

The role of the NGO in local government. The case of World Vision in Ubuhlebezwe Municipality

by

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Declaration

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Abstract

Local government in South Africa is struggling and is marred by continued service delivery protests, corruption and fraud. Since the new dispensation in 1994, the developmental local government agenda was to be implemented by local municipalities. This has however been not without challenges. The lack of integration between social development and service delivery as well as the administrative-political dichotomy, has been particularly problematic. This study evaluates how developmental local government plays out in South Africa and what role Non-Governmental Organisations (NGOs) play in this space.

NGOs has long been important role players in development agendas both internationally as well as in South Africa. The study will show that although there have been organisations involved in areas like poverty reduction and helping the marginalised for centuries, the perception of the failing State has opened doors for these organisations to fill a vacuum left by these States. Furthermore, the study will show that faith-based organisations has distinct characteristics, which make them ideal partners for local government.

The types of planning partnerships that encourage co-production is of particular importance. Public participation is the heart of any development effort and form part of the Integrated Development Plan (IDP) of every municipality. Participation unfortunately often plays out in the narrow sense in local government and there is space for NGOs to play a facilitation role in this particular area.

The study will show that World Vision South Africa (WVSA) has a particular way of partnering with local government that builds capacity and empowers both the municipality as well as the local community. The researcher has used the work that WVSA does with the Ubuhlebezwe Municipality as a case study. A qualitative research paradigm was employed, using interviews and focus groups and participatory observation to collect primary data.

The study will show that NGOs are important stakeholders in local government, but that there is a “sweet spot” for how these organisations work together. NGOs should focus on capacitating local government rather than implementing programmes parallel or even in opposition to local government. IDPs and Local Economic Development (LED) plans are key documents that can be important indicators where a certain municipality could require help from NGOs.

Opsomming

Plaaslike regering sukkel in Suid-Afrika en word geteister deur voortslepende protes oor diensverskaffing, korrupsie en bedrog. Sedert die aanvang van die nuwe bedeling in 1994 moes plaaslike munisipaliteite uitvoering gee aan die ontwikkelingsgerigte plaaslike regerings plan. Dit het egter nie sonder uitdagings plaasgevind nie. Die gebrek aan integrasie tussen sosiale ontwikkeling en diensverskaffing sowel as die administratief-politieke tweeledigheid was besonder problematies. Hierdie studie ondersoek hoe die ontwikkeling van plaaslike regering in Suid-Afrika plaasvind en watter rol nie-regerings-organisasies (NGOs) in die spasie speel.

Nie-regerings-organisasies (NGOs) is al lank reeds belangrike rolspelers in die ontwikkelingsarena, internasionaal sowel as in Suid-Afrika. Hierdie studie sal aantoon dat hoewel daar reeds vir eeue organisasies bestaan wat betrokke was op gebiede soos verligting van armoede en die versorging van gemarginaliseerdes, die persepsie van die mislukkende Staat dit moontlik gemaak het vir hierdie organisasies om die vakuum te vul wat deur hierdie State gelaat is. Die studie sal daarbenewens aantoon dat geloofsgegronde organisasies besondere kenmerke het wat hulle die ideale vennote vir plaaslike regerings maak.

Die tipes beplannings-vennootskappe wat medeproduksie aanmoedig, is van besondere belang. Openbare deelname is kern tot enige ontwikkelingspoging en vorm deel van die Geïntegreerde Ontwikkelings Plan (IDP) van elke munisipaliteit. Deelname vind ongelukkig dikwels op 'n gebrekkige wyse in plaaslike regering plaas en daar is dus ruimte vir NGOs om op hierdie besondere gebied 'n rol te speel.

Die studie sal aantoon dat World Vision Suid Afrika (WVSA) op 'n besondere wyse met plaaslike regering in vennootskap tree, wat bekwaamheid bou en beide die munisipaliteit en die plaaslike gemeenskap bemagtig. Die navorser het die werk wat WVSA in die Ubuhlebezwe Munisipaliteit doen, as 'n gevallestudie gebruik. 'n

Kwalitatiewe navorsingsparadigma is gebruik, wat van onderhoude, fokusgroepe en deelnemende waarneming gebruik gemaak het om primêre data te versamel.

Die studie sal aantoon dat NGOs belangrike deelhebbers in plaaslike regering is, maar dat daar 'n spesifieke wyse is waarop hierdie organisasies doeltreffend kan saamwerk. NGOs moet daarop fokus om plaaslike regering te bemagtig eerder as om parallelle programme te implementeer wat selfs in stryd is met die plaaslike regering werk. Geïntegreerde ontwikkeling en Plaaslike Ekonomiese Ontwikkeling (LED) planne is belangrike aanwysers van waar sekere munisipaliteite hulp van NGOs benodig.

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Last off all, glory goes to God in heaven.

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List of Acronyms

ACTs	Area Coordinating Teams
ADP	Area Development Programme
AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
ASGISA	Accelerated and Shared Growth Initiative for South Africa
CEO	Chief Executive Officer
COGTA	Co-operative Governance and Traditional Affairs
COSATU	Congress of South African Trade Unions
CPO	Child Protection Organisation
CSI	Corporate Social Investments
CVA	Citizen Voice in Action
CWBA	Child Wellbeing Aspirations
DAC	Development Assistance Committee
DEAT	Department of Environmental Affairs and Tourism
DLG	Developmental Local Government
DPA	Development Programme Approach
DPLG	Department of Local Government
ETU	Education Training Unit
FBO	Faith-Based Organisation
FCC	Financial and Fiscal Commission
GEAR	Growth Employment and Redistribution
GGLN	Good Governance Learning Network
HIV	Human Immunodeficiency Virus
HPPP	Humanitarian Private Sector Partnership Platform
IAP2	Internal Association of Public Participation
IDP	Integrated Development Plan
IKS	Indigenous Knowledge Systems
INGO	International Non-Governmental Organisation
LDCR	Least Developed Countries Report
LED	Local Economic Development.
LGNF	Local Government Negotiating Forum

LGTS	Local Government Turnaround Strategy
M&E	Monitoring and Evaluation
MOU	Memorandum of Understanding
NCOP	National Council of Provinces
NDP	National Development Plan
NGO	Non-Governmental Organisation
NP	National Party
NPO	Non -Profit Organisation
P4	Public Participation Planning Partnership
PAR	Participatory Action Research
PPNP	Public Private Non-for-profit Partnership
PPP	Public Private Partnership
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
UK	United Kingdom
UKAID	United Kingdom for Agency for International Development
UN	United Nations
USA	United States of America
USAID	United States Agency for International Development
WC	Ward Committee
WV	World Vision
WVI	World Vision International
WVSA	World Vision South Africa
YMCA	Young Men Christian Association

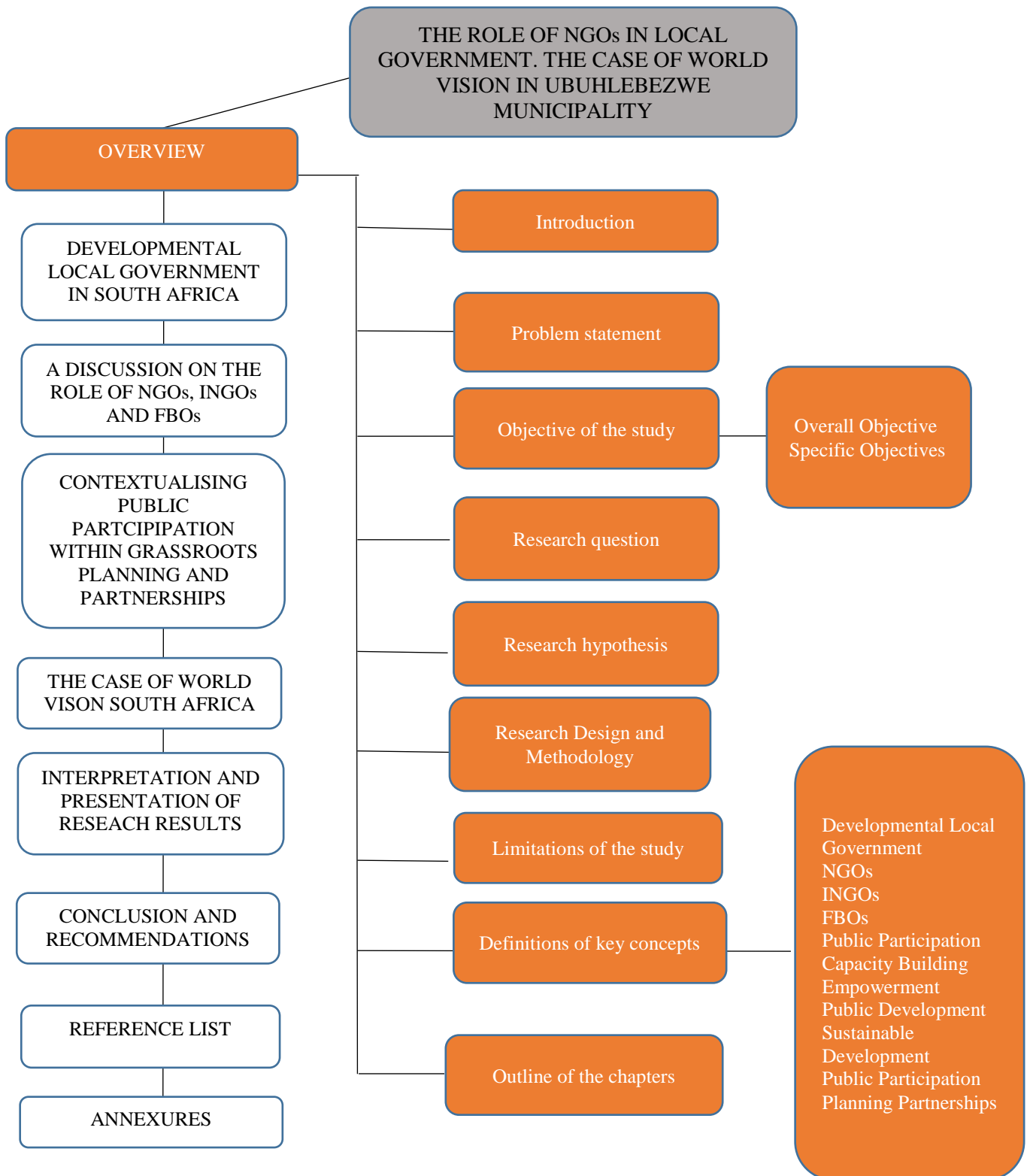
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CHAPTER ONE: OUTLINE



Chapter 1: Introduction and background to the study

1.1 Introduction

Local municipalities in South Africa are struggling, being plagued by service delivery strikes, corruption and mismanagement. Municipal IQ (2017) tracks service delivery protests against municipalities and recorded a staggering 164 in 2015, whereas the Institute of Security Studies counted 3 protests (not just service delivery) as well as labour strikes a day between 2013-2015 (Bhardwaj, 2016). The difficulties experienced by municipalities are further reflected in the audit statements. The auditor-general, Kimi Makwetu, reported an overall deterioration in the 2016-2017 audit results for South African municipalities. The report showed that only 33 of 257 municipalities received clean audit reports (Auditor General of South Africa, 2018). Non-Compliance with key legislation stands at 86%, the highest it has been since 2012-2013. There has been a 75% increase in irregular expenditure, from R16 212 billion the previous year, to R28 367 billion. The auditor-general's consistent message over the years has been that, even with various intervention most municipalities' governance and financial affairs- their going concerns- are in a poor state (Auditor General of South Africa, 2018; Mahlali, 2017; Ndlende, 2017). Omarjee (2017) stated that "Weak systems of internal control impacted the financial health of municipalities". The auditor general reported that 31% of municipalities disclosed in their financial statements that they might not be able to continue operating (Auditor General of South Africa, 2018).

NGOs are key stakeholders and partners in local government, as laid out in the IDPs of different municipalities. This study presents an investigation into the relationship between NGOs and local government with WWSA as a case study. The researcher has assessed the role NGOs are playing in developmental local government (DLG) as set out in the White Paper on Local Government (RSA 1998a), and whether this benefits the municipality and the community. To this end, the researcher assessed WWSA and the work they have done with the Ubuhlebezwe Municipality. The researcher's interest in NGOs stems from her work with World Vision (WV) between 2013 and 2017 and with smaller NGOs both in South Africa and England. The researcher also has a keen interest in the improvement of embattled municipalities in South Africa. She believes

that one of the key ways to improve the lives of the poor and oppressed in South Africa is through properly functioning local municipalities.

1.2 Problem statement

According to Brynard, Hanekom and Brynard (2014:19), scientific investigations can only be effective with a well-defined problem statement to guide and focus the planning as well as the research itself. The researcher used the schematic representation of Figure 1.1 to indicate the thought process used.

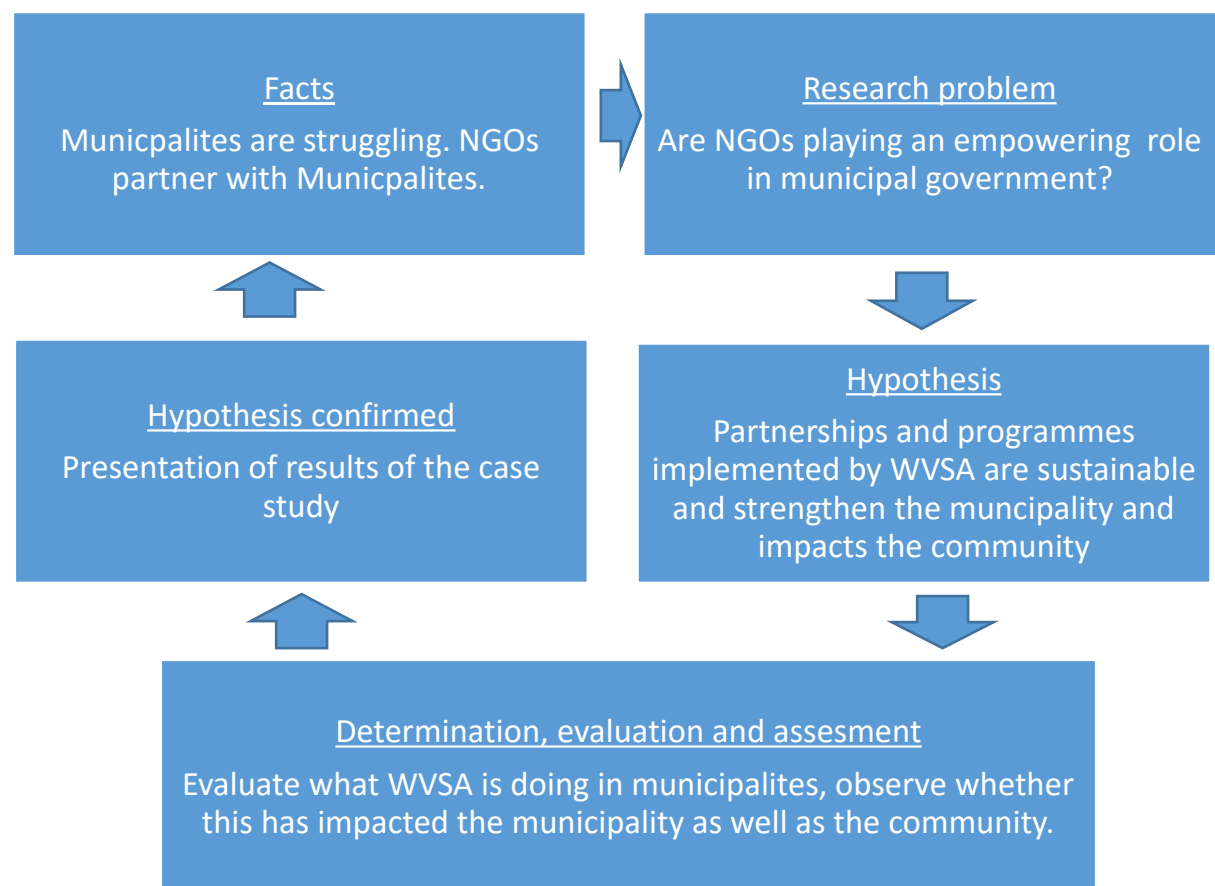


Figure 1.1: Representation of study diagrammatically

NGOs are supposed to be key stakeholders in local municipalities, more so as per the IDPs for all municipalities in South Africa. Although local government should still be the main provider of services and support to communities, this role has in recent years been supplemented and supported by NGOs. NGOs often have developmental goals as

part of their own vision or mission statement. The roles these groups play differ in every local municipality, as no two municipalities are the same.

The researcher was keen to assess whether the way WWSA works with municipalities is unique or forms part of a bigger trend within the larger WV organisation.

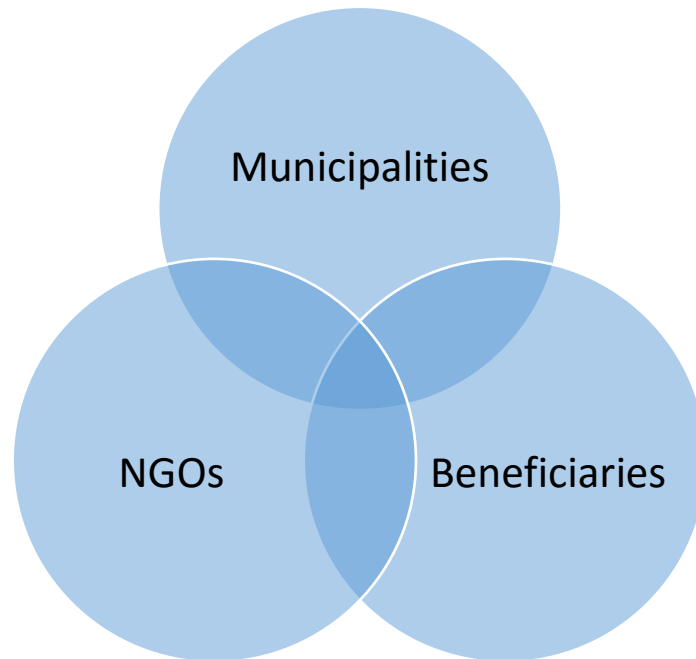


Figure 1. 2: Schematic representation illustrating where NGOs, municipalities and beneficiaries interlink

The schematic representation in Figure 1.2 above, shows that there are overlaps between the work of municipalities, NGOs and the community or beneficiaries. The researcher endeavoured to identify the “sweet spot” in this particular relationship. In other words, the researcher tried to ascertain whether there is an optimum way for NGOs and municipalities to work together where the community gets the most benefit. How can they partner in a way that truly puts the community in the driving seat of their own development? In what way can they form collaborative co-produced public participation planning partnerships (P4)?

The researcher discusses the broader work of NGOs and International Non-Governmental Organisations (INGOs), but focuses on WV. WV as an organisation is also seen by many as a Faith-based Organisation (FBO), and thus FBOs will also be defined. WV’s mission is to improve the lives of children. Built on the organisation’s

Christian identity, its vision is “For every child, life in all its fullness”. WV describes itself as Christian, child focused and community-based and as such the organisation’s work often relies on working in partnership with local municipalities. Theron and Mchunu (2016:12) state that when communities and their beneficiaries co-produce, there are more likely to be opportunities for successful and sustainable development. The researcher will show that through these partnerships, a local municipality will be better able to fulfil its developmental objectives, leaving the community more empowered. There has long been a belief amongst the donor community that, although there might be some degree of waste and corruption in any aid programme, funds sent straight to the field, often in small amounts, are much more likely to be better spent than by the often already failing government(s) (Collier, 1996:115). The question that the researcher attempted to answer was whether WV, by the types of partnerships it is forming with local government, are leaving the local government in a stronger position. Are they leveraging the potential that they have in improving the life of children, and consequently the community, in their partnerships with local municipalities?

South Africa is in the unenviable position that it is often perceived as not “poor enough” to receive donor money (Barnard, 2017). Hence NGOs have more difficulty in accessing funding from donors and grants. In the researcher’s view, however, the reality on the ground is different: in many South African communities, there is crippling poverty and unemployment. This should encourage NGOs to use their funding wisely and engage in more purposeful partnerships that focus on co-production with local municipalities.

In view of the above, the questions the researcher will ask are: are these partnerships perceived as empowering by the partnering municipalities and does it have a positive impact on the beneficiary community? Does it promote the key building blocks for development, i.e. participation, social learning, empowerment, capacity-building and sustainable development (Theron and Mchunu, 2016:17-20)? How can NGOs strengthen the work of local government in a way that benefits the local community? How does WV partner with local municipalities and what are the results of these partnerships? These questions will form the point of departure of this study.

1.3 Objective of the study

1.3.1 Overall objective

The overall objective of this study was to evaluate the work of WV in the Ubuhlebezwe Municipality, focusing on the type of collaborative co-produced P4 formed with the local municipality.

1.3.2 Specific objectives included:

- 1) Assessing the type of programmes and co-production of P4s that WV has implemented in Ubuhlebezwe Municipality. In these partnerships; what role does WV play? The researcher specifically considered whether WV:
 - a) builds capacity in local government;
 - b) increases public participation;
 - c) empowers the local government to serve the community; and inquiring:
 - d) if these programmes and co-production can be reproduced in other localities and by other partners?

1.4 Research questions

Local government in South Africa is in a crisis. Because of this, the following questions were asked: As key stakeholders, what role should NGOs play to support local government to fulfil their mandate to serve the community? Is their participation perceived as empowering by the municipalities and does it have a positive impact on the community? Does it promote the key building blocks for development, i.e. participation, social learning, capacity building, empowerment and sustainable development? Secondly is a P4 constructed between all the stakeholders?

1.5 Research hypothesis

Brynard et al. (2014:23) argue that a hypothesis proceeds from a research problem or statement and forms a point of departure to direct the research. Bryman and Bell (2007:88) highlight the difference between a research question and a hypothesis. They state that a hypothesis is an informed speculation which is constructed to be tested. It is concerned with the possible relationship between two or more variables; “It is the initial

hunches about relationships between concepts” (Bryman & Bell, 2007:587). Patten (2004:15) calls it a prediction that may be based on an educated guess or a formal theory. Corbetta (2003:59) states that the hypothesis forms a partial articulation of a theory, and the theory is more general, whereas the hypothesis is specific. A hypothesis is also more provisional in nature; it is a statement that still has to be proved (Corbetta, 2003:61). Maxwell (2013:77) argues that research questions state what one wants to learn whereas a research hypothesis is a statement of one’s tentative answers to these questions. The author believes that these answers are normally based on the researcher’s theories about, or experiences with, the objects of the study.

The hypothesis for this study was:

NGOs are key stakeholders in local government, as stated by the IDP for some municipalities. The type of collaborative co-produced P4s through projects and programmes implemented by WWSA strengthens local government and supports them in fulfilling their mandate to serve the local community.

1.6 Research design and methodology

The researcher pursued a case study design with one of the local municipalities where WWSA operates as a unit of analysis. The researcher used the case study approach on the basis of the arguments of Gomm, Hammersley and Foster (2009:23) who argue that in social science, case studies feature descriptions that are complex, holistic and which present many interrelated variables. They further argue that comparisons in case studies are implicit rather than explicit. Case studies are useful because of their compatibility to universality and importance of experiential understanding and can thus be expected to have epistemological advantages over other methods of inquiry as a basis for naturalistic generalization (Gomm et al., 2009:24). They argue that case studies are a “direct and satisfying way adding to experience and improving understanding” (Gomm et al., 2009:25).

Flyvbjerg (2001:71 & 86) argues that there is power in examples in the social sciences. Case studies give an opportunity for different voices and viewpoints to be heard, and consider the complexity of different situations. Bryman and Bell (2007:62) see this approach as the detailed and intensive analysis of a single case. They further state that

the most common use of case studies associates it with a locality such as a workplace or organisation. The emphasis tends to be on the intensive examination of setting (Bryman & Bell, 2007:88). In line with this, the researcher focused on only one case, the Ubuhlebezwe Municipality. Schofield (2011:69) argues that the traditional focus on single case studies in qualitative research can be seen as inconsistent with some statistical sampling procedures. This is often sighted as a weakness of the case study approach. Another drawback of case study research is the problem of generalisation of the larger populations (Bloor & Wood, 2006:29). Karlsson (2015:2) argues that the primary criteria for selecting cases is based on how it is relevant to the research.

Molenaers, Dewachter and Dellepiane (2011:188) state that:

“Case studies are good for uncovering missing mechanisms, developing hypotheses, and dealing with causal complexity. They are particularly apt for approaching ‘how’ and ‘why’ questions about relatively understudied issues”.

The methodologic approach that the researcher followed was qualitative. The goal, as defined by Babbie and Mouton (2015:53), was describing and understanding. In this case, describing not only a physical place, but also the relationship between two organisations, namely WVSA and Ubuhlebezwe Municipality. This then leads to a better understanding of the relationship and how it can lead to a collaborative co-produced P4. Qualitative researchers tend to study human action from an insider or “emic” perspective. The emphasis is on methods of observation and analysis that allows the researcher to stay close to the research subject. Schofield (2011:69) believes that at the heart of the qualitative approach is the assumption that it is influenced by the researcher’s own individual attributes and perspectives. She believes the aim of qualitative research is to produce a “coherent and illuminating description of and perspective on a situation that is based on and consistent with detailed study of that situation”. Being employed by WV when the study was undertaken gave the researcher opportunity to observe attitudes and behaviours of co-workers, making her able to provide an insider view.

The use of qualitative techniques yields different kinds of knowledge. Far from being a handicap, this is actually an advantage. Corbetta (2003:39) argues that using a multi-faceted, differentiated approach can provide a vision of social reality. She compares it

to looking at a statue from different angles to see the complete statue. She also uses the analogy of a portrait and states that there is no absolute portrait, just as there is no absolute “true” representation of reality. The limitation for qualitative research is that the collection of data as well as the analysing of it can require much time as well as resources. In this study, the researcher may find that setting up meetings with officials within the local municipality could be a challenge, and community members may not turn up for focus group meetings.

Per Bloor and Wood (2006:29) multiple data collection methods can be used in case studies. These include interviews, observations, recordings and field notes. In this study, the social research tools that the researcher will use, comprises of key informant interviews with the municipal manager and project leaders in the case study municipality. The researcher interviewed WVSA employees who have worked with or have led interactions or programmes with the municipality. According to Theron and Saunders (2009:180), interviews provide an opportunity to gain more in-depth answers from those being interviewed. The interviews are administered to draw the view from both those working within the municipality as well as those working for WV, on the relationship between the organisations.

The researcher conducted focus group discussions with selected participants in two of the municipal wards that fall under Ubuhlebezwe Municipality. Bryman and Bell (2007:511) state that the original idea of focus groups was that people who have had certain experiences could be interviewed in an unstructured way. They further state that participants in focus groups are able to bring issues they believe to be significant and important to the fore. This is in contrast to formal, structured interviews, by which the researcher “controls” which issues are important. In a focus group, the researcher considers ways that individuals collectively make sense of a phenomena and how they construct meaning around it (Bryman & Bell, 2007:512). Theron and Saunders (2009: 182) state that the advantage of focus groups is also the context of dynamic, mutual social learning that these types of group settings provide a platform for.

The researcher also made use of participatory observation. Babbie and Mouton (2015: 293) state in qualitative research, there are two types of observation namely simple observation and participant observation. In the latter, rather than remaining an outside

observer, the researcher is simultaneously a member of the group he or she is studying as well as a researcher. At the time of the research, the researcher was employed by WV. This immediately made her part of the group when interviewing WV staff. Being part of WV could also possibly affect how the municipal officials and the community viewed the researcher. They would have seen her as part of WV and not necessarily an independent researcher.

Babbie and Mouton (2015:293) state that being one of the members of the group and also observing everyone can be difficult, especially when one observes actions or behaviours one does not agree with. For instance, does working for the organisation who forms part of a case study, create a bias towards a particular outcome? Another issue that may have bearing is the matter of overt versus covert research and the ethical dilemmas that accompany it. In this instance, the researcher made it clear that although she worked for WV, the research was not done on their behalf, but formed part of a study towards a post graduate university qualification.

Some of the advantages of observation includes that it forces the observer to be familiar with the subject. It allows for previously ignored aspects to come to the forefront. People's acts are sometimes more telling than verbal accounts (Babbie and Mouton, 2015: 295). An interview with the National Director of WVSA will show that from a leadership perspective, capacitating municipalities were a priority. Through participatory observation, the researcher was able to observe if this attitude had filtered through to the rest of the staff. By spending time in the community, the researcher could observe, not only the working relationship between WV and the municipality, but also with the community.

The researcher evaluated WV's documentation with regard to partnerships with local municipalities, as well as such examples outside of their work in South Africa. Material and data from academic books and journals, dissertations, academic papers, newspaper articles and internet sources were also incorporated to gain better understanding of DLG as well as NGOs, INGOs and FBOs. The South African legislative context pertaining to local government and NGOs were also incorporated to ensure holistic understanding of the context of the study.

In analysing the data, the researcher considered how to organise the findings, whether generalisation was appropriate and the issue of developing theory (Babbie & Mouton, 2015:283). The researcher utilised triangulation as the approach, using questionnaires, interviews and reports and existing academic writing, trying to compare and integrate all material relevant to the study.

1.7 Definition of key concepts

According to Brynard et al. (2014:64), mind-mapping helps to filter irrelevant data and identify topics that are critical to the specific investigation. Below follows a pictorial representation of the researcher's mind-map. (See Figure 1.3)

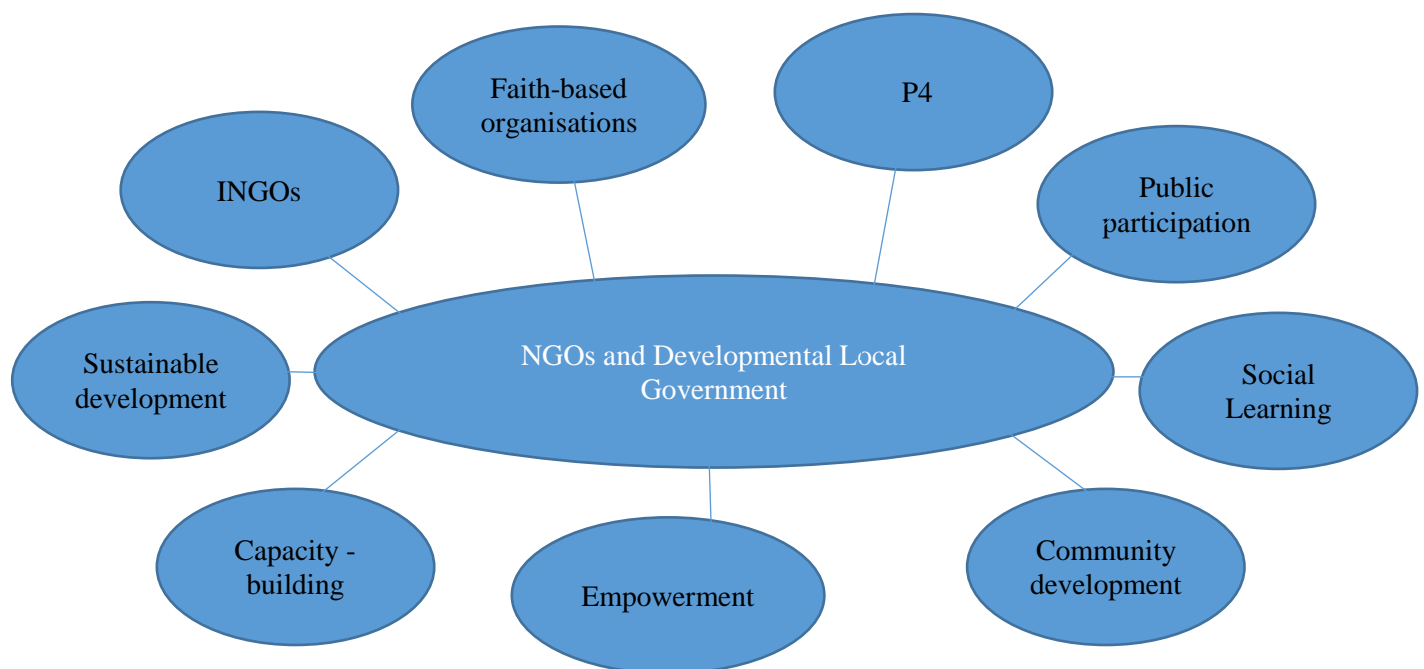


Figure 1.3 Mind-map and identification of key analytical concepts

Source: By Author (2016)

1.7.1 Developmental local government (DLG)

DLG can be defined as local government that is committed to working with citizens and others within the community with the goal of finding sustainable ways to meet the social, economic and material needs of citizens, as well as to improve the quality of their lives (Mchunu, 2012:11). Theron and Mchunu (2016:150) argue that it should

include the co-production of P4s that integrate different stakeholders including grassroots beneficiaries, the State, civil society and the private sector. The 1998 White Paper on Local Government (RSA) defines it as:

“...local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It should target especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people” (RSA, 1998a:17).

1.7.2 Non-governmental organisation (NGOs)

NGOs are organisations that are not part of the government, and yet are set up for public benefit (Nkosi, 2015:21). They are among the main actors in civil society. Pearce (1993:222) argues that there are so many definitions to explain NGOs and that they range so widely that they cease useful as a category to work with. Definitions range from “...popular organisation to intermediary development organisations, whether indigenous or externally funded, specific or general and international organisations...”.

Siziba (2014:8) states that “NGOs are established in communities as part of the civil society to facilitate development and respond to the needs of communities”. In this sense, many NGOs have a developmental role and act as change agents in their communities. In South Africa, NGOs fall under the umbrella of bodies like The National Council for Social Services (NACOSS), which consists of 19 NGO bodies or National Councils, which represent 2000 affiliated organisations.

