EFFECTIVENESS OF NONPROFIT ORGANISATIONS IN THE CITY OF TSHWANE:
AN EVALUATION OF THE POVERTY ALLEVIATION AND SUSTAINABLE LIVELIHOODS
PROGRAMME 2015–2018

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To my darling and beloved daughter, Kopanyo Kekana, thank you for instilling the courage in me that I did not know I had. May this work inspire you and bring you closer to achieving all your dreams. I love you from Here to the Moon and Back.

ACKNOWLEDGEMENTS

ABSTRACT

The roles of non-profit organisations in South Africa have evolved, leaving these organisations with an increased role to play in service delivery and community development. The purpose of the current research was to assess the effectiveness of non-profit organisations in the City of Tshwane to render services to communities by evaluating the Poverty Alleviation and Sustainable Livelihood Programme for the period of 2015 to 2018.

This research adopted a qualitative approach. Purposive sampling was used to identify participants in the study according to time in the programme and the number of years non-profit organisations have been receiving funding from government. Using semi-structured interviews and document analysis, this study found that, despite the efforts of the Gauteng Department of Social Development to decentralise services, poverty levels in South African communities remain high.

This study further found that, although national, provincial and local poverty alleviation or sustainable livelihood programmes have been established, these programmes have been insufficient in making an impact in job placements and poorly reflect poverty reduction challenging communities. While non-profit organisations still face a plethora of challenges with regard to limited funding, capacity challenges and a lack of meaningful training and support, these organisations have however shown to be effective in achieving poverty alleviation in terms of the Sustainable Livelihood Programme outcomes in addition to meeting the needs of the poor. This success has been achieved through the offering of skills development programmes to the youth, implementing government food security interventions, fostering entrepreneurship skills, and promoting access to information on social development opportunities in communities.

This study recommends that, for government to see considerable results and a change in the fight against poverty alleviation, there is a need to establish one national and uniform poverty alleviation programme that could be implemented across all spheres of government. In addition, this study concluded that, in strengthening the usefulness of non-profit organisations, there is a need to extend the current role played by the

NPO Directorate, not only where staff capacity is concerned but also to introduce a functional model for managing the funding of all NPOs in South Africa.

KEY TERMS

Effectiveness; Non-profit organisations; City of Tshwane; Evaluation; Poverty alleviation; Sustainable livelihoods; Programme

LIST OF ABBREVIATIONS AND ACRONYMS

ABCD   Asset-Based Community Development

ADB   Asian Development Bank

ANC   African National Congress

APP   Annual Performance Plan

AU   African Union

CBO   Community-Based Organisation

CDP   Community Development Practioners

CNDC   Community Nutrition Development Centres

CoE   City of Ekurhuleni

CoJ   City of Johannesburg

CoT   City of Tshwane

CSO   Civil Society Organisation

CSR   Corporate Social Responsibility

DPSA   Department of Public Service and Administration

DFID   Department for International Development

DHET   Department of Higher Education and Training

DSD   Department of Social Development

ETDP SETA   Education, Training and Development Practices Sector Education and Training Authority

GBS   General Budget Support

GDSD   Gauteng Department of Social Development

IAO   International Organisations

ICLEI   Local Governments for Sustainability

ICNL   International Charity Law

JFPR   Japan Fund for Poverty Reduction

KPI	Key Performing Indicators
MDG	Millennium Development Goals
MFMA	Municipal Financial Management Act
NDP	National Development Plan
NGO	Nongovernmental organisation
NISIS	National Integrated Social Information System
NPC	National Planning Commission
NPO	Non-profit Organisation
PASLP	Poverty Alleviation and Sustainable Livelihood Programme
PBO	Public Benefit Organisation
PenKenya	Poverty Eradication Network Kenya
PFMA	Public Financial Management Act
PMG	Parliamentary Monitoring Group
RDP	Reconstruction and Development Programme
SA	South Africa
SANPORA	South African Nonprofit Organisations Regulatory Authority
SANPOTRI	South African Nonprofit Organisations Tribunal
SARS	South African Revenue Services
SASSA	South African Social Services Agency
SDD	Social Development Department
SDG	Sustainable Development Goals
SLA	Sustainable Livelihood Approach
Stats SA	Statistics South Africa
TDCF	Tshwane Development Centre Forum
TEU	Tax Exemption Unit
UN	United Nations

USA   United States of America

WCDSD   Western Cape Department of Social Development

YDC   Youth Development Centre

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ORIENTATION OF THE STUDY

1.1   INTRODUCTION

The position of non-profit organisations (NPOs) around the world has improved remarkably over the past 8 years placing these organisations on the forefront and at the centre of service delivery with governments. To confirm, the Department of Social Development (DSD) (2012a:1) NPO policy framework states, "there is no doubt that non-profit organisations have profoundly influenced the nature of South African communities". This is ascribed to the fact that the NPO sector has increased in significance and numbers and is assisting government to improve the livelihoods of those still vulnerable and stricken by the aftermath of the apartheid era in South Africa.

Communities, particularly rural communities, around South Africa, are still facing many socio-economic challenges, such as poverty and unemployment. Everatt (2014:64) confirms that poverty has been one of the greatest challenges facing Gauteng, and "since the newly democratic year in 1994, government departments, civil society organisations and academics have proposed a wide array of possible poverty measures and approaches to curb it".

Everatt (2014:64) further explains, "these measures and approaches range from income and asset poverty to calorific intake to a sustainable livelihoods approach, where the focus is on the capacities and potentialities the poor have, rather than on the assets and income they lack".

Consequently, it is evident that government can no longer solve these vast community challenges alone. These challenges are coupled with frustration that the envisioned 'rainbow nation' envisioned by the leading African National Congress (ANC) government is taking longer than expected. The important role played by NPOs in service delivery cannot be emphasised enough.

The public administration and management discipline has evolved over the last 25 years to include NPOs as role players in the affairs of government. This quest for decentralisation of services to other organisations and sectors is confirmed by Kettl (1996:7) who states:

The most important modification in administrative functioning over this past century for governments around the world has been increasing interdependence among public organisations, which has changed the jobs of public administrators, who must now build critical linkages with other agencies.

As part of the reconciliation progression in South Africa, social programmes were introduced in 1997 by the national government under the Department of Welfare until 2000, which is now known as the DSD. These programmes had to create an environment where NPOs would flourish and work with the government to eradicate social issues within communities in a formal, structured and responsive manner.

This process of reconciliation is further emphasised in a call by the DSD (RSA 1997b) to restructure the service delivery system in South Africa and to enact a meaningful partnership between government and other sectors. The current study was interested in assessing the effectiveness of NPOs in providing services to communities by evaluating the Poverty Alleviation and Sustainable Livelihoods Programme (PASLP) in the City of Tshwane (CoT) for the period 2015 to 2018.

Firstly, this research aimed to discuss the background of the problem highlighting the relationship between NPOs and the DSD, and to provide an overview of the PASLP of the Gauteng Department of Social Development (GDSD) with reference to programme purpose and objectives.

Secondly, a motivation for the study followed in 1.3 as well as a discussion of the problem statement (see 1.4), the research questions (see 1.5) and objectives of the study (see 1.6).

Thirdly, definitions of key terms used in this research were provided (see 1.7). In addition, a preliminary literature review followed (see 1.8), which detailed existing theories and research on the current topic and the stance of authors on NPOs and service delivery in South Africa (see 1.8).

Fourthly, the research methodology, design, data collection instruments, data analysis and limitations of the study were identified and explained (see 1.9).

Lastly, a presentation of the chapters of the study was provided to outline the chapters to follow (see 1.14).

1.2   BACKGROUND OF THE STUDY

The Reconstruction and Development Programme (RDP) White Paper (ANC 1994:4) eludes that in meeting the basic human needs of all South Africans, effective and quality service delivery become an imperative component of rebuilding South Africa.

Coupled with the increase in demands for quality service delivery in South Africa, the newly democratically elected government issued the White Paper on Social Welfare in 1997 (RSA 1997c). The mandate of the paper is pivotal in outlining the purpose and aim of NPOs in the context of this research. The preamble of the White Paper on Social Welfare (RSA 1997c:2) states:

- "South Africans are called upon to participate in the development of an equitable, people-centred, democratic and appropriate social welfare system;

- South Africans will be afforded the opportunity to play an active role in promoting their own well-being and in contributing to the growth and development of our nation;

- a further challenge is to address the disparities and fragmentation of the institutional framework in the delivery of welfare services; and

- the ministry will strive to achieve the above social goals in a collaborative partnership with individuals, organisations in civil society and private sector".

As a result, the Non-Profit Organisations Act (NPO Act) No. 71 of 1997 (RSA 1997b) was passed to personify the stance of NPOs in the delivery of welfare services in South Africa. The NPO Act (RSA 1997b:4) stipulates the objectives as follows:

- "to provide for an environment in which non-profit organisations can flourish;

- to establish an administrative and regulatory framework within which non-profit organisations can conduct their affairs;

- to encourage non-profit organisations to maintain adequate standards of governance, transparency, and accountability and to improve these standards;

- to create an environment within which the public may have access to information concerning registered non-profit organisations; and

- to promote a spirit of co-operation and shared responsibility within government, donors and amongst other interested persons in their dealings with non-profit organisations."

According to Stuart (2013:6) –

> [T]he rise of NPOs not only in South Africa, but around the world appears to have been influenced by the need for organisations that respond quicker to citizens needs at a human level and which can represent them in the face of the ever-rising size and a market economy grown so virtual and large that it alienates most in the general population.

As stated in the annual report of the DSD (2017a:1), South Africa currently has an extensive and lively non-profit sector, which boasts roughly 140 513 registered NPOs, and 87 565 unregistered ones or about 62% of them are not compliant with the regulations of the NPO Act (RSA 1997b).

The CoT is home to over an estimated 4 005 NPOs as per the NPO Register of which the PASLP is currently funding 17 NPOs (DSD 2018c:47).

The DSD (2012a:3) further states –

> South Africa is a highly unequal society where there are gross disparities of income and wealth. In an endeavour to address these disparities, NPOs currently represent an important mechanism for encouraging philanthropy and promoting greater equality through implementing various empowerment programmes.

These programmes seek to remedy the challenges of the community. However, there exists a need to assess the effectiveness of NPOs in terms of the services they render to communities and to evaluate the PASLP.

Rapoo and Tshiyoyo (2014:19) states that the relationship between the GDSD and NPOs gave birth to new management of public cooperation and sparked interest on the study of NPOs in South Africa. In addition, Rapoo and Tshiyoyo (2014:20) state

that the kind of partnership between the DSD and NPOs is one that prioritises societal development mixed with principles of charity while seeking to improve overall service delivery in communities.

Rapoo and Tshiyoyo (2014:24) agree by stating, "collaborative partnership is central to the DSD's value system. Its service delivery model refers to both clients and role players as partners".

However, Rapoo and Tshiyoyo (2014) argue that having this value system for the delivery of services, striving for the successful implementation of achieving projected programme goals as well as ensuring better partnership relationship between the GDSD and NPOs, seem to be a challenge for both partners.

As the cornerstone of our democracy, the Constitution of the Republic of South Africa of 1996 (RSA 1996) supports the emergence of NPO sector in South African communities. In the NPO policy framework, the DSD (2012a:7) states that the Constitution of the Republic of South Africa (RSA 1996) echoes that the very existence of NPOs personifies the rights to freedom of association, expression and assembly as articulated in Chapter 2 of the Constitution of the Republic of South Africa (RSA 1996a) by enabling individuals to participate in community groups.

The Constitution of the Republic of South Africa (RSA 1996) enshrines citizens' rights and affirms the democratic values of human dignity, equality and freedom. These rights are not only applicable to natural persons but also to juristic persons and therefore have fundamental implications for the legal framework for NPOs (RSA 1996).

The RDP White Paper (ANC 1994:4) states that these social movements and community-based organisations (CBOs) are a major asset in the effort to democratise and develop society. It affirms that attention must be given to enhance the capacity of such formations to adapt to partially changing roles. Attention must also be given to extending social movement and CBO structures into areas where they are weak or non-existent.

In agreement with the RDP White Paper (ANC 1994:5), while attention is given to capacitating and supporting NPOs to adapt to changing roles, this study suggests that great attention to detail should also be given to assessing and evaluating the

effectiveness of these NPOs in line with existing social programmes they are mandated to implement. This is to ensure that the ends justify the means, to strengthen the legitimacy of these NPOs, and to afford them long-term sustainability in their role as service delivery partners with government in South Africa.

In recognising the essential roles that NPOs play in South Africa, the South African (SA) government introduced the PASLP through the national DSD in 2008 (DSD 2016:1). This transformation was founded to embody principles connected to a commitment for social transformation, to reduce poverty, and to promote social integration on all levels.

This work is primarily based on partnership efforts and the Batho Pele principles (Department of Public Service and Administration [DPSA] 2014) of quality service delivery and actions driven from both sectors that are based on solidarity, engender self-reliance and encompass a range of human services that ultimately seek to improve the standard of living for all South Africans, especially in rural communities as confirmed in Lombard (2008a).

The DSD (2016) eludes that majority of social programmes are usually established with a clear mandate to solve existing social problems related to socio-economic issues such as poverty or unemployment to name a few. This study sought to focus on poverty alleviation and sustainable livelihoods services of the GDSD and NPOs within communities in the CoT.

The Department for International Development (DFID) (1997:1) mentions:

> [T]he sustainable livelihoods approach, globally, is founded on a belief that people require a range of assets to achieve positive livelihood outcomes; no single category of assets on its own is enough to yield all the many and varied livelihood outcomes that people seek.

This is particularly true for poor people whose access to any given category of assets tends to be very limited or unavailable. As a result, as described by (DFID 1997), the poor seek other ways of nurturing themselves, combining what assets they have, in innovative ways, to ensure survival.

The PASLP of the DSD is a sub-programme of the DSD's Programme Five, Development and Research as stated in the (GDSD 2016). The main purpose of the programme is:

- To provide sustainable development programmes which facilitate empowerment of communities based on empirical research and demographic information (DSD 2016:123).

The strategic outcome-orientated goal is to:

- Ensure efficient, effective anti-poverty community interventions, youth development and women empowerment services to 5 202 971 beneficiaries promoting sustainable livelihoods by the 2019 to 2020 financial year (DSD 2016:123).

The main strategic objective of the programme is:

- To provide poverty alleviation and sustainable livelihood services to 3 987 217 recipients in the 2015 to 2020 financial years (DSD 2016:123).

The GDSD (2019a:54) currently funds NPOs in the CoT to render PSALP services in communities to achieve the above-mentioned goals.

These NPOs render PASLP services in the CoT on the following key performance indicators (KPIs) (GDSD 2019a:54). NPOs within their regions in the CoT must ensure beneficiaries take part in these poverty alleviation and sustainable livelihood opportunities as follows:

- Number of people accessing food through DSD feeding programme
- Number of youth participating in skills development programme
- Number of youth participating in income-generating programme
- Number of youth participating in entrepreneurship programme
- Number of people participating in economic opportunities.

1.3   MOTIVATION FOR THE STUDY

The researcher derived inspiration to undertake this study through her own academic experiences in Canada. Upon learning the ways in which NPOs in various provinces in Canada are heavily supported as crucial components in service delivery, the researcher observed how SA NPOs are often undervalued and overlooked and lack the necessary skills and capacity needed to assist government in improving the lives

of communities. More so, government budgets are often cut, delayed and foreign donations are very scarce; therefore, delaying the important work that NPOs ought to do.

This study proposed that the general support and admiration for NPOs in South Africa is two-fold. Firstly, critics have stated (see Stuart 2013:1) that NPOs exist merely as a financial beneficiary of government while having little or no impact on community development or solving any socio-economic issues.

Matthews (2017a:1) also states:

> NPOs are often criticised for their focus on technical solutions to poverty instead of the underlying issues. For example, an NPO might provide water tanks for the poor without addressing the power imbalances that resulted in some having water while others do not.

Secondly, informed by Rapoo and Tshiyoyo (2014:23) the demand in the work NPOs do is influenced by the limitations and shortfalls of government in service delivery thus increasing the value of NPOs in community development.

Another positive characteristic for NPOs is their overall good influence and the nature of their work in communities to which government does not necessarily have easy access. Zaidi (2004:188) sees this as the advantage of the work that NPOs do and which is only effective to the target beneficiaries it reaches. This current study asserts that NPO roles in this regard bring citizens' concerns to government's attention, increasing government's capacity and support through encouraging community participation in social programmes.

In upholding NPOs to good standards of transparency and accountability in the work they do, this study proposed that greater consideration should be given continuously to evaluate poverty alleviation and sustainable livelihood programmes used by NPOs to assess the effectiveness of such organisations.

Mooketsane, Bodilenyane and Motshegwa (2018:28) confirm this by stating that there continues to be much focus on the upward accountability and transparency of NPOs to donor institutions that somehow neglected to pay attention to the service delivery

capabilities and effectiveness of these NPOs to deliver services that benefit and affect beneficiary livelihoods.

1.4   PROBLEM STATEMENT

Informed by Lombard (2008b), since the demise of apartheid and the 1994 election results, which saw the ANC as the winning political party, poverty alleviation and social welfare development have been the cornerstone of public policymaking processes in South Africa. Emanating from Sulla and Zikhali (2018:7) in terms of overcoming poverty and inequality in South Africa, it is evident many racially disadvantaged and vulnerable people still find themselves at the bottom of the food chain and heavily reliant on the government to improve their standard of living.

To substantiate this, Business Tech (2017:1) reports on the monthly food price barometer from the Pietermaritzburg Agency for Community Social Action (PACSA) (2017:1) confirms, "many South Africans are still trapped in poverty, with many, mostly black South Africans being paid what it called a "poverty wage", that barely meets the minimum food line requirements as laid out by Statistics South Africa [Stats SA]".

Furthermore, Business Tech (2017:1) states that "the proposed national minimum wage level proposed by the SA government, at R3 500, would not do anything to change this".

This has, in turn, left most South Africans heavily dependent on government for basic needs and a better life with poverty still a heavily burdening problem across all communities. For one, Statistics South Africa (Stats SA 2017a:4) reported that "more than a quarter (25,2%) of the population was living below a food poverty line (R441 per person per month in 2015 prices) in 2015 compared to almost a third (28,4%) in 2006".

The reality to this, as stated by Omarjee (2017:1) is reported that according to the Poverty Trends Report for 2006 to 2015 (Stats SA 2017a:14), "30.4 million people (55.5% of the population) is still living in poverty". This as reported by Omarjee (2017:1) "is up from the 53.2% poverty level or 27.3 million people reported in 2011". Omarjee (2017:1) further reports that "the Statistician-General 2017 statistics (Stats SA 2017a:14) considered how South Africa has moved to reduce poverty".

The Statistician-General (Stats SA 2017a:15) states that "over a period, it was a movement almost parallel to the x-axis, a flat movement meaning poverty depth or intensity was difficult to deal with". The Statistician-General (Stats SA 2017a:16) emphasised that "much has been done to reduce headcount poverty such as government subsidising water, electricity and food. In addition, more schools have also been declared as no-fee institutions".

Owing to the large number of NPOs that exist in the CoT, there remains a widespread belief by Zaidi (2004) that NPOs have little or no significant effect in the delivering of services to communities. Zaidi (2004:270) confirms this by stating that the hype and myth created around the ability of NPOs to address the plethora of issues have been exaggerated and are false, and at best, NPOs offer a 'Band-aid' option.

Zaidi (2004:271) further suggests that, "while a handful of NPOs certainly improve the quality of life of a few project beneficiaries, their reach will continue to be restricted to, at best, the project area".

Stuart (2013:2) states that, with the increasing number of registered NPOs in South Africa, only a selected minority is receiving aid from government on a year-to-year contract basis to render services. The DSD (2017b:4) reports that in the 2016 to 2017 financial year, only 1 200 out of 27 332 NPOs in Gauteng received adequate training from the DSD for various programmes.

As a result, the purpose of this study is to assess the effectiveness of NPOs as there is a problem with the rendering of poverty alleviation services in the CoT. To add, this study proposed that greater consideration should be given continuously to evaluate poverty alleviation and sustainable livelihood programmes used by NPOs to assess the effectiveness of such organisations.

1.5   RESEARCH QUESTIONS

In addressing the research problems, the following questions were asked:

Question 1: How is the Poverty Alleviation and Sustainable Livelihoods Programme being utilised by NPOs to reduce poverty within communities in the City of Tshwane?

Question 2: How are NPOs in the City of Tshwane monitored and assisted by the GDSD to provide poverty alleviation and sustainable livelihood services to communities?

Question 3: Which challenges are NPOs in the City of Tshwane facing while delivering services using the Poverty Alleviation and Sustainable Livelihoods Programme?

Question 4: To what extent is the relationship between NPOs in the City of Tshwane and the GDSD yielding positive programme performance and outcomes in communities?

Question 5: Which interventions have been put in place to ensure NPOs are effective in delivering services to communities?

1.6   THE AIM OF THIS STUDY

The aim of the study was to assess the effectiveness of NPOs in delivering services to communities evaluating the PASLP in the CoT.

1.7   OBJECTIVES OF THE STUDY

Keeping in mind the research questions in 1.5, the objectives of this study were therefore:

Objective 1: to evaluate how NPOs utilise the Poverty Alleviation and Sustainable Livelihoods Programme to reduce poverty in communities in the City of Tshwane

Objective 2: to assess how NPOs in the City of Tshwane are monitored and assisted by the GDSD to deliver services effectively using the Poverty Alleviation and Sustainable Livelihoods Programme

Objective 3: to describe the challenges facing NPOs in the City of Tshwane

Objective 4: to determine the dynamics of the relationship between GDSD and NPOs and the influence of the relationship on the programme and communities

Objective 5: to assess whether there are interventions to ensure that NPOs are effective and efficient while rendering Poverty Alleviation and Sustainable Livelihoods Programme services

1.8   DEFINITION OF KEY TERMS

The researcher found it important to define the key terms used in this study as follows:

- **Non-profit organisations**

Non-profit organisations (NPOs) refer to organisations created for a specific need, which are not driven by profit. These organisations are described by Folger (2018:1) as "non-profit, citizen-based groups that sometimes function independently of government, operational NPOs which focus on development projects or organised to promote a cause".

The current research particularly focused on those NPOs that are community-based or called 'youth development centres' in the context of community but which are primarily dependent on government for funding. This research dealt with those NPOs who are registered as youth development centres in the context of the PASLP with the GDSD in CoT communities.

- **Collaborative governance**

According to Zadek (2006:2), "collaborative governance [is defined] as the process by which multiple actors, including public and private institutions, come together and evolve, implement, and oversee rules, providing long-term solutions to pervasive challenges depends on the pace and direction of such learning".

Collaborative governance is thus an act of collaboration between more than one role player which involves step-by-step planning and consultation to achieve a long-term goal. In the context of this thesis, collaborative governance refers to the collaboration of the GDSD with registered and funded NPOs of the CoT.

- **Social development**

Patel (2005:30) points out, "social development is essentially a people-centered approach to development that promotes citizen participation, strengthens the voice of the poor in building democratic and accountable institutions".

In the context of this study, it is added that social development is married to a commitment process that benefits people of all communities. Social development as

explained in Patel (2005:31) is interested not only in the most vulnerable but also recognising that development should interact thoroughly amongst all groups.

- **Social welfare**

According to Balu and Abramovitz (2010:21), "social welfare is seen as a broad system intended to maintain the well-being of individuals within a society". **Welfare**, as explained further by Balu and Abramovitz (2010:22), in turn, refers to social support for citizens without current means to support themselves.

Furthermore, Streak and Poggenpoel (2005:4) regard "social welfare services as including all those services that are delivered by departments of social development (with the assistance of non-profit organisations) to support, empower and fulfil the rights of vulnerable South Africans as well as prevent vulnerability".

- **Poverty alleviation**

According to Eschool Today (2018:1), **poverty alleviation** involves the deliberate use of tools, such as education, economic development, health and income redistribution, to improve the livelihoods of the poorest by governments and internationally approved organisations. Poverty alleviation as stated by Eschool Today (2018:1) also aims at removing social and legal barriers to income growth among the poor.

- **Sustainable livelihood**

Krantz (2010:1) reports that a livelihood is sustainable when it can cope with and recover from the stresses and shocks of malnutrition and lack of income and maintain or enhance human capabilities and assets both now and in the future without undermining the natural resource base.

- **Social programme**

A **social programme** is defined as "planned work intended to advance the social conditions of a community, and especially of the vulnerable, by providing guidance and assistance, especially in the form of social services" (Free Dictionary 2018:1).

1.9   PRELIMINARY LITERATURE REVIEW

Rapoo and Tshiyoyo (2014) state that the DSD prefers this decentralisation model of service delivery. Firstly, Rapoo and Tshiyoyo (2014:19) found that this approach – through the management of collaborative partnerships for the delivery of social welfare services with specific reference to the DSD and NPOs – addresses across all levels, the significant policy transformation, improvements, administrative function and the roles played by both the DSD and the NPOs as partners in service delivery.

Rapoo and Tshiyoyo (2014:20) further state, "social welfare policy is a specific form of public policy; it is a subset of public policy concerned with the allocation of public resources to improve the wellbeing of individuals and the community".

Secondly, Lombard (2008b) echoes that many social programmes have since the establishment of the DSD in 2000, been introduced and implemented by government to fast-track social development. Lombard (2008b:126) discusses that the establishment of these social programmes are an effort to share societal responsibility for service delivery between government and NPOs, to respond to needs quickly, to ensure programme outcomes lessen the poverty gap within communities, and to ensure by way of the sustainable livelihood approach that beneficiaries are able to sustain themselves after receiving these poverty alleviation and sustainable livelihood services.

The success of the PASLP is based solely on the value and effectiveness of the relationship between the GDSD and NPOs in the CoT. Chen and Graddy (2010:407) affirm that the purpose of the relationship between government and the NPO sector should suggest the areas in which it is likely to be effective.

Chen and Graddy (2010) further state that partnerships of this nature are formed for the same general purposes and may differ substantially in how well the partners can and do work together.

Thirdly, this study on NPOs intends to discover significant directives to strengthening the legitimacy of the NPO sector. Therefore, it is important to continuously evaluate programmes as stated by Monette, Sullivan and DeJong (2013:313) to be able to

moderate challenges that are not always discovered easily. This is in order to be able to support and assist NPOs in improving their roles and functions in communities.

Theories of NPOs complement this narrative and assist in the study on NPO effectiveness and evaluating whether social programmes yield improved service delivery. These NPO theories relevant to this study are institutional theory (Berthod 2016), development theory (Thomas 2000), stakeholder theory (Lewis 2001), principal–agent theory (Van Puyvelde 2016) and collaborative public management (McGuire 2006).

The following theories as explained by Ben-Ner and Gui (2003:3) look at the essential aspects, which complemented this study as follows:

- What do NPOs do that government is not doing already?

- Do NPOs operate efficiently as partners with government

- How do NPOs deliver poverty alleviation and sustainable services differently from government?

- How have social programme outcomes contributed positively to the study and effectiveness of NPOs?

1.10   RESEARCH DESIGN AND METHODOLOGY

Research, as described in Kumar (2014:9), "is a structured inquiry that utilises acceptable scientific methodology to solve problems and create new knowledge that is generally applicable". This study was interested in finding data to answer the research questions about NPO effectiveness in the CoT by evaluating the PASLP for the period of 2015 to 2018 (GDSD 2016:129).

1.10.1 Research design

A qualitative research approach was utilised for this study. Royse (2007:27) states, "qualitative research is primarily exploratory research. It is used to gain an understanding of underlying reasons, opinions, and motivations and form recommendations and solutions which direct future research".

A descriptive form of study was utilised. Kumar (2014:13) states, "a descriptive study aims to describe systematically a situation, problem, phenomenon, service, a programme or provides information about say, the living conditions of a community".

The researcher focused on deriving information from the selected number of NPOs in the CoT who met the criteria of the PASLP for the period 2015 to 2018. These NPOs as well as GDSD officials of the Sustainable Livelihoods Unit of the GDSD working directly with the selected NPOs were interviewed. In addition, official GDSD annual reports, DSD annual performance plans and NPO performance report for the period 2015 to 2018 were analysed.

1.10.2 Sampling and population

In selecting the participants for this study, a purposive sampling technique was utilised. This sampling technique is widely used in qualitative research for the identification and collection of information-rich cases for the most effective use of limited resources (Patton 2002:6).

Due to the size and number of the entire population, only 12 out of 17 NPOs who have met the funding criteria for the Sustainable Livelihoods Programme in the CoT were selected for this study alongside five of the 30 officials of the GDSD working for the Sustainable Livelihood Unit and working directly with the NPOs.

The sample for the NPOs comprised 12 NPOs situated in regions 1,2,3 and 6 in the CoT, 1 NPO coordinator and 4 community development practitioners who were working directly with the selected NPOs at the time.

An important reason for this sample was that these 12 NPOs had been receiving funding from the DSD for the PASLP since its inception, making the number of selected NPOs suitable and relevant for the study. The researcher identified that it was important to interview all 12 NPOs to obtain a good representation for the study. A total number of 17 participants were involved in the study.

1.10.3 Data collection techniques

For this study, the researcher utilised both semi-structured interviews and document analysis to collect the data for the research.

Primary data was collected through semi-structured interviews from 12 selected NPOs and 5 officials from the GDSD at the Sustainable Livelihood Unit. These semi-structured interviews were conducted with 1 manager of the NPO. The researcher also interviewed 1 NPO coordinator and 4 community development practitioners who were working directly with the NPOs at the time.

Secondary data was collected and analysed from official GDSD documents from annual, quarterly and monthly reports and the annual performance plan (APP) of NPOs for the period 2015 to 2018.

1.10.4 Data analysis

Utilising a qualitative approach, the researcher decided to make use of thematic analysis to organise the data findings of the study. As stated by Komori and Keene (2015:1), thematic analysis allows researchers to gain insight and knowledge from data gathered.

Komori and Keene (2015:1) mention that thematic analysis enables researchers to develop a deep appreciation for the group or situation they are researching. By using thematic analysis to distil data, Komori and Keene (2015:1) state that researchers can also determine broad patterns that will allow them to conduct more granular research and analysis.

The data was organised from the research questions and objectives of the study. This, in turn, allowed the researcher to derive answers to the questions to address the research problem broadly and to interpret any other discrepancies or similarities that followed. In addition, from the main research findings, themes and sub-themes were presented that assist in assessing the effectiveness of NPOs in the context of the study.

The researcher used a transcriber to transcribe the recordings of the 17 semi-structured interviews. A confidentiality agreement was signed between the researcher and transcriber to protect the anonymity and integrity of the research.

To present and discuss the findings of the study, the researcher used ATLAS.ti to formulate themes and sub-themes of the data findings to form conclusions and recommendations for the study.

1.11   ETHICAL CONSIDERATIONS

This research considered issues of confidentiality and did not anticipate harming the intended population groups during and after research. The researcher was aware of the sensitivity of the information collected and always endeavoured to respect and honour the rights and privileges of the research participants.

In upholding these principles, the following ethical considerations were communicated with the participants:

- aims and objectives of the study;

- informed consent prior to the interview or use of information;

- a detailed information sheet detailing the study;

- seeking permission from all participants through a permission letter;

- scheduling interviews in terms of time and place;

- protection, anonymity and proper storage of the data collected;

- reassurance of the confidentiality of the participants' data at all times;

- debriefing; and

- communicating access of the dissertation and information.

The information obtained from the research will be solely used for academic reasons only. Permission was requested from the research unit at the GDSD and permission letters were also sent to the selected 12 NPOs individually to take part in the research study.

1.12   LIMITATIONS OF THE STUDY

This study only focused on 12 NPOs called youth development centres and which were based within communities in regions 1,2,3 and 6 in the CoT. These NPOs had to be recipients of PASLP funding by the GDSD for the period of 2015 to 2018.

Participating NPOs had to be registered with the DSD and in good standing with the NPO Directorate according to the DSD's (2018c) register of NPOs for the period of 2015 to 2018. Moreover, this research was interested in those NPOs who had met the criteria for funding of the PASLP for the period 2015 to 2018.

The study excluded those NPOs that were not registered, who had not obtained an NPO certificate with the DSD and did not work as recipients of the PASLP. In addition, those NPOs who had not met the criteria for funding for the period 2015 to 2018 were excluded. This was done because there are currently many registered NPOs in the CoT. These NPOs did not belong to different social programmes of the GDSD nor receive funding from external donors.

