



**EXPLORING THE GOVERNANCE BENEFITS AND PITFALLS OF
COLLABORATION BETWEEN NON-GOVERNMENTAL ORGANISATIONS IN
SOUTH-AFRICA**

By

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DECLARATION

I declare that **EXPLORING THE GOVERNANCE BENEFITS AND PITFALLS OF COLLABORATION BETWEEN NON-GOVERNMENTAL ORGANISATIONS IN SOUTH-AFRICA** is a true reflection of my work and all the sources used in this study have been indicated and acknowledged using complete references and that this work or part thereof has not been submitted for any other degree at any other institution.

Signature

Date

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DEDICATION

To my husband, Lawrence Nkosivumile Ngxiya; my children, Likhanyo and Ntsikayethu; my mother, Nontuthuzelo Dlembula; my sisters, Ziyanda and Akhona; my late grandmother, Mamdee, who always encouraged me to not stop studying; my family; friends, and colleagues. This research is a true product of your inspiration and support. I hope that this study will inspire you as well. May God bless you.

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LIST OF ABBREVIATIONS AND ACRONYMS

NGO	Non-Governmental Organisation
INGO	International Non-Government Organisation
CSO	Civil Society Organisation
CBO	Community-Based Organisation
SAP	Structural Adjustment Programmes
DoSD	Department of Social Development
DoSR	Department of Sports and Recreation
DoH	Department of Health
DoE	Department of Education
CRA	Centre for Risk Analysis
USAID	United States Agency for International Development
SSC	State Social Contracting
DARSA	Diabetics Association of the Republic of South Africa
EDIT	Extractive Industries Transparency International
TAC	Treatment Action Campaign
ARV	Antiretroviral
IDASA	Institute for Democratic Alternatives in South Africa
FAMSA	Families South Africa
CPI	Corruption Perceptions Index
IYDSA	Institute for Youth Development South Africa
DoL	Department of Labour
WHO	World Health Organisation
FGPA	Family Group Practice Associations
FGP	Family Group Practice

SANGONet	South African NGO Network
SANCO	South African National Civic Organisation
FICA	Financial Intelligence Centre Act
BONEPOWA	Botswana Network of People Living with HIV/AIDS
SANGOCO	South African National NGO Coalition

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ABSTRACT

This study presents an overview of the state of the non-governmental organisation (NGO) sector in South Africa based on a review of collaboration with governance in available literature. The traces the robust growth of South Africa's NGO sector from the apartheid period through the post-apartheid era and up to the country's current status. Understanding why NGOs choose to work with the government is a crucial but frequently ignored issue. Collaboration with NGOs has been associated with an increase in failing states and their inherent inability to address the pitfalls, hence NGOs are left to close the gap. Edwards and Hulme (2013) argue on the differences in organisational structures, culture, forms, work style, and actor incentives are to blame for the mistrust and suspicion. The document highlights the legal framework under which the sector operates; explores philanthropic giving and volunteering patterns; identifies some broad issues the sector is facing including the regulatory framework, governance, transparency and accountability, resource mobilisation and strategic growth; and highlights opportunities for growth. Some similarities in the growth patterns, barriers, and prospects of collaboration between the NGO sectors and the governance of South Africa will also be explored. Collaborations must cross power views, values, resources, norms, and cultural boundaries to be successful, (Abdul-Hade, 2012). Despite the potential and advantages of NGO and government cooperation in developing nations, the factors that influence NGO-government collaboration have received very little attention. This study aims to respond to the question: What are the pitfalls and the benefits of NGOs and governance collaborating?

Keywords: Non-Governmental Organisation, Collaboration, Civil Society, Transparency, Accountability, NGO Collaboration.

CHAPTER 1: CONTEXT OF THE STUDY

1.1 Introduction

Non-Governmental Organisations (NGOs) were originally referred to as such in Article 71 of the 1945 Charter of the newly established United Nations. NGOs are non-profit organisations that are free from state interference, although they may receive government funding, even though there is no formal or set definition for them. The term “NGO” is comprehended to refer to those autonomous, non-membership, relatively permanent or institutionalized intermediary organizations, which work with grass-roots organizations in a supportive capacity, (Bebbington 2015).

Therefore, NGOs have become an important and vocal platform for the involvement of civil society in public affairs for community development and are referred to as the third sector . NGOs often fill the gaps left by the government in providing services and social security for citizens, which is where they play a key role in today's society, (Abu-Bakr, 2010). For example, NGOs have emerged as important global partners in tackling issues such as famine, poverty, natural and man-made disasters, and other requirements for human and social development.

Kamat (2013) emphasized that in order to ensure that these NGOs continue to play an important and growing role in serving the local communities, the researcher examined the body of governance in terms of its structure and collaboration with other organisations. The research focused on governance and NGOs and explored ways in which mechanisms related to good governance can be put in place to achieve prospected organisational effectiveness. Dalton & Dalton (2018), agree that the expansion partnership between NGOs and governance originated in changing attitudes in the 1960s and 1970s. A view took hold that merely transferring resources in the form of tools or funds was not an adequate response to poverty when that was rooted in structural problems.

Indeed such transfers could just preserve the situation by creating financial dependency. The researchers further elaborates that the establishment of research departments and policy units in South African NGOs marked this change in approach and contributed to its sustainment . The humanitarian function of NGOs evolved to embrace poverty reduction, environmental sustainability, gender equality and democracy, (Cronforth and Simpson 2012), for example: NGOs respond to emergencies, short-term relief and long-term rehabilitation, such as victims of war and of natural or man-made disasters. They raise money from the general public, the private

sector and governments, to pay for their work and to share as much as possible with their counterparts, to help in building the capacity of NGOs and to educate their own constituencies about the underlying causes of poverty, as well as drawing people into active lobbying and campaigning for change, (Kamat ,2013). On the other hand, NGOs have the basic responsibility for leading the development process in developing countries and the expertise to do so. Collaboration between NGOs and governance must be based on an equal partnership incorporating transparency, mutual accountability and risk sharing, which refers to the unequal relationship between donors, (Nair, 2017).

Al-Majali, (2019), who contend that a wide range of political, economic, and sociocultural tendencies hinder a state's provision of social services, chronicle the development of NGOs in South Africa and the associated rise in unstable and failed states. Nair, (2017) adds that his observations show that a lack of accountability and transparency, a lack of resources, and a high prevalence of corruption are all contributing factors to the rapid growth of NGOs in South Africa. As a result, the state's capacity to carry out essential social services and duties including security, administration, and education, is hampered. According to Balsler and Mclusky, (2015), they agree that NGOs are a major force in the delivery of health care and education, and the authors also complement that South Africa, and the rest of the globe had both experienced rapid growths in the non-profit sector.

Barauh (2017), elucidates that there are more than 100,000 legally recognised non-profit organisations in South Africa alone, and between 1997 and 2006, the number of NGOs had increased by more than 400%. To the majority of spectators, they appear to be actors with good intentions who contribute much to South Africa, however, NGOs also have critics who claim that while receiving increasing amounts of donor funding, they are not the best actors to improve people's lives, (Bebbington 2015). Bishop and Green (2018), points out that in recent years, the collaboration between NGOs and the government has become quite intricate. On the one hand, the government has increasingly acknowledged and supported the activities of NGOs, while on the other, NGOs have austere criticised government organisations for their strict bureaucratic and traditional viewpoints.

The government has also been working to hold NGOs responsible for its policies and the law of the land to guarantee that financial dealings are transparent, among other things, (Blagescu and Young, 2010). To guarantee the unbiased operation of state institutions at the local level, the NGOs are also working to hold government officials accountable to the public. Despite this

conflicting stance, there have been several areas where the government and NGOs have collaborated. According to Brest and Harvey, (2018), governance can be defined as the connection between the board of directors, senior management, and the general assembly in deciding the strategy and effectiveness of the NGO. The process of governance involves an organisation's key decision-makers deciding whom to involve and hold accountable for their actions. This study looks at exploring the governance benefits and pitfalls of collaboration between non-governmental organisations in South Africa. It examines the factors that affect collaboration between the NGOs and governance. (Callen, Klein and TinkeIman, 2013).

The contribution of this thesis is varied, as it:

- Explores the benefits and pitfalls of NGOs working collaboratively with governance;
- Highlights the factors that affect collaboration between NGOs and governance in South Africa;
- Highlights what motivates NGO collaboration with Governance in South Africa and;
- Provides a voice to elaborate on the collaboration of NGOs and governance;

This introductory chapter presents the background information and rationale for this research study. In addition, the research questions, aim, and objectives, as well as the research methodology and design, are introduced. The significance of the study is discussed, and the key concepts of the study are defined. Finally, a brief summation of the content of all the chapters in this research study is presented.

1.2 Background

Non-Government Organisations frequently develop from patrimonial traditions and economic downturns (Cronforth and Simpson 2012). In his writings, Dalton and Dalton (2018) emphasised how non-governmental actors support the governance by offering essential social services, and the idea of viewing NGOs as an extension of the executive branch is not new. Similar discoveries were made by Demirag and Clark (2012), who discovered that civic groups' actions improved governance performance. While this has widened the theoretical understanding of NGO and governance collaboration, it does not fully show the complexity of the relationship and its effects.

The provision of social services is a development strategy adopted by both governance and non-governmental organizations (NGOs); even private individuals are also involved in the provision of social services to the society, (Northcott and Smith ,2011). While the former make the provision, the beneficiaries who are the community often participate by contributing labour or counterpart funding. Hence, the combination of these variables results to community development, (Abramoff and McGuire, 2018).

Demirag and Clark (2012) explain that Non-Governmental Organization (NGO) is applied to many kinds of organization ranging from large based charities to local self-help organizations , both with an aim to improve the quality of life of the people. They are many private initiatives involved in development issues on a non-profit basis. Since the 1950s, NGOs have been playing increasing vital role in the formulation and implementation of development policy, becoming key actors in the political economy of development. From the foregoing, there has been increased collaboration with the government and aid agencies that could offer an alternative model of development and play a key role in democratization processes , (Abramoff and McGuire, 2018).

NGOs were seen as more administratively flexible, closer to the poor, innovative in problem solving reform and more cost effective than corresponding state partners. Donor pressure towards structural reform and privatization underlies the increased interest in NGOs as “service deliverers” – part of a wide and explicit objective to facilitate productive NGO-state collaboration, (Cheema *et al.*, 2013) .

Northcott and Smith (2011), noted that government social contracts are currently the largest source of funding for NGOs. However, to represent the needs and objectives of NGOs' members, ensure transparency of social contracts, increase the institutional capacity of public sector agencies, and strengthen the long-term partnership between NGOs and the government, state

contracting processes need to be improved (Duffy, 2014). However, the relationship between NGOs and governance has typically been one of dichotomy, Elbanna and Child (2018) agreed. Many NGOs complement governance initiatives while at the same time criticising certain of those initiatives, (Forbes, 2018). For example: Public service provision by governance has generally fallen short of expectations. Non-state providers may be perceived as stepping in where government services fall short in South Africa. The scenario is frequently inverted, with the government serving as the minority provider.

The majority of non-state service providers (commercial, traditional, religious, or non-governmental organizations) work independently of governance, concurrently with or in direct competition with the public sector. They occasionally operate as governance representatives on a contract basis. Foster (2012) commented once more that despite being labelled as the state's opposition, NGOs have continued to be most financially dependent on governance. Governance policies may serve as a guide and model for NGOs' policies, (Fowler 2018).

1.3 Problem Statement

The problem of this research emanates from the pitfalls of collaboration between governance and NGOs in South Africa that has been very weak because of security issues and lack of trust hence most NGOs prefer to work in isolation, as they feel that the governance does not have the capacity and capability in terms of qualified staff and communication facilities to collaborate effectively with them. Governance, on the other hand, feels that they have capacity and capability to collaborate with NGOs, but the NGOs have hidden political agendas which are the main purpose of their work, rather than providing services, and so they do not wish to collaborate closely with governance to deliver curative services to the conflict-affected people in South Africa, (Oman, Fries and Buiters, 2003).

The interaction between NGOs and governance is complex and diverse, and it is outside the scope of the study. Due to the lack of defined channels of communication between governance and NGOs, there is a lack of interaction with interest groups, including NGOs, and the capacity of governance to interact with NGOs is constrained. NGOs are wary of the role that they play in governance, and as a result, the governance is unsure of how it will contribute to the development of NGOs and hasn't done much to strengthen its ability to collaborate with them (Lewis, 2019). The collaboration, seamless in a time of crisis, was not always this strong because NGOs and

governance are different: they have different goals, different mandates, and different constraints hence collaboration seems to be impossible.

1.4 Research Questions and Objectives

The questions guiding the study are based on the governance pitfalls of collaboration between NGOs in South – Africa and it has been affected by conflict since 2003 and the governance has not been able to provide adequate curative services to the people. This study was conducted to explore the collaboration between governance and NGOs in South Africa, and to identify the factors that affect their collaboration, (Sillah, 2018).

1.4.1 Main research question

What are the benefits and pitfalls of South African NGOs and governance working collaboratively?

1.4.2 Sub questions

- What are the factors that affect collaboration between NGOs and the governance?
- What motivates NGO collaboration with governance.

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1.4.3 Aim of the study

- To Explore the governance benefits and Pitfalls of collaboration between non-governmental organisations in South-Africa.

1.4.4 Objectives of the study

- To determine the factors that affect collaboration between NGOs and governance.
- To identify the governance benefits and pitfalls of collaboration between NGOs in South Africa.
- To ascertain what motivates NGO collaboration with governance.

1.5 Research Methodology

The use of qualitative research methods was preferred for this study because they enable a critical examination of the pitfalls and benefits of governance collaborating with NGOs in South Africa, as well as the mechanisms for effective participation and how to strengthen working relationships and foster partnership between the two parties (Kabdiyeva and Dixon, 2014). To get a deeper knowledge of a phenomenon like collaboration, qualitative approaches were effective. In this instance, qualitative research techniques and instruments were appropriate for gathering information needed for such an analysis. The methodology that was employed was further described in the next sections of this study.

To comprehend the role of NGOs and the governance working together to address their obligations and the measures that can be utilised to address them, the research focused on exploring the pitfalls and benefits of governance working collaboratively with NGOs in South Africa. Both quantitative and qualitative research methods were used to address the specific objectives of this study, which were to: To identify the governance benefits and pitfalls of collaboration between NGOs in South Africa; To examine the factors that affect collaboration between NGOs and governance . Documentary data was collected from a review of government and NGOs reports and other published or unpublished reports in South Africa.

The interpretive paradigm was used in the investigation. The meaning that underlies human behaviour was explained by the interpretivist paradigm. According to Geller (2015), interpretivism enabled the researcher to comprehend a certain situation and its central opinion was the notion that reality was constructed. The insider's perspective was crucial for understanding social reality, according to the interpretative method of research (Achier, 2012). The interpretative paradigm sought to comprehend a certain context of this study .

1.6 Research Design

The researcher chose to utilise the methodology to examine the data. Both qualitative and quantitative research methods were employed by researchers, even though qualitative methods are connected with inductive reasoning and a phenomenological paradigm, and quantitative approaches are typically applied to problems needing a positivist and inductive approach. The goal of qualitative approaches for this study was to gain a thorough knowledge of people's experiences, motivations, and values by examining how they think and behave (Rossouw, 2012).

However, this approach was frequently criticised for being excessively subjective, biased, and unreliable. The collecting of objective data, exact measurements, and application of statistical analytic techniques were all promoted by quantitative methodology applied in the study.

Given that it would most effectively accomplish the research's goal; the study was descriptive-analytical. Since the institutional setting and legal framework were essential to comprehending these constraints, the major goal was to explore the benefits and pitfalls of NGOs collaborating with governance in South African context. Secondary sources of data were utilised in the study, such as academic works including reports, books, special studies, newspapers, encyclopedias, websites, magazines, Blog posts, photographs, manuscripts, biography, literature other library-housed materials and info-graphs were reviewed. Additionally, current information about NGOs administration were obtained online, (Sillah, 2018).

The two primary research methodologies used were quantitative and qualitative research. The study employed a qualitative research methodology. Discretionary approaches were the only solution to address research challenges (Watt, 2012). The researcher employed the qualitative research methodology because it was most suitable for an exploratory investigation (Malan, 2012). a qualitative approach that was used in this study enabled the researcher to go further into particular cases and uncover narratives of meaning, experience, or perception. The qualitative research examined the connection, circumstance, or materials that existed between processes and occurring.

1.7 Document Analysis

The source of data for this study was secondary data through document analysis. However, according to Shandra *et al.* (2010), it was crucial to think critically about the validity and quality of the data acquired through document analysis. The validity of the official documents was not a major concern for this study because, in most cases, they had been checked by numerous parties. On the other hand, the documents' quality varied and there may have been discrepancies in the information between those from different sources, though this was not being a big issue. The information gathered during this study may occasionally needed to be cross-checked and verified utilising academic sources, such as articles, papers, books, special studies, and other library-housed items. The most recent information was discovered on the internet. Using document analysis, information on the background, historical context was acquired. To understand how NGOs might collaborate with the governance in completing its tasks, it was necessary to evaluate policy and strategic declarations, evaluation reports, government reports,

and other pertinent materials. These records were gathered from official repositories and other pertinent parties.