1.7.3 International non-governmental organisation (INGOs)

INGOs are those organisations which work in more than one country and receive funding from multiple countries (Siziba, 2014:8). Ronalds (2010:3) quotes the definition in Anheier et al. (2001:4) for INGOs: “Autonomous organisations that are non-governmental, that is they are not instrumental in government; and non-profit, that is not distributing revenue as income to owners; and formal, legal entities. Ronalds prefers to use INGO in the aid and development context, in which they work in more than one country (Ronalds, 2010:5).

1.7.4 Faith-based organisations (FBOs)

FBOs refer to religious groups and other charitable organisations that are affiliated with a religious group. This can include churches, mosques, synagogues or temples or organisations or programmes sponsored by religious congregations. It can also include a non-profit organisation that has been founded by religiously motivated members (Fritz, 2016). The United States Department of Housing and Community Development (Urban Institute, 2001) also distinguishes between three types of FBOs, namely (a) Congregations; (b) national networks like Catholic Charities or Lutheran Social Services, which also include networks of related organisations such as the YMCA; and (c) free standing religious organisations. As will be presented in chapter two, WV was founded on the Christian conviction of its founder. It has since developed into a Christian humanitarian aid agency.

1.7.5 Public participation

Theron and Mchunu (2016:117) state: “Today it is almost impossible to suggest a development strategy which is not in some way participatory”. Although there are many stakeholders in the development process, the main actor should be the public. Change agents cannot mobilise people and then prescribe how they participate. Authentic public participation should then have the public at its core, they must be able to influence, direct, control and own the development process.

For Mchunu (2012:22), public participation is “a collaborative effort among the mobilised public to rightfully demand from the authorities a stake in the decision affecting their lives”. Participation is an ambiguous term. It can mean a “feel-good” enhancing or cross-cutting device that really is just a means towards an end, fitting projects to people with the idea that “we must help them”. Carmen (1996:52) says: “Take away the fertile soil of external intervention and participation withers on the vine”.

1.7.6 Social learning

Social learning is a process approach which extends the principle of bottom up planning and public participation. It calls for all change agents and development beneficiaries to

adopt a learning attitude (Theron & Mchunu, 2016:18). Change agents are encouraged to learn in partnership with the beneficiaries of development and this can lead to a successful P4. This entails seeing each other as equals. This assists the change agents to avoid the trap of believing they know best, a patriarchal view of development.

This is a radical shift that means the beneficiaries of development are included in the learning process as active actors in their development. Martin (2014:3) believes that collective interaction between a community development worker and the beneficiaries should unlock and unleash latent potential in both. Theron quotes Bryant and White (1982:205-228) when he states that through participation, the beneficiaries of development share, belong to, influence and direct the development process. He goes on to argue that this establishes dignity and self-esteem (Theron ed., 2008:15).

1.7.7 Capacity-building

Swanepoel and De Beer (2011:26) state that capacity-building involves the strengthening of personal and institutional ability to undertake tasks. For Theron and Mchunu (2016: 19) capacity-building operates with the underlying notion that people can lead their own change processes (Theron & Mchunu, 2016:19). They quote Monaheng (2000:135) who argues that capacity-building consists of three main components:

- (a) It provides access to information, knowledge, social mobilisation, material and financial resources required for participation.
- (b) It makes productive resources available to the underprivileged.
- (c) There must be effective administrative and institutional structures.

With regard to this last point, a municipality must be accountable and responsive to the needs of their beneficiaries. It is here where NGOs can engage in P4's with local government to assist in the process to ensure capacity building (Theron & Mchunu, 2016:19).

1.7.8 Empowerment

This means that the public, the beneficiaries of local development, must be empowered to manage their own development, but also participate in the development process (Theron & Mchunu, 2016:19). Empowerment can occur through skills development,

thereby enabling the beneficiaries to better manage their development, but there is also a view that it equips the beneficiaries to decide on and act in terms of the process or type of development (Theron & Mchunu, 2016:19). Through skills development as argued by Swanepoel and De Beer (2011:84-154), NGOs can empower both the local government as well as community members. This then enables a co-production planning partnership (Alford, 2009; Terblanché, 2015).

1.7.9 Sustainable Development

Sustainable development is the last building block of development and Theron and Mchunu (2016: 20) state that it “cements” the blocks in a particular sequential order. Good development should result in sustainability. How sustainability is achieved tends to be problematic. The famous definition by the World Commission on Environment and Development, (1987) states: “Development that meet the needs of the present without compromising the ability of future generations to meet their own needs”. In a WV document called Drivers of Sustainability (Word Vision International, 2015), a development facilitator from Malawi summed it up as such:

“This approach is more fulfilling. It makes more sense, at the community level with all groups working for the same thing. When they come together and share, they can complement each other, building capacity and deliver even when we are not there. We are not supposed to lead every meeting or deliver every capacity building.”

Development needs to continue when development workers or change agents leave, the only way to make that possible is to make the community the drivers of change. When all the building blocks are in place, sustainability becomes inevitable.

1.7.10 Public development

The early practices of community or public development were meant for and aimed at bringing about change (Swanepoel & De Beer, 2011:36). It would be good to note that some researchers, including Myers (2000:96), argue that development is not something arrived at as an end point; but is a continuing process. The classic definition of community development is the one used by the UN Department of Economic and Social Affairs (1963:4) quoted in Theron and Mchunu (2016:298):

“(T)he process by which the efforts of the people themselves are united with governmental authorities to improve economic, social and cultural conditions of communities. To integrate these communities into the life of the nation, and to enable them to contribute fully to the national process.”

1.7.11 Public Participation Planning Partnerships(P4)

Theron and Mchunu (2016: 33) argue that development planning and management has become the domain of government agencies as well as NGOs. This was the result of emphasis placed on the liberal and free market economy, where the market forces were left alone to “manage” growth. Development planning and management largely focus on social policy issues, where participation is of importance. Participation tends to be confined to national social policy and development programmes and projects for developing countries, often being disconnected from broader social movements. Thus, development today needs to incorporate certain actors, like government, business and civil society. This makes the role of partnerships of crucial importance. The Accelerated and Shared Growth Initiative for South Africa (AGISA) also asserts that effective partnerships between government and stakeholders are crucially important (GGLN, 2008:51). Planning itself should be a mutually beneficiary participatory social learning process, a process through which beneficiaries are empowered to co-produce their (own) development in partnerships with external change agents (Theron & Mchunu, 2016:41-44).

P4 entails acting as an action network through which change agents work closely with development beneficiaries in programme/project identification, implementation and monitoring. This “new” participatory planning paradigm entails a process of reversal in learning in which change agents become not the experts but the learners (Theron & Mchunu, 2016: 41).

1.8 Limitations of the study

World Vision International (WVI, 2017) has experienced significant funding challenges during the last 2 years. There are many reasons for this, including the general economic downturn in some of its most significant donor countries, like the US, UK

and Canada. Another contributing factor is that its major funding stream, sponsorship, has significantly been diminished, although the organisation is moving towards a more diverse funding base, it has been slow to do so. This has led to many programmes being reduced or closed down. There have been numerous scandals including fictitious children being sponsored (Hadid, 2016), and controversy surrounding hiring gay employees (Huffington Post, 2016) which has further tainted the image of the organisation. The sheer size of the organisation (50 000 staff and volunteers) (WVI, 2017), means it takes long to respond to ever changing market changes and challenges.

The Area Development Programme (ADP) for WWSA, where the Ubuhlebezwe Municipality is situated, was unfortunately closed in the middle of 2017. This is due to World Vision Australia withdrawing their funding from South Africa. The wider partnership moved towards a focus on working only in “critical contexts”, which excludes South Africa. This could influence how the case study community, as well as the municipal workers, view WWSA, as opposed to in previous years. Even WWSA staff might have a more negative view of their work and of the organisation due to the impending loss of their jobs and livelihoods. The researcher experienced logistical challenges with regard to getting community members to attend focus groups and getting access to high ranking municipal officials. Due to time constraints, the researcher was unable to interview all the ADP staff members individually, and the research format thus changed to a focus group. The researcher was only able to conduct one case study although doing research in more municipalities would have been beneficial and led to more reliable conclusions.

1.9 Outline of chapters

Chapter 1 serves to introduce the research topic. This chapter contains the introduction, problem statement and objectives of the study, hypothesis, research methodology, limitations to the study, clarification of key concepts and the chapter outline.

Chapter 2 revolves around DLG. The history of development and how it plays out in South Africa is examined. It further provides the legislative framework for DLG in South Africa. It reflects upon the developmental mandate of local government. Does it create space for partnerships with NGOs? It provides background to the state of local government in South Africa, focusing on social development, the political-

administrative dichotomy and public perception. This chapter also gives background on Ubuhlebezwe Municipality, the case study.

Chapter 3 defines NGOs, INGOs and FBOs. The researcher investigates the different roles that they play and how they impact the development agenda. The legislative framework they operate in is also discussed. The researcher then investigates their respective roles internationally, in South Africa, as well as in local government. The aim is to assess from current literature if NGOs are making a positive contribution to the development agenda in local government.

Chapter 4 contextualises public participation within grassroots planning partnerships. The importance of participation in the local government context is examined. It investigates partnerships between NGOs and local government and reflects upon the principals of empowerment, capacity-building and community development.

Chapter 5 comprises of the case study of WVSA in the Ubuhlebezwe Municipality. It provides the background and history of WVI, including their organisational structure and funding model. The history and current work of WVSA is also discussed. Lastly this chapter focuses on the work done within the Ubuhlebezwe Municipality and in particular the type of partnership that they formed.

Chapter 6 is an interpretation and presentation of research results and will assess the work of WVSA with the Ubuhlebezwe Municipality. The voice of the community was captured through focus groups and interviews were done with key municipal staff. WVSA staff working in the area were interviewed as well as the National Director of WVSA. The researcher was also able to make general observations.

Chapter 7 concludes the study and provides recommendations for both NGOs and local government derived from the study.

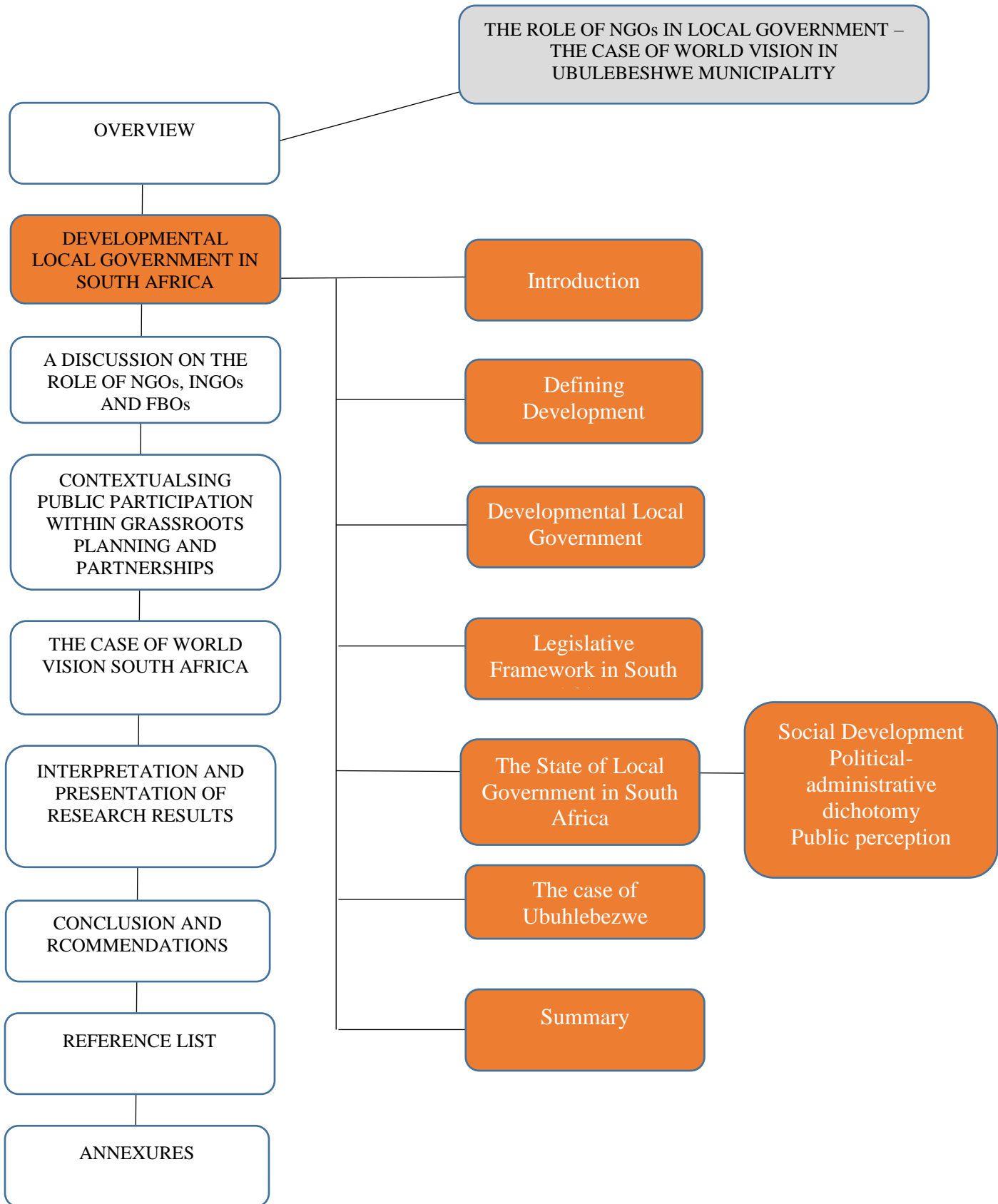
1.10 Summary

This chapter outlined why it was necessary to conduct the study. The researcher argues that NGOs, and more specifically large faith-based INGOs like WV, have a crucial role to play in local government. The researcher further argues that this role is specific and must focus on capacitating and empowering the local government. Local government in South Africa is in crises and an organisation like WV can contribute knowledge as well as funding via co-produced developmental P4's.

The researcher set out the aims to explain the role of local government in South Africa and consider the history of NGOs and INGOs and the different roles they can play in local government. The researcher wants to create better understanding of the relationship between NGOs and local government, with the aim of helping both organisations to better serve their communities.

The next chapter is focused on DLG. The researcher evaluates the roots and history of DLG and how it is applied in South Africa. The researcher will also examine the state of local government in South Africa and focus further on the Ubhlebezwe Municipality.

CHAPTER TWO: OUTLINE



Chapter 2: Developmental Local Government in South Africa

2.1 Introduction

If there is a specific role that NGOs should play in local government, it is important to understand the relationship between NGOs and local government in South Africa. Consequently, it is important to understand the context in which both NGOs and local government operate. The new dispensation in South Africa brought changes at all spheres of government and also new philosophies underpinning and influencing its policies and programmes. The thinking behind DLG as set out in the White Paper on Local Government (RSA, 1998a) (Van Donk, Swilling and Pieterse, 2008) was evident as early as the ANC's election manifesto for the 1994 elections. Human development efforts in South Africa are thus not new and can be traced back to the principles underlying the Reconstruction and Development Programme of the Government of National Unity (RSA, 1994) to the rights-based Constitution (RSA, 1996) in general, and chapter 2 of the Constitution (RSA, 1996) in particular, and to subsequent policies and legislation (SANGONet, 2011).

For the current chapter, the researcher takes a step back to present the history of development, before moving on to how it plays out in South Africa. The researcher also presents the legislative framework under which it operates. This is important in order to be able to understand the particular role that the researcher believes NGOs should play in DLG. This chapter also presents general background information regarding Ubuhlebezwe Municipality, the case study municipality.

2.2 Defining development

Before DLG can be contextualised, it is important to define the broader concept of development. Defining development is a contested field. Martinussen (1997:15) reserves the use of the broader term "development" for all theories that explains what constitutes the world people live in and what conditions and structures influence progress towards a particular development objective. One element that is present in most definitions of development is the idea of meeting or satisfying material needs.

This is often seen as the improvement of someone's standard of living, or the reduction of absolute poverty (De Visser, 2005:30). Schuurman (1996: 1) argues that since the 1980s onwards there has been increasing criticism on the emphasis on economic growth and its central role in development theory. This has resulted in an insupportable burden on the natural environment, as well as the loss of the socialist parading as the link between theory and the development praxis. Schuurman tries to construct a post development theory. Sachs (2010:5) in the latest edition of his book: *The Development Dictionary*, states that development is a "concept of monumental emptiness, carrying vaguely positive connotations." This is due the fact that development can mean anything from building a skyscraper, to putting in pit latrines.

Theron and Mchunu (2016:120) state that "Development should be 'directed' at improving the quality of life of those who have previously been excluded from development initiatives". Quality of life implies much more than just material needs. This links up with the term "child wellbeing" used as a measure of development by WV. It moves away from seeing development purely in economic terms. The term development implies a beneficiary, albeit one person or an entire country. Mostly what is implied is that a "community of people are being developed". Hickel (2015) argues that development for the last seventy years has been about growth, mostly economic, but with limited success. Since 1980, the global economy has grown by 380% and yet the number of people living on less than \$5 (around R70) a day has increased by more than 1.1 billion. He believes that it will take 100 years for the world's poorest to earn \$1.25 (around R17.50) per day. He argues that, rather than poor countries catching up, there should be a "de-development" of rich countries. Although interesting, there is not scope in this chapter to examine this argument further.

An authentic definition of development must focus on more than just material wellbeing. It should have an element of empowering people to be able to make their own choices and determine outcomes independent of outside interference (De Visser, 2005:30). De Visser argues, it mitigates against the dignity of people. He quotes the UN Development Programme that speaks about "enlarging people's choices" (De Visser, 2005:11). This is echoed by Theron and Mchunu (2016:160) who argue for a holistic approach to development which includes reducing poverty as well as addressing

basic human needs and environmental impacts. This holistic approach is linked to Theron's building blocks of development (Theron, 2008:229-238). Nkuna (2011:628) explains that development is about "doing" in terms of programmes and projects, but that it is also about "being" where it influences the capacity of people to determine their own futures.

Swanepoel and De Beer (2011:35) argue that a realistic place to look for the origin of community development is with the Institution for Rural Reconstruction created in 1921 in India. The programme was aimed to make villagers self-reliant and self-respectful. The term community development was in general use worldwide by 1940. It would be good to note that some, including Myers (2000:96), argue that development is not something arrived at, an end point; but a continuing process.

De Visser (2005:31) quotes Julius Nyerere: "Development brings freedom, provided it is development of people. But people cannot be developed, they can only develop themselves". The now famous quote by Burkey (1993:211) confirms this view: "[D]on't do for people what they can do for themselves". For De Visser, development must comprise three elements:

- (a) Improvement of material wellbeing,
- (b) Empowerment with choice, and
- (c) Intersocial equity in the delivery of development (De Visser, 2005:33).

Theron and Mchunu (2016:3) state: "The fact that development should be endogamous – from within communities and that it should be a spontaneous process remains the ideal approach, but the outcome of development programmes/projects often shows that this seldom happens". In this study, the researcher examines if the way WVSA approached development leads to a collaborative, co-produced P4. A point of view reported in recent international literature on development has stressed that the State should guide and facilitate development, rather than directly manage it. The State should be the link or interface between public, private and community-based development initiatives (De Visser, 2005:39). This imagines a more organic type of development, where government plays more of a facilitative role. It implies and creates space for many role players or stakeholders in development. The researcher would however argue that government should remain the main implementer of these

development initiatives and has to be careful not to outsource its developmental responsibility. The type of P4 and co-production is of vital importance.

2.3 Developmental local government (DLG)

To turn to DLG, Pieterse and Van Donk (2008:52) believe that development is at the centre of South African local government. The White Paper on Local Government (RSA, 1998a) defines it as:

“local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It should target especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people” (RSA, 1998a:17)

In South Africa DLG emerged from the fusion of the social interventionist goals of the Redistribution and Development Program (RDP) and the market driven economic strategies of the Growth Employment and Redistribution policy (GEAR) (Nkuna, 2011:622).

Madumo (2015:159) defines a developmental State as a State that pursues economic development as a top priority and therefore designs policies and institutions that promote this objective. This is a limited view of development. According to the Least-Developed Countries Report in Madumo, (2015:159), the purpose of DLG is to “solve common national development problems, to create new development opportunities and to achieve common national development goals”. Stakeholder involvement and public participation are also mentioned as crucial. This creates the space for participation of NGOs and underlines the importance of the analytical linkage between Theron’s (2008) building blocks of development which are; public participation, social learning, capacity building, empowerment and sustainable development.

Madumo (2015:160) quotes Van der Walt, who states:

“On its most fundamental level, the role of local government in society in general and in development in particular can be categorized as follows: allocative e.g. resources, maximise efficiency, service delivery; distributive e.g. equity, social security, services; regulatory e.g. enforce law, protection, justice; stabilisation e.g. fiscal, monetary and economic policies to pursue objectives for control of inflation, unemployment.”

Local government is widely perceived as the sphere of government that is “closest to the people”. The role of municipal governance often is seen as to supply efficient and effective service delivery to communities. These include potable water, sanitation, sustainable provision of electricity and waste removal (Madumo, 2015:155). The local ward councillors are the politicians “closest to communities” (ETU, n.d.). Binza (2010: 242) links DLG strongly with LED. He states that this model should assist municipalities to accelerate the improvement of socio-economic conditions.

In South Africa, the elections held in December 2000 were the first fully democratic local elections in this country. New municipal boundaries were drawn to shatter the old apartheid divisions. The vision and policies for how local government should work has been set out in the government’s White Paper on Local Government (RSA, 1998a). All subsequent laws and procedures were written in terms of this policy (ETU, n.d.). The White Paper on Local Government (RSA, 1998a) further states that local government must play a "developmental role". This can be linked to the Constitution (RSA, 1996) which states that “government must take reasonable steps, within available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security” (ETU, n.d.; Van Donk et al, 2008.; Parnell, Swilling and Woodridge 2002).

DLG in South Africa has four interrelated characteristics, namely:

- (a) **Maximising social development and economic growth.** This means that everything done by a municipality should, within reason, impact the social development of that area. This includes providing services that meet the basic needs of the poor in their communities in a cost-effective way.

This could be achieved in two ways:

- Relief for the poor should be provided by municipalities. Current government policy is to provide a basic amount of free services such as water and electricity to households that otherwise could not access it. Social development through arts and culture, the provision of recreational and community facilities, and the delivery of social welfare services can also be provided. This clearly indicates that government should be the main provider of these services. NGOs working in this space, should form partnerships that capacitate and strengthen government to fulfil this crucial role, thereby serving the community.
- Municipalities need to work in partnership with local business to improve job creation and investment into their areas. Although it is not the role of local government to create jobs, they can improve the conditions in the area, paving the way for the creation of employment opportunities. A LED strategy therefore is crucial (Nkuna, 2011: 628). The researcher would argue that partnerships should be wider than just businesses and include NGOs and other civil society organisations. Furthermore, these stakeholders should be encouraged to speak into the LED strategy right from the planning phase. Policy think tanks are also an under-utilised resource that could provide input into LEDs and IDPs.

(b) Integration and co-ordination. There are various agencies and organisations contributing towards the development of most local areas. This includes national and provincial government departments, parastatals like Eskom and Spoornet, trade unions, community groups and private sector organisations (ETU, n.d.). The role of DLG is to provide leadership to all role players with a goal to achieve greater local prosperity. A tool for achieving this is the IDP for a municipality. One of the most important strategies for achieving greater co-ordination and integration is integrated development planning (GGLN, 2012). The IDP thus creates the space for P4's and co-production with organisations like NGOs.

(c) Democratising development. Municipal Councils should play a central role in promoting local democracy. They represent the interests of the community and Councillors should ensure that citizens and community groups participate, not only in design, but also in the delivery of municipal programmes (GGLN, 2010). This is most often done through Ward Committees. Municipalities also have

public participation strategies as part of their IDPs. How effective these are will be discussed in the next chapter.

(d) Leading and learning. Rapidly changing environments and thinking at global, national and local levels are forcing local communities to rethink how they are organised and governed, if they want to become learning organisations. Communities, more so the resilient ones, are challenged to find new ways of sustaining their economies, protecting their environments, eliminating poverty and improving their personal safety (ETU, n.d.; RSA, 1998a; GGLN, 2008).

DLG clearly indicates the role that government should play in terms of development. It creates space for other actors like NGOs (Van Donk et al., 2008, Parnell et al., 2002). How these principals and characterisation currently play out in South Africa is discussed in section 2. 5 of this chapter.

2.4 Legislative framework for DLG in South Africa

Political transition in South Africa occurred simultaneously at national and sub-national level. The African National Congress (ANC) and the National Party (NP) agreed in 1992 to the formulation of the Local Government Negotiating Forum or LGNF (De Visser, 2005:60). The idea of DLG driven by people is evident even in the ANC's first election manifesto and the RDP has always been linked to a DLG philosophy (De Visser, 2005:67).

The Local Government Transition Act (209 of 1993) (RSA, 1993) was the first step towards transforming local government in South Africa. It provided for the disbanding of all race-based municipalities and called for the establishment of transitional councils. This was further developed in White Paper on Local Government (RSA, 1998a) which moved local government away from a non-developmental, subservient and illegitimate government to a developmental, autonomous and democratic sphere of government (De Visser, 2005:61). Local government is however only autonomous in some ways. National departments in South Africa legislates on matters of local government in the form of structural arrangements and systems that need to be applied. Local government

is also not financed exclusively through rates, but through allocations from other spheres of government (Nkuna, 2011: 625). Theron and Mchunu (2016:151) quote the World Bank (2011:1) that acknowledge that South Africa has made significant progress towards the achievement of DLG. However, corruption by municipal officials, nepotism and struggles with implementation at local government level, shows that South Africa is however still far from this ideal.

The objectives of local government are set out in sections 152 and 153 of the Constitution (RSA, 1996). From these sections can be drawn four developmental principals namely democracy; sustaining and improving an adequate standard of living; a strong and healthy environment; and cooperative government (RSA, 1996). The White Paper on Local Government was approved by Cabinet in March 1998. It took the objectives of section 152 and 153 of the Constitution (RSA, 1996) and translated it into the term “developmental local government” (De Visser, 2005:72). This is important to show that DLG is not just another programme or strategy, but has its roots firmly in the Constitution (RSA, 1996).

If this is the case, then it is important to consider what outcomes were envisioned by DLG:

- Provision of household infrastructures and services.
- Creation of liveable, integrated cities, towns and rural areas.
- Local economic development, and
- Community empowerment and redistribution (RSA, 1998a:18).

Theron and Mchunu (2016:150) state that ideal DLG is a co-produced public participation planning partnership between grassroots beneficiaries, the State and private sector and the so called “third sector” which would include NGOs.

Another legislation that impacts local government is the Municipal Demarcation Act (27 of 1998) (RSA, 1998c). This provides an independent Municipal Demarcation Board that determines municipal boundaries (De Visser, 2005:75). There also is the Organised Local Government Act (52 of 1997) (RSA, 1997a). This Act requires the national minister to recognise one organisation in every province and one national organisation representing the majority of the provincial organisations. The South African local government and its nine provincial associations have been recognised in

these provisions. Organised local government can also participate in the National Council of provinces (NCOP) and can have up to 10 representatives. They can provide input into the Financial and Fiscal Commission (FFC) that advises treasury on intergovernmental finances (De Visser, 2005:83).

It is the Municipal Systems Act (32 of 2000) (RSA, 2000a) that translates the notion of DLG into an operational system. This Act also compels municipalities to implement integrated development planning through IDPs. The term integrated development planning was first used in the White Paper on Local Government (RSA, 1998a). The IDP is a participatory process of planning that helps the municipality to assess needs, prioritise them and formulate them into objectives and strategies. It further provides for monitoring of the process by provincial government (De Visser, 2005:85) and it is one of the most important methods for achieving coordination and integration, especially with regard to service delivery (Theron & Mchunu, 2016:170). Many municipalities struggle to plan an IDP which address the aims set out in the related Acts. If IDPs fail, the partnerships they tried to establish, also fail. Furthermore, the IDP as the principle planning mechanism in the municipality should strive to construct a democratic local government. Pieterse and Van Donk (2008:52) argue that the focus of local government shifted away from the ideals of DLG to a commercialisation of service delivery (Theron and Mchunu, 2016:172).

The Municipal Structures Act (117 of 1998) (RSA, 1998b:99i) coupled with the Municipal Electoral Act (27 of 2000) (RSA, 2000b:(i)) lay the foundation for the local government electoral system (De Visser, 2005:91). Other legislation that could impact local government includes the Local Government Municipal Finance Management Act (56 of 2003) (RSA, 2003) and the Municipal Property Rates Act (6 of 2004) (RSA, 2004).

South Africa has a system of cooperative governance and there is a measure of interdependence between the local, provincial and national spheres. This rings true in the area of development as well. National Government establishes the broad framework for development which includes policies and programmes. It is the role of the Provincial Government to facilitate, monitor and guide the implementation of these programmes. They are also responsible for overseeing the municipalities and can support and even

intervene if a municipality is not adhering to its Constitutional (RSA, 1996) mandate or legislative obligations. It then becomes the role of local government to operationalise the national and provincial initiatives. This can be done with or through NGOs and the private sector. Co-operative governance also aligns the three spheres of government in terms of the development agenda. The Government's Programme of Action and the National Development Plan: Vision 2030 lays the foundation for a framework for development (Madumo, 2015:158).

The key issues notwithstanding, a host of ideals stated in the government Acts, DLG fails miserably with respect to service delivery, leading to a frustrated public, often taking the protest route in creating their own space for development. Nkuna (2011: 626) states: "Developmental local government in South Africa remains a constitutional ideal which in practise is unrealistic in that it is not really a separate independent sphere".

2.5 The state of local government in South Africa

As shown in the previous two sections, local government in South Africa has a distinct developmental role, contributing to the government's development objectives. On paper, there is also a strong emphasis on the poor majority (De Visser, 2005:72). The researcher believes there are three important aspects to local government in South Africa that deserves more attention, namely, social development, the political-administrative dichotomy and public perception.

2.5.1 Social development

Although South Africa is known as a developmental State with a rights-based Constitution (1996) as the supreme law of the country, the state of social development planning at local level is seen as ad-hoc and often is given lower priority than the economic sector. Local government in South Africa has been particularly preoccupied with service delivery while the full potential of DLG is not reached and social and human development issues are given less attention in the IDP (SANGONeT, 2011). According to Pieterse and Van Donk (2008:52) local government is no longer focused on the DLG ideas of service delivery and participation but rather on the commercialisation of service delivery. The grassroots participation intended by the IDP

has become more of an “input-gathering exercise”, often experienced as “window dressing” by frustrated beneficiaries of poor service delivery.

The South African government has many programmes addressing the plight of the poor, which are almost always underpinned by equity imperatives with the aim to redress past socio-economic injustices. An article in *NGO pulse* (SANGONeT, 2011) argues that there are two main reasons for the constraint in development in South Africa. The first is that there is a competency gap within local government with regard to utilising instruments for poverty alleviation. Secondly, some of the programmes that are crucial for development and poverty alleviation are not present in the IDPs of municipalities. This again points to a disconnectedness of the theory set out in the legislative framework and how it plays out in reality. The case study will show that when NGOs scrutinise IDPs, it can lead to strong and effective co- production and partnerships between (in this case) local government officials and grassroots beneficiaries of localised development programmes and projects.

There are those, like Ndlela (2008:176), who believe that social development should be defined as part of DLG and as presented in the Constitution (RSA, 1996), but few municipalities have applied their minds to the question of what this means for the delivery of their services and functions. Ndlela (2008:176) believes that social development should be mainstreamed as an approach to community development and empowerment and that it can, and indeed must, lead to more effective coordination and integration of the major municipal services. This point deserves further explanation. As mentioned before, the Constitution (RSA, 1996) places the responsibility for promoting the social and economic development of communities with local government. Municipalities are also mandated to structure their administration and budgeting to achieve social development. No clearly defined activities are linked to social development and municipalities have limited their social development function to arts and culture, community and recreational facilities and delivery of social welfare (Ndlela, 2008:224). This cluster of functions has become a line function in many municipalities and does not seem connected to the main function of local government of ensuring service delivery. Service delivery is often linked to the big four municipal services – water, sanitation and electricity provision and solid waste disposal. Social

support functions are seen as separate. Ndlela (2008:225) argues that this narrow understanding of social development is to blame for the disconnectedness of the big four services and social development functions. The beneficiaries of these services are often not the same and this contributes to the perceived service divide.

The Constitution (RSA, 1996), in section 152(1), set out the objectives of local government and states that the promotion of social development is also a responsibility of local government. This is reiterated by the City of Johannesburg Human Development Strategy (City of Johannesburg, 2005:66), stating that it “launches the concept of economic and social development into the domain of local governments”. There is no clarity on what social development means, however. Section 153 of the Constitution (RSA, 1996) further states that the municipality must structure its administration and budgeting in such a way that priority is given to the basic needs of the community (RSA 1996). This, in turn, should promote the social and economic development of the community (Ndlela, 2008:228). For the objectives of DLG to be met, there has to be deeper integration between service delivery and social development planning.

Section 6 of the Municipal Systems Act (32 of 2000) (RSA, 2000a) obliges municipalities to be responsive to the needs of the local community, and gives them the right to design programmes that will achieve this. In addition, municipalities can provide services, including the provision of childcare facilities. Municipalities are further obligated to build the capacity of communities in a manner that will lead to income generating opportunities as well as public participation (Ndlela, 2008: 229). Ndlela (2008:231) argues that “there is very little evidence of local government involvement in social development activities, except for a few agency agreements involving monitoring and evaluation of poverty within some municipalities”. The researcher believes that it here that NGOs and municipalities often blur the lines of responsibility. NGOs by their nature, often take up sole responsibility for social development, rather than capacitating and empowering the municipality to fulfil its constitutional role. Binza (2010:254) also supports the idea of DLG capitalising on local networks and P4’s. He further states that: “Developmental local government could use social capital as a means through social connections to resources that are keenly sought in capitalist South African society to improve their economic capital standing”. An

added benefit of social capital is that both economists and social scientist use it as an analytical and planning tool (Emmett, 2000:508; Chambers 2005:200; Theron and Mchunu, 2016:359). This should enable change agents to utilise their social capital capacity to form collaborative and co-produced P4s.

