

CHAPTER FIVE

RESEARCH FINDINGS AND ANALYSIS

5.1 INTRODUCTION

This chapter deals with the results of the qualitative and semi-quantitative data analysis of the study. More specifically, the findings of the study are interpreted and discussed broadly. The responses and views of respondents from one hundred (100) civil society organizations are grouped and discussed according to major protocols of the study's questionnaire. There are forty-seven variables or factors to be analyzed and reported on. These factors are grouped according to the following: organization information; beneficiaries of the programmes implemented by the civil society organizations; planning, integration and accountability; as well as sustainability and empowerment.

The research question that guides this study is:

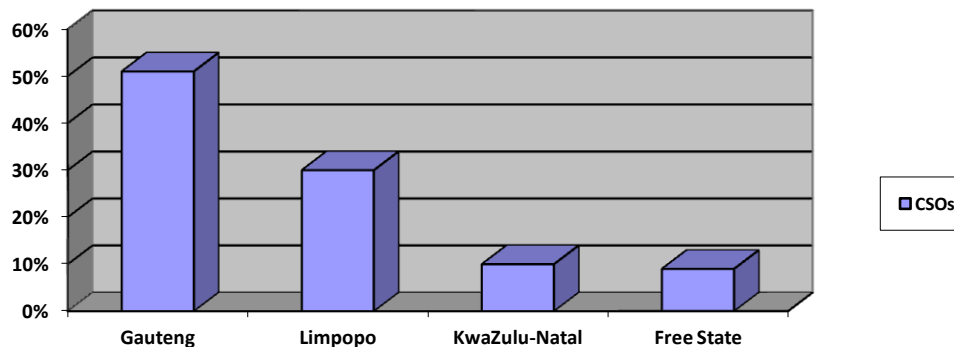
"...To what extent has government's collaboration and partnership with the civil society organizations in the implementation of poverty alleviation programmes ensured empowerment and sustainability

Thus, the aim of this study is to analyse how civil society organizations implement poverty alleviation programmes, focusing specifically on the process they follow in the implementation of programmes, the challenges they experience and whether the programmes implemented are empowering and sustainable. The Department of Social Development is one of the most critical departments with a mandate to alleviate poverty. In implementing poverty alleviation programmes, the Department of Social Development has built partnerships with various civil society organizations that act as delivery agents or implementers of various policies and programmes; hence this study focuses on civil society organization working in partnership with the Department of Social Development. Public policy implementation continues to hold much practical interest for policymakers because it is a major stumbling block in policy process.

The complexity and difference in size and roles of civil society organizations implementing poverty alleviation programmes required the use of various data sources as indicated in Chapter two. As such, in addition to data collected using a multi-factorial questionnaire, secondary data were also sourced. Furthermore the study used both the qualitative and semi-quantitative research approaches to analyse how civil society organizations implement poverty alleviation programmes and whether poverty alleviation programmes implemented by CSOs are empowering and sustainable.

5.2 BRIEF DESCRIPTION OF SAMPLE

The researcher used mainly purposive and theoretical sampling techniques to select respondents for questionnaires, as they were found to be more suitable for qualitative research purposes. A total of one hundred and eighty (180) questionnaires were distributed to civil society organizations implementing poverty alleviation programmes in partnership with the Department of Social Development in all nine provinces in South Africa during 2007. Out of these, a total of one hundred and twenty (120) questionnaires were received, representing four provinces as indicated in the graph below:



Graph 1: Number of CSOs per province that responded to the questionnaire (Source: Vuyelwa Nhlapo, December 2009)

Twenty (20) of the completed questionnaires were discarded since they were not fully completed. But one hundred (100) questionnaires (83%), were correctly completed and useful for this research's purpose, while the twenty (20) discarded questionnaires represented seventeen percent (17%). Thus, this study's findings

comprise the views, responses and perceptions of one hundred (100) representatives of civil society organizations. The highest number of CSOs from Gauteng is a reflection of the provinces (Gauteng and Western Cape) with historically strong CSOs and constituting over forty five percent (45%) of their budget to CSOs (National Treasury, 2005/6-2011/12).

Provincial officials of the Department of Social Development helped in the distribution and collection of questionnaires. They were deemed reliable, well educated and also willing to explain fully the purpose of the research to CSOs representatives. Furthermore, the representatives of CSOs that completed the questionnaire were staff members at a managerial level. These representatives included directors, CEO's, liaison officers, church leaders, community-leaders and others (see: Appendix 3. Research Questionnaire Factors' Analysis of 100 civil society organizations chapter 5).

Literature was reviewed to get an understanding of strategies and approaches used by selected countries in alleviating poverty. The extent to which the selected countries involved civil society organizations in implementing poverty alleviation programmes was also reviewed. The document study included reviewing reports compiled by the Department of Social Development and other agencies like the National Development Agency and Auditor-General South Africa as well as reports on progress in the achievement of MDGs. The presentation and analysis of the data follow below. The hypothesis for the present study was stated as follows: **Poverty alleviation programmes implemented by civil society organizations in collaboration and partnership with government are empowering and sustainable.**

5.3 INTERPRETATION AND DISCUSSION OF RESULTS

The analysis of the research data follows a qualitative approach, with a semi-quantitative approach in the form of percentages of responses of questionnaire respondents. Furthermore, the use of charts is applied to augment written descriptions of this research report.

5.3.1 Civil Society Organizations Information

5.3.1.1 Participating Organizations' Classification and Registration Status

According to the results of the analysis of one hundred (100) civil society organizations that participated in this research study, eighty percent (80%) were non-governmental organizations (NGOs), fifteen percent (15%) were community-based organizations, two percent (2%) were faith-based organizations and three percent (3%) were self-help organizations. Since participation in this research was on a voluntary basis, very little control was exercised to ensure a balance in the number of participating civil society organizations (see pie chart below):

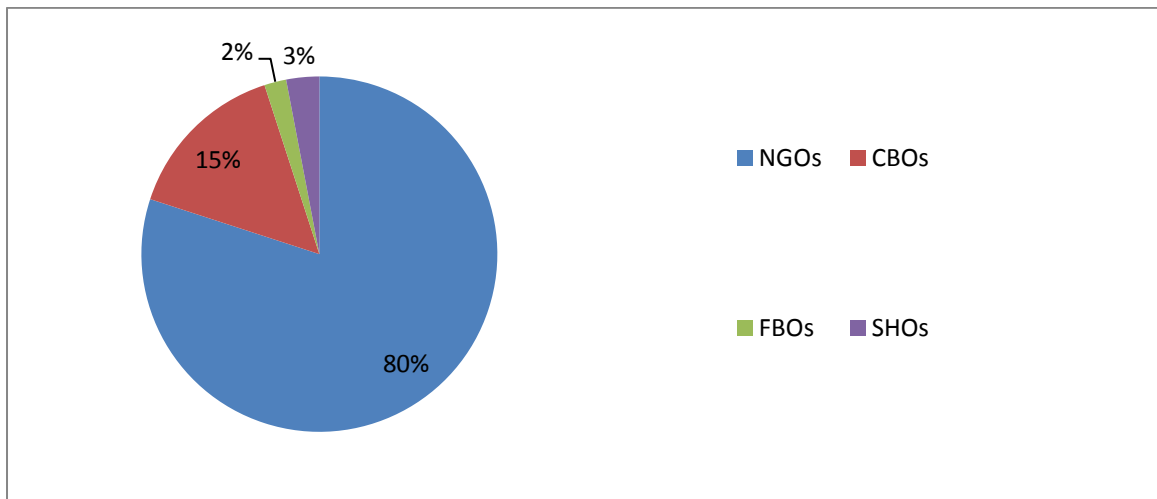


Chart 1: Classification of CSOs respondents (Source: Vuyelwa Nhlapo, December 2009)

The higher number of participating NGOs supports evidence from a number of reports compiled by the Department of Social Development, which indicate that very few CBOs work in partnership with the Department of Social Development in implementing poverty alleviation programmes. Instead, these programmes continue to be implemented by NGOs. Research indicates that CBOs have a better understanding and knowledge of community problems than NGOs that may not represent the communities within which they function.

Similarly, the spread of civil society organizations that participated in the research study was very skewed geographically: 51% Gauteng, 30% Limpopo, 10% KwaZulu-

Natal, 9% Free State. Thus, the views expressed do not cover the entire South Africa. All civil society organizations that participated in the study indicated that they were registered in terms of the NPO Act of 1997.

5.3.1.2 Civil Society Organizations' Vision Statement

The direction and purpose of any organization or institution are reflected in its vision, mission, values and objectives. Vision is what keeps an organization focused on the future even against discouraging odds. It is the most powerful motivator in an organization.