Time was also a major factor in this research project and the researcher only interviewed NPOs in region 1,2,3 and 6 of the CoT and those GDSD officials who work directly with the sample of NPOs for the study.

1.13   SIGNIFICANCE OF THE STUDY

The current research results were important in addressing and understanding the following:

- the effectiveness of NPOs in providing PASLP services to communities in the CoT;

- understanding the effect of the PASLP in communities from 2015 to 2018 better and, by evaluating the PASLP, identifying the shortfalls of the programme;

- highlighting and emphasising the roles played by NPOs working with the GDSD in the CoT where poverty alleviation was concerned;

- highlighting the challenges faced by NPOs when delivering services for the GDSD in the CoT and proposing solutions;

- highlighting why the majority of the SA population is still living in poverty regardless of efforts of government to decentralise service delivery efforts in the CoT; and

- enhancing the study of NPOs as partners with government in South Africa and improving the relationship with the DSD.

1.14   DISSEMINATION OF FINDINGS

This research will be disseminated to benefit NPOs under the PASLP of the GDSD in the CoT and the GDSD. Upon completion of the dissertation, the researcher will submit

a copy of the dissertation to the Gauteng Department of Social Development and the Tshwane Development Centre Forum (TDCF) chairperson.

A copy of the dissertation will also be available in the University of South Africa (Unisa) library.

1.15   PRESENTATION OF CHAPTERS

This dissertation comprises chapters as follows:

Chapter 1: Orientation of the study

This chapter overviewed the background of the study, the problem statement, objectives of the study, motivation of the study, limitations of the study, value of the study and research methodology and procedure for data collection.

Chapter 2: An international perspective of non-profit organisations in eradicating poverty

This chapter presents an interpretation of the literature consulted for the study. The chapter provides a holistic overview of NPOs, in theory and in practice, and also provides an in-depth conceptual framework of the study. It further reflects an international perspective of the NPO relationship with government, and challenges experienced in countries, such as the United States, Canada, Japan, Kenya and Botswana. The chapter finally highlights the context of NPOs and government in South Africa.

Chapter 3: The role of non-profit organisations in the Poverty Alleviation and Sustainable Livelihoods Programme in the City of Tshwane

This chapter provides an in-depth analysis of the case study on NPOs and the use of the PASLP in the CoT.

Chapter 4: Research design, methodology and data collection process

The fourth chapter gives an overview of the research methodology and the design of the data collection process of this study. The qualitative design and approach of the study are discussed as well as research paradigms and philosophical paradigms.

Chapter 5: Presentation and discussion of the research data findings

Findings of the research are presented in this chapter and interpreted to arrive at solutions to the research problem. It also links the research questions and objectives.

Chapter 6: Summary of findings, recommendations, and conclusion

A summary is given of the findings as well as recommendations and conclusions to direct future research of NPO research and of the evaluation of poverty alleviation programmes in South Africa.

1.16   CONCLUSION

In South Africa, the roles of NPOs have increasingly become part of government's reconciliation and development efforts, assisting, supporting and directing government's attention to those communities in need of poverty alleviation and sustainable livelihood services. The intention of this chapter was to provide an introduction, background to the study and the motivation for the research. This was followed by a discussion of the problem statement, the research questions and objectives that guided the study. A preliminary literature review was provided as well as the research design methodology to allow the reader an opportunity to prepare for the literature review to follow.

CHAPTER 2:

AN INTERNATIONAL PERSPECTIVE ON THE ROLE OF NON-PROFIT ORGANISATIONS IN ERADICATING POVERTY

2.1   INTRODUCTION

This chapter is a continuation of the previous chapter on the background study of the effectiveness of NPOs by evaluating the PASLP in the CoT for the period of 2015 to 2018. This chapter presents a review of the literature on NPOs with an emphasis on the international perspective of the nature of NPOs and the issue of poverty reduction. According to Rowley and Slack (2004:31), "a literature review is a summary of a subject field that supports the identification of specific research questions". Rowley and Slack (2014:32) add that all research needs to be informed by existing knowledge in a subject area. Moreover, Rowley and Slack (2004:32) emphasise that the main aim of the literature review is to identify and arrange the concepts from research.

This chapter firstly introduces the context of NPOs. It further defines NPOs and discusses the types of NPOs active in South Africa. Secondly, this chapter discusses collaborative public management as an emerging theory relevant to the study and highlights other relevant theories to support the rationale of this study. Thirdly, a conceptual framework is presented, highlighting relevant concepts utilised in this research. Fourthly, a summary of the United Nations (UN)'s Sustainable Development Goals (SDGs) (see Kumar, Kumar & Vivekadhish 2016) and the fight for poverty reduction is provided followed by an international perspective of NPOs discussing poverty levels in other countries. This is followed by a discussion of the relationships between NPOs and governments in countries such as the United States of America, Canada, Japan, Kenya and Botswana. Identified poverty reduction programmes and strategies from these counties are provided to draw best practices and lessons for South Africa.

Lastly, this chapter concludes by providing a SA perspective on the study of NPOs, a description of what we know about NPOs, and an explanation of why NPOs do the work they do.

2.2   UNDERSTANDING NON-PROFIT ORGANISATIONS

NPOs in South Africa and around the world are established independently as expressed by Mariani and Cavenago (2013). The missions and visions of these organisations vary considerably but these organisations primarily function to make a difference within communities they reside by rendering a variety of services. For one, Pitso (2014:197) adds that what is relatively clear about NPOs and the work they do, is the idea that in nature, these organisations exist as a voice for the poor, representing them where public processes with government are limited or have failed.

Devarajan and Shah (2004:910) also adds that, "there have been spectacular successes and miserable failures of the relationship between government and service providers". These above-mentioned authors (2004:910) further state that the dynamics of doing business with government "points to the need to strengthen accountability in three key relationships in the service delivery chain: between poor people and service providers, between poor people and policymakers, and between policymakers and service providers". As expressed by Devarajan and Shah (2004), these relationships are integral.

As a result, one cannot underestimate the importance of evaluating the work NPOs do and their relationship with government. In addition, this study intends to assess NPOs effectiveness in eradicating poverty in CoT communities and to understand some of the main challenges that hinder these organisations to perform optimally in the work they do with government.

2.2.1   Defining non-profit organisations

Forester (2014) mentions that NPOs are often defined and described in comparison to charity organisations. Forester (2014:1) argues, "while all charities are non-profits, not all non-profits are charities". Forester (2014) adds that an NPO is based on the principle that "none of the organisation's net profit from donations, membership fees, or any kind of business activities will benefit any individual while a charity is a non-profit whose purpose is to, in some way, benefit the general public".

In addition, there exists a more refined definition by Anheier (2006:13) in the realms of public administration, which suggests, "non-profits or non-governmental

organisations (NGOs) are efficient and effective service providers of social and other services that governments may find less costly and more ineffectual to offer themselves".

NGOs and community-based organisations (CBOs) are collectively known as NPOs in South Africa as stipulated by the DSD (2018a:2). In some instances, NPOs are also referred to as civil society organisations (CSOs) (DSD 2018a:2) as they are also created with similar purposes like NPOs in mind.

The DSD (2018a:2) in South Africa defines NPOs in framework to the NPO Directorate in terms of section 1 of the NPO Act (No. 71 of 1997) (RSA 1997b:7), "as a trust, company or other association of persons established for a public purpose, the income and property of which are not distributable to its members or office bearers, except as reasonable compensation for services rendered". As a result, The NPO Act (RSA 1997b) personifies the definition and existence of NPOs in South Africa.

From the above, it can be deduced that NPOs in context are people-driven, community-centred organisations with a clear directive to deliver social services to improve the welfare of the poor. Their existence, in scope, differs according to the immediate needs that arise in their different communities, as stated in Kuye and Nhlapo (2011:99).

Stuart (2013:3) adds that, while some NPOs may choose to collaborate with government to render these services, others rely solely on their expertise and prerogative to reach a wide spectrum of needs and services while generating profit from other aid sources or generating their own income through charging service fees.

2.3   TYPES OF NON-PROFIT ORGANISATIONS

There are different types of NPOs in the world. Rapoo and Tshiyoyo (2014:23) state that, the DSD provides aid to NPOs through the implementation of the Policy on Financial Awards (DSD 2011) to service providers.

Fourie (2018:1) states that in South Africa, four types of NPOs that are predominantly used have been identified, namely CBOs, NPOs and non-governmental organisations

(NGOs). The fourth type of NPOs comprises international organisations (IAOs), which will not be discussed. Fourie (2018:1) define these types of NPOs as follows:

2.3.1 Community based organisations (CBOs)

Sustaining Community (2013:1) explains, "CBOs work on asset-based community development (ABCD) principles, or asset-based community-driven development as it is sometimes a bottom-up way of working with communities that focuses on community strengths and assets rather than on deficits and problems."

According to the Sustaining Community (2013:2), instead of "experts from outside of the community coming into the community and deciding what the community needs to solve their problems, in a CBO, the community sets its own objectives and works toward those objectives with or without outside interventions".

Fourie (2018:4) expresses –

> [T]hese organisations are usually informal structures, but in South Africa, may decide to take on a legal structure and register as a voluntary association, non-profit company or trust if they want to (or are forced to do so by outside agencies), unless they decide to embark as a social enterprise, in which case for-profit legal structures are also available to them.

2.3.2 Non-profit organisations (NPOs)

Fourie (2018:4) further states:

> NPOs are different from CBOs in that, the members of the community in which they work, do not determine their own solutions. The organisation that is the governing structure, most times, government, sets the objectives for the organisation, usually in response to a perceived need in the community, with or without community consultation.

Fourie (2018:2) explains:

> NPOs generally do not have programmes, or if they do, there are not wide ranges of them, with most work performed routinely or through projects.

NPOs in South Africa are registered as either a nonprofit organisation with the DSD, nonprofit company with the Companies and Intellectual Property Commission or a Trust with the Master of the High Court.

This type of NPO was utilised for the current study.

In addition, Fourie (2018:2) argues that the main difference between these legal entities is their compliance requirements as governed by legislation.

2.3.3   Non-governmental organisations (NGOs)

To conclude, Fourie (2018:5) discusses, "NGOs are different from NPOs in that, their objectives are aligned to international objectives on a national scale, rather than regional or local requirements, even though they often overlap."

Fourie (2018:5) continues by pointing out another difference, mainly that "NGOs are more structured and institutional than NPOs, in that they often have various programmes with projects that span through large geographical areas."

Fourie (2018:6) further argues –

NGOs often fund NPOs who implement projects aligned to their programmes and have easier access to IAOs than NPOs or CBOs due to their capacity. In South Africa, NPOs and NGOs are often used interchangeably, with the reasoning that all NPOs are by nature non-governmental (not of or initiated by government.

Stuart (2013) contends that every NPO contributes uniquely and differently, as these organisations are situated at the centre of social ills within communities. Stuart (2013:5) says that it is therefore imperative to identify the stronger NPOs from the 'weaker ones', especially where public funds are concerned.

Stuart (2013:7) furthermore emphasises that, in building the ideal welfare state, community development should be informed by a strong and successful partnership between government and NPOs that will be able to curb the ever-increasing socio-economic issues that have crippled the standard of living for the poor.

2.4 THEORIES OF NON-PROFIT ORGANISATIONS

What we now know about NPOs around the world has evolved since stated by Salamon (1995). For one, earlier literature by Salamon (1987 later 1995) has allowed academics to improve and broaden their thinking, to identify the critical empirical gaps about NPOs, and to understand the partnership of government with NPOs better.

Secondly, Anheier (2006:19) gives a good perspective on the significance of the NPO sector in developing and developed countries by stating that:

> [T]his sector has significantly improved as a sector with public administration being the first, and the world of business or commerce being second. This NPO sector has gained more prominence in recent years – be it in the field of welfare provision, education, community development, international relations, the environment, or arts and culture.

Anheier (2006:20) adds that in the public administration discipline, as part and parcel of innovating service delivery mechanisms, NPOs have improved and supported the abilities of governments to deliver services in a timely manner and with ease.

Five fundamental theories direct the study on NPOs, namely institutional theory, development theory, stakeholder theory, principal–agent theory and lastly the emerging concept of collaborative public management theory.

2.4.1 Institutional theory

Berthod (2016:1) states –

> [I]nstitutions are understood and defined for their beliefs, rules, and norms that shape the creation and spreading of organisational forms, designs, features and practices. Complying then, with these institutional prescriptions, is considered a means for gaining legitimacy, decreasing uncertainty and increases intelligibility of these institution's activities and actions.

Berthod (2016:2) eludes to a certain degree that there is a sense of dissatisfaction with theories that put efficiency at the core of organisational actions rather than organisational legitimacy.

Berthod (2016:2) further argues that "institutions themselves do not operate in a vacuum. Institutions deal with a horde of external influences, such as cultural differences, legal requirements, conventions, norms and with the demands raised by a diversity of actors, e.g. suppliers and customers".

From Berthod's (2016:2) point of view, efficiency is subject to constant and collective re-definition like placing one NPO in a room full of other NPOs, which all look the same but having to choose only one.

In this context, Berthod (2016:4) suggests that NPOs are seen as outcome-based institutions. This means their very nature and existence are the result of fulfilling a need in a society driven by activities and actions. By virtue of these activities and actions, efficiency becomes one of the best principles to measure the sustainability and cost-effectiveness of NPO institutions.

Emanating from the above mentioned, this research supports that, since the development of NPOs around the world, these organisations have become well organised, independent and adaptive to external influences.

Another institutional perspective is added by Kuye and Nhlapo (2011:99) that, if judged according to their norms, rules and values, the "existence and abilities of NPOs to deliver services is recognised worldwide and valued irrespective of the precise nature of their work and operational scope because NPOs fulfil multiple roles and functions".

A cause for concern in institutional theory should be the ability of these organisations to grow regardless of macro conditions, to adapt when a need arises and to reduce illegitimacy.

2.4.2 Development theory

The ability of NPOs to cut across multiple roles and functions is promoted by the need to respond to a plethora of multidimensional challenges facing communities today. Lewis and Kanji (2009:49) states –

> [T]o be developmental, is fuelled by one organisation's ability to ensure desirable change or growth over a significant period. Development as expressed by [Edwards 1999:4], is the reduction of material want and the

enhancement of people's ability to live a life they consider good across the broadest range possible in a population.

As far as NPOs are concerned, Lewis and Kanji (2009:50) mention that development theory is found where considerable change or growth is achieved within communities. This as expressed by Lewis and Kanji (2009) is the result of objectives being met that assist to address or eradicate the community issue at hand in the best possible way.

Thomas (2000:2) points out, "this development can either refer to deliberate attempts at progress through outside intervention or to the people's own efforts to improve their quality of life within unfolding processes of capitalist change".

This theory, as stated by (Thomas 2000:3), examines the ability of organisations to bring significant social and economic changes to communities employing different approaches and methods to solve existing challenges.

In employing these different methods and approaches, the relationship between NPOs and government is regarded to be important to achieve significant change in communities as eluded by Thomas (2000). In addition, this would in turn, promote greater cooperation amongst more stakeholders where service delivery is concerned.

2.4.3   Stakeholder theory

Lewis (2001:202) defines a stakeholder as "any person or group that is able to make a claim on an organisation's attention, resources, or output or who may be affected by the organisation". Jones and Wicks (1999:21) add that the premise of this theory is that –

> [O]rganisations exist because of their ability to create value and acceptable outcomes for various groups of stakeholders, for example, government or people who have interest, claim, or stake in the organisation, in what it does, and how well it performs. In general, stakeholders are motivated to participate in an organisation if they receive incentives that exceed the value of contributions they are required to make.

Savage, Nix, Whitehead and Blair (1991:1) suggest that "an organisation can classify as a stakeholder type and delineate strategies for managing these stakeholders based on two dimensions: potential for threat and potential for cooperation".

In terms of stakeholder theory and evaluating the value of NPOs in a stakeholder relationship, Savage et al (1991:2) support the argument that the existence and value of NPOs, in the context of this study, aim to increase cooperation than the potential for threat.

Earlier in Weisbrod (1975; later 1988) it is asserted that NPOs are, in part, a response to the limitations of government. Governments as informed by Weisbrod (1988) generally respond to a high number of voters, with a high demand for public goods and services. According to Weisbrod (1988) government's ability is often restricted, and to increase effectiveness and efficiency, the assistance of NPOs is needed to respond to the high demand for goods and services by the voters.

It can be concluded from the above that the more the needs of society, the greater the need for NPO interventions. This, in turn, means paying more attention to the contributions of NPOs in their partnership with government and to nurture the value of the cooperation to ensure maximum outputs and achievements in community development.

2.4.4   Principle–agent theory

Krashinsky (1997:155) postulates, "emphasis has now been placed on the abilities of NPOs to provide for the needs of civil society more effectively than other alternative forms of organisations". Krashinsky (1997) further argues that NPOs are increasingly put under much pressure to meet accountability and professional standards.

To provide a good foundation for this argument, a principal–agent relationship is defined by Van Puyvelde (2016:32) as "a contract under which one or more persons [the principals] engage another person [the agent] to perform some service on their behalf which involves delegating some decision-making authority to the agent".

However, regarding NPOs, no clarity is given by Van Puyvelde (2016) as to who should be regarded as the principal. It is stated that, although "there are no owners in the sense of shareholders, there are organisational stakeholders who have a stake in

the organisation and whose utilities are affected by the non-profit organisation's activities or the lack thereof" (Jegers 2008:3).

To add, Helmig, Jegers and Lapsley (2004:102) claim that in a contractual relationship, two parties are liable and responsible for ensuring that services are rendered, in this case, government and NPOs.

Jegers (2008:5) emphasises that in a principal–agent arrangement, it can be said, "the principal deploys elements of trust and confidence in the agent to deliver services efficiently and effectively; but should a conflict or a problem arise, both government and NPO would resort to initiating interventions".

Likewise, the issue of incentive and remuneration still provides a grey area. For one, Deci (1972:113) suggests, "an agent is intrinsically motivated if she performs an activity for no apparent reward except the activity itself".

The current research supports the suggestion by Deci (1972), in that, NPOs may not be profit-driven but need financial incentives to sustain their organisational operations as typical businesses would. This is because NPOs hire employees and as agents in the relationship would require some incentive to stay motivated to do the work they do.

2.4.5   Collaborative public management theory

In a perfect world, the agent's goals are perfectly aligned with those of the principal as described by Sundaramurthy and Lewis (2003:399). This would mean that collaboration would become highly favourable for the two parties, especially the principal. Collaborative public management theory as described by McGuire (2006) would be the best theory to describe the nature of the relationship between NPOs and government.

According to McGuire (2006:33), "collaborative public management theory is a concept that describes the process of facilitating and operating in multi-organisational arrangements to solve problems that cannot be solved or easily solved by single organisations". Collaborative, as added by McGuire (2006:33), "means to co-labour, to achieve common goals, often working across boundaries and in multi-sector and multi-actor relationships".

These may not be the only reasons for collaboration as explained in this theory. Another important reason is provided by (McGuire 2006:34) regarding the nature of social problems that are predominant and crippling vulnerable communities. McGuire (2006) states that these social problems have become so complex and vast in scope and nature that they can no longer be solved by public organisations alone.

In embracing this viewpoint, the current research argued that there remains a need to address the effectiveness of NPOs and the value of these organisations critically, and to ensure that social issues, such as poverty reduction, are intertwined with the roles and functions of these organisations to achieve the global call of the SDGs (Kumar, Kumar & Vivekadhish 2016).

Agranoff and McGuire (2003:2), Grodzins (1966:21) and Hall and O'Toole (2004:21) highlight that there have been many changes in the environment of public and private businesses and NPOs that have encouraged the growth of collaborative public management theory. It is further argued by McGuire (2006) that to advance the theory of collaborative public management theory, is to campaign for a better public service that is dedicated to serving its people.

Five major attributes as listed by McGuire (2006:41) to support the role and importance of NPOs in the advancement of collaborative public management theory in the following ways:

- "Most major public challenges are larger than one organisation, requiring new approaches to addressing public issues;

- Outsourcing has grown in volume and dollar amount. By its very nature, outsourcing is a collaborative endeavour between the public organisations awarding the contract and the other organisations performing the contracted tasks;

- The desire to improve the effectiveness of publicly funded programmes is encouraging public officials to identify new ways of providing public services;

- Technology and innovative thinking are helping government and personnel to share information in a way that is integrative and interoperable, with the outcome being a greater emphasis on collaborative governance; and lastly,

- Citizens are seeking additional avenues for engaging with government, which can result in new and different forms of collaborative problem solving and decision-making."

The most significant finding by McGuire (2006:39) is that many studies – perhaps, wrongly in most cases – equate the presence of collaboration with the success of a programme without adequate empirical verification. To add, McGuire (2006:40) states that a few empirical studies have indeed found an association between collaboration behaviour and programme outcomes.

2.5 CONCEPTUAL FRAMEWORK

The previous section discussed theories of NPOs, singling out collaborative public management theory as a relevant theory for this study. The current section deals with the conceptual framework for the study.

2.5.1 Non-profit organisation effectiveness

One area where researchers of NPO effectiveness agree, is that there is no consensus on how to define or identify an effective NPO (Cameron 1986; Connolly, Conlon & Deutsch 1980; Herman & Renz 1998; Hitt & Middlemist 1979; Rojas 2000; Sowa, Selden & Sandfort 2004).

To define effectiveness in this context would be to look at multiple factors, which would not be favourable in this instance because of the nature of NPOs. It is also stated that the reasons for this lack of consensus could be ascribed to the fact that organisational effectiveness is an abstract construct (Steers 1975), or to the fact that researchers tend to define effectiveness differently depending on their theoretical perspective and the purpose of their studies (Herman & Renz 1999).

This current study defined NPO effectiveness in terms of the ability of these organisations to achieve programme outcomes and targets fully without interference. In characterising the effectiveness of one organisation in terms of another, Coetzee (2007:48) defines an effective NPO as an organisation that meets the following criteria:
- "The organisation has clearly defined outcomes which have been formally stated. This criterion exists because it is impossible to measure how effective a non-profit organisation is if it does not define its outcomes;

- The organisation has developed valid indicators (or credible indicators in the case of outcomes that can only be measured qualitatively) that can be used to measure the extent to which these outcomes have been achieved;

- The organisation measures the extent to which it has achieved its outcomes. Organisations that do not measure their outcomes are unlikely to know whether they are achieving their outcomes or be able to provide convincing evidence of having achieved their outcomes there by making it impossible to identify if these organisations are effective or ineffective. The challenge is that many non-profit organisations confuse outcomes with outputs (Murray 2004); and

- The organisation achieves its outcomes and can provide convincing evidence of having done so. Organisations that achieve their outcomes and can provide convincing evidence of having done so, are effective in the period in which these outcomes were achieved."

Coetzee (2007:49) summarises from the above that this leads to the point about the efficiency of an organisation. For example, two NPOs providing similar services in similar settings could both be judged to be effective. However, one organisation might be considerably more efficient than the other and achieve significantly more of its outcome for a given amount of resources and would be more likely to attract more donors than the other.

It is also clear that organisations can be effective in one year and ineffective in another, and therefore statements about NPO effectiveness should be linked to a time period as informed by Coetzee (2007). To add, it is understood that sound preparedness of one organisation gives it an advantage over another that is less prepared.

2.5.2 Programme evaluation

Rossi, Freeman and Lipsey (1999:20) define programme evaluation as "the use of social research procedures to systematically investigate the effectiveness of social intervention programmes that is adapted to their political and organisational environments and designed to inform social action in ways that improve social conditions".

For Monette, Sullivan and DeJong (2013:313), programme evaluation is "a means of supplying valid and reliable evidence regarding the operation of social programs or clinical practices – how they are planned, how well they operate, and how effectively they achieve their goals". For these authors, the evaluation of such programmes takes place continuously, during and after implementation (Monette et al. 2013:314). Mamburu (2007:79) agrees that programme evaluation, if done accurately, is a strong ingredient of successful programme implementation.

To evaluate the PASLP, the followings outcomes have been identified:

- the criterion of NPOs working on the programme;

- the KPIs, strategic objectives and high-level outputs;

- the number of beneficiaries reached;

- poverty reduction targets of the PASLP from 2015 to 2018; and,

- accessibility to resources to render services effectively.

The above-mentioned areas influence the programme evaluation process and determine the effectiveness or ineffectiveness of NPOs.

2.5.3   Service delivery

The Business Dictionary (2009) defines service delivery in terms of the quality expectations of the service received. Business Dictionary (2009:1) defines service delivery as "an assessment of how well a delivered service conforms to the client's expectations. Service business operators often assess the service quality provided to their customers to improve their service, to quickly identify problems, and to better assess client satisfaction".

The current study argues that quality service delivery is the extent to which communities receive value for money services when social programmes are implemented and NPOs have performed their roles and functions effectively. To date, what is relatively missing where programmes are concerned, are ways to assess community satisfaction with the poverty alleviation and sustainable livelihood services received.

To exceed community expectations as expressed earlier (see Monette, Sullivan & DeJong (2013:313) would be to see a significant change in the livelihoods of people in the community and reduced levels of poverty.

2.6   AN INTERNATIONAL PERSPECTIVE ON NON-PROFIT ORGANISATIONS

This section discusses the international perspective on NPOs of five countries and their stance on poverty reduction and programmes to fight poverty. This is to draw lessons for the best practices for NPOs in SA. The transition from the Millennial Development Goals (MDGs) to SDGs is briefly discussed with reference to poverty reduction goals globally.

2.6.1   From Millennium Development Goals to Sustainable Development Goals

Many of the roles NPOs play globally are fuelled by the previously named Millennial Development Goals (MDGs), which are now called Sustainable Development Goals (SDGs). According to the Local Governments for Sustainability (ICLEI) (2015:1), the 17 SGDs carry on with the work begun by the MDGs, which inspired a global campaign from 2000–2015 to end poverty in its various dimensions. The ICLEI (2015:2) adds that, while the MDGs only applied to developing countries, the SDGs intend to take up a holistic and more widespread approach than the MDGs.

To emphasise importance, the SDGs – as stated by the United Nations (UN) – work to replace the expired MDGs and to reflect a realistic and comprehensive perspective on poverty reduction worldwide. The success of the SDGs is key to achieving the 2030 Agenda (UN 2015) that will guide the national policies of all UN member states.

South Africa is no exception. The National Development Plan (NDP) of the (National Planning Commission [NPC] 2019) provides the directive for achieving national priorities. These are informed by Vision 2030 (Vision 2030 2019), Agenda 2030 (UN 2015) and the SDGs.

When asked what will make the SDGs successful, the ICLEI (2015:2) replied that the SDGs intend to take an increased collaborative balance that involves local governments and municipalities where sufficient monitoring and implementation will occur. The following SDGs are listed and formed part of this study:

SDG 1: End poverty in all its forms everywhere;

SDG 2: End hunger, achieve food security and improved nutrition, and promote sustainable agriculture; and

SDG 16: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels (ICLEI 2015:2).

2.6.2   United States of America

Khumalo (2013) expresses that poverty has many dimensions and is measured differently from one country to another. In the case of the United States of America (US), the US Census Bureau (2017:4) defines and measures in terms of household income. This measure as explained by US Census Bureau (2017:5) means that poverty statistics in the US are continuously changing depending on the economy.

The Poverty Program [USA] (2017:1) reports that an increase of 2.6 million Americans fell below the poverty line with a total of 46.2 million living in poverty (i.e. over 15% or 1 in 6) in the period between 2015 and 2017, the highest number in over 50 years.

The Poverty Program [USA] (2017:3) outlines that it is the first time since the Great Depression (Britannica 2019) that the median household income did not increase stating, "today's families are in worse shape than they were in the 1990s since the gap between rich and poor is widening".

Where NPOs are concerned, the Poverty Program [USA] (2017:3) further reports that government programmes and NPOs are said to be keeping many families afloat stating, "if these programs are cut or funding is significantly reduced, most people already on the brink of complete financial disaster will be in terrible conditions".

The relationship between the US government and NPOs in the US is seen to be a mutually dependent one. Pettijohn (2013:1) expresses, "while non-profits are dependent upon the public sector for funding, the government is dependent on the non-profit sector to provide services to its constituents". Boris and Steuerle (2016:3) adds –

> [N]on-profit organisations in the US are defined and regulated primarily under the federal tax code. They are formal organisations that do not

distribute profits and are exempt from federal taxes by being organised for public purposes described in the revenue code.

In terms of the service delivery partnership with government, Boris (2016:12) suggests –

[B]usinesses, government and non-profits, often cooperate on similar programs or services because small businesses fear incursions by non-profits into commercial areas. NPO services such as primary education, kindergartens, and disease control are popularised by nonprofits and taken over by government when demand outpaced the ability of nonprofit providers to supply services. In addition, recreation programmes pioneered by nonprofits were picked up by businesses and developed into profitable enterprises.

Emanating from the above, Salamon (1995:7) discusses the concept "nonprofit failure" in the United States, and explains:

> [T]he ideal nonprofit–government partnership is a result from the need of nonprofits to finance services demanded by the public through governments. Although nonprofits are highly preferred as service providers where they fall short, government acts to meet the demands of the public.

Boris and Steuerle (2016: 26) reports in support of the partnership of NPOs and government and states, "nonprofits provide a way for governments to delegate work and provide services without incurring bureaucratic red tape".

2.6.3   Canada

The Canadian poverty reduction programme – Opportunity for All programme – which was adopted in 2017 (Government of Canada 2017:2) defines poverty as "a condition of a person who is deprived of the resources, means, choices and power necessary to acquire and maintain a basic level of living standards and to facilitate integration and participation in society".

The Government of Canada's (2017:4) Opportunity for All programme reports "realistic goals have been put in place to reduce poverty significantly over the next decade – dropping poverty levels by 20% by 2020 and 50% by 2030".

With an impressive effort to reduce the already low poverty levels, the current study suggests that the commitment by the Canadian government should be exemplary to developing countries, such as South Africa.

Where integration and cooperation are concerned, the Government of Canada (2018:2) emphasises, "we are all in this together, from governments, to community organisations, to the private sector, to all Canadians who are working hard each and every day to provide for themselves and their families".

This call for poverty reduction as mentioned by the Government of Canada (2018:2) is said to be a joint effort to drastically improve lives of all those Canadians left behind on all levels and readdress the channels of social and economic wellbeing. As a result, the poverty strategies of Canada have improved significantly. The Government of Canada (2018:3) states, "for the first time in Canada's history, the government has set a strategy for an official measure of poverty which is Canada's official poverty line".

The Government of Canada (2018:4) then adds, "poverty in Canada is based on the cost of a basket of goods and services that individuals and families require to meet their basic needs and achieve a modest standard of living in communities across the country".

Secondly, the Government of Canada 2017:9) reports that, through Opportunity for All, a National Advisory Council on Poverty has been established to advise the Minister of Families, Children and Social Development on poverty reduction and to report publicly, each year, on the progress that has been made toward poverty reduction.

Lastly, the Government of Canada (2017:10) introduced the first Poverty Reduction Act in Parliament in Canada's history. This Act is intended to entrench the poverty targets, Canada's official poverty line, and the Advisory Council To be successful in this quest, the Government of Canada (2017:10) acknowledged that no government could act alone. At the time, the Government of Canada (2017:10) emphasised:

> Government intends to work closely with provinces, territories and municipalities, and will forge strong bonds with indigenous people, stakeholders, charities and community groups on the front lines of tackling poverty in communities across Canada, to ensure our programmes and

policies are aligned and complementary, as Canadians expect and deserve nothing less.

To add, the Government of Canada (2017:11) "reflected [on] and merged their targets and indicators to fighting poverty with the United Nations SDGs for Agenda 2030 and that through a rigorous and comprehensive approach to sustainability, the country is on the right path".

2.6.4 Japan

According to Robison (2018:1), poverty is not an issue that is taken relatively serious in Japan. The author further argues that poverty within the country needs to be revisited and re-addressed, even if it is less extreme than in other countries.

McCurry (2017:1) states that, while "poverty levels are relatively well adjusted in Japan, child poverty remains the most serious problem, with an estimated of 3.5 million Japanese children or 1 in 6 of those aged up to 17, experiencing relative poverty." Relative poverty is explained by McCurry (2017) in terms of the universal construct of a certain standard of living for all citizens in a country. McCurry (2017:2) adds that, as a developed country, Japan's poverty levels have risen over the previous three decades to 16.3%.