2.5.2 Political-administrative dichotomy

Another point to consider is the political-administrative dichotomy. This is underpinned by the idea that political parties articulate the wishes of their constituencies through policy, which is implemented by a technically skilled, neutral and professional administration. In other words, the civil service should be a-political: even if the policy-making process is political and value-laden, the administration should be by a value-free implementer of politically determined policies. Wooldridge (2008:471) believes that “this dichotomy is an idea that haunts public administration”. After 1994, many former civil servants lost their positions due to their alliance to the previous dispensation. Unfortunately, the new appointees were as politically connected. South Africa has struggled to establish an a-political civil service. The political - administrative interface in South Africa is mired in overlaps, meaning separation is almost impossible (Africa in Fact, 2016:68).

The Municipal Systems Act (32 of 2000) (RSA, 2000a) regulates the political-administrative interface in South African municipalities. The Act makes room for the use of contract appointments for senior managers. The South African Local Government Bargaining Council regulates the employment conditions of most municipal staff, while the appointment of senior managers is regulated by the Municipal Systems Act (RSA, 2000). Section 57 of the Act stipulates that municipal managers, and managers’ directly accountable to municipal managers must be appointed on fixed-term employment contracts (Wooldridge, 2008:473).

This current system thus allows for political appointments to the post of municipal manager. Wooldridge (2008:474) states that: “Since there are no proper regulations, many municipalities have employed unskilled or inappropriate management cadres, whose contracts can only be dissolved by paying out the remaining period for which the contract is valid”. The Municipal Systems Amendment Act (7 of 2011) (RSA, 2011)

was purposed to terminate or at least minimise the practise of “cadre deployment”, but has been implemented half-heartedly at best (Africa in Fact, 2016:69). Theron and Mchunu (2016:168) also quote the Department of Cooperative Governance and Traditional Affairs (COGTA, 2009) showing that senior officials in most municipalities were not qualified for the positions they held. They furthermore state that even at a political level, some mayors and councillors are not equipped to perform their developmental roles. The above issues, often linked to nepotism, corruption and “municipal capture”, have been reported in the media. Many INGOs like WV are able to employ highly skilled staff, and if there were co-produced collaborative P4s in place, it could include skills transfer and or training.

When viewing the dynamics of local politics, it is interesting to note that municipal councils have tended to address substantive issues like inequality and access to community services in an a-political technical discourse, while local politics has been and still is dominated by trivial issues and petty party politics (Wooldridge, 2008:483). This further contributes to maladministration and increases frustration among members of the community. The case study will show that Ubuhlebezwe Municipality is also plagued by this issue, causing the community to doubt local government really having their best interest at heart. NGOs like WV, that are seen to be a-political, could play a role to minimise this dichotomy.

2.5.3 Public perception

How does the average person feel about government and local government in this country? In South Africa, civil society organisations historically have exerted some influence over the State through street protest and, on the rare occasion, through negotiation. Civil society has boycotted and tended to resist what they considered an illegitimate State (Fjeldstad, 2004:540). These actions seem to paralyse local government and have resulted in an acrimonious relationship between the citizens and the State. Such acrimony seems to have lasted up to the present (Paradza & Mokwena, 2010:22).

Madumo (2015:157) mentions a study conducted by the Human Sciences Research Council in 2013 to determine how important South Africans perceive local government

to be. It was found that 34% of the surveyed individuals trust local government. This is a low rate and factors like corruption and maladministration could be a contributing aspect. Madumo (2015:157) further quotes Olowu, who argues that the public often have to pay or bribe officials to obtain services from local officials. This could be attributed to the fact that the local sphere of government has weak institutional mechanisms and is thus more susceptible to corruption. A survey commissioned by Good Governance Africa in 2015 found that citizens at grassroots expressed negative feelings about the absence of accountability, incompetence and corruption at local government level (Africa in Fact, 2016: 63). Municipal IQ is a web-based data and intelligence service. They specialise in assessing the 278 South African municipalities, tracking aspects like service delivery protest, but also how municipalities are perceived by South Africans. The South African Institute of Race Relations has also brought out a report called the 80/20 Report (2014). This report evaluates 80 indications after 20 years of democracy. They used 10 of these indicators to rank municipalities from best to worst. The state of local government in South Africa is thus well documented. The South African government has tried to improve local government over the last number of years through interventions like Project Consolidate, the Accelerated Shared Growth Initiative (ASGISA), Local Government Turnaround Strategy (LGTS) (COGTA, 2009), National Development Plan (NDP) (2012) and the Back to Basics initiative of 2013 (Theron & Mchunu, 2016:152). None of these has brought the hoped-for change yet. When public perception of government is negative, the public tends to put their trust somewhere else and failure in public participation, often lead to public protest. When this happens, it can lead to NGOs taking over some of the roles and responsibility that should traditionally belong to government.

It is clear that local government is struggling to fulfil its developmental mandate. Government needs to improve performance. The researcher argues that a collaborative co-produced P4 between NGOs and local government could assist local government to meet these developmental goals. Local government should be able to create space for innovation as well as provide democratic legitimacy; and manage local decision-making about service delivery. Theron and Mchunu (2016:162) argue that there needs to be multifaceted growth which includes economic growth, growth in civic capacity and in social capital for this to be achieved.

The next part of this chapter gives a broad overview of the Ubuhlebezwe Municipality that forms the case study.

2.6 Background to Ubuhlebezwe Municipality

The researcher will use Ubuhlebezwe Municipality as the case study. Ubuhlebezwe Municipality is one of the five local municipalities that make up the Harry Gwala District. As seen in figure 2.1, the municipality is situated on the eastern boundary of the Harry Gwala District Municipality. It borders onto the UMzimkhulu, Umzambe, Valamehlo, Richmond and Ingwe Municipalities. The 1606 square km area has a total population of 112 726 and represents 23% of the District's total population (Ubuhlebezwe Municipality, 2012-2017:12).

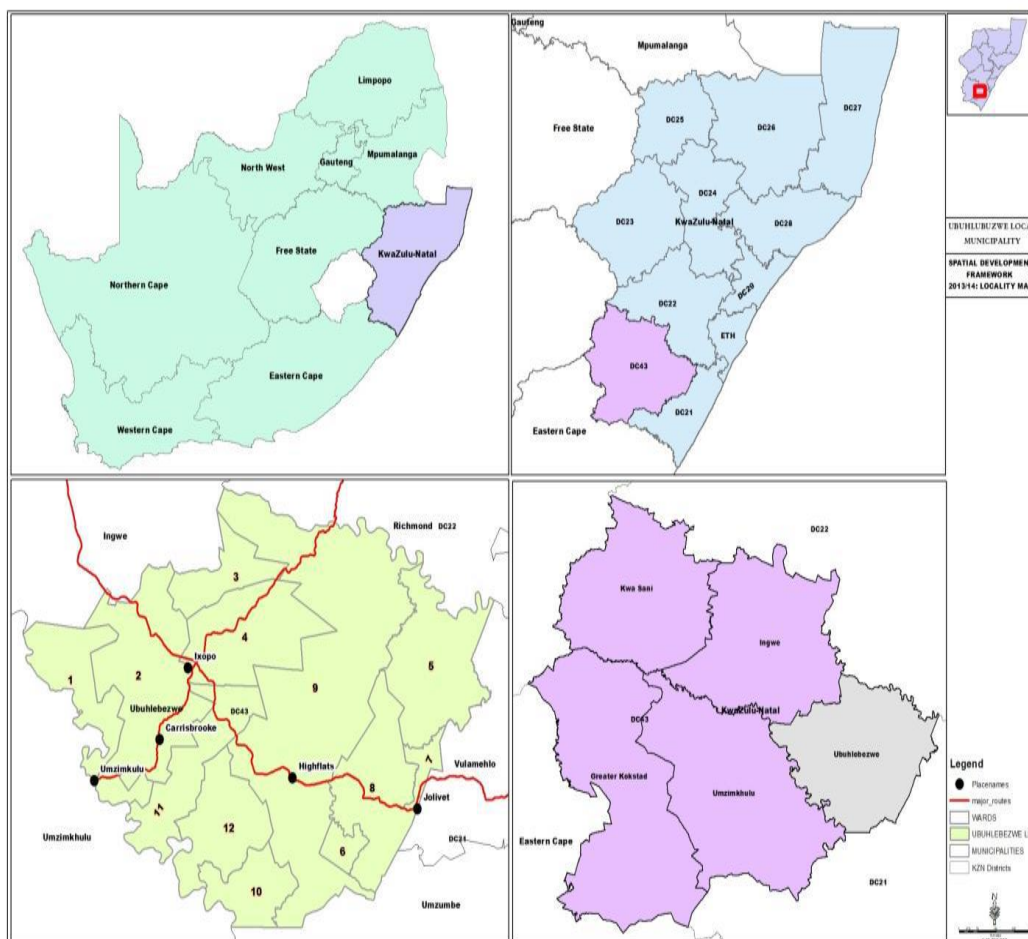


Figure 2.1: Spatial view of municipal area .

Source: Ubuhlebezwe Municipality (2012-2017:4)

Ubuhlebezwe Municipality has strong north-south and east-west road linkages within its region via the R56, which links it to Pietermaritzburg to the north and Kokstad to the south. The R612 provides regional access to the South Coast tourism region in the east and the Southern Drakensburg to the west. Ubuhlebezwe Municipality is located at the intersection of at least three established tourism regions, namely Southern Drakensberg, Natal Midlands and the South Coast (Ubuhlebezwe Municipality 2012-2017 :12). The town of Ixopo forms the primary development node of the municipality and has also been selected as the seat of the Harry Gwala District Council. Ixopo is important in terms of economic activities, and is also important education and health. It is a primary base for the operation of many departments and service providers (Ubuhlebezwe Municipality, 2012-2017:4).

According to the 2011 Census, there are 23 487 households, with only 30.3% of these residing in formal dwellings. Only 12.4% of the households have access to piped water, and access to sanitation is very poor, with only 12% having access to flush toilets (Ubuhlebezwe Municipality, 2012-2015:5). In addition, 53% of households have access to electricity for lighting (Ubuhlebezwe Municipality, 2016:65).

In terms of demographics, 98% of the population is Black African and children between 0 and 14 make up 37.4% of the population. Population by gender indicates that 54% is female and 44% is male, which indicates male absenteeism. This might be due to males working as migrant workers in major cities and can also indicate a number of woman-headed households. The literacy level has decreased from 29.2% in 2001 to 15.8% in 2011. Unemployment levels are recorded at 34%, which is higher than the national figure (Ubuhlebezwe Municipality, 2016:60). It is worrying that 46.3 % of the population receives no income and 28.1% receive between R1 and R400 per month (Ubuhlebezwe Municipality, 2016 64). There are 273 child-headed households in the area. This is high and could be due to deaths resulting from HIV/AIDS infection (Ubuhlebezwe Municipality, 2016:65).

In terms of the area's economic profile, agriculture is the major economic contributor to the municipality as well as the district. It is thus important to create an environment conducive to subsistence as well as commercial farming in the area (Ubuhlebezwe

Municipality, 2012-2017:5). Key agricultural issues hampering economic development in the municipality are:

- Lack of infrastructure such as roads, telephone and electricity services, especially in the rural areas where the farmers operate. Most roads are reported to be impassable during the rainy season.
- Poor access to credit and inadequate funding, especially for emerging farmers.
- Small farms often produce just enough for the needs of the households and do not allow them to benefit economically (Ubuhlebezwe Municipality, 2016:100).
- There is also a need for skills development for emerging farmers.
- While commercial farmers have adequate access to markets, emerging farmers are disadvantaged as they often work in rural areas with inadequate and poorly maintained road networks, transport and storage problems and unsustainable market contracts because of limited cash (Ubuhlebezwe Municipality, 2016:100-101).

Tourism is an area of untapped opportunity. Opportunities that exist relate to sporting events such as canoeing and adventure activities and birding. There is only one hotel, one camping facility, and six Bed and Breakfast facilities, but no conference centre in the area (Ubuhlebezwe Municipality, 2016:102). The relationship between the tourism sector and the municipality is fragmented, with a lack of human and financial resources to support tourism and support marketing (Ubuhlebezwe Municipality, 2016:103). Ubuhlebezwe Municipality has an extensive commercial sector, the retail sector being the dominant sector making up 52% of commercial activities. Although it forms the third largest employer, after agriculture and the public sector, it does not employ a large number of employees (Ubuhlebezwe Municipality, 2016:105). There is a fairly large informal sector in the Ixopo and Highflats area. This group is not organised and does not enjoy the benefit of proper facilities and services (Ubuhlebezwe Municipality, 2016:105).

Some key challenges faced by the municipality are:

- Inability to retain skilled staff due to low salaries;
- Service delivery challenges, including lack of a landfill site (They currently use the site of a neighbouring municipality);

- Financial constraints resulting from a low revenue base and a population highly dependent on grant funding;
- The inability to attract economic and investment opportunities and aging and inadequate infrastructure;
- Vandalism of key public facilities (Ubuhlebezwe Municipality, 2016:6; Ubuhlebezwe Municipality, 2012-2017:13).

The Municipal Council is composed of 24 councillors of which 12 are ward councillors and 12 are proportional representatives. There are three portfolio committees with a reporting line via the executive committee (Ubuhlebezwe Municipality, 2012-2017:74).

2.7 Summary

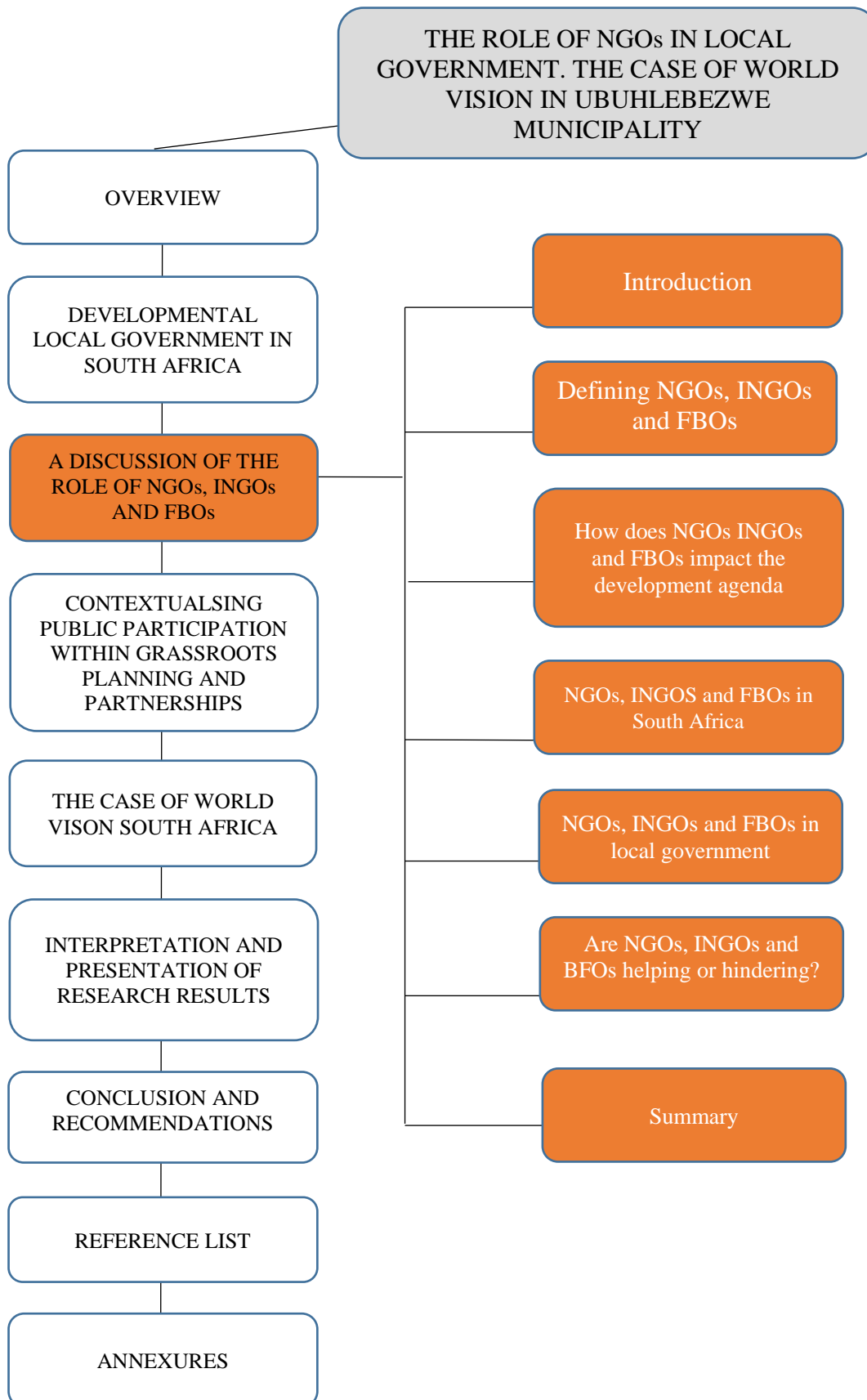
On paper, the definition and history of DLG looks promising. If implemented and executed correctly, it has the potential to alleviate poverty in South Africans. And yet, during the last twenty years, poverty, inequality and unemployment levels have remained unacceptably high. The researcher has presented arguments attempting to explain this situation, which include the lack of integration between service delivery and social development. The overtly political appointments to senior local government positions, corruption and maladministration also contribute to this. The lack of capacity and skills deficit within local government is further contributing to the poor municipal performance. Ubuhlebezwe Municipality is also plagued by many of these problems, as seen in the brief overview of the work of local government.

The researcher believes that NGOs have a role to play in supporting local governments to fulfil their developmental objectives. More often than not, NGOs see local government only as partner to help them to achieve their own objectives, rather than functioning alongside local government and strengthening the work they are already doing.

Focusing on collaboration and co-producing P4s with local government, NGOs will ensure that they are indeed contributing to the ideals of DLG. The various reports like the NDP, the 80/20 report and numerous reports produced by GGLN, gives not only

insightful views on local government in South Africa, but provides creative solutions. Implementation of these recommendations should be a priority for all local governments. In the following chapter the researcher discusses the different roles that NGOs play in South Africa.

CHAPTER THREE: OUTLINE



Chapter 3: A discussion of the role of NGOs, INGOs and FBOs in development

3.1 Introduction

In the previous chapter the researcher assessed DLG and how it plays out in South Africa. In the current chapter, the researcher examines the role that NGOs play in South Africa. The researcher assessed how NGOs, INGOs and FBOs are defined. This is important as WVSA is part of an INGO, but operates as a local NGO in South Africa. Its Christian mandate means it can also be classified as a FBO. In the next section, the role these organisations play and then more particularly the role they play in South Africa is investigated. Lastly the researcher presents the relationship between these organisations and local government.

There is estimated to be over 10 million NGOs operating worldwide (Techreport, n.d.). Davies (2013) states that “It (NGOs) encompasses the human rights activism of Amnesty International in 150 countries, the development work of the 120,000 staff of BRAC touching the lives of 126 million, and the participation of approximately one billion people in the member organizations of the International Co-operative Alliance”. There has been a greater focus on global poverty from the beginning of the 20th century and multiple actors are now participating in tackling the issues of poverty on a global scale (Ronalds, 2010:1). Ronalds (2010:27) argues that global politics has become more multi-layered, complex and fluid. The aid and development industry has also changed dramatically in as much as it has become more fragmented. A rise in financial flows into developing countries, outside of the aid industry, in turn, has created powerful new actors. These actors include mega philanthropists, or what some call philanthrocapitalists, like Bill and Melinda Gates, Warren Buffet and Google. There are also the “celanthropists” like U2’s Bono and Angelina Jolie who are increasingly playing a bigger role in bringing development issues to the attention of the media. The other change is that INGOs have seen enormous growth in financial resources and influence. The five largest INGOs – CARE, Save the Children, Medicins sans Frontieres, Oxfam and Plan – earned more than \$7 billion (R70 billion) in 2008. This has put strain on the

management of these organisations, although there has been a decline in this income since then, due to global financial crises.

There has also been a rise in what is called Trans National Corporations like Coca Cola and McDonalds that have become bigger players in developing countries (Ronalds, 2010:2). Many of the same problems like poverty, malnutrition and high infant mortality still exist, yet the landscape of development has changed dramatically. This means that the role NGOs, INGOs and FBOs play has also changed. The question remains, how many of these organisations have embraced this change? The researcher contends that partnership is key in this new environment. Collaboration and co-production can harness the potential of all stakeholders in these partnerships. These large corporations often have not only finances, but also skills that are needed by both NGOs and local governments alike. Creative P4 can make sure that communities at grassroots benefit.

3.2 Defining NGOs and INGOs and FBOs

Although these three types of organisations often fulfil different roles, there are overlaps in their work and people often use the terms interchangeably. This is why it is important to define, as far as possible, the terms, NGO, INGO and FBO.

3.2.1 Non-Governmental Organisations

Pearce (1993:222) argues that there are so many definitions and that the range is so wide that they cease to be a useful category to work with. Definitions range from “...popular organisation to intermediary development organisations, whether indigenous or externally funded, specific or general and international organisations”. In essence, though, any organisation that is non-governmental, thus not part of the legitimate government of the country, is referred to. Lloyd and Wait (1996:87) believe that the strength of NGOs lies in the fact that they are not directly connected with any government organisations or with institutions, thus they in fact are outside of the government of the day. Michelo (2007:19) quotes Wale’s definition of NGOs as “private organisations involved in development activities in which generating profit is

not the only motive. NGOs have a paid staff and are formed to benefit not only their members but also provide some service to non-members”.

Michelo (2007: 23) further raises the argument that it is due to the limitations of the State and the market that organisations like NGOs emerge with an aim to help the most marginalised. He also states that the humanitarian work done by NGOs are traceable back to periods before the emergence of the State, as associational life predates the State. The term NGO entered common usage via the United Nations Charter at the end of World War II. However, religious orders, missionary groups, scientific societies and the like were already engaged in activities which could now be classified as the scope of NGOs. Many of them, like the Catholic Church and the Sufi Tariqahs, are still operating today (Davies, 2013). As the researcher will show, this overlap between NGOs and FBOs continues today.

Although difficult, some authors have tried to find different ways to categorise NGOs. Clark (1991:31-41) distinguished between Northern and Southern NGOs. Northern NGOs operate in Western Europe, USA and Japan and Southern NGOs are in Africa, Asia and Latin America. NGOs are sometimes referred to as the third sector, with the State being the first and the private sector the second sector (Michelo, 2007:20).

In Latin America, NGOs developed under the influence of liberation theology espoused by the Catholic Church. Like Bebbington and Farrington (1993:202), Michelo (2007:24) has also stated that NGOs have their origin amongst the leftist movement and became an avenue to express political ambition and dissent. This early generation of NGOs were often critical of the government and separate from the State (Michelo, 2007:24). Nowadays countless NGOs are covering a myriad of different issues and fields.

3.2.2 International non-Governmental Organisations

The most simplistic way to define INGOs is to identify them as those organisations that work in more than one country and receive funding from multiple countries (Siziba, 2014:8). Ronalds (2010:3) quotes the definition in Anheier et al. (2001: 4) for INGOs: “Autonomous organisations that are non-governmental, that is they are not instrumental in government; and non-profit, that is not distributing revenue as income to owners; and

formal, legal entities”. Some, like Ronalds (2010:5), prefer to use the term INGO only in the aid and development context in which they work in more than one country. Others, like Lewis (2007:44), suggest that the international character was historically implicit in the term NGO. They base this on Article 71 of the UN Charter and how this applies to civil society organisations that work internationally (Ronalds, 2010:5).

Historically, activists such as Tom Paine and the international network of masonic and other secret societies helped promote revolutions in different countries. A Universal Confederation of Friends of Truth was established in Paris in 1790 with members across Europe. Its goals were truly universal (Davies, 2013). Other organisations that were started built on the Chinese experience, where humanitarian associations had been active along the Chinese rivers since the 13th century. These included the Society for the Recovery of the Drowned in Amsterdam in 1767. These were classified as “Humane Societies”. The Royal Jennerian Society was established in 1803 to help exterminate small pox. They had patrons ranging from the Mughal of India to the American president and the Pope (Davies, 2013).

There were many anti-slavery groups established in the 18th and early 19th century who also had an international element. The Quakers were also critical to the development of the abolitionist movement. Henri Dunant spearheaded the creation of the World Alliance of Young Men’s Christian Associations. This is noteworthy for its pioneering structure as an international Federation of National NGOs. In 1863, Dunant also founded the Red Cross movement after witnessing the carnage of the Battle of Solferino in 1859. During the 1970s until the First World War, there was a massive expansion of INGOs. Over 400 bodies, ranging from the Universal Scientific Alliance, the International Council of Woman, Rotary International to the International Socialist Bureau were established during this time (Davies, 2013).

As is the case with NGOs, there are many different ways to group or classify INGOs. One way is to consider the main cause that concerns them, but so many INGOs, like WV have such a wide reach that it becomes increasingly difficult to characterise them in this way (Ronalds, 2010:8). Another method is to divide them between, solidaritist, pragmatist and faith-based. The pragmatists focus on limited life-saving assistance and the protection of civilians. They recognise the importance of principles, but place a

higher premium on action. Solidaritists place greater emphasis on addressing the root causes of poverty, and further focus on social transformation and advocacy. FBOs seek to express the religious values of compassion and charitable service on which they were founded. Differentiation can further be drawn between INGOs like CARE, WV and Save the Children that are service providers and those like Amnesty International that focus more on activism. There are many overlaps, however. An organisation like WV operates as a local NGO, but their international character makes them an INGO and many would classify them as a FBO because of their religious ethos.

3.2.3 Faith-based organisations

FBOs refer to religious groups and other charitable organisations that are affiliated with a religious group. This can include churches, mosques, synagogues or temples, or organisations or programmes sponsored by religious congregations. It can also include a NGO that has been founded by religiously motivated members (Fritz, 2016). Ferris, (2005:312) states that FBOs should have an affiliation with a religious body and its mission statement must have explicit reference to its religious values. This must be coupled with financial support from religious sources. The United States Department of Housing and Community Development (Urban Institute, 2001:2) also distinguishes between three types of faith-based organisations, namely (a) Congregations; (b) national networks like Catholic Charities or Lutheran Social Services, which also include networks of related organisations such as the YMCA; and (c) free-standing religious organisations.

The term is widely used, but not without problems. Some view it as a “blanket term” adopted by politicians for the sake of convenience. One of the advantages is that the term is seen as inclusive as well as easing concerns about the separation between the State and Church. In many western countries, a close link between religion and the State is frowned upon, although sometimes the values are embraced.

FBOs are uniquely positioned and can have a significant impact in development projects. They have a powerful ability to engage in public dialogue and to influence social justice (Urban Institute, 2001:9). One of the main advantages of FBOs is the level of trust they engender in communities. This is evident in the United States Department

Housing and Community Development Report (The Urban Institute, 2001:1-31), but also in local reports, where churches are of the most trusted in society. Clarke (2006:837) states that the World Bank estimates that 50% of health and education services were being provided by FBOs at the beginning of this millennium. WV works closely with local churches and can thus leverage on this element of trust. According to Burchardt (2013a:628), a new kind of FBO has emerged in recent years: “a voluntary non-profit organisation, based on the principles of a particular faith, working towards collective goods, embedded in civil society, and modelled along the lines of its secular sibling, the NGO”.

It is important to realise the FBOs do not refer to Christian organisations only. Hindu and Islamic organisations are playing an increasing role internationally and in South Africa. Interestingly, not many Arab donors are members of the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development that forms the main “club” of official donors. Aid from the Arab world seems to go largely unnoticed by the international aid community. Arab countries, however, have provided 1.5% of GNP per annum as net official development assistance between 1974 and 1994. Such aid is mostly provided on a government-to-government basis, with some flow channelled through private agencies including Islamic FBOs (Clarke, 2006:838).

3.3 How does NGOs, INGOs and FBOs impact the development agenda?

NGOs, INGOs and FBOs operate in the same space. Although there are many differences, there are also many similarities in how they operate. This raises questions on which type of organisation is more successful. There is no simple answer to this question, largely since all three of these organisations operate in many different fields. This study focusses on development or, more precisely, DLG and thus investigated the organisations operating in this field.

3.3.1 The role NGOs and INGOs in the development field

During the 1990s, the political and economic chaos that often characterised the African continent was identified as a crisis of governance (Michelo, 2007:16). Organisations

like the World Bank became concerned about the economic and political situation on the African continent. Organisations like the Ford Foundation and the World Bank recommended a systematic effort to build pluralistic institutional structures and the Ford Foundation started to cut back assistance to governments in favour of funding NGOs as vehicles of civic participation and development. Michelo (2007:19) argues that this is what led to a greater role for NGOs, which then became “champions of accountability and participation”. NGOs were seen as development agents with the task to do what the States in Africa had failed to achieve. By the late 1980s, the World Bank identified NGOs as recipients of official development assistance (Michelo, 2007:26). The argument that was followed was that they were “closer” to the poor than the government was. It was argued that, they operated economically, cost effectively and practised financial discipline. They were seen as flexible with decentralised decision-making structures (Michelo, 2007:24). A permanent role was carved out for NGOs in the development space. It was during this time that WV also grew substantially in reach and size as will be shown in chapter 5. WVSA was also started during this boom time for NGOs. The questions remain if this has been helpful?

The global changes discussed above created new opportunities for INGOs. They can now help address the predominantly national nature of policy development and promote global politics to combat trans-national threats. The broad community engagement of INGOs allows them to address the operational gap by providing public institutions with policy analysis. They furthermore can address the incentive gap by encouraging States to adhere to international agreements. This requires strong leadership from INGOs, but also requires them to be above reproach. Scandals and corruption quickly diminishes the moral high ground. INGOs can address the participatory gap by participating themselves in building the capacity of civil society (Ronalds, 2010:38). The researcher believes that it is in this final point of capacity-building that their biggest strength lies and that this needs to be developed further. This is the third of Theron’s (2008) “building blocks of development”, that together with collaborative and co-produced P4s can form a model for grassroots DLG. Ronalds (2010:46) believes that “INGO leaders must therefore constantly strive to achieve the delicate balance between constructive engagement with governments and other powerful institutions on the one hand and challenging the status quo and the dominant paradigms the other”.

3.3.2 The role FBOs in the development field

The growing field of FBOs does provide social spaces for the expression of faith-based volunteers as a modern form of institutionalised altruism. It offers space for volunteers to act in their specific religious identities. On the other hand, what is needed in the context of unemployment, rampant urban poverty and the constant struggle to make ends meet is impact rather than the illusion of altruism.

Burchardt (2013b:49-51) argues that FBOs engage in activities that are remarkably similar to those performed by secular NGOs committed to humanitarianism. Development activities not only blur the boundaries between religious and secular, but also constitute the terrain in which boundaries are constructed and negotiated. Public and bureaucratic accountability and the adoption of the NGO model of organisation are necessary for achieving legitimacy vis-à-vis donor organisations, while the logic of clientelism accounts for the legitimacy of the level of relationship between FBOs and their beneficiaries. Clarke (2006:845) argues that FBOs have a number of characteristics that distinguish them from NGOs. They draw on spiritual and moral values and, as a result, have the ability to mobilise supporters who otherwise would perhaps not be interested in the development discourse. They have national and international networks that are often highly embedded in political contexts and in horizontal and vertical governance processes. They are also less dependent on donor funding and have well-developed capacity and expertise in the key areas of development practice. This is echoed by Ferris (2005:317) who agrees that there are many similarities, but that there are two characteristics that set FBOs apart: they are motivated by their faith and possess a constituency which is broader than their humanitarian concerns.

The church has long been involved in politics (Chaves and Wineburg, 2010:343), but there has been an interesting shift in actors in the religious development field. WV has been influenced by this move. In the past, mainly the Catholics and Evangelicals were involved in the area, but Myers (2015:115), has stated that there was a shift in developing thinking during the 1980s. In what he refers to as the “aftermath of the success and dominance of neoliberal economics”, governments in the West and other major global aid institutions tried to apply these neoliberal principals to the Global

South. Although this might have made sense in macroeconomic terms over the long term, it was detrimental to the Global South. Reforms to labour markets led to a decrease in minimum wages, and reducing public expenditure led to reduced health services so that many schools had to start charging school fees. During this time, however, what was called a “third movement” of the charismatic/Pentecostal movement or Neo Pentecostalism also emerged from grassroots. This has also been called Progressive Pentecostalism and is characterised by a commitment to social ministries organised around a particular neighbourhood or village. These ministries provided food, clothing and shelter and have also responded to floods, famines and earthquakes. They provide day care, schools and tuition assistance. On an inter-personal side, they provide counselling in helping with addictions, divorce and oppression. On the economic side, they have provided micro loans that support business start-ups, job training and scholarships. This was not one church providing all services, but different churches working together (Myers, 2015:115). These churches moved into a vacuum left by the State. The approach followed is holistic.

Myers (2015:118) states that initial studies indicate that Pentecostal Churches seem to be more successful in bringing effective change that is long lasting than some of the more traditional INGOs. Reasons that he gives for this are that: (a) churches are indigenously led and language, culture and worldviews are not as problematic and complicated as for some INGOs; (b) the development work is funded by local churches through tithes, and thus do not bring with them the accountability requirements of INGOs; (c) churches often challenge immoral behaviour and practices, whereas INGOs tend to avoid these issues in order to avoid the charges of “cultural imperialism”; (d) NGOs are concerned with change at the community level, whereas churches focus on inter-personal transformation. Myers (2015:118) argues that, when it comes to social and economic change, approaches that focus on individuals appear to be more successful. It is important to note that Meyers was employed by WV for many years, and most of his research is based on the work of WV worldwide.