All civil society organizations had a vision statement that indicated the direction each organization wanted to take. Viewed collectively, the vision statements of eighty percent (80%) of civil society organizations indicated the creation or development of a healthy and empowered society. Caring and support of HIV and Aids sufferers featured prominently in these vision statements. Further, their vision statements reflected an HIV and Aids-free society, or well-managed and/or reduced HIV and Aids. Only twenty percent (20%) indicated vision statements that reflected the development of self-reliant individuals and communities, including human capital development and addressing income poverty and/or unemployment. The focus on health issues, particularly HIV and Aids, could be attributed to the rising levels of HIV and Aids in South Africa, the policy decisions of government in addressing HIV and Aids and the perception that government is not doing much to address this scourge - hence the need for civil society organizations to scale up programmes addressing the epidemic. The focus on HIV and Aids could further be attributed to the fact that the fundamental drivers of this epidemic in South Africa are the more deeply rooted institutional problems of poverty and underdevelopment and the low status of women particularly in the rural areas.

5.3.1.3 Civil Society Organizations' Mission Statement and values

The mission explains why an organization exists. It is a formal short written statement that articulates the purpose of an organization. It should guide the actions of the organization, spell out its overall goal, provide a sense of direction and

guide decision-making. It provides the framework or context within which the organizations' strategies are formulated (see [http://en.wikipedia.org/wiki/mission statement](http://en.wikipedia.org/wiki/mission_statement)). A COS's mission statement summarises the good that the organization hope to bring to the world. Eighty seven percent (87%) of organizations expressed mission statements that reflected the purpose of their existence as addressing various aspects aimed at improving the quality of life of beneficiaries. These aspects included education, improving health and creating employment. Prevention, raising awareness and providing care and support to HIV and Aids patients featured prominently on health.

Thirteen percent (13%) indicated mission statements that relate to facilitating development planning, assisting the unemployed to generate income, capacitating individuals and organizations on various aspects relating to managing development projects and improving the quality of life.

Civil society organizations cited a number of values that guide their conduct in implementing poverty alleviation programmes. Values manifest themselves in everything an organization does. They indicate how an organization functions. Values cited by CSOs comprised of high standard of professionalism, treating people with respect, compassion and dignity, equality, high integrity, honesty, confidentiality, excellence and 'Batho Pele' (putting people first) principles. 'Batho Pele' principles are key to the change agenda in South Africa. By embracing these principles civil society organizations indicate their commitment in regarding citizens as central to service delivery. It is therefore encouraging to note that CSOs also regard Batho Pele principles which are part of the policy framework developed to improve service delivery (see Chapter 3), as important in implementing their programmes.

5.3.1.4 Primary or Core Business Objectives of CSOs

Primary objectives of an organization are the core determinants of an organization's direction. A significant number of the CSOs' core business objectives relate to education, treatment, care and psychosocial support for HIV and Aids sufferers,

socio-economic empowerment, home-based care, crime prevention, and feeding the poor. Seemingly, there is more caring and supporting the sick (74%) than socio-economic upliftment and empowerment (21%). Only 5% cited objectives relating to the prevention of crime and violence in schools and communities. These objectives could reflect social challenges that confront communities within which these CSOs function.

5.3.1.5 Types of Sector Programmes or Projects implemented by CSOs

The majority of organizations (51%) indicated that the programmes/projects they were implementing were focusing on health. Although this was less than eighty percent (80%) as reflected in vision, mission and objectives of various organizations, it was still in line with the majority of organizations that indicated focus on health issues, particularly addressing HIV and Aids and implementing the Home and Community Based Care Programme. The Home and Community Based Care (HCBC) programme, in particular, is part of the social sector Expanded Public Works Programme (EPWP), which is a flagship public employment programme. It creates temporary work opportunities with on-the-job training to improve participants' chances of sustainable employment. Public works programmes can be seen as initiatives that were created in a context of high unemployment, low skills and a large backlog of public services.

Health was followed by education (19%), then agriculture (17%), social development (9%) and food security (4%). Most of the interventions provided by the sampled CSOs related to caring, education and agricultural activities. It is important to note that development projects implemented by civil society organizations funded by NDA during 2007/8 financial year also included agricultural development projects, HIV and AIDS prevention, education and counselling projects, school enrichment projects, skills development and basic job skills as well as social services. These are the social programmes of government that are critical in alleviating poverty and inequality as elements of broader objectives of promoting social development.

Much evidence suggests that development ultimately contributes to improving the lives of people, thus resulting in people living longer, healthier lives. It is also generally agreed that improved education, empowerment of women, and greater wealth are also associated with better health. It is not surprising that a majority of civil society organizations that responded to the questionnaire were those that deal with health issues and in particular HIV and Aids, which as reflected in Chapter 3 is the biggest challenge facing Sub-Saharan countries including South Africa. The focus on health and particularly HIV and Aids could also be attributed to the fact that research indicates that the majority of development strategies, including the poverty alleviation strategy in South Africa, have mainstreamed HIV and Aids so that resources are allocated to ensure that the response to HIV and Aids is appropriate and adequate.

Furthermore, one of the millennium development goals (MDGs) is to halt the spread of HIV and Aids. The National Strategic Plan (NSP) 2007 – 2011), which is a policy framework aimed at managing HIV and Aids in South Africa, identifies four focus areas (prevention, treatment, care and support, human rights, and monitoring, research and surveillance), which are aimed at improving the lives of individuals, households and communities most affected by HIV and Aids and poverty – a move to develop the country. It should be noted that there is frequently a role for nongovernmental organizations in providing care and support for those affected and this is often an integral part of a multipronged response to the HIV and Aids epidemic. Suggestions from lessons learnt from success stories of tackling HIV and Aids include the importance of an inclusive strategy, based on broad social mobilisation.

5.3.1.6 Methods Used by CSOs to Identify Needs of Beneficiaries and Programmes to address such needs

According to the responses provided, fifty five percent (55%) of the CSOs identify needs of their beneficiaries through community profiling. This is followed by household profiling (31%), organizational needs assessments (8%), other methods

like door-to-door visits at five percent (5%) and only one percent (1%) through Integrated Development Plans.

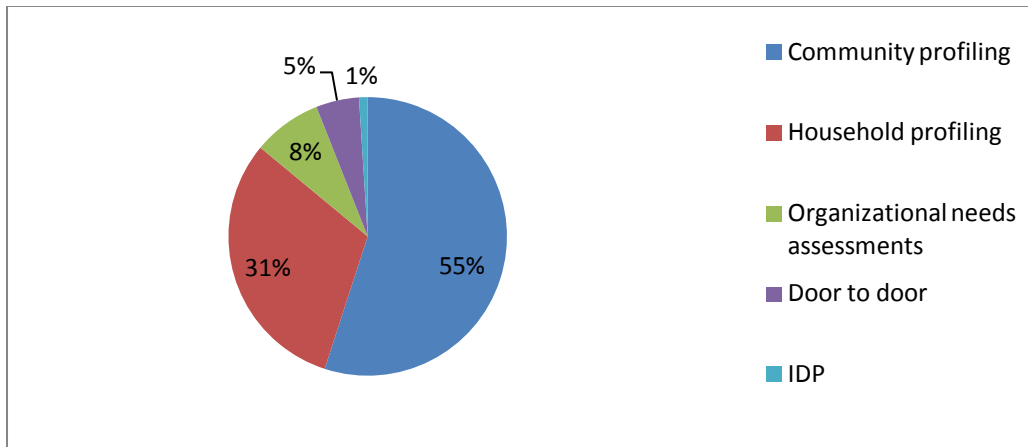


Chart 2: Methods used by CSOs to identify needs (Source: Vuyelwa Nhlapo, December 2009)

Although there might be a relationship between community profiling and Integrated Development Plans, the limited use of IDP processes as a method for identifying needs, points to a lack of collaboration between local government and CSOs. This could also reflect lack of understanding the role of IDPs. It could also indicate the lack of capacity of the local government in implementing policies like the Municipal Systems Act which emphasizes that municipalities must foster participation in integrated development planning. All levels of government, national, provincial and local must create an enabling environment for civil society organizations to implement public policy and programmes derived from these policies. Local government which is closer to the people must take an active role in working in partnership with civil society organizations to address development issues. In so doing government will indeed be promoting a developmental state that is socially inclusive and promotes public participation. The IDP therefore provides an opportunity for citizens to identify their development needs and priorities to ensure that local government is responsive in addressing the needs of the people. Looking at the methods used by CSOs for identifying programmes, community-based participatory assessments (46%) and community mapping (30%) prove to be the most used methods.