To fight poverty, the Japan Fund for Poverty Reduction (JFPR) programme by the Asian Development Bank [ADB] (ADB 2018:1) was established in 2000 by the Japanese government and the ADB to fight poverty levels. As stated in the JFPR (ADB 2018:1), the programme –

> [P]rovides direct grant assistance to the poorest and most vulnerable groups in developing member countries of the ADB while fostering long-term social and economic development. The grants target poverty reduction initiatives with the direct participation of NGOs, community groups, and civil society.

Yamakoshi (2003) adds that NPOs in Japan operate differently from other NPOs in the world. Yamakoshi (2003:1) states this by describing that only four types of NGOs exist in Japan: those playing roles in areas of development, advocacy, financial cooperation or education only.

In support, Haddad (2007a:413) adds that much of the significance surrounding Japan's non-profit sector is a result of the demand for volunteerism caused by natural disasters. The demand for NPOs in Japan, as stated by Haddad (2007a:415), is a response of an "unprecedented 1.2 million volunteers from around the country that descended on the Kobe-Osaka area after a devastating earthquake killed more than 6,000 people in 1995". To honour those efforts further, Haddad (2007a:416) remarks that the Japanese government declared 1995 the Year of the Volunteer.

Haddad (2007a:417) explains that through the 1995 Year of the Volunteer, "NPOs through a unanimous vote won the legal battle placing Japan's nonprofit sector in less strict nonprofit restrictions"

Garon (1997) posits that the relationship between NPOs and government is different in Japan from those in the US, as NPOs are situated in the jurisdiction of local governments. Garon (1997:22) states, "while public leaders meet regularly with local civil servants to formulate and implement policies in a wide range of areas, such as fire protection, elder care, and youth truancy, the role of NPOs is very limited locally".

At best, the scope and nature of contact between these groups and government are rarely proscribed by a formal contract. Contact occurs in a regular, habitual manner established through the long-term relationship between government and the civic organisations as and when a need arises (Haddad 2007a:414).

Haddad (2007a:415) further concludes:

> [W]hile newer groups may take many different forms, in general, NPOs draw their memberships from a broader geographic area – a whole city, country, or even from across the world. The motivations that bring the members together are less about a sense of community civic responsibility and more about a commitment to a cause (e.g., animal rights) or an interest in an activity (e.g. reading). These groups can either be highly professionalized, with members essentially writing checks and not much more, or they can be entirely volunteer with no paid staff. Finally, newer groups may have close links to the government (e.g. a nonprofit social service agency), but those connections are constrained and are usually stipulated by a formal contract.

2.6.5 Kenya

According to the World Poverty Clock (2018:2), Kenya has been ranked eighth globally and sixth in Africa among countries with the largest number of people living in extreme poverty. The World Poverty Clock (2018:2) states:

> [A total of] 29% which is an estimated 14,7 million of the 49,67 million people are very poor, consuming less than $1.90 monthly. With a poverty escape rate of 0.5 people per minute, the World Poverty Clock (2018) reiterates that the drive to achieve the UN's SDGs is at risk.

Poverty Eradication Network Kenya (PenKenya) (2018:1) adds that Kenya has significantly improved its approach to fighting poverty. The organisation asserts that much has been done by several other NGOs to champion the issue of poverty. For example, –

> [A]n NPO called the Poverty Eradication Network registered as a Public Benefit Organisation has started to work with citizen organisations and public institutions at a national and regional level to shape the development agenda of their communities and the country at large (PenKenya 2018:2).

Better NGO (2016) established the Better Poverty Eradication Programme (Better NGO 2016), which is primarily focused on areas of community mobilisation. Better NGO (2016:1) reports, "issues tackled by our organisation include capacity building, advocacy, behavior change and the socio-economic impact of diseases on community welfare".

It may seem as though NPOs in Kenya often work in silos than with government. Kanyinga (2017:1) supports this by stating, "the national government and NGOs in Kenya are not necessarily good friends. To put it bluntly, both are not comfortable bedfellows and they have never been friends. Frosty relationship is a good description of their engagement."

Some of the reasons for this as added by Kanyinga (2017:2) are:

> [T]here are some NGOs that thrive on exploiting desperate groups and NGOs conflict with government because of doing what the government

ought to do; and doing what the government may not want them to do. Secondly, bogus NGOs are also said to be a threat to the nonprofit sector in Kenya especially those established under the false pretence of seeking profit from government.

As a result, Kanyinga (2017:4) emphasises that the government in Kenya has put stricter measures and red tape in place regarding the work NGOs do. Part of the core issue for this conflict is the fact that the strategies NGOs used in Kenya to assist government often end up doing more harm than good. Therefore, many governments across the globe might now be shrinking the space for NGO operations, according to Kanyinga (2017:5).

2.6.6　Botswana

According to the current World Bank Report (2018:1), poverty levels in Botswana have improved drastically. It is reported that this improvement is owed to a rapid shift in the economic growth that has resulted in thousands being lifted out of extreme poverty, with the country's poorest benefiting the most.

However, the World Bank Report (2018:2) warns that nearly half of the children in Botswana remain poor or at risk of falling back into poverty. Large families with many children are prone to higher rates of poverty, and families with both parents have lower rates of poverty than single-parent families. However, despite these improvements, the World Bank Report (2018:4) notes that half of Botswana's population remains either poor or vulnerable, with 46.2% of them being children under the age of 15.

Nthomang (2018:27) explains –

> Botswana launched a Public Works Programme (PWP) – commonly known as Ipelegeng Programme (IP) in 2008 as one, among a myriad of initiatives meant to reduce poverty for sustainable development in marginalized contexts. The author (Nthomang 2018) reiterates that the Ipelegeng initiative acknowledged that, relative to other population groups, the poor were underdeveloped, marginalized and therefore needed special attention in respect of development assistance. To this end, the IP programme seeks to respond directly to the problems the poor people in Botswana face as a

disadvantaged group with a view to improve their socio-economic wellbeing, livelihoods and quality of life.

Botswana enjoys a sizeable number of NGOs involved in all sectors of national development, notably in education, health, the environment and gender empowerment, according to (Mooketsane et al. 2018:40). Mooketsane et al add, "these organisations have gone beyond the traditional social welfare activities to play an active role in rural development, policy advocacy, community capacity building initiatives and promoting democracy, social justice and human rights".

Lekorwe and Mpabanga (2007) mention that the government of Botswana recognises the important role played by NGOs and creates a level playing field for these organisations to flourish and achieve their full potential. Lekorwe and Mpabanga (2007:8) confirm this by emphasising:

> [T]hese NGOs as stated, play a huge role by taking the much-needed services to the communities. They carry out activities such as promotion of equality and human rights, legal services, education and training programmes, socio-economic political empowerment, and employment creation schemes.

An argument is put forward by Maundeni (2005:3) who argues that NPOs in Botswana are perceived as very weak. In his earlier study, Molutsi (1995:2) found that one of the factors contributing to this weakness is that the concept of NGOs was imported from outside countries by donor agencies to Botswana in response to African needs. The purpose of these organisations in Botswana is primarily to service the status quo. Lekorwe (1999:21) confirms to a certain degree –

> [S]ome of the civil society organisations and interest groups in Botswana are often manipulated by the government through state funding. Some of the civil society organisations are therefore not able to openly criticize and challenge government because of their dependency on state funding.

Table 2.1 below depicts a summary of the discussions on the above-mentioned countries in eradicating poverty.

Table 2.1: Summary of the international perspectives of non-profit organisations

Country	Poverty Level	Poverty Measure	Funder	Name of Programme
United States of America	15%	Household income	US federal government	Anti-poverty programme
Canada	12%	Food consumption	National advisory council	Opportunity for all
Japan	16%	Household income	Federal government	Fund for poverty reduction
Kenya	29%	Household income	PenKenya	Better Poverty Eradication
Botswana	46%	Household income	Government of Botswana	Ipelegeng Programme
Republic of South Africa	55.5%	Food consumption	Department of Social Development	Poverty Alleviation and Sustainable Livelihood Programme

2.7   SA NON-PROFIT ORGANISATIONS IN CONTEXT

The non-profit sector in South Africa is treated no differently to those in the other countries as mentioned in Gastow (2018). Gastow (2018:1) states that in South Africa, the term **non-profit organisation** (NPO) is commonly used to refer to organisations that provide public benefit services using a different business model. All funds are reinvested in the social purpose of the organisation and are not paid out to shareholders. Gastow (2018:2) asserts that, "international funding has run out in many parts of the country with less alternatives and there seems to be an increase interest in government departments approaching nonprofit organisations and the private philanthropy sector for assistance".

Where the NPO Act (No. 71 of 1997) (RSA 1997b) may personify the existence and recognition of NPOs and their roles, Gastow (2018:3) highlights that the NPO Act (RSA 1997b) is not clear on its real intentions about NPOs.

There is an important element of the Act that is largely ignored. Throughout the Act the driver is always government and how it regulates civil society, including issues relating to organisational accountability. Yet, there is no view of a partnership, where civil society could have a say in policy or hold government accountable.

Matthews (2017b:2) supports this by underlining that NPOs might rightfully argue that it is not so easy to distinguish between working within the government system and working against it. Rightfully so, because the money belongs to government, stricter measures are put in place to control NPO influence.

Gastow (2018:4) concludes:

[T]here is ample room for government to improve its approaches and methods where NPOs and funding are concerned and that it would do well for government to think about a vision for collaboration and engagement that is practically beneficial, one that is a true meaningful partnership with respect for what each partner brings to the party.

Where poverty reduction is concerned, the SA government can draw lessons and practices from Canada, especially in intensifying legislation enacted to combat poverty. The Canadian Poverty Reduction Act (Government of Canada 2017) together with aligning strategic objectives ensures that SDGs are met, and poverty is reduced. The current study asserts that where NPOs are active, support and capacity should be provided to these organisations to ensure efficiency and effectiveness.

2.8   REVIEW OF RECENT STUDIES ON NON-PROFIT ORGANISATIONS IN SOUTH AFRICA

Lombard (2008a:124) contributes to existing literature by analysing the findings of a study that assessed the impact of social transformation on the NGO welfare sector and the social work profession. Lombard's (2008a) work acknowledges the costly task of delivering social welfare services in South Africa and the role of the NGO sector. Lombard (2008a:120) further argues that, when it comes to service delivery, "the enthusiasm that greeted the advent of democracy in South Africa has slowly eroded

over the last ten years due to disappointment within the NGO sector on the way in which it has been treated by government".

Through Lombard's (2008a:123) study, it is said that there is an "inability of service providers in the non-government sector to render services because of inadequate remuneration for these services and difficulties with fundraising, resulting in services being in a state of collapse".

The current study intends to argue differently and to investigate how NPOs are effective in rendering services amidst challenges in funding allocation and remuneration.

Nhlapo's (2012) study – A case for social development in South Africa – investigated the role of CSOs in the implementation of poverty alleviation programmes. Nhlapo (2012:4) focused on "the extent to which programmes implemented by civil society, particularly in partnership with Social Development are participative, empowering, effective and sustainable". Nhlapo (2012:278) notes that an imperative role is played by civil society in occupying the space between the state and the community; however, civil society experiences challenges in ensuring that their programmes are effective and sustainable.

The current study aimed at evaluating the PASLP for the period 2015 to 2018 to determine the progress made and whether the programme was sustainable and able to address the issue of poverty alleviation in CoT communities.

Later, Rapoo and Tshiyoyo (2014:20) offer a lens to understand the collaborative partnership between the DSD and NPOs for the delivery of social welfare services. Rapoo and Tshiyoyo (2014:22) argue:

> [Although] the DSD has tried to manage the collaborative partnership effectively by establishing a formal structure in the form of the directorates responsible for the NGOs and partnerships and service provider management and support, the challenge for greater collaboration is to address weaknesses in joint planning and coordination that hinders true partnership.

Rapoo and Tshiyoyo (2014:29) further suggest that a revisit of NPO policies could enhance the capacity of these organisations; hence, the current study intended to look at the effectiveness of NPOs at the time of writing to see if there has been a change in the conduct of and relationship between the DSD and NPOs.

Coetzee's (2007:40) study focused on how an effective NPO in South Africa is supposed to appear. Coetzee (2007) holistically views NPOs as having business-like characteristics, which they can adopt from to enable these organisations to operate optimally. Coetzee (2007) created a framework that could be utilised to understand NPOs better and to identify the effectiveness or ineffectiveness of such organisations.

2.9   CONCLUSION

This chapter provided a literature review of an international perspective on NPOs in eradicating poverty. The UN's SDGs were detailed in order to gain an understanding of the role of NPOs globally as far as poverty reduction is concerned. Theories explaining the collaborative nature of NPOs and government and service delivery approaches were provided with collaborative public management theory being the relevant theory for the current research study. The conceptual framework (see 2.5) intended to emphasise important concepts that guided the study.

The next chapter pays attention to the case study of this research. The aim is to discuss the poverty alleviation and sustainable livelihood programme and the services that are rendered by funded NPOs in the CoT.

CHAPTER 3:

THE ROLE OF NON-PROFIT ORGANISATIONS IN THE POVERTY ALLEVIATION AND SUSTAINABLE LIVELIHOOD PROGRAMME IN THE CITY OF TSHWANE

3.1 INTRODUCTION

While the previous chapter highlighted the literature on the international perspective of NPOs in reducing poverty, the purpose of this chapter is to contextualise the roles of NPOs in the City of Tshwane Metropolitan Municipality (CoT). This will be done by identifying those NPOs working with the Gauteng DSD (GDSD) on the Poverty Alleviation and Sustainable Livelihood Programme (GDSD 2019a).

Firstly, the current study aimed to discuss the laws and policies governing NPOs in South Africa nationally, provincially and locally. Secondly, the study further sought to discuss the setting of NPOs in the municipalities of City of Johannesburg (CoJ) and the City of Ekurhuleni (CoE) and drew examples of the roles played by NPOs in the CoT municipality. The study aimed to highlight some of the poverty alleviation programmes such as youth employment and empowerment projects that are implemented by the municipalities of CoJ, CoE and the CoT in support of the services provided by NPOs in communities. Thirdly, this thesis presents a discussion of NPOs in the CoT in terms of poverty alleviation and sustainable livelihood services they render in the PASLP.

Lastly, challenges facing NPOs in the CoT will be discussed following (see 3.9) to compare similarities with the research findings.

3.2 NON-PROFIT ORGANISATIONS AND THE SOUTH AFRICAN GOVERNMENT

The profound environment within which NPOs exist in South Africa and around the world characterises the responsibilities and obligations of government to its citizens. Already in 1914, Fleisher (cited in Salamon 1987:99) pointed out, "no problem of social policy is more harassing, more complex, and perennial than that of determining the proper relation of the state to privately managed charities within its borders". Salamon (1987:110) further pays close attention to the concept of the welfare state as "not only involving the expansion of the state or the decentralisation of services, but in this case,

also offering a new extensive pattern of government reliance on private non-profit groups to carry out public purposes".

Salamon (1987) states that the emerging public service is one that relies on the assistance and support of other sectors. Salamon (1987)'s use of the word 'reliance' on the part of government when referring to NPOs as stated above, implies an imbalance or discrepancy in the 'normal way' of doing things on the part of government therefore needing some form of support or assistance from NPOs to rectify the imbalance.

More so, one could say that, on the part of government, there has been an increasing realisation that stems from the idea that NPOs provide good assistance in one way as they are needed to intensify the call for an improved welfare state.

3.3   LAWS AND POLICIES GOVERNING NON-PROFIT ORGANISATIONS

The International Charity Law (ICNL 2004) states that for NPOs to render services on behalf of government, correct policies and laws should be put in place to ensure that NPOs follow them effectively and efficiently. In addition, the ICNL (2004:1) acknowledges that in fulfilling government's mandate and meeting community demands, NPOs should be wary not to abuse the public purse.

These laws and policies as informed by the ICNL (2004) play an important role in keeping NPOs accountable to government and the public. ICNL (2004:2) mentions that these laws and policies become crucial checks and balances when dealing with bogus or illegitimate NPOs who are sometimes created for the sole purpose of pilfering money from government while giving nothing in return to the community.

Several questions come to mind with regard to the governance of NPOs, such as to what extent regulations and laws on NPOs give NPOs an opportunity to flourish as an alternative service delivery partner of government. Why do we need to know what NPOs are doing or what they could be doing better?

The current study was interested in paying special attention to the laws and policies that govern NPOs, and to discuss and evaluate how these regulations contribute to

the effectiveness or ineffectiveness of NPOs in rendering services to communities in the CoT.

In clarifying the laws that govern NPOs, the nature of law making and implementation in South Africa was considered. According to the ICNL (2004:1):

> South Africa currently has a myriad of laws that govern the non-profit sector. These laws start to apply at national level. The legal framework can be best explained by dividing it into four primary layers namely at the bottom, common law and statutory law recognises voluntary associations, trusts and Section 21 companies as the legal entities available to nonprofit organisations.

3.4 NATIONAL PROVISION OF LAWS

It is evident as stated by the ICNL (2004:2) that the apartheid era in South Africa was characterised by major deficiencies in the legislative framework applicable to NPOs, such as mandatory registration to raise funds and tax benefits that were very limited and for which very few NPOs qualified. This is further informed in the Fundraising Act (No. 107 of 1978) (RSA 1978).

In addition, Gronbjerg and Salamon (2002:11) state that "collaboration not separation or antagonism, between government and the non-profit sector has been a predominant characteristic throughout most of government history". In the case of South Africa, NPOs are regulated as follows.

3.4.1 The Constitution of the Republic of South Africa No. 108 of 1996

The very existence of the Constitution of the Republic of South Africa (RSA 1996) compliments the scope of NPOs in SA. NPOs operate in South Africa because of the right to freedom of association as expressed in the Bill of Rights in Chapter 2 of the Constitution. The ICNL (2004:2) advocates that "the Bill of Rights enshrines the fundamental rights enjoyed by all persons and groups. These fundamental rights extend privileges to NPO equality, privacy, property, freedom of expression and freedom of association".

In terms of NPOs, this right affords NPOs the right standing to do the work they do, in what De Waal, Currie and Erasmus (2000:345) describes as:

> [A] guarantee to the individual's freedom to establish, to join or to take part in the activities of an association that is of great significance to civil society but also to the overall development of South Africa and its communities at large. This then, allows individuals to associate with others in order to achieve a common objective or goal and the state may in principle, not prevent the establishment of these associations.

As is the case today, this association has transformed into a partnership between government and NPOs in an effort to unify strengths to improve and resolve service delivery challenges in South Africa.

3.4.2 Registration of non-profit organisations

As stated in the previous chapter, NPOs in South Africa have three legal structures such as (a voluntary association, non-profit company or trust) that apply differently according to the role and functions they play (see 2.3.1) NPOs fall within the realms of the DSD. The DSD plays an important administrative and regulatory role in ensuring NPOs comply with NPO Directorate regulations to do the work they do as well as and ensuring that this work is done in full transparency and accountability for the sake of the public.

It is within this department that NPOs are able to register formally as an association or organisation and receive status in the form of an NPO certificate with the DSD under the NPO Directorate (RSA 1997b). The DSD (2018b:2) states that it is important for all NPOs in South Africa to be registered because registration:

- "improves the credibility of the sector because nonprofit organisations can account to a public office;

- it brings organisations into a uniform system;

- improves on governance, transparency and accountability within the NPO sector;

- allows for information about the sector to be gathered and made publicly available; and

- is a requirement for most of the funding agencies"

According to the registration requirements for NPOs in South Africa, organisations have to –

- "fill in the registration application form;

- send this filled in application form together with two copies of the organisation's Constitution to the Department; and

- provide any other additional information as requested by the NPO Directorate" (DSD 2018b:3)

3.4.3   The Non-profit Organisation Directorate

The NPO Directorate is entrusted with establishing an effective and efficient NPO sector in South Africa. The NPO Directorate regulates the NPO sector within the framework of the NPO Act (No. 71 of 1997) (RSA 1997b). As stated in DSD (2018b), the NPO Directorate is capacitated with public officials who are employed to manage NPO applications, provide NPO statuses and registration numbers, and manage the NPO Register once applications are successful and approved.

Over the years, the ability and confidence of the NPO Directorate to regulate NPOs have been questioned and scrutinised. Pather (2016:1) suggests, "the existing NPO directorate is notoriously inefficient and dysfunctional and as a result, the NPO Directorate is still moving at snail's pace as many NPOs battling with its online registration system".

Pather (2016) further eludes that although the registration of NPOs with the Directorate is voluntary, the competence of the NPO Directorate to handle the increasing number of NPOs remains a challenge for the NPO sector. The current study asserts that what is a cause for concern for NPOs is the mandatory obligation of NPOs to register with the NPO Directorate to gain access to sufficient funding from government or other donors.

This funding requirement leaves NPOs with no choice but to comply with the standards set by the NPO Directorate. To confirm this, Stuart (2013:1) earlier stated, "36 488 NPOs have been de-registered [in January 2013], 35 217 are on a warning of non-

compliant and only 29 019 are in good standing meaning registered out of the approximately 85 000 registered in the NPO Directorate database". This poses as a challenges for the NPO Directorate as stated by Stuart (2013) that many NPOs in South Africa do not feel well represented by the NPO Directorate and its processes and require a better capacitated Directorate to deal with the current demands facing the NPO sector.

There seems to be general disagreement among NPOs as stated by the Inyathelo Organisation (2013) with the processes of compliance with the NPO Act (RSA 1997b), which puts them at a disadvantage of complying with the requirements. Some NPOs argued in the report tabled by the Inyathelo Organisation (2013), that the NPO Act (RSA 1997b) is working against the improvements of the NPO sector in South Africa and as a result, require a new NPO Act that will address the shortfalls of the NPO Act (RSA 1997b).

3.4.4   The Fundraising Act No. 107 of 1978

The Inyathelo Organisation (2013) explains that the Fundraising Act (No. 107 of 1978) (RSA 1978) was enacted to regulate the contributions and collections of money from the public to NPOs. One of the main objectives of the Fundraising Act (RSA 1978) as stated by the Inyathelo Organisation (2013:2) was to provide for control of the collection of contributions from the public.

The current study noted that the Fundraising Act (RSA 1978) is outdated. According to the Inyathelo Organisation (2013:3):

> [T]he fundraising Act does not reflect the true realities faced by NPOs when acquiring funding. In fact, the NPO Act in 1997 was created to overhaul the Fundraising Act [No. 107 of 1978] and provide a framework in which NPOs in South Africa would be protected and supported in their quest to render services to the poor.

The Inyathelo Organisation (2013:4) continues by saying that the NPO Act (RSA 1997b) was created through an extensive process aimed at repealing the Fundraising Act and facilitating the creation of an optimum environment in which CSOs in South Africa could operate and carry out their responsibilities.

It is further argued (see Inyathelo Organisation 2013:5) that, under the Constitution of the Republic of South Africa (RSA 1996), the right to freedom of association, a measure included to protect CSOs, means that it is not necessary to register with any SA government department to exist and operate as a CSO in the country. Registration under the current NPO Act is then voluntary; however, any organisation that is not registered under this Act will cease to receive funding from the SA government or funding agencies (Inyathelo Organisation 2013:5).

From the above-mentioned it can be deduced that NPOs in South Africa require a more realistic approach of governance in South Africa. This is also evident in the response from the Inyathelo Organisation (2013:3), which requests the "NPO Directorate to undertake a widespread consultation and effective engagement with the full spectrum of non-profit organisations and not only those that are grantees of the provincial departments of social development".

From the above, it may seem that NPOs in South Africa are reduced to those who are funded and those who are not, and this poses a challenge to the unification and independence of the NPO sector. In turn, it may seem that the laws and policies benefit those NPOs who are financial beneficiaries of government and work against those NPOs who exist and operate independently from government funding.

3.4.5   The Non-Profit Organisations Act No. 71 of 1997

The Non-Profit Organisations (NPO) Act (No. 71 of 1997) (RSA 1997b) is the founding document for the regulation of NPOs in South Africa as informed by the Inyathelo Organisation (2013). The NPO Act exists, as stated (see RSA 1997b:6), to encourage and support NPOs in their contribution to meeting the diverse needs of the population of the Republic of South Africa. Two of the most important underlining attributes of the objectives of the NPO Act (RSA 1997b:18) relevant for this study is towards:

- "establishing an administrative and regulatory framework within which nonprofit organisations can conduct their affairs; and

- promoting a spirit of co-operation and shared responsibility within government, donors and amongst other interested persons in their dealings with nonprofit organisations".

Chapter 2 of the NPO Act (3)25 underlines the responsibility of the state to NPOs in South Africa. It states, "within the limits prescribed by law, every organ of state must determine and co-ordinate the implementation of its policies and measures in a manner designed to promote, support and enhance the capacity of nonprofit organisations to perform their functions". Section 31 of the NPO Act (RSA 1997b:22) underlines the prerogative of the Minister of Social Development to create an NPO Directorate with functions and roles responsible for:

- "facilitating the process for developing and implementing policy;

- determining and implementing programmes, including programmes;

    (i)   to support NPOs in their endeavour to register;

    (ii)   to ensure that the standard of governance within nonprofit organisations is maintained and improved;

- liaising with other organs of state and interested parties; and

- facilitating the development and implementation of multi-sectoral and multi-disciplinary programmes".

Gastow (2019) emphasises that this call for multi-sectoral and multidisciplinary programmes is to ensure better alignment and opportunities for NPOs to be able to attain finances and resources not only from government but also from other donors, such as businesses and interested parties and to strengthen relations. Gastow (2019:1) says the NPO Act of 1997 fails to take into consideration the needs of NPOs, as these processes of liaison with other organs or interested parties are not fully interpreted in the NPO Act.

In addition, while the NPO Act (RSA 1997b) prides itself in enabling an environment conducive to the existence of NPOs in South Africa, it does not provide the structures to support these NPOs in implementing government policy or the ways in which NPOs can be assisted better to register and comply with the requirements as stated by the Inyathelo Organisation (2013).

Chapter 2 (section 8) of in the NPO Act (RSA 1997b:18) explains the appointment of the Director of an NPO. It states that the Minister of the DSD must designate an employee of the national department as the Director of the NPO to be in charge of the

Directorate and to perform the functions conferred on the director by or in terms of this Act or any other law.

Gastow (2019:1) states that the NPO Act (RSA 1997b) misses an opportunity to explain the type of functions conferred upon the Minister of the DSD and to align any other laws that strengthen the functions of the Minister in this regard.

For this reason, the NPO Act (RSA 1997b) has been challenged on some accounts (see Inyathelo Organisation 2013 and DSD 2012) for its lack of directed efforts to promote the success of the NPO sector. At best, Gastow (2019:2) expresses, "the NPO Act does not create an opportunity for a partnership between government and NPOs. The Act concentrates on how NPOs should conduct operations and how they are regulated by government".

Gastow (2019:3) echoes that the NPO Act does not detail its intention to create an enabling environment for a flourishing NPO sector in South Africa as stated in the NPO Act (1997b). Gastow (2019:3) emphasises that "it would be helpful to know from the DSD how many organisations are actually functioning and viable before attempting to look into collaborating".

An updated version of the NPO Act (RSA 1997b) is deliberated upon by most NPOs in the Inyathelo Organisation (2013:5) report to address current and pressing challenges facing these organisations and threatening their survival.

3.4.6   White Paper on Social Welfare of 1997

South Africa's social responsibility to its citizens is informed by the Reconstruction Development Programme (RDP) White Paper (ANC 1994). Gray (2006:54) confirms this by stating, "the RDP White Paper (ANC 1994) provides an important backdrop to the evolution of the developmental welfare system because its principles and ethos were central to the processes for transforming social welfare".

Established secondary to the RDP White Paper (ANC 1994), the White Paper on Social Welfare (RSA 1997c:2) is guided by the core values of a developmental welfare state and developing social services that address imbalances in poverty and inequality of the poor.

The White Paper on Social Welfare (RSA 1997c:5) states, "to reap the benefits, South Africa must invest in its people; that is, develop the human capital which is essential for increasing productivity and moving people out of poverty". Additionally, the White Paper on Social Welfare (RSA 1997c:5) echoes, "internationally, this strategy that has proved most effective in improving economic and social well-being consists of three elements: labour-absorbing growth, equitable investments in education, health care and social support for poor and vulnerable groups".

Where social integration is enhanced, the White Paper on Social Welfare (RSA 1997c:5) affirms:

> [W]elfare programmes do not only contribute towards enhancing social welfare through human capital development and the alleviation of poverty, but also through the provision of merit goods. These programmes are an expression of a country's commitment to human and social rights.

Section 20 of the White Paper on Social Welfare (RSA 1997c:6) acknowledges the partnership in social welfare that is possible to fast-track development in vulnerable communities. The White Paper on Social Welfare (RSA 1997c:7) states, "in the past, all these service providers were not accorded equal status by the Government. Organisations in civil society which had a progressive stance were not acknowledged or integrated into the formal welfare system".

As a result, the aim of the White Paper on Social Welfare (1997c) is to incorporate and recognise the philanthropic abilities of NPOs in contributing to community development and poverty alleviation together with government.

3.4.7 Non-profit Organisations Bill

In an effort to reform the social welfare sector and instil confidence in the delivery of services by NPOs, these organisations, in consultation, with the NPO Directorate of the DSD, proposed amendments to the NPO Act (1997b) in 2012 (see DSD 2012). According to the Parliamentary Monitoring Group (PMG) (2019b:1), the Bill has not been presented to the DSD internal structures; therefore, the Bill has not been tabled for Cabinet.

Pather (2016) echoes that not much has been done by government to make this NPO Bill a reality. It is stated further by Pather (2016:1), "the DSD has been silent on the progress of the Bill, but the NPO Directorate, which is a branch of the DSD that implements the Act, has remained woefully ineffective". Pather (2016:2) then adds:

> [T]he DSD has admitted many times that the NPO Directorate is under resourced and does not have the capacity to discharge this function effectively because it is unable to keep up with the high number of nonprofits that apply for registration.

If passed, the NPO Bill is envisioned to address the inequalities in the governance of NPOs in South Africa. More importantly, it attempts to improve process of communication and transparency of government with NPOs.

Pather (2016:3) also remarks that NPOs wish to operate in an enabling environment, in a sector that is supported by its government and in collaboration with a government that works hand in hand with NPOs and not against it.

3.4.8   The Public Financial Management Act 1 of 1999

The Public Finance Management Act (PFMA) of 1999 (RSA 1999) plays an imperative role in regulating and governing how government spending is going to take place annually. More so, the PFMA (RSA 1999) states which entity or department is allocated how much money of the government's overall budget. The aim of the PFMA (RSA 1999:6) therefore is –

> [T]o regulate financial management in the national government and provincial government to ensure that all revenue, expenditure, assets and liabilities of those governments are managed efficiently and effectively and to provide further for those responsibilities of persons entrusted with the core function of financial management.

The allocation of government funds to NPOs under the DSD is a coordinated process. The PFMA (RSA 1999:6) emphasises in this regard, the importance of upholding constitutional principles of accountability and transparency on the part of NPOs but also of being cost-effective when it comes to delivering services to communities.

With regard to NPOs and accounting for public funds spent, The PFMA (RSA 1999) states that NPOs have to adhere to strict reporting measures set by government and the National Treasury, and it is the responsibility of the DSD to monitor and report on the financial spending of NPOs to government and ensure PFMA (RSA 1999) standards are adhered to.

3.4.9 National Treasury regulations for the use of public funds

To control the accounting of public money, the National Treasury (2018:3) under the powers vested in it by the PFMA (RSA 1999) regulates procurement in the public sector. According to Lim (2018:1), "procurement is concerned with the sourcing activities, negotiation and strategic selection of goods and services that are usually of importance to an organisation".

The regulations as set by the National Treasury (2018:4) are applicable to departments, trading entities, constitutional institutions and public entities. The functions and powers vested in the National Treasury are in regulation to the PFMA (RSA 1999:11) that stipulates that the National Treasury department must at all times:

- "promote the national government's fiscal policy framework and the co-ordination of macro-economic policy;

- co-ordinate inter-governmental financial and fiscal relations;

- manage the budget preparation process;

- exercise control over the implementation of the annual national budget, including any adjustments budgets;

- facilitate the implementation of the annual Division of Revenue Act [Act 2 of 2013];

- monitor the implementation of provincial budgets; and

- promote and enforce transparency and effective management in respect of revenue, expenditure, assets and liabilities of departments, public entities and constitutional institutions."

In terms of NPOs, the National Treasury (2018:2) has what is called the General Budget Support (GBS) fund. The GBS fund, as described by the National Treasury

(2018:2), is "specifically geared to proposals developed to enhance efficiencies and systems improvement in service delivery by government".

