

## **CHAPTER 3**

### **AN OVERVIEW OF THE RATIONALE, ORIGIN AND EVOLUTION OF NGOS: SOUTH AFRICAN SOCIAL WELFARE CONTEXT**

#### **3.1 INTRODUCTION**

Chapter two was a presentation of the underpinning theory to this dissertation and discussed the major indicators employed in the study. This chapter outlines the procedures of establishing NGOs, provides a brief historical account of the origin, evolution and aims of South African NGOs with specific reference to those within the social welfare fraternity.

While it is necessary to note different institutions that are involved in promoting development, the role of institutions within the public and voluntary sectors is explored more closely. This is done looking particularly at their provisions towards NGOs in relation to their implication on human development situation. Furthermore, this chapter outlines the legal framework within which NGOs operate. Lastly, it provides an overview of the development strategies and programmes will be addressed within in relation to the nature of services with specific reference to key social development programmes, namely: social security and social welfare services rendered by NGOs and different theoretical perspectives that inform them.

While the previous section has painted a clear picture of what NGOs are, many questions remains to be answered as to what exactly it takes for an entity to be considered as an NGO. An answer to some of those questions is based on stipulated criterion to be met as laid down by relevant legislations illustrated in the next section.

#### **3.2 REQUIREMENTS FOR CONSIDERATION AS NGO**

Requirements for consideration of any entity (that is not an organ of state) as an NGO are stipulated in the NPO Act 71 of 1997.

According to Chapter 3 Section 11 & 12 Subsection (1) of this Act, NGOs are required to apply for registration for their operation to the Director of the Department of Social Department.

This application should be accompanied by a constitution of the organization in which provisions for the matters of the abovementioned subsection are made. Furthermore, Section 13(1) of the NPO Act 71 of 1997 provides that a nonprofit organization that intends to register need to submit a prescribed application properly completed, two copies of its constitution, and such other information as may be required by the director so as to assist the director to determine whether or not the prospective nonprofit organization meets the requirement for registration. Implicit in this regulation is that an organization can only be granted registration as an NPO on the basis of its compliance with the requirement stipulated in Act concerned.

Once the decision to grant an applying organization a status of registration as an NPO is approved, its name is entered into a register and Section 15(1) provides for an issuing of an NPO certificate with a registration number to the organization concerned. The registration number is utilized as proof of legitimacy of the organization in any correspondences with other institutions.

Once the above stipulated requirements are complied with, NGOs stand a better chance for consideration for funding. However, this does not automatically happen because additional funding requirements stipulated in clause 9.5 of the policy on financial awards to service providers (2004:25-26) also need to be adhered to. In as much as the promulgation of the NPO Act was enacted with a good intent of provision of a conducive environment in which NPO/NGOs can flourish, this objective remains unmet given challenges that NGOS are confronted with in an attempt to reap benefits provided for by the Act.

This is more evident in community-based and emerging organizations, especially in rural communities which are still largely excluded from financing or inadequately financed (Department of Social Development, 2004:7). This situation and other matters related hereto are best illustrated in the next section on the history of South African NGOs.

### **3.3 HISTORY OF NGOS: SOUTH AFRICAN SOCIAL WELFARE CONTEXT**

On the basis of the above outlined procedures for establishment of an NGO and the typology of various activities of NGOs by Yaziji and Doh (2009:9), this section focuses on service-oriented NGOs in as far as the history and evolution of their origin is concerned including an analysis of the nature of their services. According to Davids (in Theron and Maphunye, 2005:73), 'the emergence of some NGOs can be traced to a very basic human tendency to right a wrong through compassion or protest'. The latter reason is more evident in the days of colonial rule especially in South Africa. This rose to the emergence of ethnic welfare associations as acknowledged by Bratton cited in Davids (in Theron and Maphunye, 2005:68). Since then, local (NGOs) and global actors have always been one of the frontiers playing a pivotal role in shaping the nature of social welfare services across the globe including South Africa (Van Niekerk, 2008:357-358). As a result of this, it can be concluded that we live in an era during which the number of NGOs has rapidly increased internationally.

According to Yaziji and Doh (2009:15), estimates of NGOs vary widely, almost all analysts agree that the number is dramatically increasing such that in 1993, while the United Nations Development Program identified 50 000 NGOs world wide, in contrast the Union of International Associations identified 52 000 such groups world wide. Despite the difference in estimates, these figures illustrate that NGOs are growing in numbers and importance for the last centuries. This sentiment is echoed by Yaziji and Doh (2009:16) that the 1995 World Bank report indicates that since the mid 1970s, NGO sector in both developed and emerging countries has experienced exponential growth.

The South African social welfare has been shaped by the complex social, cultural, economic and political histories. Hence the African National Congress (ANC, 1994:2), stated that South Africa's previous apartheid dispensation was dominated by a history of discrimination, inequalities and practices as guided by the policies of that régime. This situation, together with a peculiar phenomenon which Patel (2005: 68 & 73) commonly refer, to as "poor white problem" fueled community initiatives to take charge of development of community based institutions.

The above scenario resulted in the establishment of the first two child welfare organizations in Cape and in Johannesburg in 1908 and 1909 respectively. The majority of these social welfare organizations rendered essentially rehabilitative social work services, and some statutory services were delivered on behalf of the state (Patel, 2005:68) as illustrated by profile of the NPO sector in South Africa in next Tables (3.1) and 3. 2 respectively.

### **3.3.1 Profile of the NPO sector in South Africa**

A partial overview of the developmental trends of NGOs is captured in Table 3. 1. However; this table does not clearly reflect the areas of services when compared to table 3.2, which gives a reflection of the key service delivery areas rendered by NGOs in line with the state priorities. Most importantly is that table 3.1 further illustrates the trends and culture of development and housing sectors , in which NPOs in both these sectors are concentrated in urban areas. This does not suggest that the above NPOs do not meet the needs of the poor; rather it suggests a possible trend that may raise concern about who benefits from government funding support for this sector.

**Table 3. 1 Development-orientated NGOs in South Africa's provinces**

Province	Development-orientated NGOs
Eastern Cape	Community development unit, Port Elizabeth. Afesis-Corplan, East London
Free State	Mnagaung community development center, Bloemfontein. Zamani community development forum Bedford
Gauteng	PLANACT, Johannesburg.  cooperative for people housing (cope), Johannesburg
KwaZulu-Natal	Built environment support group, Durban & Pietermaritzburg.  centre for public participation Durban
Limpopo	Maputle environmental and development project Driekop
North West	Care community service, Mafikeng. Lerato community center and development project Mabopane
Mpumalanga	Mkobola Women's development project. Mlumati community development project Malelane
Northern Cape	Association for community and rural advancement , Kuruman Alexcor development foundation Springbok
Western Cape	Foundation for contemporary research, Cape Town. Development Action Group , Cape Town

Source: Davids (2005:69)



### 3.2 Number of NPOs and major areas of work

MAJOR AREAS OF WORK	NUMBER OF NPOs	TOTAL NUMBER OF SUB GROUPS
<b>1. social services</b>	<b>13 519</b>	
<ul style="list-style-type: none"> <li>• child welfare , child services</li> <li>• youth services, youth welfare</li> <li>• family services</li> <li>• services to the elderly</li> <li>• self-help and other services</li> </ul>		963      4 291      2 385      2 093      1 242      1 545      1
<b>2. emergency and relief</b>	<b>908</b>	
<ul style="list-style-type: none"> <li>• disaster/emergency prevention and control</li> <li>• temporary shelters</li> </ul>		47 861
<b>3. incomes support and maintenance</b>	<b>8</b>	
<ul style="list-style-type: none"> <li>• incomes support and maintenance</li> <li>• material assistance</li> </ul>	<b>313</b>	53 8 260
<b>TOTAL</b>	<b>22</b>	<b>22</b>
	<b>755</b>	<b>755</b>

Source: Swilling and Russell (2001:28)

The above table clearly reflects the areas of service in the social sector in relation to key service delivery that are a priority for both NGOs and government. Most importantly is that the data also gives a concise picture of the number of NPOs involved in specific area of work in South Africa despite the fact that the study was conducted in 1999.

Looking at it from a sectoral perspective, it appears that the social services sector has the highest percentage of NPOs, numbering 22 755 (23%) out of a total 98 920 NPOs in 11 different sectors. Against this backdrop, Noyoo and Patel (2005:59) state that NGOs, Community –Based Organizations (CBOs) and Faith –Based Organizations (FBOs) can be viewed as more involved in addressing key priority areas such as promoting the needs and rights of women and children and in poverty reduction initiatives, yet ‘in many countries in the region these organizations are not perceived as social development partners but as threats to the existing political order’. In addition to this, Theron (2008:4) asserts that development takes place through projects which are mostly delivered by change agents from outside employing a mechanistic approach thus address one main need only. In other words a poverty-related project seldom addresses the total holistic context.

When revisiting the historical analysis of the South African social welfare NGOs, Patel (2005:68) view the situation as welfare initiatives pertaining to social provisions for whites, which reflected the bias in South African social welfare policy as the most noted historian on the developmental welfare, recorded. In so doing, whites received social support mainly through church and family, although voluntary welfare efforts, particularly by Afrikaner women’s organizations, increasingly featured over time (Patel, 2005:68). As a result, South African social welfare services were initially provided by religious and voluntary organizations while government, voluntary sector and other social actors in society became gradually involved with meeting the needs, managing social problems and providing social benefits and social programmes as also noted by Patel (2005:19). Consequently, the first state welfare Department was then instituted in 1937 marking the beginning of organized state intervention in social welfare firstly as a result of the above situation and secondly on the basis of the recommendations out of investigations of the ‘poor white problem’ conducted by Carnegie Commission of Enquiry in 1929 as pointed out by Patel (2005:69).

Furthermore, Brummer (cited in Patel,2005:69), adds that 'the main functions of the state welfare department were defined as rehabilitation of the socially maladjusted individual or family, the study and treatment of conditions giving rise to social maladjustment, and the co-ordination of such services”.

Having discussed the original history of local NGOs as shaped by both international and local political and socio-economic factors, the role of the emergence of state intervention together with of some private companies in addressing the social problems in South Africa during the then dispensation cannot be overlooked in terms of its contribution to the functioning of NGOs in the country. It is against this background that development as another form of social change cannot be understood in isolation. Thus, the study of local development issues must occur within the holistic multiple realities given the uneven relationships between the developers and interactions which occur among a variety of stakeholders. The latter then provides a context within which the range of ways in which corporations and NGOs interact, i.e. compete and collaborate including the dynamics thereof is explained. In so doing, reasons why NGOs have emerged as important institutional and organizational actors in the global political-economic landscape are explored.

According to Monaheng (in Theron, 2008:133), 'if the environment is supportive (decentralized administrative structures, bureaucratic orientation, and change in priorities), they will be more effective; if it is prohibitive, they will be less effective. On the basis of the above prolife of South African NPOs which further provide a picture of a classification of welfare services delivery, it is also important to note that several necessary and sufficient conditions for the emergence of NGOS are significant:



### **3.4 INSTITUTIONAL SUPPORT TOWARDS NGOs**

The role of the environment in which NGOs function needs to be analyzed in terms of determining its effects on the functioning of NGOs. Hence Yaziji and Doh (2009:15), assert that NGOs have merged as critical organizations in shaping governmental policy and practice, influencing legal and institutional structures and affecting corporate and business activities.

#### **3.4.1 Corporate NGOs engagement**

According to Yaziji and Doh (2009:123), NGOs constitute an important and influential set of actors within the broad context of business and society. For example, NGOs have been actively pressuring corporations –either individually or through industry-wide campaigns while at the same time providing technical assistance such as codes of conduct, standards or other policies and practices to help corporation respond to pressure (Yaziji and Doh, 2009:123).