1.8 Data Sources , Data Collection Techniques and Data Analysis

Data collection for the planned study involved document analysis. In this study, qualitative data-gathering techniques were employed, and supplemental data collection techniques were deployed. According to Thara (2017), a research case study was used that had a variety of data sources, including documentation, to gain a thorough grasp of the subject matter. But in this instance, information was acquired through academic publications like articles, reports, books, special studies, and other library-housed materials, newspaper clippings as info-graphs, as well as from government reports, assessment reports, and policy and strategic pronouncements. Additionally, the research topic was gained through the internet via recent information and other pertinent documents, as well as literature collected from pertinent stakeholders for document analysis. An approach to collecting qualitative data was used because of the nature of this study.

This study's qualitative nature lended itself to thematic analysis. Thematic analysis was used as a qualitative analytic technique for locating, examining, and recognising patterns within the data for the study, according to Thera and Patel (2010). As a result, the connection between governance and NGOs was examined using both an inductive and deductive theme analysis. Data patterns were found in this study, so it was important to group the data into themes to discover these patterns. Delisle (2018) claims that the researcher created new concepts to formulate conceptual definitions and looked at how concepts relate to one another. To interpret the data in this study, the researcher made use of both the major ideas/themes identified in the literature review and those that emerged during the data collection.

The primary goal of data analysis was to put data into a comprehensible form so that the initial research questions can be addressed (Roberts, Munro and Jones, 2015). On the other hand, data analysis was the core of every research because it entailed interpreting what the data gathered had to say about the research's issue statement. The analysis of the data took the shape of codes, which were then organised into themes by the literature research. The researcher examined the information gleaned from the documents in search of commonalities expressed as themes and patterns.

1.9 Validity, Reliability, and Trustworthiness

Secondary sources of data were utilised in the study, such as academic works including reports, books, special studies, newspapers, encyclopedias, websites, magazines, Blog posts, photographs, manuscripts, biography, literature, other library-housed materials and info-graphs were reviewed. The data of the study was deemed to be valid because it was compared to other relevant data and theories. The study chose the right research instrument and method in order to make sure that the results are accurate. The secondary sources were considered valid to collect data that was needed for the study and it was maintained throughout the study because each source addressed specific and relevant aspects of the study.

The data collected for study was reliable. It proved whether the findings of the study were repeatable. Reliability was applied for the study because of its utmost importance in this quantitative study, wherein there had to be an assessment of whether the measure or construct was stable or not. The reliability of the the research findings of this study were consistent over time. Moreover, the research instrument that was used in the study was considered to be reliable because the findings of a study managed to reproduce results under a similar methodology.

Information was gathered from many sources, and using diverse literature, such as newspapers, journals, theses, publications, libraries, journals, and magazines, made the process of trustworthiness easier. Therefore, the data-gathering process was documented in this study so that the study or document obtained maintains its credibility, and the study demonstrated that some researchers have already completed the study (Solana, 2014). Triangulation was utilised in this study to make sure the results were reliable and to draw conclusions.

1.10 Ethical considerations

Ethical issues (Including plagiarism, misconduct, data fabrication and/or falsification, double publication and/or submission, redundancy) have been completely observed by the author.

1.11 Conclusion

This research explained how the study was carried out in great detail. The study covered the topic of choosing a qualitative methodology. The desktop study approach was used to gather the data. According to the researcher, the overarching goals and objectives of the study were in line with the research approach that was used. The entire procedure—from the formulation of the problem

statement and the justification to the purpose and overview of the research methodology, and trustworthiness—will demonstrate that the conclusions of the investigation should be applied to a situation involving collaboration between an NGO and governance. As the literature review chapter will attest to the applicability of the NGO government collaboration in the investigation.

CHAPTER 2: LITERATURE REVIEW AND THEORETICAL FRAMEWORK OF THE STUDY

2.1 Introduction

This chapter's goal is to review the literature in the area of governance and NGO collaboration through reading pertinent literature and laying the groundwork for future research. To do this, it was necessary to reveal the well-established and widely acknowledged facts about NGOs' collaboration with governance and its relationship to organisational effectiveness (Brown and Kurten 2018). The researcher benefited from understanding the theories employed by earlier researchers, which helped to clarify and focus on the research problem, improve methodology, broaden knowledge in the field of study, identify knowledge gaps, and continue ongoing discussions in the literature.

This reinforces the study's significance (Rouhi, 2019). This section gives an overview of the applicable literature informing the study. The number of NGOs in South Africa has exploded. Published research on NGOs has paralleled this growth, yet a limited literature synthesis exists. This literature presents a synthesis and introduces a collaborative research platform, the NGO Knowledge Collective. The literature is framed around overarching by-lines regarding the historical background of NGOs, an overview of contributions, collaboration in governance, mechanisms and forms of NGOs and government collaboration, areas of governance and NGO relations, limitations between NGOs and governance collaborating, benefits and achievements of NGOs and governance collaboration, success factors in NGO and governancet collaboration, and theories.

The goal of collaborative governance is to raise the standard and efficacy of public administration in general (Gorji, 2019). The researcher further explains that effective collaborative governance offers the benefits of enabling a better and common understanding of complex issues involving numerous parties as well as allowing these stakeholders to collaborate and come to an understanding of solutions. Maleki (2019), notes that an increasing number of NGOs have forged collaborative relationships in South Africa to achieve their goals; however, while many donors have been actively encouraging and even requiring these relations, recent research shows that these relationships are not necessarily beneficial to development outcomes (2019).

2.2 Historical Background of Non-Governmental Organisations(NGOs)

Non-Governmental Organisations (NGOs) as we know them today are generally thought to have come into existence around the mid-nineteenth century. Only about a century later, the importance of NGOs was officially recognised by the United Nations (Smith, 2018). The development of modern NGOs has largely mirrored that of general world history, particularly after the Industrial Revolution (Galway 2012). NGOs have existed in some form or another as far back as 25,000 years ago. Since 1850, more than 100,000 private, not-for-profit organisations with an international focus have been founded (Corbett, 2012). The growth of NGOs took off after the Second World War, with about 90 international NGOs founded each year, compared with about 10 each year in the 1890s (Nathan, 2012).

Only about 30 percent of early international NGOs have survived, although those organisations founded after the wars have had a better survival rate. Many more NGOs with a local, national, or regional focus have been created, though, like their international counterparts, not all have survived or have been successful (Rotem, 2012). The founding of NGOs can be traced to the arrival of missionaries, who dispensed charity and participated in the provision of health and education services (Ritchie, 2018). According to Okma (2018), missionaries and other volunteer organisations were seen as crucial weapons in the ideological conflict that assisted in maintaining colonialism, supporting the notion that colonialism served the interests of Africans through the narrative of colonialism as a ‘civilizing mission’.

While the history of NGOs can thus be traced back to the colonial period, it was in the 1980s that they were increasingly recognised as important institutions in the broader development and aid sectors as well as elsewhere (Wamai, 2018). The ‘magic bullet phase’, as it has been referred to by Lewis and Kanji (2019), came as a result of NGOs attracting greater recognition and increasingly forming part of mainstream development policy all over the world. Gulzar (2015), points out that during the Cold War, many powerful states favoured channelling aid through the government, as this allowed them to use aid for leverage.

With the end of the Cold War, the need to use aid as leverage was somewhat reduced. The bilateral and multilateral donors who had previously channelled funds through states shifted towards a new policy agenda that looked towards providing aid through private organisations, (Henry, 2015). Furthermore, the 1980s saw increasing global support for neoliberal policies. Neoliberalism, in brief, is an approach that opposes state intervention in the economy in favour of self-regulating markets (Njau and Mosa 2017). The adoption of neoliberal policies led to a

decrease in state provision of social services, which left a gap in society that has increasingly been occupied by private social agents, such as NGOs. In the case of NGOs, the indebtedness of states gave international organisations the leverage they needed to push for the adoption of neoliberal policies (Aldaba 2018).

2.3 Overview of Contributions

The study begins with an article on the downstream problems of collaborative governance, which sets the stage for the remaining contributions. The researchers, Hossian and Naher (2016) start by contrasting two competing definitions of collaborative governance, with the first addressing the concept as an agency-driven process of collaborative interaction between public and private actors and the second discarding the reference to public conveners and focusing on a group of stakeholders engaged in cross-boundary collaboration. This would suggest that not all collaborative initiatives begin with a shared definition of arrangement, which would ultimately impact implementation and outcome.

The researchers then present the downstream problems in the categories of implementation, evaluation, and accountability, suggesting that they have received far less attention when compared to their upstream counterparts. The researchers conclude with future research opportunities within these downstream problems with the goal of what it takes for collaborative governance to go all the way and produce effective high-quality solutions. Without question, collaborative governance implementation requires leadership across an inter-organizational and multi-actor environment. Recent studies suggest the adoption of a public service ecosystem approach to incorporate all the individuals, technologies, and institutions involved in the service delivery process (Khan, 2019).

This would suggest, from a traditional viewpoint, some form of hierarchy where the leader creates vision, provides motivation, and reports on success. The researchers of the next article, Eftekhari *et al.* (2014), address the efficacy of a different type of leadership for collaborative governance ecosystems. After presenting the traditional approaches to leadership from their comprehensive literature review, the researchers build the case for leadership guided by a collective consciousness that results from learning in logic-of-practice distributed in self-organizing agents of complex adaptive systems like collaborative governance.

The researchers then present the various aspects of this type of leadership, including consciousness, social learning, and taking stock, before illustrating how this approach played out

in two local public service ecosystems. The researchers conclude that there are challenges with this approach, which opens the door for new research approaches on the central role of collaborative leadership. One approach to successful collaborative governance implementation is the reduction of transaction costs, which can be found in group size, existing network, and hierarchical arrangement, as discussed in the next article on an inter-agency collaborative governance initiative in South Africa, for example. To overcome some of these natural barriers to collaborative governance implementation, the researchers Pfeiffer (2013), address the role of goal commitment and how it can be successful when we understand the social and psychological dynamics of collaborative governance. Tandon (2013) elucidates the value of this research, however, is found within both the theory and practice of collaborative governance implementation. In addition to addressing goal commitment from a theoretical perspective, the researcher presents a case study from a practical perspective to demonstrate how public managers use the concept to design a more robust inter-agency collaborative governance network for obtaining outcomes.

The next article focuses on identifying the conditions necessary for governments to collaborate, expanding on the critical role of the public sector within collaborative governance implementation. In addressing the collaborative practice among local governments in China to control air pollution, the researchers Tandon and Mohanty (2013) presented a qualitative comparative analysis to identify the key variables at play. The researchers found three approaches to collaborative governance that impact success, including collaboration around a core city that plays a minimal role as collaborative manager, collaboration around a core city that plays the primary role as collaborative manager, and collaboration of a cooperative and exchange network without the presence of a core city.

The researchers found that non-participation of higher levels of government and strong competition modes inhibit collaboration. The value of this research demonstrated that the one-size-fits-all approach is not realistic when considering different authoritarian systems, with the researchers concluding that local leadership becomes paramount in collaborative governance implementation among local governments. One aspect of collaborative governance implementation that needs more attention is sustainability. The researchers conclude: “Our main contribution to the literature is how our qualitative comparative analysis shows that multiple configurations of factors may explain the durability of effectively governance urban gardens.”

The researchers also remark that more research will be needed to allow them to generalize their findings beyond their sample of urban gardens. The final contribution to the study comes from research by two researchers, Brooke-Summer (2016), on identifying the patterns that shape collaborative performance summits, which represents the phenomenon of stakeholders coming together to review their actions and results from collaborative initiatives. Lund (2016) states that the inputs of these collaborative performance summits represent performance information, process design, and personal relationships while the outcomes represent no change, operational change, strategic change, and constitutional change.

To avoid pointless talking workshops, the researchers found success factors around deepening discussion of explicit goals, mining rather than hoarding information, moving slowly to outcomes, and exploring action through steady and significant change. This shift in focus builds on the notion of leadership as a collective consciousness as illustrated in the two local public service ecosystems from Finland. The researchers conclude their research with several productive future research streams, which have the potential to add tremendous value to the ‘governance’ of collaborative governance networks and initiatives, (Clarke, 2018).

2.4 Collaboration within Governance

The purpose of this literature is to advance the understanding of the cross-cutting and complex issues of collaborative governance implementation, which include, supporting the collaborative process with the use of models and methods to improve a shared understanding of community problems and outcomes, enhancing the interplay between service policy within a collaborative governance environment to specifically address these problems and outcomes, and combining a public service view with an institutional and interinstitutional view to overcome the traditional myopic and bounded perspectives of public organizations.

The beginning of this introduction will start with a literature review on collaborative governance implementation before summarising the six articles contained herein. It will then conclude by offering recommendations on future research opportunities in chapter five of this complex topic to continue the advancement of the theory and practice of collaborative governance implementation to address and alleviate community problems. Tremendous problems cannot be clustered within single organizational boundaries because they possess dynamic and complex characteristics, involving multi-level, multi-actor, and multi-sectoral challenges (Peterson, 2016).

Through collaborative governance, a public-sector institution involves other community stakeholders in carrying out a strategic learning process aimed at framing public value, its drivers, and the strategic resources needed to affect community outcomes (Bano, 2017). This learning process supports the design of 'robust' policies, implying an outcome-based view. This entails a co-design, co-production, and co-assessment of policies from community stakeholders, to pursue community resilience and sustainable socio-economic development (Bano, 2018).

The described perspective 'posits both a plural state, where multiple interdependent actors contribute to the public services, and a pluralist state, where multiple processes inform the policy-making system' (Shaikh, 2011). The Resource Dependency Theory explores what is referred to as dependency relationships, (Rizvi, 2011) where the working relationship between governance and NGOs is examined.

The United Nations recognizes the importance of such cross-sectoral partnerships, with the Comprehensive Response Framework going beyond NGO partnerships and extending the model to encapsulate think tanks, financial institutions, academia, faith leaders, and so forth. While Abdul-Hade (2012) describes NGOs as both 'autonomous to governance as well as being dependent on the government', due to how social movements often facilitate the turning of grievances into a form of collective injustice, and then action, in certain instances, they often operate either independently or against governance.

Abu-Bakr (2010) further explains that an analysis of the level of cordiality between the two sectors in implementing policies was thus carried out in recognition of NGOs' role in the global fight against prejudice, inequity, and social exclusion. The available studies focusing on collaboration in South Africa, the Collaboration Act 130 of 1998, and those focusing on the concept of social exclusion, do not discuss such issues within a comparative analytical framework, as contained in this section, a comparative analytical framework examines the role of the government as well as NGOs in alleviating collaboration challenges. For example: Abramoff and McGuire (2018), discovered that NGOs assume a relatively collaborative partnership with governance in precluding refugees' social disaffiliation and associated deprivations.

This collaboration was best exemplified by the Department of Sport and Recreation's donation of trophies towards some of the social cohesion sporting activities hosted by the NGO in Pietermaritzburg. Al-Majali (2019), also identified a multi-sectorial approach (integration and collaborations) between governance and NGOs as an effective intervention model against social

exclusion. To foster information sharing, an article published by a faith-based organization mentioned how they often invite government department representatives to their community workshops (Al-Najjar 2012). In the long run, such dependency relationships improve bureaucratic efficiency on the side of governance, as this creates a channel of communication with communities. Such a line of communication is also essential in whistle-blowing against unruly practices, institutional biases, and exclusion within areas of public service (Altschuld & Zheng (2015).

Implementing collaborative governance, despite the substantial literature on collaborative governance, the maturation process of knowledge and practice of the field is still developing at a significant pace both from a conceptual and an empirical standpoint. Such phenomenon is also witnessed by the variegated terminology contained in the literature around related concepts encompassing governance, networks, collaboration, and public value. Similar terms also have been used within the field, implying affinities, differences, and connections among them. Examples include collaborative governance, new public governance, policy networks network governance, cross-sector collaboration public value governance participatory governance, holistic governance, integrated governance, and interactive governance (Barauh, 2017).

They all refer to multi-actor collaboration, usually led by a public sector organization aimed at building consensus among stakeholders on a formal set of policies designed and implemented to generate public value. Batti (2014) explained that the implementation of collaborative governance requires complex interactions between large numbers of interdependent actors. However, the researchers maintain that this interaction is not simple or spontaneous, requiring different types of game management and network constitution to achieve some level of success.

Bebbington (2015) even suggested that a perspective of democracy and inclusion is even admirable, before concluding that openness, agreement, decision-making, and coordination within a collaborative model may be difficult to achieve. Therefore, collaboration is not an automatic effect of developing interdependent networks within a community, which may require the notion of craftsmanship to produce public value (Hickey 2018). Another layer of complexity when implementing collaborative governance is the pursuit of sustainable outcomes, which must be identified, agreed upon, and evaluated based on consensus from community stakeholders.

The need to understand the collaborative process and how it affects and is affected by outcomes also is critically important to the implementation literature, explaining how and why the design of formal organizational factors (protocols, rules, structures, and roles) to enable collaboration

may or may not generate the intended outcomes. The literature includes the relevance of informal factors, for example, facilitative leadership, trust, commitment, shared understanding, and values, to explain how to put collaborative governance into practice to generate sustainable outcomes. Implementing collaborative governance is turning good intentions and the formal respect of protocols into real collaboration. Even well-designed collaborative programs can fail (Beattie, 2011).

This is often due to the diversity of involved stakeholders and a lack of suitable models or methods to support leadership to enhance a strategic learning process among involved actors, manage conflicts, build trust, pursue a common shared view, and identify and evaluate outcomes consequently, different steering and management strategies are required. A focus on implementation implies attention to how to generate viable and sustainable outcomes from the design, implementation, management, and leadership of a governance network (Al-Najjar, 2012).

