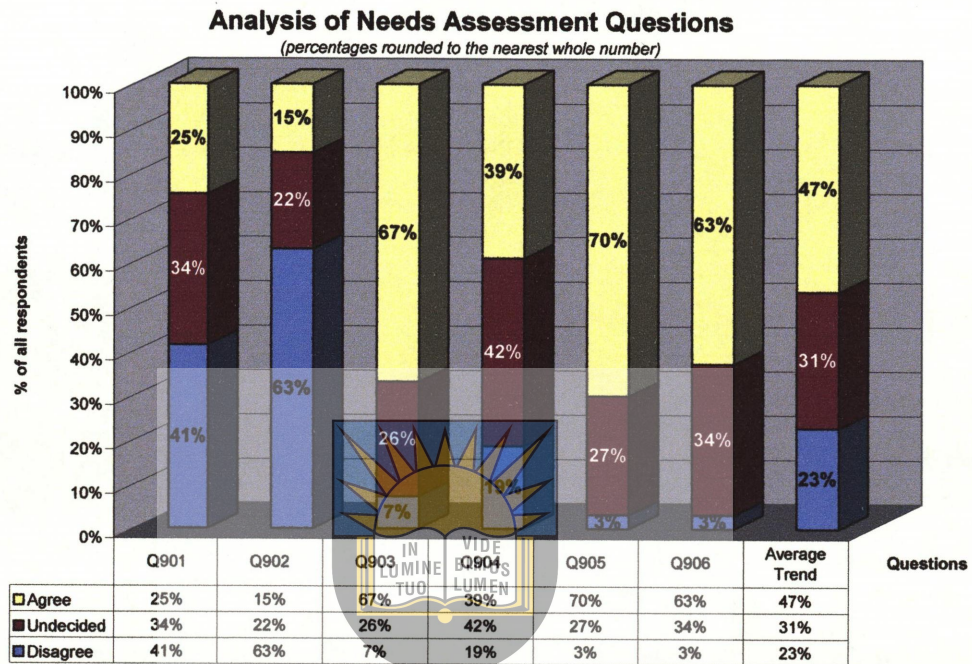
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The questionnaire was divided into five sections:

- Needs Assessment
- Formative (Implementation)
- Outcomes
- Impact Assessment
- General Trend

The findings are discussed below:

- **Needs Assessment (Graph 1)**

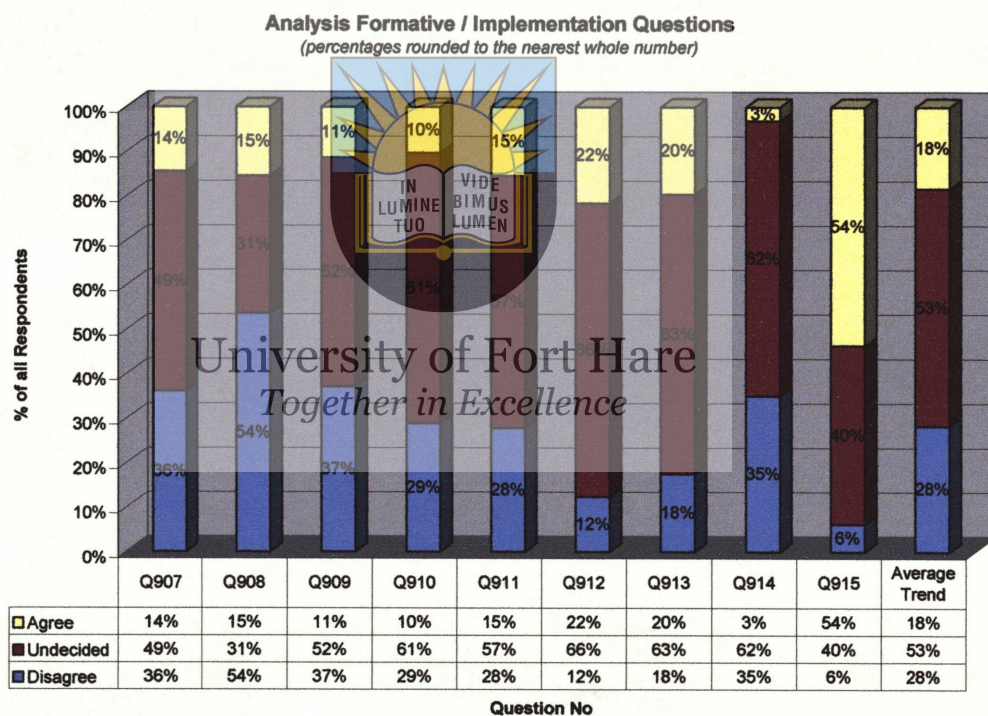


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Five questions were asked in this area as shown in the graph above. 47% of all respondents agreed that Needs Assessment prior to twinning was important, 23% did not think so and 31% were undecided. But when asked whether their sections were involved in any Needs Assessment, 25% said yes, 41% said no and 34% were undecided or not sure. When it came to individuals, only 39% had been involved in the identification of twinning areas. Although only 39% of the respondents knew the difference between twinning and other development tools 67% believed that twinning would be able to capacitate them in their work environment and 70% were convinced that twinning could have positive influence on other departmental programmes but 26% thought otherwise.

It is evident from the above findings that Needs Assessment was not done properly when introducing twinning in the Department of Agriculture. But it also goes on to show that in spite of the scanty knowledge about twinning, the respondents feel that there is a need for it.

- **Formative (Implementation) (Graph 2)**



This category had nine questions overall. On the average 18% of the respondents did agree with the questions therein, 28% disagreed and 49% were undecided. When asked whether the twinning programmes in the respondent's area were known, only 15% agreed, 54% disagreed and 31% were undecided. Only 10% of the respondents felt that twinning had been correctly implemented, 39% disagreed and 61% were

undecided. On whether twinning programmes were correctly implemented it was interesting to note that 57 % were undecided, 29% said no and only 10% said yes. 22% of the respondents agreed that there were obstacles in the implementation of twinning but 59% were not in a position to make judgment on this issue.

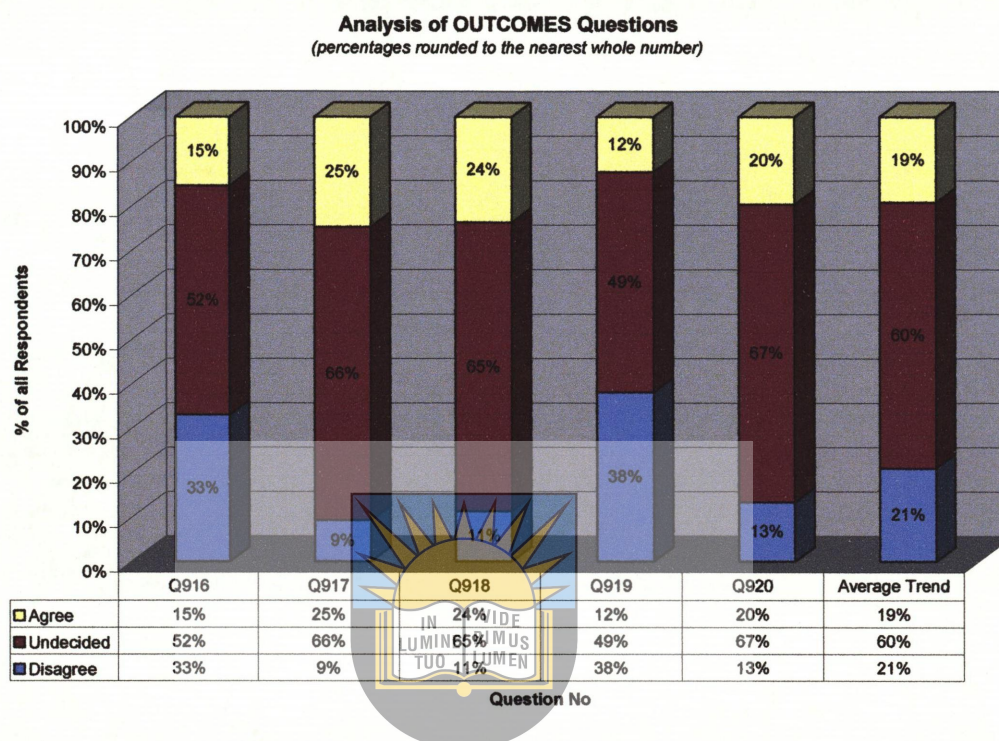
It is important to note that 54% of the respondents felt that there was a need to review the implementation of twinning in the department, against 40% who were not sure and 6% who thought it was not important.