On the other hand, NGOs partnership with corporations may yield financial, human resources and reputation benefits. Yet, increasingly interactions between NGOs and corporations are multidimensional, incorporating both elements of conflict and cooperation (Yaziji and Doh, 2009:123). In the view of Davids (in Theron and Maphunye, 2005:80), the latter entailed contributions of companies to social development through their programme which became commonly known as Corporate Social Responsibility (CSR) / Corporate Social Investment (CSI). Some important strength that can provide benefits to corporations in the context of a collaborative relationship are identified by Yaziji and Doh (2009:127-129):

- **Legitimacy**

According to a poll conducted by the Edelman public relation firm, NGO spoke person was more credible than entire company CEO or PR given that the NGOs are seen as dedicated first and foremost to serving an aspect of the general social welfare unlike the corporations' by product which are

perceived more as companies' profit rather than as direct result of their desire to feed or care for their fellow human beings.

- **Awareness and social forces**

Companies live and die by the markets they compete in, NGOs by the ebb and flow of people concerns about the safety and fairness of conditions worldwide.

Institutional contribution towards NGOs is not limited to cooperates only but the need for closer working relationships between the various stakeholders, government, NGO's, CBO's and the private sector to collaborate is also identified.

### **3.4.2 Government provision towards NGOs**

According to Davids and Maphunye (2005:53), government is divided into three branches viz: legislature, judiciary and executive. It also entails three spheres namely: central/ national, provincial and local government. In addition to this, Theron (2008:5) asserts that the state (government) as the main agent for development is divided among many ministries or departments, which in a coordinated manner should have a stake in development yet this is not a reality as different ministries will focus on poverty issues in silos. The latter represents a rigidly demarcated group of stakeholders.

This section will only focus on some of these institutions (which in the view of the author are closely linked to development) given the limited scope of this study.

#### **3.4.2.1 Local government support for NGOS**

'Local government can be described as that sphere of government closest to its constituents and involved in rendering a wide range of services that materially affect the lives of inhabitants residing within its area of jurisdiction' (Zybrands in Venter, 1998:201) and van der Waldt and Helmbold (1995:89).

Implicit in this statement is the notion that local government is the lowest (amongst the three spheres) hierarchical level of government which is closest to the people and fulfils a fundamental role in community development through provision of services to meet their needs. This is guided by several objectives of local government. The objectives of local government are stipulated in Section 152 of the Constitution of Republic of South Africa Act 108 of 1996 as follows:

- To provide democratic and accountable government for local communities;
- To ensure services are the provision of service to communities in a sustainable manner;
- To promote a safe and healthy environment; and
- Encourage the involvement of communities and community organizations in matters of local government.

As part of fulfilling the above objectives as constitutional mandate of local government, several efforts have been made through transformation of this and other South African institutions since 1994 when a democratic government was elected. An emphasis was placed on the developmental role of local government resulting into enormous expansion of its responsibilities. In so doing, the decentralization of powers to local government in terms of service delivery to the community brought with it some challenges as well concerning the performance of its function.

Opportunities and constraints of Non-Governmental sector differ with context and with organization. In the view of Plummer (2009:79-81), the following issues form the basis for municipal consideration and action:

- **Convergence of objectives**

In some cases, it is possible for NGOs to maintain and fulfill their own specific goals at the same time as meeting the project objectives established by the municipality.

- **Understanding NGO potential**

Municipality partnership with NGOs appear to work most effectively when municipalities have developed an understanding of the roles that NGOs play by acknowledging the potential resources for municipality activities in both policy and implementation. Therefore the more municipalities involve NGOs in their activities; the more likely they are to address community needs.

- **Building on existing links**

Existing community-NGO links provide a substantial basis for effective partnerships whose success is built on existing trust and confidence. Plummer adds that municipalities can build on existing initiatives and relationships with NGOs, on the work NGOs have already initiated.

- **Ensuring clarity of roles and responsibilities**

Municipalities and NGOs familiar with government partnerships frequently form open and ill-defined partnerships

- **Establishing a management interface**

NGOs frequently complain that municipal staff does not understand the processes of community development and their role in mobilization whereas the problem lies in the tendency of municipalities to allocate responsibility for NGOs co-ordination to middle or lower level administration instead of building them on both management and field levels

- **Developing effective management systems**

Municipal-community partnership requires management and this may often be overlooked or imposed, without discussion by the municipality.



Therefore municipalities need to develop mechanisms which will acknowledge importance of community ownership. In the view of Plummer steering committees involving NGOs in project management are a classic example of such mechanisms.

- **Developing trust and confidence**

In most contexts there is a degree of mistrust between NGOs and government, and it is necessary to build greater understanding of the barriers these two sectors thereby differentiating between fact and fiction. In so doing NGOs need to build confidence in government of the genuineness of the intentions while in the same breath government need to keep up their end of bargain.

The fact is noted that local government is a sphere of government closest to its constituents and involved in rendering a wide range of services that materially affect the lives of inhabitants residing within its area of jurisdiction' [Zybrands (in Venter, 1998:201),Gildenhuys and Knipe(2000:249), and Van der Waldt and Helmbold, 1995:89]. For the African National Congress (ANC, 1994:121,131), this is achievable through the transformation of the structure of this sphere of local government in such a way as to ensure maximum participation of civil society and communities in decision-making and developmental initiatives of local authorities.

This above information implies that at the center of the implementation of new policies and the operations of the institutions thereof (in line with democracy) lies a new paradigm shift of community participation as one of the principles of a developmental approach in terms of delivery of community services by local government. Against this backdrop, tools such as Integrated Development Approach (IDP) are utilized to drive this process and other related matters of local government.

According to Pauw et al (2002:318) 'section 1 of the Municipal Structures Act defines an integrated development plan as a plan aimed at the integrated development and management of a municipal area.'



On the other hand, AFRcC [(2001:4) (cited in Skosana, 2007)], IDP can be conceived of as a consultative, analytic, strategic and objective-orientated approach to decision making on issues related to municipality development. In order to achieve the abovementioned goals of local government, it is imperative that community participation is facilitated through this tool. 'Thus the Constitution lays the foundation for local government to facilitate community development "(Monaheng in Theron, 2008: 138).

Against the back ground of all of the above, municipalities can therefore tap into under-utilized resources for implementing poverty reduction, including the delivery of services and infrastructure to poor areas (Plummer, 2009:81).

#### **3.4.2.2 Objectives of local government**

Just as the local government is constitutionally mandated with the delivery of myriad services to meet the needs of people, such services need to be rendered in a developmental manner.

#### **3.4.2. 3 Developmental local government**

In the view of Monaheng (in Theron, 2008:138) and Mzini (2008:3), White paper on Local government defines developmental local government through its commitment which entails working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs to improve the quality of their lives.

According to the White Paper on Local Government Theron (2008:139), development outcomes include:

- the provision of household infrastructure and services;
- the creation of livable, integrated cities, towns and rural areas, and
- the promotion of local economic development and community empowerment and redistribution.

Central to this explanation, is the notion of sustainable development which 'means both a process and a stage of growth' that can be indicated by economic, social and ecological performance indicators (Craythorne, 2006:139 and 156). Most importantly, developmental mandate of local government is stipulated by Section 153(a) of the Constitution of the Republic of South Africa Act 108 of 1996. Implicit in this statement is a holistic approach thereby striking a balance of meeting all the needs of the community without compromising the environment in which people are dependent for their survival.

#### **3.4.2.4 Characteristics of developmental local government**

In addition to explanation above, Mzini (2008:4) and Monaheng (in Theron, 2008:139) further asserts that developmental local government is characterized by:

- Maximizing social development
- Integrating and co-ordinating
- Democratizing development
- Leading and learning

#### **3.4.2.5 Developmental duties of local government**

Section 153 (a) and (b) of the 1996 constitution enshrines the developmental duties of local government as already mentioned in the preceding sections of this document. As a way of implementing Section 153 of the Constitution, the traditional response of government to community service needs has been for government to take on the responsibility for their provision through local government. Therefore, the duty of the state to meet the basic needs of its citizens in a non-racial and non-sexist manner was then decentralized and delegated to its municipalities through local government as one of the recommendations of the Reconstruction and Development Programme (RDP).

However, Plummer(2009:75) asserts that in the light of rapid urbanization and the deterioration of existing infrastructure , local government is acknowledging that they simply do not have the resources, skills or organizational foundations to meet the statutory responsibilities of decentralization thus they increasingly looking outside government for support in a number of sectors especially in the field of community development where municipalities are weak , but where many NGOs have track record.

For Plummer (2009:75), this approach requires significant capacity building and attitudinal change such that once municipalities have built an understanding of key requirements for developing community partnerships and have acknowledged the need for assistance; they are in a position to identify gaps in their capacity and options for bridging these gaps by utilizing resources outside government.

In view of the above, Monaheng (in Theron, 2008:139) asserts that for local government to become developmental, the White Paper on Local government suggests working together with local citizens and partners amongst three processes that need to be institutionalized.

#### **3.4.2.6 IDP as tool for public participation**

It is said that a municipal council must consult with the community regarding the options, availability, level and quality of services it delivers, in terms of Section 4 of Municipality System Act 32 of 2000 (Mzini,2008:7). Implicit in this legislation is that in much as a local government has developmental duty to play through the provision of services to the community, the reality is that this objective may not be realized without working together with other communities and partners. This can be done through outsourcing some of the services to credible service providers such as SMMEs, CBOs and NGOs.

The White Paper on Local Government and chapter 8 of the System Act, the draft White Paper on Municipal Services Partnership and the Finance Management Act recognize the need to involve the private sector in rendering municipal services (Zybrands, in Venter, 1998: 225).

This implies the recognition and acknowledgement of different roles of various stakeholders in terms of influencing utilization and management of resources in the service delivery to the public.

In so doing it entail that citizens and businesses can be encouraged to maintain, rehabilitate or convert property to new use to the benefits of owners and the community e.g. school buildings becoming superfluous due to declining numbers within younger age-groups may be adapted to different purposes such as local community college center for the growing elderly in the community.

Expanding the fringe of human resource involved in municipal service provision is another possibility although it is probably more significant at the sub municipal level thereby encouraging local citizens who have not been involved in politics to serve on municipal council. Mobilization of private savings and local private sector financial resources in municipal provision is also an area where local government has an advantage.

This is more so because in the view of Plummer (2000:75), the attitudes and skills needed for promoting community participation are more prevalent amongst NGOs than government and it creates opportunity for municipal-NGO alliances. However, it is important to note that the role for NGOs in building community development will depend on the capacity, skills and agenda of both the municipality and the NGO sector in a given context.

From the above information, it has become apparent that local government is a service rendering institution through municipalities and of most importance is that these services should be continued in the future and not be easily abandoned. This in itself begs a question of sustainability which for Zybrands (in Venter, 1998:216) can only be answered with certainty once services are affordable and address a real *need of the public*.

#### **3.4.2.7 Sustainability problems and challenges facing municipalities**

Zybrands (in Venter, 1998:216) explains that sustainability is achievable at two levels i.e. from a financial and ecological point of view.



With regard to ecological level, Zybrands (in Venter, 1998:216) asserts that the latter entails provision of municipal service in a manner aimed at:

- Minimizing the risk of harm to the environment and human health and safety.
- Legislation intended to protect the environment and human health and safety is complied with.

On the other hand financial sustainability is said to mean the provision of municipal services in a manner aimed at ensuring that the financing of that service from internal and external sources, including budgeted income grants and subsidies for services, is sufficient to cover the costs of:

- Initial capital expenditure required for the service,
- Operating the services, and maintains repairing and replacing the physical assets used in the provision of service (Zybrands in Venter, 1998:216).