Research has emphasized how, in today's complex, plural, and fragmented governance settings, a single organization can manage only a subset of the strategic resources affecting the wider system outcomes. In this context, innovative performance governance methods can become a key to fostering the implementation of a 'whole of government' approach and support an inter-institutional perspective where policy coordination and collaborative governance foster better community outcomes (Altschuld and Zheng 2015). Bwimana (2017) mentions that the prevalence of exploitative structural systems can also be mitigated through the establishment of the abovementioned channels of communication.

The researcher further explains that such workshops, undertaken with the support of the government, and an NGO representative highlights in a report: 'We are in close relations with the government, the Department of Social Development (DoSD), the South African Police Service(SAPS), Department of the Sport and Recreation(DOSR), Department of the Health (DoH), Department of Education(DoE). Officials are invited from these government departments during workshops'. NGOs also make efforts to discourage community attitudes that promote inequities and deprivations while at the same time advocating for social cohesion.

In keeping with the term as being 'in dialogue with the government' and achieving what Bati (2014) discusses in his Institutional theory, the reports from the internet reveal that NGOs are facilitating communication between them and local government. This is an example of monopolization. Other studies show that NGO deprivations are also worsened by municipal

workers' ignorance of refugee rights and issues. The social services that municipalities are legally mandated to provide to NGOs include trading licenses, municipal trading sites, and low-income accommodation, among others.

The Centre for Risk Analysis (CRA) representative mentions in a report from the journal how they were engaged in negotiations with the officials: 'We always try to be in touch with the officials, but nothing has come up from them. So briefly, there is no channel of communication between NGOs and officials in government. Another example is the ambiguities in the Refugee Act regarding probable channels of communication between refugees and the government which also debilitate bureaucratic efficiency, as they impede refugees from establishing any form of rapport with the government. Although the duty of NGOs is in part to engage the government in dialogue, this has not been the case for the CRA. Such a void in communication has adversely worsened the many challenges refugee status (section 24) permit holders already face in South Africa, (Bebbington, 2015).

According to Hickey (2018), the first difficulty is in how both NGOs and municipal governments view and handle collaboration. The research shows that both Lebanese municipal governments and NGOs have difficulty understanding the meaning of cooperation, which is the process of working with other groups to alleviate problems or address issues that cannot be addressed by one of the entities alone. They are more concerned with attaining their own goals than with finding synergies or saving money (Milton, 2018). The second difficulty is with how collaboration functions. One would anticipate more shared decision-making if we define collaboration as bringing minds, hands, and souls together to address an issue or solve a problem.

To our astonishment, the results of the research showed that each partner believes that it alone makes the majority of the decisions, not the other side. This is a direct denial of the collaboration's original goal in its entirety (Bishop and Green 2018). Blagescu and Young (2015) state that a lack of possibilities, a lack of sufficient human and financial resources, and occasionally waning interest on one or both sides are the obvious causes of the issues. Since opportunities can be created, resources can be obtained, and interests can be formed, it is a challenge to get past these misconceptions.

Collaboration starts with NGOs and local governments becoming genuinely committed to and convinced of, the value of collaboration according to (Brehm, 2014). As a catalyst for investment, collaboration, and trust, the national government must develop a national vision for the future of the nation. In the absence of such a vision, local government-NGO connections'

potential for synergy will not be taken advantage of and the roles of players in both sectors might not develop into productive collaboration (Brest, 2018). Harvey (2018) suggests that donors should keep promoting collaboration between local governments and NGOs.

It is important to applaud and imitate programs like the USAID-funded BALADI initiative in Lebanon. However, donors should be careful to avoid rerouting local government and NGO priorities to their own; these projects should be led by local partners when they are interested in collaborating with NGOs, not just because a donor requests it. Additionally, the researcher indicates that international donor organizations must walk the walk. They must empower local government partners, give them more decision-making authority, tolerate flexibility and occasional failure, and support the institutional development of both local governments and NGOs if they are truly committed to developing a collaborative culture (Brehm, 2014).

Lebanon is not an isolated example. Many developing nations are investigating ways to persuade NGOs to collaborate with their local governments. However, the research does indicate that these partnerships will not succeed unless NGOs, decision-makers, donor organizations, and local government officials at the ground level truly cooperate and want to cooperate as opposed to acting like disparate planets orbiting the same sun but taking different paths (Brown, 2012).

Another example of collaboration between mining firms and NGOs is becoming more and more important in the area of community development. This is a reflection of the general shift in perspectives on corporate social responsibility, with community development being one effective way for businesses to support the areas where they have an impact. The current study examines how mining firms and NGOs interact using nine case studies and interviews with professionals with experience in cross-sector cooperation (Brown, 2015). Burger (2012), comments on the contextual elements including the inability of each sector to independently solve development difficulties were significant drivers.

He further explains that even if there was still room for advocacy and advising NGOs, the majority of relationships fell into the 'philanthropic partnership' category, and in certain cases, the partnership activities have been integrated into each partner's primary line of business. Despite the motivation for collaboration, similar issues were found, such as sustainability, power imbalances, reputational risk, and differences in beliefs and perspectives. Relationship development, efficient planning, strong leadership backing, and active community involvement were all factors that contributed to the success.

Overall, the study recommends closer cooperation among partners to use pooled resources to achieve community development goals, (Callen 2018) claimed. The need to understand the collaborative process and how it affects, and is affected by, outcomes is also critically important to the implementation literature, explaining how and why the design of ‘formal’ organizational factors (protocols, rules, structures, and roles) to enable collaboration may or may not generate the intended outcomes. The literature includes the relevance of informal factors (e.g., facilitative leadership, trust, commitment, shared understanding, and values) to explain how to put collaborative governance into practice to generate sustainable outcomes (Bebbington, 2015). Abdul-Hade (2015) explains that implementing collaborative governance is turning good intentions and the formal respect of protocols into real collaboration.

The researcher further explains that even well-designed collaborative programs can fail. This is often due to the diversity of involved stakeholders and to a lack of suitable models or methods to support leadership to enhance a strategic learning process among involved actors, manage conflicts, build trust, pursue a commonly shared view, and identify and evaluate outcomes. Consequently, different steering and management strategies are required (Klein, 2013).

A focus on implementation implies attention to how to generate viable and sustainable outcomes from the design, implementation, management, and leadership of a governance network. Research has emphasized how in today’s complex, plural, and fragmented governance settings, a single organization can manage only a subset of the strategic resources affecting the wider system outcomes (TinkeIman, 2013). In this context, innovative performance governance methods can become a key to fostering the implementation of a whole-of-government approach and supporting an inter-institutional perspective where policy coordination and collaborative governance foster better community outcomes (Cheema and Din 2013).

2.6 Mechanisms and Forms of NGOs and Government Collaboration

The efficiency of South Africa’s NGOs’ activities is highly dependent upon and affected by, state support. According to (Zaidi, 2019), the low level of support from the government in the 1990s was the main reason that South African NGOs sought comprehensive aid, primarily financial, from foreign sources. This was because the government did not know how to respond to the roles of NGOs since there was no history of volunteerism in the country. (Coston 2018), stated that the adoption of the conception of government support of NGOs in 2018 was a significant event in the development of cooperation between the government and NGOs.

The conception sets forth the main goals, assignments, principles, and forms of government support for NGOs. According to Najam (2010), the four Cs model relationships between states and NGOs can be cooperative, complementary, cooperative, and confrontational. NGO-state relationships in South Africa are neither confrontational nor complementary, it is an early stage of collaboration. Relationships between the state and NGOs are positive but distant. The insufficient level of collaboration between the state and NGOs indicates a lack of understanding of NGOs' vision and the nature of their work with the government.

Dalton and Dalton (2018) suggest that to foster cooperation between the government and NGOs, five civic forums must be implemented, namely, the first, second, third, fourth, and fifth civic forums. The first civic forum aims to begin the process of establishing a new model of partnership between the government, business, and the NGO sector. The second civic forum is to create a civil alliance of NGOs, introduce a government social order system, and draw up proposals for interaction between the NGOs and the business sector (Dimaggio, 2018). The third civic forum was the first time ministers publicly declared their cooperation with NGOs. This leads the way for NGOs to start implementing state-financed projects in different areas.

The fourth civic forum is the first time participants establish working panels where NGOs can advance the issues of their target groups through dialogue with representatives of state ministries, hear ministers' reports, and develop solutions to issues of importance. Based on the decisions of the civic forums, cooperation councils are established, which serve as consultative bodies for the local governments and the central government. NGO representatives are now members of the National Council under the President. They are also appointed to the Human Rights Commission, Expert Councils, and the Council for Sustainable Development. The fifth civic forum brings together 600 delegates from across the country, as well as foreign Civil Society Organisation specialists, to review the development of civil society in the country, after 20 years of national independence, and to identify the main priorities for future development (Duffy, 2014).

2.7 Areas of government and NGO relations

Cooperation between the government and NGOs can be divided into three areas the adoption of a favourable legal environment to stimulate civil society development and growth; public participation; and financial support for NGOs' social activities by the government. International financial institutions adopted the view that the lack of 'development' was best addressed through the introduction of so-called structural adjustment programmes (SAPs) that were subsequently imposed on several countries. SAPs encouraged a reduced role for the state. As a result of this

'rolling back of the state, the influence of NGOs grew tremendously, and many countries became increasingly dependent on these organisations for the provision of goods that had previously been provided by the state (Hushie, 2019). In the 1990s, the NGO sector had grown considerably, and NGO-led development was increasingly considered the main alternative to state-led development.

As a result of this, NGOs continued to grow in capacity and influence (Mercer, 2017). However, Bakewell (2013) explains that there is evidence, as discussed above, that the recent financial crisis has somewhat slowed NGOs' growth. Furthermore, this financial crisis has called into question the neoliberal orthodoxy that led to the shift away from funding the state towards a preference for aiding NGOs and other non-state actors, and this could potentially slow the growth of NGOs both on the continent and worldwide (Liskin, 2019). NGOs are undeniably powerful actors with access to large sums of donor money and with a prominent voice in continental and international discussions about development, economic growth, human rights, and other issues related to social justice (Scott, 2017).

The study of any NGO-governance relations is complex and diverse. Indeed, in recent years, the scope of a broader array of public-private partnerships has expanded to embrace different stakeholders, including corporations, international financial institutions, and research institutions (Coston, 2018). According to Blagescu (2015), different frameworks and typologies have been presented. NGO-governance relationships can, however, be understood as a spectrum: relationships are neither solely conflictual nor solely collaborative. Complexity is furthered by the fact that local NGOs may be accountable to several stakeholders (e.g. the state, community, and donors).

This may well result in NGOs being disconnected from their key constituents on the ground (Zarowsky, 2017). Typological models enable a deeper analysis of NGO-state relationships. The literature presents over twenty typological or conceptual frameworks for describing and analysing NGO-governance relationships. The majority tend to focus more specifically on the effects of the relationship from the viewpoint of the government or NGOs rather than the interactions between the two sectors (Hausler, 2015).

Conferring to Ruminant and Ebrahim (2015), typologies of NGO-governance interaction can be divided into two categories. The first includes relations based on the policy space available to NGOs. For illustration, Jackson (2016) states that NGO-governance interactions depend on the social and political context of the country and NGOs may oppose, complement, or seek to reform

the state. The second category presents relationships as the result of strategies that both state organizations and NGOs use. An example is Najam's (2010) Four Cs model, which offers a more detailed view of NGO– governance relations by examining the extent to which their organizational goals and means overlap:

Cooperative: If the goals and means are similar, then government and NGOs develop a cooperative relationship. Complementary: If the goals are similar but the means are dissimilar, then a complementary relationship between the government and NGOs emerges. Co-operative: If the goals are dissimilar and the means are similar, then the government tries to build a cooperative relationship with NGOs. Confrontational: If the goals and means are both dissimilar, then the government and the NGOs are in a confrontational relationship. Nume (2014) mentioned that relationship types are not mutually exclusive; there might be both cooperative and confrontational relationships at the same time within the same relationship.

Table 1: The Four C's of NGO-Government Relations

Ends		
Means	Similar	Dissimilar
Similar	Cooperation	Co-optation
Dissimilar	Complementarity	Confrontation

Source: Najam (2010)

Clark (2019) uses elements from game theory to conceptualize NGO-state relationships. According to the researcher, there are variations in NGO state relations based on several spatial and temporal dimensions. According to his theory, NGOs and states both act rationally, and their motivations are 'mixed.' This indicates that the values of the state and NGOs are somewhat in agreement and partially at odds. For example, even though many development NGOs favor peace over conflict, they work more frequently with war-torn nations than with peace-loving ones.

Dholakia (2019) divides the literature on government-NGO partnerships into three categories, each with a clear perspective: The normative category, which views partnerships as ends in themselves, and argues that partnership is the most ethically appropriate approach to sustainable development. The reactive category attempts to counter criticism of the past and is typically illustrated by some international donors, governments, and corporations. The pragmatic category views partnerships instrumentally, as an efficient means of achieving objectives.

Studies of the collaboration between the state and NGOs have used both static and dynamic models of state-civil society relations. Within a static model, there are two views on the role of civil society concerning the state: one sees the relationship as antagonistic; the other considers civil society and the state as mutually interdependent. According to this latter view, civil society cannot be strengthened independently of the state (Ullah and Newell 2018). Within a dynamic model of state-civil society relations, strengths and weaknesses are assumed on both sides, as is the readiness of the party to adjust strategy toward the other following the external situation, needs, and opportunities (Ahmed, 2018).

Hyder (2018) analyses NGO-governance relations in terms of the distinctions between ‘open’, ‘closed’, and ‘invited’ public spaces. Different typological models involve analysis within a single or a combined framework. For example, within a demand-supply conceptual framework in which there is a weak–strong partnership contradiction: a weak partnership is associated with information sharing and policy dialogue, and a strong partnership is characterized by jointly agreed country programs and multi-annual financial agreements, (Aslam, 2016).

Alam (2018) identifies three forms of cooperation between governance and NGOs: the joint implementation of projects by both partners; the sub-contracting of public sector services to major NGOs; and the direct financial support of NGOs by the government, but he concludes that the most common form of collaboration is the sub-contracting in which the state has formal contracts with major NGOs to implement specific projects. Finally, the boundaries between sectors need not be viewed as static, but instead as fluid, with boundaries moving according to changing contexts (Kabir, 2019).

2.7.1 Favourable legal environment

According to The researcher deduced that the main problem in the area of legal environment was the prohibition of activities of non-registered NGOs, which resulted in citizens being unable to engage without first establishing legal status as an NGO. In addition, territorial divisions in the registration of public associations which are required to be registered as local, regional, or national organizations gave authorities an excuse to ban the national activity of any public association not registered as a national organization. In addition, the definition of the grant was expanded so that grants from South African NGOs included in the government-maintained list would be tax-exempt for a grant recipient (formerly, only foreign-based organizations and governments could provide tax-exempt grants), (Duffy, 2014). Several legal initiatives were also introduced in 2012. They were intended to improve the legal environment for NGOs in the future.

The Senate in the United States passed the Law on the Introduction of Amendments in Some Legislative Acts on Issues of State Social Contracting (SSC). These amendments were intended to improve state support for NGOs. The amendments create a special agency within the government that is responsible for coordinating and monitoring the activities of other government bodies awarding SSCs (Duffy, 2014).

2.7.2 Public Participation

According to (Jagwanth, 2013), Implementing the public participation process is vital in a democratic society and fulfil public needs. However, public participation is sometimes constrained by many factors alike being Costly, lack of skilled facilitator, Low Efficiency, not interested in participation and language barrier. Exploring the reasons behind the obstruction of the implementation of the public participation process is an important approach to the achievement of effective participation and better results, (Adams and Garbutt 2018).

There are some positive examples of public participation in South Africa. The government presented its Human Rights Action Plan and Legal Concept in September 2018. The Action Plan and Legal Concept were created through discussion and exchange of ideas within the Working Group of Human Rights created in 2006. The group, consisting of government representatives, parliamentarians, judges, and human rights activists, developed the National Human Rights Action Plan of the Republic of South Africa for 2009-2012 and the Legal Concept for 2010-2020. The recommendations proposed in these two documents aimed to improve legislation, the functioning of democratic institutions, and the mechanisms for human rights protection. The government continues to focus on the implementation of the National Human Rights Action Plan and Legal Concept, in close cooperation with local civil society groups and NGOs (Ingram, 2018).

There are three quite developed mechanisms of public participation through NGOs, namely: Civil society representatives' participation in policy development (national, regional, and local). Representatives of NGOs are increasingly involved in working groups drafting policy statements or normative acts. The most recent example is the revocation by the President of his directive to enact the Law on NGOs, a repressive and anti-NGO draft that was sharply and broadly criticized and opposed by NGOs throughout the country.

Participation of NGO representatives in councils created and functioning within the executive. NGOs help to create, and for the past three years have participated in, Cooperation Councils that

operate in five provinces. These boards advise the government on strategies for cooperation with civil society. In addition, at the national level, three NGOs (Confederation of NGOs, Diabetic Association of the Republic of South Africa, and Consumers Rights' Protection League) were included in the National Council, the advisory board of the President (Forbes, 2018). These Cooperation Councils represent the first step in creating a structure for the long-term engagement of the government with social organizations. Unfortunately, the status of such Cooperation Councils is only advisory and is governed by acts of executive authorities rather than by legislation adopted by parliament. The criteria for selecting NGO representatives are not transparent (Foster, 2013).