An analysis of responses indicates that eleven percent (11%) of CSO identifies needs through IDPs. It should be noted that consultants (5% of respondents) as well as funding organizations (3% of respondents) also determine what programmes must be implemented. Although these last two methods are not widely used, research indicates that programmes identified by external funders are usually not sustainable. They are likely to be driven by the agendas of the funders and donors as opposed to the needs of communities.

5.3.1.7 Staff Complements

CSOs seem to have very small staff complements. The latter undesirable situation is a limiting factor in reaching out to the millions of poor people in South Africa with possible reference impact on the effectiveness of the programme. Human resources are a key input in facilitating implementation of policy and programmes of any organization. They determine the ability to deliver on the mission of an organization. Lack or limited human resources affect the capacity of any organization to achieve its mission, goals and objectives.

According to the findings of this study, the volunteers constitute the biggest staff complement. Perhaps this is what characterizes this type of institution – a spirit of volunteerism that goes hand in hand with understanding local challenges and the need to address such challenges. Volunteers are most of the time driven by passion to address the challenges faced by communities. This notwithstanding, organizations need to spend a lot of time and money capacitating volunteers who, most of the time, do not have the requisite skills to implement programmes. Volunteers also tend to move from one organization to the other looking for better opportunities. The Auditor General's Report (2009:12) indicates that this movement of volunteers is significant in other projects to the extent that activities of the project cannot be satisfactorily implemented thus resulting in the discontinuation of projects. Consequently, the use of volunteers and part-time staff undermines most of the CSOs' goals of sustainable development and empowerment of the poor people and communities. Part-time employees constituted the second biggest staff complement followed by, lastly, full-time employees as indicated below:

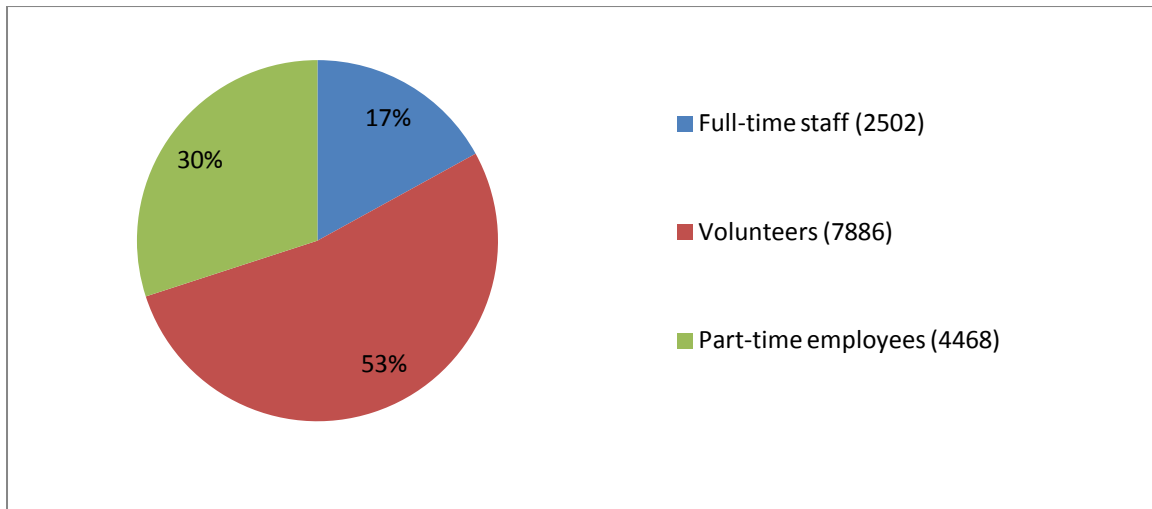


Chart 3: Composition of staff in CSOs (Source: Vuyelwa Nhlapo, December 2009)

5.3.1.8 Beneficiaries per Age Group

The findings of this study indicate that the elderly aged 56 – 65+ years (18 837) constituted the highest number of people who benefited from poverty alleviation programmes implemented in 2007; followed by those aged 36-55 years (12 221), then children aged 0-18 years (11 416) and the youth aged 19-35 years. Elderly people usually constitute the most beneficiaries of Home Community Based Care programmes because of their vulnerability as a result of deteriorating health conditions, hunger and poverty. This explains why they are the highest number of beneficiaries of these programmes. The age group 36-55, which is the second highest group benefiting from poverty alleviation programmes, constitutes the unemployed poor individuals who possibly are not eligible for social assistance grants aimed at addressing income poverty. It is not surprising, therefore, that this age group benefits more from these programmes.

Children are the fewest of the beneficiaries. It is surprising that they are the fewest beneficiaries of poverty alleviation programmes, given that the socio-economic impact of HIV and Aids results in the increasing number of orphaned and vulnerable children (OVC) and the fact that the social sector in terms of priorities has identified, addressing child poverty as important. This anomaly could be attributed to goals

and priorities that are set by government officials without fully involving the communities who know better their needs. It could also reflect a bottom up approach of implementing policy in the sense that the implementers at the lowest level who are the civil society organizations in this case may change priorities or goals during implementation when they realize there are other pressing issues or problems affecting implementation.

Notwithstanding the fact that research indicates that the youth are the most affected by unemployment, they are however the least beneficiaries of poverty alleviation programmes. Responses of CSOs indicate that 53.5% of their beneficiaries are male as compared to 46.5% female.

5.3.1.9 Identification of Beneficiaries

The results of this study show that civil society organizations identify beneficiaries of programmes they implement by using various methods and sources. For example, community-based vulnerability assessments are used mostly (30%). Civil society organizations also rely on government departments to identify beneficiaries. These government departments include the Department of Health (15%), the Department of Social Development (9%) and the Department of Education (6%). It is evident that CSOs also use participative methods to identify beneficiaries, for example, they indicated that they use community structures (10%), household profiles (23%) and other methods like door- to- door visits which enable them to identify the needs.

5.3.2 Planning, Integration and Accountability by CSOs

5.3.2.1 Structural needs addressed by CSOs

According to the findings of this study, CSOs collectively are addressing disadvantaged communities' developmental needs (77%) and those of community-based organizations as "agents" of transformation and change in society. It seems that there is minimal (7%) collaboration and coordination of services between the CSOs and the local government to address challenges of the communities despite the fact that CSOs cited some benefits in participating in IDP processes. Such

benefits included enabling CSOs to acquire problem-solving skills, networking with experienced colleagues and enabling them to identify community service delivery needs faster and accurately. Coordination is critical to collective development. Where there is collective will development is sufficiently strong and seeking expression. Research indicates that only those initiatives that promote collaboration will gain momentum and multiply. Furthermore, participation in IDPs is critical to participative governance.

CSOs cited a number of limitations that prevented them from participating in Integrated Development Plans of local government. The results of this study identify ineffective communication between local government and CSOs stakeholders as the major obstacles or limitations in participating in the IDP process (30%). Some obstacles or limitations were low participation levels by representatives of CSOs (10%). Other challenges included ineffective planning by local government to enable CSOs to participate in the IDP meetings. Such challenges related to logistical arrangements that included meetings not convened regularly (10%), no meeting venues (10%), time constraints (10%) and transport costs (20%).

Ten percent (10%) of CSOs did not see the benefit of participating in integrated development plans of local government despite the fact that IDPs would provide CSOs with an opportunity to understand the environment within which they operate and enable them to integrate their programmes with other development partners. This is critical not only in ensuring that CSOs are responsive to the needs of people, but also to ensure that they adapt to the changing environment. This will ensure that CSOs are constantly up to date with the demands of the environment and are well capacitated to deal with such demands. These results highlight the need for developing effective strategies for more integrated and coordinated implementation of programmes, particularly with local government, which is at the coal face of service delivery.

A number of CSOs, however, indicated that they were working closely with other organizations addressing the same needs as they were. In most cases these

organizations were those that are implementing programmes supported by the social sector departments (Health, Education, and Social Development). For example, organizations implementing the HCBC programme indicated that they were working closely with organizations funded by both the Department of Social Development and the Department of Health. Other organizations indicated that they were part of the network of organizations addressing issues of HIV and Aids. Although there were a few organizations that were not working with any other organizations, it is clear that CSOs regard collaboration with other organizations as important to ensure the integration of services.

5.3.2.2 Factors Contributing to the success of CSOs

According to the results of this study, numerous factors contributed to the success of CSOs. These factors include reasonable access to funding as a key factor (23%), followed by the number of volunteers to perform work (20%), strong administrative skills of employees (10%), involvement of beneficiaries and communities in the design and implementation of projects, and the availability of information through internet searching and networking. There were, however, other factors that fewer CSOs regarded as having contributed to their success. These included factors like strong managerial and/organizational skills (7%), strong leadership of the organization (5%), capacity building and training (7%), collaboration and integration with other partners (5%) and innovation and creativity in the implementation of projects. Notwithstanding the fact that governance, management and leadership are cited as factors that contributed to the success of CSOs, it is a concern that these factors overall constitute 24%. This reflects a limitation on governance which is concerned with the ability to provide strategic leadership and direction to the CSO. Effective governance is demonstrated through clear vision and mission, oversight and accountability of the project, effective systems and practices of good management.