However, the question of the extent to which the community 's needs, especially those at grass roots level (given the high illiteracy level) are represented in participation of the drafting process still remains a challenge for a future vigorous scientific research in this field given the dilapidated conditions of infrastructure especially in Emfuleni municipality despite the indication that the community raised issues mostly pertaining to bad roads conditions, lack of masts lights, etc (Emfuleni Municipality IDP 2007/2008). In addition to this Gildenguys and Knipe (2000:246) argue that 'the dilemma of participatory democracy as a form of local government is essentially appropriate only on a very small scale and is not necessary efficient as a means of local government in the larger cities of today'.

Against this background, it is said that South African local government is faced with numerous dilemmas amongst which service delivery carry the most weight. Although various factors can be attributed to the situation, of most significance is lack of integration of services resulting in institutions working in silos towards a common goal of poverty eradication as a means to human development.



In the view of Theron (2008:5), the silos effect brings about a lack of strategic coordination among departments thus undermining holistic and integrated development efforts. In so doing it defies the belief that government promotes value of participation as upheld by South African democracy government and often does not realize other parties as major partners in development programmes and projects. The principle of partnership or joint responsibility between the churches, state and private initiatives was emphasized as early as the emergence of the intervention of the state in addressing social problems (Patel, 2005:69).

While the importance of the role of local government has been synthesized with the context of the role of NGOs in promoting sustainable livelihoods, the challenge, therefore, is to determine the manner in which this responsibility is shared among the different spheres of government since how they relate to one another goes a long way in creating an enabling environment for NGOs in promoting sustainable livelihoods. In so doing, the involvement of the Department of Social Development as one of the government institutions shall be looked into.

### **3.5 DEPARTMENT OF SOCIAL DEVELOPMENT**

According to Patel (2005:19), in liberal democratic societies, the state gains legitimacy through social welfare provision and has to obtain the consent or support of the people for its social welfare programmes that are publicly funded. Hence, the mission of the Gauteng Department of Social Development's mission is 'to play a leading role in social empowerment, social integration and social protection of poor and vulnerable individuals, families and communities of Gauteng'(annual performance plan of Department of social development 2008/09-2010). Implicit in this mission statement is the Department's intent to take leadership in provision of developmental social services as a primary custodian.

It is therefore by virtue of its constitutional mandate that the Department of Social Development has articulated this mission and how it intends to achieve it. In essence, this entail provision of comprehensive welfare services viz: social relief, anti-poverty strategy, and fight against HIV/AIDS, psychosocial support for child

headed households and Orphaned and Vulnerable Children etc) through partnership with NGOs ([www.socdev.gov.za](http://www.socdev.gov.za), 11:2009).

In as much as development as a human quest 'has been one of the most vexing problems of the twentieth century and is perhaps the major challenge of the new millennium' (Van Wyk, 2004:8), at the same time any developmental initiatives have to be sustainable in order to be able to meet all the developmental needs. On the other hand, the Department of Social Development (<http://www.socdec.gov.za>(accessed 01/11/2009) also highlights government's acknowledgement of contributions to reconstruction, development and provision of services by many civil society organizations thus realizing their services with government policies and prioritize. More so, is a general realization that government institutions cannot solely fulfill its constitutional responsibility thus resulting into the establishment of its relationship with NGOs.

### **3.5.1 Government- non- government relationships in service delivery**

Complex questions arise when interaction takes place between the two worlds –the point of reference of donors as development change agents and that of NGOs as beneficiaries of aid for development. For Swanepoel( cited in Theron, 2005: 5), the answer to these problems lies in all development stakeholders working closely in an integrated effort to address the various aspects that surround a challenge such as poverty without wiping all sectoral dividing lines between institutions entirely.

Choices are made at different levels in organizations- choices about where to work, who to work with, how to allocate scarce resources, and what focus to choose for individual programmes. Implicit and explicit criteria are used to make those choices and partnership or collaboration is the most elusive one. Furthermore, there is a need to place the responsibility for providing and improving services on the community itself and on civil society organizations in order to improve service delivery, in particular social services cannot be over-emphasized.

According to Patel (2005:73) and the Department of Social Development (2004:5), the community based welfare organizations enjoyed a privileged relationship with government with the government providing financial support to organizations through subsidization. For example, Swilling and Russell(2001:35) assert that the NPO sector had an income of R18 billion in 1998,42%(R5,8 billion) of which was government 's contribution to social services amounting to R2,1 billion when compared to R1,7 billion to health and R1,1billion to development and housing.

In addition to the above figures , the new Minister of Social Development (Ms Molewa)'s budget vote speech presented in parliament on the 3<sup>rd</sup> July 2009 also acknowledged the Department 's previous monetary and technical support for NGOs which she also further pledged for the future (<http://www.socdec.gov.za>(accessed 01/11/2009). Therefore, the provision of social welfare services has historically been a joint responsibility of government and civil society.

In the view of van der Waldt (2004: 102-103, & 112-113) this relationship between public and private institutions can be best classified under the South African Treasury through its Treasury regulations'( guidelines for public private partnership) newly coined yet widely used PPPs (Public-Private Partnerships) phenomenon, which simply implies " ' a contractual arrangement whereby a private party performs a departmental function on behalf of a national or provincial department for a specific time"

Furthermore, van der Waldt (2004: 86) adds that the need for abovementioned relationship between government and non government institutions in line with the above Constitutional principles or provisions is further necessitated by the requirements of the White Paper on the Transformation of the Public Service of 1995. Against the above background, Monaheng (2008:134) asserts that, government needs to preferably play a supporting rather than a leading role in participatory development. The starting point of the process of supporting community development is the creation of an enabling policy environment with a call for a reorientation of priorities.



As a way of achieving this, the focus of government should shift away from service delivery to capacity building which is to be understood in a broad sense – denoting education and skills building initiatives, as well as the provision of productive resources and socio-economic infrastructure with the former implying passiveness on the part of beneficiary communities.

The role of government was to facilitate broad –based participation to achieve self sustaining people centered development. In this regard, the Department has the responsibility to develop policies, strategies, programmes and guidelines to create conducive environment for the people and civil society (including CBOs and FBOs) to participate fully in their own development in order to render it sustainable.

According to Patel (2005:73), the autonomy and integrity of NGOs were compromised as they relied almost entirely on the government to finance their services despite their independence. This is also the case even beyond South African borders whereby relations between government and NGO in Bangalore were considered to be also fragile and co-operation had to be established on unfamiliar territory (Plummer, 2009:79). However, this does not imply that they do not need outside assistance. Therefore, aid in either cash or kind should be viewed as a temporary relief mechanism with an aim of uplifting communities from distress to full recovery or functioning.

The exact nature and extent of the involvement of these service providers is determined by various factors such as history, expertise, statutory requirement and cost. This will ensure that role clarification is enhanced, and duplication and fragmentation prevented. In light of the above situation, while governance of NGOs remains voluntary, the “government has introduced legislations to limit areas in which public interests can be exercised” (Liebenberg, in De Beer and Swanepoel, 2000:109). This was done more so to foster the regulation of relationship between government with NGOs.

### **3.6 LEGISLATIVE FRAMEWORK ON GOVERNMENT - NON GOVERNMENT RELATIONSHIP**

According to Davids (in Theron, 2008:71) in the past South Africa had neither a coherent, formal public policy nor any legislation that defined government policy towards NGOs. However various laws were since promulgated during the government of the new dispensation. As a result, only few of such laws viz: Constitution of South Africa Act 108 of 1996; NPO Act 71 of 1997; policy on financial award to service providers 2004; White paper on Transformation of the Public Service of 1995 are reviewed as related to the relationship . Within this context, the roles and responsibilities of service providers of government as well as partners such as non- governmental, community-based and faith based organizations are outlined.

#### **3.6.1 Constitution of the Republic of South Africa Act 108 of 1996**

In the light of the above constitutional requirements related to public service delivery, the supremacy of the South African Constitution as provided for in chapter 1 Section 2 cannot be overemphasized when dealing with all legislative related matters since "law or conduct inconsistent with it is invalid, and the obligations imposed by it must be fulfilled"(van der Waldt ,2004:85). The need for public services to be rendered in a developmental manner to empower the people to meet their needs without depending on the government indefinite intervention is enshrined in the Constitution of the Republic of South Africa Act 108. In this light, Section 195(1) (c) of RSA (1996) stipulates the following principles (amongst others) that must govern public administration such that:

- Public administration must be development oriented
- People's needs must be responded to.....

Furthermore, the Bill of Rights of the Constitution: Section 27(1) (c), stipulates that everyone has the right to have access to social security, including, if they are unable to support themselves and their dependents, or for appropriate



social assistance. In this light, by virtue of the service delivery model for developmental social welfare services (<http://www.socdec.gov.za>,11:2009), South Africa is one of the few countries where the constitution enshrines a duty to alleviate poverty .Therefore it is a country that is moving towards becoming a developmental state. In addition to this, Section 24(a) (b) (iii) provides that: everyone has the right to an environment that is not harmful to their health or well being, and secures ecologically sustainable development and use of natural resources while promoting justifiable economic and social development. This makes 'South Africa's model constitution (1996), internationally regarded as the world's most progressive, unambiguously embracing the discourse of environmental justice" (Davids in Theron, 2008:34).

### **3.6.2 NPO Act 71 of 1997**

In 1997 government promulgated the Non-Profit Organization Act, which provides (minimal) regulation and monitoring of NGO activity. This Act intends to regulate the establishment and functioning of NGOs thus setting parameters within which such institutions can conduct their affairs.It also makes it possible for non-profit entities established in terms of statutory and common law to register as NGOs. Hence this legislation can be perceived as a government's cornerstone policy pertinent to the functioning of NGOs.

NGOs are established and regulated by the Non Profit organization Act 71 of 1997 in which both the administrative conditions and requirement for registration as an NGO are stipulated in chapter 3 Section 12(1) and (2).According to chapter 1, Section (1), subsection (x) (a) (b), of the Non profit organization Act 71 of 1997, NGOs are defined as either a trust, company or associations of persons established for the public purpose and income and property of which is not distributable to its members or office bearers except as a reasonable compensation for the service rendered.

Most importantly is that the Non Profit Organization Act makes provisions for state's role with specific reference to its responsibility to the NGOs thereby striving towards the creation of an enabling environment in which these institutions can flourish. This matter is brought to effect by Section 3 of the Non Profit Organization Act 71 which stipulates that: within the limits of law, every organ of state must determine and coordinate the implementation of its policies and measures in manner designed to promote, support and enhance the capacity of Non Profit Organizations to perform their functions. In so doing, the Act aims to realize its objective of striving towards the creation of an enabling environment in which these institutions (NGOs) can flourish.

In spite of the well stipulated and good intentions of the NPO Act 71 of 1997, debates on the extent to which NGOs are non-governmental has dominated plethora of literature in the fraternity of public service in which NGOs operate. For pessimists, because NGOs could play an important role in government development delivery system, most government institutions would like to monitor the functioning of NGOs closely thus creating a conflict between the state and NGOs since NGOs interpret the practice as interference (Lieberberg in De Beer and Swanepoel, 2000: 121).

On the other hand, optimist van der Waldt (2004:12) asserts that the need for government's role in overseeing the conducts of NGOs lays primarily for accounting purposes. In the view of van der Waldt (2004:12), the latter is a key requirement of good governance not only to governmental institutions but also to the private sector and civil society organizations which must account to their institutional stakeholders. van der Waldt further asserts that this practice is emphasized by the fact that increasingly the world over; public and private donors are demanding accountability for the programmes they fund, including measures of efficiency. Therefore this places pressure on government to evaluate the cost and benefits of its activities and to explain to society as a whole, especially tax payers, how government spending and resources allocation are distributed for the well being of society.