The National Treasury (2018:3) states, "proposals with an explicit focus to operate and implement projects within a partnership framework between governments with civil society and/or the private sector, is encouraged". It adds, "the national department takes an active role in this partnership and the expectation is that there is pooling of financial resources, capacity and/or expertise to address an agreed common objective" (National Treasury 2018:4).

The role of NPOs are accepted and promoted by the National Treasury (2018:4) as funding has been prioritised to support and encourage the delivery of services to communities.

3.4.10 Non-profit organisation tax incentives by the South African Revenue Services (SARS)

According to the SA Revenue Services (SARS) (2019:6), NPOs play a significant role in society as they have a shared responsibility with government for the social and development needs of the country. In the case of SARS (2019), the preferential tax treatment is designed to assist NPOs by supplementing their financial resources. SARS (2019:8) states, "the preferential tax treatment for NPOs is however not automatic and organisations that meet the requirements set out in the Income Tax Act No. 58 of 1962 (RSA 1962) must apply for this preferential tax treatment.

SARS (2019:8) emphasises, "if the exemption application has been approved by SARS, the organisation is registered as a public benefit organisation (PBO) and allocated a unique PBO reference number". It is important to note that an organisation, which is registered as an NPO does not automatically qualify for preferential tax treatment as stated by SARS (2019). According to SARS (2019:9), an organisation will only enjoy preferential tax treatment after it has applied for and been granted approval as a PBO by the Tax Exemption Unit (TEU). In addition, (SARS 2019:7) mentions that

> [T]he conditions and requirements for an organisation to be approved as a
> PBO are contained in section 30 [of Income Tax Act (RSA 1962)] while the

rules governing the preferential tax treatment of PBOs are contained in section 10(1)(cN) [of the Income Tax Act (RSA 1962)]. This section 10(1)(cN) provides for the exemption from normal tax of certain receipts and accruals of approved PBOs. Certain receipts and accruals from trading or business activities will nevertheless be taxable.

SARS (2019:8) emphasises, "approved PBOs have the privilege and responsibility of spending public funds, which they derive from donations or grants, in the public interest on a tax-free basis".

SARS (2019:8) outlines, "[it is] therefore important to ensure that exempt organisations use their funds responsibly and solely for their stated objectives, without any personal gain being enjoyed by any person including the founders and the fiduciaries".

3.4.11 Policy Framework on Nonprofit Organisations Law

The NPO Directorate of the DSD, in consultation with NPOs, established the Policy Framework on Nonprofit Organisations Law in 2012 (DSD 2012). This policy framework of the DSD (2012:3) is a step forward to readdressing the regulations governing NPOs as well as redefining the stance of NPOs where governance issues and challenges are concerned.

In terms of the current study, the policy framework (DSD 2012) acts as the voice of the majority of registered NPOs in South Africa. This study asserts that the policy framework (DSD 2012) is the 'sit-down' of the expectations and the stance of NPOs where regulations and policies of government are concerned. According to the policy framework (DSD 2012:23), "the future of NPOs in South Africa should be regulated by a body composing of NPOs themselves".

The DSD (2012:12) further proposes –

[A] new South African Nonprofit Organisations Regulatory Authority (SANPORA) that will have a mandate to encourage the formation of nonprofit organisations and their accountability through an efficient and effective registration facility that will create greater transparency and public confidence in the nonprofit sector.

Most importantly, the policy framework (DSD 2012:23) states, "this mandate will be met through an efficient registration facility function for NPOs, NPO education and awareness raising, dissemination of information on NPOs and enforcement of NPO law".

SANPORA together with the South African Nonprofit Organisations Tribunal (SANPOTRI) was recommended to be established later in 2012 to regulate the NPO sector better and to formalise the voices of all NPOs in South Africa. To date, no authority has been established as a response to the policy framework (DSD 2012) recommendations.

3.5   PROVINCIAL ROLE OF NON-PROFIT ORGANISATIONS

While the previous section detailed policies and laws governing NPOs on a national level, this section intends to provide a basis for understanding the context within which NPOs are regulated in provinces where poverty alleviation and sustainable livelihood programmes are concerned.

This section provides an example of how the Western Cape Department of Social Development (WCDSD) implements the PASLP with NPOs versus how the GDSD it does. As provinces differ in scope and nature of their socio-economic issues, this section highlights the differences in approaches of rendering poverty alleviation programmes by the provincial governments and NPOs.

3.5.1   Western Cape Department of Social Development

The WCDSD under the Community Development Directorate renders poverty alleviation and sustainable livelihood services to communities. The WCDSD (2019:1) defines itself as a provincial government that creates "an open opportunity society for all". Some of the WCDSD (2019:3) objectives are:

- "Creating the conditions for sustainable economic and employment growth.

- Alleviating poverty by providing a welfare safety net for those unable to provide for themselves.

- Ensuring the safety of every person.

- Capital and skills; and

- Delivering clean, efficient, cost-effective, transparent and responsive public administration".

The WCDSD (2019) states that the Sustainable Livelihood Programme (SLP) is a DSD targeted feeding programme. The WCDSD (2019:1) states, "the DSD targeted feeding programme provides feeding in specific areas aimed at persons who are experiencing hunger and malnutrition. These are people who have been identified and who fall outside the nutritional therapeutic programme of the Department of Health."

To qualify as a beneficiary of the programme, beneficiaries must meet the following criteria:

- "Beneficiaries who are experiencing stunted growth caused by inadequate access to food on a regular basis, malnourished children and their primary caregivers;

- Nutritionally at-risk beneficiaries from local clinics who do not qualify for nutrition supplements;

- Beneficiaries awaiting social relief of distress benefits and social grants;

- Beneficiaries who have made applications with regional social development offices for relief of distress and undue distress grants but who do not qualify" (WCDSD 2019:5).

To add, the WCDSD (2019:10) utilises an effective referral system comprising seven steps to manage the process of feeding targeted beneficiaries in conjunction with other stakeholders as displayed:

Steps of the DSD targeted feeding programme referral process

Step 1: Beneficiaries must be assessed and referred to the programme by a clinic, SASSA regional or DSD local office or an NGO recommending an intake period with a date of re-assessment

Step 2: The beneficiary is added to a database

Step 3: The beneficiary receives one cooked meal a day, five days per week

Step 4: The beneficiary's daily attendance is tracked by register entry

Step 5: The beneficiary is profiled and linked to developmental services, opportunities and support

Step 6: The beneficiary is re-assessed by the referral agent

Step 7: Based on assessment, the beneficiary migrates out of the feeding programme or is given an updated referral letter to continue in the programme.

3.5.2 Gauteng Department of Social Development

The Gauteng DSD (GDSD 2019b) prides itself in being a province that aims to "transform and improve societies through delivering integrated social services and building a self-reliant and caring society".

Some of the core objectives of the GDSD (2019b:1) are to provide:

- "support to core business in rendering effective and efficient services;

- efficient and effective integrated developmental social welfare services to service recipients, focusing on children, the youth, older persons, persons with disabilities, and women;

- efficient, effective anti-poverty community interventions, youth development and women empowerment services to beneficiaries promoting sustainable livelihoods".

Where poverty alleviation and sustainable livelihood is concerned, the GDSD (2019a:54) houses a Sustainable Livelihood Unit that is dedicated to address the fight against poverty in the province. Unlike the WCDSD, the GDSD's programme is called the Poverty Alleviation and Sustainable Livelihood Programme (GDSD 2019b). This programme (GDSD 2019b) addresses areas of access to food banks, empowering cooperatives to participate in providing goods and services and reaching households for adequate support and intervention amongst other indicators.

Unlike the WCDSD, the GDSD (2019a) does not have a process for referring beneficiaries into the programme but relies on the assistance and support of NPOs in the regions to identify and intervene in delivering services and accessing food security. More so, in addition, the GDSD (2019b) facilitates skills development programmes through NPOs, which the WCDSD does not emphasise.

3.6   MUNICIPAL ROLE OF NON-PROFIT ORGANISATIONS

While the previous section discussed NPOs within the jurisdiction of two provinces, this section seeks to discuss and draw examples of how NPOs function with municipalities and highlight any policy or legislation that supports NPO effectiveness in the City of Johannesburg (CoJ), the City of Ekurhuleni (CoE) and the CoT. Firstly, an overview of the Municipal Finance Management Act (MFMA) No. 56 of 2003 (RSA 2003) is provided to review how municipal spending is regulated where service delivery is concerned.

3.6.1   Municipal Finance Management Act 56 of 2003

Local governments in South Africa are governed by the MFMA (RSA 2003). The MFMA's (RSA 2003:2) objective is aimed at "modernizing budget and financial management practices to maximize the capacity of municipalities to deliver services to all its residents, customers, users and investors".

The MFMA (RSA 2003) states, "if goods and services are of poor quality, overpriced or not available when needed, service delivery ultimately suffers".

NPOs awarded funding within municipalities have to adhere to the requirements and provisions of the MFMA (RSA 2003). As stated in the MFMA (RSA 2003:20), this in turn will "assist municipalities to adhere to the prescribed approach to financial management (focusing on outputs and responsibilities), and thereby enabling itself to achieve the broader strategic objective of improving the financial management in local government".

Where NPOs are concerned, the MFMA (RSA 2003:55) acknowledges and promotes municipalities, national and provincial government in establishing a cooperative government. Section 37 of the MFMA (RSA 2003:56) states that municipalities must:

(a) "in their fiscal and financial relations with the national and provincial spheres of government and other municipalities, promote co-operative government in accordance with Chapter 3 of the Constitution (RSA 1996) and the Intergovernmental Fiscal Relations Act [No. 97 of 1997] (RSA 1997a);

(b) provide budgetary and other financial information to relevant municipalities and national and provincial organs of state; and

(c) promptly meet all financial commitments towards other municipalities or national and provincial organs of state."

3.6.2 Non-profit organisations in the City of Johannesburg

The City of Johannesburg (CoJ 2018:2) houses a Social Development Department (SDD), which is responsible for "creating social development opportunities that impact the lives of Johannesburg citizens positively".

The objectives of the Social Development Department of the CoJ (2018:3) are to:

- "Provide opportunities in which the core department, the regions and our communities work collectively to embrace the values of social development;

- Develop policies, procedures, standards and frameworks to direct, coordinate monitor and evaluate service delivery at regional level;

- Succeed in creating an environment that activates and provides integrated and sustainable service delivery that will result in a better quality of life for all citizens of Johannesburg; and

- Succeed in contributing towards community stability, empowerment and social responsibility and pursue a common set of social development values that is embraced by internal and external stakeholders.".

The CoJ (2018:15) Social Development Plan underlines the poverty alleviation efforts of the CoJ municipality in the 11 regions in the service delivery plan as follows:

Table 3.1: Poverty alleviation efforts of the City of Johannesburg in 11 regions

Service Area Social Service	Key performance indicator (KPI)	CoJ Target	1 & 2	3	4	5	6	7	8	9	10	11
Poverty Alleviation Projects	Increase in the number of poverty alleviation projects	4	4	2	4	4	4	4	4	3	4	3
Skills Development	Number of trained persons respect of the projects	25 people per session	25	15	25	25	25	75	25	100 to be trained	40 people per 4 session	25

Source: City of Johannesburg Social Development Department: 2018 Service Delivery Plan

The CoJ (2019:5) states that the poverty alleviation programmes in the municipalities are implemented to benefit beneficiaries such as youth, women, senior citizens, people with disabilities and children. These programmes include "food gardens, providing clothing, school uniform, feeding schemes, social burials, skills training, support programmes for the aged and women empowerment" (CoJ 2019:5).

The SDD of the (CoJ 2019:6) "adds that the unit works closely with other municipal departments and various government and non-governmental organisations". From the above mentioned, the current study notes that the CoJ misses to further explain the kind of roles played by NPOs in the CoJ municipality.

3.6.3   Non-profit organisations in the City of Ekurhuleni

Unlike the CoJ, the City of Ekurhuleni (CoE) (2019:1) under their Economic Development Department is dedicated to:

> Push back the frontiers of poverty, underdevelopment and unemployment, strive to stimulate economic development, growth and transformation through pursuit of economically vibrant, inclusive and development friendly policies, strategies, and programmes that position the CoE as a preferred destination for trade, investment and tourism.

The CoE (2019:2) adds:

> [I]n collaboration with various national and provincial structures, the Department [of Economic Development] in the municipality facilitates job creation, skills development, poverty alleviation and enhancement of industrial competitiveness. It focuses on the flight of strategic investments by facilitating reduction in the cost of doing business within Ekurhuleni.

The CoE (2018:39) acknowledges efforts of the municipality to meet the SDGs of the UN, serving the national government's NDP 2030 (NPC 2019) and meeting the objectives of the African Union (AU) Agenda 2063 (AU 2019).

The CoE's (2018:52) plan mentions the use of a poverty alleviation programme in Ward 30 but does not provide details of this programme; however, it adds, "[in order to] address youth unemployment and youth empowerment, the CoE (2018:53) entered

into strategic partnerships with the private sector for the placement of youth in learnerships, internships and in some tailored industry skills development programmes".

The CoE (2018:55) reports that the drivers licence school programme of the municipality benefits approximately 2 500 learners annually. The CoE (2018:55) further states, "the municipality is invested in the empowerment of 20 emerging youth-owned construction companies, and 20 learner supervisors with contracts worth R150 million was facilitated".

It is evident from the above that Ekurhuleni municipality operates differently to the CoJ. This comparison is essential in identifying which social programmes are utilised and established by municipalities in the fight against poverty and meeting the needs of communities together with NPOs.

3.7   NON-PROFIT ORGANISATIONS IN THE CITY OF TSHWANE

The City of Tshwane (CoT) houses a Health and Social Development Department, which currently services the needs of communities. The CoT (2016) comprises seven regions, namely:

- Region 1 – Soshanguve, Mabopane, Winterveldt, Ga-Rankuwa and Pretoria North;

- Region 2 – Hammanskraal;

- Region 3 – East Lynne, Silverton, Tshwane Central Business District, Hatfield, Brooklyn, Pretoria West, Atteridgeville and Sausville;

- Region 4 – Olievenhoutbosch, Laudium, Erasmia, Heuweloord, Valhalla, Wierda Park, Rooihuiskraal, Centurion, Lyttelton Manor, The Reeds, Clubview, Eldoraigne, Zwartkop, Irene, Cornwall Hill;

- Region 5 – of Eersterus, Derdepoort, Cullinan, Rayton and Refilwe;

- Region 6 – Mamelodi, Murrayfield, Jan Niemand Park, Mahube Valley and Nellmapius; and

- Region 7 – Bronkhorstspruit, Ekhangala and Ekandustria (CoT 2016:1).
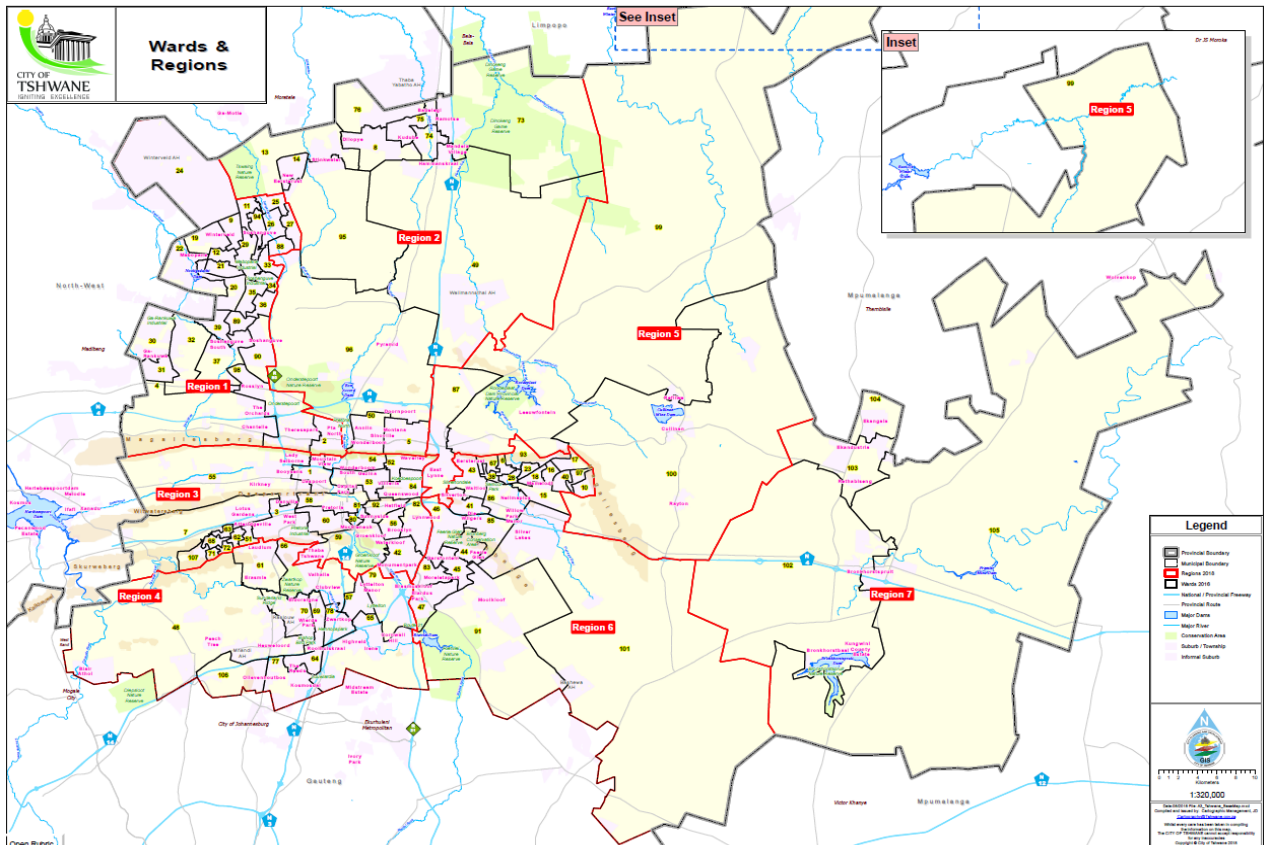
Figure 3.1: Map showing the regions and wards in the City of Tshwane

Source: Municipalities of South Africa 2016

In 2016 (as stated in CoT 2016), the mayoral committee cluster in CoT reviewed funding for NPOs together with the Health and Social Development unit. The CoT (2016) states that the policy framework was established with the purpose to obtain approval funding for NPOs within the CoT and that the objective of this CoT policy framework (2016:7) is:

> [T]o secure a sound and sustainable management of funding, grant-making for and assistance (financial or other) to civil society organs that meet the basic requirements of non-profit organisations in the jurisdiction of the City of Tshwane by establishing norms and standards and other requirements.

The CoT (2016:8) states it strives to achieve the following:

- "the promotion of efficiency, accountability and transformation in the dispensation of not-for-profit funding;

- the optimisation and maximisation of local government service delivery in the provision of social development and welfare services to the most poor and vulnerable in CoT communities through not-for-profit funding;

- the realisation of integration, accessibility of and equitability on services between rural and urban areas of the CoT;

- the promotion of sustainability and skills development of emerging and disadvantaged not-for-profit organisations in CoT;

- the inculcation of financial management and general management capacity of especially emerging not-for-profit organisations;

- other matters pertinent to the CoT not-for-profit environment".

In addition, the rationale of the CoT (2016) is stated to establish a way in which the CoT would liaise and support NPOs in the municipality. This is owed, as stated by the CoT (2016:22), to a need for a policy framework on funding and/or support for the NPO sector in Tshwane to ensure coordinated and effective service delivery to the people.

Apart from adhering to the (CoT 2016) as stipulated, NPOs need to uphold the financial standards and principles of the following documents:
- the Constitution of the Republic South Africa Act of 1996 (RSA 1996a);

- the Non-Profit Organisations Act No. 71 of 1997 (RSA 1997b);

- the Municipal Structures Act No. 117 of 1998 (RSA 1998);

- the Municipal Systems Act No. 32 of 2000 (RSA 2000); and

- the Municipal Finance Management Act No. 56 of 2003 (RSA 2003).

As pointed out in the CoT (2016:14), NPOs within the regions of the municipality were to be funded to support the local government to curb the increasing socio-economic issues that had crippled development and harshened hunger in rural communities. In addition, the programmes that are be funded by the CoT (2016) have to be in line with the broad mandate of the CoT and had to be developmental in nature. These programmes have to include the following broad categories:
- "Services to children and families

- Health services

- Prevention of HIV and AIDS, support to people infected and or affected by HIV and AIDS;

- Youth care and development;

- Services to women;

- Victim empowerment services;

- Services to people with disabilities;

- Social crime prevention;

- Poverty alleviation programmes;

- Services to older persons;

- Prevention and support services for alcohol and substance abuse;

- Community empowerment services and development, including life skills education; and

- Drug and substance abuse initiatives including supply, demand and harm reduction" (CoT 2016:57).

Emanating from the above, the CoT (2018) do not provide evidence to substantiate whether NPOs in the CoT were funded as stated in CoT (2016).

An essential reference to the scope of funding by the CoT (2016:60) stipulates that "no organisation is entitled to funding and/or support based exclusively on its history or service delivery outputs". The CoT (2016:50) underlines:

> [T]he Health and Social Development Department will award funding and/or support to an organisation if its vision and missions are in line with existing departmental aims and objectives. This means that the unit for Social Development in the municipality plays a role its needs to those of NPOs who can assist and support them.

In 2018, the CoT (2018:154) reported that the Tshwane municipality had been delivering youth programmes to communities with the assistance of early childhood

development NGOs. No information is provided as regards the target number of youths the programme is reaching or the kind of outputs the youth are receiving.

It can be deduced from the CoT (2016) that the local government in Tshwane identifies the challenges facing NPOs in each ward and region in the municipality. However, the partnership between the CoT and NPOs is perceived by the CoT (2016) as merely financial.

The CoT (2016:61) acts as a formal document in clarifying the stance of the municipality where NPOs in the CoT are concerned. However, the CoT (2018) reports that not much has been done by the CoT to intensify poverty alleviation and sustainable livelihoods with youth development centre NPOs by the CoT.

In its latest report, the CoT (2019:127) mentions the city's efforts in intensifying social development through working closely with community-based organisations. The CoT (2019:127) states that, "these efforts are interventions to contribute to the government-wide fight against multidimensional poverty as expressed in the National Development Plan (NPC 2019) Vision 2030 (Vision 2030 2019).

The CoT (2019:129) confirms the city's intentions to establish new youth programmes targeted at mobilising youth economic opportunities and empowerment, and further mentions that "contentious engagements are currently underway with many organisations and institutions to establish partnerships in support of youth empowerment". Table 3.2 below shows the poverty alleviation efforts of the three different municipalities.

Table 3.2: Poverty alleviation or sustainable livelihood programmes of 3 municipalities

MUNICIPALITY	Programme Name	Municipal Partner
The City of Johannesburg	Poverty alleviation project	Community members
The City of Ekurhuleni	Youth empowerment and employment programme	Private sector

MUNICIPALITY	Programme Name	Municipal Partner
The City of Tshwane	City meets with Tshwane youth programme	10 early childhood development NGOs

3.8 IDENTIFYING NON-PROFIT ORGANISATIONS OF THE POVERTY ALLEVIATION AND SUSTAINABLE LIVELIHOOD PROGRAMME

The Poverty Alleviation and Sustainable Livelihood Programme (PASLP) (GDSD 2016:123) contracts NPOs on a one-year fixed contract from April to March the following year to render PASLP services to communities. Currently, 17 NPOs have met the criteria for funding by the DSD for the 2018/2019 financial year (GDSD 2018). The current study considered these NPOs to give a clear analysis of the skills programmes that are available in the CoT.

The GDSD (2015) refers to NPOs in the CoT as Youth Development Centres (YDCs). These NPOs are contracted to render services to youth in the community, and each has various skills programmes established, which are aligned to the sustainable livelihood objectives of the GDSD (2016) in the CoT.

The GDSD (2016:128) works hand in hand with NPOs that provide services in the areas of poverty alleviation, youth development with emphasis on access to information, social programmes, skills development and entrepreneurship to strengthen service delivery goals in the CoT in the following areas to:
- "improve income, asset and capabilities of poor families and communities;
- reduce income poverty amongst poor and vulnerable in Gauteng;
- implement youth programmes that assist youth to access decent work and participate in mainstream economy;
- support and strengthen family and community interventions that foster social cohesion; and
- implement food security programme to reduce urban poverty and hunger" (GDSD 2016:122).

Table 3.3 below provides an illustration of the funded NPOs in the CoT and the skills programmes available in communities. This information has been shared with the researcher by the GDSD (2018).

Table 3.3: Funded NPOs and skills development programmes in the CoT of the PASLP

Name of Organisation	Skills Development Programme offered
Region 1: Soshanguve, Mabopane, Ga-Rankuwa, Winterveldt	
NPO 1	Life skills Computer skills Cashier
NPO 2	Computer and office admin Cashier Baking and catering
NPO 3	Life skills Computer skills Security Cashier and merchandise
NPO 4	Life skills Computer Security
Region 2: Hammanskraal	
NPO 5	Life skills Computer skills Call centre Security
NPO 6	Life skills Computer skills Cashier Security
NPO 7	Life skills Computer Security
Region 3: CBD Tshwane, Hatfield, Atteridgeville, Sausville	
NPO 8	Life skills Computer Baking Cashier Mechanic

Name of Organisation	Skills Development Programme offered
	Security Furniture
NPO 9	Home-based care Hospitality Call centre
NPO 10	Life skills Computer Cashier
NPO 11	Life skills Computer Security Point of sale Call centre
Region 4: Olievenhoutbosch	
NPO 12	Life skills Computer Security Cleaning Cashier
Region 6: Mamelodi, Jan Niemand Park	
NPO 13	Life skills Computer
NPO 14	Life skills Computer Pest control Security
NPO 15	Life skills Computer Driver's licence Mechanic
Region 7: Bronkhorstspruit	
NPO 16	Life skills Computer Business
NPO 17	Life skills Computer

As shown in the table above, Region 5 is the only region that is currently not funded by government in the CoT. This further points to the need to diversify access of NPOs and to intensify efforts to ensure the programme objectives and aims are met. In addition, it may mean that NPOs in in Region 5 of the CoT do not meet the criteria for funding or that funding for 2019 was limited.

The GDSD (2018) recognises the role of NPOs in the PASLP. However, there is big difference in the work NPOs do versus what the department does. This is expressed in the DSD APP (DSD 2019) meaning that, although both parties often collaborate and work together, some of the work is done individually but still serving the same purpose.

For example, the Sustainable Livelihood Unit of the GDSD (2018a) has established and identified certain activities for ensuring poverty alleviation and sustainable livelihood in CoT communities through the three interventions (see GDSD 2017, Masinga 2009 and PMG 2013). These interventions are solely established by the DSD to intensify sustainable livelihood efforts within communities in the CoT and often work simultaneously with the efforts of NPOs through the identified programmes to ensure goals and objectives are achieved without interruption.

Through the Sustainable Livelihood Unit, the GDSD (2017:143) in the CoT has started the following activities through intervention processes to increase sustainable livelihoods and fight poverty within communities by providing:

3.8.1　School uniforms

The GDSD (2017:142) supplies school uniform to schools within the 7 regions in the CoT. These schools are near the NPOs that have collaborated with the GDSD in rendering services to communities. This form of intervention from the GDSD intends to intensify efforts to assist poor families within communities to improve access to school uniforms to vulnerable children.

3.8.2　War room on poverty

Masinga (2009) reports in an article on the intervention on war room on poverty by the DSD. Masinga (2009:1) states:

[F]ormer President Thabo Mbeki launched the national War room for a War Against Poverty initiative in 2008 to identify specific households and individuals in dire need and to put in place interventions that will help to alleviate their plight in those individual households.

While NPOs regularly focus on the youth and accelerating progress in their livelihoods (GDSD 2017), through the war room on poverty, the GDSD (2017) focuses on household profiling and food bank initiatives, such as delivering food parcels and daily food consumption through NPOs in communities.

3.8.3   Community mobilisation

The Parliamentary Monitoring Group (PMG) (2013) reports on the intervention for mobilisation that is directly linked to the progress of poverty alleviation and sustainable livelihoods within CoT communities. The PMG (2013:2) explains that this mobilisation is a quest from the GDSD to penetrate communities and to monitor the progress and change in the community livelihoods. The PMG (2013) emphasises that the mobilisation is aimed at identifying social change and aligning it with various programme indicators.

3.9   ROLE OF NON-PROFIT ORGANISATIONS IN THE CITY OF TSHWANE

In the quest to build sustainable livelihoods and establishing a trust that will fight poverty in communities, the CoT (2016) has identified the need to improve on the opportunities of social development and economic welfare for all. The CoT (2016:16) states, "the task of addressing communities by creating opportunities for employment and alleviating poverty is a shared responsibility on the part of local government as a sphere of government solely existing to improve the living conditions of the people".

The CoT (2016:42) has identified key performing areas where community empowerment and capacity building will take place together with NPOs to ensure that this responsibility becomes a reality. These areas are listed but are not limited to:
- "creating appropriate skills development programmes within local NPOs centres;
- targeting the previously disadvantaged and vulnerable in society;
- the identification of community needs;

- the identification of sustainable income-generating initiatives;

- greater focus on critical skills relevant to the demand in the market;

- sustained linkages of beneficiaries to opportunities;

- promotion of inter-governmental relations;

- establishment of public-private partnerships;

- promotion of integration methods within the municipality on empowerment; and

- shared perspectives on relevant learning initiatives."

The main aim of this chapter was to emphasise and discuss in detail the services NPOs provide or render in the CoT. This was done by exploring the PASLP in detail and understanding the differences and similarities in the work government does versus the work NPOs do (GDSD 2016).

The role of NPOs in the CoT is clear as stated by the (CoT (2016); however, the current study attempted to determine by evaluating the programme whether NPOs are effective in the work they do in the CoT and whether they are able to contribute successfully to reducing and fighting poverty through the sustainable livelihood approaches, programmes and efforts.

3.10 KEY CHALLENGES FACING NON-PROFIT ORGANISATIONS IN THE CITY OF TSHWANE

The CoT (2016) describes factors related to the measurement of poverty, population and unemployment – which have been commonly used to direct the allocation and distribution of resources and welfare services both nationally and within the provinces.

The assumption as discussed by the CoT (2016:13) is that "highly populated, poor, rural and under-resourced areas are prone to socio-economic problems, and that people in these areas are more vulnerable, particularly due to the limited support networks that respond appropriately to community needs" (CoT 2016:15).

The process of developing and empowering communities through NPOs has been a serious challenge for the City of Tshwane municipality. The CoT (2016:28), together with other stakeholders in local government, have identified challenges that stem from:

- "accessibility of services

- the inequitable distribution of services and resources between rural and urban areas informed by the CoT regionalisation approach

- the sustainability of emerging and disadvantaged non-profit organisations

- de-racialisation of facilities, such as centres for child care, older persons and people with disabilities;

- development of more community-based services;

- ensuring transfer of skills from established organisations to emerging organisations

- building the management and financial capacity of emerging organisations;

- development of affordable costing models;

- improving the infrastructure and resource base of historically marginalized non-profit organisations and communities;

- integration of the previously fragmented social services;

- moving away from a competitive individualistic service to cooperative and collective approaches that facilitate skills transfer and service integration;

- provision of an integrated service that responds appropriately to the needs of the community, recognising their strengths and capacity for empowerment, and maximizing utilisation of resources available in the community" (CoT 2016:31).

Imperative to note in the current study, is that community needs are often addressed differently as some will take preference over others and the availability of resources will always play an important role in the success stories of NPOs and be visible in the programme outputs of NPOs.

3.11   CONCLUSION

This chapter highlighted the national, provincial and local government functions with NPOs to render poverty alleviation and sustainable services and discuss the laws and policies that govern NPOs.

The chapter further utilised examples of the City of Johannesburg and the City of Ekurhuleni to show how differently municipalities operate in terms of poverty alleviation and sustainable livelihood efforts. Lastly, challenges facing NPOs in the CoT was explained (see CoT (2016).

CHAPTER 4:

RESEARCH METHODOLOGY, DESIGN AND DATA COLLECTION

4.1   INTRODUCTION

The previous chapter discussed the role of non-profit organisations (NPOs) in the Poverty Alleviation and Sustainable Livelihood Programme (PASLP) in the City of Tshwane (CoT). The purpose of this chapter is to outline the research design and process that the current study sought to apply. This chapter starts by providing a research overview of the study. The aim is to depict an overview of the research process.