The general trend in the formative area confirms the fact that twinning is little known in the Department



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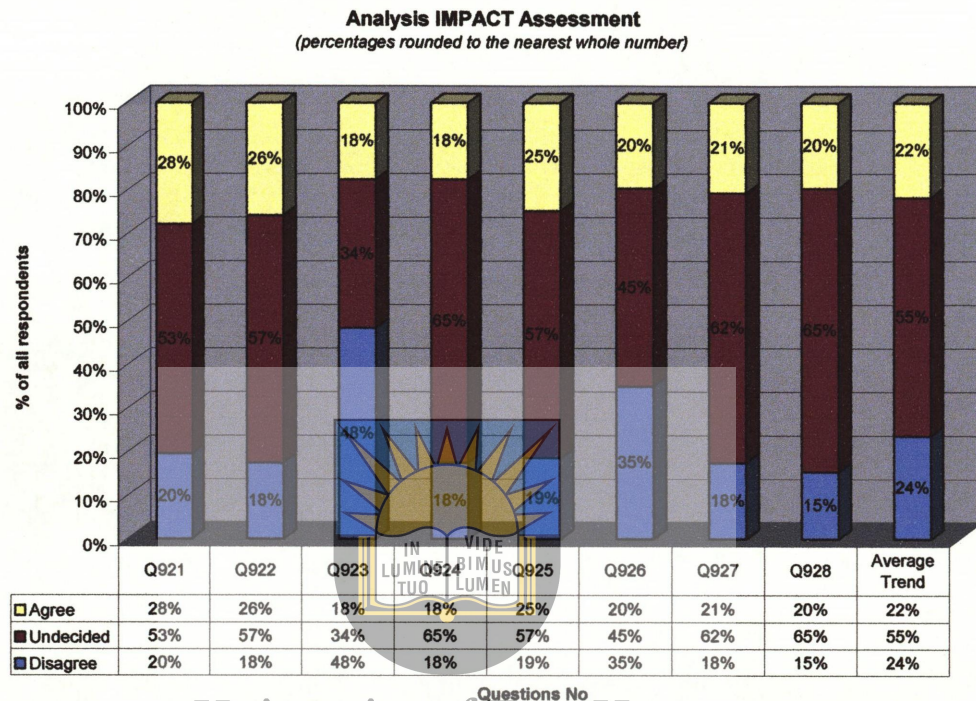
- **Outcomes (Graph 3)**



This category consisted of five questions all relating to possible outcomes from a twinning relationship. The average trend shows that only 19% of the respondents experienced some positive outcomes, 21% were negative, but those who were undecided made up 60% of the total respondents. More than half of the members of staff who participated in this survey were not in apposition to give either a positive or negative comment to this question. This trend points towards the fact that those questioned have possibly never been part and parcel of this intervention.

The underlying general question here is whether twinning has any tangible results as far as the respondents are concerned. The researcher feels that if “undecided” were taken as a case of lack of knowledge or information about the programme, then one can freely extrapolate that 60% of the respondents did not see any tangible fruits coming out of twinning in its current state in the Department of Agriculture.

- **Impact (Graph 4)**



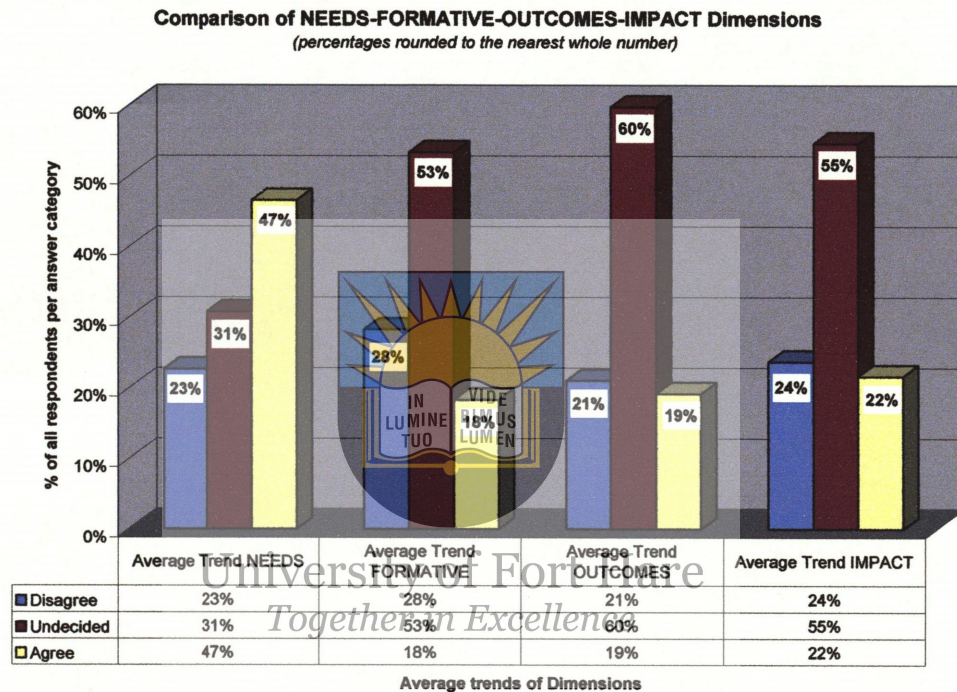
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Impact was looked at using eight questions. The overall picture shows that 22% agreed that twinning had some impact against 24% who thought that the opposite was the case and a big group of 55% who could not decide. Again if those who could not decide were put together with those who disagreed, then the picture would show that currently twinning in the department has very little impact. In fact it might very well be that the minority who answered positively are those who are involved in some currently running project, possibly in Veterinary Services.

The bottom line from the quantitative questionnaire is that overall; twinning has had very little impact in the DOA to date. But this finding must be taken in the light of the findings from Cooper et al (2003) who said that first-generation twinning projects are likely to be less successful, but that with time second- and third-generations projects

perform much better operating on the back of past experience as the process continues.

- **General Trend (Graph 5)**



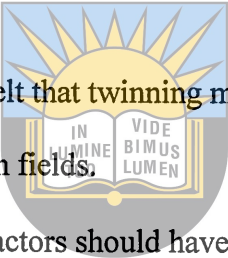
The average trend graph shows that with the exception of Needs Assessment the majority of the respondents were undecided. This could also be interpreted to mean that they were neither informed about twinning nor interested in it. The obvious deduction here is that there is a need for general improvement in all various aspects of the twinning processes.

The trend in Needs Assessment shows that the general feeling is that staff in the department must be involved in identification twinning programmes. The information provided by the graph in formative, outcomes and impact suggests that there is an

urgent need to revisit the whole implementation of twinning programmes in the Department because on the average over 60% of the respondents were undecided which could translate into not knowing about the programme at all.

The qualitative part of the questionnaire:

The answers in this part of the general questionnaire were significant in that they confirmed a number of issues which had been raised in the qualitative part and provided some descriptive answers as well.

- 
- Although many respondents felt that twinning must be enlarged in the department, 88% could not decide in which fields.
 - On the attributes which benefactors should have, 54% felt that they should be well trained, 9% favoured those who could transfer their skills, 7% thought experience was very important and 5% found integrity more important.
 - 48% agreed that study tours were an important part of twinning.
 - It was also striking and proves what was reflected in the quantitative part of the questionnaire that at least 54% of the respondents know what twinning is.
 - 13% of the respondents preferred to partner with European countries, 1% with Asian, 4% with Africans, none with the Americas, Arab World or Australasia.
 - 40% of the respondents did not mind which gender the partner was, but 5% preferred either male or female.

The origin of the twinning partner probably goes on to confirm the Eurocentric influence South Africa has experienced over the years, pre- and post-1994. The gender results reflect exactly what has happened since 1994 where the issue of gender equality has been brought to the fore at different levels of the public service. The researcher believes that the picture would have been different pre-1994.

Although the overall impact was low, certain areas in which the programme was active – like that with Lower Saxony, Germany – did show some positive developments (see graph). The State Veterinary Services in which this programme is very active has had staff exchanges, material assistance of a technical nature, short technical visits, and information-exchange channels established.



Reciprocal visits have been part and parcel of almost all the MOUs signed regardless of whether real projects came out of this or not. It is also interesting to note that most of the respondents felt that this was a very important part of twinning.

In making judgment about the impact of twinning in the department one must be mindful of the fact that under the circumstances, there are some areas where twinning has had a very positive impact: in this case in the Veterinary Services area where concrete programmes have been developed with the assistance of a beneficiary and these have translated into personnel capacity building as well as material assistance. Several current actors in this area highlighted the friendships and networking which have also developed between the benefactors and beneficiaries

A number of respondents did mention friendship, contacts and relationships built up over time as very important. It is interesting to note that several other workers have also noted these sentiments in their studies, like Cooper et al (2003) who said that "... when conditions are right and people are right twinning produces excellent results." This was echoed by Badroodien et al (2005) who conceded that: "...Mutual respect and mutual learning are essential ingredients between donor and partner countries that make for successful development."

These twinning programmes were some of the first ever, post-1994 and therefore they could have been pegged at far too high a level and maybe some of the expectations were just too broad to be effective. Cooper et al (2003), talks about similar experiences in the European Union whereby the first generation agreements yielded very poor results; partly because this was a new process to both the beneficiaries and benefactors alike. The second-generation and third-generation projects performed much better on the back of the previous experiences in the first-stage projects.