2.7.3 Financial support for NGO's social activities by the government

This is an important area of cooperation between the state and civil society. The main sources of funding for NGOs have been grants from international donors. Many of these donors decreased funding programs in recent years thus NGOs have been attempting to diversify their sources of funding. NGOs have several potential sources of funding, including government agencies, international organizations, private businesses, other NGOs, foreign companies, urban residents, educational institutions, South African businesses and banks, religious groups, and NGOs from neighboring countries. According to (Fowler 2018), NGOs should have financial independence from foreign donors, and the government looks likely to be the main provider of funding. SSCs are currently the most significant source of funding for NGOs.

2.8 Benefits and achievements of Non-Governmental Organisations (NGOs) and Governance collaboration

2.8.1 Improved quality of services

Most of the literature on NGO-government relationships is concerned with the evaluation and measurement of the quality of service provision. The potential benefits of collaborative activity are numerous. They include greater service quality or quantity efficiency and effectiveness of public service delivery; greater responsiveness to citizen needs and improved program outcomes better services to the people with higher coverage, and greater availability of, and more opportunities to use, tools and techniques for service delivery (Northcott and Smith 2011).

2.8.2 Improved Management Practices

NGO-state collaboration leads to access to new skills, the ability to buffer external uncertainties, conflict avoidance, greater organizational learning, and improved public accountability. Based on collaboration, NGOs can facilitate mutual learning and provide improved relationships with

stakeholders. In general, by collaborating, NGOs may improve their collective problem-solving skills, increase the extent of their responsibilities, and gain greater support from stakeholders for organizational decisions (Elbanna and Child 2017). The partnership allows both sides to use multiple perspectives and strategies and to contribute to the realization of their respective goals more effectively, enhance managerial innovation, and promote people's participation (Forbes, 2018).

2.8.3 Efficiency and sustainability

Collaboration between the state and NGOs is essential to enhance organizational capacity, cost-effectiveness, economic efficiencies, and resource mobilization. By collaborating, organizations can share resources and lower problem-solving costs improve program efficiency and sustainability, and gain a competitive advantage. All these contributions may represent incremental improvements and broader societal change over time (Foster, 2013).

2.8.4 Improved quality of services

South Africa experienced the creation of new NGOs as part of health sector reform. Family Group Practice Associations (FGPA) served as intermediaries between public sector health agencies and newly created family group practices (FGP), which provided improved levels of primary health care. The FGPA's have helped to improve the effectiveness of health service delivery, though this experience remains preliminary. The following benefits can be found from this collaboration: development of new patterns of governance; increased openness of government to informational input from NGOs in the formulation and implementation of health policy; flexibility, autonomy, and responsiveness of NGO structures (Ghalayini, 2017).

2.8.5 Improving the quality of life

Many examples illustrate the effects of NGO-Government cooperation in South Africa. A case in point is the role of the Diabetics Association of the Republic of South Africa (DARSA), which seeks to improve the quality of life for people with diabetes. During the early years of the transition, the government introduced health sector reforms that only covered the cost of treatment but did not cover the costs of medication. As a result, only 20 percent of the country's diabetics could afford insulin. Health activists responded by creating DARSA to lobby the government to cover the cost of insulin. In 2016 DARSA was recognised by the government as a partner in improving the government's health policy for diabetics. The President of DARSA was appointed as a civic observer on the insulin procurement commission. In November 2016, after public hearings in various parts of the country, the Prime Minister approved DARSA's

proposal for a comprehensive three-year Diabetes Programme. By 2015, the compulsory provision of insulin free of charge was made law (Guo, 2015).

2.9 Success factors in NGO and governance collaboration

2.9.1 Development of trust between the parties

The critical factors associated with effective partnerships are the development of trust between the parties, cooperative interpersonal relationships; active communication, mutual influence, and joint learning recognition of mutual strengths and values, involvement of all stakeholders at every step, and the continued commitment of collaborating partners (Hammer, 2010).

2.9.2 Favourable legal frameworks

The following success factors in NGO-state collaboration have been identified: favorable policies, laws, and regulatory frameworks (Nowicki, 2010). For individual NGOs, the most favorable policy setting is when legal restrictions are minimized and when they have complete freedom to receive funds and to speak out as they wish. In such a setting, the NGO sector is likely to grow most rapidly. A supportive legal framework is central to creating effective partnerships (Rooney, 2010).

2.9.3 Managing cooperation

Managing cooperation includes specification of objectives, mechanisms for combining effort, determination of appropriate roles and responsibilities, and capacity to fulfill those roles and responsibilities effective mechanisms of monitoring, measurement; transparency and accountability, goal setting and service delivery; types of capabilities needed; roles of key personnel and interpersonal relationships; and governance (Warren, 2017).

2.9.4 Civic Forums

These can be considered good examples of communication between the state and NGOs. They have provided an opportunity for NGOs to present their interests to the government. At the fifth civic forum in 2017, ministries working in the social sphere presented reports on their activities and NGOs had an opportunity to communicate directly with high-ranking officials about the development of the sector. Additionally, participants developed recommendations to strengthen civil society in eight different areas, including state social contracting, NGO legal issues, philanthropy, local self-governance, volunteerism, and ecological issues (Haiyan, 2010).

2.9.5 Support of Donors

Hillman (2011) analyses the triangular relations between NGOs, the state, and donors in South Africa, and concludes that the support of donors encourages NGOs to raise issues with the government. International donors and NGOs have made a huge contribution to facilitating new contacts, and relationships for civil society organizations in the region.

2.9.6 Transparency

The United Nations Development Programme (UNDP), the Ministry of Economic Development and Trade, and the Institute of Economic Research are developing a new project to involve NGOs in evaluating the operation of state agencies, in recognition of their improved public image and qualifications. Public associations and independent experts will evaluate the effectiveness of state agencies to ensure their objectivity and transparency. In addition, the Ministry of Economic Development and Trade is establishing a working group to develop a procedure for engaging CSOs in the evaluation of state agencies (Iecovich, 2014).

2.9.7 Multi-stakeholder partnerships

Some interesting examples of forming multi-stakeholder partnerships between government authorities, NGOs, and businesses can be found concerning extractive industries. For instance, under Extractive Industries Transparency International (EITI), NGOs located in mineral extracting areas work in multi-stakeholder groups with local government authorities and extracting companies to promote transparency and accountability of extractive companies' payments to local budgets. NGOs increasingly create temporary alliances, partnerships, and coalitions to meet eligibility requirements for donor grants (Iecovich, 2014).

2.10 Roles of NGOs

According to Ghalayni, (2017), the activism of NGOs has been expanding internationally in recent decades. The NGOs have begun to receive significant attention and recognition from international organisations while working on local and national concerns. Numerous NGOs participate in the global fight against a variety of social ills at the international level, including drug misuse, poverty, illiteracy, HIV/AIDS, child abuse, women's rights, environmental protection, and the violation of human rights, (Gorman, 2018). NGOs also help people learn how to change government positions on a range of global concerns. NGOs participated in international networking while carrying out all of these projects, (Guo, 2015).

For example, when an NGO teaches individuals to read, this new skill may give them the confidence to question previously accepted ideas. They might be able to act in novel, more empowering ways after learning this new talent. Therefore, acquiring a fundamental talent can lead to a population's emancipatory freedom. Tshepo Madlingozi, the advocacy adviser for the South African Khulumani support group, offers another illustration. He demonstrates how social groups and NGOs working for radical change have been able to use the legal system to score small successes. Hillman (2016) stated that the number of dealings on NGOs has grown dramatically over time, with more of them now operating on a global scale on more significant topics.

The state crisis brought on by enormous public deficits, the financial crisis, and economic restructuring has been one of the causes for this rise, (Iecovich, 2014). Consequently, Ingram, (2018) concurs with Lewis and Kanji (2017) that NGOs are developing as significant stakeholders and providers of services to the marginalised population as the government is reformed along the lines of the corporate market model and withdraws from the social sector. For example, in South Africa, many NGOs function by receiving funds from foreign agencies. There has also been a tendency to ignore the law of the land by this court, as victory in court is frequently hollow.

Another illustration is of Irene Grootboom in the Grootboom case in South Africa who won a legal battle against eviction but passed away without a home eight years later. However, legal battles can highlight the plight of regular people and mobilise and bring together those pursuing specific radical objectives, (Innis, 2017). In this way, using 'the system' in this example, the legal system can assist in advancing the fight for emancipatory freedoms. Here serious questions are raised, not only by academicians and policy planners, but also by the common people on their accountability and mode of spending and some NGOs have been using courts to fight for victory.

According to Jackson, (2016), NGO employees may legitimately counter that it is difficult to discern between working for and against the system. As the manager of an education NGO and a contributor to the collection, Ashley Westaway argues that offering fundamental services and technical support can give a group the legitimacy they need to push for more significant, structural change. The best course of action could be to abandon the notion that only two options are available to the NGO sector: pushing for a revolution or maintaining the status quo (Javed and Iqbal, 2018).

2.11 Theories

With NGOs growing at such a rapid rate, academics have started to pay attention and examine why they collaborate. However, there is no overarching theory that explains why NGOs collaborate. Previous research has addressed and defined the outcomes of collaboration in different areas. The lack of a coherent theoretical framework highlights how difficult teamwork is because of this, this study makes use of a variety of theories, including institutional theory and resource dependency theory, to comprehend how NGOs and the government work together in developing nations.

2.11.1 Institutional Theory

The institutional theory examines social structures (norms, rules), as well as how they come to be created as guiding principles for social activity. As a result, the core element of institutional theory holds that organizations seek legitimacy by adjusting the structure of external institutions, such as donors. Keim (2011), for instance, proposes that institutions urge organizations to provide explanations of their actions and results. It is considered that organizations are motivated to appear to comply with conventional and existing conventions, attitudes, and expectations in light of these constraints. NGOs may therefore react to these institutional constraints by approving any requirements for collaboration and basing their behaviour on that of their sponsors (Dimaggio, 2018).

According to the literature, funders' mandates for collaboration will likely result in collaboration among NGOs. For instance, Ingram (2018) contends that NGOs will cooperate to the extent that the funder specifies when it adopts a mandate that they do so. According to Javed and Iqbal (2018), donors' emphasis on partnerships will compel NGOs to work together. Therefore, as suggested by institutional theory, NGOs will collaborate when specifically required to do so or when encouraged to do so. Collaboration among NGOs improves their credibility with donors, helping them to get funding. From the foregoing, the following assertion can be deduced: According to institutional theory, organisations inside a similar context (also known as an isomorphic environment) will adopt comparable goals, plans, forms, and structures, (Dimaggio, 2018).

The goal of the institutional theory is to understand what motivates and influences institutional activity. By doing this, it examines the stabilisation of governance structures. Its fundamental goal is to comprehend how meaning is attained during the institutionalisation process. Its ability to understand how organisations fit into a complicated social structure is one of its strongest

points. In the past, it concentrated on the justifications for why organisations carried out legal operations in the symbolic domain as opposed to the material one, (Innis, 2017). Additionally, it emphasised the factors that prevented organisations from pursuing rational economic objectives by adopting behaviour that was consistent with normative standards. The theory holds that an organisation's legitimacy, not its effectiveness or financial success, determines whether it will survive. The institutional theory is thought to be a crucial idea for understanding the makeup and effectiveness of the public sector. The theory also takes into account how structures emerge to be established as authoritative rules for social behaviour. It also looks into the development, diffusion, adoption, and modification of these components' schemas, rules, norms, and routines over time and space (Jackson, 2018).

One standard critique of institutional theory is that it is almost inherently static while the world of politics, which it seeks to explain, is almost inherently dynamic. While that critique easily can be exaggerated, there is a certain amount of validity in it. Institutional theory has arguably become a popular and powerful explanatory tool for studying hence it has been applied in this study and it is also used in various organisational issues, including those of higher education researchers in tracing the development of organisational, (Javed and Iqbal, 2018).

2.11.2 Resource Dependency Theory

Scholars also point out that these groups replicate the actions of people on whose money they depend. According to Kabane (2011), interactions between funders in developing nations are frequently scarce. As a result, it is assumed that, the resource dependency theory's premise is that successful businesses will make the most of their resources (Pfeffer, 2018). According to this idea, organisations will cooperate to access resources when faced with a competitive environment and an unstable supply of resources.

The necessity to obtain resources for survival is what motivates teamwork. Organisations will try to strike a balance between maintaining their autonomy and the interdependence that results from the need to secure resources, which is a problem of collaboration. Furthermore, since that financing is the primary resource at risk, the body of existing research on resource dependency theory advises looking into the financial capacities of NGOs and the government. Most NGOs in poor nations work in a resource environment that is unstable and unpredictable. The hypothesis contends that in this setting, NGOs will work with the government to gain resources. For instance, NGOs and the government might work together on a joint plan that appeals to donors. According to Kanji (2019), this ensures the survival of the NGOs.

2.12 Conclusion

This summary of the review of the literature sought to articulate the various pitfalls and benefits of the topic participants. The summary of the review of the literature was prepared from a search of the literature, which uncovered matters that respond to the topic of implications relating to the NGOs and government collaboration, conclusions, and recommendations for research. The literature on daily work experience source material was able to demonstrate common factors between the NGOs and the government regarding their daily work experiences. The matters raised were not exhaustive but an initial attempt at understanding the issues from an NGO perspective was also explained.

The literature highlighted the issues from a historic background of NGOs; an attitudinal shift towards NGOs; NGO-state collaboration; NGO-relations, NGO in conflict areas, governance and management issues; management within the NGO; and South Africa's and the world's interaction between government and NGOs to help readers understand the pitfalls and benefits of NGOs and the government working collaboratively in terms of reference. The relationship of personnel structure was scrutinised by the literature review with a special focus on its composition and staffing needs within the organisation and competencies and provisions of training and development.

The conditions within which NGOs operate were highlighted throughout this review, and the operational standards and requirements, as well as the provisions made available for the enhancement of productivity within NGOs, were also highlighted in this review. Typically, the theories of collaboration that were discussed in the previous chapter dwell extensively on NGO-state collaboration.

What these theories do not do is elaborate upon collaboration in this chapter. As mentioned earlier, these theories are different, and their contributions and meanings to the study are also different. The theory holds that an organisation's legitimacy, not its effectiveness or financial success, determines whether it will survive. The institutional theory is thought to be a crucial idea for understanding the makeup and effectiveness of the public sector. The theory also takes into account how structures emerge to be established as authoritative rules for social behaviour. It also looks into the development, diffusion, adoption, and modification of these components—schemas, rules, norms, and routines—over time and space (John, 2018).

CHAPTER 3: ROLE OF NON-GOVERNMENTAL ORGANISATIONS(NGOs) IN GOVERNANCE MATTERS IN SOUTH AFRICA

3.1 Introduction

The NGO industry in South Africa is among the most active on the African continent. The South African NGO sector was essential in organising and mobilising people to oppose the crimes of apartheid. The NGO sector has gained speed in tackling numerous concerns in South African society since the beginning of democracy in 1994. Since the country's relatively recent transition to democracy in 1994, the NGO sector has played a crucial role in raising living standards for South Africans while the government concentrated on building infrastructure and democratic government institutions.

The nation's social development has improved, particularly in the areas of poverty reduction, empowerment of citizens, civil and human rights, gender equality, youth development, education, HIV/AIDS prevention, communal land rights, and the promotion of democracy (Jones and Stokke, 2015). The number of NGOs and their impact have grown significantly as a result of the voluntary sector's engagement in a range of socio-economic, political, and environmental issues. The industry contributes significantly to the economy; in 1998, it generated \$1.7 billion in revenue and expenditures, or 1.3% of the country's GDP, and employed 645,000 full-time equivalent workers. It also enjoys a high level of volunteer involvement, with over 30,000 full-time equivalent volunteers, or 1.3% of the workforce, contributing their time.

According to Jones and Stokke (2015), South Africa has one of the largest NGO sectors among developing and transitional countries in the world, outpacing the average for developing countries. The industry can offer a range of essential services required in a developing democratic society, but it also faces challenges in the areas of resource mobilisation, collaboration, transparency and accountability, capacity building, and strategic growth.

3.2 Background

NGOs as we know them today are generally thought to have come into existence around the mid-nineteenth century. Only about a century later, the importance of NGOs was officially recognised by the United Nations. The development of modern NGOs has largely mirrored that of general world history, particularly after the Industrial Revolution, NGOs have existed in some form or another as far back as 25,000 years ago. Since 1850, more than 100,000 private, not-for-profit organisations with an international focus have been founded, (Kaplan 2017). The growth of

NGOs took off after the Second World War, with about 90 international NGOs founded each year, compared with about 10 each year in the 1890s. Only about 30 percent of early international NGOs have survived, although those organisations founded after the wars have had a better survival rate. Many more NGOs with a local, national, or regional focus have been created, though, like their international counterparts, not all have survived or have been successfully (Korten, 2019).

The founding of NGOs in South Africa can be traced to the arrival of missionaries, who dispensed charity and participated in the provision of health and education services. According to (Kragelund 2018), missionaries and other volunteer organisations were seen as crucial weapons in the ideological conflict that assisted in maintaining colonialism, supporting the notion that colonialism served the interests of South Africans through the narrative of colonialism as a ‘civilizing mission,’.