This is often done through an emphasis of monitoring and evaluation mechanisms and processes hereto outlined by the Department of Social Development since governments are also role-players in the development of local communities who depend on its cooperation and support (Monaheng in De Beer and Swanepoel, 2000:129).

Apart from the above outlined critique of the effects of the NPO Act on the governance of NGOs, other additional loopholes were identified. Hence the development of a policy on financial award to service providers.

### **3.6.3 Policy on Financial Award to Service Providers 2004**

The aim of this policy is to guide the country's response to the financing of service providers in the social development sector, to facilitate transformation and redirection of services and resources, and to ensure effective and efficient services to the poor and vulnerable sectors of society.

In addition to this, the scope and purpose entail ensuring that government, together with non- governmental sector, and where appropriate, private sector organizations, achieve the mission of the Department of Social Development (policy on financial award to service providers 2004:8).

Some of the objectives of the policy on financial award to service providers are to:

- Establish a funding relationship between the Department of social development and service providers that render developmental social welfare services.
- Develop the capacity of emerging and previously disadvantaged organizations that do not have resources but understand and could meet the needs of the communities.
- Create an enabling environment for the new service providers and the previously excluded from government funding.

- Provide a basis for the redistribution of resources in a more equitable manner.

#### **3.6.4 White paper on Transformation of the Public Service of 1995**

Chapter II of the White paper on Transformation of the Public Service of 1995 makes provisions such that national and provincial departments have to identify among other things: potential partners with the private sector, non governmental organizations (NGOs) and Community-Based organizations (CBOs) which will provide more effective forms of service delivery.

This simply implies that one of the government's roles is to facilitate the process of development through its various institutions, partners and civil society. Therefore service delivery needs to be intersectoral and integrated between the various government departments and sectors which are only achievable through attitudinal, behavior and values that demote the above stated effect of silos approach to service delivery.

The post-1994 era has brought about major changes in South Africa. These changes have had an impact on all aspects of life of the people of the country, including its institutions. The most significant changes were those that were aimed at improving service delivery and making the services more accessible and responsive to the needs of the vast majority of the population through a developmental approach. The latter is a paradigm in service delivery and the primary object of the White Paper on Transformation of the Public Service of 1995.

#### **3.6.5 The White Paper for Social Welfare (1997)**

The White Paper for Social Welfare (1997) commits the Department of Social Development amongst other public institutions to the transformation of social services by developing a developmental approach that emphasizes the interdependence between social and economic development.



According to the white paper for social welfare (1997), developmental social welfare focuses on the maximization of human potential and on fostering self-reliance and participation decision making. It also stresses services that are family-orientated, community-based and integrated.

Furthermore, service delivery model for developmental social welfare services for a developmental approach in social welfare services is a global requirement promoted by the United Nations (UN) Economic Commission for Africa thereby also emphasizing the participation of people in the processes of service delivery (<http://www.socdec.gov.za> (accessed 01/11/2009)).

As a new approach to social services delivery, social development transcends the residual approach that has dominated social welfare thinking in the past. This transformation process is still in progress and presents numerous challenges (some already stated in the earlier sections of this study) to all involved, particularly service providers. Government has been given a mandate to ensure the provision of the best possible services to communities, with a view to pushing back the frontiers of poverty and creating a better life for all. Since social development is concerned with the development of society in its totality and institutional development, part of transformation process and development paradigm, required the Department of Social Welfare to change its name to Department of Social Development (<http://www.socdec.gov.za> (accessed 01/11/2009)).

In the light of the above plethora of legislations related to the functioning of NGOs and governmental sectors, Davids (in Theron and Maphunye, 2005:71), also acknowledges that NGOs do not operate in a political vacuum despite lack of coherent, formal public policy any legislation that defined government policy towards NGOs in the past South Africa. Furthermore, these legislations are all a series of interrelated documents that give effect to the implementation of the provision of the Constitution of South Africa in relation to deliverance of social programmes, and as such must be utilized in conjunction with each other than in isolation.



Most importantly is that legislations need to comply with the Constitution because of its principles are highly inter-related cutting across both government and non-governmental sectors involved in public service delivery. For Theron (2008:24), the effects of these and other related factors should only be regarded as contextual issues affecting people disconnected from our lived realities, but as global concerns that affect people across the world .

### **3.7 AN OVERVIEW OF NGOs PROGRAMMES**

According to Roche (1999:234) humanitarian and advocacy work does not take place in a vacuum, projects and programmes are designed, implemented and evaluated by different organizations each of which has its own systems, values and cultures. This suggests that organizations are more than simply a means of delivering projects, they are also one of the key vehicles for setting the context in which projects and policies evolve and determining which projects or policies will or will not be supported or delivered.

On the other hand, the Reconstruction and Development Programme (RDP) laments that our history has been a bitter one dominated by colonialism, racism, apartheid.....It is then important to note that South Africa inherited a social welfare system with a combination of historical forces such as the legacy of colonialism and apartheid which influenced the nature of service delivery (Patel, 2005:66, African National Congress, 1994). Therefore, while taking pride in that current transformational achievements is of paramount importance, there is also a need to acknowledge the combination of historical forces that have impacted significantly on the current system.

#### **3.7.1 Pre 1994 social welfare service delivery programmes**

In the view of Patel (2005:70), the nationalist government came to power as a result of class alliance of Afrikaners and strong support of white rule of the country for 46 years.

Africans, Colored and Indians were denied both citizenship and welfare rights and were unable to utilize legitimate institutional mechanism to influence flow of resources in their direction during the reigns of the apartheid government (Patel, 2005:70). As a result of the above situation, race became the primary factor in the access to services and benefits. For example, the welfare expenditure figures for different racial groups illustrate that: Whites benefitted 61% in 1950, 56% in 1976 and 23% in 1990 in contrast to African benefitting 25% in 1950, 28% in 1976 and 52% in 1990 while on the other hand Colored/Indians got 14% in 1950, 16% in 1976 and 24% in 1990 (Terblanche, 1987 cited in Patel, 2005: 71). Most importantly is that residual and institutional approach dominated social welfare thinking to focus on white poverty. As a result, public education, public health care, subsidized housing, rent controls, employment, social benefits and social welfare services, which included poor relief, community services such as luncheon clubs for the elderly, residential care and rehabilitative social services were provided for those in needs (Patel, 2005:1, 71 & 75).

According to Patel (2005), a result of this approach, there were far –reaching effects that ensued amongst others:

- poorly developed protection services;
- inadequate numbers of social services such as practitioners to deal with high caseloads and deepening poverty ;
- loss of skilled personnel due to poor salaries and working conditions;
- an increase in social pathologies and problems, for example , the high number of street children , large number of children who had to await trial in prison, sexual exploitation of children, HIV/and AIDS (service delivery model for developmental social welfare services).

The situation as explained by Patel (2005:72) was such that ‘there was a total of 18 state welfare departments, eight in the Republic of South Africa, six in the self

governing states (non-independent homelands), and four in the independent homelands”, albeit the finance for these departments came from the same exchequer .Therefore, the system was extremely fragmented, bureaucratic, inefficient and costly to implement.

Apart from the social welfare services rendered by the then government departments, Patel (2005:72-73) points out that NGOs also became an important feature of welfare services under apartheid such that almost 2 400 agencies were formed and registered under the Fundraising Act no 107 of 1978 with welfare objectives. This was quite a substantial number of organizations despite the then prevailing hostile circumstances under apartheid government. Therefore these organizations shared a privileged financial funding relationship with the government for purpose of deliverance of services on behalf of the state.

#### **3.7.1.1 Social security and welfare services**

According to Patel (2005:124), ‘social security has been defined as covering: a wide range of public and private measures that provide cash or in kind benefits, both or both, first in the vent of an individual’s earning power permanently ceasing, being interrupted, never developing, or being exercised only at an acceptable social cost and when such person is unable to avoid poverty and secondly, in order to maintain children. The domain of social security is: poverty prevention, poverty alleviation, social compensation and income distribution”. Implicit in this definition is the intervention of various stakeholders to render assistance to individual and or his significant others in order to prevent, and stop the impoverishment of the affected person(s).Most importantly to note is that the South African government has made this process is a constitutional made to institutions concerned to afford individuals the social security service as a right.

Section 27(1c) of the Constitution protects the right of everyone to access social security and appropriate social assistance if they are unable to support themselves and their dependents.

However, in the apartheid regime the practice was such that it functioned towards protection of single minorities. For example, 'the Children's Protection Act of 1913 made provision for payment of maintenance grants for children and family support was introduced to protect white families living in poverty in 1921 while social pensions were granted to whites and coloureds in 1928 subject to age criteria and these were means -tested to ensure that only the needy were targeted (Patel,2005:127).

In the view of Theron (2008:21), the manner in which development has been delivered has created a frustrated beneficiary community in as much as it reflected 'the manner in which people think about development. In the light of the above provided information, it is apparent that separate development became the order of the day in relation to structured differential access to social welfare services and resources. It is against this light that the social services approaches of the pre-1994 era were criticized as not being appropriate or developmental, and creating dependency since they were mainly based on the above-mentioned models of services delivery.

According to Davids (in Theron, 2008:25), while poverty is deepening, there has been parallel transformation and restructuring taking place at different levels including amongst others: the types of government policies that are adopted, the way in development programmes and projects are decided on, and through change in people's lives and livelihoods strategies. This transformation became more apparent following the inception of a democratic government in South Africa.

### **3.7.2 Post 1994 developmental social services delivery programmes**

According to Dr Zola Skweiya, the former Minister of Social Development (in <http://www.socdec.gov.za> (accessed 01/11/2009), the Department has engaged in discussions at various levels since 1994 to ensure that the strives benefit the poorest and vulnerable sectors of society who live in conditions of abject poverty, some



deprived of access to even basic resources thereby adopt a shift in approach from a welfarist to social development perspective.

This can be seen as recognition of the need to promote the goals of sustainable development while redressing the past imbalances. The newly negotiated approach became people centered since it was based on the strengths of an individual, group or community thus recognizing their capacity for growth and development (<http://www.socdev.gov.za>(acssesed 01/11/2009). This simply translates into a developmental paradigm shift premised on the notion that people are masters of their own destiny, and instead of helping the poor in conventional way with hand outs, self reliance through their empowerment becomes a status quo.

Against the backdrop of the above, the annual performance plan of Department of Social Development (2008/09-2010) indicates that this Department renders services through three broad programmes namely: social security, social welfare and community development. These should be integrated to enable the target groups to deal effectively with all social issues such as psychological stress, chronic poverty, food security and other adverse social conditions. Services are defined in terms of two broad categories that constitute developmental social services namely: developmental social welfare services and community development with the former further classified in terms of levels of intervention:

- prevention, (service aimed at strengthening and building the capacity and resilience of the client) ;
- early intervention/non-statutory (services that make use of developmental and therapeutic programmes to assist those who have been identified as being at risk before they require statutory services);
- statutory, residential and alternative care( more intensive intervention or placement in alternative care ), and



- Reconstruction and after care services (mainly of maintenance services aimed at sustaining the intervention efforts to assist those in need) (<http://www.socdev.gov.za>(accessed 01/11/2009).

According to the Department of Social Development (2004:1), the focus of the Department over the past decade was predominantly on social security (despite having adopted a developmental approach to service delivery) to the detriment of other social services. Thus it could be concluded that the Department of Social Development has a skewed allocation of resources due to the improvement of the safety net, which is critical in the alleviation of poverty and is seen as the largest direct income transfer to the poor in the country.