3.4 The Role of NGOs, INGOs and FBOs in South Africa

With its developed and developing characteristics, South Africa creates an unique landscape in terms of development. There are opportunities for making a contribution for an array of role players.

The unique context in which NGOs operate in South Africa, makes it important to investigate the history and background as well as the issues facing these organisations. There was a shift towards regional development and planning during the late 1970s and early 1980s, especially in South Africa. More attention was being devoted to such actions by governments, international agencies and academics. In Conyers's (1986:5) opinion, there are three different ways to go about development planning, namely top-down versus bottom-up, growth versus equity and consensus versus conflict. Lloyd and Wait (1996:87) agree with Conyers (1986:6), who states that most planning and development endeavours in South Africa were of a top-down nature in the past, with heavy reliance on central government initiatives, often excluding local communities.

There is an argument that the economic imperatives of neoliberal agenda dictate that the State in developing countries should withdraw from the social sector. Furthermore, the argument goes that the market should be freed from constraints and people and communities in civil society should organise their own social and economic production. After 1994, the government in South Africa did adopt a neoliberal economic model, namely the Growth, Employment and Redistribution (GEAR) macroeconomic strategy. This focused on the for-profit sector in economic growth as well as service delivery (Stuart, 2013). Issues of poverty, unemployment and inequality are said to be priority areas for government, and for this reason the NDP was adopted to eradicate these challenges by 2030 (Sunday Times, 2017).

According to Siziba (2014:8), NGOs operate in communities as part of civil society in order to facilitate development and to respond to the needs of communities. In South Africa, NGOs fall under the umbrella of bodies like The National Council for Social Services. They act as an advocacy, lobbying and communication body for the 19 National Councils or NGO bodies in South Africa. These National Councils in turn, represent over 2000 organisations. Social welfare services can be classified in terms of

levels of intervention such as prevention, early intervention, statutory services, residential and alternative care, and reconstruction and aftercare services. According to Siziba (2014:9), NGOs in South Africa often find themselves promoting safety, wellbeing and development in children through various programmes, as well as providing services like psychosocial support, alternative care, legal aid and social welfare. On the advocacy side, NGOs aim to mobilise political decision-makers to promote and bring about social change by impacting policies and programmes. Siziba (2014:20) sees their role as helping the State to recognise the interrelationship between policies and programmes relating to quality of life and access to basic needs and the decisions they make and strategies they adopt to ensure child wellbeing.

NGOs in South Africa operate under the Department of Social Development non-profit organisations (NPO) umbrella. This includes CBOs, FBOs and Child Protection Organisations. When an NGO is established it needs to become registered in the NPO register of the Department of Social Development. Every organisation needs to specify the scope of their work (Siziba, 2014:27). Stuart (2013) states that South Africa has roughly 100 000 registered NPO's and about 50 000 unregistered. Among the reasons for the prevalence of NGOs in South Africa are the high levels of inequality and high degree of religious and ethnic heterogeneity. This was exemplified by the bifurcated welfare systems in which the white minority was the largest recipient of government welfare spending. This system left large sections of the population without any support and the vacuum was therefore filled by NGOs. Structural changes in the governance structures of NGOs and a shift in how they practice social development as well as social justice occurred after 1994. Organisations were legally obliged to transform their governance structures as well as their approach to service delivery to reflect the principles portrayed in the White Paper for Social Welfare (1997b), the Policy of Financial Awards and Service Delivery (2005a), as well as the Integrated Service Delivery Model (2005b). All NGOs are legally bound to operate within the confines of the Constitution (RSA, 1996; Siziba, 2014:28).

Many NGOs in South Africa can also be characterised as what some call “new-generation” NGOs. They have strong partnerships with the public and private sectors. They also have innovative funding models, incorporating different mobilisation strategies. These partnerships have led to many NGOs embracing public sector

concepts and tools such as log frames, targets and results-based management. Over the years WV has incorporated both public and private sector strategies. Focusing on partnerships are key to WV's success and it would be beneficial to them to keep this as a focus area. The National Director of WVSA during the time of the case study, was in favour of forming strong partnerships with both local governments and the private sector (Barnard, 2017). Partnerships with the private sector have increased what is called "managerialism" within NGOs and can be criticised for moving NGOs away from their original mission and vision (Stuart, 2013).

3.5 The role of NGOs, INGOs and FBOs in local Government

All of the above three mentioned types of organisations partner with actors in local government. These partnerships are often ad hoc and happen on a programme/project-to-programme/project basis. An interesting point that Collier (1996:20) has raised is that it is an indicator of the programme's sustainability if the local government is unwilling to provide resources for a particular programme/project initiated by an NGO. Such unwillingness could suggest that the programme/project does not fall in the scope, capacity or ability of the particular municipality. They then have to question whether it is something that the community needs or desires. Other problems also exist for municipalities with regard to potential partnerships: (a) political /administrative will to partner in principle; (b) ability to plan, implement and manage such programmes/project.

INGOs often partner with governments on a national scale and only have partnerships with local government if they are working in a particular area. This is what makes WVSA's approach to partnership with local government unique. As shown in chapter 5, WVSA endeavour to partner with local government and to form an ongoing relationship and co-produced collaborative P4. According to Peci, Figale and Sobral (2011:377) "the collaborative engagement of government, business, and civil society to address social issues and deliver public services has been a growing trend worldwide". The challenge is to find common interests and incentives among the different partners. They further argue that public non-profit partnerships are replacing informal networks and thus changes the institutional design of partnership (Peci et al., 2011: 389). The

government–non-profit partnerships has become increasingly diverse and complex. In Brazil, most partnerships are initiated and funded by the State, and are thus subjected to formal controls. Yet, Peci et al. (2011: 388) found that in both NGO and government narratives there was a focus on market-value orientations. Ngwenya (2001:31-33) argues that the State and civil society should complement each other, and by strengthening civil society, the State could also be strengthening. This type of partnership is especially key in developing nations, where the organisation and financial strengths of global civil society can be used to complement areas where the State is weak. This will be further explored in chapter 4.

The Kagiso Trust have been working in the development field in South Africa for the past 3 years. They also work closely with municipalities and aim to help build capacity within municipalities. They use solutions that “assist in improving municipal revenue streams which, in turn, results in better service delivery and local economic development, as well as enabling municipalities to play a bigger role in servicing indigent households that need help the most” (Sunday Times, 2017). Ranyaka is another NGO that used a collaborative co-produced community development model that essentially constitutes a P4. Their approach is holistic and they state that key to their success is that they understand that interventions should be aligned with government legislation, regulatory requirement and development policies (Ranyaka, n.d.).

One of the challenges for local government P4s is that the main players often change. As shown in the previous chapter, local politics in South Africa is politicised, which means that key municipal staff change with every election. This means, that NGOs and FBOs often have to build new relationships and partnerships with local government every couple of years, which makes sustainable planning difficult.

The most prominent FBO in South Africa is a Muslim organisation called Gift of the Givers. The Gift of the Givers Foundation claims to be the largest disaster relief organisation in Africa. They have been operating since 1992 and their projects cover areas such as health, education, agriculture, life skills, and job creation (Gift of the Givers, n.d.). They have an excellent relationship with the South African government and are almost always first on the scene in any local emergency and they also do work in the rest of Africa and run an office in Malawi. Here, the lines get blurred between

NGO, INGO and FBO. In June 2017, they also launched a first-of-its-kind mobile app to facilitate simple, seamless and secure donations. They have partnered with SAP Africa, Assegai & Javelin, a strategic brand and marketing agency, and app development specialists AppyDeveloper to develop this mobile app, showing that they have partnered with the private sector as well (Fin 24, 2017). Although they were established on the instruction of a Sufi Sheik, Muhammed Saffer Effendi al Jerrahi in Istanbul Turkey, they claim to serve all people irrespective of race, religion, culture or colour (Africa Conflict Monitor, 2015:80). Organisations like Gift of the Givers, dedicate a whole section of their website to their political partnerships. These are more focused on national politics, but they, because of their size and prominence in South Africa, seem to have key relationships in place with local government as well. These relationships pave the way for them to gain quick access to local areas when disaster strikes, as was seen during the fires in Knysna in June 2017 (Gift of the Givers, n.d.).

Collier (1996:121) has argued that raising the accountability of local government to poor citizens, in fact, is the most sustainable way to improve their standard of living. NGOs that empower the public to hold their government accountable, empower not only the people but local government as well.

3.6 Are NGOs, INGOs and FBOs helping or hindering?

In a recent article in The Guardian newspaper, Doane (2016) asked the question whether INGOs still have the right to exist. She believes that, if the main goal of these organisations is to relieve poverty and suffering, they have to look at the outcomes of their work and ask these hard questions. She quoted Penny Lawrence, the deputy CEO of Oxfam who stated that INGOs need to earn the right to survive the future. In South Africa, it has long been more difficult for INGOs to operate. INGOs do not get the same tax relief as local NGOs, which make it much more expensive for them to operate. This notwithstanding, most of the big INGOs like WV, Save the Children and Oxfam, still maintain regional offices in South Africa. WVI maintains its Southern Africa Regional Office in Johannesburg, but WWSA is run completely separately as local entity. WWSA has much closer relationships with the government on national and local level.

Michelo (2007:27) believes that NGOs engage in obfuscation, spin control and amnesia (always describing aid efforts as new and improved) while exhibiting little learning from the past. He argues that NGOs and INGOs lure away good civil servants with better salaries, leaving local bureaucracy depleted. Arguably, this is seen more in other African countries. In many INGOs, the treatment of international staff in comparison with local in-country staff exposes huge disparity. International staff may be paid up to three times the salary compared to local staff for the same position. International staff also has many other benefits, including housing and educational subsidies (Michelo, 2007:27). This leaves local workers disgruntled and tarnishes the image of many INGOs. WV is also not immune to this problem.

The effectiveness of NGOs and INGOs are often questioned. Ronalds (2010:100) quotes Narayan (2009:40) who argues that NGOs are hardly mentioned as a support in moving people out of poverty and states that assistance from NGOs accounts for only 0.3 % of the reason for escaping poverty. Ronalds argues that this does not mean that NGOs are not doing important humanitarian work, but that NGOs either affect only a small number of people or that their work is not perceived to have a direct effect on poverty.

NGOs as the main beneficiaries of good governance programmes are often a far cry from the autonomous social forces that liberal discourse had envisioned. NGOs are subject to a dual structure, with civil society wanting them to be closer and closer to the State, but they are also situated in the wider web of transnational governments that are largely supported by Northern donors (Burchardt, 2013b:38). Having two masters often hinders their efficiency. Large INGOs may suffer a tendency to become inward-focused and decision-making may become dominated by international politics rather than by what is best for local beneficiaries (Ronalds, 2010:115). The international context is changing for INGOs. Things like climate change, reduced food security, oil prices and urbanisation, as well as a more politicised operating environment can produce significant new challenges for INGOs and also make responding to emergencies more difficult (Ronalds, 2010:115).

There are many issues facing the South African NGO sector at present. One of the problems also mentioned above is what is seen as the corporatisation or commercialisation of the NGO sector. While NGOs that professionalise successfully increase their chances of receiving donor funding, it has affected the organisational culture of NGOs. The emergence of a “report” culture, as part of donor conditionality, whereby organisations do everything stipulated by the donor, may sometimes result in organisations losing track of their original purpose or mission. They become more interested in specific outputs or performance indicators, often neglecting the actual impact or difference that these programmes/projects make. This, in turn, can have the unintended effect of distancing them from the poor and the communities they serve – the very reason for the donor organisations to choose to partner with them (Stuart, 2013).

The global economic crisis affected South Africa negatively, and also led to further funding issues for NGOs operating here, as donations from private donors have been substantially diminished. Corporate Social Investment (CSI) budgets have also been reduced. This has led to more and more NGOs seeking government funding, which has created fierce competition among NGOs. Being so reliant on government funding has put in doubt the impartiality of these NGOs, with being outside the government having been one of their key strengths in the past. This has a particularly negative effect on advocacy or “watch dog” NGOs (Stuart, 2013). Somadoda Fikeni (Sunday Times, 2017:7) stated that although NGOs play an important role in community development, they must always be aware of the “strings” that are attached to donor funding.

Stuart (2013) argues that the non-profit sector is vital in its role to assist the government in fulfilling its constitutional mandate. She states that the disturbing trend of civil society criticism by government factions that has been creeping into public discourse is worrying. Under apartheid, the “voice of civil society” was strongly criticised and discriminated against by the government and this trend is again on the increase. Swanepoel (1992:15) argues that most of the growth of NGOs in South Africa has occurred at grassroots or community level. Lloyd and Wait (1996:88) argue that it is universally assumed that all NGO activity benefits the community. They do however acknowledge that there are questions regarding NGOs that remain unanswered. These questions include: (a) Which problems are best addressed by NGOs? (b) What is ideal

relationship between the State and NGOs? (c) To whom are or should NGOs be accountable? (d) Whose interest does NGOs represent? Lloyd and Wait (1996:87) quote Erasmus who asked similar questions as early as 1992, yet many of these questions remain unanswered today.

Collier (1996:122) quotes Dias (1993) as stating that NGOs can play “intermediary roles between State and non-state institutions in respect of participation, accountability and development”. NGOs can establish or reinforce a process whereby people and government can learn to work together to solve local problems. This reiterates the role of NGOs as an enabling partner to the State, establishing collaborative co-produced P4s.

FBOs are also playing a larger role in the South African development sphere. Burchardt (2013a:627-651) explores the example of the Anglican Church in the 1990s in South Africa which became increasingly involved in the fight against HIV/AIDS through a programme called Fikelela. Donor organisations liked their embeddedness in the social life of society. As they grew, they operated more and more like an NGO. Anglican AID actually became a grant-making organisation. They had to learn how to write grant proposals, and do baseline studies, effectively becoming an NGO. The Presbyterian Church formed a joint project with the University of Stellenbosch and went a similar way. Burchardt (2013a:43) has stated:

“As church-based projects grow in size and demand for the services increase, there is a need to mobilise resources that exceed what is locally available. In order to improve their management and qualify for funding, church-based projects invariably assume a formalised structure, morphing into an FBO step by step.”

Burchardt (2013a:43) calls this the FBO-isation of the religious fields. She states that it is the:

“...expansion of activities in the cultural vicinity of churches that are carried out by church members, organized through voluntary non-profit organisations, and orientated towards social service provision and advocacy. FBO-ization is thus an organizational expression of the increasing convergence between religion and development.”

There is an assumption that, churches or religious communities are well positioned to articulate the needs of the target populations because of their close relationship to the local community. What Burchardt (2013a:45) found instead is that churches, FBOs and religious communities engage in numerous and creative strategies to fit programmes/projects into preconceived and approved plans. This is not unlike criticism linked to secular NGOs and INGOs. The researcher would offer that it is a problem more linked to the funding of programmes and projects than the type of organisation.

3.7 Summary

NGOs, INGOs and FBOs are important role players in the development arena. Their roles are not without criticism, however. The world they operate in is changing and the researcher would argue that these organisations, to remain relevant, will have to change as well. NGOs, INGOs and FBOs will have to be open to change if they want to impact the development agenda. Beris Gwynne, the former director of WVI stated: “We’ve become used to being in business, so we’ve become less and less courageous” (Doane, 2016). It is against this background that the researcher argues that INGO, NGOs and FBOs alike need to relook at their operating models and that approaches like WWSA’s partnerships with local government is one key to a sustainable future for INGOs.

Lloyd and Wait (1996:89) quote Friedman (1992:7) who has stated that, even though NGOs are playing a greater role in development, the State must remain the major player. He put it as follows:

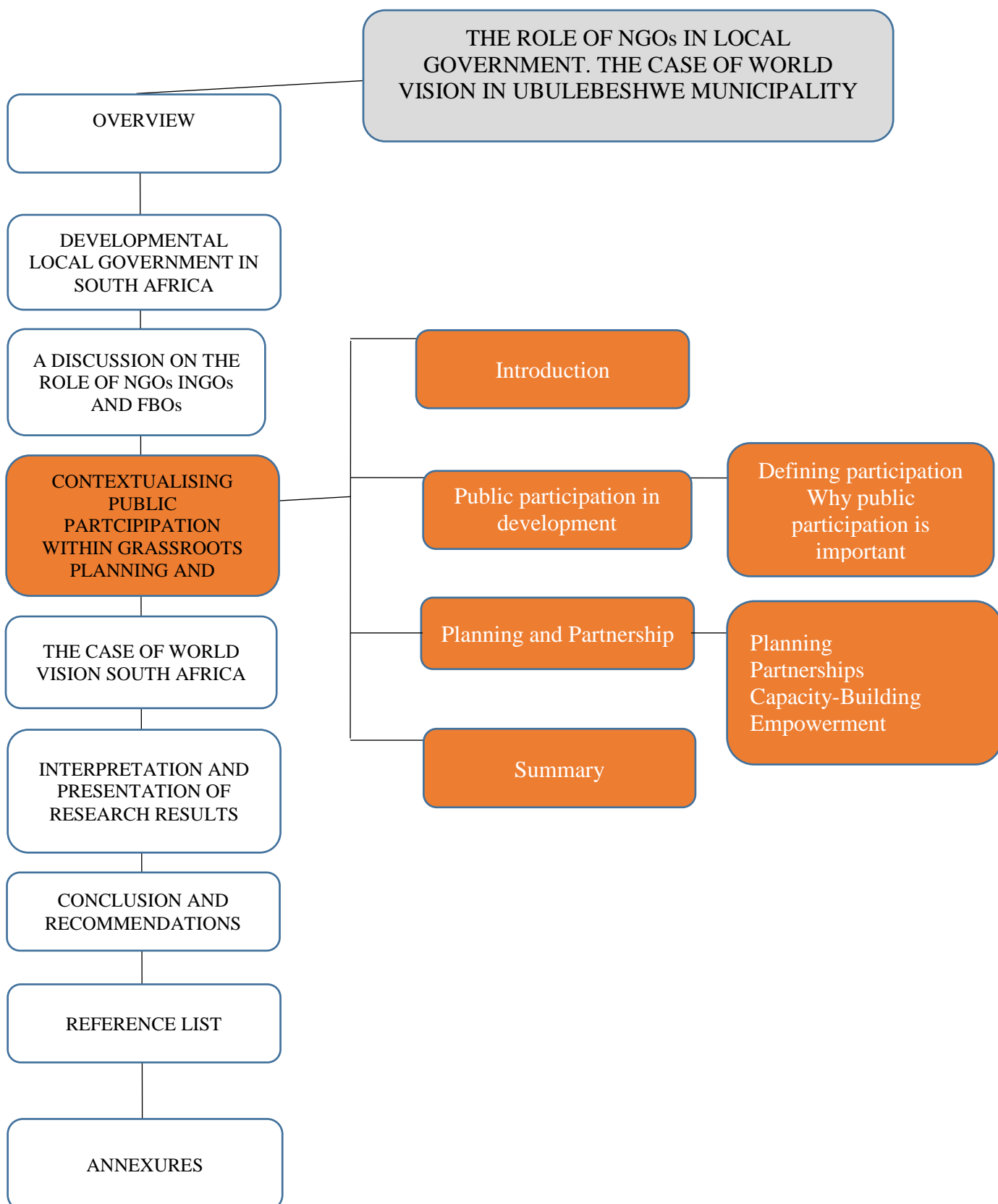
“It may need to be made more accountable to poor people and are responsive to their claims. But without the collaboration of the State, the lot of the poor cannot be significantly improved. Local empowering action requires a strong State. Thus, while NGOs do have a very important role to play in development, especially regional development from grassroots level, one should also be aware of limitations”.

At present, more than half of South Africans live in poverty. The NDP (2011/12) provides a framework to aims to guide all sectors of society to work towards (Sunday

Times, 2017:7). The researcher would argue that there are two critical roles that NGOs, INGOs and FBOs must play in development. The first relates to organisations operating in the advocacy field. They must keep educating the public regarding their rights, and challenge governments to fulfil their mandates. The other role relates to organisations operating at grassroots or community level. The researcher believes that they, to be most effective, must make sure that they work with local government wherever possible and strengthen the work of local government through public participation, mutual social learning, capacity-building, empowerment and sustainable local community development. This will require a change of focus. There must be a move away from delivering services by themselves, towards empowering the government to do this effectively.

In the next chapter, the researcher evaluates partnership, planning and participation, and how this plays out at grassroots communities.

CHAPTER FOUR: OUTLINE



Chapter 4: Contextualising public participation within grassroots planning and partnerships

4.1 Introduction

In the previous chapters DLG, NGOs, INGOs and FBOs were assessed, as well as the context in which they operate. In this chapter, the researcher focusses on public participation and how it interlinks with grassroots planning and partnerships. The researcher uses the term NGO for ease of reference in this section, but this also includes INGOs and FBOs, as the same arguments applies to all. The researcher argues that the principles of the building blocks of development and P4s play an important role in enabling the State to fulfil its mandate that can ultimately lead to social transformation and community development. Strong partnerships with NGOs in particular can lead to the strengthening of local municipalities, especially in the area of participation, mutual social learning, capacity-building, empowerment and sustainable development. This together with collaborative, co-produced P4s, forms a model for grassroots DLG.

4.2 Public participation in development

Public participation as a concept is broad, and even if limited to participation in the development field there is not scope in this study to give it adequate attention. The researcher briefly considers definitions of public participation, and how it relates to partnership and planning and where it fits into Theron's (2008) building blocks of development principle. It almost is a chicken and egg scenario. Do partnerships with NGOs lead to more authentic participation or does successful public partnership happen when the community participates?

4.2.1 Defining participation

Carmen (1996: 42) states that the roots of the "Participation in Development" mode can be traced back to the 1960s, when the World Bank and other development agencies had to reconsider their approach due to the failure of the linear development model. Theron and Mchunu (2016:287) state that: "Today it is almost impossible to suggest a

development strategy which is not in some way participatory”. It is the first building block in Theron’s (2008) building blocks of development principle. Public participation is an ambiguous term, though. It can mean a feel-good enhancing or cross-cutting device that really is just a means towards an end, fitting projects to people with the idea that “we must help them”. Carmen (1996:52) states: “Take away the fertile soil of external intervention and public participation withers on the vine”. Kaufman and Kaufman (2000:6) agree that the concept of participation is often vague and broad. It can denote anything from participating in crime to participating in community development. Theron (2008a:127) sees participation or participatory development not just as a variation of community development, but as a unifying factor that runs through all development approaches. Participation can be seen as a strategy for achieving social development.

Although there are many stakeholders in the development process, the main actor should be the community/ public, a principle embodied in the building blocks of development and a P4. Swanepoel and De Beer (2011:50) argue that one needs to know what public participation really means when one wants to mobilise people to participate in development. We cannot mobilise people and then prescribe how they participate. Authentic public participation should then have the public or the community at its core. Theron and Mchunu (2016:18) quote Kotze and Kellerman (1997:39) who state that “public participation establish[es] a reciprocal relationship, a partnering in learning”. This is in essence the second building block of development, a mutual social learning process that empowers both the external “facilitator” and the internal “beneficiaries” of a development process. Martin (2014:3) states “Previous recipients of development now become the champions of their own development”.

The International Association for Public Participation (IAP2) (IAP2, 2002) declares in its Core Values for Public Participation that “public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process”. Theron and Mchunu (2016:16) state that public participation is supposed to be a “two-way voluntary process”. In practice, public participation often plays out in the narrow sense. If the community was addressed or attended a meeting, it is seen as “participation”. That is also how newspapers and the media report on

participation. Thus, society starts to believe that we, if “informed”, are participating without ever wanting or expecting more. On the other hand, public participation can be genuinely about power, people’s ownership and control. Carmen (1996:53) argues:

“In a basic sense... participation is opposed to organisation. Organisation create formal power which needs to be conceptually distinguished from the power of those whose organisation it is or should be. While ‘people’s power’ needs organisation for purposeful action, the concept of people’s power transcends that of the people organisations which vest power in offices which can be abused, and creates rules of business which may inhibit spontaneity and may also become outmoded over time... people’s power needs to be reasserted as countervailing power within formal organisation.”

This is in essence, empowerment, which is the fourth building block development.

Kaufman and Kaufman (2000:7) note that public participation can be both a goal and a method of change. When seen as a goal, it can refer to a society where the political, economic, cultural and social power no longer rests in the hands of a particular minority. When it is seen as a method of change it is the development of a voice and capacity of those previously excluded. These principles of participation are also confirmed by the Manila Declaration on People’s Participation and Sustainable Development (1989) (Davids & Theron, 2014:205).

4.2.2 Why is public participation important?

Public participation provides a way for ordinary people to be “involved” in decision-making. In terms of development, it would mean participating in the day-to-day operations and decisions of programmes and projects focused on development. When evaluating the failures of State development efforts in post-independence Africa, it has been argued that it is the lack of public participation that is one of the principal reasons (Michelo, 2007:56).

Several authors (Swanepoel & De Beer, 2011:17-32; Theron & Mchunu, 2016:17, IAP2, 2002) agree that the most important role players in the development process should be its “beneficiaries”. That implies that programme and project participants should have a “direct say” in the outcome of a development “intervention”, as well as

be able to influence and control the process. Those who would assist the people with their development must recognise that it is they who are participating in the support of the people and not vice versa, issues clearly stated by IAP2(2002), the Manilla Declaration (1989) and Carmen (1996: 87).

It is also important to consider anti-participation insights into the development discourse. If participation promises empowerment and change and then does not deliver, it leads to frustration amongst citizens (Mchunu, 2012). The obsession with local as opposed to wider structures of injustice and oppression can result in preventing real change from happening. There also is a tendency from some change agents to treat public participation as a technical method for project work rather than a method of empowerment (Theron, 2008a:105). Theron (2008a:105) further argues that participatory development is often seen as a something to counter the top-down development planning approaches. For some, public participation is about control, and mostly control of resources. For others, it is about exerting influence but it can also be about sharing control. All of these can be problematic issues, because it implies that someone still has, or believes themselves to have, the right to control, influence and share. Carmen (1996:45) state that public participation is seen as organised efforts to increase central control of resources by those and on behalf of those who were excluded before. But the question of who holds ultimate control remains. Development was and is still mediated by programmes and projects which, in turn, are the product of external interventions by government agencies. This indicates that external interventions and assistance is still seen as essential ingredients for participation in development, one reason why IDPs fail to deliver on basic services at grassroots in South Africa (GGLN, 2008). Authentic participation as part of the building blocks of development, coupled with co-produced and collaborative P4s will go a long way to change this outcome.

WV runs a programme called Citizen Voice in Action (CVA), the aim of which is to enable communities to hold governments to account regarding citizens' rights, especially with regard to service delivery (WV New Zealand, 2013:8). The researcher believes this is a crucial role that NGOs can play in working with communities and empowering them to interact with local government. Participation is not only an institutionalised imperative as Theron and Mchunu (2016:15), quoting Max-Neef (1991:52), point out: it a basic need of individuals. All people want to be recognised,

appreciated and respected for what they contribute. Theron and Mchunu (2016:18) further quote Cornwall and Coelho (2007) who say that “Those of us who engage in facilitating participation will do well to recognise that we play a key role: establishing participatory spaces”.

In South Africa, various attempts have been made since 1994 to bring planning and local government closer to the communities. Examples of this are the establishment of Ward Committees and stakeholder forums. Research commissioned by Good Governance Africa in 2015 evaluated specifically how South Africans perceive Ward Councillors. The vast majority of people neither know their ward councillor or how to access them and have not experienced gains from working with them. The average rating for a Ward Councillor was 4 out of 10. What was disturbing from their research was the fact that the poorest communities were the least satisfied with local governance (Africa in Fact, 2016:64). Other than Ward Committees, the government has tried strategies like Area Coordinating Teams (ACTs). These were established in Cape Town as a mode of interaction between the municipality and the people. ACTs were seen as a structural failure as the City Council was not obliged to follow through on any issue that was raised through ACTs and the officials and councillors did not have to attend the meetings. Imbisizos (large-scale community meetings) are also used as a way for government to communicate directly with the community. The above examples generate relatively superficial engagement (GGLN, 2008:29).

Theron (2008b:112) further suggests the “harnessing of local IKS (indigenous knowledge systems) and social capital, local networks and society structures”. The use of local infrastructures like churches, sports clubs, NGOs and CBOs are also useful to promote participatory democracy. In the next chapter, the researcher shows that this harnessing of local knowledge and social capital is exactly what WVSA aims to do through their co-produced P4s with local government. Healy (2009:1655) argues that although public participation is increasingly regarded as a legitimate way to tackle the challenges of complex problems, the actual practice of participation is often hampered by the hegemony of a traditional conception of knowledge on the subject. Sometimes participation plays out in giving more power to already powerful local elites (Ghosh, 2009:478).

Ghosh (2009:484) argues that NGOs can provide a space for public participation to take place. He mentions that BRAC put up 700,000 posters opposing child marriage and domestic violence in Bangladesh. Although this raised awareness, they had to cancel the campaign because police protection was unavailable. Theron (2008a:121) believes that creating participatory spaces like this is one of the most important tasks of the IDP officials. The researcher would argue that creating such spaces for public participation should be one of the main aims of NGOs working in this field. Where authentic public participation takes place, more sustainable P4s can also be formed. They can also function alongside local government, and assist them with their public participation strategies. Rather than seeing participation strategies as “blueprints”, each situation that needs “participatory intervention” will require a combination of strategies that is specific to a particular local meaning giving context (Theron & Mchunu, 2016:129). These appropriately “mixed” participation strategies will only be possible through proper planning and can be enhanced by P4s.

4.3 Planning and Partnerships

Previous chapters have touched on partnerships between NGOs and local government. This section looks at it in greater depth.

4.3.1 Planning

The way planning interjects with public participation is perhaps best explained using Theron and Mchunu’s (2016:111-118) P4 model. Theron and Mchunu (2016:111-118) argue that the ideal collaborative and co-produced development-in-partnership link is a process during which knowledge in possession of change agents (government officials and others) is integrated with knowledge of programme and project beneficiaries at grassroots. This link is thus based on authentic and empowering participation and ideal situations need a P4 to be established. This co-production of knowledge can give NGOs an edge in working with communities, especially in terms of authentic and empowering participation, the key variable in the building blocks of development. When local beneficiaries are participating in learning (second building block principle) and planning with the change agents, which is what Theron and Mchunu (2016:48) call

mutual social learning through participation, the ideas that arise are eventually converted into a programme or project. All too often NGOs arrive in a community with an already worked out programme that they impose on the community. It is crucial that the community participate from the planning stage. WVI (2014:37) argue that planning partnerships often fail because of spending insufficient time on the planning phase. This can lead to unmet expectation, communication failures and damaged relationships. Many NGOs have limited time and scope and proper planning for partnerships is often the first casualty. Too often this type of planning takes place in boardrooms and conference venues, far away from the communities in question.

As per standard planning principals (Conyers & Hills, 1992), WV believes that planning must include a process of analysis, negotiation and consensus-building (WV New Zealand, 2013:25). As a way to make sure that the voices of those for whom programmes and projects are intended are heard, top-down approaches to planning and implementation have to be replaced by bottom-up, grassroots approaches. This will enhance active public participation and result in collaborative, co-produced P4s (Theron & Mchunu, 2016:113). Most effective developmental programmes and projects are not “handouts”, but rather those that facilitate and guide communities to help themselves and lead to empowerment and resilient communities (GGLN, 2014). This leads to the last building block development: sustainable community development. During the 1980s, WVSA used to hand out food packages as a main activity. This was not sustainable and although communities were upset when this practice stopped, the way they partner with the community at present is far more empowering and sustainable. (Barnard, 2017). The role of development agencies, activists and the State/government should be to inspire, facilitate and stimulate initiatives that have the potential to improve community welfare (Theron & Mchunu, 2016:113). Utilising grassroots participation, mobilisation and empowerment would ultimately lead to development success stories. As can be seen in Figure 4.1, NGOs can play an important role in strengthening the State in their development goals. By forming P4s with the local government, they strengthen, empower and capacitate local government to fulfil their developmental role. The NGOs also co-produce and partner directly with the community, but with a goal to empower them to be able to partner with local government, thus becoming active citizens (GGLN, 2014).