5.3.2.3 Challenges (Problems) of CSOs in achieving their objectives

Organizations cited a number of challenges that prevented them from achieving their objectives. The research data analysis outcomes indicate prominently that lack of or

limited funding is a major problem (48%). This was also cited in a report compiled by the Department of Social Development on the situational analysis of child-headed households (2008), which indicated that funding was not adequate to address the growing demands of NPOs. The report further indicated that organizations that were funded raised concerns on the late transfer of funds from government departments. In most instances, money from government was only passed on to organizations as late as October of that financial year - leaving these organizations with fewer months to implement programmes. This resulted in some programmes having to be put on hold, thus disrupting momentum. This challenge could be related to government processes (13%) and administrative processes (10%) which were cited by CSOs as preventing them from achieving their objectives. This challenge was further indicated in the report of the Auditor-General (2009:4-5) to Parliament on a performance audit of projects that were funded by the National Development Agency in 2008, where it was found that the NDA delayed the payment of first tranches by 4,8 months. This impacted negatively on the actual commencement dates of projects. Such negative impacts resulted in budgets becoming outdated and prices increasing by the time the project commenced. As a result budgets had to be reworked, which further delayed the process. In other instances project members withdrew from the projects thus impacting negatively on the capacity to implement. Delays in the commencement of seasonal agricultural projects resulted in crops not being planted or being planted after the season resulting in project objectives not met. The National Treasury document on the Provincial Budget and Expenditure reviews (2005/6-2011/2012) also noted challenges in funding of non-profit organizations. These challenges included disparities in the subsidization of the same services across the different provinces, different approaches in the management, administration, monitoring and evaluation of funding to non-profit sector across the social development sector.

Limited administrative skills were also cited as a challenge for CSOs. This could be related to poor financial management skills, which resulted in the organizations losing even regular government funding as indicated by the Department of Social Development report (2008). This was further supported by the Auditor-General's

report which indicated that out of 41 projects that were discontinued by the NDA, fifty one percent (51%) of those projects demonstrated inadequacy in governance, management and technical capacity (2009:14). The National Treasury further cited non-compliance to norms and standards by CSOs, resulting in low and poor quality of service delivery.

Lack of information that is critical in the implementation of policy and programmes was also cited as a challenge experienced by CSOs. Information and communication are an integral part of all critical variables of implementation that Brynand (2005:13) calls the 5Cs (see chapter 3 of this study).

The majority of CSOs according to the sample use volunteers as their staff (79%), compared to only 25% permanent employees. In the report of the Department of Social Development (2008) this was indicated as a challenge, particularly high attrition rates of staff (caregivers), because of the low stipend. This resulted in instability within the organization and in many instances money was wasted in training people who left the organization as soon as better opportunities presented themselves.

Other challenges cited by CSOs related to lack of office space. This could be as a result of a lack of appropriate infrastructure in poor communities, especially rural areas. According to the Department of Social Development report (2008), some of the organizations were housed in very poor facilities. This was especially the case for those in rural settings. The irregular payment of allocated funds also impacted negatively on sustaining viable accommodation as organizations could not afford rentals for decent accommodation.

5.3.2.4 Sources of Funding and Expenditure in 2006-2008

The findings of this study indicate that the South African government provides the bulk of funding resources to CSOs (45%), followed by international donors (30%), the private sector (15%), and CSOs' own generated capital (10%). Of notable concern is that the National Development Agency (NDA) was not mentioned as a

source of funding despite the fact that the NDA's mandate is to fund CSOs in their endeavours to address poverty. The average total annual income and expenditure of one hundred (100) organizations in 2006-2008:

- 2006 – R 975 686.00
- 2007 – R1 785 316.00
- 2008 – R 719 543.00

The difference in the total annual income of CSOs that were analyzed in the three years is a concern, particularly, given that the total income for 2008 indicates a drastic reduction from 2007, more so because CSOs indicated that their bulk of funding came from government. The majority of CSO organizations reflected a significant under-spending, looking at their income in the three years 2006-2008. Despite this under-spending, CSOs regard limited funding as their biggest challenge.

Furthermore, the under-spending of the CSOs is even more concerning given that it reflects expenditure per annum that is less than a third of the total income. CSOs indicated their total expenditure in the three years (2006-2008) as follows:

- 2006 – R256 000.00
- 2007 – R374 123.00
- 2008 – R197 055.00

Considering the high rate of poverty and the undesirable social impact of HIV and Aids in South Africa, the total amount of income of these organizations is insignificant. The inability to spend all the funds is also a concern given that CSOs also regard funding as an enabler in implementing programmes. It is therefore assumed that when such funding is made available, CSOs should ensure that they spend public money effectively and efficiently as required in terms of the Public Finance Management Act (1999).

5.3.2.5 Future Plans on Raising Funds

Future plans for raising funds cited by CSOs included accessing donor funding, selling products and charging for their services, holding fund raising events and obtaining loans from the banks.

5.3.2.6 Reporting mechanisms

The results of this study show that CSOs use a wide variety of methods for reporting progress made, namely annual general meetings, written annual reports, quarterly reports and other weekly, monthly and daily reporting in staff meetings.

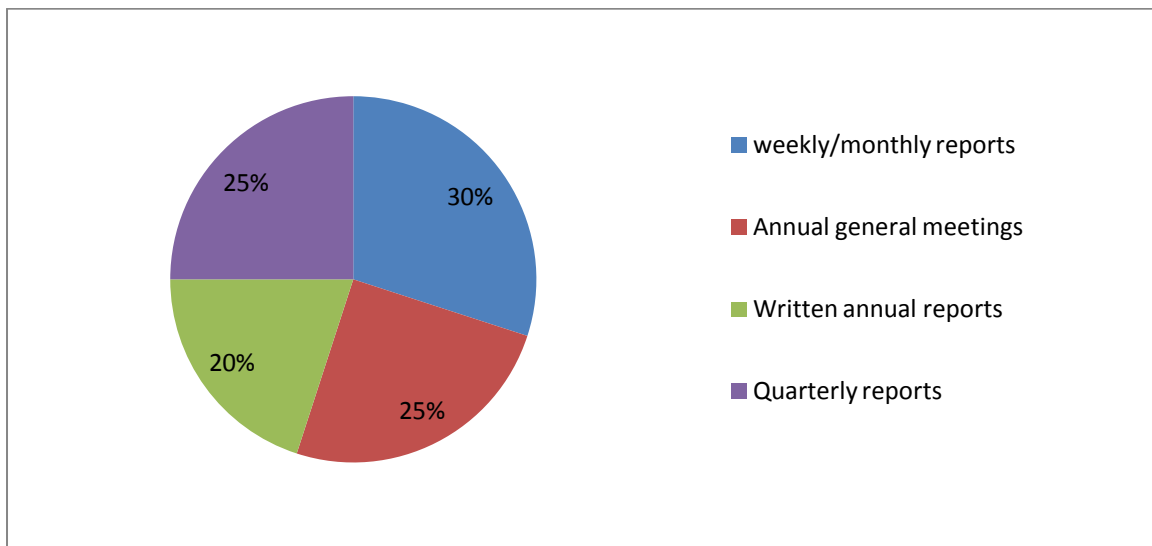


Chart 4: Methods of reporting (Source: Vuyelwa Nhlapo, December 2009)

It seems that not all CSOs report in the form of annual reports despite the fact that in terms of Section 18 of the NPO Act of 1997, registered NPOs must submit their annual reports. The effectiveness with which the reporting mechanisms are implemented is uneven and reflects non-compliance to the NPO Act. Furthermore, given that the majority of CSOs who responded in this study indicated that their bigger portion of funding comes from government, as part of accountability they are expected, in terms of the Public Finance Management Act (1999), to report to the public on how they have spent funds entrusted to them and how they have conducted their affairs. The Department of Social Development that administers the NPO Act indicated in their compliance report (2009) that in the 2008/9 financial year,

out of 56 244 registered NPOs, the department received 13 294 reports from registered NPOs. Non-compliance to funding agreements by projects was also indicated in the case of NDA funded projects. Some of the reports were submitted by CSOs incomplete.