However, despite this shift, Levy (2017) point to many continuities between the ideologies and practices of colonial missionary organisations and those of the development NGOs that emerged after the end of colonialism. According to Mercer (2019), both the idea of a civilizing mission and the idea of development suggest that South Africans require guidance and assistance from the West, which is portrayed as caring and generous.

3.3 NGOs organizational Effectiveness

Effectiveness as a measure of organizational success has for decades attracted scholarly attention across the social sciences. Among practitioners in the non-governmental sector (NGO), the issue of effectiveness has recently taken on additional urgency because of increasing demands for accountability, transparency and financial responsibility, (Lloyd (2015). The bilateral and multilateral donors who had previously channelled funds through states shifted towards a new policy agenda that looked towards providing aid through private organisations (Maree, 2011).

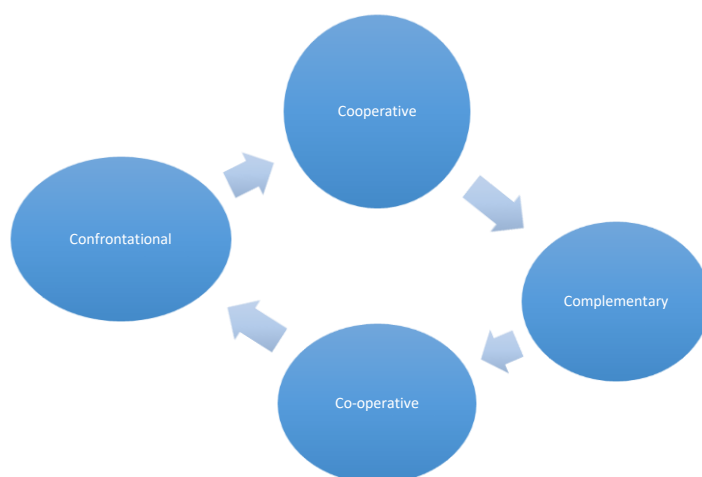
Furthermore, the 1980s saw increasing global support for neoliberal policies. Neoliberalism, in brief, is an approach that opposes state intervention in the economy in favour of self-regulating markets. The adoption of neoliberal policies led to a decrease in state provision of social services, which left a gap in society that has increasingly been occupied by private social agents, such as NGOs. In the case of South Africa, the indebtedness of South African states gave international organisations the leverage they needed to push for the adoption of neoliberal policies.

International financial institutions adopted the view that South Africa's lack of 'development' was best addressed through the introduction of so-called Structural Adjustment Programmes (SAPs) that were subsequently imposed on several African countries, (McCambridge, 2014).

SAPs encourage a reduced role for the state. As a result of this 'rolling back of the state, the influence of NGOs grew tremendously, and many countries became increasingly dependent on these organisations for the provision of goods that had previously been provided by the state. In the 1990s, the NGO sector had grown considerably, and NGO-led development was increasingly considered the main alternative to state-led development. As a result of this, NGOs continued to grow in capacity and influence. However, Bakewell (2013) explains that there is evidence, as discussed above, that the recent financial crisis has somewhat slowed NGOs' growth.

Furthermore, this financial crisis has called into question the neoliberal orthodoxy that led to the shift away from funding the state towards a preference for aiding NGOs and other non-state actors, and this could potentially slow the growth of NGOs both on the continent and worldwide (Abu-Bakr 2019). NGOs are undeniably powerful actors with access to large sums of donor money and with a prominent voice in continental and international discussions about development, economic growth, human rights, and other issues related to social justice.

Figure 1: FOUR Cs Model



Source: Najam (2010)

The study of any NGO–state relationship is complex and diverse. Indeed, in recent years, the scope of a broader array of public-private partnerships has expanded to embrace different stakeholders, including corporations, international financial institutions, and research institutions. According to Abramoff (2015), different frameworks and typologies have been presented. NGO–state relationships can, however, be understood as a spectrum: relationships are

neither solely conflictual nor solely collaborative. Complexity is furthered by the fact that local NGOs may be accountable to several stakeholders (e.g. the state, community, and donors). This may well result in NGOs being disconnected from their key constituents on the ground (McGuire, 2017).

Typological models enable a deeper analysis of NGO-state relationships. The literature presents over twenty typological or conceptual frameworks for describing and analysing NGO–state relationships. The majority tend to focus specifically on the effects of the relationship from the viewpoint of the government or NGOs rather than the interactions between the two sectors (Abramoff and McGuire 2015). According to Al-Majali (2015), typologies of NGO-state interaction can be divided into two categories. The first includes relations based on the policy space available to NGOs. For example, Al-Najar (2019) elucidates that NGO–state interactions depend on the social and political context of the country and NGOs may oppose, complement, or seek to reform the state. The second category presents relationships as the result of strategies that both state organisations and NGOs use.

Another example is Najam’s (2010) Four Cs model, which offers a more detailed view of NGO–government relations by examining the extent to which their organisational goals and means overlap: Cooperative: If the goals and means are similar, then government and NGOs develop a cooperative relationship. Complementary: If the goals are similar but the means are dissimilar, then a complementary relationship between the governance and NGOs emerges. Co-operative: If the goals are dissimilar and the means are similar, then governance tries to build a cooperative relationship with NGOs. Confrontational: If the goals and means are both dissimilar, then governance and the NGOs are in a confrontational relationship.

NGO governance- relationship types are not mutually exclusive; there might be both cooperative and confrontational relationships at the same time within the same relationship. Altschuld and Zheng (2015) divides the literature on government-NGO partnerships into three categories, each with a clear perspective:

The normative category, which views partnerships as ends in themselves, and argues that partnership is the most ethically appropriate approach to sustainable development. The reactive category attempts to counter criticism of the past and is typically illustrated by some international donors, governments, and corporations. The pragmatic category views partnerships instrumentally, as efficient means of achieving objectives. Studies of the collaboration between

the state and NGOs in Central Africa have used both static and dynamic models of state-civil society relations.

Within a static model, there are two views on the role of civil society concerning the state: one views the relationship as antagonistic; the other considers civil society and the state as mutually interdependent. According to this latter view, civil society cannot be strengthened independently of the state. Within a dynamic model of state-civil society relations, strengths, and weaknesses are assumed on both sides, as is the readiness of the party to adjust strategy toward the other following the external situation, needs, and opportunities (Balser and McLusky 2015).

Barauh, (2017) analyses NGO-state relations in Central Africa in terms of the distinctions between 'open', 'closed', and 'invited' public spaces. Different typological models involved analysis within a single or a combined framework. For example, within a demand-supply conceptual framework in which there is a weak-strong partnership contradiction: a weak partnership is associated with information sharing and policy dialogue, and a strong partnership is characterised by jointly agreed country programmes and multi-annual financial agreements, (Batti, 2017).

Balser and McLusky (2018) identifies three forms of cooperation between the government and NGOs in South Africa: the joint implementation of projects by both partners; the sub-contracting of public sector services to major NGOs; and the direct financial support of NGOs by the government. But he concludes that the most common form of collaboration is sub-contracting, in which the state has formal contracts with major NGOs to implement specific projects. Finally, the boundaries between sectors need not be viewed as static, but instead as fluid, with boundaries moving according to changing contexts (Barauh, 2017).

3.4 The Legal Framework for the South African NGO Sector

Throughout the chaos of apartheid, the government placed few restrictions and regulations on NGOs. There was a fear that with increased transparency and documentation, those NGOs who were affiliated with the corrupt government would be exposed to the public (Kabane 2011). While the current system still is not as efficient as most developed countries, since it takes five to six months to complete registration, the framework now has much more structure and is continually improving (Brown 2012). The implementation of the Financial Intelligence Centre Act (FICA)

stipulates that a NGO must be registered in order to open a bank account and to be eligible to gain government contracts (USAID 2011).

Often, there is a correlation between the registration status and the level of funding that the NGO receives, which urges the organizations to mobilize on receiving registration status. The following spells out the four-stage process that NGOs in South Africa follow in order to register with the government. With the exception of stage one, not all of the following steps are required and or need to be completed in a specific order.

3.5 NGO sector in South Africa

Ashman (2010) clarifies that 50.59 million people are living in South Africa, making it the country with the continent's largest GDP. Since establishing a stable democracy in 1994, the nation has had sustained economic growth, a high rate of literacy, and an overall rise in living standards. A quickly expanding NGO sector in South Africa has also helped to assist political and social advancements. Similar to many developing nations, South Africa's NGO sector has reacted to fulfil the numerous needs of society that are not met by the public and corporate sectors.

The industry has exhibited growth over the relatively short period of 18 years and offers a wide range of social and other services. According to the Department of Social Development in the Republic of South Africa, there were 573 more registered NGOs in 2011 than there were in 2000. The following table illustrates the striking increase in the number of NGOs that are officially registered in South Africa.

Table 2: Growth in the Number of Registered NGOs in South Africa

Year	2000	2005	2008	2009	2010	2011
Number of NGOs	13,282	36,981	49,826	55,341	65,633	76,175
% growth since 2000	-	278%	375%	417%	494%	573%

Source: Department of Social Development, Republic of South Africa

Bano (2017) expounds that 95% of the registered NGOs are classified as 'Voluntary Associations,' 3% as 'Section 21 Companies,' and 2% as 'Trusts.' The regional distribution of officially recognised NGOs across the nine provinces likewise exhibits a wide variety. With

32%, or almost one-third of all NGOs in the nation, Gauteng's second-most populous province has the highest percentage of registered NGOs 20% of the registered NGOs are located in the province with the highest population, KwaZulu-Natal.

The percentages of registered NGOs in the other provinces are 2% in the Northern Cape; 10% in the Western Cape; 9% in the Eastern Cape; 6% in Mpumalanga; 5% each in the Free State and North West; and 11% in Limpopo. One-third of officially recognised NGOs offer social services, and one-fifth of them deal with housing and development issues. According to the service area, Table 3 breaks down the quantity and proportion of registered NGOs.

Table 3: Number of Registered NGOs by Service Area

Service Area	Total Number	Percentage (%)
Social Services	26,199	34
Development and Housing	15,797	21
Religion	8, 839	12
Health	8,723	11
Education and Research	8,655	11
Culture and Recreation	4,069	5
Others	3,893	6

Source: National NPO Database 2011, Department of Social Development

Since the Department of Social Development does not force NGOs to register, it is reasonable to believe that there are many more NGOs in South Africa than the reported 76,175 NGOs. The Department of Social Development also rejected almost one-third of the first NGO registration applications in 2010 due to insufficient information as a result of stringent requirements (USAID, 2011). Only 10,542 (69%) of the 15,265 NGOs that requested registration in 2011 were accepted, and 4,729 of those applications were denied or revoked. Furthermore, it can be presumed that the bulk of the NGOs that were turned down for registration. are still in operation. According to the Southern African NGO Network (SANGONeT), there are currently about 100,000 NGOs active in South Africa.

3.6 Growth Of NGOs: Some Parallels Between South African And Indian Ngo Sectors

Several similarities can be drawn between the NGO sector of South Africa and that of India in their growth patterns and social impacts. South Africa's NGO sector also mirrors India's NGO sector in terms of issues, barriers and opportunities. Hence, there are several lessons that South Africa's NGO sector can learn from the success and failures of India's NGO sector, (Young , 2010). Historically, both South Africa and India have strong roots of philanthropy and volunteerism that gave impetus to their modern NGO sectors.

While the Indian NGO sector spearheaded the independent movement against the oppressive British colonialism during the 1930s and 1940s, the South African NGO sector galvanized the struggle against apartheid in the 1980s and 1990s. Both these movements were led by a cadre of national leaders who guided these movements through non-violent channels. In the case of India, it was leaders such as Mahatma Gandhi, Jawaharlal Nehru, and Vallabhbhai Patel and in the case of South Africa, leaders like Nelson Mandela, Oliver Tambo, Walter Sisulu, and Bishop Desmond Tutu, who were at the forefront of these unified national movements.

It is also interesting to note that Mahatma Gandhi honed his nonviolent, civil disobedience method of freedom struggle while he lived in South Africa between 1893 and 1915. These leaders rallied NGOs, including faith base institutions across their nations in successful freedom struggles, (Weinthal, 2014) . In both countries, after the independence in India and end of apartheid in South Africa, the NGO sectors went through a period without a good sense of direction. This is due to the governments' focus on nation building and launching democratic political systems. While this period lasted from 1947 – early 1970s in India, it lasted only for a few years in South Africa after 1994.

The initial measures for government support to NGOs in India came in the early 1970s during the 5th Five Year Plan, when the Planning Commission began to consider NGOs as partners in development. In South Africa initial measures of NGO sector – government collaborative processes were established in the late 1990s. INGOs began to set-up their operations in India in the 1980s, where as in South Africa, INGO operations began right after the end of apartheid. Wallance *et al*, (2006), decided that NGO sectors in both countries have strong grassroots community connections because many NGOs assisted people during the economic struggles of the nation building process, they enjoy the trust of the people they serve. This adds to the

strengths of the NGO sectors, because they can mobilize people within relatively short times and with limited resources, while governments cannot engage with people effectively for awareness building in various social issues. Promoting civic engagement is another area where NGO sectors of both countries have made major progress. Development NGOs in both countries have achieved impressive results in bringing community residents to discuss local issues and resolve them through consensus building. NGO sectors in both countries grew, and are still growing, very rapidly in response to direct and immediate demand for social and other services.

Unfortunately, such growth has resulted in several NGOs operating without proper governance structures to guide and promote their mission. In both countries the NGO sectors have achieved increased levels of goodwill among stakeholders, but not many attempts have been made to enhance their legitimacy through good governance practices (Kumaran 2012). The sectors suffer from lack of collaboration between NGOs, INGOs and government entities for efficient and effective service delivery. This is primarily due to the ‘territorial’ mentality that seems to be prevalent among NGOs, Bano (2017), agreed. Another major weakness in both NGO sectors is the lack of self-imposed and government-imposed regulatory framework to promote NGO transparency and accountability.

3.7 Philanthropy And Volunteerism In South Africa

The practice of philanthropic giving for social causes has always been instilled in South African culture, whether it is in a formal or informal manner. As the 25th most populated country in the world with about 50 million people, it can be assumed that there is a great need for aid in the country as well as an abundant number of volunteers to donate their time and or resources (Council on Foundations 2011). In South Africa, there is a phenomenon that contradicts the norm of general giving behavior.

In terms of philanthropic trends around the world, it is generally common for those individuals ranked as upper class, in terms of financial status, to give more than those in the middle or working class. There is a conception that donations increase with the donor’s influence, status, and financial benefit in terms of tax deductibility. However, in the case of South Africa, poverty does not seem to be a deterrent to charitable giving (Singer, 2019). In 2013, South Africans donated R740 million to the NGO sector. In addition, in an average year, 1.5 million South Africans volunteer their time with NGOs (Everatt *et al*, 2015). According to the literature

(Kabane 2011; Kragelund 2011), prior to 1994, donors were hesitant to give donations to any NGO that might be affiliated with the corrupt government. Such NGOs were often viewed as illegitimate and many assumed that their donations would be used to fuel the apartheid movement. Since there was such an apparent detachment between donors and NGOs associated with the government, many organisations would not go through the standard registration process, but instead operate outside the legal framework of the government (Kabane 2011; Kragelund 2011).

This disassociation was what provided the continuation of funding and donations for many anti-apartheid NGOs. As the 1994 elections were approaching, individuals who would traditionally donate to formal organisations slowed or stopped their contributions until the results were announced. Following the elections, there was still a great deal of people who continued to hold on to their money until they saw what direction the new government would take. Others decided to donate to the Reconstruction and Development Programme (RDP) to help the new democratic system flourish, instead of aiding a particular NGO (Naidoo, 2017). Since the end of apartheid, the range of the focus of NGOs has expanded to encompass several social and political topics, thus promoting philanthropy.

Another aspect that should be considered regarding giving behaviour in South Africa is whether the donation is made to a formal or informal institution. The literature states that extended families along with religious affiliations are held in high respect in the South African culture . In addition, “2011 Charities Aid Foundation World Giving Index” listed that voluntary acts of kindness are customary within most of Africa (Brown 2012). The majority of individuals who give in this manner are acting through intrinsic motivation rather than an obligatory feeling. Surveys have shown that 89% of South Africans give due to their religious beliefs and obligations (Sink, 2018).

However, the majority of citizens do not attribute contributions to family members or religious institutions as an act of philanthropic giving. Everatt *et al* (2015) documented in their study on “Patterns of Giving in South Africa,” that in the year 2013, the NGO sector received an estimated total of R921.8 million in both formal and informal philanthropic gifts from South Africans. R200 millions of this total was attributed to informal giving . Approximately, 1.5 million South Africans volunteer for NGOs on a regular basis . This study concluded that in general men give

more money to NGOs than women do. On the other hand, women give more of their time as volunteers and are more likely to provide resources and in-kind gifts. From a racial standpoint, the study shows that white individuals tend to give more money and less of their time than other ethnic groups (Smith , 2018).

In terms of ‘foreign philanthropy,’ there is a general lack of funding for NGOs across the world, especially during the current global recession. Advocacy and governance-related NGOs in South Africa have traditionally received high levels of international funding and have been most severely affected by the downturn in the global economy. The sector saw a decline of R3 billion in funding from 2009 – 2010 (USAID 2011). According to a study done prior to the recession, the majority of funding for NGO social service programs in South Africa comes from foreign donors. This category occupied a substantial 37% of fund generation (Heinrich, 2011).