The current chapter firstly reports on an analysis of the research by using Mouton's (2001) three-world framework to research. Secondly, the chapter briefly discusses philosophical assumptions and paradigms with justification of and reference to this study leading to the philosophical framework as deduced by the researcher. Thirdly, the research designs and approaches relevant to this study are discussed. Fourthly, data collection methods of the study are discussed, emphasising the most suitable data collection method for the study. Fifthly, the population and sampling relevant to this research are discussed, showing the direction this research followed and those involved in the study. A criterion to establish trustworthiness in the study is detailed by the researcher and a data analysis and interpretation discussion will follow providing steps that were taken.

Lastly, this chapter concludes by reporting the limitations and delineations identified in the study, stipulating the ethical considerations of the study and concluding the direction that the study took in preparing for the discussion of findings and interpretation of results.

4.2   RESEARCH OVERVIEW

The purpose of this research overview is to outline the research process of the study. The intention is to depict the process and steps mentioned above to paint a clear picture for the reader to understand the methodology that was utilised for this research study. Overall, this overview aims to reflect the reliability and validity of the data that

was collected to ensure that the research process complied with the ethical considerations.

Figure 4.1: Research overview process

4.3   MOUTON'S THREE-WORLD FRAMEWORK

According to Mouton (2001:137), "research problems are usually formulated in order to address real-life problems in the social and physical world such as stress, unemployment, crime, violence, poverty and many more".

While this is true, one would believe that research problems allow us not only to address these real-life problems but also to understand and to situate ourselves systematically in the mental and physical state within which they appear and logically derive best possible ways of solving these problems (Mouton 2001:137).

Mouton (2001) states that according to this analysis, research is like a door that opens many other doors of multiple possibilities. In addition, research allows us to understand and address things we may not necessarily see or are able to describe.

In Mouton's (2001:138) analogy of research, the world exists in three frames. This framework is based on a distinction between:

- World 1: The world of everyday life and lay knowledge

- World 2: The world of science and scientific research

- World 3: The world of meta-science

World 1: The world of everyday life and lay knowledge

As stated by Mouton (2001:138), World 1 is the space within which we exist, and which comprises our everyday influences in our multiple contexts. Mouton (2001:140) suggests that in the everyday world, we produce and use knowledge of different kinds. Mouton (2001:141) says:

> [T]his is referred to as lay knowledge; the stock knowledge that we use in everyday life that enables us to cope effectively with our daily tasks. This is the knowledge that the researcher has acquired through learning, experiences and self-reflection.

Lastly, according to Mouton (2001:141), "human beings apply this lay knowledge to solve general everyday problems, to reach consensus and gain insight into everyday tasks. This knowledge allows us to live a good life and make our own choices."

World 2: The world of science and scientific research

Mouton (2001) mentions that, apart from existing in World 1, some human beings aspire to belong in World 2. Mouton (2001:144) argues that, once you have decided to embark on a master's or doctorate study, you have entered the world of science. According to Mouton's (2001) analysis, "perhaps the most distinctive feature of the scientific enterprise is that the scientist selects phenomena from World 1 (the multiple contexts of everyday life) and makes these into objects of inquiry".

Mouton (2001:138) emphasises:

> [A]lthough ordinary people in World 1 occasionally reflect on the nature of things, it is only in the world of science that we subject objects to systematic and rigorously enquiry. The search for truth or truthful knowledge is the overriding goal of science.

World 3: The world of meta-science

Mouton (2001:139) adds that human beings continuously reflect on their actions, and says –

> [T]his is true in World 1, where we regularly subject our own actions and decisions to self-criticism, where we wonder why we decided to do something in the way that we did and where we reflect on the reasons and justifications for certain actions.

This reflection as described by Mouton (2001:139) is even more prevalent in the world of science, as he says, "[a]s scientists, we have to constantly submit our research decisions to critical reflection (which theory to select; which indicators to use in the measurement of a phenomenon; which research design to choose)."

Popper (1963:35) argues that, because science is a self-correcting enterprise, we constantly submit our decisions to quality checks to attain truthful and valid results.

The meta-science involves a reflection on the nature of science and scientific research that exceeds ordinary surface reasoning by researchers (Mouton 2001).
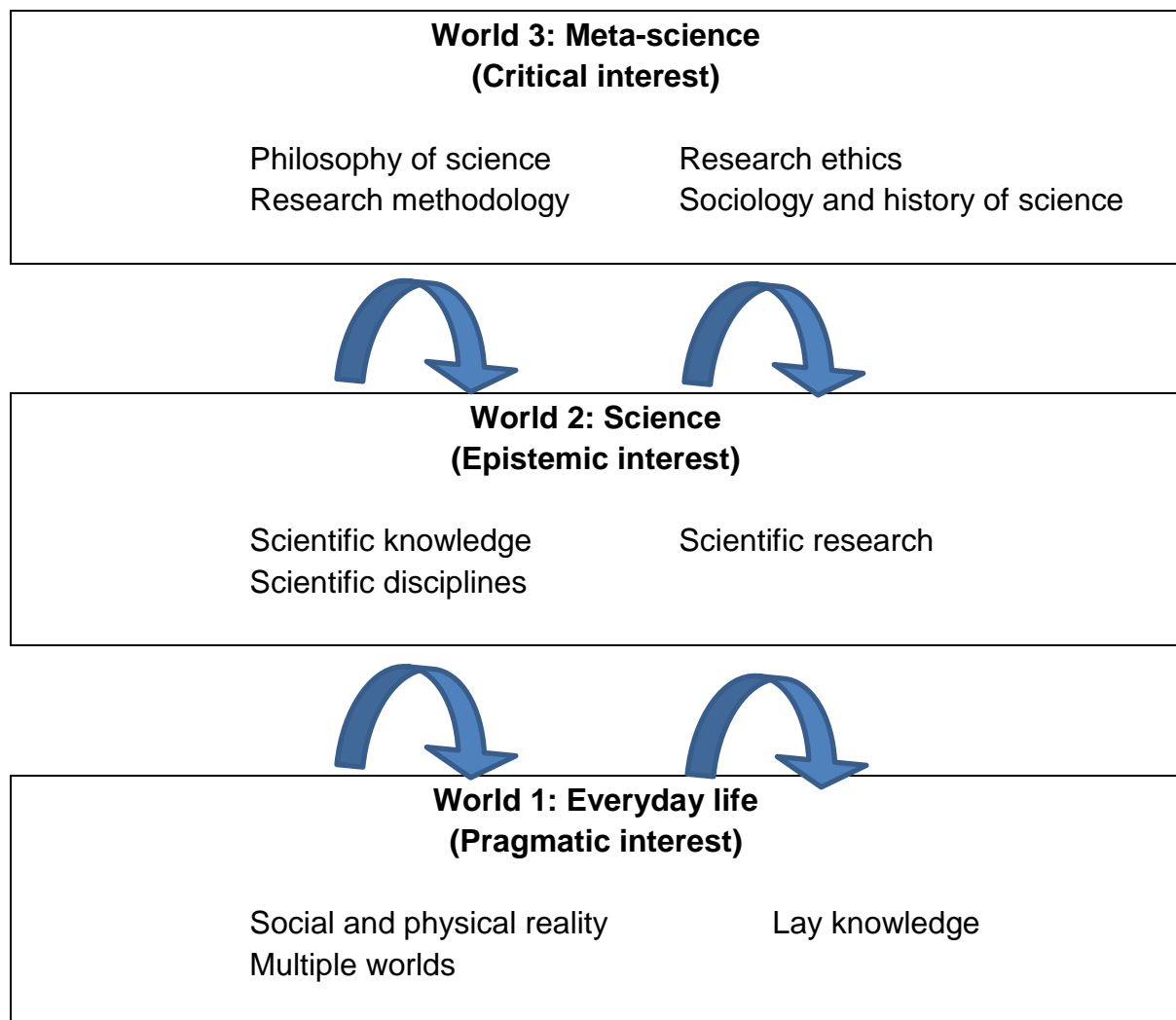
Figure 4.2: Mouton's framework of the three worlds

Source: Mouton (2001:139).

This research took place in the context of Worlds 1 and 2. This combination of lay knowledge and scientific research as discussed in Mouton (2001) allowed the researcher to think and observe beyond the experiences of poverty in the community but also to look at the context within which NPOs exist and operate.

This study involved the government and NPOs in multiple contexts and sought to establish insight on the use of social programmes in the CoT. This enabled the

researcher to reach a consensus on how certain actions taken by one organisation could affect and influence another and the effect thereof on the research problem.

Emanating from Mouton's (2001:139) analysis, this reflection enabled the researcher to develop valid and concise reasons why certain actions have been taken and how one would be able to make better-informed decisions in future. This is to ensure that poverty-related issues are tackled and resolved, something which can be done in the long term through understanding the effectiveness of NPOs on poverty reduction.

The premise of this thought is embedded in the fact that, to reduce poverty levels in a community, there will have to exist a multidimensional manner of thinking by more than one organisation, that is, a ways of thinking that adopts a variety of strategies and plans of action (McGuire 2006).

The existence of NPOs in the affairs of government embraces this multidimensional way of solving one problem as emphasised by McGuire (2006:34). It is by accepting this train of thought that common objectives and goals are met speedily.

4.4   PHILOSOPHICAL ASSUMPTIONS

According to Creswell (2013:34), "philosophy refers to the use of abstract ideas and beliefs that inform our research. Researchers understand the importance of beliefs and theories that inform their work and actively write about them in their research".

Carnaghan (2013:1) adds, "[when] researchers undertake any study, they are in effect agreeing to its underlying philosophical assumptions, while bringing to the study their own world views that end up shaping the direction of their research".

In Creswell's (2013: 35) analysis, four theoretical assumptions are described as follows:

4.4.1   Ontological

For Creswell (2013), ontology refers to the nature of reality and its characteristics. He continues to mention that researchers embrace the idea of multiple realities and report on these multiple realities by exploring multiple forms of evidence from different individuals' perspectives and experiences (Creswell 2013:36).

In the context of this study, ontology informed the nature of reality of NPOs in the CoT. The very nature of one NPO differs considerably from the next although these NPOs operate on the same PASLP. NPO experiences and perspectives on poverty alleviation and sustainable livelihood also vary. One NPO's challenge for example is going to be different from that of another.

4.4.2 Epistemological

Creswell (2013:36) defines the term 'epistemological' as how researchers know what they know. Creswell (2013:36) says, "researchers try to get as close as possible to participants being studied. Subjective evidence is assembled based on individual views from research conducted in the field" (Creswell 2013:37).

In the same light, Creswell (2013:37) later emphasises, "the longer researchers stay in the field or get to know the participants, the more they know what they know from first-hand information".

In view of the epistemological stance of this study, it was necessary to understand a wide range or a representative number of NPOs in the CoT that were to be interviewed so that trustworthiness and credible information could be reflected in the findings of the study. This meant that, for researchers to confirm or deny conclusions relating to the research problem and objectives, sufficient views from as many NPOs as possible needed to be studied.

4.4.3 Axiological

To add, Creswell (2013:41) mentions that axiological assumption is concerned with the role of values in research. Creswell (2013:41) further attests, "researchers make their values known in the study and actively reports their values and biases as well as the value-laden nature of information gathered from the field".

Creswell (2013:41) emphasises this with an example that, this is essentially the stage where a researcher positions himself or herself in the study.

The axiological view of the study concerns itself with how the researcher views the values related to the study as described by Creswell (2013). The axiological

assumption as stated by Creswell (2013:42) depicts the meaningfulness of the study to the problem statement at hand (see 1.4).

For example, in the current study, the researcher was driven by NPO effectiveness and poverty reduction and sustainable livelihood in communities. The way the researcher views NPOs is that, these NPOs are capable organisations ready to work hand in hand with government in eradicating poverty in communities. The researcher further noted that these organisations and their skill development programmes contribute significantly to overall community development in the City of Tshwane. In addition, in terms of ensuring ethical consideration of this study, the researcher paid attention to the context of NPOs as independent organisations from government and also to the context of NPOs as recipients of government funding.

Permission for the study was obtained individually from all NPOs and government, with the promise to maintain confidentiality and eliminate conflict of interests. Consent forms were circulated to all participants in order to adhere to all ethical requirements of this research.

4.4.4   Methodology

Methodology refers to the methods used in the process of research as mentioned by Creswell (2013). Creswell (2013:43) explains that "these methods are inductive, emerging, and shaped by the researcher's experience in collecting and analysing the data". Creswell's (2013:44) adds that methodology identifies that, sometimes "research questions change in the middle of the study to reflect better types of questions needed to understand the research problem. In response, the data collection strategy, planned before the study, needs to be modified to accompany new questions."

It is evident that ontology and epistemology inform the methodological assumption and stance of research (see Creswell 2013). In the current study, the methodology was interested in how the researcher intended to map and collect the information about NPO effectiveness in the CoT and how the evaluation of the PASLP would take place. In the current study, the methodology comprised stating the paradigms, the research design, the data collection tools and ways in which data analyses would take place.

4.5 RESEARCH PARADIGMS

According to Bertram and Christiansen (2014:22), "a research paradigm represents a particular worldview that defines, for the researchers who hold this view, what is acceptable to research and how this should be done".

The following assumptions are explained by About Manuel (2010:1) regarding paradigms.

4.5.1 Positivism

About Manuel (2010:1) explains that positivism holds the view that the goal of knowledge is simply to describe the phenomena that we experience. The purpose of science as stated by About Manuel (2010) is sticking to what we can observe and measure. About Manuel (2010:2) expresses:

> [K]nowledge of anything beyond that is impossible. In the positivist view, the universe is deterministic. It operates by laws of cause and effect that we could discern if we apply the unique approach of the scientific method. Science is largely a mechanical affair.

About Manuel (2010:3) adds, "the key approach of the scientific method is the experiment, the attempt to discern natural laws through direct manipulation and observation. Positivism mainly relies on testing theory by the using numbers or quantity."

4.5.2 Post-positivism

Post-positivism, as recognised by About Manuel (2010:3), is that all observation is fallible and has error, and that all theory is revisable, and –

> [W]here the positivist believed that the goal of science was to uncover the truth, the post-positivist believes that the goal of science is to hold steadily to the goal of getting it right about reality, even though we can never achieve that goal.

According to About Manuel (2010:12), "post-positivism recognises that the way scientists think and work and the way we think in our everyday life are not distinctly

different. Scientific reasoning and common-sense reasoning, in this instance, are essentially the same process." Post-positivism as confirmed by About Manuel (2010:11) relies on the building of or the contribution to theory or knowledge.

Creswell (2014:9) on the other hand views, post-positivist researchers as a series of logically related steps that believe in multiple perspectives from participants rather than a single reality and espouses rigorous methods of qualitative data collection and analysis.

O'Leary (2004:6) provides a definition of post-positivism, which aligns in some sense with the constructivist paradigm (see Bryman and Bell 2014) claiming that post-positivists see the world as ambiguous, variable and multiple in its realities – "what might be the truth for one person or group may not be the 'truth' for another" (O'Leary 2004:6).

4.5.3   Interpretivism

Sufficient to upholding Creswell's (2014:9) view on post-positivism, interpretivist paradigm are often referred as similar as discussed by Sanders, Lewis and Thornhill (2016:140) as "an emphasises that humans are different from physical phenomena because they create meanings".

In addition, Sanders et al. (2016:40) confirm, "the purpose of interpretivist research is mainly to create new, richer understandings and interpretations of social worlds and contexts".

Bertram and Christiansen (2014:25) contend that the interpretivist paradigm has evolved as a response to or criticism of positivism and post-positivism. Bertram and Christiansen (2014:26) remark:

> [T]he purpose of interpretivism is to develop a greater understanding of how people make sense of the contexts in which they live and work. This means researchers do not aim to predict what people will do but rather to describe and understand how people make sense of their worlds and how they make meanings of their actions.

4.5.4   Constructivism

In comparing the interpretivism and constructivism paradigm, Bryman and Bell (2014:16) suggest, "social phenomena and their meanings are being produced continually by social actors, individually and collectively through social interaction". This, as stated by Bryman and Bell (2014:16) implies that reality is in a constant state of flux, is subjective and that multiple realities co-exist.

In addition, Honebein (1996:7) describes "constructivism paradigm as an approach that asserts that people construct their own understanding and knowledge of the world through experiencing things and reflecting on those experiences". In addition, as stated by Hein (1991), constructivism is based on the analogy or basis that people form or construct much of what they learn through experience.

In Mackenzie and Knipe (2006:193), constructivism is portrayed in a similar way as the interpretivist paradigm, which suggests that constructivists do not generally begin with a theory (as with post-positivism); rather, they "generate or inductively develop a theory or pattern of meanings" (Creswell 2003:9) throughout the research process.

According to Mackenzie and Knipe (2006), the constructivist researcher is most likely to rely on qualitative data collection methods and analysis or a combination of both qualitative and quantitative methods.

As a result, it is likely for a researcher to get confused as paradigms of this nature often overlap and cut across each other in interpretation. In 4.6 below, the researcher formulates a clear philosophical framework of the study from the findings reported above.

4.6   PHILOSOPHICAL FRAMEWORK

Researchers appear to have different views on the interpretations and meanings of philosophical assumptions and paradigms (see Bryman & Bell 2014:17; Creswell 2013:9; Guba & Lincoln 1994:109; Mackenzie & Knipe 2006:196).

After examining various literature on post-positivism, particularly looking at the interpretivist and constructivist paradigm, it was evident that the above authors use

these terms interchangeably. Mackenzie and Knipe (2006:193) also suggest that there is no big difference in interpretivist and constructivist researchers.

For one, according to Creswell (2013:9), social constructivism is often described as interpretivism. Creswell (2014:109) also identifies the post-positivist inquiry view as similar to interpretivism.

Mackenzie and Knipe (2006:196) recognise both terms as one term, which grew out of the philosophy of Edmund Husserl's phenomenology and other German philosophers' study on interpretive understanding called 'hermeneutics' (see Prasad 2002:14).

However, Bryman and Bell (2014:17) and Guba and Lincoln (1994:109) distinguish between the two terms and define them differently. In Bryman and Bell (2014:114), interpretivism is seen as an alternative to the positivist doctrine that dominated research for decades.

Interpretivism as eluded by Guba and Lincoln (1994:109) assumes that any research approach needs to respect the differences between people and the objects of natural sciences while, in Bryman and Bell (2014:114) state that, constructivism asserts that social phenomena and their meanings are being produced continually by social actors, individually and collectively through social interaction. This further implies that reality, as expressed in World 1 (see 4.3), is in a constant state of flux, and is subjective and that multiple realities co-exist.

Unlike Creswell (2014:9), Mackenzie and Knipe (2006:196) define interpretivism as similar to constructivism as a paradigm with the intention of understanding the world of human experience, suggesting that reality is socially constructed and that multiple realities co-exist and bring greater meaning to social interactions. This further implies that researchers tend to rely upon the participants' view of the situation being studied as stated by Creswell (2003:8) and recognise the effect of the research on their own background and experiences.

From the above analysis, the current study was mostly aligned with the constructivist paradigm. This is because, as expressed in Guba and Lincoln (1994:113), "the aim of inquiry in constructivism is aimed mostly at the understanding and reconstruction of

the constructions that people (including the inquirer) initially hold, aiming towards consensus but still open to new interpretation as information and sophistication improve". Most importantly, the criterion for progress in constructivism is that, over time as expressed by Guba and Lincoln (1994), everyone formulates more informed and sophisticated constructions and become more aware of the content and meaning of competing constructions.

The purpose of this philosophical framework (see 4.6) was for the researcher to contextualise the research thought process for the study. In the current study, the goal is to also simplify and locate the thinking of the researcher's worldview, so the audience is better informed of the research design and method to follow.

4.7   RESEARCH DESIGNS

The purpose of this study was to discuss the effectiveness of NPOs in the CoT by evaluating the PASLP.

In evaluating the PASLP, the researcher tried to describe the progress made by the programme in the period 2015 to 2018, and to assess whether NPOs had been effective in playing their role in delivering services to communities. It was imperative for the researcher to select a research design, which was aligned with the research objectives (see 1.6) and purpose of the study (see 1.12).

A research design, as defined by Kumar (2014:122), "is the road map that you decide to follow during the research journey to find answers to your research questions as validly, objectively, accurately and economically as possible".

In conceptualising a clear research design for this study, Kumar (2014:122) acknowledges the existence of various research objectives such as descriptive, correlational, explanatory and exploratory. Kumar (2014:13) briefly explains these research study objectives as follows:

4.7.1   Exploratory research objective

Kumar (2014:123) states that research is exploratory when the study is undertaken with the objective either of exploring an area where little is known or of investigating the possibilities of undertaking a research study.

4.7.2 Explanatory research objective

To Kumar (2014:123), this type of research attempts to clarify why and how there is a relationship between two aspects of a situation or phenomenon, such as government and an NPO in the context of this study.

4.7.3 Correlational research objective

Kumar (2014:123) states that, in correlational research, the idea is to discover or establish the existence of a relationship, association or interdependence between two or more aspects of a situation or phenomenon. In the current research, correlational research was used in an attempt to explore the association of NPO effectiveness with the progress of the PASLP.

4.7.4 Descriptive research objective

Relevant to this study, Kumar (2014:124) defines descriptive research as "particularly interested in describing systematically a situation, problem, phenomenon, service or programme or provides information about living conditions of a community or describes the attitude towards an issue".

Kumar (2014:124) adds that it is about describing the prevalence of poverty as a socio-economic issue in communities such as in the CoT. More so, descriptive research attempts to assess how effective NPOs are in delivering services to communities by utilising the PASLP.

Having explored the various research objectives above, it is evident that there are three prominent research methods that inform research study, namely quantitative qualitative, and mixed methods. For Kumar (2014:124), the core difference between the three is the extent of flexibility permitted to one as a researcher in the research process. These research methods are explained in detail as follows:

4.7.5 Quantitative research

According to Kumar (2014:125), a quantitative research approach is:

> [R]rooted in the rationalism; follows a rigid, structured and predetermined set of procedures to explore; aims to quantify the extent of variation in a phenomenon; emphasizes the measurement of variables and the

objectivity of the process; believes in substantiation on the basis of a large sample size; gives importance to validity and reliability of findings and communicates findings in an analytical and aggregate manner, drawing conclusions and inferences that can be generalised.

4.7.6   Qualitative research

The qualitative research was the most suitable method for conducting the current study and accurately answering the research problem because this method allowed the researcher through semi-structured interviews to understand the experiences and perceptions of NPOs and the work they do in the City of Tshwane.

The qualitative research – unlike the other research methods – as stated by Kumar (2014:124), is:

> Embedded in the philosophy of empiricism; follows an open, flexible and unstructured approach to enquiry; it aims to explore diversity rather than to quantify; emphasise the description and narration of feelings, perceptions and experiences rather than their measurement and communicates findings in a descriptive and narrative rather than analytical manner placing no or less emphasis on generalisations.

Informed by Kumar (2014), qualitative research was the most preferred method because it supported the selected constructivist paradigm of the current study as the researcher wanted to find out more on the perceptions and experiences of NPOs to better assess the effectiveness or ineffectiveness of these organisations to render poverty alleviation and sustainable livelihood services as in CoT communities. This was solely based on the premise that experiences of NPOs differ, especially when rendering services to communities through the PASLP.

It was imperative in the current study to use the descriptive research objective and the qualitative research design to answer why poverty had increased regardless of the many interventions government has implemented, such as working with NPOs in the CoT to alleviate poverty, and skills development programmes to ensure sustainable livelihood communities.

In using this approach, the researcher was interested in determining the extent of the problem and wanted to explore the nature in which this issue arose and explain and justify the view towards the problem further.

4.8   DATA COLLECTION METHODS

Kumar (2014:125) adds that in qualitative research design, various methods of data collection are used to answer the research questions. For the current research, the researcher omitted those methods that were not relevant to the study. In gathering information on how to answer the research problem, the following two data collection methods were used. The researcher utilised semi-structured interviews and document analysis) to collect information on the study.

Hox and Boeije (2005:1) states that the "primary data source refers to the first approach of gathering information". For this study, the primary data source included finding out first-hand about the experiences of NPOs as organisations working with the GDSD, ascertaining the needs of the communities in the CoT by evaluating the PASLP and assessing whether NPOs are effective or ineffective in delivering PSALP services.

Hox and Boeije (2005:2) add that "secondary data source refers to the second-hand information to find out more about the problem through means of extracting and analysing data from official documents. For this study, DSD and GDSG annual reports, the DSD 2018 Annual Performance Plan (APP) of NPOs and the GDSD 2018 NPO internal report on the PASLP were evaluated for the period 2015 to 2018.

The primary data collection method for this study is described below.

4.8.1   Semi-structured interviews

According to Kumar (2014:176), "interviewing is a commonly used method of collecting information from people". Interviews are interested in the face to face interaction between two individuals with a specific purpose in mind" (Kumar 2014:176).

Kumar (2014:176) adds, "semi-structured interviews unlike the other unstructured interviews, is a data collection process whereby the researcher sets a predetermined list of questions to ask the interviewee in a standardized and orderly fashion". Kumar

(2014:176) further mentions that some of the advantages of semi-structured interviews are that these interviews provide uniformity of information which assures the comparability of data.

Informed by (Kumar 2014), semi-structured interviews provided the most suitable data for the current study because it was important for the researcher to structure the questions in a way that would allow content of the research problem to stay relevant throughout and to establish consistency with the research questions and objectives. For this reason, the researcher interviewed both NPOs in the CoT as well as GDSD officials working on the PASLP at the Sustainable Livelihood Unit.

4.8.2   Document analysis

In this study, the researcher made use of secondary data from official DSD and GDSD documents on the PASLP for the period 2015 to 2018.

Based on an analysis of Altheide, Coyle, De Vriese and Schneider (2008:129), one of the reasons for using document analysis is to evoke thought and help the researcher to engage the research questions in a logic way that supplements first-hand data.

In justifying the choice of analysing secondary data for this study, the researcher felt it was imperative to evaluate the programme documents to be able to analyse and understand the environment within which NPOs work and co-operate with the DSD better. This enabled the researcher to complement the primary data with the secondary data and to evaluate the progress of the PASLP and the understand the stance of NPOs in order to establish consistency and replicability for the period of 2015 to 2018.

4.9   SAMPLING AND POPULATION

As stated in Welman, Kruger and Mitchell (2005), it is essential for all researchers to have a clear and concise research design and data collection method to be able to establish the study sample and population. According to Welman et al. (2005:52), "any research problem therefore relates to a specific population and that population encompasses the total collection of all unit analysis about which the researcher wishes to make specific conclusions".

The population of this research study comprised of 4 005 registered NPOs in the CoT according to the NPO Register (see DSD 2018c) and 30 officials of the Sustainable Livelihoods Unit of the GDSD in the CoT as reported (see GDSD 2018).

However, in answering the research problem, a non-probability sampling strategy was utilised to select the sample of the research further. The non-probability sampling strategy used to select the sample for the study was the purposive sampling technique, as recommended by Welman et al (2005). Welman et al. (2005:68) postulate, "purposive sampling is the most important type of non-probability sampling". The authors assert, "researchers rely on their experience or previous research to deliberately obtain units of analysis in a such a manner that the sample they obtain may be regarded as being representative of the relevant population" (Welman et al. 2005:69).

Emanating from the above, the selected sample of this study comprised of 12 selected NPOs that had been funded by the GDSD to render services in the CoT on the PASLP for the period 2015 to 2018. This number is reflective of the NPOs that the GDSD fund annually, which is between 10 to 12 NPOs. In addition, a total of five GDSD officials of the Sustainable Livelihood Unit at the GDSD in the CoT were interviewed. These were those officials who directly worked with NPOs on the programme at the time and who had knowledge of the operations of NPOs and progress of the PASLP. The five officials were one NPO coordinator and four community development practitioners.

4.10   CRITERIA TO ESTABLISH TRUSTWORTHINESS

Keeping in mind the research overview of the study (see 4.2), it has become critical for researchers to confirm how they plan to verify the trustworthiness of their research and the quality of the findings of their research as stated in Kumar (2014). Kumar (2014:218) suggests:

> [Perhaps] one of the most important tasks any researcher ought to have is the ability to demonstrate without a doubt that the research instrument selected is finding out what it is designed to do and is consistent in its findings when used repeatedly.

To establish this consistency in findings, Kumar (2014:218) eludes that it is important to add value to one's research by adhering to the criteria to establish trustworthiness in qualitative research by taking into consideration the following:

4.10.1 Credibility

According to Trochim and Donnelly (2010:149), "credibility involves establishing that the results of the qualitative research are credible or believable from the real-life perceptions of the participants in the research".

To establish credibility, the researcher interviewed 12 NPOs out of the identified 17 funded NPOs by the GDSD. This number was selected to increase credibility of the findings and to get as many different perspectives and experiences of NPOs in the CoT working on the PASLP between during the period 2015 to 2018 as possible. It was hoped that the perspectives of the five DSD officials would add value to the findings on NPO effectiveness as well as give a different view on the progress made by the programme over the preceding four years.

4.10.2 Transferability

Trochim and Donnelly (2010:149) add that transferability "refers to the degree to which the results of qualitative research can be generalized or transferred to other contexts or settings".

To achieve this in qualitative research, Trochim and Donnelly (2010:150) assert that the researcher will have to describe extensively and thoroughly the process that was adopted for others to follow and replicate. To ensure transferability of the results, the researcher attempted to gain more than one perspective and experience on the research problem at hand.

Although the study focused on NPO effectiveness in the CoT, the context in which the GDSD and NPOs were working together as partners in service delivery to solve high levels of poverty was important. In addition, because the current study only focused on funded NPOs, there was a possibility to generalise the challenges that NPOs face from province to province and from municipality to municipality. The tendency for generalisation was intended to establish a pattern of consistency through evaluating

official public documents as well as experiencing face-to-face interactions with the subjects for this research.

4.10.3 Dependability

To add, Trochim and Donnelly (2010:149) contend, "dependability is interested in whether one can obtain the same results if they observe the same thing twice". Trochim and Donnelly (2010:149) confirm that, as qualitative research is often flexible and open in nature, it often struggles with this criterion unless a well-structured, detailed process is established.

Bearing this in mind, the researcher opted to utilise a semi-structured interview method to collect the primary data in order to ensure optimal dependability for the study. The predetermined set of questions increased control, structure and content of the findings, as explained by Kumar (2014).

The predetermined thought process of a semi-structured interview also allowed the researcher to ensure the same order of questioning and the same wording, which will increase reliability and dependability of the results as explained by Kumar (2014). This comprises, for example, asking participants the same pre-set questions and somehow controlling the answers that should be given instead of relying on an unstructured interview.

4.10.4 Confirmability

Confirmability, as stated by Trochim and Donnelly (2010:149), "refers to the degree to which the results could be confirmed or corroborated by others". As defined by Trochim and Donnelly (2010:149), "confirmability is closely related to reliability and validity in qualitative research and this is only possible if researchers follow the process in an identical manner for the results to be compared".

To be able to establish confirmability within the current study implied being able to assess the manner in which the process took place – from listening to the audio recordings of the interviews conducted with both NPOs and GDSD officials, to being able to analyse the DSD and GDSG annual reports and evaluating the progress made on the PASLP over the period 2015 to 2018 and reporting the shortcomings

4.11   DATA ANALYSIS AND INTERPRETATION OF RESULTS

Miles and Huberman (1994:10) capture significantly the stance of data analysis of this study. The authors define data analysis consisting of three flows of activity: data reduction, data display, and conclusion drawing and verification (Miles & Huberman 1994:10).

The data reduction process, as stated in Miles and Huberman (1994:11), involved identifying main themes and sub-themes emanating from the main research findings and organising the information from the interviews by classifying codes under the main themes and looking for patterns by comparing it to the research questions and objectives achieved. Both interviews with GDSD officials and NPO managers underwent the data analysis flow of activity process to ensure confirmability of the results.

In addition, the exact responses of the semi-structured interviews are reported in the thesis verbatim and unedited. Responses from participants are identifiable and written in italics.

Some of the information emanating from the research findings will be displayed through figures and tables. These displays of data aim to simplify the data for the audience to understand it better and in a summarised manner.

Bertram and Christiansen (2014:116) report, "conclusion drawing and verification is the last aspect of analysis includes what is referred to as pattern coding". The authors describe establishing consistencies and repetitions in the data collection and argue, "[this] will enable the researcher to construct meanings and possible explanations regarding answering the research problem" (Bertram & Christiansen 2014:116).