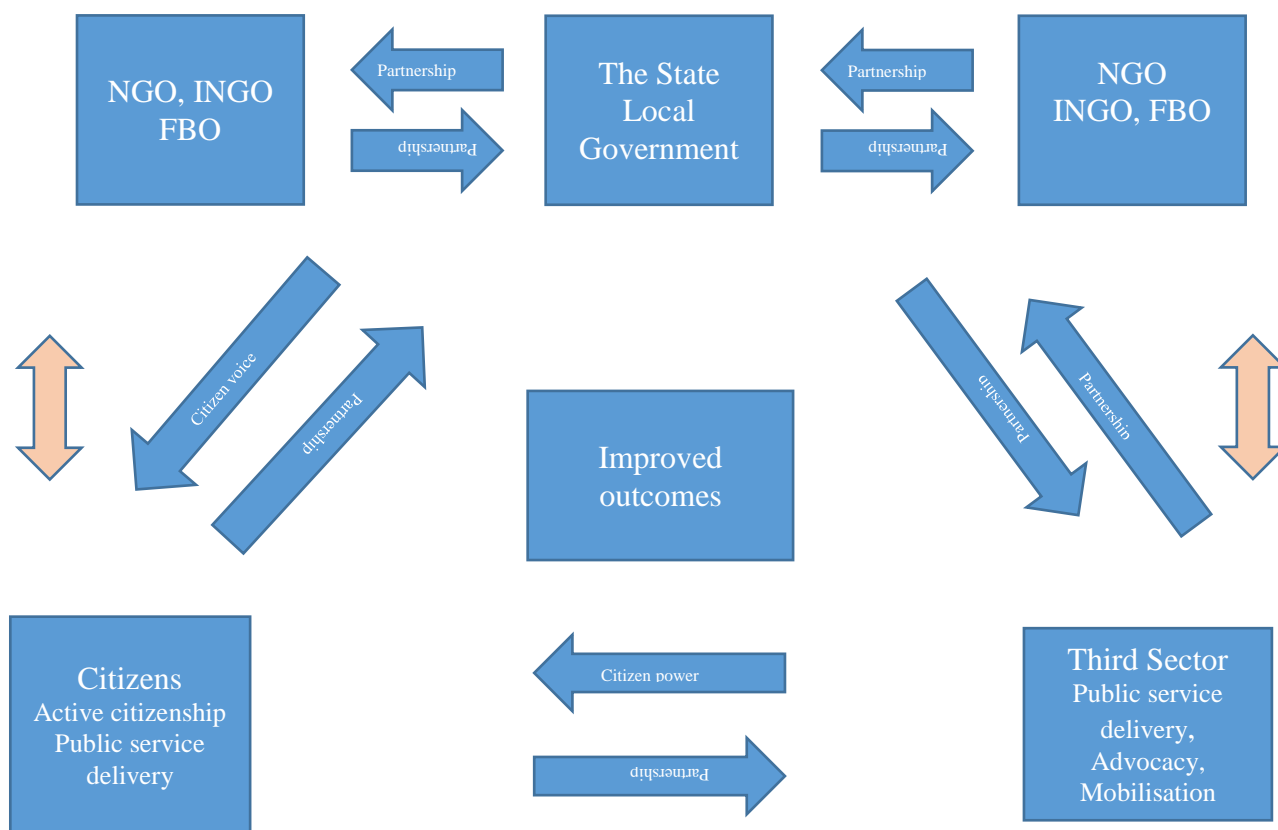


Figure 4.1: A Public Participation Planning Partnership Model (P4)

Source: Developed from Theron and Mchunu, (2016:182)

Theron and Mchunu (2016:150) state that:

“The ideal developmental local government envisaged the co-production of a public participation planning partnership (P4) that integrates grassroots beneficiaries, the State, the third sector and the private sector to work together to achieve the four critical development imperatives¹¹ within which its success will be judged.”

Theoretically, the best-known planning process for local government in South Africa would be the IDP process, which, as Coetzee (2010:24) argues, has not been effective in attempting to engage communities in “embedding” the planning processes within the community. Participation is often done ad hoc, without engaging of all parties. Business and civil society organisations are often left out in the IDP spatial and planning

¹¹The four development imperatives are: (i) maximizing of social and economic growth; (ii) integration and coordination; (iii) democratization of development; and (iv) leadership and leaning

processes. Coetzee (2010: 24) argues for an “embedded system” which implies that the government establishes close connections with business, the community and other organisations, thereby creating space for the community to participate. In a study on violence Phumelela and Khutsong contends that LED and IDP policies function more like a “wish list” that raise people’s expectations but are almost impossible to implement (GGLN, 2008:20). IDPs are linked to municipal budgets and all municipal stakeholders should participate in its formulation. In reality, many IDPs are formulated by external consultants, who are not accountable to the community, resulting in Municipal Councils not being full custodians of their IDPs. The community then becomes disengaged, partly because of their minimal participation in the planning process (Africa in Fact, 2016:69).

The lack of authentic and empowering participation and insufficient economic, institutional and human capacity all contribute to implementation issues that often haunt the IDP process. Municipal staff lack the business planning, financial and project management skills to be able to develop programme and project proposals and business strategies (GGLN, 2008:54-55). As previously mentioned, this is an ideal space for NGOs to partner and co-produce with local government.

4.3.2 Partnerships

Since South Africa has embarked on a democratic path, the State should ideally forge a co-produced P4, together with the third sector, business and the grassroots beneficiaries who are central to the attainment of the ideal DLG. This is based on the NDP (2011/2012) (Theron & Mchunu, 2016:163).

Coetzee (2010:23) states that the core components of a developmental State are coalitions, joint ventures and partnerships with the private sector and organised labour. The researcher would add civil society to this list. As mentioned in chapter 2, a developmental State has to have a hand-in-glove relationship with civil society. Coetzee (2010:24) states that partnerships should be well embedded with their communities, the private sector, big business and labour organisations.

Participatory governance is important because it attempts to ensure that all those who will be affected by the policies and decisions at State level will be part of the co-production process. Its efficacy in the realisation of policy objectives is due to its ability to help overcome problems related to implementation. This also holds true for implementing policies at municipal level, particularly in public-private partnerships (PPPs) between the State and the Third sector (Theron & Mchunu, 2016:178). In the case study municipality of Ubuhlebezwe, implementation was one of their major obstacles.

WV's definition of partnership reads as follows:

“A partnership is an active relationship between two or more organisations which has reached a defined stage of co-operation. This is outlined and governed by an agreement whereby they agree to combine their resources and expertise to carry out a specific set of activities in order to achieve a specific outcome. Both benefits and risks are shared between partners in what is often a process of co-creation”.

(WVI, 2014:32)

Theron and Mchunu (2016:178) argue that grassroots beneficiaries of service delivery should actively participate in service delivery. Partnership with the State gives grassroots beneficiary a voice and a choice to influence service delivery. NGOs or other actors can mobilise grassroots communities through advocacy to claim service delivery resources from the State. This ideal partnership can improve service delivery outcomes. A combined report by WV and the Partnering Initiative stated that partnerships at national level make concrete proposals on ways to accelerate progress and contribution to Agenda 2030 (Freeman, Wiseheart, Fry, Prescott and Stibbe, 2016:4). The report further states that:

“Cross-sector partnerships involve two or more actors from government, civil society, business, UN agencies and/or other non-state actors, including academia. These partners typically leverage their respective core knowledge, skills, resources and assets to create solutions that are more innovative, more transformational, more sustainable, more effective and/or more efficient than partners could achieve on their own” (Freeman et al., 2016: 5).

An interesting example of these types of partnerships is the Asia Pacific P3 Incubation Hub which was launched in July 2016. Its aim was to support countries in Asia and is a cross-sector incubator of partnerships, innovations and inclusive business models. It wants to offer new solutions to development and humanitarian problems. Based in Singapore, the hub will create a safe space to share resources and strengths across public, private and civil society sectors (Freeman et al., 2016:5). The Humanitarian Private Sector Partnership Platform (HPPP) was launched in March 2016 with the aim to enable systematic long-term partnerships in the challenging humanitarian context in East Africa, with an initial focus in Kenya. The HPPP brings together businesses, governments, NGOs and UN agencies to improve information sharing, communication and coordination in order to identify gaps and catalyse cross-sector partnerships in disaster management. The platform aims to facilitate networking, collaboration and other partnering opportunities to address humanitarian needs (beyond philanthropic and ad hoc engagements) through innovation and shared-value creation (Freeman et al., 2016:7). In this report WV recognises that it is essential to work with all levels of government. They aim to align and leverage government policy, planning and capacity. It is never their aim to take over or undermine the role of government (Freeman et al., 2016:8).

The researcher would argue that the types of partnership that are most beneficial to local government are those that encourage capacity-building and empowerment. Since the building blocks are closely linked, the researcher will also touch on mutual social learning and sustainable development.

4.3.3 Capacity-building

Swanepoel and De Beer (2011:26) state that capacity-building involves the strengthening of personal and institutional ability to undertake tasks. They quote Monaheng (2000:135) who argues that capacity-building consists of three main components:

- (a) It provides access to information, knowledge, social mobilisation, material and financial resources;
- (b) It makes productive resources available to the underprivileged; and
- (c) There must be effective administrative and institutional structures.

Other stakeholders like NGOs and the private sector can easily add value to this process. The researcher would argue that it should be a main focus for NGOs working in this field. The existing skill level of an organisation as well as the desired levels of skills and how relevant this is to the organisational requirements need to be taken into account. Capacity-building is not a once-off action, but a continuing process that needs to be developed in collaboration with all those who participate. It incorporates the notion that people can be in charge of their own change process (Theron & Mchunu, 2016:19). When forming P4s, capacity-building is one of the main building blocks used by WV (WVI, 2014:14). WV acknowledges that their presence in a community will be temporary; they focus on strengthening a community's existing resources and capacities (WV New Zealand, 2013:4). Motsomi (2003: 97) also concluded in his study on WV in the Taung community in Lesotho that WV empowered the community through their training and that the community became actors and masters of their own development.

WV use approaches such as CVA to create an enabling environment for P4s. This ensures that local government service providers are held accountable. It also builds local skills and capacity for social accountability that will remain after WV has left the area (WV New Zealand, 2013:8). This ensures sustainable community development, the last building block. When WV does move into the area of service delivery their aim is to provide services in a way that helps to build the capacity of local government and legitimise local government officials to deliver these services in the long term without undermining local capacities (WV New Zealand, 2013:9). WV acknowledges it is a "temporary visitor" to a community and that any tasks or responsibilities that it undertakes should ultimately be handed back to the government and community (WVI, 2014:69).

According to Koelble (Africa in Fact, 2016:66), the main reason for the failure of local government in South Africa is the lack of capacity, especially among technical staff and managers who are not equipped to handle or run their departments. NGOs can play a role in building the capacity of the community, but also that of the local municipality. When the P4s comes to a close, the municipality should be in a stronger position than before to the NGOs participation. The researcher believes that this would mean that

programmes and projects, rather than being run on their own steam, should be undertaken alongside the municipal officials, all the way building the capacity of the local municipality, linking to the second building block of development envisioned in the P4, that is a mutual social learning process between all partners.

4.3.4 Empowerment

Empowerment has become one of those terms used widely by politicians and academics alike. It is easy to develop into what Swanepoel and De Beer (2011:52) call “tokenism”, where people are mobilised, “involved” or placed on committees merely for show. To be truly empowered there needs to be a transfer of power, which, in the context of development, most often involves decision-making power. The community or public must be empowered to manage their own development process, but also direct participants in the development process (Theron & Mchunu, 2016:7).

The researcher would like to add to empowerment the concept that Jayakumar Christian calls the “recovery of the true identity of the poor” (Carmen, 1996: 15). Christian states that: “A web of lies results in (the) poor internalizing a view of themselves as being without value and without a contribution to make, believing they are truly God forsaken” (Carmen, 1996:115). He states that transformation cannot be sustainable unless this distorted, disempowering sense of identity is replaced or changed. Christian argues that healing the marred identity of the poor is the beginning of true transformation. The researcher would add: the beginning of real empowerment.

The researcher would argue that NGOs have much to offer in the area of empowerment. WV launched a new way of going about development called Greenfields. The aim is to put the community in the driving seat of their own development. One way they are achieving this is through co-production with the community (WV Greenfield Concept Paper, 2013). The whole process, from planning, implementation, decision-making and evaluation ensures the community’s participation. In their other development approach called DPA (Development Programme Approach), WV also aims to empower communities and local stakeholders to work together towards child wellbeing (WVI 2011:6), but Greenfields puts the community in the driver seat.

Tshabalala and Mwaui (2014:35) believe that public participation is key to building resilient communities. There is a much greater chance of success if the community is at the heart of activities and processes. A study in the Langrug community illustrates that the community had the capacity to address infrastructure challenges. Tshabalala and Mwaui argue that the participation of the community helps eliminate “the municipality will do it for me” mind-set that plagues South Africa’s informal settlements. Forming P4s with various stakeholders allows for the pooling of resources and often for a more coordinated, co-produced process. This mutual exchange of resources leads to the empowerment of the community. They believe that more resilient P4s can develop when the community participates and the government plays an external facilitative role. Watson and Ryan (2014:84) believe that empowered communities are better able to participate in the spaces created by State entities.

Handing over power can make NGOs and other development organisations feel vulnerable, as they stand to lose their “grip” on the development process. The researcher argues that this often hampers development. It is difficult for organisations to move away from the top-down, paternalistic way of bringing about development, believing that they know better. Since local government in many cases are still the main community development agents, the researcher believes that NGOs like WV should focus on engaging in collaborative co-produced P4s with local government, sharing skills and knowledge, enabling local government to better fulfil their developmental role. Combined with the implementation of the building blocks of development, it has the potential to transform communities. In the next chapter the researcher will show that, by increasing the capacity of the local municipality, WV increases the capacity of the community.

4.4 Summary

Participation does not happen automatically. Although communities do want to be recognized, many barriers ranging from lack of opportunity and capacity within the community to unwillingness of development agents to hand power back to the community prevent this. A report by GGLN (2008:16) states that many well-established liberal democracies often fail to develop effective links between their citizens,

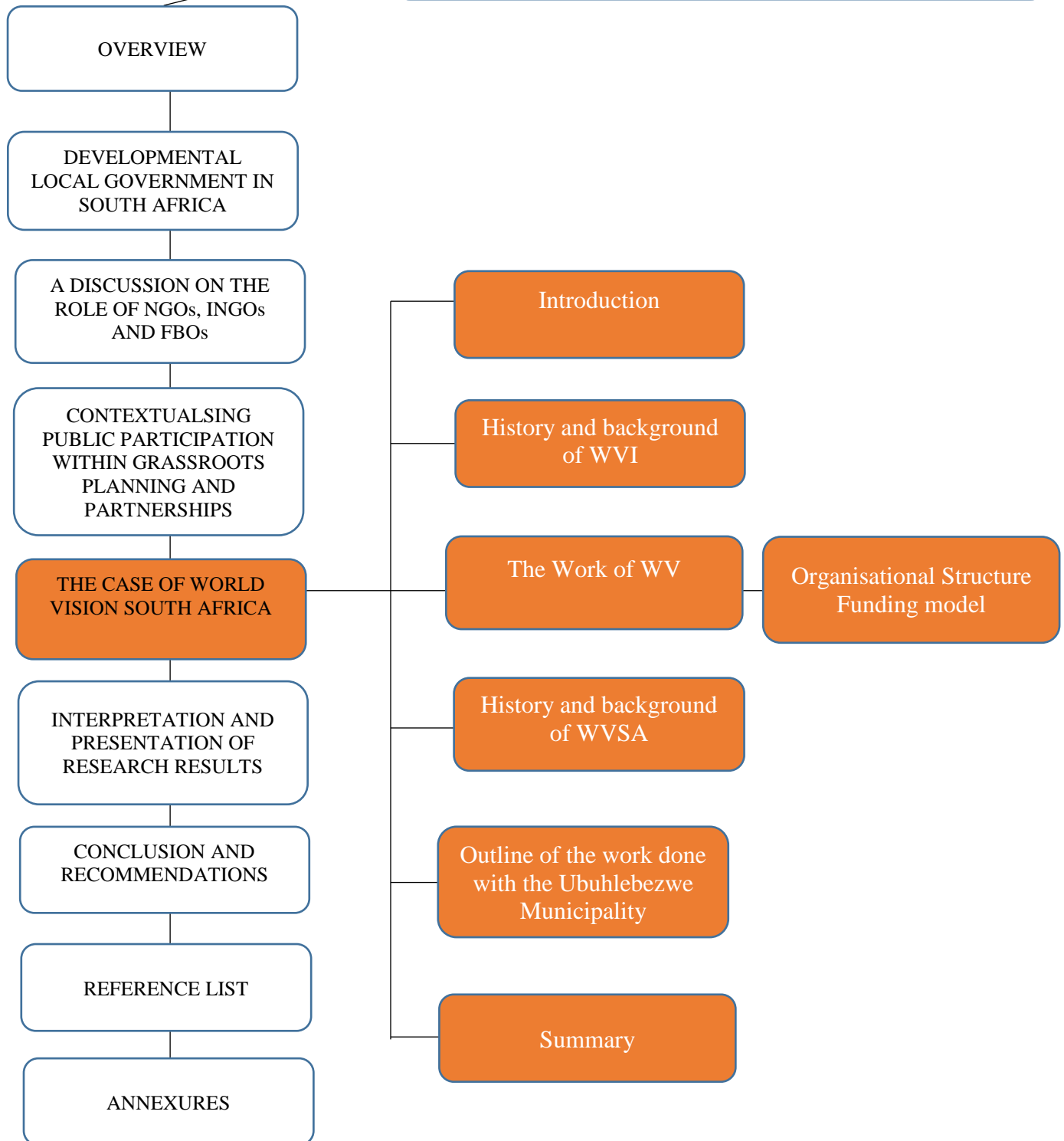
institutions and processes of government. Communities should be the main actors in development and all other organisations should play supporting roles. Public participation should be the manifestation of ownership and empowerment (Theron & Mchunu, 2016:7).

NGOs as well as local government need to be deliberate in planning for participation and creating the space for it to happen. According to Theron and Mchunu (2016:41-44) it should be obvious that planning itself should be a participatory social learning process, the second development building block. Apart from making sure that the community participates, NGOs can also build the capacity of local government to ensure that they can fulfil their developmental roles in always making sure that when the community does participate and partner with local government it is in a true and authentic way, rather than mere window dressing or ticking of compliancy boxes. Resources through planning can be allocated and distributed in a more sustainable manner and can thus correct market failures. P4s within the community must benefit the community in as much as it builds their capacity and gives ownership back to them. Empowerment of the community is a crucial part of development. The only way for programmes and projects not to end up in the so called “graveyard of development” is to make sure that it is truly sustainable community development. As mentioned in the previous section, these building blocks, coupled with collaborative and co-produced P4s form a grassroots developmental government model.

In the next chapter, the researcher will explore the history of WV as an organisation, honing in on the work of WVSA. The researcher will then discuss and evaluate the type of partnership that WVSA formed with the Ubuhlebezwe Municipality.

CHAPTER FIVE: OUTLINE

THE ROLE OF NGOs IN LOCAL GOVERNMENT. THE CASE OF WORLD VISION IN UBUHLEBEZWE MUNICIPALITY



Chapter 5: The case of World Vision South Africa in the Ubhlebezwe Municipality

5.1 Introduction

Following from the previous chapters it is clear that INGOs, NGOs and FBOs have an important role to play in the local government sphere. There are many examples of developmental partnerships and collaborations worldwide as well as in South Africa. Mail & Guardian Africa, launched a successful partnership with the Department of Water and Sanitation and Coca-Cola in 2015, aiming to secure a shared water future (Mail & Guardian, 2015) and Gift of the Givers run successful partnerships with both government and business (Gift of the Givers, n.d.). The researcher will be using this chapter to examine the history of WVI and, more specifically, WVSA. The researcher will then move on to discuss the way in which WVSA partners with the Ubhlebezwe Municipality. WVI has many models of partnering with local and national governments. The organisation has produced many resources on the subject over the years, ranging from training manuals on partnering, like “Local Partnering for Development”, in 2013, and “Brokering Local Collaboration”, in 2014, to a Policy Manual which they produced together with The Partnering Initiative on the 2030 Agenda, in 2016.

Partnering in general, as well as partnering with local government, is thus not a new principle for WV. WVI partners with various UN agencies as well as governments and institutional donors like the USAID and UKAID (WVI,2017). Cross sector collaboration goes further than the tried and tested PPPs and also incorporates NGOs. This is sometimes described as Public-Private Not-for-Profit Partnerships or PPNP. NGOs are often included for their specialist knowledge in working with local communities, local knowledge, capacity and networks (WV New Zealand, 2013:5).

WV New Zealand (2013) highlights five case studies of PPNPs in a report. They point out the different roles that stakeholders play. Support from local government in all cases provided the legitimacy necessary to work in the particular areas, where, for most cases,

the private sector gained new markets and the NGOs on the whole saw positive development outcomes (WV New Zealand, 2013: 8).

The researcher argues, that the way in which WVSA set up the partnership with the case study municipality is unique and beneficial to both the local government and the community. As mentioned in the first chapter, the researcher will investigate whether WVSA, as per Theron's building blocks of development (Theron, 2008 :229-238) increases community participation, supports mutual social learning, builds capacity in local government, empowers the local government, and whether these programmes/projects can be reproduced and implemented in other localities and by other partners.

5.2 History and background to World Vision International

On a trip to China in 1947, Rev. Bob Pierce, a young missionary sent to China and South Korea by the organisation Youth for Christ, was introduced by Tena Hoelkedoer to an abandoned orphan girl called White Jade. Being touched by her plight, he gave Tena his last five dollars and agreed to send the same amount each month to help care for White Jade. This meeting was a turning point for Rev. Pierce and he went about setting up WV, an organisation for helping children all over the world over the next few years (WVI, 2017).

“Let my heart be broken with the things that break the heart of God”, the well-known words guiding Pierce's work with and through WV, is said to be written on the flyleaf of his Bible. He took pictures of starving children all over Asia, which he would later show to audiences in North America, begging them to “adopt” these children. In 1950, he incorporated this personal crusade into what is now known as WV (Stafford, 2005). His main aim at the start was to raise funds for missionaries and orphans in war-torn Korea and he became one of the first evangelicals to publicize suffering abroad. Pierce had little infrastructure at the start and gave money he raised directly to western missionaries in Korea to meet the physical and spiritual needs of those he had encountered. He was unique in bringing images of the world's suffering directly to Americans. He was the pioneer of a child sponsorship programme. As children flourished through this sponsorship programme, the programme expanded to other

Asian countries, and eventually into South America, Africa and Eastern Europe. This model became a funding model for hundreds of other organisations (WV Central 2012:6).

WV started as an evangelical organisation. Pierce was a popular evangelical personality and involved in the developing and establishment of organisations like the National Association of Evangelicals, Campus Crusade and the Billy Graham Evangelistic Association. He had an entrepreneurial spirit and made WV a bit of a wildcard in the eyes of some. Pierce was not overly concerned with doctrinal boundary lines and partnered with any missionary he felt was doing good work, regardless whether evangelical, fundamentalist or Protestant (Stafford, 2005). Although WV still was a missionary agency, Pierce started to accept limited government subsidies during the 1960s. In the end, WV grew to such an extent that it could not be managed by one person and he resigned in 1967. He later started another evangelical organisation called Samaritan's Purse, which, after his death in 1978, was taken over by Franklin Graham (Stafford, 2005).

WV began its global relief efforts in the 1960, delivering clothing, food and medical supplies to people suffering from disaster (WV Central, 2012:8). WV grew significantly with its annual income growing from 4.5 to 100 million dollars during the 1970s. One of the main reasons for this was television. WV was one of the first religious organisations on network television, putting on hour-long specials and bringing images of starving children into the homes of millions of Americans (Stafford, 2005). During this time, there was a move away from the WV mission focus to what some would call a more generic Christian humanitarianism. They targeted the American public directly as opposed to working only through churches and mission agencies. WV positioned itself in the middle or mainstream of the theological spectrum, avoiding the "culture wars" of the time between the evangelical left and Christian right. It was also during this time, that WV realised the growing need to work with entire communities to help children and their families break free from poverty (WV Central, 2012:10).

During the 1980s and 1990s, WV continued to grow rapidly. They received widespread media coverage of their humanitarian work during natural disasters and their appeals

for support during famines, tsunamis and wars led to growing support. During this time, they moved away from supporting local missionaries and established their own large-scale programmes and also accepted more federal and international government support. By 2000, WV had become the largest Christian humanitarian organisation in the world (Stafford, 2005). According to the website Sharefaith.com, it is still one of the top four Christian NGOs, based on its size, budget and impact (Sharefaith. 2017).

5.3 The Work of World Vision

The WV Mission Statement reads: “To follow our Lord and Saviour Jesus Christ in working with the poor and the oppressed to promote human transformation, seek justice and bear witness to the good news of the Kingdom of God” (WVI, 2017). They pursue this mission through integrated, holistic commitment to:

- *Transformational development that is community-based and sustainable, focused especially on the needs of children. It is here where the building blocks of development are of strategic importance.*
- *Emergency relief that assists people afflicted by conflict or disaster.*
- *Promotion of justice that seeks to change unjust structures affecting the poor among whom we work.*
- *Partnerships with churches to contribute to spiritual and social transformation. Although partnerships with churches are key, they also form other significant partnerships, which can lead to P4s.*
- *Public awareness that leads to informed understanding, giving, participation and prayer. Participation being the first building block of development.*
- *Witness to Jesus Christ by life, deed, word and sign that encourages people to respond to the Gospel (WVI, 2017).*

During the 1970s, WV implemented a broader community development model and established an emergency relief side to the organisation’s work, an attempt to address the cause of poverty led to a focus on water, sanitation, education, health, leadership training and income generation (WVI, 2017). WV follows an integrated focus, with three foundational elements namely that they are child focused, Christian and

community-based. Being community-based means that WV aims to walk alongside communities, organisations and agencies (WV Central, 2012). Being child focused plays out in what is often called child well-being. WV has standard child well-being aspirations and outcomes that provide a practical definition of their understanding of well-being for children. These included having good health, being educated, experience the love of God and neighbours, and being cared for, protected and participating (WVI, 2017).

More recently, the organisation began strengthening their advocacy efforts, especially on issues of child survival. They became more deliberate in their working with government, business and other organisations. Partnerships becoming increasingly important. WV, together with Vision Fund, their microfinance subsidiary, today is one of the world's leading humanitarian organisations. They employ over 40 000 staff and have programmes in over 100 countries (WVI, 2017). In 2010, the organisation had an annual budget of 2.5 billion US dollars in 2015 (Ronalds, 2010:1), but that is now down to 1 billion according to Forbes (Forbes, 2018).

During the last ten years, WV has started Justice and Advocacy Departments in their national as well as partnership offices. Having first stayed out of policy debates, they came to the conclusion that they need to also address larger structural questions for relief and development to work (Gehrz, 2014).

5.3.1 Organisational structure

WVI has a federal structure, in which national offices operate independently and are overseen by their own boards or advisory councils. All offices and members are bound together by a common mission statement and shared core values. Each national partner is expected to abide by common policies and standards and is held accountable through an ongoing system of peer review (City Vision University, n.d.). There are partnership offices located in Bangkok, Cyprus, Geneva, Nairobi, Cyprus, South Africa, Los Angeles, San Jose, and Costa Rica. Their function is to coordinate the strategic operations of the organisation and represent WV in the international arena. The Field or National offices, in the developed or developing world, have and equal voice in the

governance of the organisation (City Vision University, n.d.). The WV partnership is overseen by an international board of directors.

5.3.2 Funding model

During the last decade, 43% of the organisation's revenue came from private sources, including individuals, WV clubs in schools, corporations and foundations; 27% came from governments and multilateral aid agencies; and 30% came from other WV programmes and non-profit organisations such as Gift in Kind. This typically comprises food, medicine and clothing. During the last two years, direct funding from sponsorship has dropped dramatically (City Vision University, n.d.). Traditionally, as much as half of WV's programmes were funded through child sponsorship. Individuals or groups would sponsor specific children or specific community projects in their own country or abroad. Sponsors would then send funds each month to provide support for the sponsored children or projects (City Vision University, n.d.). As mentioned above, there has been a significant drop in sponsorship and WV is in the process of diversifying its funding base.

5.4 History and work of World Vision South Africa

The WWSA office began its operations in 1967 focusing mainly on childcare projects. They currently operate in six of the nine (9) provinces (the Free State, Western Cape, Eastern Cape, KwaZulu-Natal, Gauteng and Limpopo) of the country. More than 58 000 children are registered in their programmes. They are committed to community development through various sectors such as health, HIV and AIDS and nutrition, amongst others. WWSA also implements Disaster Risk Management interventions (WV, 2015:1).

WV (WV South Africa, 2015:1) states: "Our vision for every child, life in all its fullness; our prayer for every heart, the will the make it so". In South Africa, they aspire to "a South Africa free from poverty and fit for children, striving to tackle the root causes of poverty and injustice". WWSA further state that they promote human transformation that contributes to the wellbeing of children. This is done through partnerships with churches, communities, civil society, donors, government, and the

private sector. Stating the importance of partnerships in their vision, sets them to form P4s as part of their core business. WVSA works in both urban and rural settings. WVSA urban programming focuses on the mobilisation of civil society organisations and advocacy networks. As South Africa is seen as one of the most unequal countries in the world in terms of income disparity, with 50 % of the population earning less than 8% of the country's income, they believe at rural and urban level in speaking out for children against poverty, disease, abuse and injustice (WV South Africa, 2015:2).

In South Africa, WVSA works in the education sector - they have introduced peer educators in schools, which has been successful. They also work with school governing bodies to increase capacity. They advocate for quality education and have a special focus on Early Childhood Development. They also work to develop life skills among children (WV South Africa, 2015:3). WVSA's work in health, HIV/AIDS and nutrition is centred on improving the health and nutrition of women and children, focusing on seven important health elements for mothers and 11 important health elements for children, thus contributing to the reduction of under-five and maternal mortality.

WVSA also have strong advocacy programmes and campaigns. Lastly, they do work in humanitarian emergency affairs, especially with regard to disaster response, mitigation and management. The organisation's strategic mandate is to elevate WVSA as a more significant player within the South African context by touching the lives of five million vulnerable children in South Africa. Their work focuses on the enhancing the delivery of their Child Well-being Aspirations (CWBA) which include: Enjoy good health; Educated for life; Experience love of God and their neighbours; and Cared for, Protected and Participating (WVSA, 2015:3).

WVSA is currently working towards positioning themselves in such a way that the organisation becomes a major player in the South African context. Their strategy is shaped by what they call an unique context of two economies in one – a First World and Third World, side by side. It is further shaped by an environment peculiar to South Africa which is characterised by one of the highest GINI-coefficients in the world and the high vulnerability of children (second only to the Democratic Republic of the Congo in the sub-region) living in poverty. Furthermore, socio-economic factors such as high migration (urban/rural and of foreign nationals), economic exclusion of the majority,

and lack of critical service delivery has led to latent conflict and physical insecurity for many citizens. Their strategy is designed in such a manner that it focuses exclusively on the issues of children. WV's business operating model thus seeks to put advocacy at the centre; as a linchpin of all their strategic priorities (WVSA, 2015:4).

5.5 Outline of the work done with the Ubuhlebezwe Municipality

Through this case study the researcher evaluated the role of WVSA as an NGO in local government and if they indeed support local government to fulfil their mandate to serve the community. The researcher assessed if the key building blocks for development: participation, mutual social learning, capacity building, empowerment and sustainable development are promoted, which then combined with a P4, constructed between all the stakeholders lay the groundwork for a development model at grassroots.

Although partnership with churches and other organisations has become more common for WV, WVSA has a unique way of partnering with local municipalities. This approach by WVSA was piloted in the Ubuhlebezwe Municipality. Rather than just implementing their programmes at random, WVSA considered the IDP and LED plans of the case study municipality and determined the development planning gaps. The aim is to assess where their programmes and interventions most coincide with the needs already identified by the municipality. This then is formalised in a Memorandum of Understanding (MOU) (See Annexure 1). Paula Barnard, the current National Director of WVSA confirmed that WVSA aims to serve and strengthen the capacity of local government (third building block of development). When they formed the partnership, it was with an aim to assess what they could collaboratively co-produce (Barnard, 2017). Recognising local government as the key actor in development, they aim to come alongside the municipality, all the while making sure the community stays at the heart of any development. In the above instance the parties shared the goal of supporting all relevant health, education and LED priorities including the latest legislative and policy directives from the South African government as it relates to specific development objectives and outcomes in this province (WVI, 2014:5). As mentioned in previous chapters, South Africa has some excellent policies and plans, it is implementation that seems lacking. Sharing a goal of supporting these government priorities, could assist in implementation.

The primary operational areas of WWSA in the Ubuhlebezwe Local Municipality are wards 3, 11 and 12. This covers thirty-three (33) villages with an estimated population of 14 500, or 14.3% of the total population of the municipality, the total population of Ubuhlebezwe Municipality being 101 690 people. Advocacy, training events and awareness campaigns can be spread across the entire municipality. WWSA's work rests on three pillars, namely transformational development (community development or poverty alleviation), humanitarian emergency affairs (Disaster Risk Management) and advocacy. The following summarises the work WWSA do in Ubuhlebezwe Municipality:

1. In Transformational Development - Sector interventions in health, HIV/AIDS and nutrition, child protection and participation (first building block of development), education and LED. WWSA has particular programmes covering these areas which are then adapted to fit the local environment. Although staff in the local ADP would be trained in these areas, there is oversight and continual input from the National Office.
2. In Disaster Risk Management - Addressing preparedness, response to disasters and community resilience in partnership with stakeholders like government, churches, civil society organisations and business; and
 - 2.1 Ensuring Disaster Risk reduction for all those doing community development in Ubuhlebezwe Local Municipality in line with the National Disaster Management Act 57 of 2002(Department of Cooperative and Traditional Affairs, 2002).
 - 2.2 WWSA trained the Ward Committee members in Disaster Risk Management (two trainings scheduled per year). This was appreciated by both committee members and municipal staff who were interviewed by the researcher. This again builds the capacity of municipal staff.
3. In Advocacy - Launching of Citizen Voice and Action in Ubuhlebezwe Municipality. As mentioned in previous chapters, this programme is designed to empower the community; the fourth building block of development. The CVA model is well known worldwide for the way it empowers community members (WWSA, 2017). WWSA also focus on strengthening the functioning of governance structures especially clinic committees, hospital boards and the District Health

Council, among others, using the Child Protection and Advocacy model to ensure that community structures and systems are child friendly and that all cases of abuse of children are not only reported but also effectively dealt with. This not only promotes participation, but also builds capacity and empowers the government as well as the community. The Channels of Hope model involves the participation of faith leaders in social justice issues, health and education.

3.1 Supporting other local level advocacy that includes ensuring that communities engage meaningfully in the IDP process and other public participation forums (first building block of development).

3.2 Promotion of awareness regarding issues related to the health, education, protection, participation and spiritual nurture of children through key moments or dates in the South African calendar. Conducting community conversations and reflections that should inform community plans for development to improve the wellbeing of children (WVI, 2014:6).

The above are specific undertakings by each party. These include WV undertaking to dedicate resources, including financial and human capacity, to the prioritised projects and to provide reports and establish a schedule of planning and feedback. This ensures collaboration and co-production. These meetings took place weekly or biweekly.