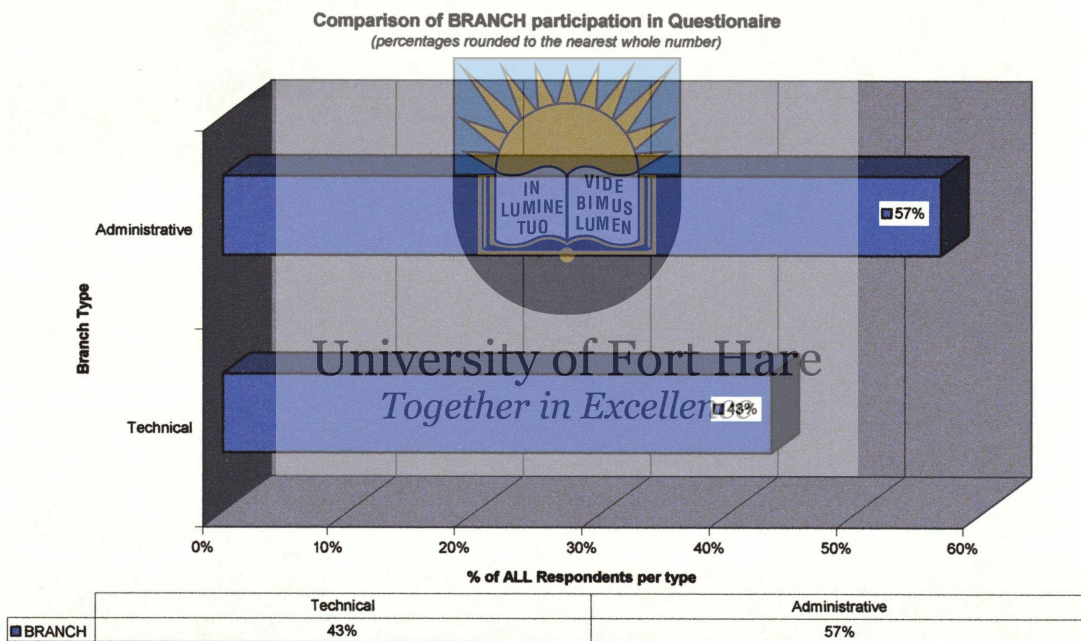
This could be the case in the department as well, because though not detailed, the MOUs in all cases tended to cover too many diversified and very broad areas and in addition to that there was glaring evidence to show that the accompanying project processes were not done or available.

- Respondents by branch (Graph 6):

For purposes of comparison the categories in the questionnaire (branch) were divided into two groups: Technical Services and Agricultural Development as Technical, and

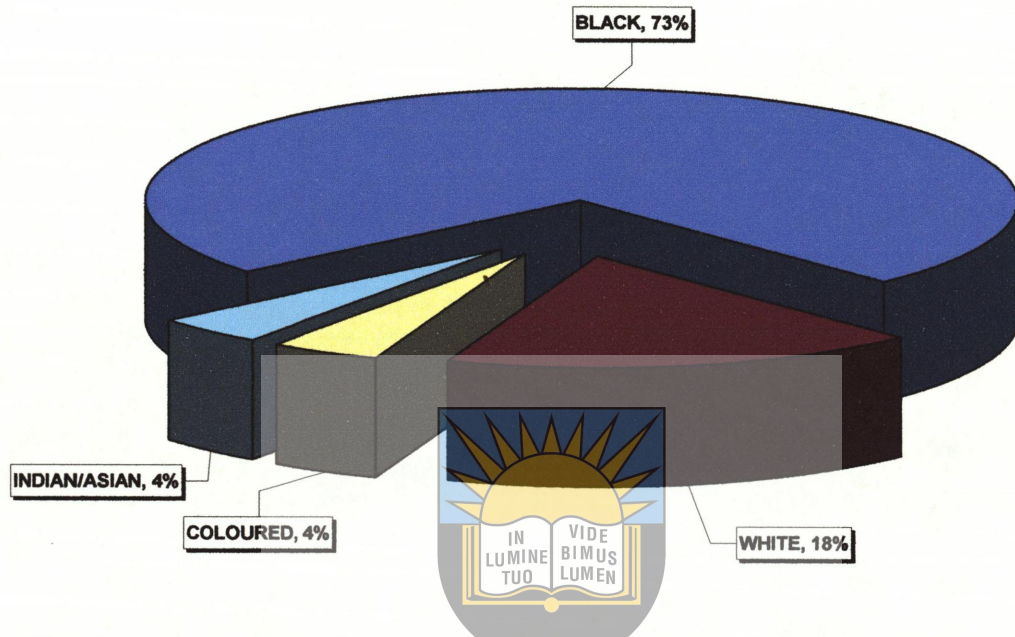
Finance and Corporate Services as Administration. Now 57% participation was noted in Administration as compared to 43% from Technical. It is difficult to assert any positive meaning to this finding. It could also mean that by the nature of their duties, admin people are usually office bound and are therefore more likely to take time to answer a questionnaire.

- **Respondents by Branch (Graph 6)**



- Respondents by Population Group (Graph 7)

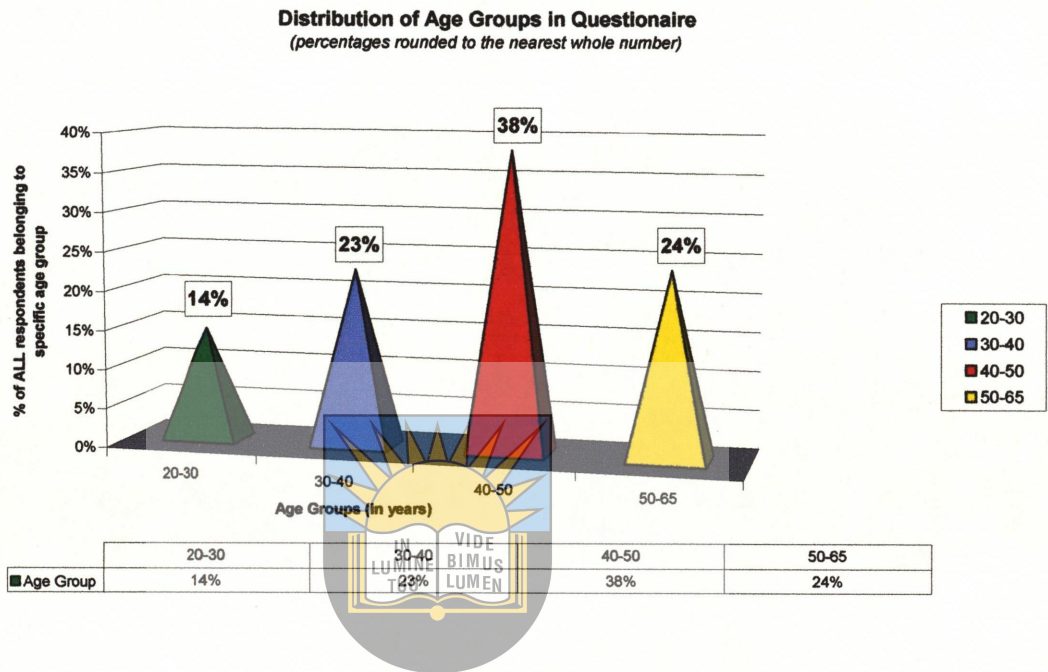
Distribution of Population Groups in Questionnaire
(percentages rounded to the nearest whole number)



The above pie chart confirms that the study covered the departmental demographics very well and it more or less corresponds to the country's demographic set up as well.. The largest population of employees in the department is black, followed by whites, coloureds and Indians.

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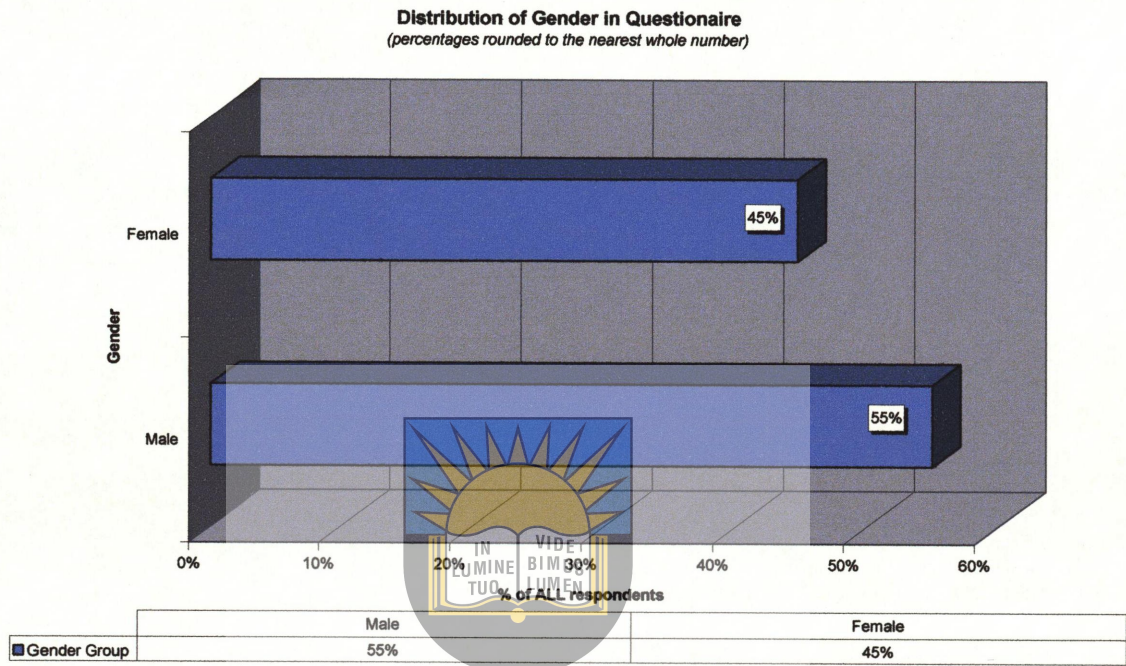
- **Respondents by Age Groups (Graph 8)**