Whilst this is positive in terms of provision of a safety net for the poor, according to the Department of Social Development (2004), the situation has resulted in the Department spending an average of 90% of its budget on social grants, leaving only 10% of the budget to provide a wide range of services, whether rendered by NGOs or by government. Furthermore, the strategic plan of the Department (2008/2009) alludes to the fact that critical poverty relief and community development, child protection services, community services to older persons, people with disabilities, and support services to victims of domestic violence and other services are chronically under-budgeted. Although the conditional grants are able to relieve the problem, provinces have not been able to integrate them in their budgets to ensure sustainability. On the other hand, while recognizing the role of social security, the nature and scope of community development is articulated and this is classified in terms of the purpose and scope of services and includes a focus on the development of the youth and women, poverty reduction programmes and the registration of Non-profit organizations (NPOs).

#### **3.7.2.1 Community development**

According to Monaheng (in Theron, 2008:137), community development is defined as a way of understanding civil society by prioritizing the participation of

communities and their perspectives in development of social, economic and environmental policy and action. In so doing it seeks: the empowerment of local communities; strengthens the capacity of people as active citizens through their communities, organizations and networks on the one hand, and the capacity of institutions and agencies (public, private, NGOs on the other).

The above objective is achievable through work and in dialogues with citizens to shape and determine change in their communities, which in turn plays a crucial role in supporting active democratic life by promoting the autonomous voice of disadvantaged and vulnerable communities. Therefore community development can be seen as method and a process aimed at enhancing the capacity of communities to respond to their own needs and improve their capacity for development, through community mobilization, strength –based approaches and empowerment programmes. In this light, Monaheng (in Theron, 2008:127) acknowledges the different strands within the family of community development approaches as a signal of internal shift of emphasis. For example while the original community development approach which was process oriented to needs, this approach now represents a shift from a preoccupation with means to a renewed awareness of ends.

### **3.7.2.2 International perspectives on community development**

According to Monaheng (in Theron, 2008: 135), the United Nations(UN) convened the world summit for social development in 1995 which noted the limited access that people in Africa and other developing areas had to income, resources , education, health care and nutrition. In view of these problems, Monaheng further states that the UN heads of state and government adopted the Copenhagen Declaration in 1995 on social development based on the premise that in developing countries, the challenge is to establish a people centered framework for social development and to respond to the immediate needs of those who are affected by human distress. Therefore, it can be concluded that the Summit recognized the role played by community organizations in social development given a commitment made by world

leaders to take all necessary action to achieve a people centered development in different countries.

Another significant development in the fraternity of community development can be traced back to the adoption of the African charter for popular participation in development by the Organization of African Union (OAU) in 1990. This emanated from the international Conference on popular participation in the recovery and Development process in Africa held in Arrusha, Tanzania in the same year (Monaheng, in Theron, 2008:135).

In the view of Monaheng, this charter sought to emphasize the basic fact that the role of people and their organizations is central to the realization of popular participation hence it said that: it was important that people should establish independent organizations, at different levels which are genuinely grassroots, voluntary, democratically administered, self reliant and rooted in the tradition and culture of the society.

#### **3.7.2.3 Southern African development**

In 1985 a seminar was held in Lesotho to map out the course of another development (as per recommendations of the report prepared by the Dag Hammaskjold Foundation of Sweden) for countries of the Southern African Development Community (SADC) yielding an adoption of a Maseru declaration, which spelled out an Agenda for action for SADC countries with its main elements as follows:

- The establishment of participatory , people centered development projects should receive priority;
- The projects should be geared towards satisfying basic needs;
- Popular mass-based organizations should assume more of the initiative in the development process (Monaheng, 2008:136).

#### 3.7.2.4. Yaonde' Declaration

According to Monaheng (2008), an International Association for Community Development [(IACD) international NGO which promotes the values, theory and practice of community development through out the world] held a biannual conference in Yaonde' Cameroon in 2005 ending also in its resolutions i.e. Yaonde' Declaration on the role of community development in building civil society in Africa.

Monaheng further explains that the declaration addresses areas in which action was needed to achieve the objectives of community development amongst which is partnership among different role players (government, local government structures, NGOs international donor agencies and educational institutions. This and other declarations stated above echoed the sentiment of the above various sources (legislations and literature) thereby reaffirming the crucial value of NGOs and as a form of community development. In addition to the above, the conference also agreed that within the framework of community development, certain minimum conditions should be met: the provision of basic needs (potable water, food security, education, sanitation, electricity, health care, communications, shelters and infrastructures (Monaheng, 2008).

In so doing, the conference also echoed the resolution of millennium goal development as essential developmental milestones against which any development initiative should be gauged. The feasibility of achieving these goals remains a million dollar question sparking curiosity about the actual motive for these goals. Pessimists held a view that a very high standard was deliberately set for the downfall of African countries by Europeans. Other critiqued the importance of African context as a most reliable means of measuring the progress of development within and amongst these countries.

All the above attempts were initiated with an intention of improving community development thus contributed to its evolution from a mere process to a sophisticated process with advanced frameworks.



It is in this view that the Department of Social Development believes that the full potential of a community-development approach will not be realized without a proper framework. Sustainable livelihood consequently became one of the newly preferred frameworks in development (strategic).

#### **3.7.2.5 Community development: sustainable livelihood framework**

As already mentioned in the preceding sections of this chapter, the sustainable livelihoods approach is an integrated development method that brings individual approaches together to achieve sustainable development. It involves an assessment of community assets, adaptive strategies and technologies contributing to livelihood systems, and the analysis of cross-sectoral policies and investment requirements to enhance livelihoods (Department of Social Development, <http://www.socdev.gov.za>(acssesed 01/11/2009). It is about working with communities and recognizing their interests, expertise and experience as the basis for development.

Such a framework will provide a basis for working with people, not only on issues of local concern, but also when developing wider programmes and policies that will impact on communities and civil society organizations. The framework will also introduce and facilitate the implementation of people-centered and participatory approaches such as the sustainable livelihoods approach and will result in equitable, relevant and sustainable change. Therefore, it can be concluded that the most significant shift of emphasis can be perceived to have occurred with the emergence of sustainable livelihood approach.

### **3.8 CONCLUSION**

This chapter has discussed the historical background and evolution of NGOs. It paints a picture of their essential and initiative role as front runners in development. It analyzed to the role that organizations play in the process of achieving, or failing to achieve, impact in development.



As result, this initiative gained recognition from various institutions both public and private that further reaffirmed the importance of NGOs despite some of the challenges they are faced with in development fraternity. A partnership relation became established between NGOs and other institutions with recognition that development is a constant process of social change that requires active participation by all stakeholders. In the past and up to date the government has made a huge investment in the social development sector with specific reference to the funding of NGOs. It has also provided enabling legal and policy environment, which dictated the imperatives of transformation. Hence a resolution to build the capacity of all relevant organizations from the beginning and beyond was made.

This therefore called for a social-development approach which affirms the quality and dignity of life, upholds sustainability of social and community institutions, and ensures education, health, security, social justice and mutual respect. This description places "social development" within the poverty-reduction strategy that seeks to address factors that contribute to poverty such as inequalities, institutional failures, social barriers, as well as personal and household vulnerabilities.

This chapter laid a foundation for the next chapter that focuses on empirical research design on implementation of sustainable livelihood approach by NGOs in Evaton.

## **CHAPTER 4**

### **EMPIRICAL RESEARCH DESIGN ON IMPLEMENTATION OF SUSTAINABLE LIVELIHOOD APPROACH BY NGOs IN EVATON**

#### **4.1 INTRODUCTION**

This chapter presents the research methods to be used in this study. It includes an overview and justification of self-developed questionnaire, an explanation of the development of the questionnaire and a pilot study. When the researcher initially conceptualized questionnaires, a random survey of 5 NGOs was envisaged in Evaton community as research site. However, the limitations of this approach it were quickly realized. First the sample size was insufficient to provide a statistically representative survey and would not therefore provide an ability to comment on community trends. More importantly, the strength of this research resided in the researcher's official duty legitimacy. The researcher has a history of working with wide range community-based organizations and governmental department partners.

The researcher's extensive networks, contacts and official job description as a chief social worker (community development officer in Emfuleni municipality) in communities across Emfuleni municipality afforded her with access to residents and community leaders which are difficult for most researchers to replicate. Hence the starting point was to contact the NGOs in the community, not the demographic data of the municipality. This means that in survey of NGOs; a non probability purposive sampling method was utilized i.e. using the researcher's contact to provide access to NGOs in the community who might be relevant for this study. For some researchers such a method may be seen as inherently biased.

Notwithstanding, the study is a counter to the bulk of work done on this topic without actually entering the research communities, thus rarely talking to ordinary citizens about their experiences of service delivery and approaches like sustainable livelihoods, and also have limited grasp of cultural and linguistic norms and nuances.

Therefore, this research was an opportunity to access the voices of the voiceless—those whose interests have not been adequately represented or even articulated in the shift to developmental welfare and sustainable livelihood.

The study will not simply rely on interview material, but will also utilize policy documents and other relevant written material. The study objectives are to:

- To provide both theoretical and practical explanation of sustainable livelihood approach
- To investigate the role played by NGOs at Evaton in promoting sustainable livelihoods of communities in Emfuleni Municipality
- To research into the constraints and benefits of NGOs in promoting sustainable livelihoods of communities at Evaton
- To give recommendations that may improve promotion of sustainable livelihoods by NGOs at Evaton

#### **4.2 RESEARCH METHODS AND CHOICE OF INSTRUMENTS**

It seems appropriate at this introductory stage to briefly explain how research methodology differs from other methods of knowledge inquiry. Research methodology can be viewed of as a set of procedures or methods that are used for conducting scientific investigation (Bless and Hinghson- Smith, 1999:7). In so doing various methods and techniques are systematically applied to obtain knowledge.

Type of research is determined by numbers of factors amongst which are practical applications of inherent findings [Devos, Schurink, and Strydom in Devos, 1998]. Two main types of research are identifiable namely: pure (basic) and applied studies.

#### **4.2.1 Basic research**

Basic research seeks empirical observation that can be used to formulate or refine theory in contrast to applied research, which is concerned with solving immediate problems of the discipline [Akarva and Lane, 1983 and Grinnell, Rothery, and Thomlison, 1993 cited in White, 2003). Therefore, basic research focuses on developing immediate scientific knowledge for a better understanding of the phenomenon under study while applied studies focuses on yielding solutions.

This study is basic in nature since it only aims at filling the gaps in literature about the role of NGOs in promoting sustainable livelihood in Evaton at Emfuleni municipality. This is done against the backdrop of the researcher's identified scarcity of literature on this subject yet there is global overemphasis of the essence of NGOs in the field of development studies. Furthermore, there are two main research methodologies available namely: qualitative and quantitative.

#### **4.2.2 Qualitative research method**

According to White (2003: 10), the above stated concepts can be explained at two levels. At one level they refer to the nature of knowledge while at the other level they refer to research method. With regard to the former, Leedy (1993:139) identified quantitative research method as dealing with data that are numerical in contrast to research method, which deals with data that are verbal. In addition, quantitative research method is concerned with measuring the social world to test hypothesis and to predict and control human behavior (Bless and Hinghson -Smith, 1997) while the qualitative focuses on meaning that people attach to every day life (White, 2003).

Furthermore, the other difference between these main methods of scientific enquiries lies in their rationale for studying a certain phenomenon, which becomes the main determinant of the researcher's choice of methodology. Often qualitative studies are undertaken because there is lack of theory or existing theory fails to adequately explain a phenomenon unlike quantitative studies, which are conducted



on the basis of existing theory and hypothesis to guide the investigation (White 2003:15).

This study is qualitative in nature especially on the basis of the flaws of statistical data (as the main feature of quantitative studies) aimed at comprehending institutional studies on this topic. Thus it is hoped that information from this study will complement existing, largely quantitative data of the subject under study. As already stated this study is only basic in nature. In its attempt to provide answers to the topic under study, this will be a void exercise without a research design.