Some of the undertakings of the municipality include providing WV access to reliable, accurate and relevant information. Ubuhlebezwe Municipality undertake to ensure that WV's plans are included and prioritised in their IDP, leading to co-produced, collaborative P4. They will also work to ensure cooperation between parties and provide effective coordination with other government departments, NGOs, CBOs and FBOs (WVI, 2014, 8). This is also to ensure that mutual social learning takes place, the second building block of development. The researcher argues that the way these undertakings are formulated are too broad. Although it dictates a close working relationship, it does not specify the "how" of the partnership. In an article exploring what makes partnerships work, Huxham and Vangen (2002:273-291) state that having a clear set of aims helps partners to operationalize their policies. They further state that although there needs to be enough general agreement for initial action to be taken, these aims must still be vague enough that nobody can disagree with it.

The specific programme activities are listed under Annexure A of the MOU (Annexure 1). There are three listed core programs namely LED, HIV and Aids, health and nutrition and education support programmes. These form part of their overall Child Sponsorship Programme Strategy. More specifically they want to increase the income levels of targeted household and contribute towards increasing the percentage of children who attain functional levels of reading, basic math, and essential life skills in selected primary schools as well as contribute towards reducing deaths of children under the age of 5 years by 50% and alleviating the impact of HIV and AIDS on children aged 6-18 years in selected communities in the Ubuhlebezwe Municipality. The aim is to achieve this through a list of projects that included 4 LED projects. All of these projects were still ongoing at the time that the researcher conducted her research. The researcher was disappointed at the slow progress of all of these projects. As in so many rural areas, LED is desperately needed in this area. WWSA had rightly identified this an area that needs improvement and could benefit from their input. Yet little traction seemed to have been made.

Another programme was the Disaster Management Programme which involved the development of a community led Disaster Risk Reduction Plan, which was complete. As with all programmes/projects related to this department, it seems to have been successful. The researcher believes this is partly due to competent staff at the municipality as well as in the ADP. This area is definitely the flagship of this particular MOU.

The health programme involving the roll-out of health, HIV and AIDs and nutrition programmes were still ongoing. This programme should be easy to evaluate, but staff interviewed gave vague answers, indicating that these programmes were run from the National Office. The wording of the education programme seeking to “make appropriate contributions” to education is vague. There did not seem to be a clear project plan, but it came down to more ad hoc interventions. Three special projects were also mentioned, including the establishment of a vocational school and a learner support centre. These were still in the planning phase. The last project, further supporting the Disaster management Centre was continuing.

The researcher was disappointed to note that not many respondents mentioned any of these programmes run by WVSA. It indicates that their role in the P4 is either badly defined or more worryingly, non-existent. This is a drawback from the MOU and indeed the P4. It is not enough to want or desire community participation, roles must be clearly defined to ensure a P4.

WVSA and the municipality furthermore are supposed to have bi-monthly meetings to discuss the implementation and impact of the MOU. There is to be open information sharing so that mutual social learning can take place. This is not a complicated model of collaboration, but it does involve a good working relationship and trust as it involves a lot of information sharing. The fact that WV has been operating in the area before was helpful, as many of the municipal officials knew the WV staff well. Staff turnover at the ADP office has been low, which contributed to a trustful relationship. Many of staff members are also from the local community. This continuity of staff from both organisation, and the fact that they were local to the area, promotes a P4 and ensures sustainable development. The staff from both organisations that the researcher engaged with, wanted to ensure sustained development as their futures were linked to the community.

The researcher argues that there are areas where the MOU could be improved. As pointed out, the role of community participants in the P4 is missing and the roles of the other two partners could be defined more clearly. Ambiguity is one of the reasons that partnerships fail (Huxham & Vangen, 2002: 281). It seemed that to many of the WVSA staff interviewed the MOU became an end itself, rather than a means to an end. Put in another way, working with the municipality became the goal, rather than serving the community by serving the municipality.

An authentic and empowering P4 should ultimately lead to co-production. There should be output. Although there was some evidence of this in food gardens, trained staff and community members, the researcher observed that many of the programmes/projects are yet unfinished.

5.6 Summary

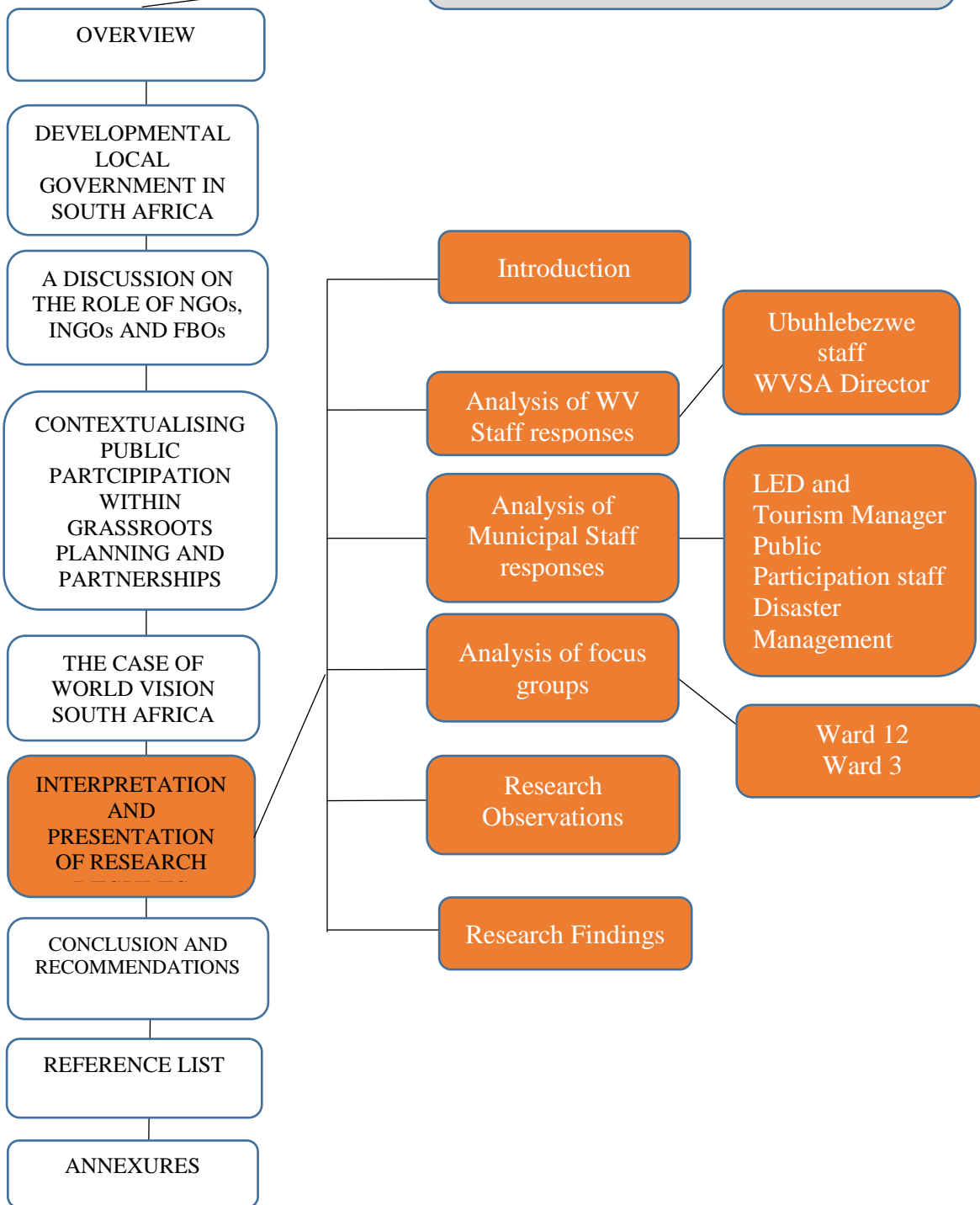
WVI has a long history of working in the development field. There have been many changes over the years, and the current financial crisis in which it finds itself might mean that further operational changes should be prioritised. Partnering is crucial for the success, not of NGOs only, but also of local government. Strategic partnering in the form of collaborative P4s is necessary as organisations work alongside each other, duplicating work or, worse, obstructing each other's work. The people who ultimately suffer when this happens is the community. WVs approach is unique in many ways. It is clear from its history that it has always been about transforming the lives of people. With the organisation growing in size and budget, there have been many changes, but the improved wellbeing of the child is still at the heart of the work of the organisation. This, coupled with its role as a FBO, also brings an element of hope to communities. A Report by the US Department of Community Development (Urban Institute, 2001:9) states that FBO can uniquely engage in public dialogue and their social justice role is also powerful. Another advantage mentioned by the report is the level of trust that faith-based organisations engenders in communities. In his research Netswera (2008:518) found that the church was the most trusted organisation in the community. WV's close links with churches gives it a high level of trust.

WVSA is in an unique position to strengthen the work of Ubuhlebezwe Municipality as well, and to uplift the community. Finding ways to fill the gaps in the IDP and LED of a municipality ensures that the work they do does not undermine, but rather strengthens the municipality. Done properly, they leave behind an empowered local government that reaps the benefit of the work, long after they have left the area. It is however not enough to identify gaps; the gaps need to be filled. The MOU has given WVSA an unique opportunity to work with the case study municipality, but unfortunately many of the programmes/projects remained unfinished, leading to reduced co-production.

In the next chapter, the researcher presents and discusses the findings from the data that were collected in Ubuhlebezwe Municipality.

CHAPTER SIX: OUTLINE

THE ROLE OF NGOs IN LOCAL GOVERNMENT. THE CASE OF WORLD VISION IN UBUHLEBEZWE



Chapter 6 Interpretation and presentation of research results

6.1 Introduction

WVSA operates in Ubuhlebezwe Municipality and works closely with the municipality in the area. As set out in chapter 1, section 1.3, the overall objective of this study was to evaluate the work of WV in the Ubuhlebezwe Municipality, focusing on the type of partnership formed with the local municipality. The researcher obtained information from three main sources: WVSA staff, municipal staff and community members. It was incumbent on the researcher to establish whether WVSA partners with local government in a way that strengthens local government and supports it in fulfilling its mandate to serve the local community.

In the research question, section 1.4, the researcher posed the following questions:

- As key stakeholders, what role should NGOs play to support local government to fulfil their mandate to serve the community?
- Is their (the NGOs') participation perceived as empowering by the municipalities and does it have a positive impact on the community?
- Does it promote the key building blocks of development: participation, mutual social learning, capacity building, empowerment and sustainable development?

As mentioned in section 1.6 of chapter 1, secondary data had to be gathered to achieve some of the objectives of the study, such as evaluating DLG in more detail, what the different roles of NGOs, INGOs and FBOs are perceived to be and then what kind of P4s were possible and sustainable (Theron & Mchunu, 2016:20) as a result of the other building blocks of development being in place.

In line with the social research methodology set out in chapter 1, section 1.6 this chapter presents an analysis of primary data obtained from personal interviews with the municipal officials of Ubuhlebezwe Municipality and WV staff working at the municipality. Personal interviews were also conducted with Paula Barnard, the Director of WVSA. Focus group discussions were done in Ward 3 and Ward 12 of the Ubuhlebezwe Municipality. Each focus group consisted of between four and eight

members of the public. As a previous employee of WV, the researcher had the opportunity to observe the working methods of the organisation and also obtain an insider view. The researcher could employ participatory observation as discussed in section 1.6. The researcher engaged in many discussions with WVSA and WVI staff during the data gathering sessions, but also during her work with WVI. The Southern Africa Regional Office which represents WVI, shares a building with WVSA. During the data gathering process, the researcher also engaged in discussions with municipal staff and the WVSA Ubuhlebezwe Municipality ADP office staff. A list of questions was used for the focus group discussions (see Annexe 5). The key informant interview questions are provided in Annexes 2, 3 and 4.

6.2 Analysis of responses from WV staff

It was important to examine how WVSA staff experience their roles in working with the municipality, if they hold a particular view on partnerships, does it relate into P4s? Furthermore, to assess if it correlates with the view of the Director of WVSA.

6.2.1 WV Ubuhlebezwe Municipality staff

The researcher conducted observations in the WVSA Ubuhlebezwe Municipality ADP office. Eight staff members work in the ADP office and six were present during the data gathering process. The researcher had planned to interview staff individually, but they were all interviewed together due to time constraints, thus the research format changed to a focus group. The aim was to assess how the participants perceived the relationship between the municipality and WVSA. Did they see WVSA as key stakeholders of the local municipality and was the role of WVSA one of empowerment and capacity building. The 10 questions that were used are attached as Annexure 2. The first question pertained to their job titles which ranged from driver, finance officers and development officers to advocacy officers and all of them has been in their positions between 2 and 8 years. There is often high turnover of staff in ADPs, and this office has been relatively stable in terms of staff retentions. Many of the staff are local to the area, prompting them to stay on in their positions.

Question 2 asked how closely they interacted with the local municipality. All of the staff members of the ADP work closely with the local municipality, but the development officer has the most contact with them as part of her role. WVSA has the most contact with the Director of Social Development, the Mayor and the Municipal Manager. All the staff interviewed viewed WVSA as a key stakeholder of the local municipality. When asked in question 3 how WVSA contributes to the work of the municipality, it was mentioned that they sit on the Ward Committees, representing NPOs in general. Being part of a committee indicates that there is collaboration, but not necessarily a co-production. By actively participating in ward committees, the first building block of participation is encouraged. It was further mentioned that they engage with the Agriculture and LED Departments, where they endeavour to build capacity (third building block) and empower (fourth building block) local community participants. The researcher did notice that principals underlying mutual social learning was almost never mentioned. WVSA and WVI could do well to deliberately ingrate this key building block into their development model. Following question 4, about the frequency of meetings, the development officer has monthly meetings with the municipality and the advocacy staff also meets with the municipality on a regular basis, but the other staff members seem to have a more informal relationship with municipal staff. It has to be noted that Ixopo is a small town, and one of the offices is right next to the WVSA office, which makes informal communication easy. This could contribute to their good working relationship. The MOU (See Annexure 1) does require at least monthly meetings. The researcher combined the answers to question 7 on formal work arrangements with the municipality within question 2. It was not always clear how these meetings led to P4s. What was absent in their answers were knowledge of clear project plans or set outcomes that wanted to be achieved through this P4. What was clear however is that WV staff want to work closely with municipal staff. They want the municipal staff to succeed in their mandate to serve the people.

Question 5 relates to meetings with community members. All of the WVSA staff members work closely with community members. Being a grassroots organisation, it forms part of their job description, especially through the monitoring of their programmes. Six of the eight staff members are local to the area, which again increases their commitment to the work as well as to the community as they have a sound understanding of local realities and challenges. WV is a community-based organisation,

as mentioned in previous chapters, their programmes are designed to put the community in the driver's seat of development. WV trains their staff to interact closely with the community, but when staff are local to the area, this happens more organically and authentically. From the outset, their aims are to form partnerships with the community and to co-produce. WV focuses on programmes and projects that promote child well-being. The aim of this question was to see if the community is formally part of the planning, implementation and running of programmes. Their participation seems to be implied, but not stated clearly. It is particular in planning stages where their participation is most obviously lacking. When left out of this crucial stage in any programme, issues about ownership and ultimately sustainability arise, then in such cases, leading to a collapse of integrating the building block of development.

Question 6 asked how the participants thought the community views WWSA. The community's views on WWSA have changed according to the municipal staff interviewed. When WWSA started working in the area, they were seen as providers of goods, like food, but they have since changed their model, which was viewed negatively at first. Now, they assist the community, through projects like the building of market stalls, and agriculture. This was a major ideological shift that happened in the whole of the organisation. The current municipal staff were not yet employed by WV when this ideological shift happened, but the older community members often mention this change. The advocacy officer mentioned that they do not run CVA (Community Voice in Action – discussed in the previous chapters) in all Municipal Wards. It would be interesting to compare wards where the programme is run to where it is not and compare the level of community participation. Unfortunately, it is outside the scope of this study. This is also in line with the MOU which states that WWSA only formally operates in three Wards. They also assist the Community Health Department with some of their work. In line with the MOU (Annexure 1), the focus is on HIV and AIDS. WV has well-established programmes assisting with HIV and AIDS and technical experts can contribute to the work of the municipality. It was unclear from the interview how much collaborative co-production takes place in this area, but there is scope for successful P4s.

Regarding question 8 on the impact it will have when WWSA withdraws from the area, four of the staff members thought WWSA would be missed since they have been in the

area for many years. This question tests how sustainable the development efforts are (the last building block of development). The other two staff members seemed ambivalent, suggesting that they would not be missed too much. When asked to explain why they thought this, they indicated that WVSA had laid a strong foundation and an ADP (Area Development Programme) always run for a maximum of 15 years. They are indeed right, in that WV does aim to run programmes/ projects that are sustainable and if they did their “job”, they should not be missed. Although WV is leaving before this 15-year period, WVSA was never supposed to be there forever. This would indicate that WVSA had indeed established collaborative co-produced P4s, which has empowered the community to run the programmes/projects on their own. The researcher would argue that the P4 is limited though and there is scope to do much more. The food garden established in Ward 3, through seeds and supplies from the municipality and skills transfer from WV, means that this programme is now run completely by the community without any assistance from either the municipality or WV. The researcher follows the argument by Burkey (1993) in this book ‘Putting People First’, that in community development, the external partner (often more powerful and experienced), should work toward a point in time (soon as possible) to exit and pull out of a programme/project to allow local beneficiaries (municipal and community partners) to “stand on their own legs”. This hold true for grassroots collaborative partnerships in establishing a P4 as well. This is to accommodate the final building block of sustainable development. As mentioned previously, WV’s ADP’s run for an average of 15 years. Although this might seem long, the aim throughout is (in theory at least) to hand programmes/projects back to the community. The knowledge gap that will be felt when WVSA leaves the area was named as an area of concern. The MOU with the case study municipality will continue even after the ADP closes down, as there will still be a presence in the community through the CVA programme (Annexure 1). The researcher agrees that this is indeed one of their most powerful programmes, as it has empowerment and capacity building of community members as a main aim. Working through existing community structures and institutions like traditional leaders, church and community leaders, it aims to make the community aware of rights and responsibilities, principals confirmed by Swanepoel and De Beer (2011).

Answering question 9 on WV's impact, overall, WV is seen to be making a positive contribution at the municipality. The municipal staff participants mentioned the fact that COCTA has asked WVSA to implement this model of work in other areas. WVSA does implement some projects on behalf of the case study municipality. They provide the money and the NGO implements the project. Lack of implementation keeps surfacing as a weakness in the municipality's IDP, even in the most recent IDP (Ubuhlebezwe IDP, 2012-2017:18:65). This is thus an area for improvement for the municipality. By implementing on behalf of the municipality, WVSA should ensure that they build the capacity (third building block of development) of the municipality. After almost 15 years in the area, and many project implementations it is regrettable that this is still an issue for the municipality. Regardless of how much lip service is paid to empowerment and capacity building by WV, the WVSA National Director did indicate in the interview (Barnard, 2017) that it is difficult to walk away from grant opportunities that brings in money. Lack of funds are a constant problem for NGOs in South Africa. The researcher believes that this is one of those areas where local municipalities outsource some of their responsibilities to their own detriment. As was discussed in chapter 2, when the researcher evaluated the state of local government in South Africa, bringing in contractors and outsourcing their responsibilities, is major contributing factor to the decline of local government capacity in South Africa (Parnell et al., 2002, Van Donk et al., 2008).

Other points that were mentioned in general discussion in the focus group, were the lack of political will by national, provincial and local government to bring real change and development to the area. This indicates a perception that government is still the main actor or change agent in terms of development. There is a perceived limit to what WV as an organisation can and should do. In an ideal collaborative co-produced P4, all partners will have equal power. In reality, there is always one partner with more power. The researcher would argue that in the beginning of a P4, most power will be with either the local government or an NGO. These partners need to continue working towards handing this power back to the community. WVSA has strong M&E (monitoring and evaluation) capacity. This is an area in which the municipality lacks capacity. This knowledge should be shared through further collaboration and co-production. M&E is a crucial part of the success any programme/project. This WVSA also has strong auditing skills. WV offices, both Regional and National receive internal as well as

external audits. They have dedicated auditing resources, that could benefit local government. This is an example where as per the schematic representation in chapter 4, Figure 4.1, where NGOs can build into local government.

The participants believe that the model used by WVSA can be replicated in other areas. This links with sustainability. Although NGOs or other change agents should be weary of “one size fits all” approach to development solutions. Some more general observations were that the WVSA offices are right next door to some of the municipal offices. People were happy and engaged in their work, even though they were aware that the ADP would be coming to a close the following year. Interestingly, WVSA has to work hard to convince people that they are not aligned to a particular political party. This is another indication that the local government is highly politicised. The administrative-political dichotomy is apparent in Ubuhlebezwe Municipality. WV staff as well as municipal staff were hesitant to discuss politics, which could be because of the violence surrounding, especially local politics in Kwazulu Natal. The Municipal Manager for a nearby municipality of Richmond was gunned down earlier in 2017 (Khoza, 2017). The WVSA staff members were reticent to talk about their own political views, but they did mention that the Mayor is a member of the ANC.

Water tanks were also set up in the communities during the recent drought in the areas within the Ubuhlebezwe Municipality. WVSA sent water tanks to all the areas where they had registered children². This was welcomed by all communities and another example of where NGOs can work alongside government. WV staff believe the best way to work with the local municipality is to find common ground concerning what needs to be achieved. In other words, to form collaborative and co-produced P4s. The other reason mentioned why WVSA has been successful is because of its long-term strategy. The organisation normally commits to an ADP of between 15 and 20 years, whereas the political term is only 5 years. WV staff thus outlasts many political appointments.

² WV registers children who are sponsored by individuals or groups. The health and educational needs of these children are monitored every three months although interventions by WV benefit the whole community.

6.2.2 WVSA Director

The researcher conducted an interview with Paula Barnard (2017), a key informant. She was the Director of WVSA until December 2017. The guideline questions are attached as Annexure 3. Question 1 asked about her views on collaborative and co-produced P4s between NGOs and local government. She responded that it was critical to the shared success of both parties. There has to be a shared commitment to serve the people and the vulnerable within communities. She believes in a partnership of action at that level more than in talking a lot and trying to convince the other person to accept one's own viewpoint. She supports the idea of what can be done together to uplift the people or, put differently, that children are healthy, literate and loved, should be at the core of a partnership. When both parties identify a shared intent about things that need doing, it is the type of partnership that shows that grassroots community development works. This can be linked Theron's (2008:229-238 and Theron & Mchunu,2016:1-27) building blocks of development, and specifically, the block of mutual social learning as mentioned in section 1.4 and 1.5 of this study. The importance of mutual social learning did unfortunately not trickle down to ADP staff as mentioned in 6.2.1. Both the NGO as well as government learn from each other. If partnership is based on the identities of the organisations involved and what they want to do without humility and an attitude of servanthood, it leads to a bumping of heads. This point is important, and often overlooked in the development world. NGOs have to have the humility to see themselves as servants to the community rather than saviours. Barnard (2017) believes it is of great importance for NGOs to work at that level. The social capital and indigenous knowledge of the community is unfortunately not mentioned by Barnard. It seems that big NGOs like WV struggles to completely get away from a top down view of development.

There is also a risk of not being independent enough as a NGO, which is often perceived as having a mandate for holding municipalities to account for their perceived failures. She believes a successful co-produced P4s goes hand in hand with honesty and authenticity. It is interesting to note that the community is not directly mentioned as partner. It is as if Barnard sees the collaboration and co-production between WV and Ubuhlebezwe Municipality as one partnership and working with the community as a separate partnership. The researcher believes that seeing the community as an equal

partner from the start could dramatically enhance the strength of the P4, a point stressed by Swanepoel and De Beer (2011) and Theron and Mchunu (2016).

When questioned about how the partnership with Ubuhlebezwe Municipality originated, Barnard (2017) stated that it started off fairly deliberately, then died down, and then revived organically. Firstly, WVSA deliberately identified municipalities as core planning partners in their development initiatives. It took a while for these partnerships to cement and for trust to flow. The selected municipalities realised that WVSA was committed to the area for the long-term, the Mayors and other high-level officials observed how WVSA programmes/projects lead to tangible results and that they could assist local government to manage service delivery better. In all collaboration, it is important that the partnership is mutually beneficial. This resulted in the dynamics of the relationship to change accordingly. The relationship was deliberate from the WVSA side, but not necessarily from the side of the case study municipality whom took a while longer to buy into the partnership. It is important to note that it takes time for co-produced P4s to develop. In a highly politically charged environment trust might take longer to form. NGOs often move in and out of areas quickly, leaving as soon as their programme is implemented or certain boxes are ticked for their donors. There has long been an argument, that authentic development takes time and NGOs should be prepared to be involved in areas for a long time. This of course has to be balanced with Burkey's (1993) argument mentioned before, that the external partners in grassroots development should work towards exiting as soon as possible. The researcher argues that trust building takes time, but if the building blocks of development are in place, the attitude of the change agents should be that of handing power back to the community, an issue in particular stressed by Theron and Mchunu (2016).

When asked who introduced the idea of considering IDPs and LEDs, Barnard (2017) responded that there was a shift in the WVSA focus. WVSA shifted its focus from influencing national policy to local level policy implementation. This was a strategic choice. When the strategy shifted from national to local, they had to consider levels where they could partner and IDPs were seen as a good starting point. When this shift took place, they engaged all the Mayors, CFOs and Municipal Managers of 21 Municipalities in a Partnership Summit. This took place in May, 2014. They

strategically positioned themselves as a planning partner to municipalities where the municipalities struggled with their IDPs. The researcher believes this strategic shift was inspirational. As pointed out in chapter 2, local government is charged to implement DLG and this being the sphere in which WVSA operates, it is of key importance for them to focus on collaborative co-produced P4s with local government. The researcher argues that there is a much larger role for NGOs to play in this sphere. Although there is an advocacy role for NGOs at national and provincial level, the “nuts and bolts” of development takes place at grassroots, which is at local government level (Parnell et al., 2001; Van Donk et al., 2008).

This model (where an MOU is signed with a local municipality after deliberately studying their IDP), as far as Barnard (2017) knows, has not been used elsewhere by other NGOs. There might be smaller community-based organisations at a local level that service some municipalities, but she is not aware of others at a national level. The researcher did come across a limited number of other organisations doing something similar, but this is an area where many more NGOs could operate in. (GGLN, 2008; GGLN, 2014).

Answering question 3 (Annexure 3), Barnard (2017) rates the Ubuhlebezwe Municipality among the top three WVSA partnerships with local government. The other two with whom WVSA have good relationships are both in the Limpopo Province in the Mopane District and at Giyani. Both partnerships started off organically and were then developed deliberately. WVSA has been operating in those communities since the 1990s and so relationships of trust exist according to Barnard (2017). WVSA has also signed MOUs with these municipalities that have been replicated from the experience through Ubuhlebezwe Municipalities MOU. With regard to aspects like executing part of the IDP on behalf of the municipality, Ubuhlebezwe Municipality is the “flagship” in terms of an authentic collaborative and co-produced P4 at municipal level; shared intent with the people; and working towards a common goal. The Limpopo ADPs are perceived by Barnard (2017) as better partnerships. In Limpopo, all the staff members are local people and well known to COCTA and the traditional leaders. She does not however explain what she means by “better partnerships”. Do they bring more to the partnership? Are more compliant? The roles different partners play needs to be further explored by WVSA.

Barnard (2017) stated that every partnership with a municipality is different according to community needs and municipality needs. The ADP's in Limpopo, for instance, have a strong IDPs, but they struggle with citizen accountability programmes, thus the WV CVA programme is successful in the area. It allows communities to understand how policies are made and what they can expect from local government. On the other hand, the Giyani Municipality faced real challenges in 2016 when the community burnt down schools, and their interaction with the community was negative. WWSA played a critical role in mediating between the community and the Municipality. Barnard (2017) also mentioned another WV programme called CChange. This programme is focused on equipping community leaders with general leadership and advocacy skills. This programme is focused at traditional leaders as well as political leaders in municipalities. This programme is run to capacitate the municipality. Ubuhlebezwe Municipality has strong leadership (thus needs less of the CChange programme), but struggles to implement their strategies. This was in line with the views of the local WWSA staff as discussed in the section 6.2.1.

Question 5 (Annexure 3), asked what role Barnard (2017) thinks NGOs should play in local government. She concurs that there is a “sweet spot” in which NGOs should operate within their partnerships with local government. She states that this “sweet spot” is limited, however. The traditional view is that NGOs are there to hold government to account and almost be at odds with government. She holds a different view, being of the opinion that WWSA's Christian values dictate that they should not be at odds with any authority. It is easy for NGOs to just criticise, but Christian values impel WWSA to work with leadership though they may or may not agree with such leadership. There must be space to put aside differences and add love into the conversation, and find where the organisation can be of service. That, Barnard believes, is a “sweet spot” for WWSA. This is the difference between an ego-driven approach, and “egoless” approach. She is against discrimination against any authority placed over them. From this statement, it is clear that WWSA is driven by Christian values, and this distinguishes the organisation from other development NGOs operating in this field (those without a faith component). Motsomi (2003:50) argues that the role of a Christian NGO is to help Christians and the public understand the mission of the Church and how it relates to development. This is an interesting view. WV definitely partners with

churches and receives funding directly from some churches. The researcher would argue that it is unclear if WV would see their primary role as educating Christians about their role in development. WV is first and foremost a humanitarian aid agency. If the Church is called to look after the poor, then should it be outsourced to organisations like WV?

Barnard (2017) sees the role of NGOs as empowering local government. For WVSA, it is similar to a performance management process: set targets, assess the gaps, and put together a development plan for the gaps. She believes WVSA can be of service and can contribute in that space, but it is important that local government actually wants the assistance that is being offered. Change is a personal thing. She also states that building trust is a “sweet spot”, combined with seeing people individually. This is interesting, since it shows that WVSA is moving away from the traditional evangelical way of achieving development, to a more so-called progressive Pentecostalism, as discussed in chapter 3. Seeing people as individuals, does not necessarily mean, that they don’t see themselves as change agents, as those with all the answers. It could still be a top down model of development.

The researcher was interested to know how often WVSA becomes involved in actual service delivery. Barnard (2017) acknowledged the fine balance between empowering the local government and taking over service delivery. This becomes particularly difficult when NGOs are struggling for funding. When there is a potential funding, it is hard to walk away from it. This is quite often the reason why NGOs overstep the boundaries. WVSA seldom subcontracts to local government, and then only where it suits their funding model and where an intervention would have been paid for anyway. Motsomi (2003:50) quotes Korten (1990:223) who hold the view that Christian NGOs see their role as instruments of charity, largely engaged in transferring material resources to those in need through humanitarian work. The researcher would argue that although the concept of charity is deeply rooted in Christian philosophy, NGOs like WV has shown that Christians can do a lot more than merely provide goods. Perhaps more time must be spent by organisations like WV to educate the “Church” on the important role they could be playing in the development field.

6.3 Analysis of responses from municipal officials

How municipal staff view and experience working with WVSA is also crucial element to investigate. To this end, the researcher interviewed key staff members (See Annexure 4).

6.3.1 LED and tourism manager

A key informant interview was done with LED and the Tourism Manager (this is a combined role) of the case study municipality. The questions that were asked are attached as Annexure 4. In an answer to question 2, he identified WVSA as a key stakeholder in the municipality's LED process. Small businesses and agriculture form the backbone of the local economy and WVSA has worked closely with the municipality in both these areas.

When asked in question 3, how WVSA contributed to the work of the case study municipality, the answer was interesting. The respondent finds WVSA particularly useful in the procurement process. He stated that producers seem to inflate prices for goods and services when they know it is for the municipality, but WVSA obtains fairer prices. This side of the co-produced partnership was never mentioned by any WVSA staff. The reason for this is unclear. It could be that they are so used to this arrangement, that it did not seem noteworthy. In answer to question 4, the respondent feels that WVSA has made his job easier through the training that the organisation provides, in particular with regard to farmers and small businesses. This points again to the importance of building blocks 3 and 4, capacity building and empowerment.

Question 5 and 6 pertained to the work arrangements with WVSA. The responded stated that the work with WVSA is project-based, so they would meet up weekly during projects; otherwise he meets with WVSA staff monthly. This is in line with the MOU (see Annexure 1). The researcher observed that the municipal staff and WVSA staff know each other well. That may, of course, just be due to being a small community. Such a close relationship can be beneficial to an empowering working relationship, as long as there are clear boundaries. Both the NGO and local government must be seen as impartial. What is lacking in the MOU, is the exact roles that the partners should play and who should take the lead, one of the theoretical issues in co-production.

Although the areas of partnership are mentioned in detail, the roles are kept vague. The biggest drawback as mentioned before, is the fact that the role of the community is not directly mentioned.

In answer to question 7, the LED and Tourism manager has participated in quite a few WVSA training sessions including business management training, and disaster management. This formed part of the training provided for ward committees. WVSA also provided specialised training with regard to funding and finances. He is of the opinion that his own personal capacity to perform in his role has improved as a result of such training.

If WVSA withdraws from the area (question 8), the LED respondent thinks it would impact the community negatively. He acknowledged that they do not only work in LED, but also addresses other social problems like HIV and AIDS. Their involvement with churches and other social areas would also be missed. He acknowledged their positive contribution to community development as a whole (question 9). The question would be if the community and municipality will be able to continue with programmes/projects without them. Has WVSA really been employing the building blocks of development, particularly the last one of sustainability? However counter intuitive it might feel, the researcher argues that NGOs should have empowered, capacitated and worked in such a way, that their leaving is almost not noticed, the point stressed by Burkey (1993).

Question 10 asked what else WV could do to help the case study municipality. The respondent believed other areas in which local government and the NGOs could partner include providing irrigation for farmers. He also welcomes the funding that WV brings to the area. He mentioned the water tanks that were brought during the drought and is in favour of more such projects. Other NGOs are operating in the area, but with other mandates and according to him, WVSA has the closest relationship with the municipality. The respondent further acknowledged that WVSA is actually better at the implementation of programmes/projects than the municipality. WVSA should perhaps in implementations of programmes/projects, build in a training component, making sure that municipal officials are able to learn from the process, in so-doing, accommodating the second building block of development.