This process, as explained by Bertram and Christiansen (2014:116), is only possible once analysis has been completed because it is a process that takes place at the end of the research process.

The qualitative data collected for the study was analysed and interpreted by means of a data software application, ATLAS.ti, using content analysis. For Kumar (2014:318),

content analysis simply "means analysing the content of the interviews to identify the main themes that emerge from the responses given by the participants".

Through the identification of the main themes that emerged from the results and considering the research objectives, the researcher was able to:

- achieve data managing and organising;

- identify main themes;

- assign codes to the main themes;

- categorise responses for interpretation;

- integrate responses and themes to create patterns and consistencies; and

- present data findings through visuals (Kumar 2014:318).

4.12   LIMITATIONS AND DELINEATION OF THE STUDY

Taking into consideration the population of NPOs in the CoT NPO Register (DSD 2018c), the current study held various limitations and delineations. These restrictions made the researcher cautious during the process of collecting, analysing and interpreting the data collected.

The limitations of this study were as follows:

- only 12 out of 17 funded NPOs in the CoT were selected for this study;

- these 12 NPOs had to be registered and had to have a good NPO status with the DSD from 2015 to 2018;

- the 12 NPOs should have received funding from the GDSD for the period 2015 to 2018;

- only five officials of the GDSD working for the SLP were considered; and

- those GDSD officials that were interviewed needed to have direct contact and involvement with the PASLP in the CoT regions and funded NPOs at the time of the study.

4.13   ETHICAL CONSIDERATIONS

Bertram and Christiansen (2014:65) explain that ethics is founded on three ethical principles, namely autonomy, non-maleficence and beneficence.

Welman et al. (2005:181) complement the above by describing the three stages of a research project, namely:

- "when participants are recruited;

- during the intervention or the measurement procedure to which the participants are subjected; and

- in the release of the results obtained".

In upholding the ethical considerations of this study, this researcher:

- respected and adhered to maintaining confidentiality of the information of participants and data;

- displayed complete competence and professionalism towards participants and research process;

- sought permission from participants and communicated with the participants so that they could understand the process of the research study;

- confirmed data collected with participants before analysing it; and

- reported results in a truthful, valid and reliable manner.

4.14   CONCLUSION

This chapter provided a detailed overview of the research methodology, research design and the data collection methods of this study. In providing this overview, it was clear that the objective of the study was to provide a direction for the discussion of results to follow. This study chose the qualitative research approach as the selected method and explored the techniques and tools to be used when reporting the main research findings.

CHAPTER 5:
PRESENTATION AND DISCUSSION OF THE RESEARCH DATA FINDINGS

5.1   INTRODUCTION

While the previous chapter focused on the research methodology, the design and data collection process of the study highlighting the data analysis and research process that were utilised, this chapter aims to present and discuss the findings of the data collected on the study on non-profit effectiveness in the CoT and an evaluation of the PASLP for the period 2015 to 2018 (GDSD 2016). This chapter presents and discusses the research findings from the semi-structured interviews and official documents analysed. The semi-structured interviews were conducted with the sample of 15 participants who were identified as NPOs in the CoT who had received funding from the GDSD's PASLP for the period 2015–2018 as well as officials of the DSD who were working directly with the NPOs at the Sustainable Livelihood Unit at the Gauteng DSD at the time of this research. The data collected by the researcher will be shared to give ground to the findings that follow.

Firstly, this chapter presents the biographical information collected from the officials working at the Sustainable Livelihood Unit and NPO managers in the CoT. A presentation of the data findings will follow the data collected during the semi-structured interviews with DSD officials and NPO managers in the CoT. Secondly, this chapter also presents the results of the analysis of official government documents of the DSD in order to present findings on the evaluation of the PASLP. These documents are the annual GDSD official reports and the APPs for the period 2015 to 2018.

The chapter concludes with a presentation of the themes and sub-themes that emerged from the data findings, and a discussion of the themes in the summary and recommendation chapter to follow.

5.2   BIOGRAPHICAL INFORMATION OF PARTICIPANTS

Connelly (2013) states that the presentation of demographic information of participants in qualitative research improves the assessment of the trustworthiness of the study. Connelly (2013:271) adds, "demographic data should help demonstrate the appropriateness for the study". The current study had a 98% response rate with only

two participants not being available or not interested to be part of the research. Section 5.2 will present the gender, age, years of work experience and highest qualification of the participants involved.

5.2.1 Gender of participants

Participants provided their gender at the beginning of the semi-structured interview. The results are displayed in Figure 5.1 below.
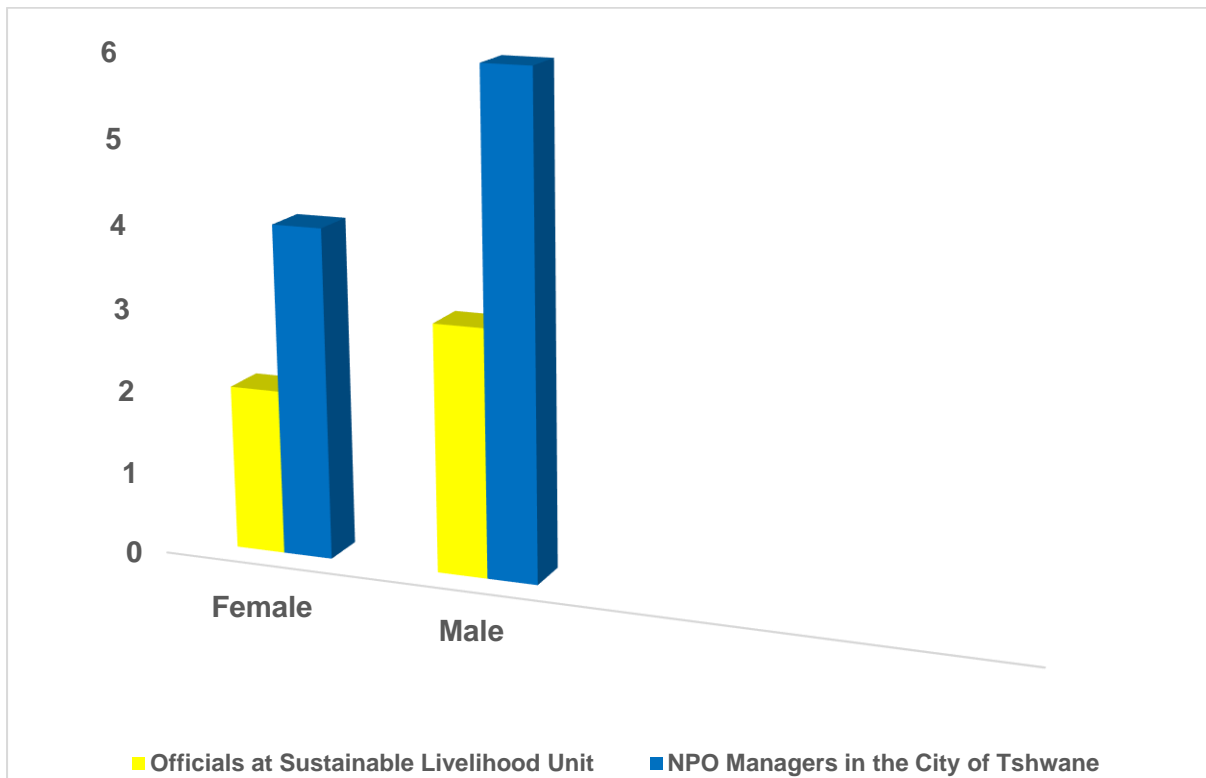
Figure 5.1: Gender representation of participants

This figure represents the gender of the total 15 participants. Of the five officials, two were female and three were male, and of the 10 NPOs, four NPO managers were female and six were male. This information reveals that 40% (6) participants were female and 60% (9) participants were male.

5.2.2 Participants' age in years

Participants provided their age at the beginning of the semi-structured interview. The ages represented in the sample are displayed in Figure 5.2.
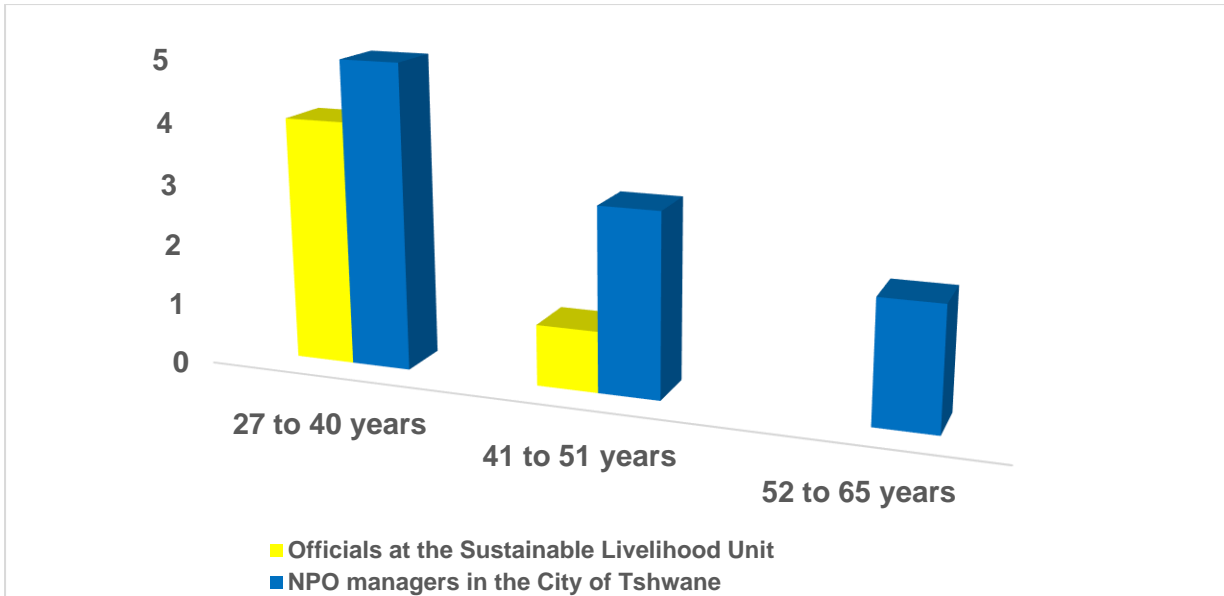
Figure 5.2: Participants' ages in years

Of the 15 participants interviewed (NPO managers and officials of the DSD), the ages most represented fell in the category 27 to 40 years old, which comprised 60% (or 9 participants) of the sample. Four participants were between the ages 41 years and 51 years old, comprising 27% of the sample, and only two participants (or 13% of the interviewees) were near the age of retirement, in the category 52 to 65 years.

5.2.3   Participants' years of work experience

Participants indicated their years of work experience. These are presented in Figure 5.3 below.
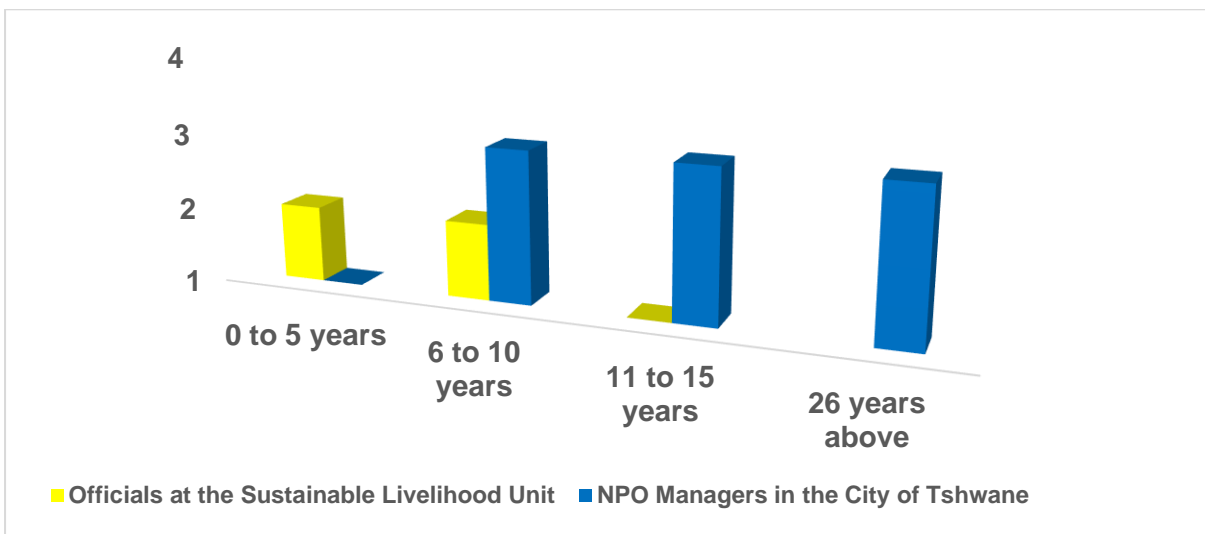
Figure 5.3: Participants' years of work experience

Figure 5.3 indicates that of the 10 NPO managers that were interviewed, 20% (3) of the participants reported the highest number of years' work experience, which was over 26 years while one of the remaining six NPO managers had work experience of only 0 to 5 years. Four of the 5 officials working at the Sustainable Livelihood Unit had work experience of between 0 and 10 years.

5.2.4 Highest qualification obtained by participants

Regarding highest qualifications achieved, participants' information is displayed in Figure 5.4.
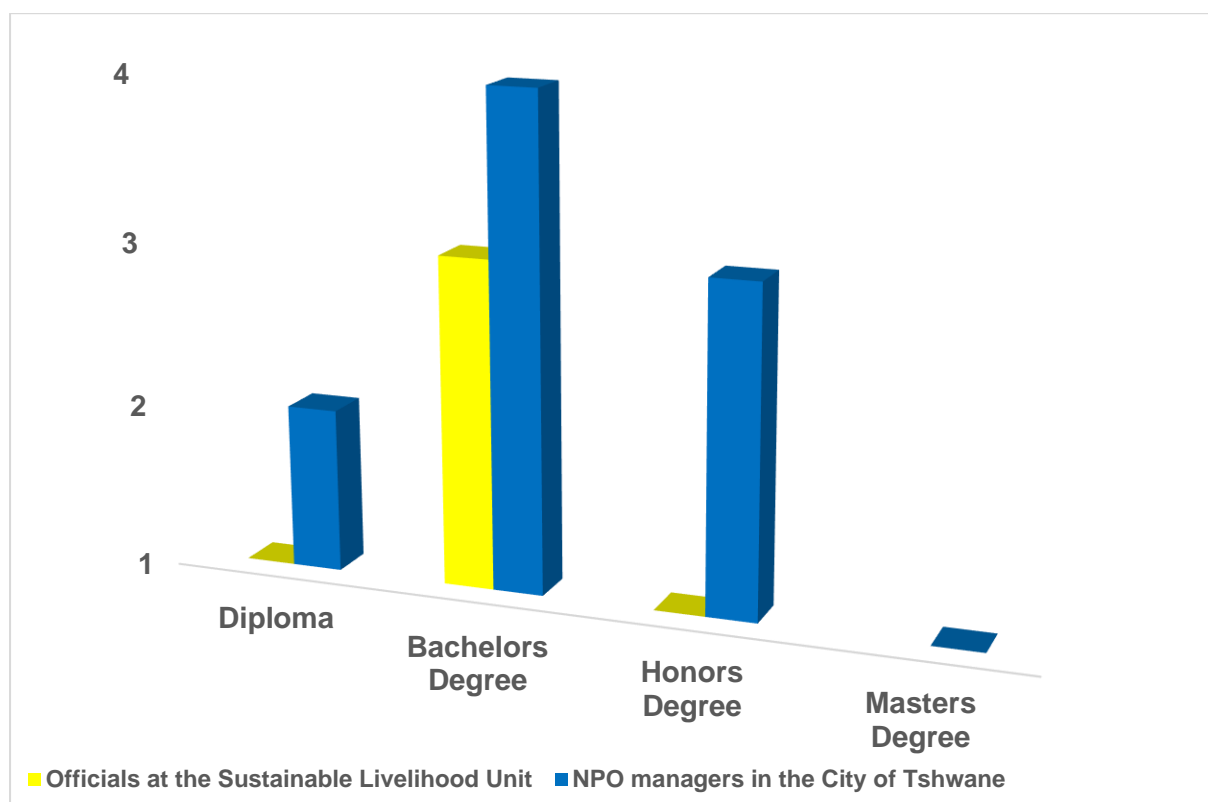
Figure 5.4: Highest qualification obtained by participants

Figure 5.4 indicates that only 6% (1) of the participants had a master's degree, 27% (4) participants were in possession of an honours degree, 47% (7) of the participants had obtained bachelor's degrees while 20% (3) had a diploma. This information reveals that most of the participants were educated and qualified and possessed the required knowledge and ability to execute the work required.

5.3   DATA COLLECTION EXPERIENCE

During the data collection process, the researcher was able to interview 15 out of 17 participants successfully. Interviews were scheduled via email and the location of the interview was at the 6th floor of the GDSD at the Sustainable Livelihood Unit where five GDSD officials were interviewed ranging from the NPO coordinator to community development practitioners who worked directly with the NPOs in the CoT.

The officials at the GDSD were excited to participate in the study and eager to communicate some shortfalls in the work they did, which allowed the researcher to observe the open-plan work environment and reporting pressure of the unit. Most importantly, the researcher was able to make field notes after the interviews to understand the experiences of GDSD officials working on the PASLP with NPOs better.

In the data collection process, only 10 of 12 NPO managers were interviewed with 2 NPO managers not interested in the study and another not available. The data collection interviews with NPO managers in the CoT took place at the various NPOs where the researcher had an opportunity to observe the setting of the skills development training and the classrooms. The interviews with the NPO managers were informative, and at the end of the interview, most managers ended up relaying information to the researcher, which the study did not anticipate. This added great value to the study and assisted the researcher in articulating the findings.

5.4   PRESENTATION OF THE DATA FINDINGS

The findings in this section are based on the research questions that were presented in Chapter 1 of this study. These research questions are aligned to the research objectives of the study (see 1.5 and 1.6), which pertain to NPO effectiveness in the CoT: an evaluation of the PASLP 2015 to 2018.

The semi-structured interview questions were derived from the research questions see (1.5), as a result, in presenting the findings, the research questions guided the presentation of the data findings as follows:

Research questions

Question 1: How is the Poverty Alleviation and Sustainable Livelihoods Programme being utilised by NPOs to reduce poverty within communities in the City of Tshwane?

Question 2: How are NPOs in the City of Tshwane monitored and assisted by the GDSD to provide poverty alleviation and sustainable livelihood services to communities?

Question 3: Which challenges are NPOs in the City of Tshwane facing while delivering services using the Poverty Alleviation and Sustainable Livelihoods Programme?

Question 4: To what extent is the relationship between NPOs in the City of Tshwane and the GDSD yielding positive programme performance and outcomes in communities?

Question 5: Which interventions have been put in place to ensure NPOs are effective in delivering services to communities?

The findings in this section relate to officials working at the Sustainable Livelihood Unit at the GDSD and NPO managers of the NPOs in the City of Tshwane who had received funding from the GDSD to render services on the PASLP for the period 2015 to 2018.

Imperative to note, the current study utilised quotations from the interview responses of participants to highlight the research findings. These verbatim quotations are recognisable by the name of the participant followed by the number sequence, for example NPO 1, DSD official 1, and so forth. These quotations are written in italics to enable the reader to distinguish the research findings clearly.

Research question 1: How is the Poverty Alleviation and Sustainable Livelihoods Programme being utilised by NPOs to reduce poverty within communities in the City of Tshwane?

Based on this research question, participants were asked about their general understanding of poverty alleviation in communities in the City of Tshwane and how poverty had been reduced within communities utilising the PASLP. NPO 4 highlighted

the nature of poverty alleviation in Region 5 as being hit by vast and multidimensional ills of society:

Poverty in this region has not been reduced. The intervention is minimal and everyday it seems as though NPOs are servicing the status quo and dealing with factors out of NPO control. (NPO 4)

However, NPO 5 indicated that, although poverty conditions were often unfavourable and multi-cultural in communities –

Poverty has been slightly reduced due to information sharing through NPOs and this has brought some changes. (NPO 5)

NPO 1 argued differently in that there had been minimal change to poverty conditions in Region 2 in the City of Tshwane:

There are limited programmes to reduce poverty. Programmes such as this and the Extended Public Works Programme tend to repeat development. (NPO 1).

NPO 6 confirmed that much of the reduction to poverty in the City of Tshwane was owed to the work NPOs were doing at the time.

There is a bit of a difference where skills programmes are concerned because they help in placing youth to get job placements in order to feed and sustain themselves although the resources are limited. (NPO 6).

A DSD official asserted that, although government was tackling the issue of reducing poverty through programmes, such as the PASLP –

Measures are not working as rapidly as anticipated. Basic skills development and training by NPOs to youth in communities does not always guarantee job placement. (DSD official 2).

Where the PASLP was concerned, all NPOs seemed to understand the objective of the programme as implemented by the DSD and utilised the programme positively to affect communities in the CoT.

NPO 8 highlighted that the rationale of the PASLP was rooted on –

Assisting young people in the 'meantime zone'. These young people are those from disadvantaged backgrounds, might have completed matric but cannot go to universities. (NPO 8)

To corroborate the above, the DSD official 1 stated that the main objective of the PASLP as:

The objective of the Sustainable Livelihood is to have change agents within households and communities. (DSD official 1)

DSD official 4 added that the programme was multi-dimensional in approach and in meeting the needs of the communities:

The rationale of the programme is to try and ensure that youth have tangible skills to enable them to find entry-level jobs and to sustain themselves. (DSD official 4)

From the responses by the participants, it was evident that the PASLP was being utilised positively by NPOs to reduce poverty in the City of Tshwane. Although the reduction was minimal and, in some regions, invisible, the GDSD agreed that NPOs were providing a service to the youth that strived to improve their livelihoods by providing a skills development and training programme that assists them in having basic skills to enter the entry-level workforce and be able to sustain themselves and their households.

In some areas, it became prevalent that poverty was, in some way, an unavoidable human issue, that NPOs are trying to tackle together with government in communities in the City of Tshwane and that this PASLP, is an avenue to try to digest and disinfect the problem.

Participants were asked to describe the state of poverty in their regions and how they perceived poverty:

The regions in the City of Tshwane differ according to the communities, the state of poverty also differs according to the households as well, so if I can

talk about the community and maybe most of those communities, poverty is more prevalent in those who are far from town for example, those communities which are far are as a result, are disadvantaged to access services, to access information and knowledge so poverty starts in those communities affecting the youth first. In addition, the youth are sitting at home wondering post-matric. Women, men or general also lack knowledge and information. As a result of this, they are unable to access those opportunities by government and that affects the livelihood of the community in general. (DSD official 1)

Well, the state of poverty is on a higher rate. Just to give a specific example. With the communities that I have been working with, we have stakeholders in Mamelodi for example, you can see that daily, people are not working. They just go around the streets greeting, on weekends that is when you will realise that things are bad for people. The rob people just to make a living. The same happens in Atteridgeville and some parts of Hammanskraal." (DSD official 2)

The state of poverty is very vast, it is multi-dimensional in the sense that, all the social ills within society emanate as a result of poverty. For example, substance abuse, there are a lot of people that get themselves involved in substance abuse, gender-based violence and crime as a result of poverty. (NPO 4)

In my own words, I can say its high, it is very high because there are a number of households where people are not working, people are unemployed, and they have no choice. People go to bed without eating anything. (NPO 6)

When asked which categories of poverty are most prevalent in the respective regions, participants answered:

Unemployment and lack of access to information. (DSD official 5)

Lack of tertiary education which results in crime (DSD official 1)

Lack of education. (DSD official 3)

Research question 2: How are NPOs in the City of Tshwane monitored and assisted by the DSD to provide sustainable livelihood services to communities?

Participants were asked about the nature of the relationship between the DSD and NPOs in the CoT, particularly where monitoring and assistance of NPOs are concerned. When asked how the DSD has been assisting the NPOs in rendering services in the preceding four years in the CoT, NPO 3 stated:

The department helps our NPO with funding. (NPO 3)

The same was true for NPO 9 who confirmed:

The DSD mainly assists our NPO with funding (NPO 9)

Apart from funding NPOs, participants were asked about the assistance they receive from the Department of Social Development:

The DSD assists our NPO through hosting various workshops. These are workshops on governance, financial management of the NPO. (NPO 7)

There is staff development training at our NPO. Some of the staff members even went for paralegal training last year and the DSD also assists us in implementing the programme. (NPO 10)

The department assists with financial training for NPOs to adhere to [the] Public Finance Management Act. (NPO 4).

The Department provides capacity-building workshops, strategic planning programmes, linking NPOs with key role players in session workshops. (NPO 8)

There is only training and workshop on programme tools and finances. (NPO 1)

Officials at the DSD were asked whether training was provided to NPOs prior to working on the PASLP. The officials responded:

No training is provided to NPOs. (DSD official 3)

The department offers capacity-building training regionally for NPOs being funded by the DSD. (DSD official 2)

Capacity-building training as well as working system of the programme. (DSD official 4)

The DSD hosts sessions on the programme with NPOs before they apply for funding or answer call for proposals. (DSD official 5)

When NPOs apply for funding, the department looks at their capabilities. Capacity-building training workshops are also held to assist NPOs. (DSD official 1)

To substantiate the research question, participants were asked how government monitors the progress made by NPOs in their regions in the CoT:

There are monthly reports that monitor the compliance of the NPO to the programme. The DSD also hosts annual general meetings and quarterly report meetings with NPOs. (NPO 9)

We have monthly statistics as well as quarterly and annual reports. There is also progressive evaluation that is done by the CDPs [Community Development Practitioners] at the NPOs every month. The DSD also monitors the NPO's organisation governance and structure. (NPO 8)

Progress is monitored through monthly and quarterly reports. The monitoring and evaluation unit assists NPOs to track financial progress. (NPO 7)

NPO progress is monitored through site visits by CDPs every month and NPOs submit monthly and quarterly reports. (NPO 2)

Research question 3: Which challenges are NPOs in the City of Tshwane facing while delivering services using the Poverty Alleviation and Sustainable Livelihoods Programme?

NPOs face various challenges, and these challenges vary from NPO to NPO. In addition, the experiences of one NPO might not be the same as those experienced by another. The participants responded to the questions regarding challenges facing NPOs as follows:

There is often pressure from DSD officials on issues they do not understand about. Support is lacked and will not come as suspected. There is often a lack of cooperation between the DSD and NPOs on the programme. (NPO 1)

The targets are small, because we are serving a large community. The DSD often does not take that into consideration. (NPO 2)

There is often lack of communication on the part of the department. Consistency of funding is also a challenge because funding changes every year. (NPO 3)

To date, there is a challenge for a clear strategic plan by the DSD, quality skills that are needed and a clear exit plan. Where the department is concerned, funding is not adequate to address community needs because government is often chasing beneficiary numbers that means that NPOs also need to ensure to meet those high beneficiary numbers instead of looking at the overall impact of the programme in the community. (NPO 4)

There are high targets with little funding. The department does not provide start-up capital for youth businesses. (NPO 5)

There are a lot of political interferences in the work done by NPOs. Resources are often limited, and government caps the number of skills programme beneficiaries, which affects funding of NPOs. (NPO 6)

The demand for assistance is high and the supply by government is low. There is limited resources to do the work NPOs do. (NPO 7)

NPO challenges are multi-dimensional. To start, the creation of the partnership with the DSD is often not how it appears. There are also no clear exit plans for youth because the expectation from government is that NPOs must place youth in jobs in this dire economy. In addition, there is lack of coordination between government and NPOs as well as limited funding that NPOs can access. (NPO 8)

There are a big number of people looking for help from NPOs and limited funding for NPOs to assist. (NPO 9)

When asked about the opinions of DSD officials regarding challenges facing NPOs, the officials responded:

There are limited funds for them to cater to NPO communities. In addition to this, the budget allocated to NPOs is allocated according to targets. A main challenge is that NPOs are crowded. (DSD official 1.

There are funding challenges that are created by government. There is also the issue of drop-outs of beneficiaries in NPOs, which affects target goals. (DSD official 2)

There is a challenge of consistency of government funding. NPOs often complain about not having some ownership or flexibility of the programme, NPOs tend to forget the role of the NPO is, and lastly, another challenge experienced by officials working with the NPOs, is the short retention of staff within NPOs which affects NPO productivity. (DSD official 3).

The management of NPO is often poor and financial resources are limited. (DSD official 4)

Finances are constrained. Most if not all times, NPOs want to reach more beneficiaries but are unable to. (DSD official 5)

Research question 4: To what extent is the relationship between NPOs in the City of Tshwane and the GDSD yielding positive programme performance and outcomes in communities?

Participants were asked about the nature of the relationship between the DSD and NPOs and how this partnership influences the programme positively.

> *There is a positive relationship between our NPO and the DSD. However, the relationship should be a partnership where impact can be strategised in coordination and consultation with NPOs.* (NPO 8)

> *The relationship between the NPO and the DSD is a supportive one.* (NPO 5)

> *It is a sound relationship with open communication.* (NPO 4)

> *It is a positive relationship, but the site visits are limited. Reports are picked up later and most times feedback is not constant.* (NPO 7)

To understand the outcome of the work the DSD and NPOs do better, participants were asked whether there were opportunities for NPOs to liaise with the DSD to discuss issues concerning the PASLP and how often this engagement takes place:

> *We engage with the DSD during site visits at the NPO and during the quarterly meeting with the DSD.* (NPO 9)

> *We are able to discuss arising matters with the DSD. For an example, if there is a fire around our community and houses have burnt down, we also communicate with them that we have a problem in our area where a family has lost their home together with their belongings … they also assist with things like food, blankets and other things.* (NPO 2)

> *Most of the engagements with NPOs are done during our quarterly meetings with the DSD.* (DSD official 4).

Another important interview question was directed at the perceived outcome of the programme and the partnership of the DSD and NPOs in communities in the CoT. Participants responded:

The impact of the partnership between the DSD and the NPOs is there but not in all communities. They know that applying for this will develop these communities but those that are there for funding don't care what we deliver, but those that are there for development they make sure that there is an impact here, and there are those that are being guided by the community to say enough with the computer now we need a new skill. (DSD official 1)

Well there is an impact, I don't know how to measure it, but it is there. A process in which we believe we have with these NPOs, we call them development centre models. We inform them, train them and place them. All of that might happen step by step or at once, depending on the progress of the NPO. (DSD official 3)

The impact is there, in a sense that the work that we do requires sustainability in terms of funding, so government needs to make sure that when they fund us, that there is decent and sufficient funding to make sure that our programmes are sustainable, and the impact thereof can be realised. Every year when we sign the contract for funding, we know that we going to make an impact. When we submit our NPO business plan, part of it, we sign with different companies to say that after training has happened they are going to absorb a beneficiary for job placements. With our partnership with government, we can give assurance to the service providers to say if they provide us with the service then government will assist with training. (NPO 4)

There is an impact through community profiling because it reaches a large number of beneficiaries in the community. From previous years, the impact has definitely improved. (NPO 8)

There is a very big impact. I think without the DSD, most of the NPOs would cease to exist and would not be able to assist the communities the way they do. (NPO 10)

Research question 5: Which interventions have been put in place to ensure NPOs are effective in delivering services to communities?