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The age distribution graph of the respondents is also typical of the expected age distribution in a government department. The majority of the respondents at 38% were between the 40-50 years bracket, 24% were 50-65 years, 23% were 30-40 and 14% from 20-30 brackets. Again this trend is representative of the staff situation in the department

- Respondents by Gender (Graph 9)



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The gender distribution as shown below correctly reflects the actual situation on the ground. Whereas the opposite was the case pre-1994, there has been a drive to bring gender equality into the public service by recruiting more women as compared to men. The conclusion here would be that there was no bias towards any given gender in this study.

4.5 Research Question No3

What challenges did the department face in implementing its twinning programmes?

The department faced several challenges in the twinning programmes as discussed below, and these could have contributed to the apparent low impact as seen from Research Question No. 2 above.

Twinning initiation



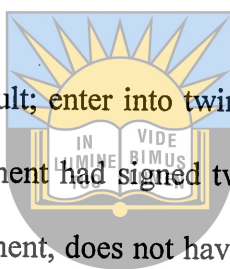
All the twinning programmes were not properly introduced in the department. The basics of initiating a twinning arrangement were never followed to the letter. This is clearly shown by the fact that in most arrangements all that was available was the initial twinning MOU, and no other proper project documentation. The process in which these agreements was initiated in the department is synonymous to a delegation process in that there is no evidence in the available records, or from the respondents, that Needs Assessments were done before engaging with the other partners.

Gleaning from the available records, it is evident that in almost all of the twinning programmes, besides the goodwill from both partners to engage in some grand activity, the initial basic steps and procedures in forming a twinning relationship were not followed.

Although most of these intentions had been broadly stated in the MOUs, the researcher could in most cases not find accompanying programmes or project descriptions with the required details like description of activities, their length, expected mandatory results, contact partners, procedures or names of the key actors. It is indeed recommended that a Project Log Framework – sometimes called the Logical Framework Approach (LFA) – is the most suitable instrument for this sort of intervention.

Choice of twinning partners

The department had to, by default, enter into twinning arrangements with countries with which the national government had signed twinning agreements. The province itself, and by defacto the department, does not have much choice in this respect. The researcher views this as a negative factor.



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In cases where project descriptions were available, these were too loaded to be able to produce any reasonable results over the period. Fioramonti (2004) in his assessment of EU democracy promoting projects in South Africa talks about vagueness and results which are not clearly defined, as well as actions which are too broad to be effective, as possible weaknesses in twinning arrangements. The fact here is: Fewer and focused interventions.

Integration (internalisation) of twinning projects in departmental programmes

Available information from the departmental reports also indicated that twinning was being handled as stand-alone projects which were never properly integrated into the normal departmental activities.

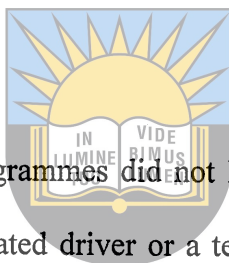
Project descriptions

Properly documented business plans were found in only two projects, and unfortunately one of these projects did not take off.

Driver and steering team

The fact that most of these programmes did not have proper implementation plans resulted in there being no dedicated driver or a team to steer the intended projects.

With these two missing, the possibility of successful projects was indeed minimised. (Fioramonti, 2004; Group Indigo, 2004)



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Co-funding arrangements

It was interesting to note that the department did not always have a dedicated budget for some of these programmes. Co-funding is one of the requisites of a successful twinning project.

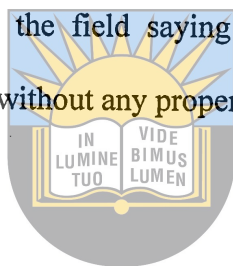
Overlapping projects

Another important finding was that of several beneficiaries present in the same sectors or projects in the department. This seems to have a negative effect on the

operations and hence the results in the Project. It is also fertile ground for conflicts not only on the beneficiary side but also in the benefactor environment.

Monitoring and Evaluation (M&E)

The researcher failed to find a single programme which had a Monitoring and Evaluation process built into it. As a result it was difficult to ascertain whether the documented improvement in the area was the result of the intervention alone or whether it was influenced by other happenings around it. This finding has been echoed by other researchers in the field saying that pro-democracy projects are assumed to have positive results without any proper evaluation.



Communication strategy

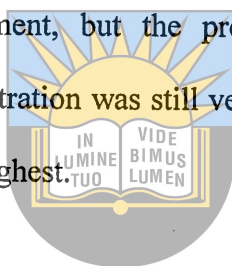
The communication strategy for twinning in the department was also inadequate as shown by the results from the general questionnaire as well as from the key respondents. It was striking to see that twinning was little known even in the top echelons of the department, especially in the corporate services, finance and human resources. These are key areas in the department which should be in the know because they have to set up the infrastructure to support the twinning programmes. This does indeed impact on the effectiveness of twinning.

It is clear that only a few actors at the centre of the organisation were aware of this intervention and it was usually those who had been part and parcel of the initiation

process. One of the main prerequisites for successful twinning programmes is to ensure that the instrument is understood and accepted by the stakeholders.

Flexibility

Another finding is that there was a tendency to copy an activity en masse from the beneficiary without looking at the local environment in which the project was to operate. This was the experience in the PAP project in the department, according to one key respondent. This project was supposed to support capacity building in administration in the department, but the problem was that at the time of implementation the new administration was still very unstable, trying to find its feet, and mobility of staff was at its highest.



No sooner was a member of staff trained, than he moved to another department, or was moved to a completely different operational environment. The result was that this project did not really achieve its expectations. This issue brings about the need for flexibility in implementation and in decision making. Cooper et al (2003) on the one hand talks about “not throwing away the rule books, but developing practical solutions” and Fioramonti (2004) on other hand confirms this as an important part of twinning.

Administrative capacity in beneficiary area

It is clear from the desk-top findings that a lot of documents could not be traced. This reflects on the lack of institutional memory in a department, and this in turn points to

weaknesses in the administrative areas in the department. Twinning can not operate in a vacuum because of shared responsibilities. A proper efficient and functional administration on the beneficiary side is a prerequisite for a successful twinning programme. Several other researchers are of the view that poor public administration and principles undermine the very crux of twinning.

Twinning vis-à-vis Technical Assistance (TA)

Three of the key respondents conceded that in twinning, being a relatively new concept in South Africa as a whole and the Eastern Cape in particular, many officers were used for the usual technical assistance programmes (TA) whereby the responsibilities for the success of a project were mainly skewed towards the benefactor or donor. In twinning there is a need for collective responsibility and the beneficiary MUST be an active partner in all aspects of the process. This does scare off a few officers, and could also contribute to the apparent low take off of most of these twinning engagements.

Sustainability

It is essential in a young democracy like ours to remember that the projects should be designed in such a way that they can outlast changes at both the political and policy levels. The public service and the political environments have over the years shown instability at both these levels, manifested by frequent changes at the HOD and MEC levels in the department. Projects cannot be sustainable if their life cycles are coupled to those offices.

False expectations

By the nature of twinning programmes, officers involved in these projects on both sides are confronted with new experiences through their interaction locally or through exchange visits. The benefactor staff could easily assume a superior position against their local counterparts in the day-to-day running of the projects.

One key respondent mentioned a project where the expert in one agricultural programme decided to implement activities without consulting his local counterparts.

In another example a representative of one country felt that since he was operating from the Premier's Office he was on a high pedestal and therefore there was no need for him to consult local counterparts in the implementing departments. One



respondent talked of a Beneficiary representative who felt he was a "Quasi Diplomat" with a tendency to address stakeholder meetings with "WE" meaning himself and "YOU" meaning the Beneficiaries. He had not yet embraced the real meaning of "Twinning"

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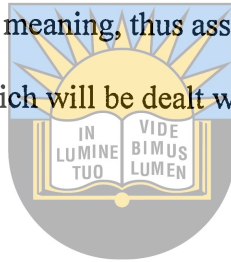
Another key respondent confirmed a case of a subordinate officer who after a short exchange visit to the benefactor country felt that his normal operational environment was no longer suitable for him, and demanded immediate unreasonable changes not only in his work but also in his remuneration. These expectations can again be mitigated if the officers from both the benefactor and beneficiary have been clearly initiated in their new work environments.