#### **4.2.3 Exploratory research design**

Several authors [Devos and Fouche, and Schurink (in Devos, 1998:256 & 770), define a research design as a plan or guideline that the researcher uses to provide answers to social questions formulated to offer direction to the study. In the view of White (2003:42), 'the design describes the procedures for conducting the study including when, from whom, and under what conditions". Different studies use different methods or a technique because of their differing aims. An exploratory design was chosen in this study. The study was designed using an exploratory qualitative approach of 5 carefully selected research sites (NGOs) thus targeting 2 employees (1 field worker and 1 management officer) totaling 10 employees per organization and 10 NGOs service beneficiaries within Evaton. This then adds further strength to this approach thereby centering focus upon both service provider officers and service beneficiaries.

The approach sets out to identify, describe and analyze service delivery models and approaches applied by these NGOs in the context of sustainable development, rather than to quantify them. According to Schurink (in Devos, 1998:256), an exploratory design acquaints the researcher with the meaning, interpretation and description of the participants' social interaction. Schurink further contends that the prerequisite for an exploratory research design is that there should be little knowledge about the phenomenon and this also served as the premise for the

researcher's choice of this type of design in the study. Not much is known about the role of NGOs in promoting sustainable livelihood. Thus, this design acquainted the researcher with the experience of this phenomenon by the envisaged participants. In so doing, it laid a foundation of general ideas and tentative theories that can be explored later with precision and more complex designs.

Against the backdrop of the above information, it is important to note that research design needs to be perceived of as a flexible strategy by which questions are answered given the inherent confusion in distinguishing research design from a research method. Implicit in this explanation is the covert notion which gives cautions about the utilization of designs only as a guideline rather than a rigid approach given the reality that: plans are only intentions and do not always materialize due to unforeseen circumstance.

#### **4.2.4 Surveys**

Rubi and Babbie (2010:114) assert that there are four main methods of administering survey questionnaires to a sample of respondents:

- by mail;
- online;
- by telephone, and
- Through face-to - face interviews.

The latter method was employed in this study given its inherent advantages as follows:

- high response rate;
- fewer “don't knows”;
- opportunity to provide confusing items;

- opportunity to observe , and
- opportunity to probe (Rubi and Babbie,2010:125)

In addition to the above advantages, a survey was used for two of its main advantages outlined by Rubin and Babbie (2007:114) namely:

- to address the large population of this study; and
- to also fulfill its exploratory nature

Through the use of survey as a quantitative research method, the above mentioned first category of prospective respondents were contacted at their place of employment thereby first attaining permission to undertake the study from the person in charge. Confusion that arose from the prospective participants' responses were counteracted through the researcher's probing skills, which come as second human to the researcher given her professional expertise as a social worker. Furthermore, this data collection technique served an additional advantage of observing as also acknowledged by Rubin and Babbie (2007:119).

#### **4.2.5 Population**

Having an overall plan on how one intends to solicit answers to the topic under study is insufficient if it does not encompass the targeted population. Population refers to people or objects to be studied given its possession of some common characteristics. Hence Helman (1995:34) defines it as the total collection of people, things or events under consideration, whatever group the investigator wishes to make inferences about". In the view of Mouton (1996:134), this implies that the population that interests the researcher has nothing to do with the everyday notion of the population in a certain country or city. Therefore, population provides answers to the question of who will be the respondents and the respondents are then selected according to the problem area. In this study, target population entailed all NGOs with a bias to service NGOs (Home based care, poverty alleviation, community development, etc) at Evaton in Emfuleni municipality.

#### 4.2.6 Sample

According to Kerlinger (cited by Devos and Strydom, 1998:189), when we want to learn something about people, we take several people and study them, so that we could come to a certain conclusion about people in general after the study. This statement implies that a sample can be viewed as a relatively small subset of a population selected to represent or stand in for the population since the researcher is unable to investigate the total population through any sampling techniques. In addition to the above definition of a sample, two main sampling types in research methodology are available viz: probability and non- probability sampling (White: 2003). However, for the purpose of this study, a non - probability purposive sampling technique was employed.

White (2003:63) states that with non- probability technique, 'the researcher uses subjects who happen to be accessible or who may represent certain types of characteristics'. On the other hand Bless and Hinghson-Smith (1997) define a purposive sampling as a judgmental sampling because it is based on the researcher's judgment regarding the characteristics of a sample. Thus, the sample is selected on the basis of what the researcher perceives to be an average informant who will best answer the research questions according to their personal knowledge of the subject under study (Strydom and Devos, in Devos, 1998:198).

In this study, the researcher recruited a sample of 10 different Evaton NGOs officials and 10 Evaton NGOs service beneficiaries respectively to participate in this study. The recruitment was by word of mouth utilizing information of a list of Evaton NGOs obtainable from NGO database of Emfuleni municipality (Department of Social Development) in Sebokeng. Information about potential Evaton NGOs service beneficiaries' participants was requested from their respective service providers. The purpose of the study was explained to the identified potential participants (both service providers and beneficiaries) and consent to partake in this study was also solicited.



### **4.3 DATA COLLECTION METHOD**

Data collection methods refer to the procedures specifying the techniques to be employed, measuring instruments to be utilized and activities to be conducted in implementing a research study (Grinnell: 1993:446). In as much as a survey was utilized mainly for the above motioned advantages, the inherent disadvantages of this data collection method did not go unnoticed in as far as its weaknesses are concerned. Hence for the purpose of this study, a combination of both qualitative and quantitative data collection methods was employed. The rationale behind this lies in the identified inherent weaknesses i.e. artificial and superficial as acknowledged by Rubin and Babbie, (2007:126).

Rubin and Babbie (2007:126) also support this choice and assert that: by combining qualitative research methods with survey research method, we can benefit from its strengths while we offset its weaknesses regarding superficiality, missing social context, inflexibility, artificiality, and questionable validity.

#### **4.3.1 Structured questionnaires**

Amongst the four ways of administering survey questionnaires, the researcher resorted to face-face interviews with the management personnel of targeted NGOs. This came in handy to guard against confusing items inherent in the complexities of development (as illustrated throughout the preceding sections of this chapter). Further cautionary measures of addressing the abovementioned flaws of surveys were demonstrated by utilization of in-depth interviews with the 10 Evaton NGOs service beneficiaries.

#### **4.3.2 In-depth interviews**

According to Schurink (in DeVos: 1998) in-depth interviews can be perceived of as a type of unstructured interview, which provide systematic collection of data. Through this instrument, the researcher is enabled to 'actively enter the worlds of people and to render those worlds understandable from the stand point of a theory that is grounded' [Schurink in DeVos: 1998:300].

A range of interviews activity schedules were developed and designed to work flexibly in order to solicit data from the NGOs service beneficiaries as participants. The interviews detailed a range of issues that had to be covered but also allowed for further probing and encouraged the collection of narratives about people's individual experience. There was a cluster of questions envisioned to enable a conversational approach to the interview, while steering it around fairly focused sustainable livelihood issues. Appendix A as attached includes some of the guiding questions that were asked to the prospective respondents (see annexure "A"). This was more so to satisfy the study aim of investigating the role played by NGOs at Evaton in promoting sustainable livelihoods of communities in Emfuleni Municipality from the service beneficiaries' point of view.

#### **4.3.3 Participant observation**

According to Welman and Kruger (2001:184), in participant observation, the researcher does not observe the experiences of individuals involved as detached outsiders, but rather experience them firsthand. It is for this reason that this method of data collection was employed as a secondary technique through the researcher's self administration of the questionnaires. The study was piloted around Evaton taking note of not including the pilot sample in the actual study sample.

#### **4.4 SURVEY WITH EVATON NGOs PERSONNEL**

The purpose of this section is to give presentation, analysis and interpretation of data collected from the research participants' views and experiences of the role of NGOs in promoting sustainable livelihoods at Evaton in Emfuleni Municipalities. The data was collected during the researcher and the NGOs personnel working hours. Prior appointments were made with the prospective participants soliciting their permission for a suitable time to conduct interviews with them. The rationale for this approach was premised on the availability of both the researcher and the participants during office hours. Data analysis involved working through the full range of detailed field notes, site by site, enabling the development of a set of

coding categories within and across each of the 5 sites.

These categories constituted the basis for further analysis by mapping the data in a way that enabled the researcher to communicate, compare and interpret. The mapping facilitated the process of identifying and exploring the principal themes and sub-themes thereby returning to the primary data for interrogation and examination of evidence that supports or refute the hypothesis was throughout this process, the hypothesis was examined and challenged.

**4.4.1 SECTION A: responses on interviews conducted with Evaton NGOs personnel through a Questionnaire below (see annexure A)**

*Table 4.1. Findings of responses Evaton NGOs personnel*

Item	Scaled response	Number	Percentage
category of NGO registration	CBO		
	FBO		
	NPO	4	99 %
	Section 21	1	1 %
Category of personnel 's organizational rank	Manager	3	80%
	Programme coordinator	2	20%
	Field worker		

Item	Scaled response	Number	Percentage
nature of service rendered by NGO	OVC	3	80%
	Statutory		
	Poverty relief	5	100%
	Home based care	3	80%
	All of the above		
Sustainable livelihood approach is another way of community development?	Agree		
	Disagree		
	Don't know	5	100 %
Your organization applies sustainable livelihood approach (SLA) in its service delivery?	Strongly agree	5	100%
	Strongly disagree		
	Neither agree nor disagree		
	Don't know		



Item	Scaled response	Number	Percentage
The application of SLA is equal at project, programme & community level?	Agree	5	100%
	Disagree		
	Don't know		
Who is involved in SLA application in your organization	Field worker	5	100%
	Management	5	100%
	Volunteers	5	100%
	Other		
Organization staff are trained in the application of SLA	Yes		
	No	5	100%
	Don't know		
SLA is efficient in improving the livelihoods of NGOs service beneficiaries	Strongly agree	4	99%
	Strongly disagree		
	Neither agree nor disagree	1	1%

Item	Scaled response	Number	Percentage
SLA benefit the poorest communities by improving their conditions	Social	5	100%
	economic	5	100%
	human	5	100%
	physical environment		
	All of the above		
There is a need for working with other sectors in efficient application of SLA	Strongly agree	5	100%
	Strongly disagree		
	Neither agree nor disagree		
	Don't know		

#### 4.4.1.1 Profile of NGOs participants

This study was done with the use of a small representative sample of 5 Evaton NGOs out of 26 established at Evaton and registered with the Department of Social Development in Emfuleni Municipality. Two personnel were interviewed from each organization and a total of 10 Evaton NGOs personnel comprised 10 % of the overall 100% research sample.

It should also be noted that while the NPO Act was promulgated to assist with provision of an enabling environment in which NPOs can flourish, in this study

similar to other research findings also cited by the Department of Social Development (2004), this objective is partially met given the delayed registration of one of the NGO (Ebenezer child care center) in this study resulting from administrative problems related to compliance with the Act.

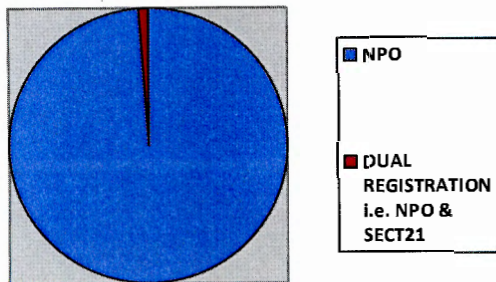
As a result of this, the organization concerned organization remains unfunded and mainly rely on good Samaritans donations for survival. Against this background, a recommendation of one study in Department of Social Development (2004) recommends that ‘for the NPO Act to have a positive impact, it must offer concrete benefits, particularly to organizations with limited capacity to engage in formal activities’ is also reiterated in this study.