5.3.3 Empowerment and Sustainability

5.3.3.1 The role and participation of communities in programmes implemented by CSOs

The analysis of the response of the CSOs indicates that communities have a role in the implementation of programmes and thus participate one way or the other in their functioning. For example, communities provide labour during the implementation of programmes. They assist in fundraising, act as advisors to CSOs, refer clients and provide valuable social support to HIV and Aids victims, home-based care for the aged, serving in CSOs committees, etc.

Furthermore, according to feedback from CSOs, community members get involved in the implementation poverty alleviation programmes. Their involvement include community members attending workshops, lectures, seminars on health education, social development, leadership and life skills training, etc. aimed at empowering them. Communities do take an interest in learning and in development initiatives. Thus, CSOs are working in partnership with the communities they seek to improve their lives.

5.3.3.2 Capacity Building

As part of their own empowerment, the majority of CSOs use the departments of Health, Social Development, Education and HIV and Aids volunteers as sources for capacity building. International Development Agencies and donor community as well as CSOs' own initiatives are also used. CSOs indicated that the capacity building programmes are determined by their own needs analysis as well as needs identified by the community, government departments and other funders.

The results of this study suggest that through training and education programmes, the CSOs managed to develop and improve management and leadership skills of staff and managers. The skills they have developed from capacity building have enabled them to empower a reasonable number of poor people and communities. Capacity building also helped CSOs significantly to implement government's policies and programmes on the socio-economic empowerment of the poor people. In this way, the CSOs have managed to meet performance standards set by government, foreign funders and other donors.

Several studies and evaluations have discovered that in South Africa the majority of non-profit organizations are at a lower level and lack managerial, leadership, governance, administration and financial management skills. In support of this finding, it is important to note that the majority of CSOs identified their future capacity building needs as the following:

- Planning and financial management training
- Project management training
- Home-based care and nutrition management skills
- Business education
- Computer literacy skills training and communication and facilitation skills
- Professional nursing and social worker skills
- Adult Basic Education
- Counselling skills
- Leadership and management skills including supervisory skills and
- Entrepreneurship skills

Capacity building did not only benefit CSOs but communities also have benefited from capacity building facilitated by CSOs. Capacity building programmes, according to the CSOs include training of family members to take care of sick relatives and loved ones as well as cooking. In addition to capacity building, CSOs indicated that they have empowered communities through establishing various centres for counselling, child care centres, ABET centres as well as development centres. It is

clear that CSOs do not only regard their own empowerment as important but also regard empowerment of communities as critical.

5.3.3.3 CSOs Decision-making Style

The data analysis outcomes show that a participative and staff involvement management style is followed. For example, decisions are taken in consultation with the staff during monthly/or weekly manager's meetings. Communities are also consulted before certain decisions are taken. It is assumed that these would be decisions that affect the communities and encourage participative governance and the spirit of responsiveness. Management including board of trustees and/or board members also take decisions. CSOs indicated that various styles of decision-making particularly the involvement of staff and communities assist in accelerating and ensuring effective implementation of programmes as well as developing staff members. Seemingly the outcomes of participation of staff members in planning and execution of intended work; result in high levels of enthusiasm, and commitment to work organization goals. Knowledge sharing is also facilitated to the benefit of the organization. Furthermore, it fostered healthy working climate and relations with stakeholders and elevated morale levels of both staff and managers.

5.3.3.4 Methods of Information Sharing

Data analysis outcomes indicate that a wide variety of information sharing methods is utilized by CSOs. Meetings convened by management on weekly, monthly, and quarterly and on annual basis, seem to be the most regular practice (35%). Telephone calls, emails and memos are also used and they rank second (25%), then bulletins and newsletters follow (17%). Staff social gatherings/functions are also used as channels of sharing information.

Furthermore, the respondents rated a few of the above stated methods as very transformative, appropriate and effective in terms of conveying knowledge, information and needs to both staff and managers.

5.3.3.5 Factors Contributing to Sustainability of CSOs

Sustainability refers to the long term continuation of the project. It focuses on project services and products, addressing issues of market demands, opportunities, growth and diversification factors of products and services.

According to the data analysis outcomes of this study, there were a number of factors which were regarded as critical for ensuring sustainability of the CSOs. These were cited as winning big projects with huge funding (28%); being able to access a bigger market share (25%); ensuring constant flow of funds (17%); accessing financial loans from banks (15%); up scaling services delivered to the communities and people (15%) and ability to generate their own funds. It seems from the factors indicated above that CSOs regard funding as the key aspect that would enable sustainability of their programmes.

5.3.3.6 Desired Future Business Directions or Areas for Scaling up

The future business expansion and/or improvement areas for the sample of one hundred (100) CSOs are very wide. These include expansion of infrastructure in the form of new learning centres, home-based care facilities, libraries, training facilities, followed by socio-economic upliftment of the poor people, and programmes targeting HIV and Aids orphans, street children and the homeless as well as the aged. Some respondents expressed interest in getting opportunity to be developed as entrepreneurs, and also as managers. Establishment of new HIV and Aids support groups and community policing forums were also indicated. Viewed broadly, the future developmental needs of CSOs are diversified. According to CSOs' responses, the future areas for scaling up are informed among others by environmental scanning, government reports and directives, inputs from communities, research findings and communication and networking with other CSOs.

5.3.3.7 Impact of Poverty alleviation and Capacity Building Programmes

According to the data analysis outcomes for this study, the majority of disadvantaged communities and individuals are now reasonably empowered. Their standard of living has improved, with expanded infrastructure. There are more

learning and recreation centres established. Furthermore, the number of unemployed and poor people who receive viable help from CSOs has increased. Food parcels, HIV and Aids patients' feeding schemes, home-based care services and Adult Basic Education and Training have been extended to reach informal settlements in some instances. Programmes like feeding schemes, community development centre projects and the training of community members in counselling skills were viewed as the best practice models. In most cases the progress is measured or evaluated by conducting surveys and interviews, feedback from donors/funders, delegates' input during workshops, the number of disadvantaged communities registered in CSOs' database, service delivery structures built financial performance reports, etc.

5.4 SUMMARY

Based on the in-depth data analysis of this study, eighty percent (80%) of the CSOs were non-governmental organizations (NGOs); the remaining twenty percent (20%) comprised of Community Based Organizations (CBOs), Faith Based Organizations (FBOs) and self-help organizations. The sample of organizations was from four provinces of the Republic of South Africa, namely Free State, Gauteng, KwaZulu-Natal and Limpopo. Ninety seven percent (97%) of these organizations were registered in terms of the NPO Act of 1997.

Health care, particularly home-based care programmes and services, constitute the bulk of interventions delivered, for example, fifty one percent (51%) are in health care services, nineteen percent (19%) in the education sector, seventeen percent (17%) agriculture, and nine percent (9%) social development. There are comparatively few programmes that address the social development sector, although community-based care is a programme that is implemented by both Social Development and Health as part of government's Expanded Public Works Programme (EPWP). Perhaps because of the national concern about HIV and Aids and other diseases of lifestyle (e.g. diabetes, high blood pressure, obesity, TB, etc.) most registered CSOs work in the health sector. However, there is a huge need to empower the poor socio-economically to be self-sufficient and self reliant.

CSOs involve and encourage communities to participate in the implementation of poverty alleviation programmes. This is reflected in the processes of identifying needs, beneficiaries, programmes, as well as during the implementation of programmes. Communities are further empowered through a number of programmes and through various infrastructures like centres for counselling, education, development, recreation and home-based care.

With regard to sustainability there are a number of factors CSOs regard as critical in ensuring sustainability. Key to these is funding. Lack of or limited financial funding still constitutes a serious problem to the majority of CCOs. Hence the bulk of staff members are volunteers (79%), compared to 25% permanent staff. The South African government provides the bulk of funding to CSOs (45%), followed by the international donors (30%), the private sector (15%) and CSOs own generated capital (10%). Viewed from a financial perspective, CSOs are not sustainable. Without external financial support they cannot implement programmes effectively. According to the research data analysis results of this study; a reasonable number of disadvantaged communities and residents have been empowered. There is functional infrastructure in terms of healthcare and home-based care facilities, learning centres, business skills development opportunities, recreation facilities, etc. In addition to these centres, communities benefit from various capacity-building programmes facilitated by CSOs. These include ABET, computer skills, caring for the sick, and cooking skills. Furthermore, this sample indicated the desire for the expansion of infrastructure in the form of new business centres, libraries, development and training facilities, street children and HIV and Aids orphan homes.