4.6 Summary

This chapter has outlined the findings from the following sources:

- The desk-top research
- The key respondents
- The general questionnaire

In the process the three key research questions have been interrogated resulting in the current findings. The findings have been further scrutinised both statistically and qualitatively to give them deeper meaning, thus assisting us to come to a conclusion and further recommendations which will be dealt with in the next chapter.



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CHAPTER 5

CONCLUSION, RECOMMENDATIONS AND PROPOSED FUTURE RESEARCH AREAS

5.1 Introduction

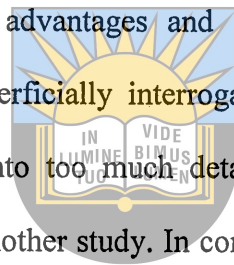
This study focused on assessing the overall situation on twinning in the DOA over the period 1996 to 2005 without necessarily going into the detailed operations of each individual relationship. This study was necessary in the first instance because of the absence of any study in the province to date, either to find out whether twinning as an intervention was producing the required impact or to identify any possible impediments. The only available work in a related field was that done by Group Indigo (2004) having been commissioned by GTZ to assess levels of donor co-ordination (ODA) in the province. This work therefore only investigated issues around donor-funded projects and not twinning per se.

The research methodology in this study was designed to answer the following questions:

- Which twinning programmes were instituted in the DOA in the Eastern Cape over the study period? (Status of the agreements over the period)
- What impact did these programmes (twinning) have in the department over this period?
- What challenges did the department face in implementing twinning?

The first chapter outlined the background of twinning as a relatively new method of development assistance and also distinguished it from the well-known classic forms such as technical assistance (TA). In conclusion, the standard twinning process in South Africa was propounded by reviewing the current state of twinning in the province.

Chapter 2 dealt with the literature around twinning, and the prerequisites for a successful twinning engagement. Various examples of this engagement were given from elsewhere including the advantages and disadvantages thereof. Individual MOUs in agriculture were superficially interrogated to gauge the status of these engagements without getting into too much detail on the individual functioning, which could be the subject of another study. In conclusion the theoretical framework was also briefly described.



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Chapter 3 dealt with the methodology used for this study – Programme Evaluation – decided on because this methodology is likely to yield results which not only add to the body of knowledge on the subject, but can also assist in decision making about the whole process of twinning. Further discussions touched on the research instruments sample choice, data sources, processing analysis and summary.

Chapter 4 was mostly concerned with answering the three main research questions as a source of information to address the study.

The questions were:

- Which twinning programmes were instituted in the Department of Agriculture in the Eastern Cape over the study period? (Status of the agreements over the period)
- What impact did these programmes (twinning) have in the department over this period?
- What challenges did the department face in implementing twinning?

The first question was mainly explored through desk-top investigations by going through the available departmental documentations and liaising with stakeholder institutions.

The second question was mainly investigated through the analysis of both the quantitative and qualitative data sources, as well as by using contributions from the key respondents.



The logo of the University of Fort Hare is a shield-shaped emblem. At the top, a yellow sun with rays is set against a blue sky. Below the sun is an open book with the Latin motto 'IN JUMINE VIDE BIMUS' written on its pages. The shield is flanked by two vertical bars, one on each side.

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Question 3 was also answered through both qualitative and quantitative data sources and analysis there of.

5.2 Conclusion

The purpose of this study was to get an overview of twinning as an instrument of institutional development in the DOA (Eastern Cape Province) rather than to interrogate the performance of each individual programme. The latter could be the subject of a more involved study.

The findings indicate that twinning programmes have had a very low impact up to now in the DOA. There are indeed isolated areas of excellence, but even then, these have only been sustained through individual or group efforts rather than as a department as a whole.

Contributors to this finding are the following:

- The inability for the department to conceptualise the programmes properly. The initiation process was found to be faulty in many cases, especially where MOUs had been signed but no project plan documents could be found.
- Almost all projects which had been initiated lacked a proper Needs Assessment which is a prerequisite for a successful twinning arrangement.
- The absence of a central co-ordinating office or responsible staff component resulting in the fact that these programmes were little known in the department other than by those who were directly involved in a programme. This also affected sustainability of those programmes because they lacked local ownership.
- Most of the projects which managed to take off did not have dedicated co-funding budgets, which is key in most twinning projects.
- The absence of a Monitoring and Evaluation tool was evident in all the programmes. Without this it would be very difficult to assess the stand of any project. This also contributed largely to the low impact overall.
- Inadequate public administration capacities in some areas also impacted on twinning. This was mainly in terms of slow or delayed decision making and inexperience in dealing with people from a different environment or culture.

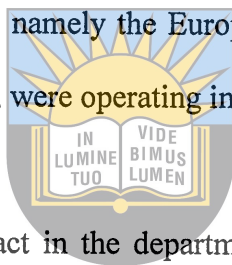
- The inability of the DOA to choose its own twinning partners is a major problem. The process by which twinning partners are cascaded into the departments from the province is a defacto instruction. Most departments try to ensure that something happens at all costs for fear of seeming to be going against the flow.

On the other hand it must be put on record that in a young country like South Africa, the low uptake of most of these projects was expected not only because of our history and the local operational environment alone, but also because of the nature of twinning in that it has characteristics which take time to develop and therefore the process needs time. The euphoria of “catch up” also distorts the picture, in that we still do expect instant change in areas which have taken other countries ages to evolve. This phenomenon is comparable to that seen in the European pre-accession twinning arrangements whereby all the first-generation projects had a lower rate of success, but the second- and third-generation ones were much better (Cooper et al, 2003). The assumption here is that all the current twinning arrangements over the period in the DOA could be regarded as first-generation projects.

It is evident from this study that there are potential problems which could compromise the whole process of twinning. These could for example be absence of systemic approval of a programme which could result in what some researchers call “a compliance mode rather than commitment”. In this case beneficiaries participate not because they are interested in the programme, but simply because they are obeying orders from their superiors (Badroodien et al, 2005).

Some MOUs had very broad and ambitious intentions which could not have been realised easily. Some authors refer to this as “... crude borrowing of external models” whereby programmes are not adapted to local needs.

There were also a number of cases in which the presence of multiple benefactors in a given area of operation was a problem. This not only confuses the beneficiaries, but it also becomes impossible to ascertain which intervention is contributing to what. This was also mentioned by Badroodien et al (2005) in his work on skills development in South Africa where three actors, namely the European Commission (EU), GTZ and the Department of Labour (DoL), were operating in one area.



Finally, despite of the low impact in the department, one should not overlook the links and friendships which have been built over time and are sustained over the distances through this process

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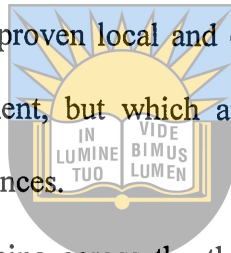
The inability of the various provincial administrations to internalise and implement study recommendations creates a big gap in the way they operate. The fact that certain issues and problems, continue to recur as is the case in this study, simply means that the province is not yet a learning organisation, and this will indeed impact on all future programmes unless there is a complete paradigm shift. The researcher concurs with the view from some studies which state that twinning agreements should be managed strategically from a central point as a part of an annual planning and that

for optimal benefit to be derived from this kind of agreement forward planning must be carried out with the partners

5.3 Recommendations

- Strategically twinning should be integrated in the key programmes of each department as per PGDP. This is a supplementary source of both expertise and to an extent finances to achieve the Provincial delivery objectives as set out in the PGDP
- Recommendations from various studies either for or on behalf of the province need to be internalised and implemented on various levels of the provincial administration.
- An overarching office to co-ordinate relationships, twinning and donor funding must be created at the Office of the Premier level. The current locus of this office does not give it the necessary latitude and expertise to do this job.
- The department needs to create a dedicated office to manage all twinning engagements. This office would not only assist in initiating these relationships but it would ensure implementation, aftercare and evaluations. It would also continue to oversee the sustainability of the projects even after the counterparts have left.
- This office must have a core staff managed by a technocrat (champion) in agriculture who is also conversant with the processes of international relations.

- An appropriate communication strategy must be developed to ensure that staff in the department is aware of these programmes and that they have the opportunity to play a meaningful part in them. This applies to all cadres of staff from management downwards. Local ownership of programmes is key to their success.
- A Needs Assessment process must precede all twinning arrangements.
- Assess all twinning offers carefully to see whether what they offer cannot be learned locally. Advantages here are that South Africa possesses appropriate, tried and proven local and cheaper technologies functioning in a similar environment, but which are unfortunately ignored mainly because of past experiences.
- Co-ordination of twinning across the three spheres of Government with special emphasis to the Municipality level where most of the service delivery takes place. This coordination should apply across the Provincial departments as well.
- Study groups should be formed to focus on twinning and assist the cascading of the benefits across civil society who are the eventual beneficiary
- Departments should perhaps have a free hand in choosing their twinning partners to obviate the current shortcomings in the system.
- Technical engagements, especially in agriculture, must consider local offerings from within our republic. South Africa has a well-developed



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commercial arm in agriculture from where local and appropriate lessons can be learnt.