Officials at the GDSD were asked to respond to how the DSD identifies an effective NPO from an ineffective one. The officials responded:

The NPOs have programmes where they train beneficiaries, usually on a fortnight we go there and monitor, we go to the classes to see if they are really helping the beneficiaries. So, one is monitoring, two is the report back on how many beneficiaries they have reached as they have targets. The third one is placement, how many beneficiaries they have placed after the training. (DSD official 5)

We have a sustainable livelihood approach (SLA) of course, where we give targets to the NPOs as the department and say, train this amount of people, but what we measure will be the people who are employed who were trained in those centres, that's one. Also, the level of in-take or the people that go to the centre, it says to us that these people have heard of the opportunities at this centre and we get enough information and resources to equip ourselves. (DSD official 4)

We usually measure such through assessing their relationship with people who are considered by us and them as beneficiaries of that NPO, say for example if the NPO is expected to train 50 people for basic training, for a quarter then we expect a certain input to that. Complete graduations, that is when we will say they have done their job. (DSD official 2)

On the part of NPOs in the CoT, participants were asked whether there were any conflict resolution or mediation strategies available to maintain the good partnership between the DSD and NPOs and to ensure programme success. Participants replied as follows:

I don't remember any strategy, because even in the forum we talk about issues that affect us. Remember we are guided by the national development strategy, so we are expected to follow it; however, we are still

stuck with accreditation issues. In 2020, we need to turn into community colleges so it's a challenge. (NPO 1)

No. We currently do not have a conflict resolution strategy in place. (NPO 10)

I'm not sure if that's the one but when there's site visits that's were discuss our challenges and come up with resolutions. (NPO 3)

No, what I have heard from the other organisations is that, if a new organisation comes on board they used to give them training, I haven't received that training from the DSD. Conflict can arise if we don't know how to do things because of a lack of training, though we have not experienced this. I can break the relationship that we want to build. (NPO 5)

DSD officials responded in the same light that:

We don't have a strategy per se because we don't have any guideline towards that and what we need to remind ourselves is that NPOs are autonomous and we can't always interfere if there are any issues. I mean we can't go there and object, I think we need help in terms of that to have a guideline to say when there are issues. Where do we enter? It's one gap that's needed to be closed. (DSD official 1)

We communicate with them, if we have a problem or a CDP notices that a problem within an NPO, we communicate and decide when to sit down and fix the problem. If all fails on our level, we take it to a more senior official level at the DSD for intervention. (DSD official 2)

I would say yes but it is not standardised. It depends who's assigned to that NPO and how do they go about the issue of resolving conflicts but there's no standardised approach to say if this happens then there is a written procedure that one is going to follow. (DSD official 4)

5.5   DOCUMENT ANALYSIS

Bowen (2009:27) defines document analysis as "a systematic procedure for reviewing or evaluating documents – both printed and electronic material".

As a secondary data collection method, Bowen (2009:28) argues that "document analysis is utilised to strengthen the primary data or to validate the researcher's statements in a research project".

Bowen (2009:28) states again here, that "researchers use public reports or documents to corroborate, complement or fact-check the views of participants". In the context of this research, official annual reports, APPs of the GDSD and an NPO performance report in the CoT were analysed to evaluate the progress of the PASLP for the period 2015 to 2018.

5.5.1   OFFICIAL GOVERNMENT REPORTS

The following official public documents were analysed during the current study with the purpose of evaluating the PASLP for the period 2015 to 2018.

5.5.1.1   Gauteng DSD annual report 2015–2016

The GDSD (2016:122) states that the PASLP is sub-programme 5.4 of Programme Five: Development and Research of the Gauteng DSD (GDSD 2016).

The objective of Programme 5 as discussed in GDSD (2016:123) is "to provide sustainable development programme which facilitate empowerment of communities based on empirical research and demographic information".

The GDSD (2016:132) reports that, between the years 2015 and 2016, the GDSD only funded 15 NPOs for the PASLP. The number of selected NPOs for funding every year is dependent on the availability of funds and the planned targets of the programme (GDSD 2016).

The GDSD (2016:122) states that between 2015 and 2016, the strategic objective of the PASLP was to "provide poverty alleviation and sustainable livelihood services to 712 900 recipients and that the actual achievement target reached by the end of the financial year was 764 202 recipients which means the objective was exceeded". The

GDSD (2016:132) recognises this as owing to a "significant development to increase access and capacity building on issues of good governance, compliance and financial management".

The GDSD (2016:138) reports that between 2015 and 2016, the sub-programme expenditure for the PASLP was R232 042 and no over- or under expenditure was reported. However, it is indicated that only R174 671 budgeted for the PASLP was transferred to NPOs as payments. The difference in the two amounts is not explained.

5.5.1.2 Gauteng DSD annual report 2016–2017

The GDSD (2017:136) funded only 13 NPOs in the 2016–2017 financial year. The difference from the previous year (GDSD 2016) was a difference of two NPOs. The GDSD strategic objective of the GDSD (2017:129) changed from the previous 2015–2016 financial year and focused holistically on providing poverty alleviation and sustainable livelihood services to 3 987 217 recipients in the 2015 to 2020 financial year (GDSD 2017:129).

The GDSD (2017:135) reports that the planned target of beneficiaries in2017 as 742 301 recipients and the actual achievement for the 2016–2017 financial year was 865 028 recipients which exceeded the target by 122 727. The reason for the increase as stated by the GDSD is that "performance is due to increase access to sustainable community development programmes that create opportunities for self-reliance and reduce poverty" (GDSD 2017:135).

The sub-programme expenditure for the PASLP in the 2016–2017 financial year, as stated in the GDSD (2017:136) was R246 026 with an under-expenditure of R1 308. The actual transfer payments made to NPOs of the PASLP in the 2016–2017 financial year was a budgeted amount of R193 017. The difference is the amount is not explained in the annual report.

5.5.1.3 Gauteng DSD annual report 2017–2018

The GDSD (2018:98) reports that in the 2017–2018 financial year, only 12 NPOs were funded by the GDSD. That was a decrease of three NPOs since the 2015–2016 financial year. The GDSD (2018:99) also reports that "the planned target of beneficiaries for the PASLP for the 2017–2018 financial year was 702 384 recipients

while the actual achievement target of recipient reported was 1 086 136 recipients. That is an impressive 383 752 recipient increase".

The GDSD (2018:104) further reports that sub-programme expenditure for the PASLP for 2017–2018 was R275 055, which was an increase from previous years but with fewer NPOs funded, while the transfer payments made to NPOs by the GDSD were reported at R228 247 with a difference of R46 808.

The GDSD (2018:106) reports that the differences between the 2015 and 2016 sub-programme expenditure of R232 042 and the 2017–2018 sub-programme expenditure of R275 055 meant an increase of R43 013. While the number of NPOs funded decreased over the past four years (i.e. 2015 to 2016 and 2017 to 2018) budget for funding increased.

5.5.1.4   DSD annual performance plan 2018–2019

The DSD (2019:49) reports that the PASLP in sub-programme 5.5 was renamed in 2018 to the Poverty Alleviation, Sustainable Livelihood and Food Security programme by the national Department of Social Development in Programme Five: Social Policy and Integrated Service Delivery which was previously called the Research and Development.

The change, as stipulated by the Director-General of the GDSD (DSD 2019:9), followed the call to accelerate development that is in line with government's National Development Plan (NDP) (NPC 2019), Vision 2030 (Vision 2030 2019) and Outcome 7 (RSA 2010).

The DSD (2019:49) says the purpose of the newly renamed Programme Five of the DSD: Social Policy and Integrated Service Delivery is to "support community development and promote evidence-based policy-making processes in the DSD".

Where the PASLP is concerned, the DSD (2019:54) states that it intends to facilitate a sub-programme that "develops the youth and facilitates the implementation of policies, legislation and programmes aimed at protecting vulnerable members of the youth". In addition, the DSD (2019:54) states, "community development develops and facilitates the implementation of policies, guidelines, norms and standards of ensuring

the effective and efficient delivery of community development services and programmes".

The strategic objective of the PASLP is stated as:

> [T]o contribute to poverty eradication and elimination of hunger through support to community-driven programme and the provision of food and nutrition security services by the year 2019. This inclusion for food security in this programme is seen to be influenced by the nature of household profiling in rural communities that reveal the gap in the lack of access to food within communities (DSD 2019:54).

5.5.1.5   NPO performance report to the GDSD 2018

The NPO performance report 2018 to the GDSD (2018:1) is a report provided by NPOs in the CoT to the GDSD on the performance of the funded NPOs on the PASLP. At the time of writing, the NPO performance reports for the period 2015–2017 were unavailable; however, the 2018 NPO performance report was analysed in terms of the KPIs of the PSALP.

These performance indicators display the number of beneficiaries accessing PASLP services in the CoT. The numbers displayed below are targets reached by the funded NPOs for the PASLP by March 2018.

Table 5.1: Number of beneficiaries accessing PASLP services

Performance indicator	2015	2016	2017	2018
Number of people accessing food through **DSD feeding programmes**	Report unavailable	Report unavailable	Report unavailable	1 025
Number of youth participating in **skills development programmes**	Report unavailable	Report unavailable	Report unavailable	3 612
Number of youth participating in **income-generating programmes**	Report unavailable	Report unavailable	Report unavailable	3 612

Number of youth participating in **entrepreneurship programme**	Report unavailable	Report unavailable	Report unavailable	1 689
Number of people **participating in economic opportunities**	Report unavailable	Report unavailable	Report unavailable	3 613

Source: Adopted from the NPO Performance Report (GDSD 2018).

5.5.2 JOURNALS ON POVERTY ALLEVIATION

Pitso (2014:195) states that, through their love and passion for their communities, NPOs have demonstrated their ability to identify the problems of the poor and bring these problems to the attention and doorstep of government.

Elliott (2019:1) contends that the focus of poverty alleviation by NPOs is flawed and suggests unleashing of the potential of development in communities. Elliott (2019:1) further says NPOs must move into social entrepreneurship and think out of the "funding box". Elliot (2019:2) then highlights, "one of the problems associated with understanding the importance of this business model in overcoming the challenges of poverty and economic equality on the African continent is the lack of consensus on what is meant by social entrepreneurship". In this regard, Irengun and Arikboga (2015:4) define social entrepreneurship as "an innovative, sustainable and permanent problem-solving entrepreneurial initiative in response to a social or environmental problem".

Irengun and Arikboga (2015:5) further argue, "South Africa has a dual economy, with the first economy being comparable to many 'developed' countries, whereas the second economy is characterised by poverty, unemployment and exclusion."

In addition, (Elliott 2019:2) says, "South Africa has one of the highest inequality rates in the world, with the poorest 20% of the inhabitants consuming less than 3% of total expenditure, whereas the wealthiest 20%, consumes 65% of total expenditure."

Rametse and Shah (2013:6) argue that the concept of social entrepreneurship is fuelled by the realisation that the NPOs usually funded by donations and not driven by profit, have been unsuccessful in the eradication of poverty. The authors then

emphasise that it is clear that poverty alleviation is not a one-size-fits-all approach and with the increasing population and migration in South Africa, the country is tasked to address the poverty levels urgently (Rametse & Shah 2013:6).

Stuart (2013:3) further confirms that it has become evidently that the demand for government services will increase, inevitably adding to the responsibilities of NPO work in social development over the next years. This will require an even more forceful approach to reducing poverty levels and keeping the youth skilful and employable.

Manyaka (2015:1) articulates in the same light that social entrepreneurship is an imperative step for NPOs to eradicate poverty and develop communities in the CoT. The author states, "a positive aspect of the social entrepreneurship model is that these entrepreneurs can generate income to sustain the project whilst simultaneously making an impact on some of the social problems at hand" (Manyaka 2015:1).

For Manyaka (2015:2), "social entrepreneurs enjoy a degree of freedom in terms of donors who are sometimes unsympathetic to local ways of doing things and prefer to impose their own systems, which are not necessarily helpful at grass roots level".

This places NPOs at the helm of transforming themselves and aligning themselves to embody new meaningful ways of having an effect in the work they do in communities as informed by Manyaka (2015), while at the same time exploring new ways to generate additional income for the functional operating of NPO work without only depending on government funding.

5.6 DISCUSSION OF THEMES AND SUB-THEMES OF THE RESEARCH FINDINGS

Based on the presentation of the research findings, the following themes and sub-themes were derived:

THEME 1: POVERTY ALLEVIATION IN THE CITY OF TSHWANE
Sub-theme 1.1: Reducing poverty

THEME 2: THE ROLE OF NPOs IN THE CITY OF TSHWANE
Sub-theme 2.1: The interchangeable roles of NPOs
Sub-theme 2.2: Evaluating the PASLP

THEME 3: PARTNERSHIP OF THE DSD AND NPOs

Sub-theme 3.1: Effect of the PASLP in City of Tshwane communities

Sub-theme 3.2: Challenges facing NPOs

Sub-theme 3.3: Non-profit organisations' interventions

These themes are discussed as follows:

5.6.1   Poverty alleviation in the CoT

Khumalo (2013) avers that poverty is defined and understood differently from one household to another. Although poverty reduction remains a highly contested research problem amongst researchers, its importance – as stated by Khumalo (2013) – to a developmental state cannot be underestimated.

Based on the research findings, it was found in the current study that poverty alleviation in the CoT remains a very difficult task for both government and NPOs. This is because, in practice, funded NPOs, in their small numbers within the CoT cannot tackle the issue of poverty alone, and a more rigorous and national uniform approach to ending poverty in rural communities should be informed by the inclusive efforts of other stakeholders backed up by enough government funding.

Based on the presentation of the research findings (see 5.4) the current research found the categories of poverty more prevalent in the CoT communities are unemployment, lack of access to information, crime, drug abuse and school dropouts. It is also important to note that poverty in Gauteng is defined and in terms of households without enough food consumption than the measure of income per household (StatsSA 2018:71).

To support this, the Stats SA (2018:71) community survey reports that the CoT is amongst the top five municipalities in Gauteng with the highest number of households that skipped a meal in the 12 months before being surveyed. "Skipping a meal" as referred to in the Stats SA (2018:71) community survey refers to households that skip a meal because they did not have enough food for the whole household.

Table 5.2: Distribution of households that skipped a meal in the 12 months by municipality

District and local municipality	Skipped a meal	Did not skip a meal	Total number
DC42: Sedibeng	39 975	289 925	329 900
GT422: Midvaal	5 526	32 288	37 814
GT421: Emfuleni	27 580	225 372	252 952
GT423: Lesedi	6 869	32 265	39 134
DC48: West Rand	39 589	289 908	329 497
GT481: Mogale City	14 400	132 249	146 649
GT484: Merafong City	13 749	65 777	79 526
GT485: Rand West City	11 440	91 882	103 321
EKU: Ekurhuleni	135 126	1 157 334	1 292 460
JHB: City of Johannesburg	213 809	1 631 594	1 845 403
TSH: City of Tshwane	105 842	1 023 578	1 129 420
Gauteng	**534 340**	**4 392 339**	**4 926 679**

Source: Provincial profile: StatsSA 2018

Khumalo (2013: 5641) argues that this poverty as demonstrated by the example above, is portrayed in two-fold. For one, Khumalo (2013:5644) says –

> [A]bsolute poverty refers to the inability of the poor to afford basic or minimal necessities of life such as food or shelter and relative poverty is based on a more explicit socially constructed belief about the universality of a certain level of standard of living for every member of society as informed by Machado (2006) and Bradshaw (2005).

Khumalo (2013) further argues that combating poverty requires an in-depth focus on multiple factors remaining from the previous apartheid state. He then emphasises:

> [G]iven the multi-facets and dimensions of poverty, there is neither a single entity nor approach that can fully address the South African poverty challenge. At the core of the strategy of fighting poverty should be

mechanisms that will undo the structural walls perpetuating black poverty and inequalities (Khumalo 2013:5645).

5.6.1.1   Reducing poverty

Research findings (see 5.4) evidently point out that the duty to reduce poverty in CoT is often entrusted with NPOs rather than with government itself. While government may design the programmes for poverty alleviation, the implementers of these programmes are the NPOs. This means that when NPOs receive funding to render these services, they are obliged to fulfil their duties effectively.

The experiences of some NPOs (see NPO 4 in 5.4) show that some duties allocated by government seem to be beyond the scope and abilities of NPOs, for example entrepreneurship and assisting beneficiaries with starting small businesses as the challenge would be to assist these beneficiaries to acquire funding.

With the increasing poverty levels in communities, the current study points out that most NPOs are put under immense pressure by community members themselves to accept more beneficiaries than agreed upon into the skills programmes not taking into consideration the long waiting lists at NPOs.

At best, the current study found out that poverty has not been significantly reduced in the CoT despite the efforts of government and NPOs to intensify the call for youth skills development and training and at most, although the objectives and target recipients of the programme are reached and exceeded, only a small minority benefit from the opportunities of the PASLP. This confirms Zaidi (2004:189)'s argument on the challenge of programme reach, that only benefits a minority of a community at a time.

Literature by Mbuli (2008) supports that, indeed, the fight for poverty reduction is embedded in a system that yields limited success and, at best, seeks to concentrate on one issue at a time. Mbuli (2008:139) contends that the approach to reduce poverty through job creation is important to government as "jobs are particularly important for the poor, because labour is usually their only asset, which they can then successfully commercialise".

However, Mbuli (2008:140) also states, "only a fortunate few beneficiaries possess inherent talent that needs little training to be translated into high-paying effort". To this, Perlman (1976:17) adds, "without much training or education to develop aptitudes into marketable skills, the earning power of most youth people, in this context, would be mainly limited to what their simple physical strength and effort were worth on the market".

This implies that, in the current study, to improve the livelihood of beneficiaries through job creation would be to pay special attention to what the economic environment requires of beneficiaries and to align skills development programmes to the gaps in the economy. What is also a cause for concern, as highlighted by Abedian (2004:8), is:

> South Africa is still characterised by structural unemployment, in the sense that, a large proportion of the labour force in South Africa is still unskilled or only possesses very basic skills, which is in contrast to the type of skills that are urgently needed in this country.

As portrayed by the Abedian (2004), this is a disadvantage to the poor as they all end up fighting for the small number of jobs that are available while the mainstream careers are still unoccupied because skills development programmes, in a way, only primarily focus on training beneficiaries on basic entry level job skills such as computer and cashier skills as demonstrated (see Table 3.3).

5.6.2   The role of NPOs in the CoT

Where roles are concerned, it is clear that NPOs successfully implement the mandate of the programme. Consisting of four essential pillars, the PASLP informs the roles NPOs play in communities. These pillars as explained in (GDSD 2018) are access to information, social programme, skills development and entrepreneurship:

The GDSD (2015:134) play service delivery roles to NPOs in the following areas:
- improving income, assets and capabilities of poor families and communities;
- reducing income poverty amongst poor and vulnerable in Gauteng;
- implementing youth programmes that assist youth to access decent work and participate in mainstream economy;

- supporting and strengthening family and community interventions that foster social cohesion; and

- implementing food security programmes to reduce urban poverty and hunger.

Current research findings point to the fact that the majority of NPOs are indeed capable of fulfilling these roles as stipulated by government's social programme. To support the quest for service delivery partnerships, the DSD (2008:5) refers to, "[t]he commitment of government to reinforce partnerships at all levels among government departments and agencies, business, and other civil society and nongovernmental organisations." In addition, the DSD (2008:5) emphasises, "within government, over and above, the current initiatives, it is about doing some things, differently as well as emphasising implementation and coordination".

Furthermore, it is stated by the DSD (2008:6) "the current initiatives to combat poverty rely heavily on government funded and administered programmes and projects". As stated by (DSD 2008:7). "[w]here government has a central role to play, it should also focus on facilitating the involvement of other institutions, providing political leadership and using its resources and other capacities to mobilise all the role players in the desired direction." The current study found there is still a bigger role that can be played by government to mobilise other public institutions to play their part in poverty reduction and that this narrative has not changed since stated by the DSD in 2008.

5.6.2.1 The interchangeable roles of NPOs

NPOs in the CoT play interchangeable roles when it comes service delivery as demonstrated in the *Policy framework on funding and/or support of not-for-profit organisations within the City of Tshwane* (CoT 2016). The nature of the multi-dimensional issues that are related to poverty alleviation often push NPOs to go over what is expected of them when delivering poverty alleviation and sustainable livelihood services. This ultimately puts great pressure on such NPOs to render all services effectively as mandated by government. To confirm this narrative, NPO 4 stated,

> *NPOs are currently servicing the status quo and often deal with factors out of NPO control.* (NPO 4)

Stuart (2013) affirms that the multiple roles NPOs play are imperative to a poverty-stricken South Africa. Stuart (2013:2) further argues, "the South African NPO sector is characterised by at least two types of organisations, the first being service-driven NPOs, and the second being, organisations that focus on human rights, advocacy and monitoring". Stuart (2013:3) continues, "the former fulfils the role of providing the much-needed social services to underprivileged communities, and the latter performs the role of social 'watchdog'".

Consequently, Stuart (2013:4) posits, "it is widely held that a stable and active civil society aids in poverty alleviation and civil society, capacity building, enhancing public debate and participation and the promotion of democracy", meaning to have NPOs play less of a role in communities would serve as an injustice to the potential of these organisations (Stuart 2013:5).

The RDP White Paper (ANC 1994:4) also supports that there has been a great desire for CBOs that are able to adapt to partially changing roles. As stated in the RDP White Paper (ANC 1994), these roles further enable NPOs to develop and flourish and tap into areas where they are strengthened and capable of the call of duty.

It is stated in the RDP White Paper (ANC 1994) that being versatile in their roles, NPOs have an advantaged to grow and an opportunity to receive aid from multiple donors rather than those NPOs who are only focused on fighting one social issue at a time.

5.6.2.2 Evaluating the Poverty Alleviation and Sustainable Livelihood Programme

While NPOs are funded annually to render poverty alleviation and sustainable livelihood services, their directive serves to fight for and to be the voice of the poor (GDSD 2015). Current research findings show that for the period 2015 to 2018, the focus of the PASLP had changed, and that the main strategic objective of the programme was reached.

Table 5.3: Progress of the Poverty Alleviation and Sustainable Livelihood Programme 2017 to 2018

Strategic objectives	High-level output	Baseline
Contribute to poverty eradication and elimination of hunger through support to community-driven programmes and the provision of food and nutrition security services by 2019	Facilitate the establishment of programmes and support to community income-generating initiatives	187 cooperatives trained and 860 supported Framework for linkage of cooperatives to economic opportunities within the sector
		Framework for women empowerment in the social
	Vulnerable households and individuals accessing nutritious food through food security programmes	Implementation of Integrated Food and Nutrition Security Plan facilitated in nine provinces
		1 054 992 people accessed food through Community Nutrition Development Centres (CNDCs)
		9 food distribution centres were supported
		140 CNDCs were established and funded
		272 217 households accessed food through DSD programmes

Source: GDSD (2018:82)

In evaluating the PASLP and the services rendered by NPOs thus far, some progress has been made in the programme insofar as reaching and accessing the most vulnerable members of the communities through food banks is concerned. The GDSD (2018:1) performance reports show that out of the 17 NPOs receiving funding from the

department at the time of this research, only eight NPOs achieved to distribute food daily through the DSD feeding programme at the various centres.

The current study found that the PASLP revealed good performance indicators for tackling youth development in communities and that the PASLP incorporated a feasible approach to household profiling in communities that allows the poorest of the poor to have access through NPOs where gratis food is provided daily, and through intervention, most families receive food parcels from government. This is demonstrated in DSD (2018:82).

The DFID (1997:1) confirms that the sustainability of youth livelihoods is an imperative mechanism to improving the standard of living for the vulnerable, which cannot be emphasised enough.

For this purpose, Chambers and Conway (1992:5) define this sustainable life as:

> [A] livelihood that is sustainable when it can cope and recover from stress and shocks, maintain or enhance its capabilities and assets, and provide sustainable livelihood opportunities for the next generation; and which contributes net benefits to other livelihoods at the local and global levels and in the short and long term.

The GDSD (2018a) reports that NPOs pay less attention to job placements of beneficiaries of the PASLP after skills development training has been facilitated and completed. To confirm this, the NPO performance report of the GDSD (2018:4) shows low numbers of beneficiaries placed in jobs by the 17 funded NPOs.

In 2018, of the 3 612 beneficiaries in the CoT who had accessed skills development programmes of the PASLP, only 263 beneficiaries were placed in short-term and long-term employment. In addition, of the 17 NPOs, only 10 NPOs were successful in finding jobs for beneficiaries of the skills development programmes (GDSD 2018:5).

5.6.3 Partnership of the DSD and nonprofit organisations

The current research findings confirmed that the partnership between the GDSD and NPOs is a very positive one, which yields positive programme outcomes for both parties where community development is concerned as expressed by the DSD

(2019:49). However, current findings also revealed that there remains a great desire for a true partnership between the two parties and less of an employer–employee relationship.

To confirm this, GDSD official 4 reported that NPOs often tend to require ownership of the programme, which impedes the process of doing things by officials. In another light, NPO 1 stated: [t]heir NPO's relationship with the GDSD is often one-sided where their NPOs are merely being told what to do and when to do it, with less coordination, consultation and communication on the part of government."

Literature by Rapoo and Tshiyoyo (2014:20) support the above by emphasising that "the DSD and NGOs are committed to collaborating in the process of delivering social welfare services, but that the current policy framework seems inadequate in ensuring that the partnership is managed effectively".

Rapoo and Tshiyoyo (2014:22) convey that, although the service delivery approach between the DSD and NPOs was flawed and imbalanced, at that time of their study, "decentralisation in managing collaborative partnerships between the DSD and NGOs could increasingly contribute to institutional incapacity for joint planning, coordination of activities and communication".

5.6.3.1   Effect of the PASLP in City of Tshwane communities

The effect of the PASLP in communities is noticeable as the number of beneficiaries increases every year (see GDSD 2016, GDSD 2017 and DSD 2018a). This effect was also observed during the researcher's experiences at the NPOs while conducting interviews of the long queues and waiting lists when one enters the NPO. What is certain is that the youth in CoT communities do not take for granted the skills development training they receive from NPOs, as it helps keep them occupied while they look for job opportunities or are placed after completing training. Apart from this observation, findings did not reveal the number of job placements by NPOs. An important factor is to consider how the PASLP changed the lives of youth in communities for the better.

The World Health Organization (WHO) (2018:5) defines impact assessment of a programme as an essential tool for evaluating progress before and after implementation. The WHO (2018:5) defines impact assessment as:

> Whether the programme has brought about a change. The impact, or programme effect, refers to a change in the target population that has been brought about by the programme – that is, a change that would not have occurred if the programme had not happened.

5.6.3.2 Challenges facing NPOs

Current research findings (see 5.4) confirm the multitude of challenges that currently face NPOs. For one, the increasing number in the population coupled with youth unemployment levels in communities adds to the stresses of NPOs. In addition, where government is concerned, this current study found that there remains a need for a better funding structure for NPOs, particularly one that is better aligned with the targets NPOs ought to achieve.

To support this statement, the target number of recipients of the PASLP that were to be reached by NPOs in the CoT were higher than recipients in all the other sub-programmes in the period 2016 to 2018. The GDSD (2017) shows this as follows:

Table 5.4: Programme target achievements of the Gauteng DSD 2017 to 2018

Strategic objectives	Actual achievement 2016/2017	Planned target 2017/18	Actual achievement 2017/18	Comment on deviations
Community mobilisation	11 537	31 050	29 254	Performance is ascribed to fewer beneficiaries reached through the programme.
Poverty alleviation and sustainable livelihoods	865 028	702 384	1 086 136	Performance is ascribed to increased access to sustainable livelihoods to address the high demand for service.
Community-based research and planning	102 649	27 000	16 839	National Integrated Social Information System (NISIS) challenges continue to plague the department.
Youth development	166 891	146 829	208 320	Performance is ascribed to departmental efforts to have a meaningful impact and reduce youth unemployment by channelling young people into opportunities that improve their job prospects and skills levels.
Women development	15 222	10 887	11 736	Performance is ascribed to departmental effort to reduce dependency on social grants and empower women as well as to strengthen their access to skills development.
Population policy promotion	516	154	170	Performance is ascribed to increased demand for the service.

Source: GDSD (2018b:49)

As demonstrated in Table 5.3, the GDSD (2018) comments that the reasons for these achievements and performance of the PASLP are ascribed to the increased access to sustainable livelihoods that address a high demand for service. The demand for the service is recognised by the department; however, little is reported on how budget constraints are covered to meet the high number from NPO to NPO.

Another major challenge as reported by NPO 10 was:

> *[T]he huge task of NPO managers to retain staff and hire qualified staff with limited funding.*

Stuart (2013:2) suggests that the challenge of retaining staff might be linked to the professionalisation of NPOs themselves and argues –

> [P]rofessional NPOs stand a better chance of receiving funds from donors, compared to NPOs that follow a more classic donor-beneficiary model. This increased professionalism affects the organisational culture of NGOs, leading many to adopt expertise that is stipulated by donors (Stuart 2013:3).

In addition, Stuart (2013:4) expresses, "the emergence of a 'report culture has developed, which places more emphasis on measuring and counting activities completed, performance indicators met, and outputs achieved than on asking what difference the programme or intervention makes".

In addition, findings from the current research further show that the dependency of most – if not all – NPOs on government funding alone becomes unsustainable in the long run whilst on the part of NPOs, these organisations continuously wish for increased funding to be able to reach more beneficiaries in the communities.

Where funding challenges are concerned, Stuart (2013:5) contends:

> [F]unding is also a major obstacle that NGOs in SA face. As a result of reduced private and corporate donor funding, many NGOs have sought more funding from government to keep afloat, ultimately creating increased competition among NGOs for government funds.

The danger in this, as stated by Stuart (2013:6), is that, "it is questionable whether, under such monetary dependency – especially on government, NPOs can continue to enjoy relative impartiality, due to the expectation that NGOs should be accountable to, and should mirror, funding agencies in their operations". Lastly, Stuart (2013:6) concludes, "NGOs will inevitably develop a very close relationship with the state, and may, at times, even be difficult to distinguish from the state".

5.6.3.3   Non-profit organisation interventions

The current research findings reveal that most interventions to the challenges facing NPOs take place through the Tshwane Development Centre Forum (TDCF)(2019), which is a forum hosted by NPOs in the CoT, which are receiving funding from the GDSD, to discuss any challenges faced and try to find ways to resolve those challenges. This was reported by NPO manager 8 who is the chairperson of the TDCF at the time of writing.

The TDCF holds meetings once every month, with board members comprising managers of NPOs funded by the GDSD in the CoT. The purpose of the TDCF (2019) is to align outcomes of all NPOs and to assist one another in meeting the objectives of the GDSD. Unfunded NPOs are welcome to participate as members of the forum.

5.7   CONCLUSION

This chapter presented and discussed the research findings of the semi-structured interviews of NPO managers in the CoT and GDSD officials working on the PASLP. The PASLP programme was evaluated using document analysis of official government documents of the GDSD and DSD for the period 2015 to 2018.

The findings reported in this chapter were analysed against the research questions guiding the current study. In answering the research questions (see 1.5), it was found that NPOs utilise the PASLP through four pillars, namely access to information, social programme implementation, entrepreneurship and skills development and training programmes to address poverty alleviation, sustainable livelihood and food security. However, shortfalls in poverty reduction were identified that were influenced by external factors, such as prevailing social and economic conditions that hindered significant improvements in poverty alleviation in the City of Tshwane.

The responses provided were utilised to derive themes and sub-themes. These themes and sub-themes were deliberated upon and will form part of the summary of findings and recommendations in the next chapter.

CHAPTER 6:

SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION

6.1   INTRODUCTION

The intention of this study was to demonstrate NPOs' effectiveness in the CoT by evaluating the services rendered in terms of the PASLP for the period 2015 to 2018. This was done in an attempt to establish how NPOs eradicate poverty and ensure sustainable livelihoods in communities.

The preceding chapter presented the research findings of the semi-structured interviews and official documents analysed, and the chapter concluded with a discussion of the themes and sub-themes formulated during the research.

The purpose of this chapter is to revisit the chapter outline of this study, to discuss a summary of the findings, provide recommendations for improvements for the Gauteng Department of Social Development (GDSD) and NPOs in the CoT and areas for future research based on the findings, and present conclusions drawn from the study.

6.2   CHAPTER OUTLINE

Chapter 1 detailed the general orientation and overview of the study. This was done by introducing the context of NPOs in South Africa, highlighting the role of these organisations in service delivery, followed by a motivation for the study. The research problem of the study suggested that, despite the efforts of government to decentralise services and partner with NPOs, poverty levels in South Africa remain high exciting interest to determine the effectiveness of NPOs in rendering services by evaluating the PASLP of the GDSD for the period 2015 to 2018.

Research objectives were outlined followed by a clarification of key terms and a preliminary literature review. To conclude, the chapter underlined the research design and methodology that was followed and presented the chapter outline of the study.

Chapter 2 focused on an international perspective of NPOs in eradicating poverty by discussing NPOs in the United States, Canada, Japan, Kenya and Botswana, their poverty reduction programmes and relationships with government to draw lessons of

the best practices. A SA definition and understanding of NPOs was provided followed by key theories relevant for the study. The chapter further provided insight through a conceptual framework, which underlined concepts related to understanding the study. An overview of the Sustainable Development Goals was provided in line with meeting global poverty reduction goals as mandated by the United Nations. The SA NPO sector was discussed in context to emphasise the role and position of NPOs.

In Chapter 3, a case study analysis of the role of NPOs in the CoT and the PASLP was provided. The laws and policies governing NPOs nationally, provincially and locally were discussed with reference to the role of NPOs in complying with government regulations. NPOs in the CoT and their roles in the PASLP were reviewed highlighting the objectives of the PASLP and interventions by government.