6.3.2 Public participation officials

An informal interview was conducted with the two ladies who run the Public Participation Department of the case study municipality. The researcher was interested to evaluate how they perceived participation. As the one lady had only been in the position for a couple of weeks, she referred all answers to her superior. The senior official had a narrow view on public participation and felt most of her responsibility was to make sure that public meetings take place and run smoothly. She did not want to be pushed to comment on empowering the community, and broader views on participation. These ladies had a positive view of WVSA and also mentioned that they form part of the Ward Committees. They have no formal meetings with WVSA on a regular basis. They did acknowledge that WVSA encourages the community to participate in municipal structures. The researcher believes that there is much room for improvement in this relationship and would encourage this department to attend some of the CVA and CChange programmes. Their lack of participation in the P4 is a true missed opportunity for WVSA. It also indicates that a narrow view on participation seems to persist at local government level. NGOs could be instrumental in changing this view and perception.

6.3.3 Chief Fire and Disaster Management Manager

The researcher conducted a telephonic interview with the Disaster Management Manager. His department has a close working relationship with WVSA, and this is one area in which WVSA has provided many training sessions for the community. WVSA has a strong Disaster Management Unit and their training has definitely provided the community as well as the case study municipality with greater capacity in this area. This department is sad to see WVSA leaving the area, but feel that they are able to manage their mandate on their own. The respondent's department has monthly meetings with WVSA, sometimes more if required. Throughout WVSA's time in the area, many of their training and documents have been incorporated in the work of the municipality. Disaster management is one of WVI's main areas of work, and thus WVSA had much to impart and share with the municipality. WVSA has worked closely with this department in setting up standard operating procedures and inputted into the IDP relating to disaster management as well. They co-produced the material for training

ward committees in disaster management. The fact that it is felt that WV won't be missed, underlines the fact that in this area, they have indeed accommodated the building blocks of development and co-produced in a sustainable way.

6.4 Analysis of focus groups

Two focus group discussions took place, one in Ward 12 and one in Ward 3. The questions that guided the discussions are attached as Annexure 5. The aim of the focus group was to assess the views of the community on WVSA and the local government. The researcher also wanted to assess public participation in the area.

6.4.1 Ward 12

The first focus group discussion took place at a school in Ward 12, called Amazabero. Four females and two males formed part of this focus group. All participants were between 30 and 65 years of age. Although only six people were formally part of the focus group, the researcher had the opportunity to talk informally to a number of people. As language was an issue for some of the group members, the researcher had the assistance of an interpreter. The researcher took notes, and also made recordings of the focus group discussion.

Some general observations regarding the area are that there was access to running water and electricity. The fact that no young people were participants in the Ward Committees or any other local committees were mentioned often in the discussions. It was noticeable that there were no recreation facilities except for a run-down soccer field that had been vandalised. The area has a good clinic that seemed modern and well utilised. In answer to question 1 and 2 about the role of WV, WVSA was well known to all the members of this group. Interestingly, when asked what WVSA does in the community, a move away from being seen as an implementer of programmes or provider of goods was observed. What was mentioned involved issues like WV teaching them life skills, providing training on HIV/AIDs and how to run a business. This is in line with the ideological shift that WVSA made as discussed in section 6.2.2. This would further indicate that WVSA is successful in building the capacity of the community. It was mentioned that WVSA provides school uniforms and soccer kits. This would indicate

that they do still provide some limited goods. What was lacking was any knowledge of the programmes mentioned as part of the MOU.

In answer to question 3, their views about what the local municipality did were more negative. Many noted the slow pace of implementation of programmes/projects like the upgrading of the poor roads in the area. The researcher had experienced this first hand, and although there were signs of work having been done on the roads, it had apparently been left incomplete for years. The building of roads is of course not a municipal responsibility, but the participants drew no distinction between the municipal and national government, mainly as both are ANC. There were views that the municipal government were overly politicised and more interested in being re-elected than in serving the community. The researcher asked how they would score municipal government out of 10: the group stated 5 out of 10. This would be in line with research mentioned in chapter 2 that government is not trusted.

Question 4 enquired whether WWSA and the municipality worked together. WWSA was seen as an intermediary between the people and the case study municipality. It was interesting that they did not see WWSA and the municipality as working in partnership. On the one hand this is positive as it means that WWSA has kept its independence and objectivity. On the other hand, if they are seen as an intermediary rather than a partner of the municipality, the goal of their partnership can be questioned. The researcher's hypothesis argues that NGO's fulfil a specific role in local government, that in the end optimises the working of local government. This requires a close partnership, indeed leading to collaborative, co-produced P4s. Just being seen as a mediator between the community and the municipality is not nearly enough. Furthermore, a truly successful P4 would have the community as a key partner.

In response to question 5, the participants indicated that WWSA would leave a gap if they left the area; the training would be missed. When asked what else they would like WWSA to do, they did not mention goods or money, but further training regarding on what they as citizens could expect from government, both local, provincial and national. Question 6 asked what else they would like WWSA do? They wanted WWSA to be more involved in traditional leadership and also to help with the youth. Regarding this point, the researcher also asked people informally, while conducting participatory

observation, what the biggest problems in the community were, and the youth were mentioned often as being problematic. There did seem to be no recreational activities in the area, as it is rural, so teenage pregnancy and drug and alcohol abuse among the teenagers are seen to be problematic. It was sad to note that this was not mentioned as an area of concern or development by either the local municipality or WVSA. The researcher would argue that the approach that progressive Pentecostalism follows as discussed in chapter 2 would be more successful as it involves a more holistic view on development. It deals with the individual's, physical, social and spiritual needs. A holistic view on development is needed if one truly wants see change in communities. In the case of the case study municipality, a more holistic view would force organisation like WV to consider problems the youth of the area are facing and how that translates into the areas they are working with.

Question 7 enquired what the participants thought the role of their municipality involved. The group mentioned the building of houses, creating jobs and helping with agriculture. All of these fall under the scope of local government, and the researcher was impressed by the knowledge of the focus groups about the roles and responsibilities of local government. This could be due to trainings done by WVSA, or that the people willing to participate in the focus group were people who were already knowledgeable and interested in this area. They further stated that WVSA should be assisting the government in doing this. It does seem however that the co-production between WVSA and the municipality is not always clear to the community, as well as their own role in this partnership. They see WVSA, themselves and the municipality as separate and did not ever mention the close working relationship that would be evident from a collaborative, co-produced P4.

6.4.2 Ward 3

The focus group discussion took place in Ward 3, at the Lufafa Multi-Purpose Centre. Four ladies aged between 20 and 40 formed part of the focus group. The researcher again had the assistance of an interpreter.

General observations included that there was no clinic in the community, and four high schools, but when asked about it, they said the schools were not good. There is a soccer

field, but it had not been maintained. Major problems in the community involved drug abuse, teenage pregnancy and unemployment. The respondents felt that the municipality did not listen to them. Although municipal officials were often present in the community, they did not conduct proper participation. Participants felt disconnected from the programmes being implemented by the case study municipality. The fact that the public participation officers interviewed, saw their role as merely organising meetings, underscores this problem. For them participation means merely attendance and information sharing. Without moving to deeper levels of participation, the community will continue to feel excluded. The researcher asked whether WVSA stood up for them, or raised concerns on their behalf with the case study municipality. The response was that this only happened sometimes, when it formed part of a certain project. There was one other NGO in the community that ran a crèche but there was no church run projects. The researcher found it interesting that neither focus group mentioned the faith component of WVSA, although no direct questions had been asked about it. WVSA profess to partner with churches, but in this instance, it did not seem to happen.

WVSA was well known by the community in this Ward (question 1 and 2). Interesting to note was that, once again, WVSA was not seen as provider of goods, but of training. This group also mentioned child sponsorship, which indicated the presence of children who were sponsored in their community. They also mentioned that WVSA helped them set up a community garden and ran a support group. They had taken over the garden, which is run collectively by community members. This is a good example of empowerment of the community. This particular project was indeed a combined project between the municipality and WVSA. The municipality provided the seeds and WVSA helped with the actual setting up and training. In response to question 3, the municipality is seen as the service provider. This community does not have running water, so the municipality provides water in tanks. They also provide food parcels and seeds. Responding to question 4, they noted that WVSA and the case study municipality often worked together and participated in the same meetings. Again, as in Ward 3, there was no clear understanding of the partnership between WVSA and the municipality, and again their own role in this partnership was absent. There was however more of a sense of ownership of the projects like the food garden in this ward.

In answer to question 5, WVSA is perceived as making a difference through their support of small business and community projects, and also through the monitoring of sponsored children. When asked what else WVSA should be doing (question 6), the respondents indicated that they would want further training. All participants in this focus group were female; the things they mentioned involved sewing, baking and catering.

When asked what the municipality should do more of (question 7), they initially were shy to answer and then joked that they would all like a holiday. Priorities they really need, like running water and electricity, were at the top of the lists. The researcher would argue that WVSA could empower the community further by helping them lobby for these basic services.

6.5 Research observations

As discussed in section 1.6, the researcher has worked for WVI, and was able to use participatory observation in assessing the attitude of staff towards municipalities. As mentioned before, rather than making simple observations, the researcher continuously observed as part of a group, in this instance as a staff member. From this position, the researcher was able to not only study formal documents and communication, but also attitudes and behaviours. From this position, it appeared that WVSA works hard towards forming positive relationships with all levels of government. Staff on all levels in the national office were keen to talk about their work with government on all levels. This attitude was the same at the Ubuhlebezwe Municipality. The drawback of this methodology is that it could bias the researcher to identify a particular outcome that underlines a particular hypothesis. This is overcome by using other methods of analysis and triangulating the outcome.

The researcher attended a combined workshop that WVSA hosted with the National Disaster Management Centre in Johannesburg at the end of 2016. WVSA is well known by and is often called upon as a partner by the National Disaster Management Centre. WVSA took a leading role in this workshop, especially with regard to Child Protection during emergencies. Their expertise on this subject was relied upon by the Disaster

Management Centre and the researcher was impressed by this relationship. The relationships built here and knowledge shared, makes it easier to speak from a position of authority when working with municipalities like Ubuhlebezwe in the area of disaster management. Indeed, it was because of the work done with the disaster management department of Ubuhlebezwe Municipality that lead to the signing of MOU (Annexure 1). WVSA also has annual meetings with traditional leaders, where they bring together municipal staff and traditional leaders in an attempt to form closer working relationships. According to Barnard (2017) these meetings has significantly improved the relationships between local municipalities and WVSA. The previous Advocacy Director for WVSA, who initially drew up the MOU that is used to form the backbone of the working relationship, has moved on to fill a government position. This could be a further indication of the close mutually beneficial relationship between the two organisations.

While conducting the fieldwork, the researcher noted the bustling town of Ixopo. The town centre was busy and there were many modern shops. The municipal buildings right in the centre of town forms the heart of the town. The WVSA staff was proud of one particular initiative that took shape in conjunction with the municipality, namely the building of proper market stalls. However, the researcher noted that all these stalls were empty, and local traders were still operating on street corners with makeshift tables. When questioned about this, WVSA and municipal officers mentioned that the required trading licenses keep people from using the stalls. It does beg the question regarding how useful this project was, if the licences are beyond what local traders can afford. The researcher observed the attitude of the staff from the WVSA offices, both in Ubuhlebezwe Municipality and the National Office to be proud of their relationship with the local municipality. What is lacking however is clear understanding of what this partnership entails, who plays what role in this partnership and what are the expected outcomes of the partnership, the classic theoretical challenge with co-production practise. It would appear that the MOU is almost seen as an end in itself, rather than a means to an end, that would allow for collaborative, coproduced P4s. The fact that there is evidence that the projects run collaboratively, as well as the production of the IDP, is almost seen as incidental.

6.6 Research findings

As stated in section 1.4 of this study, local government in South Africa is in a crisis. Through this study the researcher asked the following questions: as key stakeholders, what role should NGOs play to support local government to fulfil their mandate to serve the community? Is their participation perceived as empowering by the municipalities and does it have a positive impact on the community? Does it promote the key building blocks for development, like participation, social learning, capacity building, empowerment and sustainable development? Secondly is a P4 constructed between all the stakeholders?

The hypothesis of this study as stated in 1.5 was that NGOs are key stakeholders in local government, as stated by the IDP for some municipalities. The type of collaborative co-produced P4s through programmes/projects implemented by WVSA strengthens local government and supports them in fulfilling their mandate to serve the local community. The finding of this study is as follows:

1. WVSA has had a successful partnership with local government in Ubuhlebezwe Municipality. WVSA is seen in a positive light by all the municipal staff who were interviewed. The researcher is of the opinion that this positive view is due to the type of partnership the WVSA has formed with the case study municipality. The fact that WVSA studies the IDP and LED and then finds opportunities to assist the municipality is crucial for the success of collaborative and co-produced P4s. This keeps NGOs from reinventing the wheel or running programmes/projects that are not wanted or needed. This would however imply that the local government should have well-considered and researched IDPs and LEDs.
2. This P4 has built the capacity of the municipality. The respondents indicated that the training done by WVSA were crucial to them. WVSA provided training for Ward Councillors and also on emergency response and agriculture. WVSA works with the municipality, intentionally building capacity, knowing that they will not stay in the area indefinitely. Ubuhlebezwe Municipality has received a clean audit for the last four years (Ubuhlebezwe IDP, 2012-2017:64; Ubuhlebezwe Municipality Draft Budget, 2017/2018:9). Although this is just

- one measure of the health of the case study municipality, it is useful. It does indicate that it, in general, is a well-run and managed municipality.
3. The established P4 has empowered the municipality. As discussed in the previous chapter, empowerment indicates that actual power is transferred. In this particular instance WWSA is closing the majority of its programmes/projects in the area. Yet, since WWSA has focused on building the capacity of the local government, this transference of power takes place more naturally. This has been evident in the way that the Disaster Response Unit was strengthened to such a degree that they mentioned that they are able to continue on their own. As well as in Ward 12, where the respondents indicated that WWSA helped them to set up food gardens and providing them with skills to do this. The food gardens can easily continue without WWSA, because the community is empowered to continue on their own. There are other projects however that might not have reached sustainability as per the final building block of development. The market stalls as mentioned earlier, were still not fully operational, and there were many social problems in the area that were left unaddressed. Many of the LED projects mentioned in the MOU were still ongoing and crucially two of the special projects were not finished.
 4. The WWSA P4 with local municipality has to a certain extent encouraged public participation. The researcher would argue that it is due to the CVA programme run by WWSA, which also forms part of the MOU. The members of the focus groups were aware of Ward Committees and seemed to have a reasonable understanding of what they can expect from the case study municipality. A full-time advocacy officer has been employed by WWSA in this area, and he focuses on CVA, which strengthen of the voice of the community. The public participation officers did not mention this programme at all, which indicates that they are unaware of the programme or how it can benefit them. The CChange programme also encourages and equips local leadership.
 5. There was little evidence of mutual social learning taking place. WWSA has much to offer in terms of training and knowledge transfers, but they do not seem to have an attitude that they could learn from either the municipality or the community.
 6. The community was also not perceived as an overt partner in the P4, but rather as a recipient of the development efforts. Although WWSA professes to want to

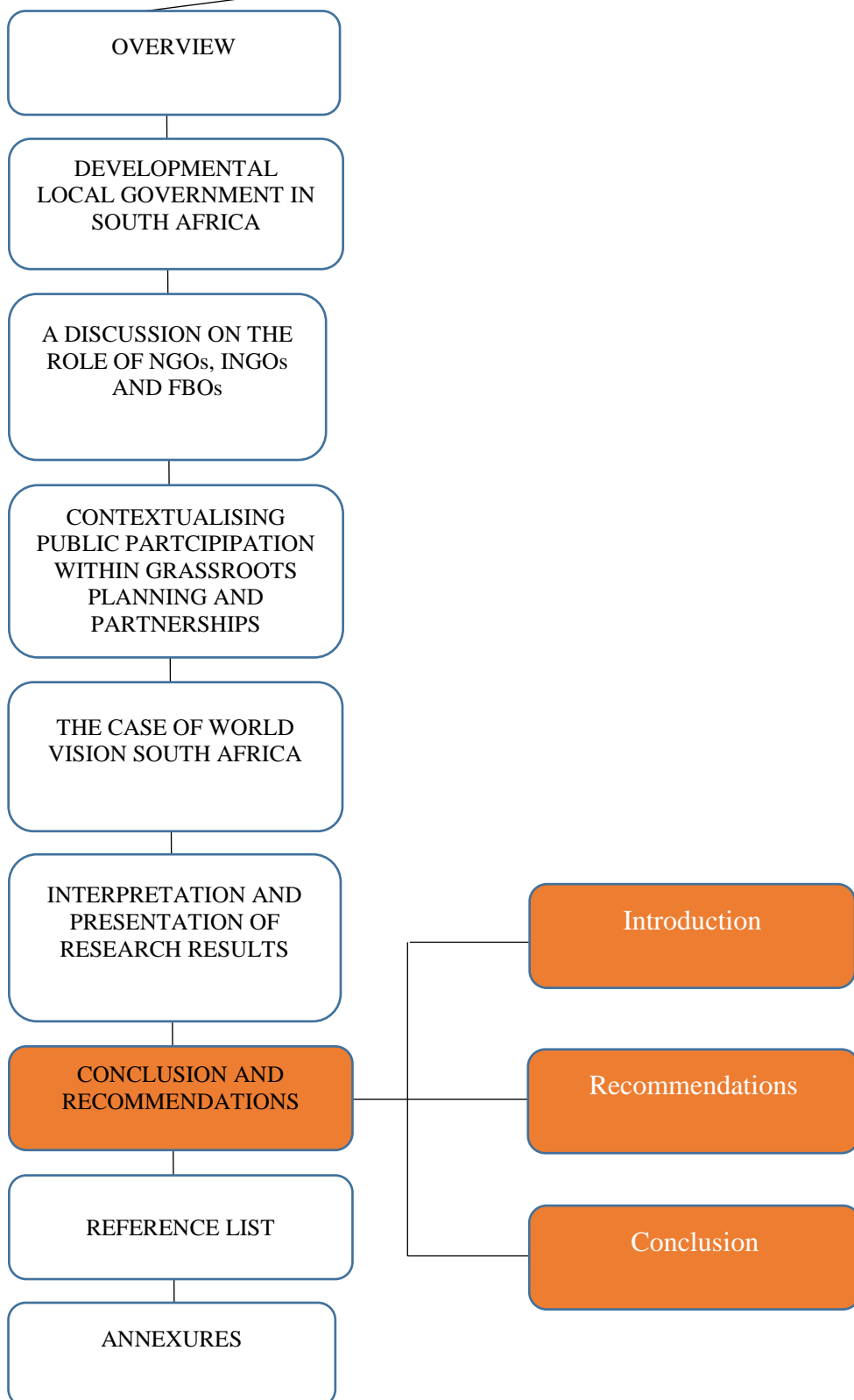
move away from top-down paternalistic development practises, this lack of appreciating the community as partner, will hamper the success of an authentic collaborative co-produced P4. The roles of WVSA and the municipality was also not stated clearly enough.

7. Local government in South Africa is highly politicised and there is an ever deepening political/administrative dichotomy as discussed in 2.5.2. This was further evident from the discussions with community members, WV staff and municipal officials. It is a reality in South Africa and in the researcher's opinion can seriously impact the strength and efficiency of local government.
8. Local government in South Africa is struggling and NGOs can play a role in helping them to fulfil their developmental mandate. The continued downward spiral of municipal audit outcomes combined with continued public protests is an indication of the problematic state in which local government finds itself. The researcher believes that the way WVSA partners with local government is the "sweet spot". NGOs need to evaluate how they can help local government, rather than just engaging a community with programmes/projects that might not be needed.
9. The faith element of FBOs differentiates them from other development organisations. As pointed out in chapter 3, they engender a deeper level of trust. They are less dependent on outside funding and is motivated by something outside of the actual organisation- namely faith. This not only relates to Christian organisations, but as was shown in chapter 3, the Muslim organisation, Gift of Givers is one of the most successful FBOs in South Africa. Progressive Pentecostalism focuses on the individual in a holistic manner, rather than as a part of programme/project to be completed.
10. The manner in which WVSA forms P4s can and should be replicated by WV as well as other NGOs that want to work alongside local government. Although every MOU that WVSA has signed with municipalities is different, as the WVSA Director indicated, the basic principles of finding gaps in IDPs and LEDs can easily and successfully be replicated.

The final chapter will be the conclusion of this study and the researcher will provide some recommendations.

CHAPTER SEVEN: OUTLINE

THE ROLE OF NGOs IN LOCAL GOVERNMENT. THE CASE OF WORLD VISION IN UBUHLEBEZWE MUNICIPALITY



Chapter 7 Recommendations and conclusion

7.1 Introduction

Local government in South Africa is in a crisis and as key stakeholders, the researcher argues that NGOs should play a specific role in supporting local government to fulfil their mandate to serve the community (Theron & Mchunu, 2016: 153). The study further investigated if their participation is perceived as empowering by the municipalities and if it has a positive impact on the community. Does it promote the key building blocks of development, like participation, social learning, capacity building, empowerment and sustainable development? The researcher also assessed if a P4 constructed is between all the stakeholders.

The hypothesis for this study was that NGOs are key stakeholders in local government, as stated by the IDP for some municipalities. The type of collaborative co-produced P4s through programmes/projects implemented by WVSA strengthens local government and supports them in fulfilling their mandate to serve the local community. The researcher used WVSA's work in the Ubuhlebezwe Municipality as a case study. From the literature review it became apparent that NGOs, INGOs and FBOs often operate in the same space. In South Africa, local NGOs rather than INGOs are most likely to be partnering with local government. The researcher hypothesised that the type of collaborative co-produced P4s and programmes/projects implemented by WVSA strengthens local government and supports them in fulfilling their mandate to serve the municipality and community with whom they engage.

Based on the analysis of the research findings of the case study as well as theoretical sections, covered in the chapters, the researcher presents conclusions and makes recommendations that can lead to the establishment of empowering and sustainable co-produced, collaborative P4s between local government, communities and NGOs in South Africa.

7.2 Recommendations

7.2.1 IDPs and LEDs should form part of the background of successful partnerships between NGOs and municipalities

As pointed out in chapter 2, the IDP is one of the main tools used in DLG in South Africa (Parnell et al., 2002; Van Donk et al., 2008). IDPs inter was inter alia introduced as a planning tool to make sure that there would be better participation between the municipality and the community. IDPs and LEDs are not yet at the level where they should be with regard to community capacity building. Too often, municipalities see public participation as a “tick box” exercise and miss the chance to establish authentic and co-produced P4. The IDP forms the main platform for planning, assessing of needs and priorities as well as objectives and strategies for every local municipality. It seems almost unthinkable that any NGO would consider running programmes/projects in an area without clearly studying this crucial policy. Yet as also pointed out in chapter two, DLG in this country has become preoccupied with the commercialisation of service delivery, leading to the IDPs of some municipalities becoming little more than an input gathering exercise. In chapter 2 it was further stated that some of the crucial programmes/projects needed for poverty alleviation are not present in many IDPs, leaving ample space for NGOs to step in. For this reason, it is not only recommended but it is indeed crucial for NGOs to study the local IDPs, to ensure that they truly add value when they enter in partnership with a municipality. They need to clearly map out their strengths and link them to the weakness or gaps that are identified in the IDP. This could then be presented to the municipality as part of the proposal to form a partnership.

Business and Civil society are often left out if an IDP spatial planning process. As the IDPs is linked to the budget, it is crucial that all stakeholders would be included in the process. The LED of a municipality as is another important document that should be considered when business or NGOs form partnerships with any municipality. Utilising a holistic view of development, all stakeholders must work together to truly bring sustainable change to an area.

In chapter 4, it was stated that development in this country is still mediated by programmes/projects, which is more often than not the product of external interventions, leading to a situation where IDPs often fail without these interventions.

This is why it is advisable that if NGOs do get involved in a local municipality, it must utilise all the building blocks, especially the last one, of sustainable development, ensuring that the project, program or interventions can continue without them.

Participating in the LED and IDP processes of a municipality will ensure that the NGO provides help and support where it is really needed. NGOs and municipalities should both want to serve the community. This common goal should automatically lead to a closer working relationship.

7.2.2. NGOs should partner with local government with the main intention of capacitating and empowering the local municipality

NGOs should enter into collaborative and co-produced P4s with local government with the intention to capacitate and empower the local municipality, i.e. all the building blocks of development should ideally be accommodated. The co-production that created a partnership should strengthen the process, strategies and service provision of the local municipality. As shown in chapter 2, section 2.5.2, the lack of capacity in local government is problematic in South Africa. NGOs could play an important role in changing this. The training of Ward Councillors by WVSA is proving to be effective.

As per Swanepoel and De Beer's (2011:84-154) seven skills for development, the researcher would argue that all of them are within the scope of NGOs to use as guidelines for areas where they could capacitate and empower municipalities. Communication skills are crucial for the running of any organisation, a municipality being no exception. Larger NGOs often have entire departments dedicated to communication and some smaller NGOs have expertise in this area. With little effort, effective programmes/courses can be written or adapted to capacitate municipalities in the area of communication. The researcher would further recommend that corporates could, as part of their CSI spend, support municipalities in this way. For example, they could "adopt" a failing municipality, and employ consultant (or NGOs) to run workshops for municipal officials. This also holds true for leadership development skills, conflict resolution, mobilisation and motivation skills, and public speaking as indicated by Swanepoel and De Beer (2011). Operational writing and the skill of running successful meetings, are slightly more context specific in a municipality, but

NGOs could still empower and capacitate municipalities in this area, as long as they have a good understanding of what is required for successful municipal writing and meetings.

The case study also showed that municipalities often struggle with implementation and monitoring and evaluation. NGOs with strengths in these areas should form partnerships with municipalities that would enable strengthening of these areas.

7.2.3 NGOs should encourage public participation, since that leads to the community being able to keep the government accountable

As stated in chapter 4 authentic and empowering participation should have the community at its core. The Constitution (RSA, 1996) makes provision for a DLG driven by the people and the Municipal Systems Act (2000) compels municipalities to implement IDPs. Public participation is crucial to the functioning of any municipality. It forms an integral part of all municipal IDPs, yet the disconnectedness between the public and local government seems to be escalating. IDPs often reflect participation in a narrow sense. Programmes such as CVA and CChange run by WV encourage public participation. These programmes train the community to understand their rights and responsibilities. When the community participates on a level that rises above merely attending meetings or receiving information, it not only strengthens the community but also the local government, thus addressing mutual social learning. NGOs should operate in this space as encouraging the community to participate strengthens not the community only, but local government as well. NGOs could partner with local government and assist with their public participation strategies. As shown in the case study, the WVSA had a much wider understanding of public participation than the municipal staff charged with this portfolio had. With help, local government would be able to truly represent the community and there would be a synergy that could lead to authentic and sustainable development. The researcher would recommend developing specialised training for the public participation department of the municipality. This could be done by organisations like WV in the municipalities that they operate in, rather than becoming another set of trainings far removed from the actual people who they want to participate in their programmes/projects.

The researcher would recommend the alternative way for the training of change agents as discussed by Theron and Mchunu (2016: 20-24) that has participation at the heart of it. Without discounting the value of “traditional” approaches, they advocate for a focus on work traditionally done by anthropologists and sociologists, for example training in action research methodology. When training is conducted in a participatory manner, away from modern classrooms and conference rooms, exposing trainee change agents to local meaning-giving, micro level realities in a community setting. This is in line with the development model used by WVI called Greenfields as mentioned in chapter 4 section 4.3.4. In Greenfields a mutual social learning process is used, and the end product is used by the community as a basis for their interaction with local and national governments. The researcher would recommend this development model be adopted by WVI as a whole as well as other NGOs.

7.2.4 Mutual Social Learning should be practised by NGOs and local government

This calls for all those participating in development to adopt a learning attitude. This is a radical shift that means the beneficiaries of development are included in the learning process as active actors in their development. Both NGOs and municipal staff should be encouraged to learn from the community. When the community are treated as those with answers to their own problems, it changes the structure of interaction. This calls for a bottom up approach in the process of development. Martin (2014:3) believes that collective interaction between a community development worker and the beneficiaries should unlock and unleash latent potential in both.

7.2.5 The community needs to be a key named partner in any P4

A key aspect missing from the P4 between WVSA and the Ubuhlebezwe Municipality was that the community was not named as a partner. Their involvement was only ever implied. As was shown in chapter 4, for successful partnerships, all partners need to participate in all aspects of the partnership, including the planning phase. Without naming them as a key and equal partner, change agents will struggle to get away from a top down paternalistic view of development, which has been shown to have limited success.

7.2.6 NGOs and civil society should lobby for an a-political civil service

As discussed in chapter 2, section 2.5.2, local government is marred with what is called the political-administrative-dichotomy. Legislation makes political appointments for crucial positions like the municipal manager possible. The researcher would argue that for corruption, nepotism and “municipal capture” to decrease, or better yet be rooted out, this has to change. Civil society and NGOs should lobby and advocate for an a-political civil service. This would mean that political parties would not get to appoint anyone to top municipal positions. Strick appointment procedures should be followed. The researcher acknowledges that this will not be an easy task and some would argue, is in the realms of wishful thinking. Notwithstanding, the researcher believes without this change, true and lasting development will be difficult.

7.2.7 There is a specific role that NGOs should play in local government

The case study has shown that there is indeed a “sweet spot” in the interaction between NGOs and local government. South Africa has over a 100 000 registered NGO’s and about 50 000 unregistered NGOs (Stuart, 2013). Although this can be an indication of a healthy and active civil society, South Africa is still marred by corruption, poverty and unemployment. The question of how successful these NGOs are, must at least be asked. Through this study the researcher wanted to show, that in the sphere of local government, there are certain roles that are more suited for NGOs to play. That there is indeed a “sweet spot” for them to operate in. The researcher argues that this is to come along side local municipalities and through careful studying of their IDPs and LED find ways to empower and capacitate them. Civil servants are supposed to be servants of the people and NGOs like WV serve people by serving the local municipality. NGOs should stop operating in opposition or competition to municipalities. They should not provide services that should be provided by municipalities, but rather capacitate municipalities to be able to provide them.

7.2.8 NGOs and municipalities should form P4s

As shown in chapter 4, the ideal as envisaged by developmental local government is the co-production of a P4. This should involve the community, local government, NGOs and civil society, sometimes called the third sector and the private sector to work together to achieve the four critical development imperatives. The researcher further argues that if all five of the building blocks of development are prioritised by NGOs

and government change agents and this culminates in a P4, it can form a grassroots developmental government framework. The researcher recommends that P4s should be standard on which all partnerships between government and NGOs are formed. As mentioned previously, the local community must be part of the P4 from the start. Their role must be clearly defined and not just implied.

7.2.9 Local government should be the main provider of services and development to communities

As stated in chapter 2 local government in South Africa has a distinct developmental role. Although the researcher believes in the benefits of collaborative and co-produced P4s, there has to be a main agent, implementer or, at the very least, a coordinator of the developmental goals. The researcher argues that, to eliminate misunderstandings, corruption and haphazard implementation, local government should be the main provider of services and development. The Constitution (RSA, 1996) as well as the NDP 2030 (National Planning Commission, 2012) make it clear that DLG is the responsibility of local government. Local government should take on this role with confidence, with the knowledge that they will not be undermined by NGOs with which they partner (Parnell et al., 2002; Van Donk et al., 2008).

As argued in chapter 2 the poor municipal service track record has meant that many communities have lost confidence in the ability of local government to fulfil this role. This has led to service delivery protests and NGOs taking on responsibility in some cases for service delivery and social development. When this happens, it can either lead to conflict between the two organisations, or a situation in which local government is “let of the hook” and becomes even more dysfunctional. A capacitated local government with a strong guiding IDP, should be able to provide basic services to the community and be the main implementer of the development agenda, in coordination with external partners like NGO.

7.2.10 Local government needs to tackle development in a holistic manner

As shown in chapter 2, definitions of development are often limited to economic interpretations. However, the social dimension, like gender, social capital, norms and values, as well as religion, needs to be taken into account too (Theron & Mchunu, 2016:7). For local government to fulfil its developmental role, development must be

approached in more holistic manner. When development is seen to function in this manner, it also makes room for a changing or dynamic and resilient community, which, in turn, promotes co-creation and production. In this manner, as explained in section 4.3 the building blocks of development are addressed and accommodated. This holistic view of development will have to come from National government and be communicated down to provincial and local level. The researcher would also encourage NGO's to have and communicate this holistic view.

7.2.11 Local government should harness the potential of FBOs

As discussed in chapter 3, FBOs are uniquely positioned and have a significant impact in the field of development. The faith aspect of an organisation does give it a unique edge. FBOs with their close links to churches and other faith communities often engender a great deal of trust. This is an area in which government struggles and more P4s with FBOs could be beneficial. As gleaned from the interview with the National Director of WWSA the Biblical concept of serving forms the backbone of WWSA's work. Not only does WWSA want to serve the community, but it also influences how they partner with local government. Their goal is to serve and respect local government, which should engender mutual trust. FBOs are often linked to churches or other local religious communities, which in turn could strengthen public participation, as well as the other building blocks of development.

FBOs often have a wealth of local knowledge or indigenous knowledge systems (IKS), and social capital and resources to be harnessed by local government. Chambers (2005:200) argues that social capital is used by economists as well as social scientist for analytical planning. The researcher would argue that this knowledge should be better utilised by local government. Theron and Mchunu (2016:360) state that local people are capable of generating their own solutions and IKS can bridge the gaps between the scientific knowledge of change agents and local awareness and practise. This approach is also central to the building blocks principal.