- Encourage local mentorship and coaching in both administrative and technical fields.
- Bureaucrats must carefully interpret political agendas and advise accordingly. This is especially so in cases of bilateral visits or political visits which in some cases result into unviable projects, proposals and activities which are not necessarily appropriate or implementable.

5.4 Suggestions for future Studies

From the findings of this study the researcher would like to propose the following areas which could further enrich the body of knowledge, and also assist in the future decision making about twinning:

- Evaluate the impact of twinning in the whole province since the first MOU was signed
- Evaluate twinning in each of the departments in the province as well as in the District Municipalities
- Evaluate individual twinning programmes in the DOA
- Compare twinning to the classical technical assistance over the last 10 years in the DOA
- Investigate the benefits of twinning with foreign countries in technical areas, vis-à-vis twinning with more developed areas or institutions in our own country (especially in agriculture and other technical fields)

- A sequel to this study, to investigate the Biographical parameters against the key results and how they influence each other in twinning projects.

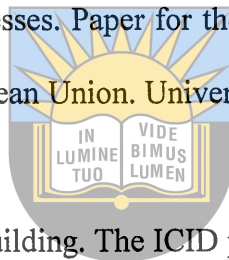


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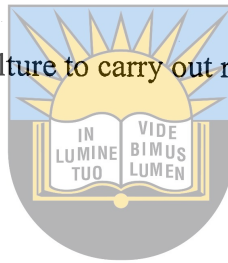
ADDENDUMS

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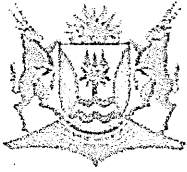
- Permission from HOD Agriculture to carry out research
- Copy of general questionnaire
- Copy of key respondent questionnaire
- Statistical tables

ADDENDUM

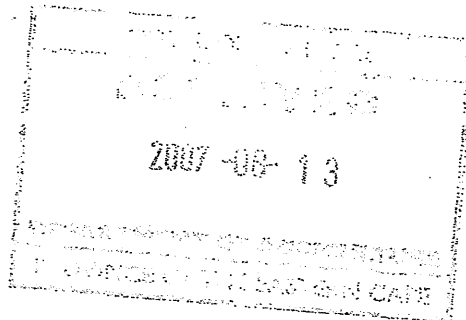
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Province of the
EASTERN CAPE
DEPARTMENT OF AGRICULTURE

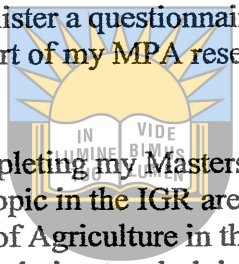


THE ANIMAL DISEASES SURVEILLANCE UNIT & EXPORTS. CENTRE OF VETERINARY EXCELLENCE.
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MEMO

01/08/07

TO HEAD OF DEPARTMENT
FROM The Manager ADSU & EXPORTS
SUBJECT Permission to administer a questionnaire to selected staff members in the department in support of my MPA research programme



I am currently in the closing stages of completing my Masters of Public Administration with the University of Fort Hare. My research topic in the IGR area is to investigate the impact of Twinning Programmes in the Department of Agriculture in the Province.

Purpose of this Memo is to request for permission to administer a questionnaire to selected staff members in the department and also to use some departmental reports pertaining to the topic.

All those involved will be assured of their anonymity and this information so gathered will only be used for the express purpose of assisting me to complete this course
This course is partly sponsored by the Department.

Dr I Lwanga-Iga
{B. Vet.Med; Dr. Med Vet; Postgrad. Dip. H.E (Agriculture)}

Manager Animal Diseases Surveillance Unit and Export Control

APPROVED / NOT APPROVED
Comments.....

Good luck with your research. You must administer cap and punishment to those who delay your research by submitting their responses late.

HOD Department of Agriculture

DATE *15/8/2007*

ADDENDUM

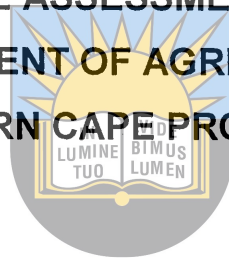
- Copy of general questionnaire



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UNIVERSITY OF FORT HARE

QUESTIONNAIRE ON THE ASSESSMENT OF TWINNING IN THE
DEPARTMENT OF AGRICULTURE
EASTERN CAPE PROVINCE



University of Fort Hare
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A case study in support of
A RESEARCH PROPOSAL FOR A
MASTERS IN PUBLIC ADMINISTRATION

STUDENT NO: (200507507)

Preamble to the Questionnaire

Twining as Concept in Agriculture:

The Department of Agriculture in the province of Eastern Cape has twinned with several countries since 1996, the latest being with Spain in 2005. To date, there is a total absence of how these agreements and projects therein have performed this far. Without this sort of information, it is impossible to determine the usefulness of such programmes within the Department. A preliminary survey showed that no published study of this nature is known to have taken place in the province up to now.

It is, therefore, opportune to assess the performance of the twinning agreements in the Department of Agriculture to see if these are meeting their goals and if not, to explore ways of implementing remedial activities.

Aim of the Questionnaire:

This study seeks to determine the extent to which the current twinning programmes in the Department of Agriculture have contributed towards the achievement of departmental goals.

The results from this study would then be very beneficial, not only in the Department of Agriculture, but also to other departments and institutions in the province which are engaged in similar twinning programmes.



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INSTRUCTIONS

Thank you for your willingness to complete this questionnaire. Your answers will remain completely confidential and will in no way be divulged to a third person without your consent.

Please answer all the questions and choose only one answer per question. The questionnaire will take approximately 30 - 45 minutes to complete.

On the narrative part please be as precise as possible: use of bulleted answers might assist in this regard

Please decide whether you agree or differ with each statement and mark your answer with a tick (✓) in the applicable block.

Should a question not apply to you, please leave it blank. Do not tick any of the 1-5 choices.

The scale refers to the following:

- 1 = Completely disagree
- 2 = Disagree
- 3 = Undecided
- 4 = Agree
- 5 = Completely agree



Example: Question 1 – I understand Twinning in the DoA as Strategic Partnership tool.

	Completely Disagree	Disagree	Undecided	Agree	Completely Agree
If you <i>fully agree</i> with this statement, tick the square under "Completely agree".	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input checked="" type="checkbox"/> 5
If you <i>do</i> agree with this statement, tick the square under "Agree".	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input checked="" type="checkbox"/> 4	<input type="checkbox"/> 5
If you <i>are not sure</i> , or do not know if you agree/disagree, tick the square under "undecided".	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input checked="" type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
If you <i>disagree</i> with this statement, tick the square under "Disagree".	<input type="checkbox"/> 1	<input checked="" type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
If you <i>fully disagree</i> with this statement, tick the square under "Completely disagree".	<input checked="" type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

THANK YOU FOR YOUR CO-OPERATION.

BIOGRAPHICAL DATA

Place a tick (✓) in the appropriate box in response to all the questions:

1. BRANCH:

Which branch do you belong to?		
1.	Technical Services	<input type="checkbox"/>
2.	Agricultural Development	<input type="checkbox"/>
3.	Finance	<input type="checkbox"/>
4.	Corporate Services	<input type="checkbox"/>

2. DIRECTORATE:

Which Directorate/Division do you work in?						
1.	DGITO & Communication	<input type="checkbox"/>		12.	Agr Education & Training	<input type="checkbox"/>
2.	Organisational Development	<input type="checkbox"/>		13.	District:	
3.	Human Resources Management	<input type="checkbox"/>			<i>Ukhahlamba</i>	<input type="checkbox"/>
4.	Supply Chain Management	<input type="checkbox"/>			<i>Alfred Nzo</i>	<input type="checkbox"/>
5.	Financial Accounting	<input type="checkbox"/>			<i>OR Tambo</i>	<input type="checkbox"/>
6.	Veterinary Services	<input type="checkbox"/>			<i>Chris Hani</i>	<input type="checkbox"/>
7.	Projects & Planning	<input type="checkbox"/>			<i>Amathole</i>	<input type="checkbox"/>
8.	Engineering Services	<input type="checkbox"/>			<i>Western (Cacadu)</i>	<input type="checkbox"/>
9.	Financial Planning & Control	<input type="checkbox"/>				
10.	Agricultural Economics & Marketing	<input type="checkbox"/>			Other: Specify	
11.	Agricultural Technology Development & Transfer	<input type="checkbox"/>				