The above mentioned recommendation is also relevant to the finding of this study that while their registration as NPOs provides them an opportunity to raise funds, most of the NGOs had a stereotypical view of fund raising whereby Department of Social Development remains their only main source of income. Therefore lack of fundraising skill remains one of the biggest challenges for the interviewed organizations to render their services efficiently and effectively. The bulk (99%) of the NGOs in the survey was based in communities with only one (1%) NGO [The South African Red Cross Society (SARCS)] based at a community level as a branch of its mother body operating at an international level. This finding supports theory in chapter 3 of this study that NGOs make an important contribution to poverty alleviation, since they can respond to problems at a community level quickly.

#### **4.4.1.2 Registration status of NGOs participants**

The researcher was interested in identifying and verifying the registration of NGOs from which their personnel participated in the study as the main characteristic which determined their legitimacy. The registration details explored are discussed below:

Figure 4.1 Findings of the registration status of NGOs participants



The above figure (4.1.) illustrates the status of registrations of NGOs participants. All (100 %) of the organizations are registered as NPOs. Consistently with the findings of the above indicated studies, the majority (95%) of organizations in the survey– regarded themselves as NPOs. Only 5% regarded themselves as both NPO i.e. Section 21 and NGO. On the basis of heterogeneous services rendered by NGOs despite them falling under other similar categories as observed in chapter 2 of this study, this survey was focused on those in the social services sector. The approach was premised on the findings of the research cited by Department of Social Development (2004: 7) that out of 100 000 NGOs in the non-profit sector, 58 000 organizations engage in social service delivery throughout the country.

#### 4.4.1.3 Nature of services rendered

An exploration of the nature of services rendered by participants NGOs revealed the findings below:



**Table 4.2 findings of the nature of services rendered**

<b>Name of NGO</b>	<b>Type of services rendered</b>	<b>No of service programmes</b>
SARCS	Home based care , OVC and poverty relief	3
Botshabelong place of refuge center	Home based care , OVC and poverty relief(entrepreneurship)	3
Ebenezer child and youth care center	OVC , statutory and poverty relief	3
Mosupatsela day care center for mentally and physically disabled	poverty relief, health care and basic education	3
Khothalang elderly care center	poverty relief, Home based care	2
		<b>Total= 14</b>

Table 4.1 shows that all NGOs participants render poverty alleviation services. When probed about the exact nature of poverty relief services offered in each NGO, majority reported food garden as their main poverty alleviation service. It was further explained that this service was rendered in order to empower communities to grow their own food in the wake of an alarming global rate of food insecurity especially in the Sub Saharan continent. This approach was in line with the empowerment principle of South Africa's post 1994 developmental social services programme. Most importantly to note is that the empowerment principle is also applicable in the SLA.

In addition to this, it was also apparent from the findings of this study that focus was partly paid to the asset based strategies of SLA. For example natural as well as human capitals were the main assets used in the food gardening programmes as a means of poverty alleviation. However, a challenge that remained unanswered was the extent to which depletion of natural resources was avoided in effort to counteract food insecurity. This raises a concern given that the aim of SLA is to reverse the adverse effects of the previously development endeavors (discussed in

chapter 2) at the expense of nature conservation.

In addition to food gardens as a poverty alleviation programme, it was also discovered that only a small fraction (1%) of the Evaton NGOs (i.e. Bothshabelong) participants used entrepreneurship as another method. It is on the basis of this approach that this organization has a dual registration i.e. both as NGO and a Section 21(as illustrated in figure 4.1) for its entrepreneurship programme. On the other hand, most (60%) NGOs that rendered home based care services focused on human capital as an asset base. Specific attention was paid to the health issues that impeded the ability of individuals and their families to earn a livelihood. This approach supports the observation of several threats to sustainable livelihood that is closely associated with health status of human capital as: hunger, malnutrition, foreign occupation, and armed conflict, trafficking in persons, intolerance ethnic, armed conflicts [Brynard and Stone (in Fox and Van Rooyen, 2004:29)].

Furthermore, the findings of the nature of services rendered by NGOs participants also reflected support of the views of Korten's critique that NGOs are not necessarily evolutionary in nature but rather mainly their programmes. This became a point in case from the interview that poverty relief was added as a programme to counteract the dependency syndrome borne out of the welfarist programme of the pre 1994 dispensation as discussed in chapter 3.

Although the majority of Evaton NGOs claim to be applying SLA, this took a unique route in Evaton NGOs; their efforts were a positive move in the right direction given the observed realization of the need for developmental and as opposed to welfarist services.

#### **4.4.1.4 Sustainable livelihood and community development**

In the light of presumptions of the likelihood of misconceptions about SLA, a question was posed to enquire about its knowledge as one of the community development method.

It is clear from the interviews with different NGOs that sustainable livelihood approach was not known as one of the strategies of community development. All the respondents were not even aware of SLA concept yet some of its principles were applied as discussed in line with the findings illustrated by Table 4.1.

#### **4.4.1.5 Application of SLA by Evaton NGOs participants**

Contrary to the above findings which reveal lack of knowledge of SLA as one of community development approach, the findings in this section indicate the claims of application of SLA by all Evaton NGOs participants. This was more the case when a brief explanation of the principles and objectives of SLA were explained to the participants. The latter were able to identify with most of the SLA principles and objectives as discussed in chapter 2.

However; problems were encountered in relation to identification of SLA as a concept. As a summary of the above findings, it can be concluded that there were serious gaps in implementing SLA .The identified gaps were:

- a fragmented approach towards sustainable livelihood , and
- the conceptualization of SLA as a foreign phenomenon

While several constraints were noted in the role of Evaton NGOs in promoting sustainable livelihood, challenges of implementation of world wide development recommendations (MDGs) were also acknowledged by Brynard and Stone(in Fox and Van Rooyen,2004:23).

#### **4.4.1.6 Levels of SLA application by Evaton NGOs participants**

In addition was noted that: majority of the respondents claimed that their application of SLA was at all levels of intervention ranging from programme and project design and implementation to generic service provision. Quite surprisingly, it was further noted that the application of the SLA was not limited to the nature of service delivered since one of the NGOs servicing people with disabilities also claimed their

application of the approach despite unique challenges they are faced with given the nature of their service beneficiaries especially when working with people with mental illness.

The main challenge was sustenance of the impact of the service rendered given that these service beneficiaries presented with special needs such as regular supervision. For example, a programme manager at Mosupatsela day care centre for physically and mentally disabled reported that: 'you will find that the clients mistakenly remove vegetables instead of weeds when left without supervision especially when their mental state has not yet stabilized thus rendering poverty relief a non sustainable skill beyond the parameters of this organization ".

#### **4.4.1.7 Categories of Evaton NGOs involved in application of SLA**

The primary constituencies of the interviewed NGO personnel were mainly managers (80%) and 20% programme coordinators. Most importantly it was noted that these personnel were community members of Emfuleni municipality. The figures of Evaton NGO personnel appear to constitute a portion 33% of employed work force out of a total figure 463 642 of Emfuleni workforce reported by Statistics South Africa(SA) . Thus this finding is supported the theory in chapter 3 of this study that NGOs contribute to the income of a country.

According to the research findings cited by the Department of Social Development (2004:7) "the total income of the non-profit sector in South Africa is estimated at R14 billion, of which government provided 5.8 billion (42%), R500 million derived from overseas development assistance, channeled largely but not exclusively through South African government". It is important to realize that, government contributions were mainly in the form of funding of these figures.

#### **4.4.1.8 Training Evaton NGOs participants' personnel in SLA**

All Evaton NGOs participants reported lack of training of their personnel in SLA. It is clear that one of the challenges facing Evaton NGOs in the application of SLA is lack of capacity building in SLA.



This is more crucial especially with regard to the field workers with specific reference to those rendering poverty alleviation as one of the instruments in community development. These findings correlates with those cited by the Department of social development (2004:8) that: 'non-profit organizations frequently suffer from relative lack of capacity, and they cannot guarantee continued and sustained interventions.

Most of the above reasons were also cited as reasons for training in SLA challenges. All interviewed NGOs cited their reliance on the Department of Social Development for training in SLA which has not been implemented despite the shift in direction of the Department 's approach to SLA in their service delivery including a launching of SLA directorate in within the department(Department of social development 2008/2009- 2010).Most important to note is that reasons for the NGOs to wait for training by the Department of social development is justified given that the following plans were provided (amongst others) for in the department's strategic plan of 2008/2009-2010:

- Programmes, strategies and tools to strengthen the SLA capacity of CDP's for sustainable livelihoods and poverty eradication
- SLA tools and capacity building programmes for CDPs and CBOs .

#### **4.4.1.9 Efficiency and benefits of SLA in improving the livelihoods of NGOs service beneficiaries**

Majority (99%) of the respondents see SLA as efficient in improving the livelihoods of their service beneficiaries .This response was based more on their observed improvement in the financial status of the service beneficiaries as the main goal in the implementation of poverty alleviation projects mainly in the form of bead works and food gardens. While the claims may be tempting, it is also important to note that none of the participant NGOs had a formal monitoring and evaluation tool to attest to their claims.

#### **4.4.1.10 Need for working with other sectors in efficient application of SLA by Evaton NGOs participants**

All Evaton NGOs participants are in favor of a working relationship between themselves and other sectors, private and public institutions in order for an efficient application of SLA to take place. Partnership between civil society and government was reported as the most favorable working relationship. The rationale for this relationship is more on monetary values and very little on service delivery. For example one of the participant personnel indicated their dissatisfaction with their current service delivery relationship between themselves and the Department of Social Development as a result of a lack of a clear definition of the envisaged role of each partner.

For example it was indicated that referrals of client for a particular service that falls outside the parameters of programmes of a referring agency serves as supplement role to the needs of service beneficiaries. Furthermore, the existence of a partnership amongst NGOs mainly in a form of networking was also reported by all participants. It was explained that this form of partnership served as medium of information dissemination and skills transference in relation to service delivery related issues.

#### **4.4.2 SECTION B: responses from interview conducted with Evaton NGOs service beneficiaries through an interview guide (see Annexure B)**

##### **4.4.2.1 Demographic profile of participants**

The researcher was interested in identifying the backgrounds of the Evaton NGOs; service beneficiaries who participated in this study as they have implications on the results of this research. The background details explored are discussed below:

#### 4.4.2.1.1 Age groups of participants

The age group of the participants was investigated and the following results were found:

*Table 4.3 Findings of age groups of participants*

18-26	27-35	36-44	45-53	54-62	63-71	Over 72
0	6	1	1	0	0	2

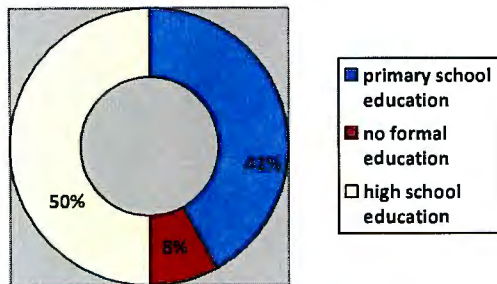
The above figure illustrates the age group of the Evaton NGOs service delivery who participated in this study. Majority (80%) of the respondents were youth, followed by a (10%) elderly, while few (5%) were middle and late age adults respectively. It is important to note that these findings have a significant implication given an emphasis on human capital as another most important component of sustainable livelihood approach.

Contrary to theory in chapter 2 which depicts the high mortality rate of people below the age of 40 in the Sub- Saharan continent, it seems that Evaton population is mainly comprised of both young and older people and less middle age persons. This state of affairs could be attributed to high migration rate to the area just as was discovered in the study (see table 4.6.).