7.2.12 Social Development should be given more attention in municipal IDPs

As shown in chapter 2, section 2.5.1, little attention has been given to social development in municipal IDPs. There needs to be a deeper integration between service delivery and social development for authentic and sustainable development to take

place. If local government keeps its focus only on delivering basic services without also focusing on underlying causes of poverty, it will always fall short of fulfilling its developmental role. Many NGOs take up the social development role as it fits naturally with their mission and goals. The researcher would encourage closer collaborative and co-produced P4s in this area between these organisations and municipalities.

7.3 Conclusion

The development debate has been raging for almost a hundred years (Burkey, 1993; Clark, 1991; Carmen, 1996). So much has been written, so many brilliant studies conducted. Yet, the poor are still poor, governments across Africa and the so-called developing world are rife with corruption, and people are still suffering.

Governments have been seen to fail their people and NGOs, INGOs and FBOs have been called into these spaces to fill a leadership and competency gap. The questions that the researcher wanted to answer concerned whether this has helped? More and more authors are questioning not only the impact of NGOs, but even the motives (Godrej, 2014; Hickel, 2017; Matthews, 2017). Large INGOs and NGOs become inefficient and inward focused and smaller NGOs are seen to have limited impact. Corporatisation and commercialisation of the NGO sector has also influenced NGOs negatively and this meant that they lose track of their original mission and purpose.

NGOs, mostly not intentionally, often undermine the working of local government. The researcher believes that there is a “sweet spot” for NGOs in this space that involves partnering with local government. Their intention should be the strengthening of local government. NGOs like WV don’t want to be seen to support a particular political party, thus moves towards having an a-political civil service, should further encourage NGO involvement. IDPs have not been successful in imbedding planning processes within the community. The WVSA model of using LEDs and IDPs as starting points in assessing the needs in a particular municipality is effective and can easily be replicated. It builds trust and makes for good working relationships between the organisations. It does not undermine the relationship of the community with local government but still encourages the community to hold the local government accountable. This “sweet spot”

should be celebrated by local government and replicated by other NGOs. The researcher upholds the argument that one needs to start at the local level if one wants to serve the people of South Africa. Municipalities should be strengthened. The change needs to be from the bottom up (Burkey, 1993; Theron, 2008; Theron & Mchunu, 2016).

WV started as a small evangelical organisation and has grown to a large INGO operating in more than 400 countries worldwide. As shown in chapter 5, they focus on community development with child wellbeing at its centre. WVI and WVSA in particular work through partnerships with churches, civil society and governments. Although the organisation by no means is without problems and failings, the researcher would argue that the way in which WVSA approaches partnerships with local government is effective.

It is worth noting that, while the researcher would rate the partnership between WVSA and Ubuhlebezwe Municipality as successful and worth replicating, the overall health of that municipality is still questionable. In the run-up to the 2016 municipal elections, Good Governance Africa commissioned the research company Markdata to include questions on the quality of local government in their 2015 national survey. They used 15 indicators encompassing administrative, economic development and service delivery-related variables. According to their ranking, Ubuhlebezwe Municipality came out at 207, which is low (Africa in Fact, 2016: 63-95). This shows that there is much room for improvement, but also that WVSA chooses to work where there is a real need and where the organisation can make a difference both in the community and in local government.

Chapter 4 highlighted the effectiveness of a P4 in terms of development. NGOs have to play an important role in strengthening the State in their developmental role. There are many new and interesting ways for partnering that incorporate innovations and new business models. These strategies and partnerships should focus on accommodating the building blocks of development i.e. participation, mutual social learning, capacity building, empowerment and sustainable development (Theron and Mchunu, 2016:17-20).

The researcher believes that the political-administrative dichotomy at municipal level in South Africa is of concern and is not receiving enough attention. Although this study did not have sufficient scope to address this challenge, the researcher would argue that political appointments seriously hamper the effective running of many municipalities. In Ubuhlebezwe Municipality, staff from both WVSA and the municipality was unwilling to discuss this issue. This is an indication of the level of intimidation and fear that is present.

In a country where 86% of the population profess to be Christian (BusinessTech, 2016), FBOs and particularly Christian FBOs can play an unique role. As discussed in chapter 3, progressive Pentecostalism addresses the development holistically. Although research on this is limited, it has been shown to be successful. Collaborative, co-produced P4s between local government and these organisations could be successful and need further investigation. Another question that needs further investigation is the role of the church in relations to FBOs. Should the church be involved directly in development issues or “outsource” this role to FBOs like WV?

The case study with Ubuhlebezwe Municipality has confirmed that there indeed is a “sweet spot” for partnership between NGOs and municipalities. This then confirms the hypothesis, as stated in 1.5, that NGOs are key stakeholders in local government and that the type of collaborative co-produced P4s and programmes/ projects implemented by WVSA strengthens local government and supports it in fulfilling their mandate to serve the local community. Although it must be pointed out that this could be significantly improved if the community was named as a key partner right from the start. Together NGOs and government must serve the people. Perhaps then there will be a South Africa governed for the people by the people.

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Annexures

Annexure 1

MOU between WWSA and Ubuhlebezwe Municipality.

MEMORANDUM OF UNDERSTANDING (MoU)

BETWEEN



WORLD VISION SOUTH AFRICA (033-691-NPO)

(Herein represented by Ixopo Area Development Programme)

AND



UBUHLEBEZWE LOCAL MUNICIPALITY (KZ5a5)

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AGREEMENT WHEREBY THE PARTIES AGREE AS FOLLOW:

I PREAMBLE

- I.1 WHEREAS, the Ubuhlebezwe Local Municipality is the steward and custodian of development in this community and is mandated to coordinate government and civil society organization for the benefit of the people and provides services in line with the constitution of the Republic of South Africa to the communities.
- I.2 WHEREAS, the Municipal Structures Act No. 117 of 1998, as amended, makes provision for the division of powers and functions between the district and local municipalities. In this instance it assigns the district wide functions to the Harry Gwala District Municipality (DC 43) and most day to day service delivery functions to Ubuhlebezwe Local Municipality (KZ515).
- I.3 WHEREAS the Integrated Development Plan (IDP) is the master plan of the municipality for the execution of services delivery programme. The IDP is prepared in terms of the Municipal Systems Act Number 32 of 2000 as amended. It integrates and coordinates service delivery within the municipality. It harnesses and aligns the resources of the municipality and other service providers, including the non-state sector in assisting the municipality in fulfilling its development mandate, and lastly, it forms the basis upon which the annual budgets of the municipality, other organs of the state and other non-state service providers is based.
- I.4 WHEREAS, World Vision South Africa is the child focused, Christian, community-based, non-profit and non-governmental organisation that seeks to promote human transformation by facilitating Health, HIV/AIDS and Nutrition, Education and Economic Development projects; and by building the capacity of communities to influence the quality, efficiency and accountability of public services in a non-violent approach in the Ubuhlebezwe Local Municipality.
- I.5 WHEREAS, World Vision South Africa is guided by the Humanitarian Imperative that indicates its impartiality, neutrality and independence. While a Christian organization, World Vision South Africa will not discriminate

according to politics, gender, race or creed and would not be associated with any discrimination or favoritism in its engagements.

- I.6 WHEREAS, the Parties share a common understanding of and commitment to the goals and priorities set out in Legislation of the country, the Municipal Systems Act (Act 32 of 2000) and World Vision South Africa policies.
- I.7 AND WHEREAS, the Parties acknowledge the importance of public involvement and participation in the development and implementation of community development, disaster risk management and advocacy programs and policies and commit to synergistic coordination, collaboration and co-operation between themselves in the facilitation of the same for improved well-being of children, their families and communities in Ubuhlebezwe Local Municipality.
- I.8 NOW THEREFORE, the Parties hereby agree as set forth below.

2. INTERPRETATION

- 2.1 In this MoU, unless the context indicates a contrary intention, the following words and expressions bear the meanings assigned to them and cognate expressions bear corresponding meanings:
 - 2.1.1 **“ADP”** refers to Ixopo Area Development Program which is a branch of World Vision South Africa operating in Ubuhlebezwe Local Municipality.
 - 2.1.2 **“CBO”** refers to Community-Based Organisation
 - 2.1.3 **“Local government”** refers to Ubuhlebezwe Local Municipality and its aligned departments and institutions;
 - 2.1.4 **“Implementing partners”** refers to World Vision South Africa partners that support this project in areas of expertise;
 - 2.1.5 **“FBO”** refers to Faith-based Organization;
 - 2.1.6 **“MoU”** refers to this Memorandum of Understanding read with all its annexures;
 - 2.1.7 **“Parties”** refers to the parties to this MoU;
 - 2.1.8 **“Province”** refers to KwaZulu-Natal;
 - 2.1.9 **“NGO”** refers to Non-Governmental Organization

2.1.10 “Signature Date” refers to the date of signature hereof by the Party last signing; and

2.1.11 “**World Vision South Africa and abbreviated as WVSA**” refers to, a not-for-profit organisation registered as section 21 company according to the laws of South Africa, registration number 033-691-NPO.

3. PARTIES

3.1 The Parties to this MoU are Ubuhlebezwe Local Municipality and World Vision South Africa;

3.2 World Vision South Africa is an international Christian based relief, not-for-profit, community-based and child focused Development and Advocacy organization working to promote human transformation and to contribute measurable impacts to the well-being of children, their families and communities. World Vision South Africa office began its operations in 1967 through childcare projects and is currently in six of the nine (9) provinces (namely, Free State, Western Cape, Eastern Cape, KwaZulu-Natal, Gauteng and Limpopo) in the country. It is committed to community development through various sectors of which Health, HIV and AIDS and Nutrition is one of them. World Vision South Africa also implements Disaster Risk Management interventions. It also, through Advocacy promotes justice by seeking to change unjust structures that affect children and communities. It facilitates citizen education on rights and responsibilities and promotes community participation in improving health service delivery by increasing dialogues between ordinary citizens and the state or service providers

3.3 The Parties agree to a cooperative relationship based on mutual respect and understanding to improve quality of community development services in an equitable, efficient and cost-effective way.

4. PURPOSE AND SCOPE OF MoU

- 4.1 The purpose of this MoU is to set out an understanding and set the framework between the Parties to facilitate liaison and interaction between the two (2) Parties on areas of mutual interest and shared goals.
- 4.2 This MoU relates to the areas of collaboration between the Parties, clarifies respective roles and responsibilities and outlines mechanisms in place to promote effective relationships. This MoU does not affect existing statutory functions or amend any other policies or agreements relating to the activities of the Parties.
- 4.3 The Parties share the goal of supporting all relevant health, education and local economic development priorities including the latest legislative and policy directives from the South African Government as it relates to specific development objectives and outcomes in this province.
- 4.4 World Vision South Africa is funded by individuals who sponsor children who are from South Africa and other parts of the world; it also receives funds from institutional donors and corporates. Ixopo Area Development Program (ADP) in Ubuhlebezwe Local Municipality is funded primarily by World Vision Australia. The programs in other provinces are funded by different countries, for example, World Vision Canada, World Vision United States, World Vision Taiwan, World Vision Malaysia, World Vision United Kingdom and World Vision South Africa. Any assistance, support or undertakings offered by World Vision South Africa to Ubuhlebezwe Local Municipality in terms of this MoU is subject to the availability of continued funding.
- 4.5 Both parties shall be guided by their own financial and procurement procedures when finances are involved in the work of this MoU.

5. DESCRIPTION OF WORLD VISION SOUTH AFRICA INVOLVEMENT IN UBUHLEBEZWE LOCAL MUNICIPALITY

World Vision had been in operation in Ubuhlebezwe Local Municipality for eleven (11) years. The organisation aims at contributing towards the wellbeing of children, and building thriving communities where all can enjoy security, opportunity, and happiness. World Vision South Africa facilitates the

development of partnerships with government and other stakeholders engaging and collaborating involved in improving the lives of children, their families and communities. The primary operational or focus areas of World Vision South Africa in Ubuhlebezwe Local Municipality are wards 3, 11 and 12. These cover thirty three (33) villages with an estimated population of 14 500 or 14.3% of the total population of the Municipality. The total population of Ubuhlebezwe Local Municipality is 101 690 people. The development programs of the Ixopo ADP are limited to the catchment communities as per the agreement and as contained in the Program Design Document. Advocacy, training events and awareness campaigns can be spread across the entire Municipality. Any other work outside the three wards will be negotiated between the two parties and will be subject to approval by the Integrated Programs Leadership. These will be designed and implemented as Specially Funded projects. World Vision South Africa's work is based on three pillars namely transformational development (Community Development or poverty alleviation), Humanitarian Emergency Affairs (Disaster Risk Management) and Advocacy. The following is the summary of work we do in Ubuhlebezwe Local Municipality;

5.1 In Transformational Development

- Sector interventions in Health, HIV/AIDS and Nutrition, Child Protection and Participation, Education and Local Economic Development

5.2 In Disaster Risk Management

- Addressing preparedness, response to disasters and community resilience in partnership with stakeholders like government, churches, civil society organizations and business; and
- Ensure Disaster Risk reduction for all those doing community development in Ubuhlebezwe Local Municipality in line with the Hugo Framework of Action and the National Disaster Management Act and Framework

5.3 In Advocacy

- Launch of Citizen Voice and Action in Ubuhlebezwe Local Municipality;

- Strengthen the functioning of governance structures especially Clinic Committees, Hospital Boards and District Health Council among others;
- Using the Child Protection and Advocacy model ensure that community structures and systems are child friendly and that all cases of abuse toward children are not only reported but also effectively dealt with;
- Involvement of Faith Leaders in social justice for children in health and education issues using the Channels of Hope model;
- Support for other local level advocacy that includes ensuring that communities engage meaningfully in the integrated Development planning process and other public participation forums; and
- Conducting of awareness on issues related to the health, education, protection, participation and spiritual nurture of children through key moments or dates in the South African calendar-Conducting community conversations and reflections that should inform community plans for development to improve the well-being of children

6. UNDERTAKINGS BY WORLD VISION SOUTH AFRICA

- 6.1 **World Vision South Africa** undertakes, for the duration of this MoU, to:
- 6.1.1 Adhere and commit to the legislative and policy expectations of the Republic of South Africa with respect to the provision of community development services.
 - 6.1.2 Dedicate resources, including financial and human capacity to the prioritized projects. This will be in accordance to the administrative and procurement system of World Vision South Africa.
 - 6.1.3 Build relationships and network with public departments, public institutions, other NGOs and community-support structures as relevant with the help of Ubuhlebezwe Local Municipality.
 - 6.1.4 Encourage other non-profit organizations that operate in the Municipality to participate in the development dialogue and initiatives between World Vision South Africa and the Municipality.
 - 6.1.5 Provide periodic reports, in form and substance to be agreed upon by the Parties, on donor funded activities in Ubuhlebezwe Local

Municipality, including the sharing of information on targets and results.

- 6.1.6 Establish a schedule of planning and feedback meeting, and hold periodic meetings between project personnel and appropriate stakeholders in collaboration with the Municipality.
- 6.1.7 Verify all external communication on projects and activities with the Ubuhlebezwe Local Municipality in writing before the publication of such information.
- 6.1.8 Implement the Health, Nutrition and HIV and AIDS, Education, Local Economic Development and other Child wellbeing as well as advocacy models and projects in line with the design documents of Ixopo ADP and other Specially Funded projects.

7. UNDERTAKINGS BY UBUHLEBEZWE LOCAL MUNICIPALITY

- 7.1 The Ubuhlebezwe Local Municipality undertakes, for the duration of this MoU, to:
 - 7.1.1 Provide World Vision South Africa with access to reliable, accurate and relevant information on statistics, strategies, policies and service charters of the work they do where appropriate.
 - 7.1.2 Assist World Vision South Africa to get decent place to operate from at no cost or very reasonable prices to ensure that maximum budget goes for community development initiatives.
 - 7.1.3 Ensure that World Vision South Africa plans are included and prioritized in the Integrated Development Plan (IDP) and that the copy of such is made available to World Vision South Africa Head Office in hard and soft copy.
 - 7.1.4 Resolve by a Council resolution that Ubuhlebezwe Local Municipality concludes this MoU with World Vision South Africa as a Special Purpose Vehicle to support the Municipality through the World Vision Ixopo ADP priority programs. The Municipality is expected to provide or contract a skilled project support specialist to support Ixopo ADP to plan and execute the Special Projects.

- 7.1.5 Resolve by a Council resolution that World Vision South Africa supports Ubuhlebezwe Local Municipality to mobilize resources to plan and implement Specially Funded Projects.
- 7.1.6 Provide endorsement letter for World Vision South Africa when applying for institutional and other funds as and when needed.
- 7.1.7 Assign a dedicated personnel and/or a contact person to work closely with World Vision's Ixopo ADP staff.
- 7.1.8 Ensure that children's voices are captured in Municipality decisions through such forums like a Junior Council which is mentored and coached by the councillors for children between the ages of 12-18 from local schools.
- 7.1.9 Work to ensure cooperation between Parties to provide effective, coordination with other government department, NGOs, CBOs, FBO and businesses operating within the same Municipality.
- 7.1.10 Review on a regular basis in collaboration with World Vision South Africa the implementation of action plans jointly developed with communities to bridge any policy implementation gaps.
- 7.1.11 Support World Vision's ADP office to source experts to educate and train communities in Health, Education, Local Economic Development, Children and Women as well as related matters in partnership with World Vision South Africa.
- 7.1.12 Where appropriate and to the extent feasible provide logistical arrangements like venues under their authority for community and events included in agreed activities.
- 7.1.13 Support and work co-operatively with implementation of World Vision South Africa's initiatives in the identified area.
- 7.1.14 Where appropriate acknowledge the contributions made by World Vision South Africa and its implementing partners in brochures and public awareness materials that have been jointly developed- and be promoted in meetings, seminars, summits, and conferences taking place in the Harry Gwala District Municipality and the Province of KwaZulu-Natal.

7.1.15 Verify all external communication on World Vision South Africa activities in writing before publication of such information.

8. MEETINGS AND SHARING OF INFORMATION

- 8.1 The Parties agree to meet at regular intervals (at least bi-monthly) to discuss implementation and impact of this MoU, matters of mutual interest, including program sustainability and local capacity-building, to share experiences, lessons learned and best practices. Specific programming priorities and projects are contained in “**Annexure A**” of this MoU. The Parties agree to discuss these in detail during meetings and develop specific implementation and monitoring plans for each intervention or project.
- 8.2 The Parties agree to provide each other with information as may be needed to facilitate their mutual understanding and to evaluate the effectiveness with respect to implementation of this MoU and activities being undertaken.
- 8.3 The Parties agree to furnish each Party with human resource capacity for each program and/or project. Each Party will advise the other Party if there are human resource capacity changes, and/or expect changes in the foreseeable further.
- 8.4 In cases where, as a result of the exercise of its statutory functions, a Party has information of importance to the other Party, such information will be shared with the relevant Party.
- 8.5 World Vision South Africa intends to disclose information to Ubhlebezwe Local Municipality when it considers it to be in the public interest.
- 8.6 In keeping with the character of this MoU, the Parties will discuss matters as openly and as regularly as possible by both formal and informal contact. This will include:
- 8.6.1 Sharing information about priorities, concerns, approaches and initiatives, which are relevant to the shared aim of improving the well-being of children, and their families in the community;
 - 8.6.2 Inviting contributions to policy and operational guidance, reports and other mechanisms, as appropriate, in order to ensure factual

accuracy, to benefit from each other's knowledge and expertise, and to promote consistency of advice; and

- 8.6.3 Assisting the other, as appropriate, in providing information for investigations and initiatives to promote the objectives of the two Parties.

9. GOVERNANCE

- 9.1 In order to ensure the smooth implementation of the MOU, an appropriate governance structure is required. The agreed governance structure for the MoU includes the following;
- 9.1.1 Dedicate senior officials from both Ubuhlebezwe Local Municipality and Ixopo ADP for World Vision South Africa. Each Party will identify a senior official that will be able to represent such a Party at the meetings as needed, but will hold at least one formal Senior Officials' Meeting per annum.
 - 9.1.2 Dedicated programme and project implementing field teams including service providers contracted to support overall implementation of this MoU will report to their respective senior officials of both parties.
 - 9.1.3 Each Party will host the meeting on an annual rotating basis (commencing with World Vision South Africa). The minutes of the meeting will be recorded by the ADP Manager or designate. The objectives of these meetings are to: a) Review progress in the implementation of the MoU in the previous year; and b) Set and agree on priorities for the year in line with the Ubuhlebezwe Local Municipality Integrated Development Plan (IDP) and World Vision South Africa's Ixopo ADP Detailed Implementation Plan (DIP).
 - 9.1.4 Both Parties agree to share programming contents of the IDP and the DIP respectively during the implementation of this MoU.

10. WARRANTS AND INDEMNITIES

- 10.1 Each Party acknowledges in entering into this MoU that it does not do so on the basis of, and does not rely on, any representation, warranty or other provision, whether express or implied, except as expressly provided in this agreement, and all conditions, warranties or other terms implied by law are excluded to the fullest extent permitted by the laws of the Republic of South Africa.

11. BREACH

- 11.1 Should any party commit a breach of this MoU and fail or refuse to rectify that breach within 30 (thirty) days after receipt of a written notice from the other party, calling upon the guilty party to rectify that breach, the innocent party shall be entitled, without prejudice to any other of his rights, to forthwith cancel this MoU by written notice to the guilty party.

12. CONFIDENTIALITY

- 12.1 Each Party undertakes to keep confidential information and not to disclose it to any third party, save as may be required in law or permitted in terms of this MoU, the nature, content or existence of this MoU and any and all information given by a Party to another Party pursuant to this MoU.
- 12.2 No announcements of any nature whatsoever shall be made by or on behalf of a Party relating to this MoU without the prior consent of the other Party, save for any announcement or other statement required to be made in terms of the provisions of any law in which event the Party obliged to make such statement shall first consult with the other Party in order to enable that, in good faith, to attempt to agree on the content of such announcement, which (unless agreed) must go no further than is required in terms of such law or rules.
- 12.3 The provisions of clause 12.1 shall not apply to disclosure made by a Party to its professional advisors or consultants, or to any judicial or arbitral tribunal or officer, in connection with any matter relating to this MoU or arising out of it.

13. CO-OPERATION

- 13.1 The Parties undertake at all times to co-operate with each other in good faith in order to carry out this MoU. The Parties further undertake not to take any action or to omit taking any action which will result in delaying or impeding the implementation of this MoU.

14. Assignment

- 14.1 No party may assign the benefits or obligations of this MoU without the prior written unanimous consent of the other parties. If the proposed assignment is to a parent subsidiary or associated organization the other parties shall not unreasonably withhold their consent.

15. DISPUTE RESOLUTION

- 15.1 If any conflict arises in respect of the provisions contained in this MoU and any other related agreement, except any agreement specifically adding to or amending this MoU, the provisions contained in this MoU shall take precedence.
- 15.2 Any disagreements will normally be resolved amicably at working level. If this is not possible, the focal contact points will seek to settle the issue and ensure a mutually satisfactory resolution. Senior management of both parties will be involved as necessary.
- 15.3 In the event of a dispute between the parties concerning any obligation or actions outlined in this MOU, the following dispute resolution process will be available:
- 15.3.1 The parties must first pursue an informal discussion within a time period of ten (10) working days of first notification of the dispute;
 - 15.3.2 Should the dispute remain unresolved and further action is desired, the Parties shall agree on the appointment of an impartial person to act as mediator or arbitrator;

15.3.3 In the absence of agreement on the appointment of a mediator or an arbitrator, the matter shall be referred to the Arbitration Foundation of South Africa to appoint mediator or an arbitrator;

15.3.4 If the mediation fails, the arbitrator shall decide on the dispute and the decision shall be final and binding on the parties to the dispute and may be made an order of any competent court at the instance of any of the parties to the dispute.

16. NOTICES AND DOMICILIA

16.1 The parties choose as their *domiciliary citandi et executandi* their respective addresses set out in this clause for all purposes arising out of or in connection with this MoU at which addresses all processes and notices arising out of or in connection with this MoU, its breach or termination, may validly be served upon or delivered to the parties.

16.1.1 For purpose of this agreement the parties respective addresses shall be:

Ubuhlebezwe Local Municipality

29 Margatet Street

IXOPO

KwaZulu-Natal

3376

Tel: +27 (0) 39 834 7700

Fax: +27 (0) 39 834 1168

World Vision South Africa

268 Kent Avenue, M/S Ferndale

Randburg, Gauteng

2194

Tel: +27 (0) 11 285 1700

Fax: +27 (0) 113264223

- 16.1.2 Or at such address in the Republic of South Africa of which the Party concerned may notify the other in writing provided that no street address mentioned in this sub-clause shall be changed to a post office box or poste restante.
- 16.2 Notwithstanding anything to the contrary contained or implied in this MoU, a written notice or communication actually received by one of the Parties from another including by way of facsimile transmission shall be adequate written notice or communication to such Party.
- 16.3 All and any notices to be given in terms of this MoU will be in writing and will-
- 16.3.1 If delivered by hand be deemed to have been duly received by the addressee on the date of delivery
- 16.3.2 if sent by telefax during business hours, be deemed to have been received on the date of successful transmission of the telefax; any telefax sent after business hours or on a day which is not a business day will be deemed to have been received on the following business day.
- 16.3.3 If posted by prepaid registered post, be deemed to have been received by the addressee on the eighth (8th) day following the date of such posting.
- 16.4 Any notice in terms of this MoU shall only be validly given if in written or printed paper based form. For the avoidance of doubt, where any provision of this MoU requires any Party to perform any act in writing, this requirement will only be satisfied if such performance is made in a written or printed paper base form. The provisions of the Electronic Communications and Transactions Act, No. 25 of 2002, in this regard are expressly excluded from this MoU, and data messages (as defined in that Act) are excluded as a valid form of notice in terms hereof.
- 16.5 Notwithstanding the above, any notice given in writing, and actually received by the Party to whom the notice is addressed, will be deemed to have been properly given and received, notwithstanding that such notice has not been given in accordance with the provisions of this clause.

17. VARIATION

- 17.1 No addition to or variation, consensual cancellation or novation of this MoU and no waiver of any right arising from this MoU or its breach or termination shall be of any force or effect unless reduced to writing and signed by the Parties.

18. APPLICABLE LAW AND JURISDICTION

- 18.1 This MoU will in all respects be governed by and construed under the laws of the Republic of South Africa.
- 18.2 Subject to the provisions of clause 15, the Parties hereby consent and submit to the non-exclusive jurisdiction of the magistrate court in the Republic of South Africa in any dispute arising from or in connection with this Agreement. The Parties agree that any costs awarded will be recoverable in accordance with the Court tariff, determined on an attorney and own client scale.

19. COMMENCEMENT AND DURATION OF MoU

- 19.1 This MoU shall commence upon signature date and shall remain in force for a period of five (5) years, not exceeding September 2020. The MoU may be terminated when either Party giving three (3) months written notice to the other Party.

20. CHILD PROTECTION

- 20.1 Both parties shall adhere to World Vision South Africa Child Protection and Behaviour Protocols for all joint events and when dealing with children directly.

21. GENERAL

- 21.1 This agreement constitutes the whole agreement between the parties as to the subject matter hereof and no agreements, representations or warranties between the parties regarding the subject matter hereof other than that set out herein are binding on the parties.
- 21.2 Failure or delay on the part of any Party in exercising any right, power or privilege hereunder will not constitute or be deemed to be a waiver thereof, nor will any single or partial exercise of any right, power or privilege preclude any other or further exercise thereof or the exercise of any other right, power or privilege.
- 21.3 Neither this MoU nor any part, share or interest therein nor may any rights or obligations herein be ceded, assigned, or otherwise transferred without the prior written consent of the other Parties.
- 21.4 Any consent or approval required to be given by any Party in terms of this MoU will, unless specifically otherwise stated, not be unreasonably withheld.
- 21.5 This MoU may be executed in one or more counterparts, each of which shall be deemed an original, and all of which together shall constitute one and the same MoU as at the date of signature of the Party last signing one of the counterparts. The Parties undertake to take whatever steps may be necessary to ensure that each counterpart is duly signed by each of them without delay.
- 21.6 Each party shall bear its own costs and expenses in connection with the negotiation, preparation and execution of any further agreements and this MoU.

22. SIGNATURE

- 22.1 Signed on behalf of the Parties as set out, each signatory warranting that he or she has due authority to do so;

SIGNED at _____ this day _____ of _____
2014

For and on behalf of

**WORLD VISION SOUTH
AFRICA**

Signature

AS WITNESSES

1. Name: _____ Signature:

2. Name: _____ Signature:

SIGNED at _____ this day _____ of _____
2014

For and on behalf of
**UBUHLEBEZWE
MUNICIPALITY**

Signature

AS WITNESSES

1. Name: _____ Signature:

2. Name: _____

Signature:

ANNEXURE A

This Annexure presents and describes programming activities as understood by both Parties undertaking the implementation of this MoU.

1. World Vision South Africa, through its Ixopo Area Development Programme (ADP) wants to improve the well-being of children in 3853 families in selected communities of Ubuhlebezwe Local Municipality by planning and facilitating three core community development programmes.
2. The Ixopo ADP prioritized three programmes, namely; a) Local Economic Development (LED), b) HIV and AIDS, Health and Nutrition, and c) Education Support Programmes.
3. These three programmes are encapsulated in the overall programme strategy, which is Child Sponsorship Programme.
4. Together, these programmes want to; a) increase income levels of targeted households, b) contribute towards increasing the percentage of children who attain functional levels of reading, basic math, and essential life skills in selected primary schools, c) contribute towards reducing deaths of children under the age of 5 years by 50% and alleviating the impact of HIV and AIDS on children aged 6-18 years in selected communities in the Ubuhlebezwe Local Municipality.
5. This MoU motivates for a structured collaboration between Ubuhlebezwe Local Municipality and World Vision South Africa Ixopo Area Development Programme to prioritize the planning and implementation of projects for the 2014/15 financial year.
 - 5.1. LED Project 1: Establishment of pack house and an agro-processing facility in Highflats and structured support for emerging and small farmers
 - 5.2. LED Project 2: Establishment of a viable honey production and processing industry commencing with Mariathal and eMashakeni communities
 - 5.3. LED Project 3: Identification, funding, construction and supervision of 'home industry' type rural enterprises prioritizing micro-bakeries

- 5.4. LED Project 4: Investigation, establishment and operation of Financial Services Co-operative (FSC) that will develop appropriate financial products and services that support income generating endeavours for the poor
 - 5.5. Disaster Management Programme: Developing a community-led Disaster Risk Reduction Plan for the Municipality
 - 5.6. Health Programme: Roll-out of Health, HIV and AIDS and Nutrition programme in order to improve access to essential health services for children and alongside with their parents and caregivers through continued dialogue and collaboration with health and HIV & AIDS sector players
 - 5.7. Education Programme: Making appropriate contributions to education that seeks to improve academic performance of children mathematics and literacy levels of children in the Early Childhood Centres and the foundation phase
6. Ubuhlebezwe Local Municipality further wants the World Vision South Africa Ixopo ADP to assist the Municipality to plan, resource and implement other projects. This MoU regards such initiatives as “Special Projects”. The first three (3) projects wants to;
- 6.1. Investigate the feasibility, develop a business plan and mobilize the resources to establish and operate a vocational school in the town of Highflats
 - 6.2. Investigate the feasibility, develop a business plan and mobilize resources to establish and operate the learner support centre for the senior phase in the town of Ixopo
 - 6.3. Support the Municipality to plan and execute the Disaster Management priorities

SIGNED at _____ this day _____ of _____
2014

For and on behalf of
**WORLD VISION SOUTH
AFRICA**

Signature

SIGNED at _____ this day _____ of _____
2014

For and on behalf of

**UBUHLEBEZWE
MUNICIPALITY**

Signature

Annexure 2

Key informant Interview Guide (World Vision Staff)

1. What is your job title and how long have you been in this position?
2. Have you worked with the local municipality as part of your current role? If yes, could you please provide more detail.
3. In your opinion, has World Vision contributed to the work of the municipality and in which way?
4. How often do you meet with the presentative of the local municipality?
5. How often to you meet with community members?
6. How do you think the community views World Vision with regards to its commitment to public participation and P4s?
7. Do you have formal work arrangements with the municipality which relate to enhancing public participation and P4s?
8. If World Vision withdraws from this area, what would be the impact?
9. In relation to public participation and the establishment of P4s, is the contribution Word Vision makes positive or negative? And why?
10. Do you think there are other ways that World Vison could contribute to the work of the municipality in relation to public participation and the establishment of P4s?

Annexure 3

Interview with Paula Barnard WWSA Director

1. What are your views on collaborative P4s between NGOs and local government?
2. Was the kind of partnership with Ubuhlebezwe Municipality deliberate or did it come about organically?
3. How successful would you rate the partnership, in relation to collaborative P4s?
4. Will you replicate the type of partnership that was formed between WV and the municipality?
5. What other kind of agreements do you have with other local municipalities?
6. What do you think is the role that NGOs should play in local Government?

Annexure 4

Key informant Interview Guide (Municipal officials)- LED and Tourism Manager

1. What is your job title and how long have you been in this position?
2. Have you worked with World Vision as part of your duties with the municipality? If yes, could you provide more details?
3. In your opinion, has World Vision contributed to the work of the municipality?
4. Has World Vision made your job easier or has it added to your work load?
5. How often do you meet with representatives from World Vision?
6. Do you have formal work arrangements (with World Vision)?
7. Have you ever received training from World Vision?
8. If World Vision withdraws from your area, what would be the impact?
9. Is the contribution World Vision makes positive or negative? And why?
10. What else could World Vision do to help the municipality?

Annexure 5

Focus Group Discussion guide questions with Municipal Wards members

1. Have you ever heard of World Vision?
2. What do they do in your community?
3. What does the municipality do in your community?
4. Does World Vision work with the municipality or do they do different things?
5. Is World Vision making a difference in your community?
6. What else would you like to see World Vision do?
7. What else would you like the municipality to do?