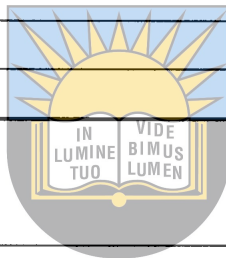
3. LOCATION

Ukhahlamba		
1.	Aliwal North	<input type="checkbox"/>
2.	Other:	<input type="checkbox"/>
Alfred Nzo		
1.	Kokstad	<input type="checkbox"/>
2.	Other:	<input type="checkbox"/>
OR Tambo		
1.	Mthatha	<input type="checkbox"/>
2.	Other:	<input type="checkbox"/>
Chris Hani		
1.	Queenstown	<input type="checkbox"/>
2.	Other:	<input type="checkbox"/>
Amathole		

1.	East London	<input type="checkbox"/>
2.	Other:	<input type="checkbox"/>
Western District		
1.	Port Elizabeth	<input type="checkbox"/>
2.	Other:	<input type="checkbox"/>
Head Office Bhisho		
1.	Head Office	<input type="checkbox"/>

4. LEVEL

What level are you?		
1.	16 – 13 (Senior Management)	<input type="checkbox"/>
2.	12 – 9 (Middle Management)	<input type="checkbox"/>
3.	8 - 7 (Junior Management)	<input type="checkbox"/>
4.	6 – 3 (Operational Staff)	<input type="checkbox"/>
5.	2 – 1 (General Workers)	<input type="checkbox"/>



5. POPULATION GROUP:

Which population group do you belong to?		
1.	Black	<input type="checkbox"/>
2.	White	<input type="checkbox"/>
3.	Coloured	<input type="checkbox"/>
4.	Indian/Asian	<input type="checkbox"/>

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6. GENDER:

Which gender do you belong to?		
1.	Male	<input type="checkbox"/>
2.	Female	<input type="checkbox"/>

7. AGE CATEGORY:

Which age category do you belong to?		
1.	20-30	<input type="checkbox"/>
2.	30-40	<input type="checkbox"/>
3.	40-50	<input type="checkbox"/>
4.	50-65	<input type="checkbox"/>

8. EXTERNAL STAKEHOLDERS

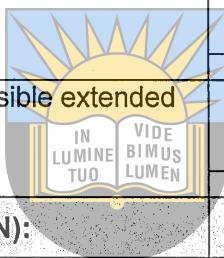
INSTITUTION	
1.	Name:
2.	Location: Country:..... City:.....
3.	Nature of Business/Operations:



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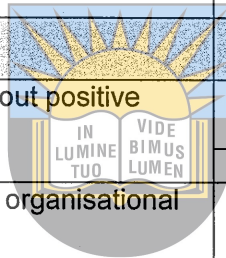
DIMENSIONS

		Completely Disagree	Disagree	Undecided	Agree	Completely Agree
B)	NEEDS ASSESMENT:					
1.	My section was involved in identifying the areas in which twinning is needed	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
2.	I as an official contributed to the identification of these areas.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
3.	There is a real need of using twinning as a tool in improving capacity in my area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
4.	I know the difference between twinning and other tools which can be used in development assistance	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
5.	Twinning can have a positive influence on other Departmental programmes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
6.	Twinning should continue and if possible extended to other areas in the Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
B)	FORMATIVE (IMPLEMENTATION):					
7.	The twinning programmes in my area are operating optimally	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
8.	This programme is well known in the area I am working in	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
9.	The programmes are running on schedule	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
10.	These programmes have been correctly implemented	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
11.	The twinning programmes in my area are achieving their objectives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
12.	There are many obstacles in the implementation of this programme	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
13.	The strengths of this programme outweigh the weaknesses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
14.	Twinning has major negative effects on the Departmental delivery programmes in the areas where it has been implemented so far	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
15.	There is a need to review the implementation of twinning in the department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5



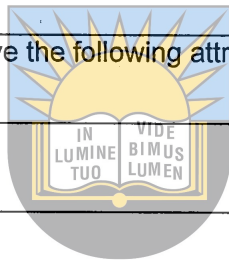
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		Completely Disagree	Disagree	Undecided	Agree	Completely Agree
C)	OUTCOMES					
16.	Twinning has been very effective in the area I am operating in	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
17. *	This intervention is it's money worth	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
18.	Performance has greatly improved in those areas where twinning has been established	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
19.	My performance has improved as a result interacting with the twinning counterparts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
20.	There are major impediments to the success of this programme in the department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
D)	IMPACT ASSESSMENT					
21.	Twinning activities have brought about positive changes in the Department	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
22.	This intervention has contributed to organisational capacity	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
23.	It has also contributed to my personal career development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
24.	Long lasting relationships have been formed among the actors in these programmes	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
25.	Lessons learned from this interaction are practical and implementable	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
26.	Experiences from this interaction have influenced and continue to influence my day to day activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
27.	My counterparts were the right people for the job.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5
28. *	Counterparts from certain countries and continents are easier to work with than others	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
		1	2	3	4	5



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E)	NARRATIVE:	
29.	What effects has this programme had in your area and on you as a civil servant	
	Make short comments on the following	
30.	In which areas should twinning be implemented or even enlarged in the Department?	
31.	Benefactor counterparts should have the following attributes	
32.	Study tours are an important part of twinning	
33.	Twinning to me means.....	
34.	The ideal length of a twinning engagement should be	
35.	I prefer to have twinning partners from	
	Why?.....	



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36.	I prefer my twinning partners to be (Gender) Why?.....	

THANK YOU FOR YOUR COOPERATION



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Addendum

- Copy of key respondent questionnaire



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UNIVERSITY OF FORT HARE

QUESTIONNAIRE ON THE ASSESSMENT OF THE TWINNING AGREEMENTS IN THE DEPARTMENT OF AGRICULTURE EASTERN CAPE PROVINCE



(KEY RESPONDENTS)

University of Fort Hare
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A case study in support of
A RESEARCH PROPOSAL FOR A
MASTERS IN PUBLIC ADMINISTRATION

STUDENT NO: (200507507)

Preamble to the Questionnaire

Twining as Concept in Agriculture:

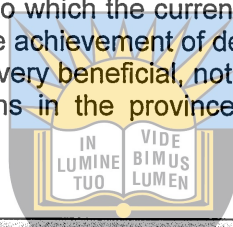
The Department of Agriculture in the province of Eastern Cape has twinned with several countries since 1996, the latest being with Spain in 2005. To date, there is a total absence of how these agreements and projects therein have performed this far. Without this sort of information, it is impossible to determine the usefulness of such programmes within the Department. A preliminary survey showed that no published study of this nature is known to have taken place in the province up to now.

It is, therefore, opportune to assess the performance of the twinning agreements in the Department of Agriculture to see if these are meeting their goals and if not, to explore ways of implementing remedial activities.

Aim of the Questionnaire:

This study seeks to determine the extent to which the current twinning programmes in the Department of Agriculture have contributed towards the achievement of departmental goals.

The results from this study would then be very beneficial, not only in the Department of Agriculture, but also to other departments and institutions in the province which are engaged in similar twinning programmes.



INSTRUCTIONS

Thank you for your willingness to complete this questionnaire. Your answers will remain completely confidential and will in no way be divulged to a third person without your consent.

Please answer all the questions and choose only one answer per question. The questionnaire will take approximately 30 - 45 minutes to complete.

On the narrative part please be as precise as possible: use of bulleted answers might assist in this regard

Should a question not apply to you, please leave it blank.

THANK YOU FOR YOUR CO-OPERATION

1. KEY RESPONDENTS QUESTIONNAIRE

INSTITUTION	
1.	Name:
2.	Country:..... City:.....
3.	Position/office
2.
3.	Department/section



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DIMENSIONS

B)	NEEDS ASSESMENT:				
1.	Is there a need or relevance for twinning:				
2.	Which needs can Twinning as a Tool address in Development				
3.	Is twinning a preferred intervention in development assistance? If so why?				
4.	Can Twinning have a positive influence on other Departmental programmes? Explain				
5.	Twinning should continue and if possible extended to other areas in the Department				




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B)	FORMATIVE (IMPLEMENTATION):				
6.	Are the twinning programmes operating optimally?				
7.	Is the programme well known in the area you are working in?				
8.	Are the programmes running on schedule?				
9.	Have these programmes been correctly implemented?				
10.	Are the twinning programmes achieving their objectives?				
11.	Which obstacles do you see in implementation of twinning?				



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12.	List some strengths and weaknesses of this programme.				
13.	Could twinning have negative effects on the Departmental delivery programmes in the areas where it has been implemented so far?				
14.	What apparent changes might be needed in the implementation of this programme in agriculture? <div data-bbox="642 742 869 993" style="text-align: center;"> </div>				
15.	Is there a need to review the implementation of twinning in the department? <i>University of Northumbria</i> <i>Together in Excellence</i>				
C)	OUTCOMES				
16.	Is Twinning effective as it is? To you , as an active actor: To the Department:				
17. *	Is this intervention is it's money worth?				

18.	Has Performance improved in those areas where twinning has been established?
19.	Has your performance been influenced as a result interacting with the twinning counterparts?
20.	Are there major impediments to the success of this programme in the departments?
21.	<p style="text-align: center;">  University of Fort Hare <i>Together in Excellence</i> </p>
22.	List any desirable changes you would propose in this programme.
23. *	Are you happy with the current outcomes?