The hypothesis for this study which maintained that: "poverty alleviation programmes implemented by civil society organizations in collaboration and partnership with government are empowering and sustainable," was not fully supported since a majority of CSOs are struggling to survive due to limited funding. This has an effect on the impact and scaling up of programmes. The general finding of this research is that despite the lack of sustainability of CSOs as well as the lack of capacity in some administrative and management capabilities, CSOs have an

important role to play in poverty alleviation, and their processes are participative and empowering, which promotes legitimacy to the communities they serve.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1. INTRODUCTION

It is widely known that South Africa has the highest levels of poverty and inequality, which emanate from the racial domination and apartheid policies that denied the majority of people access to socio-economic rights and participation in their own development. It is for this reason that the ushering of the democratic South Africa created opportunities for the development and implementation of public policy aimed, not only at addressing the socio-economic imbalances of the past, but also at creating space for people's participation in their own development, thus ensuring that public policy is indeed responsive to the needs of the people.

It can be argued therefore, that consolidating the legitimacy of the state requires involvement of communities in the development and implementation of policy, hence the importance of this study that seeks to evaluate the role of civil society organizations in the implementation of poverty alleviation programmes in collaboration and partnership with government. Civil society organizations function at a level closer to the people. They are best positioned to respond to the immediate needs of the community. To reiterate the earlier premise of the research question and for the clarification of the reader, it is worthwhile to re-state the research question that has guided this study:

"To what extent has government's collaboration and partnership with the civil society organizations in the implementation of poverty alleviation programmes ensured empowerment and sustainability?"

The study evaluated the implementation of poverty alleviation programmes by civil society organizations. In particular, the study evaluated how civil society organizations involve and empower communities in the implementation of their programmes and the extent to which these programmes are sustainable. It is evidenced in the study that civil society organizations have an important role to play

in partnership with government in alleviating poverty. The importance of the involvement and participation of communities in their own development is key to any democratic society. It is the cornerstone of participative governance. The contribution of this study points to whether programmes implemented by civil society organizations are empowering and sustainable, that is, have long-lasting impact. This is critical in addressing challenges in the implementation process of public policy. Since civil society organizations are an important institution in the implementation of poverty alleviation policies, this research attempts to understand the process followed by civil society organizations in the implementation of poverty alleviation programmes with a view to add value in addressing challenges experienced by these organizations and thus creating long-lasting impact of poverty alleviation programmes. This study therefore builds on the work that has been done in understanding the role of civil society in implementing public policy and particularly how they can contribute to poverty alleviation in South Africa. South Africa cannot continue with the high levels of poverty sixteen years after attainment of democracy. This chapter provides a brief summary of the six chapters of the study draws conclusions and makes recommendations for improvement in the implementation of poverty alleviation programmes.

6.2. SUMMARY

Chapter one provides a general introduction and overview of the study. The chapter first introduces the discussion by presenting the context for addressing poverty and underdevelopment in South Africa, post-democracy. This is achieved by reviewing global including continental and regional commitments and agreements made by South Africa on various platforms aimed at findings ways of addressing poverty and development. The main message from these platforms is that equity is complementary in some fundamental respects to pursue long-term prosperity. National policies, including legislation guiding poverty alleviation and reduction, post-democracy, in South Africa are also reviewed. Second, the chapter outlined the motivation for the study, formulating the problem and the hypothesis. Third, the objectives are outlined with a research question to provide focus for the study.

Fourth, critical concepts to focus the study are defined and lastly, chapters are outlined.

Chapter two focuses on the methodological issues that guided the execution of the research. In this, the justification for the use of qualitative method is made looking at advantages and disadvantages of this method in comparison to other methods. The chapter provides insight on the use of triangulation in collecting data and consequently data sources, sampling and an analysis of data are provided. The chapter concludes by citing limitations of the study and ethical considerations.

Chapter three examines relevant literature in public policy, looking at various theories of public policy with a view to understand public policy making in South Africa the role of the state as a developmental state. Particular policies that form basis for the role of civil society organizations in implementing poverty alleviation programmes are discussed. Policy implementation and various approaches in policy implementation are examined. The chapter ends by discussing the role of civil society organizations and their challenges.

Chapter four reviews the empirical studies of poverty alleviation. First, progress towards the achievement of MDGs is reviewed. Some case studies are reviewed to establish effectiveness of poverty alleviation programmes. Various programmes and approaches used to alleviate levels of poverty and their effectiveness are reviewed. In particular, factors like access to information, capacity issues, accountability, as well as inclusion and participation are reviewed to understand their importance and relevance in the implementation of poverty alleviation programmes.

Chapter five presents the findings of the research. These findings are interpreted and discussed broadly. They are based on the responses of one hundred civil society organizations, representing four provinces in the Republic of South Africa. These provinces are Gauteng, Limpopo, KwaZulu-Natal and the Free State. Variables considered critical in responding to the research question of

“To what extent has government’s collaboration and partnership with the civil society organizations in the implementation of poverty alleviation programmes ensured empowerment and sustainability?”

Were analyzed. The analysis enabled the researcher to understand the planning processes of civil society organizations, looking at how they initiate, implement, monitor and evaluate programmes, as well as how they report on the achievement of their objectives. Factors contributing to their success were analyzed as well the challenges they experience in implementing programmes.

The analysis showed that civil society organizations make an effort to strategically plan their work. This is reflected in the vision, mission and objectives set by each organization. Further, the analysis provided an understanding of how civil society organizations involve communities in their functions. Aspects contributing to their success and challenges they experience in implementing poverty alleviation programmes enabled the researcher to draw conclusions on the sustainability of the programmes. The chapter ends with recommendations on how to improve the implementation of programmes aimed at alleviating poverty in order to create effective and long-lasting impact.

6.3 SUMMARY OF FINDINGS

The first finding reveals that a majority (80%) of civil society organizations that implement poverty alleviation programmes are those that are classified as non-governmental organizations (NGOs) and very few community-based organizations and faith-based organizations implement such programmes.

The second finding relates to the vision, mission and objectives of civil society organizations. Organizations stated their vision collectively as a dream or future comprised of healthy and empowered society. The mission, objectives and programmes implemented by civil society organizations revealed the purpose of existence as well as the focus of a majority of organizations as that of improving the quality of life, specifically focusing on health issues like HIV and Aids, as well as

home-based care. This focus is also indicated by a majority of organizations that indicated that they were working closely with the Department of Health through their home-based care programme and/or HIV and Aids programme. Less than twenty five percent, viewed collectively, were focusing on the empowerment, education and training of the poor, and they were working closely with various departments such as Social Development, Agriculture and Education.

The third finding relates to the culture of the civil society organizations rendering their services. This culture is reflected in the values. The majority of these values are based on government's Batho Pele (Putting People First) principles, which are aimed at transforming service delivery. They include, among others, consultation, setting of service standards, ensuring courtesy and access to information and services, as well as openness and transparency.

The fourth finding relates to the involvement and participation of communities including beneficiaries on identifying needs and beneficiaries, influencing programme identification and implementation. Civil society organizations generally involve communities in identifying needs and issues to be addressed in the communities. They do this by using various methods like community surveys, community mapping, community-based vulnerability assessment and household profiles in the form of door-to-door visits.

The fifth finding revealed that as regards human resources, the majority of staff of civil society organizations comprises volunteers, followed by part-time staff and very few full-time employees.

The sixth finding points to the fact that those who benefit most from the programmes of civil society organizations are middle-aged people between the ages of 36-55 years. Children from 0-5 years benefit the least from these organizations.

The seventh finding related to planning, integration and accountability. It seems that there is a lack of participation of CSOs in local government's Integrated

Development Plans despite the fact that IDPs are an important tool for consulting communities on challenges they experience and possible solutions to those challenges. Further, IDPs provide for integration of services. CSOs, however, indicated that they collaborate and integrate their services with other service providers in their field.

The eighth finding revealed that the major factor contributing to the success of CSOs was funding, followed by the involvement of volunteers in delivering services. It is important to note that the success factor of funding was also cited as a challenge experienced by CSOs in realizing their objectives. CSOs also indicated that the bulk of their funding was from government. They had developed some strategies to raise funds in the future.

With regard to reporting which was the ninth finding, CSOs indicated that they were reporting to the public/communities on the achievement of their objectives and/or how they conduct their affairs. However, the study indicated that a majority of CSOs were not reporting annually. This is cause for concern given the requirements of reporting as part of governance issues.

The tenth finding related to sustainability and empowerment. The study revealed that CSOs used various methods to ensure that communities were consulted and participated in the operations of the organizations. The participation of communities in identifying needs and beneficiaries as well as formulating and implementing programmes were regarded as critical in ensuring the sustainability of programmes. Furthermore, CSO regarded their capacity-building as an important factor in ensuring sustainability. Perhaps this is related to the fact that skilled employees are an asset in enabling an organization to achieve its objectives. It is important to note that the capacity-building of communities was also viewed as important, hence various capacity programmes that were developed by CSOs for the communities.