The next largest source of funding for social services comes from program service fees. Heinrich (2011) identified that corporate donors and other government funding make up about 24%. Overall, the majority of foreign donations go to helping the youth, persons with HIV/AIDs, and the impoverished. While NGOs have seen a decline in foreign philanthropic giving in the past few years, there has been an unusual increase in the amount of individuals who have donated to South African NGOs (Brown 2012). This is most likely attributed to the new ventures and fundraising tactics that NGOs are implementing to help stay a lot in these harsh economic times.

3.8 Role of NGOs in Governance

NGOs are important for development and governance. Bano (2018) elucidates that NGOs play a variety of roles in governance and development, such as, promoting important public issues, spreading information about them, and raising awareness of them; observing how the government and private sector behave; mobilising local resources and initiatives; creating sustainable societies; and mediating between the public and the government. Casey (2011) is certain that NGOs may take on a range of governance tasks that increase their potential for influence after gaining access to a Global Governance Initiative (GGI).

We can participate in regular meetings, regardless of membership status, a full point because it is a crucial substantive function with potential influence for NGOs. NGOs frequently play a part in fostering accountability, whether it is through formal GGI monitoring (1 point) or less formal naming and shaming (1/2 point). NGOs are also permitted to conduct ongoing projects or stage

one-time events that are approved by the GGI (each worth one point). Finally, an NGO influences laws and standards by providing input and suggestions, technical know-how, or by fostering stakeholder participation (one point each). The practice of philanthropic giving for social causes has always been instilled in South African culture, whether it is formally or informally. As the 25th most populated country in the world with about 50 million people, it can be assumed that there is a great need for aid in the country as well as an abundant number of volunteers to donate their time and/or resources (Council on Foundations, 2011).

In South Africa, there is a phenomenon that contradicts the norm of general giving behaviour. In terms of philanthropic trends around the world, it is generally common for those individuals ranked as upper class, in terms of financial status, to give more than those in the middle or working class. There is a conception that donations increase with the donor's influence, status, and financial benefit in terms of tax deductibility. However, in the case of South Africa, poverty does not seem to be a deterrent to charitable giving. In 2013, South Africans donated R740 million to the NGO sector. In addition, in an average year, 1.5 million South Africans volunteer their time with NGOs (Everatt *et al.*, 2015).

According to the literature (Kabane, 2011; Kragelund, 2011), before 1994, donors were hesitant to give donations to any NGO that might be affiliated with the corrupt government. Such NGOs were often viewed as illegitimate and many assumed that their donations would be used to fuel the apartheid movement. Since there was such an apparent detachment between donors and NGOs associated with the government, many organisations would not go through the standard registration process but instead operate outside the legal framework of the government (Kabane, 2011; Kragelund, 2011). This disassociation was what provided the continuation of funding and donations for many anti-apartheid NGOs.

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The literature states that extended families along with religious affiliations are held in high regard in South African culture (Tandon, 2010). In addition, the 2011 Charities Aid Foundation World Giving Index listed that voluntary acts of kindness are customary within most of Africa (Brown, 2012). The majority of individuals who give in this manner are acting through intrinsic motivation rather than an obligatory feeling. Surveys have shown that 89% of South Africans give due to their religious beliefs and obligations (Everatt *et al.*, 2015).

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This study concludes that, in general, men give more money to NGOs than women do. On the other hand, women give more of their time as volunteers and are more likely to provide resources and in-kind gifts. From a racial standpoint, the study shows that white individuals tend to give more money and less of their time than other ethnic groups (Teamey, 2010). In terms of 'foreign philanthropy,' there is a general lack of funding for NGOs across the world, especially during the current global recession.

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Clark (2018) identifies that corporate donors and other government funding make up about 24%. Overall, the majority of foreign donations go to helping the youth, persons with HIV/AIDs, and the impoverished. While NGOs have seen a decline in foreign philanthropic giving in the past few years, there has been an unusual increase in the number of individuals who have donated to South African NGOs (Brown, 2012). This is most likely attributed to the new ventures and fundraising tactics that NGOs are implementing to help stay afloat in these harsh economic times.

3.8.1 Example of an NGO excellence: The Case of IDASA

One of the major needs that South Africa had right after ‘it broke down the chain of apartheid’, especially for the African majority and other minority groups, was its people’s understanding of the principles of democracy, civic engagement, and democratic governance (Coston, 2018). There was a serious lack of ‘people’s democracy’ and citizen empowerment due to decades of oppressive apartheid. One NGO, the Institute for a Democratic Alternative for South Africa (IDASA), emerged to address this void in 1987, long before the end of apartheid. Interestingly, it was established by two former white members of parliament, Dr Alex Boraine and Dr Frederik van Zyl Slabbert, who resigned from their positions in protest of the politics of exclusion and repression by the white-only government.

Against all odds, IDASA set out to attempt its democracy-building projects to find an alternative way to address the polarisation between black and white South Africans and a mission to assist a peaceful transition to democracy in the country and foster and strengthen a culture of democracy, (Levy, 2017). By introducing the concept of political negotiation and facilitating its practice between the ANC and the apartheid regime, IDASA assisted in shaping the democratic system that became a reality in 1994. Through its Training Centres for Democracy, the organisation provided public workshops, seminars, and conferences to introduce the philosophy of democracy and citizen involvement needed to develop the new democratic society.

IDASA also played a role in drafting the new constitution for South Africa. To promote people’s awareness of various information and functions of the government, it established Public Information Centres. These centres collected and analysed information on public policy to improve government transparency and accountability to the public. The centres also informed the public about various policy implementations and implications, so that people would become active in exercising their democratic rights (Levy, 2017). IDASA also emerged as a watchdog group for the national legislative body, the parliament.

Through its Parliamentary Information and Monitoring Service, it provided people with access to information on parliamentary proceedings to promote legislative transparency. To assess the progress in democracy building, the organisation also developed the Democracy Index published in 1998, 2002, and 2005 to identify areas of weakness. It provided various voters with educational material based on their findings.

Other major, progressive, and timely projects of IDASA include : Public Opinion Service, to build citizen capacity for democratic participation. Citizen Leadership Project, to identify and train local leaders to promote civic engagements in their communities. Institutional Capacity Building Unit, to strengthen the capacity of NGOs and community-based organisations. Local Government Centres, to build capacity of local government officials and empower communities to demand their rightful services from municipalities. Budget Information Service, to educate NGOs and citizens on the public budgeting process.

IDASA's operations now go well beyond South Africa to about 18 African nations to promote democracy. Another major strength of IDASA has been its strategic approach to growth. It has morphed itself by responding to various issues and needs in the country and by diversifying its services in public awareness building, political negotiations and facilitation, social and policy research, watchdog function, and information dissemination – all towards its new mission, which states that ‘IDASA is committed to promoting sustainable democracy based on active citizenship, democratic institutions, and social justice.’ IDASA has also been successful in mobilising resources for its growth from donors, governments, and International NGOs (INGOs). It also has a fundraising unit, ‘Friends of IDASA,’ a registered non-profit in the United States, (Craig, Taylor and Parkes 2014).

3.9 Transparency and Accountability in the South African NGO Sector

Teamey and Mcloghlin (2019) are of the same mind that NGOs should eventually reach the highest levels of accountability and openness to their stakeholders, including customers, donors, staff, volunteers, and the general public, as they proceed through the ideal growth stages. Transparency and accountability aid NGOs in obtaining legitimacy and in securing funding for development and growth. On the other hand, a lack of accountability and openness may ultimately result in the death of NGOs. Ullah *et al*(2016) also harmonised that Transparency means that decisions taken by an NGO, and how those decisions are carried out, must abide by the laws and norms that apply to that particular NGO sector.

The availability of information about such decisions and their implementation to people who will be impacted by them is a crucial aspect of transparency. Last, but not least, openness demands that there be enough information provided in different ways that are easily understood by stakeholders (UNESCAP, n.d.). Accountability, on the other hand, is a key requirement of good NGO governance. NGOs must be accountable to all their stakeholders. Good NGO

accountability directly results in high levels of credibility and goodwill among stakeholders. Typically, transparency precedes accountability and accountability is difficult to enforce without regulatory mechanisms (Tandon and Mohanty ,2013).

Government rules through a regulatory system and self-regulation by associations or coalitions of NGOs are two mechanisms that can lead to transparency and accountability of NGOs. Without a doubt, neither the government of South Africa nor the organisations set up to implement its laws, regulate NGOs. The overall registration process for NGOs is voluntary. Before engaging in transactions with financial institutions, such as opening bank accounts, NGO registration with the Department of Social Development is now required by the Financial Intelligence Centre Act (FICA) of 2010.

Laws like this advance government regulation in the right direction, but for them to be effective, they must be supported by an enforcement mechanism that will hurt NGOs that do not comply. On the self-regulation front, the South African NGO Coalition has come up with a Code of Ethics for its members. However, the Code's effects on NGO accountability are weak because it does not give any indication of the actions against member NGOs that fail to comply with the Code (Hammer *et al.*, 2010).

Often, NGOs and their operations can suffer even from perceptions of low accountability and transparency. The majority of respondents (58%) to a SANGONet public opinion survey on NGOs conducted in July 2006 agreed or strongly agreed with the statement that ‘the South African NGO sector lacks accountability’ (Diachenk, 2017). Several recent studies have likewise portrayed a dismal picture of the accountability and transparency of NGOs.

For instance, in his 2010 book, ‘Snakes in Paradise - NGOs and the Aid Industry in Africa,’ Hans Holmen delivers a scathing commentary on the lack of accountability and transparency in the NGO sectors of Africa. The NGO sector must seriously consider these suggestions and criticisms regarding a lack of accountability and transparency and make all attempts to improve on them to achieve higher levels of legitimacy, (DiMaggio, Paul and Anheier 2020) argued.

3.10 NGOs Networking and Collaboration

The level of collaboration between NGOs with the same or comparable missions will have a significant impact on the future of South Africa's NGO industry. NGOs with various goals and service offerings can collaborate under the aegis of local, regional, and national NGO coalitions and associations to advance the sector as a whole. When the economy is struggling, collaborative partnerships can be especially beneficial for combining limited resources and partner NGOs' strengths (in respective service areas) to offer services and programmes efficiently and effectively.

Another motive for collaboration within a sector is that an increasing number of funding organisations, including foundations, governments, and foreign governments, are solely seeking grants and contracts for collaborative initiatives from NGOs. The 'territorial mentality' of NGOs, as was previously indicated, is a significant barrier to NGO networking and collaboration. The South African NGO sector has had a lot of success forming alliances and networking. Exemplary NGO networking and coalition-building efforts include SANGONeT and the South African National NGO Coalition (SANGOCO). With the goal of 'supporting the effective use of information communication technologies in Southern African civil society organisations by providing quality services and initiatives,' SANGONeT was founded in 1987.

For NGOs in South Africa and around the world, SANGONeT's web portal, www.ngopulse.org, has effectively exploited the power of internet-based networking and information sharing. One of the most active and often updated Internet resources for NGOs operating from any developing or developed country is this website portal. Blogs, news articles, information technology resources, and NGO management web portals cover a wide spectrum of useful and practical information for NGOs. NGO Pulse also uses up-to-date social media avenues to connect NGOs with the fast-growing world of the Internet.

SANGOCO was established in 1995 as an umbrella coalition of NGOs with a focus on coordinating NGO input into government policy and promoting the NGO sector in serving the people of South Africa. SANGOCO has also developed an impressive code of ethics for its members/partners that include standard of practices in core values, governance, accountability, human resources, and financial management. While the sector has done well in networking and coalition building, there is a lack of information and/or evidence about successful collaborative partnerships among NGOs in providing specific services or projects funded by various sources.

3.11 NGOs- Governance Collaboration

Worldwide, NGO sectors offer services that the public sector frequently cannot, and the South African NGO sector is no exception. The public and non-profit sectors must work together as partners in development because of this. Estimates of the number of resources that the government sectors contribute to NGOs in South Africa vary. Government grants are the main source of revenue for the NGO sector, according to Edwards and Hulme (2013) According to estimates, the government provides 44% of the overall revenue for NGOs, followed by service fees (32%), philanthropy (24%), and donations (32%).

Even with this contribution of resources from the government sector, working with the government presents several difficulties for NGOs. To effectively alter South Africa, Jagwanth (2013) argues that strong connections through cooperative efforts amongst the many sectors of society are essential. Partnerships between the government and NGOs are sometimes necessary to gain the support of several foreign donors that prefer to work with organisations that have a history of working together (Jagwanth 2013). According to Sikhakhane (2010), the failure to successfully create connections between the public and non-profit sectors is the reason why South Africa is not developing as quickly as other nations.

The state faces difficulties in formulating shared objectives that can be carried out and duplicated in other areas, which results in the linkages being weak or non-existent. Other entities see the NGO sector as a political threat, but it lacks the organisational capacity and personnel to deal with it. Clarke and Gerard (2018) goes so far as to comment that South Africa's success in evolving as a developmental state centres on its capacity to participate with the NGO sector at the level it partners with for-profit entities.

As it aims to alter society and confront the disparities that have dogged its history, the current South African constitution is regarded as one of the most advanced or progressive in the world. The language of the constitution, according to Jagwanth (2013), permits long-term participation of the public sector and the NGO sector in governance. Although cooperation is necessary, it is still important for the NGO sector to remain independent to effectively play the role of watchdog and insist on government responsibility, a task that has proven challenging for many NGOs (Noyoo, n.d.).

There is still a push for NGOs to closely monitor government actions and hold officials responsible today. Experts have moved from NGOs to the government in criticising the

government. Government bureaucracy is another limiting factor in the advancement of the NGO sector-government relationship. This often impenetrable barrier has isolated the government from the people, especially the underserved populations whose needs the Constitution were specifically designed to address .

There is a concern that NGOs are losing the ability to effectively identify and satisfy the needs of the nation's most marginalised communities as there is still a widening wealth and poverty divide in South Africa . (Fowler, 2011) notes that the NGO sector no longer has a significant influence on governmental choices and gave the example of their exclusion from contributing to the Millennium Development Goals Report for South Africa. Many community-based organisations are generally ignorant of how the government functions and how to influence it locally to benefit the communities where they operate . They do not fully grasp how 'participatory democracy complements politically legitimate and legally responsible structures', (Palmer, 2016) .

3.12 Opportunities

Despite several issues and barriers, many opportunities also exist to further strengthen South Africa's NGO sector. Garbutt (2013), outlines a few such opportunities based on the literature search conducted: The sector lacks the extensive type of reporting that covered the public and private sectors. This has resulted in a lack of information on the true effectiveness of the sector .The development of a reporting system would provide more accurate and up-to-date information on the impact of the NGO sector. Current research data on the sector is sparse. In researching for this study the majority of articles were published in the first ten or so years after the end of apartheid.

Current studies can potentially provide a true picture of the contribution of the sector to South Africa's economy; progress made towards meeting RDP goals; and identifying important issues on which the sector should focus, (du Tolt, 2010). The sector should take a more business-like approach in terms of compensation and career advancement opportunities offered to its employees to be able to attract and retain a quality workforce. The benefit of such an approach is having the human capacity needed to conduct evaluations to show programme impacts and show financial accountability which is now a critical focus of funding agencies. The sector should strive to establish stronger NGO-government-corporate sector linkages that foster a spirit of partnership in development, goodwill, and corporate social responsibility, and increase the

effectiveness and efficiency of government and NGO sectors in meeting the needs of the nation's marginalised populations, (Pfeffer, 2018).

3.13 Limitations between NGOs and Governance Collaborating

Proscia, (2016) debates that despite some positive changes in NGO-government relations, there are clear deficiencies. Lack of trust: One of the constraints in NGO-state relations is a lack of trust created by a lack of understanding of NGOs' work by the state. A considerable number of the government's social contracts are distributed through a relatively small number of NGOs and the procedures for state social funding are not transparent. According to local NGO activists (Gazley, 2019), in South Africa, the government does not view NGOs as strong partners.

In these conditions, NGOs use their resources for adapting to the changes in the environment. Referring to Gazley and Brudney (2010) opinions, along with recognising the NGO sector as a social institution, the state underestimates the potential of NGOs. This strongly reduces the possibilities of NGO development in South Africa. Experts state that NGO opinions are often taken into account only at the initial stage of decision-making (when working out the agenda) but at the final stages of decision-making, the NGOs' opinions are usually neglected.

On the whole, the NGO sector as a social institution does not participate in decision-making and remains outside the process of governing. Throughout Central Africa, the collaboration between state and NGOs has been easier and more productive at a local level than at the national level (Geffen, Earle and Buxton 2019). Ineffective mechanisms of social contracting: The mechanisms for state contracting are not effective. Human rights organisations are not included in social contracting.

State Social Contracts (SSCs) tend to be short-term thereby making any long-term orientation problematic. Moreover, little information is available about projects carried out under state social contracts. There are some cases of ineffective spending of money by NGOs that have received state social financing (USAID, 2011). The increased number and scope of NGOs require more transparency and verification of NGOs' activities and performance. This has become a growing issue with State Social Contracts (SSCs), which allow the government to contract with NGOs to provide social services and are rapidly becoming the most significant source of funding for NGOs in South Africa.