Chapter 4 presented a review of the research design, methodology and data collection process of the study. An overview of the research process was provided to enable the reader to gain a clear understanding of the research process undertaken. The data analysis, limitations of the study and ethical considerations that guided the researcher through the data collection process were also presented.

Chapter 5 presented and discussed the findings of the research. The biographical information of the 17 participants of the semi-structured interviews in the CoT was discussed. These participants comprised 10 NPO managers and five GDSD officials of the Sustainable Livelihood Unit. This was followed by a summary of the researcher's experience in the research field.

Data findings were presented as guided by the main research questions. Official GDSD annual reports and the DSD APP for the period 2015 to 2018 were evaluated and reviewed to track progress made by the PASLP over the four-year period (2015–2018). The chapter concluded by providing themes and sub-themes emanating from the research findings. The research questions of the study were answered (see 5.4).

This last chapter ends with a detailed summary of findings as guided by the research objectives. The main aim of the research objectives was to determine whether the objectives of the study had been achieved and to provide recommendations on how NPOs in the CoT could improve and evolve in the competitive NPO sector in South Africa. The research objectives further suggest programme improvements for the

PASLP, which is due for a review by the GDSD in 2020 (see 6.4 later), and to propose areas for future research (see 6.5).

6.3   SUMMARY OF FINDINGS

In summarising the research findings of the study, the research objectives are outlined and re-visited to determine whether they had been achieved:

Research objective 1: to evaluate how NPOs utilise the Poverty Alleviation and Sustainable Livelihoods Programme to reduce poverty in communities in the City of Tshwane

Finding 1 reveals that the total sample of NPOs followed the GDSD mandate for poverty reduction insofar as the PASLP is concerned. Informed by the four essential pillars, access to information, programme implementation, skills development, and entrepreneurship, this study found that only half of the total sample rendered services which met all the pillars of the programme. The other NPOs relied heavily on the help of external service providers to facilitate training workshops that supplement the remaining pillar of the programme namely skills development.

Finding 2 reveals that NPOs in the CoT were overworked. For example, the interventions established by the GDSD, namely war room on poverty, household profiling and school uniforms, have added to the work that NPOs do apart from the programme services itself. This has put strain on some NPOs who report that NPOs are merely servicing the status quo of government with little financial resources available.

Asked if the PASLP is reducing poverty in communities, **finding 3** indicated that poverty levels in the CoT had not been reduced significantly although the research results were only visible in the livelihoods of a small number of beneficiaries. The reason for this, as pointed out, is that NPOs are contracted by government on a year-to-year basis to render services and to see enough progress in reducing poverty. NPOs require more time to evaluate whether their services are truly bringing about change in communities in the CoT.

Finding 4 notes that, where the PASLP is concerned, the programme does not cover poverty reduction strategies efficiently and effectively as intended. This is evident in programme reports that show that the programme is concentrated on access to food banks within communities rather than addressing poverty alleviation approaches properly to achieve global SDG goals. The programme misses to align its high-level outputs and achievement of the Sustainable Development Goals. The researcher found this to be an injustice to the calls of combating and reducing poverty in vulnerable communities.

Research objective 2: to assess how NPOs in the City of Tshwane are monitored and assisted by the GDSD to deliver services effectively using the Poverty Alleviation and Sustainable Livelihoods Programme

Finding 5 points out that the monitoring process of the GDSD is clear to evaluate programme targets and progress. The monitoring process enables NPOs to work efficiently and effectively although under pressure at times.

NPOs are monitored by designated GDSD Sustainable Livelihood Unit officials monthly and quarterly. This is done through site visits and face-to-face interactions. Community development practitioners of the GDSD are allocated across all the funded NPOs to monitor and track progress made by the NPOs in reaching the target number of beneficiaries.

Finding 6 shows that NPOs are assisted by the GDSD through capacity-building workshops. The capacity-building workshops provided by the GDSD are not enough to assist NPOs effectively in order to get meaningful training and development. This workshop occurs once a year to assist NPOs in planning for the programme and familiarising with PFMA adherence and reporting standards (RSA 1999). NPOs expressed a desire for more meaningful assistance from the GDSD that would assist NPOs in acquiring accreditation for the skills programmes they offer to beneficiaries.

POs expressed that most of the programmes currently require skilled and accredited facilitators. NPOs pay these facilitators out of their own pockets to cut costs. NPOs therefore wish to be trained to become professional skills providers or further collaborate with the Education, Training and Development Practices Sector Education and Training Authority (ETDP SETA) (2019.

Research objective 3: to describe the challenges facing NPOs in the City of Tshwane

Finding 7 found inconsistencies in funding of NPOs by the GDSD. NPOs complain that the inadequate funding from the GDSD affects and limits their ability to have an effect in communities. The findings also reveal that NPOs do not understand the funding model processes of the GDSD sufficiently.

Finding 8 points out that, at the time of this research, there were limited communication, consultation and coordination in the way the GDSD operated and worked with NPOs in the CoT. Whilst NPOs desire true partnership from the GDSD insofar as rendering services on behalf of government is concerned, in practise, things are not always as they seem. Although the programme guidelines are provided and discussed in the workshops, NPOs require a more consultative relationship and want to be treated as partners rather than as employees of government.

Finding 9 showed that, although the CoT municipality established a policy framework for NPOs and housed a social development directorate at the time of this research, the municipality did not support or fund NPOs working with the GDSD in poverty reduction strategies. The lack of support on the part of the municipality is a cause for concern and requires further investigation to determine the causes for this.

In addition, the study also found by way of NPO responses that the GDSD was chasing large beneficiary numbers at the time. This discovery aligns to the challenge of NPOs to fill in the high target number of beneficiaries that compromises the meaningful effect of the programme, which in turn affects the low numbers of beneficiaries in job placement by NPOs. The high numbers of beneficiaries at NPOs limit the work that these organisations do.

Research objective 4: to determine the dynamics of the relationship between GDSD and NPOs and the influence of the relationship on the programme and communities

Finding 10 points out that, although the relationship between the GDSD and NPOs was positive at the time of this study, the nature of their relationship was not that of a partnership. Rapoo and Tshiyoyo (2014:24) emphasise that establishment of a

meaningful partnership requires managing expectations and influences that yield meaningful collaboration and partnership. In addition, Rapoo and Tshiyoyo (2014:20) emphasise, "there should first be a partnership which takes the form of collaboration in order for the relationship between both parties to work".

Finding 11 reveals that the work done by the GDSD and NPOs in the CoT is not enough to have a significant effect in CoT communities. At best as indicated earlier (see 5.6.3.1), the impact of the programme does not solve the issue of poverty significantly within communities.

In addition, the current study also found that the large number of beneficiaries on waiting lists at NPOs showed an increased desire on the part of youth to participate in skills development training programmes at NPOs. In turn, through participation in the programme, there has been increased awareness within the community on the work done by the GDSD and NPOs. This has assisted in early interventions of household profiling and food bank interventions within the community (see GDSD 2018 as discussed in 5.5.3).

Research objective 5: to assess whether there are interventions to ensure that NPOs are effective and efficient while rendering Poverty Alleviation and Sustainable Livelihoods Programme services

Finding 12 points out that there are no formal interventions available to ensure the effectiveness and efficiency of NPOs to render services in communities. While the GDSD provides capacity building and monthly site visits, the establishment of an effective system to manage the work NPOs do in the CoT is missing.

The study also found that the GDSD believes NPOs can do the work, based on meeting the call for funding every year. There is however no process that evaluates or mitigates arising challenges or difficulties experienced by NPOs. NPOs are treated as employees by the GDSD, on the basis that NPOs meet the criteria for funding and understand what is required of them and when.

In Chapter 2 (see 2.5.1) describes the effectiveness of non-profit organisations in the context of this study, **finding 13** shows that NPOs are effective in rendering services utilising the PASLP but require the assistance of government through meaningful

training to have a considerable influence in the community. In terms of Coetzee's (2007:49) concept of NPO effectiveness, NPOs in the CoT were found to be effective at the time of this research because they met the following criteria:

- following a formally stated mandate of the Poverty Alleviation and Sustainable Livelihood programme that has **clearly stated outcomes and objectives** to be met;

- operating on **valid programme indicators**, which can be measured qualitatively and be used to see whether outcomes have been achieved;

- ability for measuring the outcomes that have been achieved and providing **convincing evidence** in this regard; and

- being effective insofar as they can meet the outcomes of the programme in the **period** during which the outcomes were to be achieved.

This study also found that the GDSD did not provide convincing evidence to substantiate the number of youths placed in jobs by NPOs during the period 2015–2018. The lack of transparency and accountability on the part of the GDSD compromised the effectiveness of NPOs and the work they were doing. It is evident in the reports submitted to the GDSD that NPOs have met the outcomes for developing a clear exit plan for youth that complete the skills development programmes at the various NPOs.

In addition, the current study found that the collaborative public management theory described earlier by McGuire (2006:33) is the best theory to define the partnership between NPOs and the GDSD in the CoT. McGuire (2006:34) details that societal and environmental changes are primary determinants for collaborative public management. They require a new way and approaches for government to do things.

According to McGuire (2006:34), this is "the age of networking and collaborating". Collaborative public management research, as explained by McGuire (2006:35), "pays a great deal of attention to the process and impact of collaboration in the public sector". McGuire (2006:36) asserts further, "it [collaborative public management] emphasises the prevalence of collaboration (both recently and historically), the components of emerging collaborative structures, the types of skills that are unique to collaborative management, and the effects of collaboration".

McGuire (2006:34) further emphasises that this partnership and collaboration are important to understand the challenges facing governments today. In addition, McGuire (2006:34) later explains, "the types of problems that government faces today cannot be addressed effectively through traditional bureaucracies". Best put, according to McGuire (2006:35), is –

> [S]olving seemingly intractable problems such as poverty, health care, and natural disasters, the argument goes, requires different mechanisms that are more flexible, more inclusive, and more adaptable and operate with greater speed (Alter and Hage 1993) than those of conventional government organisations.

It was therefore clear from the current study that, to improve the efficiency and responsiveness of service delivery, the partnership between government and NPOs is necessary. To meet the SDG targets and to address poverty problems significantly, an active and effective non-profit sector is required, one which is partially self-sustainable and prompted through government action rather than government involvement.

6.4   RECOMMENDATIONS OF THE STUDY

In understanding the nature in which collaborations in the public sector occur, McQuire (2006:35) asks whether, if such collaborations can evolve over time, there could be an identifiable cycle or sequence to their development. In this case, how has the collaboration between the GDSD and NPOs changed over time, and can we identify the trends of such a partnership to be able to foretell future developments? In addition, what can be learnt from such collaborations that can be used to better the current state of partnership between the two? (McQuire 2006:35)

This study makes the following recommendations based on the summary of findings and discussions:

6.4.1   Establish realistic programme standards

The GDSD should establish programme targets and standards that are realistic and attainable by NPOs in the CoT. The cause of concern in this regard is that it often appears in the findings that the programme concentrates on achieving a multitude of

factors, which often overlap and, in turn, leave NPOs overwhelmed and overworked in meeting the programme outcomes. It is also important that social and environmental conditions be taken into consideration whenever programme outcomes and objectives are established, especially because NPOs are required to find and place youth in jobs after training has been completed.

6.4.2   Implementation of one uniform national poverty alleviation programme

If South Africa wishes to meet the global SDGs in ending poverty, much attention has to be paid to establishing a uniform national programme, which intends to resolve poverty levels. As eluded earlier (see 3.5 and 3.6), it is clear that both provincial and local municipalities work in silos in alleviating poverty. The programmes established to address poverty alleviation and ensure sustainable livelihoods approaches are different to each other. This often causes duplication of services and makes it difficult to track the progress made across the spheres of governments sufficiently. The establishment of one uniform national poverty alleviation and sustainable livelihood programme would assist in the accurate reporting of meeting the SDGs and in achieving annual targets of the National Development Plan (NPC 2019).

6.4.3   The role of food businesses in food donation

It is clear from the research findings and literature on poverty alleviation studies (see 5.4 and 5.5.4) that poverty remains a problem too wide and complex for government to solve alone. The inclusion of NPOs in assisting with poverty reduction is well taken and necessary but where communities in the CoT are concerned, the current study identified that more can be done if local and provincial food businesses are included in assisting in the distribution of food to the extremely poor. The reason behind this as stated by the current research is to convince franchises on a daily basis to donate unused food or food due to expire to vulnerable community members.

SDG goal 1 emphasises the need to end poverty in all its forms (ICLEI 2015). This current study suggests that to intensify poverty efforts locally, poverty efforts should include getting local businesses to play their part in helping to fill the gap in households that go to sleep without a meal in the CoT and call on NPOs to collaborate further to extend the call for improving food security in this regard.

6.4.4 Increased funding

The funding model of NPOs cannot be emphasised enough. It is clear from the research findings that inconsistent funding is a major challenge for NPOs (see 5.6.3.2). While NPOs wish to get more funding and train more beneficiaries, the budget allocation of NPOs is done solely by the GDSD. The GDSD does not consult with NPOs on community needs and allocates funding based on their own preference. The current study recommends that the GDSD should increase and benchmark funding in line with the target number of beneficiaries that each NPO can take every year. When funding is sufficient, the reach of the programme improves, changing the livelihoods of more unemployed youth in the communities.

6.4.5 Increasing donor support and aid

There is no doubt that, increasing funding for funded NPOs, will not create competition by NPOs for government funding. To reduce the competition in the NPO sector when increasing funding, the current study recommends that government needs to promote and improve the avenues for NPOs to acquire funding for the services they render in communities. This means that, for more NPOs to participate in poverty alleviation programmes, government needs to pay much attention to lower the requirements for funding application by the NPO Directorate and to enable other stakeholders to cooperative with NPOs in corporate social responsibility (CSR) projects.

6.4.6 Re-building and restructuring the NPO Directorate

It is clear that there is a need to establish a new functional NPO directorate that is impartial to the SANPORA and SANPOTRI and that is able to handle the current demands, resolve the incapacity of the NPO Directorate as stated by Pather (2016) (see 3.4.3) and governance challenges facing the NPO sector in South Africa.

Evident from the literature highlighted in Chapter 2 (see 3.4.7), was also a dire need for the SA government to develop and implement a new NPO Bill that would be able to include and address the important needs and demands of the NPO sector efficiently. Through the Inyathelo Organisation (2013:5), it is accepted that the outdated NPO Act (71 of 1997) (RSA 1997b) does not fully create an environment where NPOs can flourish and be effective in the long term while working with government.

The NPO Act (RSA 1997b) does not meet the current needs of NPOs as stated by the Inyathelo Organisation (2013). This current study agrees with the Inyathelo Organisation (2013) that the new NPO Bill should be established in consultation with all the voices of NPOs and in agreement with government. The understanding behind this is that for NPOs to be effective in the long term, they themselves need to take charge by voicing their own challenges and coming up with realistic solutions that will be visible in policy and programme transformation and developments and improvement in governance in the NPO sector.

6.4.7 Increased participation of NPOs in the Tshwane Development Centre Forum

From the researcher's observation of the TDCF, there is a dire need for increased participation and attendance of NPOs of the City of Tshwane in the TDCF activities (see 5.6.3.3). The reason for this, is to increase and strength the capacity of the TDFC and individual NPOs to function independently. The intention of the TDCF should be to get 'NPO houses' in order.

Where communication and consultation challenges are experienced, NPOs as a collective can address some of the shortfalls and share advice on the programme progress. The attendance of the monthly meetings of the TDCF must be compulsory and NPOs should be encouraged to engage each other through information sharing. This is to also give unfunded NPOs an opportunity to learn how to start their NPOs in other CoT regions and how government processes work as well as exchanging external donor sponsorship opportunities.

6.4.8 Increased consultation between GDSD and NPOs

To increase the efficiency and effectiveness of NPOs, the GDSD should increase consultation and joint planning with NPOs in the CoT. The research findings point out that most of the programme planning is done in silos by the Gauteng Department of Social development.

The GDSD in turn, treats NPOs like employees and not like a partner where service delivery is concerned as expressed by DSD official 4 (see 5.6.3). The GDSD decides how much money is allocated every year, which targets are to be met, the percentage

of beneficiaries for job placements to be achieved, the training needs of NPOs and monitoring and oversight of the progress. Little attention is given to discussing and planning with NPOs before programme implementation is to take place.

6.4.9 The role of the CoT municipality in supporting NPOs

Highlighted earlier in Chapter 3 (see 3.7), the CoT municipality comprises of seven regions to which NPOs render poverty alleviation and sustainable livelihood services. Throughout the study, the municipal policy document (CoT 2016) gives rise to the challenges facing NPOs in the CoT and the role played by the municipality's social development directorate in assisting and supporting NPOs. However the current research findings found that the CoT municipality does not currently fund or assist NPOs to render poverty alleviation and sustainable livelihood services in communities.

The absence of the municipality in supporting and funding the NPOs in the context of the study, leaves NPOs heavily reliant only on the GDSD as the only source of income in the municipality. The lack of financial support from the municipality is alarming as it slows down the response in meeting the SDGs as outlined by the United Nations (ICLEI 2015). The SDGs, unlike the MDGs, were established to include municipalities and cities to assist in reducing poverty and building inclusive and sustainable communities (ICLEI 2015:3).

As a result, it is recommended that the CoT municipality has an increased role and function to play in fast-tracking poverty alleviation and sustainable livelihood programmes in the municipality as eluded earlier in CoT (2019).

6.4.10 Improvements in increasing social partnerships for improving service delivery in communities

The call for delivering services in South Africa calls for more inclusion of other partners to fight poverty and unemployment in communities. The current study recommends that NPOs in communities collaborate further with churches and other interest groups in the community to deliver services effectively. While a partnership of two is better than one, by expanding the partnership between the GDSD and NPO to align with other key role player, this would improve poverty service delivery in communities.

To explain further, the current research recommends that there is a role that can be played by faith-based organisations where poverty reduction is concerned. Communities are filled with churches that often do charitable work in communities. This charitable work can be combined with those of NPOs to reach more beneficiaries and raise more donors. Churches can play a significant role in contributing to poverty reduction and could do what is needed to reduce poverty if additional social partnerships are formed especially where food distribution is concerned.

6.5   AREAS OF FUTURE RESEARCH

This study recommends that a much attention and research can be invested in the following areas:

6.5.1   Introducing a public and non-profit management module into the Public Administration curriculum

The current research foresees that in preparing the future generation for a management career in both government and the non-profit sector, and to ensure that public managers are able to resolve the challenges that involve public, private businesses and NPOs, public administration and management curriculum needs to be updated.

For example, in the United States, the University of Pittsburgh (2020) has introduced an academic qualification called Public and Nonprofit Management as part of the curriculum due to the increase in partnerships between government and the non-profit sector. The University of Pittsburgh (2020:1) states:

> The programme focuses on challenging its students to explore pragmatic and ethical implications of contemporary approaches to nonprofit management and managing diverse organisations in an increasingly integrated global public sector. The areas of focus in the programme are community development, ethical decision-making, leadership and management, public administration and social and public policy.

In South Africa, the University of Stellenbosch Business School (2020) currently offers a Management Programme for NPOs as a short learning programme. The University states that the programme is best suited for aspiring NPO managers in the non-profit

sector who have no formal qualification in management. As a result, the researcher encourages that the programme be offered earlier, at an undergraduate level, to SA students, just as in the United States. This will enable young academics to think broadly about the challenges facing government and the non-profit sector as partners in service delivery and community development.

6.5.2   Promoting social entrepreneurship research in South Africa

Manyaka (2015:4) notes in her studies on social entrepreneurship conducted in Nellmapius in the CoT, that at the time, many NPOs currently did not have plans to make money to sustain their organisation past government's funding plan.

Manyaka (2015:5) notes that their dependency on government funding creates a competitive sector for NPOs and the work they do. Moreover, Manyaka (2015) emphasises that social entrepreneurship offers a solution to reduce some of the funding issues crippling NPOs in the CoT. Manyaka (2015:4) defines social entrepreneurs as:

> People who see a problem in the community, become alert to the opportunities that arise from the problem, and he or she devises a system for solving, or at least addressing the problem. This solution generates profit for the enterprise or organisation.

Manyaka (2015:6) also states that the mission of social entrepreneurship is:

> Bringing betterment to those who have been marginalised so that they can transform their conditions. Social entrepreneurs make the profit not for personal gain, but to sustain their enterprise or business, and to continue helping the community, whereas entrepreneurs work for personal profit or wealth creation.

In improving the effectiveness of the work NPOs do, promoting social entrepreneurship across NPOs in the CoT would enable NPOs to increase survival in an increasingly competitive NPO sector.

6.6   CONCLUSION

This chapter presented the chapter outline, a summary of the main research findings and conclusions of the research study. The summary of the findings is based and guided by the research objectives as stated in Chapter 1 of the study. The purpose of the research study was outlined, presenting the main recommendations and areas for future research emanating from the findings.

The study found that the GDSD should create a more enabling partnership with NPOs by improving programme consultation processes and a more consistent funding model for NPOs. It further recommends that the study of public and non-profit management be included in the Public Administration and Management curriculum in South Africa to enable future academics to meet the range of challenges that face government, business and NPO relationship.

Lastly, this study recommends that, for government to see considerable results and a change in the fight against poverty alleviation, there is a need to establish one national and uniform poverty alleviation programme that could be implemented across all spheres of government.

This chapter further recommends a need to restructure the current role played by the NPO Directorate nationally, not only where staff capacity is concerned but also to introduce a functional model for managing the funding but also the current needs and demands of the NPO sector in South Africa.

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SEMI-STRUCTURED INTERVIEW QUESTIONS FOR NONPROFIT ORGANISATION PARTICIPANTS IN THE CITY OF TSHWANE

Dear Participant,

INSTRUCTIONS TO COMPLETE THIS QUESTIONNAIRE:

- Do not write your name, surname or any other personal details or numbers on this interview.
- The interview will not take longer than 60 minutes to complete.
- There is only 1 [one] answer per question.
- Please note that the information you provide in this section will remain confidential and will only be used for research purposes.

PLEASE TICK THE FOLLOWING BOX IF YOU CONSENT TO PARTICIPATE:

☐ I hereby consent and understand that my participation is voluntary and anonymous and that the information will be kept strictly confidential.

SECTION B: BIOGRAPHICAL INFORMATION

Indicate your choice at each of the statements listed below with an X:

1. Gender:

1	Male	
2	Female	

2. Work Experience:

1	0-5	
2	6-10	
3	11-15	
4	16-20	
5	21-25	
6	26 +	

3. Age:

1	Under 26	
2	27-40	
3	41-51	
4	52-65	
7	66 +	

4. Highest Qualification

1	Doctorate	
2	Master's degree	
3	Honor's degree	
4	Postgraduate Diploma	
5	Bachelor's degree	
6	Diploma	
	Higher Certificate	
7	Matric/Grade 12	

SECTION C: GENERAL UNDERSTANDING OF POVERTY IN THE CITY OF TSHWANE

1. In your own words, how would you explain the state of poverty in your region in the City of Tshwane Municipality?

   _____

   _____

2. How has poverty been reduced in the City of Tshwane? If yes, elaborate? If no, please explain?

   _____

   _____

3. In your own opinion, what is the objective or rationale of the Poverty Alleviation and Sustainable Livelihood Programme?

   _____

   _____

SECTION D: THE ROLE OF NPOs IN THE CITY OF TSHWANE

1. In your view, how is your NPO helping in reducing poverty in the City of Tshwane?

   _____

   _____

2. What was the purpose of starting the NPO?

   _____

   _____

3. In your own words, how has the Department of Social Development been assisting your NPO in rendering services in the past 5 years in the City of Tshwane?

   _____

   _____

4. How long has your NPO been receiving funding from the Department of Social Development?

   _____

   _____

5. In your own opinion, what are some of the challenges NPOs face when delivering services to communities in their regions in the City of Tshwane?

   _____

6. How has the Department of Social Development been assisting NPOs apart from funding to render these services to communities in their regions successfully?

_____

_____

7. How does government monitor the progress made by NPOs in their respective regions in the City of Tshwane?

_____

_____

SECTION E: PARTNERSHIP BETWEEN NPOS AND THE DSD

1. In your view, how would you describe the relationship between your NPO and the Department of Social Development in the City of Tshwane?

_____

_____

2. Do NPOs and the Department of Social Development meet to discuss rising issues concerning the Poverty Alleviation and Sustainable Livelihood Programme? If yes, how often?

_____

_____

3. How has the partnership between the Department of Social Development and your NPO impacted the Poverty Alleviation and Sustainable Livelihood Programme?

_____

_____

4. Are there any conflict resolution or mediation strategies in place to maintain good partnership and programme success? If yes, what are they? If no, elaborate?

_____

_____

SEMI-STRUCTURED INTERVIEW FOR THE GAUTENG DEPARTMENT OF SOCIAL DEVELOPMENT OFFICIALS

Dear Participant,

INSTRUCTIONS TO COMPLETE THIS QUESTIONNAIRE:

- Do not write your name, surname or any other personal details or numbers on this interview.
- The interview will not take longer than 60 minutes to complete.
- There is only 1 [one] answer per question.
- Please note that the information you provide in this section will remain confidential and will only be used for research purposes.

PLEASE TICK THE FOLLOWING BOX IF YOU CONSENT TO PARTICIPATE:

☐ I hereby consent and understand that my participation is voluntary and anonymous and that the information will be kept strictly confidential.

SECTION B: BIOGRAPHICAL INFORMATION

Indicate your choice at each of the statements listed below with an X:

1. Gender:

1	Male	
2	Female	

2. Work Experience:

1	0-5	
2	6-10	
3	11-15	
4	16-20	
5	21-25	
6	26 +	

3. Age:

1	Under 26	
2	27-40	
3	41-51	
4	52-65	
7	66 +	

4. Highest Qualification

1	Doctorate	
2	Master's degree	
3	Honor's degree	
4	Postgraduate Diploma	
5	Bachelor's degree	
6	Diploma	
	Higher Certificate	
7	Matric/Grade 12	

SECTION C: GENERAL UNDERSTANDING OF POVERTY IN THE CITY OF TSHWANE

1. In your own words, how would you explain the state of poverty in Regions 1, 2 3, and 6 in the City of Tshwane Municipality?

2. Explain in your own words, the categories of poverty that are prevalent in your region?

3. What plans have been introduced in the past 5 years by the DSD to eliminate poverty?

4. How has poverty been reduced in these regions in the City of Tshwane? If yes, elaborate? If no, please explain?

5. In your own opinion, what is the objective or rationale of the Poverty Alleviation and Sustainable Livelihood Programme?

SECTION D: PROGRAMME EVALUATION OF THE PASLP

1. In your own words, how would you say the Department of Social Development identifies or measures whether an NPO is effective or not?

2. How has the Poverty Alleviation and Sustainable Livelihood Programme being utilized by NPOs in the City of Tshwane?

3. How does the Department of Social Development monitor and evaluate the progress made by NPOs working on the Poverty Alleviation and Sustainable Livelihood Programme?

4.   In your view, what are some of the challenges experienced by NPOs while working on the Poverty Alleviation and Sustainable Livelihood Programme?

_____

_____

5.   Is training provided to NPOs prior to working on the Poverty Alleviation and Sustainable Livelihood Programme? If yes, how often? If No, elaborate?

_____

_____

6.   What measures do the Department of Social Development take if they are unhappy with the services rendered by NPOs?

_____

_____

SECTION E: PARTNERSHIP BETWEEN THE DSD AND NPOS

1.   In your view, how would you describe the relationship between NPOs and the Department of Social Development in the City of Tshwane? Positive? Negative? Elaborate

_____

_____

2.   Do NPOs and the Department of Social Development meet to discuss rising issues concerning the Poverty Alleviation and Sustainable Livelihood Programme? If yes, how often?

_____

_____

3.   How has the partnership between the Department of Social Development and NPOs impacted the Poverty Alleviation and Sustainable Livelihood Programme?

_____

_____

4.   Are there any conflict resolution or mediation strategies in place to maintain good partnership and programme success between NPOs and Department of Social Development? If yes, what are they? If no, elaborate?

_____

_____

PERMISSION LETTER TO CONDUCT RESEARCH

GAUTENG PROVINCE
SOCIAL DEVELOPMENT
REPUBLIC OF SOUTH AFRICA

Enquiries: Dr. Sello Mokoena
Tel: 082 331 0786
File no.: 01/07/19

Dear K Kekana

RE: APPLICATION TO CONDUCT RESEARCH IN THE GAUTENG DEPARTMENT OF SOCIAL DEVELOPMENT

Thank you for your application to conduct research within the Gauteng Department of Social Development.

Your application on the research on *"Non-Profit Organisation Effectiveness in the City of Tshwane: Evaluating the Poverty Alleviation and Sustainable Livelihood Programme"* has been considered and approved for support by the Department as it was found to be beneficial to the Department's vision and mission. The approval is subject to the Department's terms and conditions as endorsed on the 8th July 2019.

You have permission to interview departmental officials, conduct observations and access relevant documents where necessary.

May I take this opportunity to wish you well on the journey you are about to embark on.

We look forward to a value adding research and a fruitful co-operation.

With thanks

Ms Amanda Hartmann
Deputy Director General: Support Services
Date: 18/07/2019

UNISA ETHICAL CLEARANCE CERTIFICATE

UNISA | university of south africa

DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS REVIEW COMMITTEE

Date: 20 August 2019

Ref #: PAM/2019/026 (Kekana)
Name of applicant: Ms KM Kekana
Student#: 64113035

Dear Ms Kekana

Decision: Ethics Clearance Approval 20 August 2019 to 19 August 2022

Name: Ms KM Kekana,   student#: 64113035,   email: kekank@unisa.ac.za,
tel: 012 429-4907

[Supervisor: Mr BC Lekonyane, staff#: 90013999, email: lekonbc@unisa.ac.za,
tel: 012 429-6116]

Research project   'Non-profit Organisation Effectiveness in the City of Tshwane: An Evaluation of the Poverty Alleviation and Sustainable Livelihood Programme 2015 - 2018'

Qualification: Master of Administration in Public Administration

Thank you for the application for **research ethics clearance** by the Department: Public Administration and Management: Research Ethics Review Committee, for the above mentioned research. Ethics approval is granted for the period 20 August 2019 to 19 August 2022. You are, though, required to submit letters from the non-profit organisations in which permission is granted to do this research, to this Ethics Committee within 30 days of the date of the certificate. If necessary to complete the research, you may apply for an **extension** of the period. The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was **expedited and reviewed** in compliance with the *Unisa Policy on Research Ethics* and the *Standard Operating Procedure on Research Ethics Risk Assessment* by the RERC on 20 August 2019.

The proposed research may now commence with the proviso that:

1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.

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Preller Street, Muckleneuk Ridge, City of Tshwane
PO Box 392 UNISA 0003 South Africa
Telephone: +27 12 429 3111 Facsimile: +27 12 429 4150
www.unisa.ac.za

2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to this Ethics Review Committee.

3) The researcher will conduct the study according to the methods and procedures set out in the approved application.

4) Any changes that can affect the study-related risks for the research participants, particularly in terms of assurances made with regards to the protection of participants' privacy and the confidentiality of the data, should be reported to the Committee in writing, accompanied by a progress report.

5) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study, among others, the **Protection of Personal Information Act** 4/2013; **Children's Act** 38/2005 and **National Health Act** 61/2003.

6) Only de-identified research data may be used for secondary research purposes in future on condition that the research objectives are similar to those of the original research. Secondary use of identifiable human research data requires additional ethics clearance.

7) Field work activities **may not** continue after the expiry date given. Submission of a completed research ethics progress report will constitute an application for renewal of Ethics Research Committee approval.

Kind regards

Dr C Alers

Chairperson: Research Ethics Review
Committee
Department of Public Administration
and Management
Office tel. : 012 429-6286;
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EDITOR'S LANGUAGE AND TECHNICAL EDITING CERTIFICATE

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DECLARATION

I hereby certify that the thesis by KEROTSE MARILYN KEKANA was properly language edited but without viewing the final version.

The track changes function was used and the author was responsible for accepting the editor's changes and for finalising the reference list.

Title of thesis:
EFFECTIVENESS OF NON PROFIT ORGANISATIONS IN THE CITY OF TSHWANE: AN EVALUATION OF THE POVERTY ALLEVIATION AND SUSTAINABLE LIVELIHOOD PROGRAMME 2015–2018

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JACKIE VILJOEN
Strand
South Africa
08 April 2020