#### 4.4.2.1.2 Educational level of participants

The researcher was interested in establishing the educational level of the participants in order to find out their literacy rate since it also has an impact on human capital. The findings were as follows:

Figure 4.2 Findings of the educational level of participants



From the above figure, it is apparent that the educational level of the participants range from those with no formal education and those with high education. Almost half(48%) of the participants had high school education, just above one quarter (25%) had primary education and few(8%) had no formal education respectively. These findings revealed that the literacy rate of the respondents was strikingly high in that high school education was the highest achieved academic level. Interesting to note was that both genders were equally [i.e. half (23%) males and half (23%) of the females respondents represented by the high literacy rate of the participants.

The findings illustrate disequilibrium between literacy (which can be associated with high demand of jobs) and employment rate. This could be attributed to a strong decline on employment of the seven townships (including the strongest decline in Evaton and two of its neighboring areas) within Emfuleni Municipality in post South Africa and the shift in economic activities from the three towns within the same municipality (Emfuleni Municipality, 2010: 18).

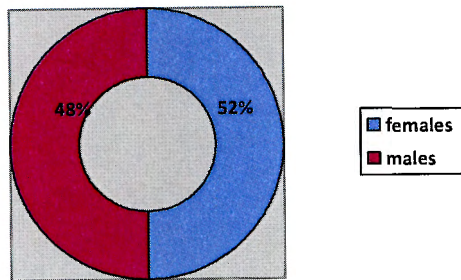
On the other hand, almost all the respondents with no education were females. These findings support theory in chapter 2 that gender plays an important role in determination of full utilization of human capital as a resource through a sustainable livelihood approach.



#### 4.4.2.1.3 Gender of participants

Against the above background, the researcher was interested in analyzing gender of the participants given that men and women have different role and responsibilities within the social structure and fabric of society, the impact of economic adjustment manifests differently between men and women as already explained in chapter 2 of this research. In light of this statement, the findings below revealed that:

*Figure 4.3 Findings of gender of participants*



More than half (52%) of the participants were female while just 48% were males. This figure illustrates an even distribution of both genders of the respondents in this study. Therefore more females are more hard hit by poverty thus become more dependent on NGOs services for their own personal benefit and those of their significant others as discussed in chapter 2 of this study and Table 4.9.

An additional factor that was also important to note in this study was the participants' marital status.

#### 4.4.2.1.4 Marital status of participants

When the marital status of the participants, the following results were found:

**Table 4.4 Findings of marital status of participants**

Marital status	Gender	
	Males	Female
Single	4	2
Married	0	2
Divorced	0	0
Widow	0	2
	<b>Total=4</b>	<b>Total =6</b>

The above table reveals that majority (40%) of men were not married while most (20%) women are married and widowed respectively. Widowed women in this study were all elderly. In the view of Thrilwall (2006: 45), women, because of their longer life expectancy, constitute the majority of the elderly and they tend to be more prone to poverty than men. From a sustainable livelihood perspective, it can be assumed that women enjoy weaker rights in social security compared to men thus their position weakens in terms of entitled benefits, especially after divorce or being widowed. Women networks consequently form part of social security.

Against the backdrop of SLA as a holistic approach to development, it was also important for this study to probe participants in relation to their families which also form an important part of their social networks.

#### **4.4.2.1.5 Family composition participants**

Investigation of the participants' family composition revealed the following:

**Table 4.5 Findings of family composition of participants**

<b>Family composition</b>	<b>Number of participants</b>	<b>Total percentage</b>
Nuclear	6	60 %
Extended	2	20%
Female –headed	2	20%
Granny –headed		
Child- headed		
Other		
	<b>Total =10</b>	<b>Total= 100%</b>

The above table illustrates that majority (60%) of the participants' households were nuclear families comprising of immediate family members only. When compared with the findings of the age group of the participants in Table 4.3. , it is apparent that the majority of the participants were still living with their families despite them being in their early and late adulthood ages. Furthermore, these findings support theory in chapter 2 which highlights the importance of a family as another form of social capital to be taken into consideration when utilizing sustainable livelihood approach to development.

In the light of the above statement and the fact that financial capital is another form of asset from a sustainable livelihood perspective, the participants were probed about their source of income and the total monthly household income.

#### 4.4.2.1.6 Employment status of participants

The probing of participants' source of income and the total monthly household income was done in order to determine the income asset base of the participants. The following findings were reported:

*Table 4.6. Findings of employment status of participants*

Item	Scaled response	Number of participants	Total percentage
Source of income	Informal employment	5	50%
	Formal employment		
	Social grant	5	50%

The above data indicates that half (50%) of the participants earned a livelihood through informal employment and social grants. Most (50%) of the respondents who earn a livelihood through informal employment reported that they are self employed through entrepreneurship and street vending. It seems that an expansion of informal sales and casual labor opportunities is more important than formal sector employment. Only one person reported her private and illegal employment by one of the NGO which participated in the study, this further raises concern about the sustainability especially since the same respondents indicated that she has not been paid for her labor on grounds unknown to her.

Strikingly to note is that the personnel of this NGO claimed (see Table 4.1.) to apply SLA equally at all levels viz: project, programme and community level. Furthermore, 50% of the overall percentage of the respondents of this study who reported social grants as another means of income also proved true the information in the preceding chapters of this research that social security in a form of social grants has become an alternative means of a livelihood to majority of South African people.



The above data further supports the above findings on the high levels of unemployment yielding people to depend of welfare as alternative means of survival.

#### 4. 4.2.1.7 Monthly income of participants

When further investigations were made into the monthly house income of the participants, the following findings were established:

*Table 4.7 Findings of monthly income of participants*

Total household monthly income	Number of respondents	Total percentage
R 0	3	30%
R250- R500,00	1	10%
R750,00- R1000,00	4	40%
R1250,00 & ABOVE	2	20%
	<b>Total = 10</b>	<b>Total = 100%</b>

While Table 4.6 illustrated a high percentage of unemployment, Table 4.7 depicts that majority of the participants' income ranges between R0, 00- R1250, 00 and above with majority (40%) of the respondents earning R750-R1000, 00 on monthly basis. This indicates a negative relationship between the employment and income status of participants thus further proving the flaws of studying poverty only from an economic perspective as discussed in chapter 2 of this study.

Therefore when the poor themselves are asked what poverty means to them, income is only one of a range of aspects which they highlight as indicated in Table 4.9. One of the respondents who reported to have no income stated that she has been working for one of the participant organizations without any salary and any explanation. When asked of any actions taken to address the situation, the participants explained her contemplation to take action to address the matter. It seems that an obstacle for her to tackle the matter is fear of being dismissed from the job since she is an illegal immigrant and an undocumented person.

Contrary to the reports of majority of the respondents, one of the participants who reported to earn more than R1250 stated that he earns 'between the range of R10 000- R15 000 from his carpentry business'. This further supports the theory on the importance of entrepreneurship. While it was impressing to discover the contributions of Evaton NGOs towards the upliftment of the financial capital of the respondents in the study, the question of the sustenance of these contributions became investable.

#### 4.4.2.2 Nature, duration and sustenance of the impact of services received

Further research was conducted about the nature of Evaton NGOs services received by participants. The findings are revealed below:

**Table 4.8 Findings of nature, duration and sustenance of the impact of services received**

Term of service	Nature of service			
	Home based care	Poverty relief	Statutory	Other
3 months	1		1	
6 months		1		
12 months		1		

Term of service	Nature of service			
18 months				
24 months				4
Over 24 months			1	1

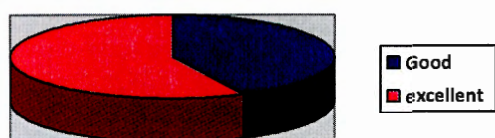
The above table indicates that almost half (40%) of the respondents received a long period (24 months) of other services which ranged from rehabilitation to supportive services. Only less than a fraction (10%) of the overall number of participants received a longest service which was also rehabilitative in nature. Against this backdrop, the researcher assumed that the duration of period of service was determined by the nature of service which can be viewed as unsustainable given the level of vulnerability to relapse of service beneficiaries.

The researcher's assumptions were supported by the statement of one of the service beneficiaries who reported that: 'I feel better when I am under the care of this institution than when I am under care of my family because my family cannot manage my mental illness'. In the light of the already identified global challenges (including those of Evaton NGOs) in promoting sustainable livelihood, participants were requested to rate Evaton NGOs as service providers.

#### 4.4.2.3 Rating of Evaton NGOs as service providers

Requisition of the rating of Evaton NGOs by service beneficiaries was done in order to determine the level of service beneficiaries' satisfaction or lack thereof in relation to service received. The following findings were reported:

*Figure 4.4 Findings of rating of Evaton NGOs as service providers*



The findings in the figure above revealed 100% satisfaction of service beneficiaries concerning the services they received from Evaton NGOs which ranged from good to excellent. The subjective nature of positive responses of participants when rating the Evaton NGOs as service providers was suspected. Thus it was also important to know the exact nature of benefits received by respondents by of being Evaton NGOs service beneficiaries.

#### 4.4.2.4 Benefits of being Evaton NGOs service beneficiaries

The findings from this question indicated that:

*Table 4.9 Findings of benefits of being Evaton NGOs service beneficiaries*

Material gains	Skills gains	shelter	rehabilitative services	Supportive services	Other
1	1	2	4	2	0

According to data in the above table, it is apparent that almost half (40%) of the participants benefitted from rehabilitative services (as explained in Table 4.9). while most (20 %) benefitted from shelter and supportive services respectively. While half of this figure who reported benefits from supportive services was widowed elderly, the other half who benefitted shelter was youth.



Consultation with older people showed that quality of community life is a prime concern of the elderly, followed closely by access to health services, suitable housing, and income security.

Very interesting to note was that few (10%) of the participants who reported material gains from being Evaton NGOs service beneficiaries explained that: 'this organization has helped to clothe and feed my children since my stubborn husband (who abuses me physically) and I are both unemployed'. When the participant was probed about any action taken to resolve her situation, she reluctantly stated her intention to address the matter.

#### **4.5 CONCLUSION**

Sustainable livelihood approach is a holistic approach to development which goes far beyond income, and includes the need for basic needs (health, education, and other services). It draws on improved understanding of poverty and livelihood (including both material and social resources) with the latter as a central goal of development but also on other streams of analysis, relating for instances to households, gender bringing together relevant concept to allow poverty to be understood more holistically.

There is poor understanding of the SLA concept due to lack of capacity training to deal with this developmental approach. Although there is a positive partnership between Evaton NGOs and other related public and private institutions in the provision of services, the Gauteng provincial Department of Social Development need to assist Evaton NGOs on this aspect as discussed in preceding chapters of this study. The department is not fostering the promotion of sustainable livelihood by Evaton NGOs even though the plan to do so is included in its strategic plan.

However, while Evaton NGOs play a positive role in delivery of developmental as opposed to their previous welfare services, there is still a lack of promotion of sustainable livelihood by many Evaton NGOs despite majority claiming otherwise. Most of NGOs do not have evaluation and monitoring systems.

Throughout this section, the accepted notion for some decades that development cannot be implemented and sustained without active community participation and that the agents best suited to implement, manage sustain development are non governmental organizations amongst other actors has been apparent. NGOs enjoy advantages in service delivery due to their more focus on community empowerment approach, and ability to respond directly and immediately than government to community needs. The latter statement was supported by majority of the respondents from Evaton service beneficiaries.

In this chapter, the research design process was discussed. The research design outlined the various steps that were undertaken in the development of the self –developed questionnaires and interview schedule or guide that was utilized in this study. It also provided the analysis and interpretation of data collected during empirical research. The next chapter will deal with the summary, findings and recommendations.