SSCs focus on supporting government programmes and do not provide support for NGOs' institutional development (USAID, 2011). According to Greenwood and Hinings (2016), there

is also a concern that NGOs that have received state social financing, spend the money ineffectively, do not fulfil the obligations of their contracts, or even disappear after they receive funding. As a result, the issue of NGOs' performance and verification of activities is widely discussed by relevant ministries and NGOs. The services provided by NGOs do not always reflect the needs and priorities of their constituents and communities and are often tied to funding under the SSC programme (USAID, 2010).

Insufficient financial mechanisms at the village level: Administrative structures at the village level have insufficient financial resources and rely on budgeting decisions at the district level. This means that rural communities have difficulty presenting their concerns, and grassroots NGOs lack the mechanisms to engage the state in addressing community issues.

For instance : The Gift of the Givers Foundation in South Africa Open Budget Initiative worked to increase civic engagement in the process of budget development and monitoring to better meet the needs of local constituencies. Working under the rubric of the initiative, the Red Cross Society organised a budget school for representatives of NGOs and mass media in several cities on how to increase civic engagement in the budget process (Guo, Chao and Muhittin 2015).

Possibility of loss of control and flexibility: The potential disadvantages for NGO collaborators are numerous, such as the costs of partnering; the possibility of a loss of control, flexibility, recognition, and public accountability; greater financial instability; greater difficulty in assessing results; and the spending of considerable institutional time and resources in supporting collaborative activities. NGO and government collaboration can lead to restrictions and threats to institutional autonomy (Haque, 2014).

Different approaches of partners: Collaborative activities can be constrained by differences in partner goals, restraints on a budget, or the unwillingness of potential partners to share resources. Conflicts may arise from differences among the partners, including unequal access to resources, different problem-solving approaches, different organisational cultures, unequal expertise, and unequal opportunities to define problems and propose solutions (Sharma, 2011). Adverse organisational outcomes of a partnership include the time-consuming process of resolving disagreements, the use of scarce resources in building partnership skills, and the unrealistic objectives set by partners .

Lack of institutional capacity: Hilhorst (2018) presents an analysis of the relations between national governments, environmental NGOs, and international organisations around important

environmental issues of the 2000s concerning the clean-up of the Semipalatinsk nuclear testing zone in South Africa. Hulme and Edwards (2017) argues that central governments lack the institutional capacity to solve these complex problems. It is one of the main constraints hindering environmental protection in Africa. The lack of government capacity (including technical capacity and manpower) to properly manage the process of NGO involvement in collaboration with a state creates a big challenge.

3.14 Conclusion

The South African NGO sector has evolved into a shining example of how the sector may assist in a transitional developing country by fighting apartheid and achieving significant strides for the general development of society in the post-apartheid era. The NGO sector in South Africa has made significant progress in meeting society's urgent needs for a wide range of services. South Africa has a better legal framework for its NGO sector than many other African nations and many other developing nations, although enforcement is lacking.

The Department of Social Development should require that all NGOs register with the department. This can be followed by the creation of a central NGO regulating body with oversight and enforcement authority to encourage transparency and accountability in the sector. While the SANGONeT and SANGOCO-established networks and coalitions benefit the South African NGO sector by providing essential information on a variety of policy, resource, and procedural concerns, the sector still needs an NGO association to fulfil the job of capacity building. This may be a national NGO with chapters spread out over the country to promote specific NGO capacities in governance, money raising, strategic planning, risk management, and other vital skills NGOs need to grow.

The NGO sector in South Africa should contact individuals, groups of NGOs, and international NGOs from both developing and developed nations to collaborate and benefit from each other's efforts. Major international conferences like the Durban Climate Change Conference and the Durban World Conference Against Racism, where thousands of NGOs and INGOs from around the world gathered to discuss the future of civil rights, human rights, and the environment, were successfully hosted and staged in South Africa. Uncertainty surrounds whether and how much the South African NGO sector made use of these opportunities to connect with NGOs and INGOs from other parts of the world.

The South African NGO sector should unite when similar chances present themselves in the future to seize networking. Finally, there is a critical need for academic research on various facets of NGO management, particularly by social scientists. The rapidly expanding NGO sector is the subject of a fairly small amount of literature. Higher education institutions should research the problems, obstacles, and possibilities that NGOs face and work with them to strengthen their capacity to deal with problems and take advantage of opportunities, and collaborative benefits with the global NGO sector. Finally, there is a critical need for academic research on various facets of NGO management, particularly by social scientists.

CHAPTER 4: PRESENTATION AND DISCUSSIONS OF RESEARCH FINDINGS

4.1 Introduction

In this chapter, the findings of the data collected will be presented and discussed. This chapter will present and discuss the research findings concerning the aims and objectives of the study. This study aimed to explore the governance pitfalls and benefits of collaboration between NGOs in the South African context. The questions guiding this study are based on factors that are affecting NGOs and governance collaboration. The pitfalls and benefits of NGO-governance collaboration are explored concerning external and internal factors, followed by the subthemes that emerged affecting collaboration between government and NGOs.

4.2 Identifying Pitfalls of Non-Governmental Organisation-Government Collaboration

The study revealed that as far as the collaboration was concerned, several pitfalls hinder collaboration between the governance and NGOs. Lack of funds for NGOs is a major pitfall and they express difficulty in finding sufficient, appropriate, and continuous funding for their work. The study also investigated that finding donors is challenging when dealing with their funding conditions. It was also revealed that NGOs have limited resource mobilisation skills and are often not looking for funds that are available locally, preferring to wait for international donors to approach them. There is a high dependency on donors and a tendency to shift interventions to match donor priorities.

A lack of financial, project, and organisational sustainability was revealed by the study. The study has also found an absence of strategic planning as one of the pitfalls since few NGOs have strategic plans which would enable them to take ownership of their mission, values, and activities. Poor networking was identified as another pitfall. It is the cause of duplication of efforts, conflicting strategies at the community level, a lack of learning from experts, science, and an inability of NGOs to address local structural causes of poverty, deprivation, action, and under-development.

Negative competition for resources also undermines the reputation of the sector and the effectiveness of the activities at the community level. As a result, the study has shown that there is a great deal of suspicion among NGOs, as well as secrecy and lack of transparency. It was revealed by the study that many NGOs, large and small, intervene at the community level without any community mapping and implement projects without due regard to ongoing community initiatives. The researcher thinks that poor communication creates a lack of communication

within the sector by NGOs. The majority of NGOs have little or no access to reliable email and internet connections, they receive almost no literature on development issues and are generally out of touch with issues of global, regional, and national importance. The lack of understanding of the difference between the Board and Council is just one example of the knowledge gaps that exist.

The researcher thinks that relationships with International Non-Government Organisations (INGOs) are considered another pitfall concerning local NGOs because the giants, mainly INGOs, occupy so much space that it is very difficult to find room for themselves. INGOs often intervene without any concern for the building of sustainable local Civil Society Organisations (CSOs). They pay government and community members to participate in their projects while local NGOs have no facility for doing so. INGOs are also perceived to be driven by short-term project approaches that are not locally sustainable.

4.3 Criticism of NGO-Governance Collaboration

The study exposed that the collaboration between governance and NGOs has been very weak because of security issues and a lack of trust. The NGOs collaborate by providing human and financial resources, material and equipment, and communication facilities. The NGOs supply 70% of curative services and contribute 52.9% of the budget to the state. The NGOs had employed 1 390 personnel, established 44 centres, and managed and supported 83 facilities across the South Africa. The study revealed that was an additional preapproval on how NGOs utilised their funding and other monies received or raised, (Bano, 2017).

It was also discovered by the study that endeavouring to integrate these two discourses across the globe can cause predicaments of fragmentation of conceptions and programmes. If fragmentation were to occur it would have the opposite effect to what NGOs are trying to achieve with regards to human rights and development in kindred programmes. One of Africa's leading experts on law and development, highlights his critique of NGOs in two essays: "Silence in non-governmental organisations discourse", and "The Role and Future of non-governmental organisations in Africa" Another reproof of NGOs is that they are designed and utilised as extensions of ordinary foreign policy instruments of certain western countries and groups of countries (Batley, 2016). The study also revealed that there have been engulfing disasters of NGOs utilising lies or misinformed advice to enact their campaigns.

4.4 External Pitfalls

4.4.1 Non-Registration of NGOs

According to Wenar (2018), the 'registration' of an NGO is essentially a national process. The author continues to explain that a group can be set up as a legal entity - as an NGO - only within the country where it is located. National NGO laws usually designate local government departments or agencies for this process, different from those that businesses have to use to obtain a license to operate. Anheier (2019) argues that even if an NGO plans to carry out international activities, in different countries, it is bound by the specific national NGO laws of the country where its headquarters or secretariat is located, or where most of its fundraising is done. The study has highlighted that in some countries, laws restrict membership in an NGO's board to citizens of the country where the registration is being done (Brinkerhoff, 2018).

It is further highlighted in the study that registered NGOs obtain legal status to enable them to interact at an official level and among donors and other organisations. Members can represent the organisation, can open a bank account in the name of the organisation, or sign contracts in the name of the organisation. A registered NGO can also qualify for financial assistance from government agencies and local, national, and international donors (Levis 2018). The benefits that flow from registration are - guidance and help from relevant registration authorities, contract funds and support from the relevant departments, tax exemption from certain incomes, training opportunities, technical assistance, and concessions when obtaining vehicles, equipment, and commodities.

However, these benefits are specific to a country or a local government and are not uniformly spread across all types of registration types, nor are all NGOs able to claim them, (Murtaza, 2019). Without a NGO being registered, it is very difficult to work, whether at the time of establishment or afterward, however, the registration process is the main issue most NGOs face (Wangari, 2018). The author adds that although there are five potential authorities to register with, almost all three of the principles of NGOs are found in the Journal of Psychology, he mentions that registration is the most challenging and bureaucratic process.

This is substantiated by DiMaggio and Powell (2019) who acknowledge that a sizable portion of NGOs are not yet registered because of the difficulty of the process, which creates unreliable statistics regarding the total number of NGOs. The lack of resources (particularly in

administration and experience), the inability to win over others' trust, fundraising, and the lack of donor recognition are the main problems for inexperienced NGOs. In contrast, the researchers emphasise that excitement is in abundance, internal communication is excellent and teamwork is done well.

For example, according to the article published by the South African Human Rights Commission [SAHRC], on 5 March 2020 when the Minister of Health confirmed the first South African positive test for COVID-19, the pandemic has amplified the existing mental health gap and constrained access to mental health care organisations that were not registered. In so doing, the article outlined the dynamic and intersectional effects of the virus on the well-being of South Africans, particularly the poor, who, due to structural inequality, poverty, unemployment, and other socio-economic constraints, find themselves marginalised in terms of access to quality health care organisations that were not registered (Clark 2019).

According to the South African Human Rights Commission [SAHRC] (2019), compliance with the criteria for registration is required, and the government's requirements for NPO registration are warranted. Yet, regulation and assistance must work together because if only compliance and regulation were the focus and no support was offered, a substantial portion of South Africa's non-profit industry, especially smaller NGOs, would be alienated.

4.4.2 Competition among NGOs in the same sector

The study shown that the increase in NGOs has not kept pace with the decline in local and foreign financing, which has caused some NGOs to restrain their operations or close entirely. Giving to data from Inyathelo (a resource mobilisation and capacity-building organisation for NGOs), the majority of newly established NGOs are small micro-organisations with annual incomes between R50 000 and R500 000. The huge number of NGOs adds to the increased rivalry for financing, which, to some extent, restricts the influence within the sector because there are duplications of programmes and a lack of an overall strategic objective. Coston (2014) states that this is true even though the sector has significant investments.

In a celebration of World NGO Day in Cape Town, Community Chest emphasises the difficulties of running an organisation in a volatile environment. The recognition that NGOs' potential for innovation would be significantly increased if there was a chance for strategic collaboration and a break from operating in silos was one of the event's major highlights. Patton (2018) adds that cooperation offers a chance to combine resources and finance bigger mission-driven projects,

which could increase the social impact that NGOs have in local areas. This is crucial since funding and social effect are important factors in the industry, Fowler (2012).

NGOs are under intense pressure to produce high social impact while meeting expectations from donors, working within the constraints of constrained financial allocations, and demonstrating successful outcomes as a result of a decline in financing. The fact that NGOs are functioning in a starvation-cycle environment and are therefore compelled to underinvest in crucial organisational functions like financial systems, human resources, and fundraising is one of the challenges, (Sink,2018).

Gray and Wood (2019) emphasises that increased competition among NGOs for funding is another issue, particularly against bigger, more established organisations that are recognised by international funders due to their participation in relief efforts during famine or floods. The neglected and marginalised communities who depend on the vital services offered by NGOs are ultimately the losers in this situation. To better satisfy the needs of NGOs, donors, and the recipients of these services, it is evident that the present funding model for NGOs needs to be changed. We must create a system where NGOs are given the resources they need to accomplish their job and where carefully thought-out result and effect measurements assist donors, the government, and communities in identifying areas that require improvement (Tandon,2013).

4.4.3 Political Interference

Greenwood and Hinings (2016) explain that political interference occurs when the political leaders interfere with decision-making in public administrative matters, such as planning, organising, staffing, directing, coordinating, reporting, and budgeting as well as the allocation and use of public funds. Agreeing to Haque (2014), the politicisation of the public administration institution involves the appropriation of administrative structures and resources and the displacement of administrative goals by organised political and community interests. The study has revealed that politics plays a role in the supply of roads, schools, and hospitals in developing countries.

The study notes that among various leadership challenges facing low-developing democratic countries, especially African countries, there is political interference in administrations (Hilhorst, 2013). Public administrators face challenges in executing their responsibilities due to political interference. These lead to maladministration, abuse of power, improper conduct, inexcusable delays, poor service delivery, and lack of commitment among public staff. Russell, Wainwright,

and Tilson (2018) conclude that political interference is due to the inadequate power and responsibility separation between politics (policy) and public administration (execution).

The researchers further explain that in many African countries, the public becomes a platform and the politicians want to maintain their faction in it and try to extend their domain into every other section of the public administration. Thus because of the political activities in the administration and the undue influence of the politicians the public and administration institution becomes politicised. Hulme and Edwards (2017) remark that despite the above, power separation remains a big challenge confronting public institutions, be it at the national or local government levels, where the political leaders have failed to adopt a healthy and positive attitude towards the performance of public administration officers.

In short, they do not allow an autonomous public administration movement to grow. Korten (2019) adds that South African politicians interfere unnecessarily in public administration matters, exploit the public officers and present an exaggerated picture of public administration officers' work. They are encouraging societies to engage in demonstrations and agitations for narrow political gains.

For example, conferring to Lewin and Volberda (2019) in some regions, in particular South Rift and North Eastern, NGO leaders identified the interference of local politicians and civic leaders as a major hindrance to their work. Where NGOs are involved in sensitive issues, such as land disputes, local leaders can threaten NGOs with de-registration. NGOs are not aware that the Board - and potentially the Council - are there to protect them from such intimidation. As a result, there is a growing intrusion of politics into public administration.

It has to be noted that when the administrative institution is politicised the chances for corruption increase and the appointments to key posts are made, not based on merit, but on extraneous considerations. Precisely due to this, the public administration smells foul play and all these provide occasions for communities to engage in riots and agitations in demanding inquiry or dismissal of the concerned official. These protests adversely affect every section of the country (Lewis, 2018).

4.4.4 Donor Prejudices

Lewis (2014) stated that donors may have several reasons for supporting an NGO's work. Most want to work with an organisation that is making a difference in the world and with an organisation that shares his/her vision for making that difference. Some donors are content with

being recognised in an annual report for their support. The study discovered that, others prefer to remain anonymous altogether. However, there are donor agencies that want to take an active role in the work the organisation is doing. Trust and openness are the basis of good NGO-donor partnerships and such partnerships take time to build. How a donor expects to work with your organisation varies according to the donor agency itself, (Batti, 2014).

For example, a foundation that donates millions of dollars may require a significant amount of accountability in terms of reporting by the NGO regarding how the donor's funding was spent. Other foundations are fine with a final report at the end of your project. Most fall somewhere in between. Meyer and Rowan (2017) notes that where the NGO is located in the world may determine the extent to which a donor is allowed to participate in the work of that particular organisation. Some countries do have legal restrictions that require a foundation and NGO to work at arm's length – meaning that the staff of each organisation cannot do work, even volunteer work, for the other organisation.

All NGOs must make sure that they are familiar with any legal requirements before establishing a relationship with a donor organisation. Lloyd (2015) remarks that NGO leadership conversing with the donor agency about how much the agency wants to be engaged in the project and specifically how they want to participate, before accepting the funding, will go a long way in solidifying the NGO-donor partnership for the long term. Organisations that have a good track record can easily access resources. Cases of funds or resource embezzlement are very serious and donors talk about who has done what and a good track record is important. For example, according to an article published by Nair (2017) many young organisations face the challenge of not being known and donors do not give money as they are not aware of the organisation's competencies or track record.

4.4.5 Type of network involved in

The NGO sector has grown exponentially over the last few decades, (Kabdiyeva and Dixon, 2014). This is evident in the increase in the number of NGOs (based on several registrations with relevant agencies), in organisational size (in terms of working staff, both full-time, volunteers and members), in the level of functioning (from global and national to local and community), in themes (a myriad of developers themes, many directly related to the Sustainable Development Goals), and in target types (especially local communities and low-income households).