The decision-making style of CSOs indicated a much more participative and consultative way of decision-making. Perhaps this is in line with Batho Pele

Principles, which were cited as key values of organizations. The ability of the civil society organizations to implement sustainable poverty alleviation programmes depends on the availability of information, funding, capacity skills and effective management. Results of the study showed that the sharing of information was regarded as important by CSOs. This was indicated by the frequency and types of information sharing methods used and the benefits cited by CSOs.

CSOs indicated that they monitor progress and evaluate impact of their programmes. They cited various tools and methods used for monitoring and evaluation. The results indicate positive results from the programmes they implement.

6.4 CONCLUSIONS

It is clear from the number of findings mentioned above that CSOs have a critical role to play in poverty alleviation, particularly in closing the gaps left by government in poor communities. This is reflected in the programmes that are implemented by CSOs. While the CSOs with the diverse roles and functions are the best guarantee for consolidating democracy in South Africa, this also presents a challenge whether or not CSOs have sufficiently understood and engaged with the shifts in their roles since democracy. Findings of this research therefore lead to the drawing of conclusions with regard to the role of civil society organizations in poverty alleviation, particularly with regard to factors like empowerment, participative governance, the capacity of CSOs, funding, accountability and sustainability. CSOs regard the involvement and participation of communities in their development as important. Hence they involve communities in a range of activities like the design and implementation of programmes, including the identification of needs and beneficiaries and fundraising. The involvement of communities in the delivery of programmes seems to combine delivery of the project outputs with the mobilization of local people to take advantage of their own development. In so doing, communities as beneficiaries of programmes are empowered to also take decisions and participate fully in addressing their own challenges. As Khosa (2000:3) contends, at the heart of any service delivery programme there should be a deliberate effort to empower relevant beneficiaries.

Furthermore, the strategic location and proximity of CSOs to the communities they serve increases their credibility within the communities. This thus contributes to giving assurance to the community that they will always be able to count on their work to make life better for them. It can be concluded therefore that CSOs are participative and consultative in the way in which they deliver their programmes.

Sustainability as indicated by Trzyna (1995:17) "is not a technical problem to be solved, but a vision of the future that provides us with a road map and helps to focus our attention on a set of values and ethical and moral principles by which to guide our actions". It can be concluded that the values that guide the implementation of programmes by CSOs are aligned to the Constitutional ideals aimed at transforming public administration. This is reflected in the values like a high standard of professionalism, excellence, respect and, most importantly, Batho Pele (Putting People First) principles, which were cited by CSOs as important in guiding their service delivery.

One of the biggest implementation challenges is the mobilization and allocation of resources. It appears that funding is also the biggest challenge experienced by CSOs. This challenge is exacerbated by government processes that delay funding in some instances as revealed in this study. Although CSOs indicated some strategies and plans to mobilize and raise funds, it is doubtful whether those strategies could ensure sustainability of their programmes in the future. Looking at their nature, for example, some organizations indicated bank loans as a way of mobilizing funds. Understanding that because of the economic meltdown financial institutions are stricter in lending money, this raises serious doubts.

Financial management also seems to be a challenge given huge under-spending reflected by CSOs in the three-year period. There could be significant gains to be reaped, particularly in ensuring sustainability of programmes if CSOs in their planning processes could ensure that they develop strategies for fundraising instead of having ad hoc fundraising. CSOs organizations do not seem to be reporting annually despite this being a requirement in terms of accountability, especially for funds received from government. The NPO Act (1997) also requires as part of

governance that NPOs report annually on how they have utilized their funds. It can be concluded that NPOs are not complying with either the NPO Act (1997) or the Public Finance Management Act (1999). This could be attributed to the management capacity in terms of managing finance and also reporting skills.

Some of the main constraints to effective functioning of civil society organizations that also seem to impact negatively on their sustainability include poor managerial, administrative and business skills at a local level, and inability to access and manage funding. It has become clear that there is a great need for strengthening the organizational and administrative capacity of CSOs. It is generally accepted that local organizational capacity is recognized as key for development effectiveness and the empowerment of the poor. The success and life of any organization is measured by its appropriate capacity to deliver on its objectives. Appropriate capacity is the ability of people to work together, organize themselves and mobilize resources to solve problems of common interest. It is about the ability to plan for the future. At the core of this capacity are management capacity and capacity at both functional and/or organizational levels. Financial management seems to be a challenge of CSOs as reflected in their spending patterns.

Furthermore, the use of volunteers as the majority of staff poses threats to the retention and quality of staff to deliver on programmes, given that most of the time volunteers do not have the requisite skills and a lot of time has to be taken training and capacitating them. Although projects that involve community volunteers are initially effective, there are concerns, however, about the longer term sustainability. There seems to be a lack of incentives for CSOs to continue with activities, particularly where they are reliant on voluntary inputs from its members.

The lack of participation of CSOs in the municipality's Integrated Development Plans is a gap in advancing integrated development in addressing challenges of the communities. Given the role of local government of reducing historical socio-economic backlogs through the acceleration of service delivery to local disadvantaged communities, it is critical that both CSOs and local government

partner and collaborate in bringing a better life to communities. A strong synergetic partnership between government and CSOs and other actors in the implementation of poverty alleviation need to be galvanized to rectify associated inefficiencies as indicated by Vyas-Doorgapersad and Muller (2006:1).

6.5 ISSUES AND RECOMMENDATIONS

Issue 1: Funding of CSOs

This study has revealed a dire shortage of financial resources for effective implementation of poverty alleviation by CSOs. The shortage of resources impacts negatively on the ability of CSOs to realize their goals, in particular, in those areas that are deprived access to a variety of services and development opportunities. There are disparities in funding the same programmes across the different provinces. There are long and protracted government administrative processes which result in delay in transferring funds to CSOs, thus delaying the implementation of programmes. CSOs do not seem to have skills to mobilise resources beyond government funding.

Recommendation:

That the South African government both at provincial and local level must commit much greater financial resources for the effective implementation of poverty alleviation programmes by CSOs. The resources will go a long way in ensuring financial sustainability and creating an enabling environment for effective implementation.

Recommendation:

That the Department of Social Development must develop a policy and funding models to guide funding of CSOs across government. This will make it easier for CSOs to access funds and will guarantee

services at local level, thus ensuring financial and organizational sustainability.

Recommendation:

That government must enhance and streamline its processes to ensure that funding is channelled to CSOs at an appropriate time – these processes must include streamlining prefunding conditions, approval processes, transfer of funds and monitoring of implementation of programmes.

Issue 2: Capacity of CSOs

The effective implementation of programmes is dependent on the capacity of CSOs. A majority of CSOs depend on volunteers to implement various programmes. Whilst these volunteers are passionate about their work, they, however, lack technical skills, governance and management capacity. The lack of capacity results in non compliance to funding agreements thus resulting in discontinuation of programmes in other instances. These impact negatively on sustainability of programmes.

CSOs are expected in terms of the PFMA to account for the funds they receive from government to implement poverty alleviation programmes. The NPO Act also requires as part of governance that NPOs report annually on how they utilize their funds. The findings of this study supported by various secondary data indicate that CSOs experience challenges on accounting for the funds entrusted upon them for implementing poverty alleviation programmes. A majority of CSOs do not comply with the reporting requirements. The quality of some reports is not up to standard revealing capacity challenges on reporting.

Recommendation:

That the Department of Social Development, together with the National Development Agency, must develop and implement a

capacity- building framework for CSOs. The capacity-building framework must address the following areas: organizational and administrative skills, management capacity as well as mentoring and coaching to ensure continuous learning and sustainability of programmes implemented by CSOs.

Recommendation:

The NDA with its mandate as that of building capacity of civil society organizations must assist and capacitate CSOs to mobilise resources beyond government funding in order to ensure sustainability.

Recommendation:

That the Department of Social Development in partnership with the NDA must develop simple reporting formats that will encourage regular reporting by CSOs. The NDA must train and guide CSOs on writing of reports to ensure compliance to government policies and processes.

Issue 3: Partnership and collaboration between government and CSOs

CSOs are central to the implementation of poverty alleviation programmes in South Africa. They function as delivery agents for government departments like Social Development. As a developmental state, South African government requires a strong partnership based on a common vision to improve the lives of the people. The relationship between government and CSOs continues to be weak with lack of trust on the capability of CSOs to pursue developmental agenda, thus impacting negatively on supporting CSOs to pursue such agenda. Other developing countries are also experiencing constraints on the relationship between government and CSOs.