D)	IMPACT ASSESSMENT				
24.	Have Twinning activities brought about positive changes in the Department/or Departments?				
25.	Has this intervention contributed to organisational capacity?				
26.	Has this intervention also contributed to your personal career development?				
27.	Have long lasting relationships been formed among the actors in these programmes?				
28.	Are lessons learned from this interaction practical and implementable?				
29.	Have experiences from this interaction influenced and continue to influence your day to day activities?				



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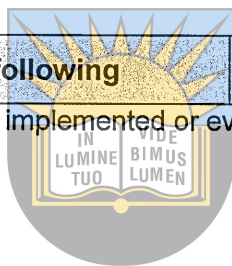
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30.	Are your counterparts the right people for the job.?
31. *	Are counterparts from certain countries and continents easier to work with than others? If yes HOW? And WHY?
E)	NARRATIVE:
32.	Name any possible obstacles in the in the implementation of twinning in the Department.
33.	List any possible strengths of twinning as an intervention in a developmental Public service
34.	List any possible weaknesses in the implementation of this programme
35.	These changes are necessary in the implementation of twinning
36.	What do you see as important outcomes of twinning in your area of operations?
37.	What are the major impediments in achieving the goals of twinning in the Department ?




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38.	Name any unintended consequences of this programme in your area
39.	List some desirable changes in your area attributable to this programme
40.	What effects has this programme had in your area and on you as a person?
	Make short comments on the following
41.	In which areas should twinning be implemented or even enlarged in the Department?
42.	Benefactor/Beneficiary counterparts should have the following attributes
43.	Study tours are an important part of twinning
44.	Twinning to me, means.....
45.	The ideal length of a twinning engagement should be
46.	I prefer to have twinning partners from (Country. Region Continent) Why?.....



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47.	I prefer my twinning counterparts to be (Gender) Why?.....
48.	Do you think twinning has had an impact in the Department
49.	Has it contributed to Organisational development? If yes, How?
50.	Has it improved "delivery" in those areas where it has been implemented? If yes How?
51.	 <p>Have long lasting partnerships been formed between the actors?</p> <p style="text-align: center;">University of Fort Hare <i>Together in Excellence</i></p>
52.	Are lessons learned practical and extrapolatable?
53.	Any other comments you would like to make about Twinning as a developmental intervention

THANK YOU FOR YOUR COOPERATION

ADDENDUM

- Statistical tables



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	COUNT OF ANSWERS							PERCENTAGE OF COUNTED ANSWERS								
	0	1	2	3	4	5	6	7	0	1	2	3	4	5	6	7
									no answer	completely disagree	disagree	undecided	agree	completely agree		
901	5	21	19	28	18	6		97	5%	22%	20%	29%	19%	6%		
902	4	34	27	17	12	3		97	4%	35%	28%	18%	12%	3%		
903	2	4	3	23	41	24		97	2%	4%	3%	24%	42%	25%		
904	4	7	11	37	32	6		97	4%	7%	11%	38%	33%	6%		
905	1	3	0	25	49	19		97	1%	3%	0%	26%	51%	20%		
906	3	3	0	30	36	25		97	3%	3%	0%	31%	37%	26%		
subtot NEEDS	19	72	60	160	188	83	0	582	3%	12%	10%	27%	32%	14%	0%	0%
907	3	16	19	45	13	1		97	3%	16%	20%	46%	13%	1%		
908	1	30	22	29	13	2		97	1%	31%	23%	30%	13%	2%		
909	6	13	23	44	10	1		97	6%	13%	24%	45%	10%	1%		
910	4	9	19	55	9	1		97	4%	9%	20%	57%	9%	1%		
911	4	12	15	51	13	2		97	4%	12%	15%	53%	13%	2%		
912	7	3	9	57	16	5		97	7%	3%	9%	59%	16%	5%		
913	5	3	14	56	15	4		97	5%	3%	3%	58%	15%	4%		
914	5	10	24	55	3	0		97	5%	10%	25%	57%	3%	0%		
915	4	2	4	35	39	13		97	4%	2%	4%	36%	40%	13%		
subtot FORMATIVE	39	98	149	427	131	29	0	873	4%	11%	17%	49%	15%	3%	0%	0%
916	5	13	19	45	13	2		97	5%	13%	20%	46%	13%	2%		
917	8	5	4	56	22	2		97	8%	5%	4%	58%	23%	2%		
918	5	4	7	58	17	6		97	5%	4%	7%	60%	18%	6%		
919	11	13	24	37	9	3		97	11%	13%	25%	38%	9%	3%		
920	10	3	10	55	16	3		97	10%	3%	10%	57%	16%	3%		
subtot OUTCOMES	39	38	64	251	77	16	0	485	8%	8%	13%	52%	16%	3%	0%	0%
921	4	7	12	47	23	4		97	4%	7%	12%	48%	24%	4%		
922	4	5	12	51	21	4		97	4%	5%	12%	53%	22%	4%		
923	5	19	28	28	15	2		97	5%	20%	29%	29%	15%	2%		
924	6	8	9	57	14	3		97	6%	8%	9%	59%	14%	3%		
925	6	5	13	49	22	2		97	6%	5%	13%	51%	23%	2%		
926	6	15	19	38	15	4		97	6%	15%	20%	39%	15%	4%		
927	8	11	6	52	15	5		97	8%	11%	6%	54%	15%	5%		
928	7	9	6	56	19	0		97	7%	9%	6%	58%	20%	0%		
subtot IMPACT	46	79	105	378	144	24	0	776	6%	10%	14%	49%	19%	3%	0%	0%
37	14	21	13	49	0	0	0	97	14%	22%	13%	51%	0%	0%	0%	0%
38	85	10	1	0	0	0	0	97	88%	10%	1%	1%	0%	0%	0%	0%
39	52	2	7	5	9	22	0	97	54%	2%	7%	5%	9%	23%	0%	0%
40	34	47	0	16	0	0	0	97	35%	48%	0%	16%	0%	0%	0%	0%
41	33	52	1	11	0	0	0	97	34%	54%	1%	11%	0%	0%	0%	0%
42	59	13	16	3	6	0	0	97	61%	13%	16%	3%	6%	0%	0%	0%
43	63	13	1	4	0	0	0	97	65%	13%	1%	4%	0%	0%	0%	16%
44	48	5	5	39	0	0	0	97	49%	5%	5%	40%	0%	0%	0%	0%
subtot QUALITATIVE	388	163	44	128	15	22	0	776	50%	21%	6%	16%	2%	3%	0%	2%
1&2												Disagree	Undecided	Agree		
3												Disagree	Undecided	Agree		
Average Trend									100%	100%	100%	49%	18%	47%	27%	27%
Q901									100%	100%	100%	41%	29%	25%	29%	29%
Q902									100%	100%	100%	63%	18%	15%	18%	15%
Q903									100%	100%	100%	7%	24%	67%	24%	67%
Q904									100%	100%	100%	19%	38%	39%	38%	39%
Q905									100%	100%	100%	3%	26%	70%	26%	70%
Q906									100%	100%	100%	3%	31%	63%	31%	63%
Average Trend									100%	100%	100%	23%	27%	47%	27%	47%
Q907									100%	100%	100%	36%	46%	14%	46%	14%
Q908									100%	100%	100%	54%	30%	15%	30%	15%
Q909									100%	100%	100%	37%	45%	11%	45%	11%
Q910									100%	100%	100%	29%	57%	10%	57%	10%
Q911									100%	100%	100%	28%	53%	15%	53%	15%
Q912									100%	100%	100%	12%	59%	22%	59%	22%
Q913									100%	100%	100%	18%	58%	20%	58%	20%
Q914									100%	100%	100%	35%	57%	3%	57%	3%
Q915									100%	100%	100%	6%	36%	54%	36%	54%
Average Trend									100%	100%	100%	28%	49%	18%	49%	18%
Q916									100%	100%	100%	33%	46%	15%	46%	15%
Q917									100%	100%	100%	9%	58%	25%	58%	25%
Q918									100%	100%	100%	11%	60%	24%	60%	24%
Q919									100%	100%	100%	38%	38%	12%	38%	12%
Q920									100%	100%	100%	13%	57%	20%	57%	20%
Average Trend									100%	100%	100%	21%	52%	19%	52%	19%
Q921									100%	100%	100%	20%	48%	28%	48%	28%
Q922									100%	100%	100%	18%	53%	26%	53%	26%
Q923									100%	100%	100%	48%	29%	18%	29%	18%
Q924									100%	100%	100%	19%	59%	18%	59%	18%
Q925									100%	100%	100%	18%	51%	25%	51%	25%
Q926									100%	100%	100%	35%	39%	20%	39%	20%
Q927									100%	100%	100%	18%	54%	21%	54%	21%
Q928									100%	100%	100%	15%	58%	20%	58%	20%
Average Trend									100%	100%	100%	24%	49%	22%	49%	22%