Recommendation:

That the local government working with the Department of Social Development must ensure full participation of CSOs in Integrated Development Plans of local government if government is committed in delivering on the promises made. This will enhance participation of CSOs in the IDP processes, making the notion of partnership meaningful, thus allowing organizations to access information regarding opportunities for collaboration with the state, especially local government. This will also empower people to participate in their own development thus enabling government to deliver on its promises.

Recommendation:

That NDA must commit in strengthening and facilitating the partnership between government and CSOs by creating effective platforms for dialogues and interface between CSOs and government.

Recommendation:

That global thinking must be galvanised on the relationship between government and CSOs in the implementation of public policy.

Issue 4: Understanding CSOs

CSOs are partially understood with regard to how they function, their management capacity, and the impact of their programmes.

Recommendation:

That there are other areas for further investigation. These include:

- ***The management of CSOs***
- ***Policy issues on the use of volunteers by CSOs***

- *How do the public perceive the programmes implemented by CSOs?*
- *What is the impact of these programmes?*
- *Do the CSOs really represent the voice of the poor?*

6.6 SUMMARY OF CONTRIBUTIONS

This research has revealed that CSOs occupy an important space between the state and the community in addressing poverty challenges. However, if this space is not nurtured and maintained, the result is that CSOs will emerge and disappear without making a lasting impact on alleviating poverty. The implications of this will be the weakening of social structures and slow progress in addressing challenges of the poor. Government policies and programmes will be less participative and less responsive. This will have a negative impact on the realization of objectives and principles of a developmental South Africa. This study therefore contributes in understanding how CSOs implement poverty alleviation programmes, the challenges they experience and the effect of collaboration and partnership between CSOs and government. This study points to the direction that policymakers must take responsibility in ensuring effective implementation of poverty alleviation programmes by CSOs.

If South Africa has to meet the MDG target of halving poverty by 2014, then this research points to rethinking the involvement and participation of institutions like CSOs in poverty alleviation. It calls for a paradigm shift that is completely non-bureaucratic, allowing the development of systems for capacity building and funding that will allow CSOs to participate effectively in the implementation of programmes. Research has shown that participation is a social learning process through which participants in the development process learn to be effective, learn to be efficient and learn to expand. The unique contribution of this study is that it is undertaken at a time when there is pressure to achieve MDGs in particular by developing countries that are still lagging behind in the achievement of MDGs. Governments are therefore relooking at the role of the state with a view to achieve efficient government and at the same meet the MDG targets. Despite CSOs' obvious benefits to democratic

governance, some African leaders view CSOs with suspicion at times as political competitors and therefore place impediments on their way. This study therefore contributes to the creation of an enabling government to understand unique qualities of CSOs and their added attribute of governance. Furthermore, governments are not closer to the people. They find it difficult to reach out to the communities and yet CSOs are strategically positioned to augment governments' capacity to develop people-tested policies and implementation of development activities which are responsive and empowering.

6.7 OPPORTUNITIES FOR FURTHER RESEARCH

While this research has covered a variety of factors on understanding how CSOs implement poverty alleviation programmes in collaboration and partnership with government, there are some pertinent matters that fell outside its ambit. The areas that fell outside this research's ambit provide opportunities for further research. Therefore researchers are encouraged to explore the following areas for further deliberation:

1. In considering the role of CSOs in poverty alleviation, it is also critical to elicit the views of communities within which the CSOs function on the social impact of such programmes.
2. CSOs are a complex institution, and research needs to be conducted on understanding leadership of this unique institution and how it influences the implementation of programmes at grassroots level.
3. Further investigations into the management capacity of CSOs requires further investigation, particularly given the capacity challenges of this institution in South Africa.
4. There are a growing number of registered NPOs in South Africa. According to the database of Social Development, there are over 56 000 registered

organizations. Understanding trends in the role of civil society and how CSOs foster democratic change will be useful.

6.8 CONCLUSION

In reviewing progress towards the attainment of MDGs, the study indicates that developing countries experience failure of policy. This failure can be attributed to the issues of poor policy implementation. Despite good policies developed in South Africa during the first five years of democracy, South Africa also has been a victim of poor implementation of policies.

Participation of civil society in the implementation of public policy has been a consistent thrust of the transformation agenda of the South African democratic government. The whole thrust has been that people need to participate in their own development and take ownership of the process thus ensuring that they are empowered for lasting results. The continued challenge of poverty, however, raises a number of questions in the quality of participation of various actors in the policy process, challenges in the implementation of public policy, approaches used and the effects of such policy. The study has provided answers to these questions, revealing that governments are now increasingly viewing CSOs as an integral part of the institutional structure particularly for addressing the problems of rising poverty. CSOs are emerging as the effective pressure group that is capable of serving the dual role of collaborating with and facilitating the government in the development management process and yet constitute a watchdog for diligence of the government function. CSOs are positioned to augment government capacity to develop people tested policies and implementation of poverty alleviation programmes and development activities. It can be argued therefore that consolidating the legitimacy of the state requires involvement of communities in the development and implementation of policy, hence the importance of this study which seeks to evaluate how civil society organizations implement poverty alleviation programmes within the context of Social Development. Public policy implementation continues to hold much practical interest for policymakers because it is a major stumbling block in

the policy process. This study has revealed that policy implementation that integrates both top-down and bottom-up approaches is much better in realizing the goals of a developmental state in South Africa and in addressing the challenges of poverty.

Despite the growing importance of civil society organizations, in the developing world including South Africa, they remain partially understood. This study notes that the CSO sector falls within a conceptually complex social terrain that lies mostly outside the market and the state. If government is serious and committed in building partnership with CSOs, then government must strengthen its partnership with CSOs. This will build trust between the two and ensure that each partner achieves its goals – with CSOs acting as delivery agents for government and government playing a facilitating role and creating an enabling environment for effective implementation of poverty alleviation programmes by CSOs. The variable of commitment is an important variable for the people responsible for implementing poverty alleviation programmes. This commitment includes political commitment. The quality of the partnership between civil society organizations and government reveals constraints in taking forward the transformation agenda in improving the lives of the people. Evaluation of the CSOs performance in poverty alleviation indicates that they are not as effective as they are assumed to be in ensuring sustainability. Inadequate technical capacity impacts negatively on the ability of CSOs to realize their objectives. The study further revealed that while CSOs are more responsive to the poor and flexible in their approach – all prerequisites for sustainable development, their efforts are not easily replicable. Government must therefore support CSOs to ensure that their efforts are replicated. In reviewing various policies aimed at improving the lives of people and in alleviating poverty, South Africa as a developmental state intervenes to make society balance policies of redress, equity and economic growth. However, unless government takes the partnership with CSOs serious, this will impact negatively in the implementation of policies and the achievement of policy objectives.

This study views CSOs as participative in their approach. They have strong support at grassroots level because of their proximity to the people in relation to the state and because their efforts are compatible with community values. Furthermore, this study has revealed that where CSOs participate more fully, service delivery gaps are better identified. In such cases the prioritisation of service delivery needs is more appropriate to the needs of communities. They respond to immediate needs and developmental challenges of communities including poverty alleviation. Despite the strengths in the roles of civil society in the implementation of poverty alleviation programmes, there are challenges and shortcomings that impact negatively on the implementation of poverty alleviation programmes and functioning of CSOs. Government must support CSOs and create enabling environment to address challenges experienced by CSOs. These challenges include organizational weaknesses, governance issues including reporting, management and technical capacity, limited financial resources and forging the workable partnership with other sectors including government at all levels. Research has indicated that coalition, collaboration and better coordination are critical in achieving policy outcomes. The issue of funding is of crucial significance to civil society organizations especially in realizing not only their objectives but most importantly governments' objectives of improving the lives of the people and halving poverty by 2014. The capacity to deliver depends on availability and access to concrete or tangible resources. Government must therefore take a leading role in defining how this capacity can be created and used.

These concluding comments serve to reflect that CSOs are still far from being sustainable given the capacity challenges, limited funding and lack of vision on how to mobilize resources for the future. Unless government addresses these challenges implementation of poverty alleviation programmes will continue to be affected by these challenges, thus leaving the poor trapped in poverty cycle. The study concludes that CSOs recognize the value of involving and enabling communities to participate in their programmes. This has proven to allow communities to be active participants in addressing their development challenges, thus enabling them to be more empowered.

In conclusion CSOs are increasingly playing an important role in poverty alleviation. It can be concluded that the role of civil society organizations is gaining grounds in the implementation of poverty alleviation programmes. However, there is a need to strengthen partnership and collaboration between this institution and government at all levels. This partnership and collaboration will facilitate the participation of CSOs in various mechanisms and processes including integrated development plans to ensure effective implementation of poverty alleviation programmes. Government must therefore commit adequate resources for effective implementation of poverty alleviation programmes.