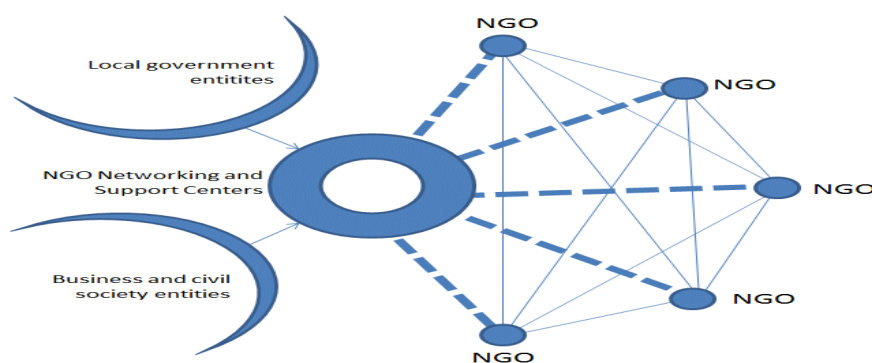
The study has explained that as a result of this expansion, the focus has shifted to the shortcomings and problems faced by NGOs themselves, and to find ways and means to overcome

them. It was also pointed out in the study that there is the need for such centres focused on NGO networking. Vivence (2010) explains that it is essential to provide NGOs with a variety of up-to-date and pertinent information. The study revealed that networking activities support the NGO's activities and facilitate linkages with other organisations in other sectors, including government agencies. Networking also assists NGOs with administrative, financial, and legal problems that they may have. Ultimately, networking enables NGOs to develop more effective and innovative programmes and projects (Vivence, 2010). Narayan (2013) state that networks that NGOs are engaged in may hinder their ability to access and mobilise resources effectively.

Additionally, they explain that this is because some networks are not well thought out and hence organisations do not gain visibility, experience, or access to new avenues for resource mobilisation. In this case, the networks that the NGOs join do not add any value in the area of resource mobilisation. Oliver (2019) adds that this is the cause of duplication of efforts, conflicting strategies at the community level, a lack of learning from experience, and an inability of NGOs to address local structural causes of poverty, deprivation, and under-development.

Negative competition for resources also undermines the reputation of the sector and the effectiveness of NGO activities at the community level. As a result, there is a great deal of suspicion among NGOs, secrecy, and lack of transparency. Many NGOs, large and small, intervene at the community level without any community mapping and implement projects without due regard to ongoing community initiatives, (Kabdiyeva and Dixon, 2014).

Figure 2: Position of NGO Networking



Source: (Meyer, 2017)

4.5 Internal Pitfalls

NGOs are expected to initiate, design and implement projects that can be scaled up by governments and donors. However, in addition to external pitfalls, NGOs also have major internal pitfalls. The internal pitfalls will be discussed below with examples, namely, Capacity building limitations within organisations, Lack of accountability and transparency within NGOs, Inadequate strategic and operational plans, Funding challenges, High incidence of corruption in NGOs, Corruption and embezzlement of funds, Lack of co-operation from the government, Inadequate competence levels within the NGO fraternity, and Governance impedes the work of NGOs, and Inadequate competence levels within NGO fraternity, (Salamon, 2015).

4.5.1 Capacity building limitations within organisations

Brehm, (2014), lucidates that at its core, capacity is a participatory process, which seeks to improve NGOs' ability to accomplish their mission. The researcher further explains that it takes into account the quality of the NGO's performance, the achievement of concrete results over time, and the responsible use of scarce resources. While there is general agreement among international development practitioners that capacity is necessary to foster the growth and maturity of NGOs, exactly what it entails is subject to many interpretations (Sansom, 2016). According to Vivence, (2010) there is significant capacity limitation among indigenous NGOs in terms of human resources, and due to having insufficient staff, which makes pursuing appropriate funding or resources elusive for many.

For example, in South Africa, the study found that the Isinya division had about 484 NGOs of various types that were formed to address the poverty/household ill health experienced in the area. However, only 25% of these NGOs were found to be actively implementing projects at the micro level, the rest remained inactive due to the inability to mobilise the required resources for implementing their mandates. The study emphasised that building the capacity of an NGO involves more than improving technical skills, developing new strategies, or revising a mission statement.

While these are important, building capacity means changing behaviour. Furthermore, it was discovered in the study that this requires paying attention to intangible factors, such as attitude, motivation, values, relationships, and commitment, all of which underlie an organisation's ability to truly affect meaningful and sustainable change. At the outset, we note that resistance to the

need for change is predictable and when it arises should be viewed as a normal part of the process. That is why NGOs often entrust capacity-building efforts to skilled facilitators who can implement strategies that meet these challenges directly while creating a safe environment in which to do so, (Scott, 2015)

4.5.2 Lack of accountability and transparency within NGOs

According to Maree (2011) accountability must start with the NGO's staff, volunteers, and members. Furthermore, NGOs must complete programmes they start and acquire funding for them, resources to help staff and volunteers efficiently do their research, lobbying, and fieldwork. Any changes to the institutional focus and purpose must be communicated to the staff, volunteers, and members (Rad, 2015). Additionally, they must make sure that their projects accomplish what they intend for them to accomplish. Yu *et al.*, (2010) cite that their last task also goes toward accountability to donors and intended beneficiaries.

NGO financing and mandates should be transparent to strengthen NGO legitimacy and enhance NGO functioning, in addition to requiring a minimal level of accountability to claimed representation. Coston, (2018), points out that the fundamental issues with NGOs, such as their financing sources, allegiances, and the unfair North-South division, contribute to their lack of openness and accountability. It is shown in the study that Duffy (2014) argues that because transnational civil society lacks transparency and accountability, 'Well-financed NGOs are likely to have more power than their poorer counterparts, and this power is likely to remain unchecked.' The two main components of effective governance, accountability, and transparency are areas where many organisations fall short.

These accusations bring suspicions about the transparency of NGOs and stringent measures are imposed that make it even more difficult to get resources (Batti, 2014). Selsky and Parker (2015) agrees that NGOs must become transparent, revealing who is in charge and how they exercise that control, according to academics. Furthermore, the financing sources should also be made public. Experts advise that to ensure that all actors—both governmental and non-governmental—behave responsibly and ethically, more is required for a healthy global power structure than just plurality and representation, (Sharma and Kearins, 2011).

The appropriate portrayal of issues and problems in the international community is one part of accountability. NGOs are special interest groups, which allows them to voluntarily neglect the 'broad picture' in favour of their focused goals that are dependent on donor funds (Sink, 2018). Smith and Lipsky (2018) argue that many organisations fail in the two central pillars of good

governance, that is transparency and accountability, such that NGOs sometimes fail to meet the requirements imposed on a country or donors' legal system and this causes them lose the public's trust. Furthermore, many organisations lack sound systems for financial management, programme monitoring and evaluation, and managing overall programme performance that ensure they consistently earn stakeholders' trust.

4.5.3 Inadequate strategic and operational plans

Smith (2018) defines strategic planning as an organisational management activity that is used to set priorities, focus energy and resources, strengthen operations, ensure that employees and other stakeholders are working towards common goals, establish agreement around intended outcomes, and assess and adjust the organisation's direction in response to a changing environment. The researcher emphasises that strategic planning is important, but at the same time can be a complex issue, especially for new and small organisations. Tandon (2013) states that looking at the NGO sector, one may find that many NGOs do not have a well-drafted strategic plan.

The study has discovered that most organisations agree that planning is an essential process for good governance and management, whether it is at an NGO, government organisation or private corporate house, strategic planning is required to achieve success. It was found that most organisations devise their strategic plan, a document that articulates with an organisation about its goals and objectives, the essential steps and actions that need to be taken to accomplish those goals, and other important elements that are developed amidst planning, (Tandon, 2013). Kabdiyeva and Dixon (2014), however, argue that many NGOs suffer from the lack of a cohesive, strategic plan that would facilitate success in their activities and mission.

This renders them unable to effectively raise and capitalise on financial support. Teamey (2019) observes that at times, many bright ideas can be thought of but they can also cause confusion and stray the organisation away from its initial goal, in some instances good ideas come, however, they are not always in line with the goals set out. Brown and Kurten (2018) noted that NGOs are often exemplary, but just like other organisations, they struggle in more ways than imaginable.

Like many others, NGOs are not perfect and also go through a trial and error stage. The study makes an example of if the NGO plans to work in the education sector, this means the team leaders will have a look at the chart to see if donors and funding in the given sector are witnessing steady growth. In case the graph does not show a steady response, leaders change their techniques

and approach toward the specific strategy and would look at other sector that appear more engaging. Strategic plans guide the organisation to know what the objectives are and enable the organisation to identify the resources needed. Most strategic plans are developed for donor purposes only and do not reflect the actual needs to be addressed by the communities, (Weinthal, 2014).

4.5.4 Funding challenges

According to Hulme (2017), the availability of funding is critical to provide services to the NGOs while the unavailability of funds plays a debilitating role in the effective running of these institutions. Most NGOs operate on a non-profit basis and depend on donations, which therefore, makes their survival unpredictable especially if market fluctuations occur and recessions descend upon global economies (Young, 2010). Alam (2017) posits that perhaps this may explain the low levels of success among the NGOs in African countries, South Africa notwithstanding.

Adams (2018) concurs with Garbutt (2017) that inarguable, many NGOs are not living up to their expectations of filling in the gaps that the government cannot meet. While funding is known to challenge these NGOs, there are questions that many minds cannot escape asking, such as whether some of these NGOs in South Africa, as in many other African countries such as Kenya, are driven by the goals and vision they mean to follow, or are vehicles of directors to milk them at the expense of meeting their goals and expectations.

The study discovered that the unpublished evidence indicates that agencies, such as FAMSA in East London, forced their employees to work in shifts and seek other income-generating options and modalities to sustain their livelihoods because of the little funding they were receiving in 2012. Whereas worrying reports indicate that the South African government has promised to support the NGOs because of the sterling role they do in supporting government service delivery, but on the ground, this is not the case, (Gorman, 2018). In countries such as Uganda and Tanzania, the survival of NGOs has been seriously threatened and those that have weathered the storm have been operating on a shoelace budget.

4.5.6 High incidence of corruption in NGOs

Buxton (2019) deliberated that corruption is a touchy subject in the NGO community. The South African non-profit sector is not exempt from corruption, but there have been media articles that have been quite alarmist, suggesting that the sector is smeared by a 'culture of corruption'. Anyone will acknowledge that some level of corruption exists, as it does in government and the corporate sector, but the sweeping statements that have appeared in the press are quite insulting

to a sector that has carried the can for this country's welfare for decades (Reitan,2018). It was revealed in the study, according to Zaidi (2019), recently there have been several scandals affecting the non-profit sector. Some have dealt with issues about harassment and power relations within organisations, whilst others have revealed some straightforward corrupt activities.

He further clarifies what he has found that unfortunately; the bad seeds have a major impact on funding in the sector as the public begins to doubt the general integrity of the thousands of organisations that exist in South Africa. There have been calls for the sector to approach compliance through a corporate lens, when ironically South Africa has witnessed several major corporate governance failures, such as Steinhoff, together with the auditing firms abandoning their values and ethics, tied tightly with state capture. The study concurs with Renz (2019) that corruption is, in the end, the responsibility of individuals, whether in the corporate sector, government, or the non-profit sector and, if it is suggested that the business sector is doing a better job, the evidence must be seen.

The study has discovered that according to Vivence (2010), the NGO group Corruption Watch, have published its annual report for 2021, highlighting the types of corruption that have continued to affect the country post-pandemic. The group further explained that over 3,200 whistle-blowers across South Africa reported allegations and experiences of corruption and other forms of misconduct to Corruption Watch over the reporting period, bringing the total number of complaints received since 2012 to 36,224. It was evident in the study that Corruption Watch stressed that for the last decade, South Africa's government has failed in its efforts to make real inroads against the root causes of corruption.

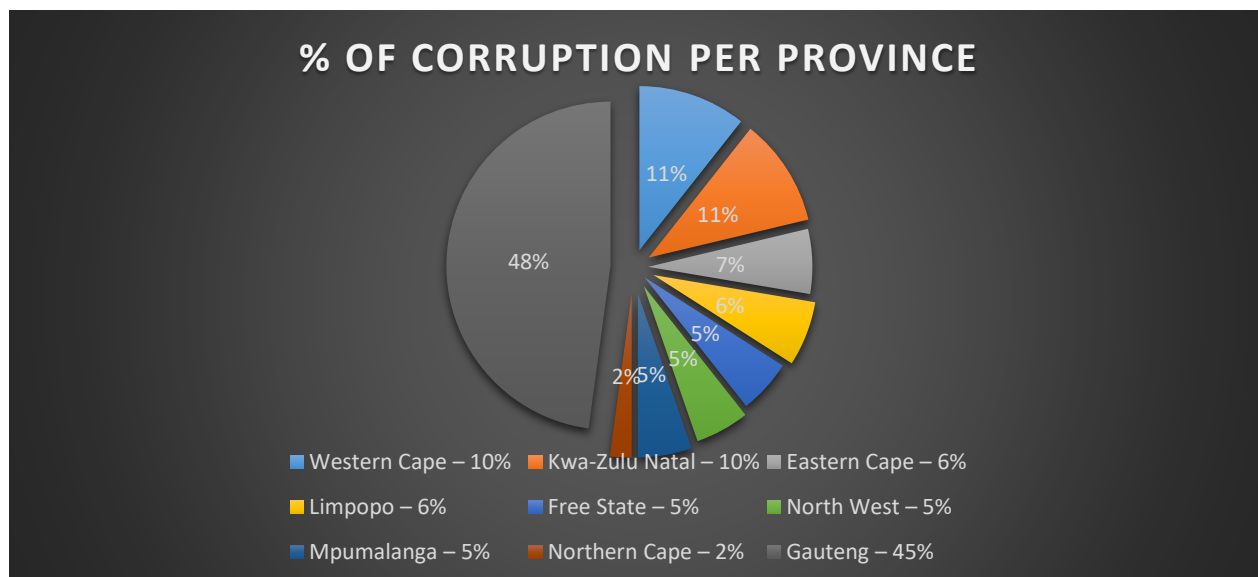
The study also discovered that the Corruption Perceptions Index (CPI), which is a respected leading global indicator of public sector corruption which scores and ranks 180 countries and territories across the globe, South Africa has a CPI of 44/100. This means that South Africa has high corruption within its public sector, despite being above the average sub-Saharan African country that has an average score of 33. For the year in review, the NGO group reported high levels of maladministration at 18% of all reports, procurement corruption (16%), and abuse of authority (16%). These acts of corruption include issues such as fraudulent activities in the NGO sector, compliance issues, procurement irregularities, and kickbacks. The table below details the types of corruption as well as the percentage of total reports that were most prevalent:

Table 4: Types of corruption

Type of Corruption	Percentage of total reports
Maladministration	18%
Procurement corruption	16%
Abuse of Authority	16%
Fraud	14%
Misappropriation of resources	12%
Dereliction of duty	8%
Bribery or extortion	8%
Employment corruption	8%

Source: Statistics (2020)

The study explained that, similar to the previous year, the majority of complaints were from Gauteng NGOs followed by the Western Cape and KwaZulu-Natal NGOs:

Figure 3: Percentage of corruption per province

Source: Statistics (2020)

The study discovered that the group reported that the bulk of corruption issues or other forms of misconduct stemmed from the public sector, including the national government (28%), the provincial government (8%), and the local government. Corruption Watch said that 24% of all

corruption reports in 2021 were related to local government. The researcher also indicated in the study that the group said that this is due to a leadership crisis where politicians and administrators are serving their personal, factional, and private interests, rather than the interests of the NGOs.

Casey (2011) mentions that many NGOs are created by rebellious people who are fed up with the level of poverty or powerlessness that they see around them. He further states that many NGOs are born from a reforming zeal that dislikes the status quo, and wants to improve things - not simply by taking over power from the present power holders, but by changing the ways that development is carried out, and by initiating a better way of doing things. The reforming zeal of such an individual or individuals, however, exists within the culture of the country in which he or she lives. Elbanna & Child (2017) argues that when such an individual is surrounded by a culture in which corruption is very persuasive, his or her resolution could be eroded, and he or she could start accepting previously unacceptable practices. It is not unreasonable to expect that if NGOs fail and become corrupt, they are likely to fail in line with the kinds of corruption that are common in those countries.

4.5.7 Corruption and embezzlement of funds

Clarke (2019) illuminates that corruption and its ramifications manifesting itself in embezzlement of organisational funds, paying ghost workers, and misuse of organisational infrastructure such as vehicles for one's gain is a cankerworm that seriously continues to undermine the productivity of organisations, NGOs notwithstanding. Seibel,(2012) states that perhaps the NGO fraternity in African countries is echoing and mimicking the state of corruption happening within the leadership circles of their countries. The study has revealed that in many NGOs, reports have indicated that those entrusted with funds for the institutions misuse them for personal benefit and in some instances corruptly access funding (Coston, 2018).

Diachenko (2018) remarks that it is heart-breaking that all these filthy actions would be at the expense of the targeted beneficiaries who are in most cases needy and vulnerable. Furthermore, the fact that most directors of the NGOs could be connected to those in power is an indicator that they may not fear the wrath of the law. According to the study, Coston (2018) indicates that in the same vein, some NGOs are platforms for political expediency, perhaps instituted to make some individuals popular in readiness to compete for either a civic or parliamentary post. Such personalities may be closely related to high-ranking government officials.

The goal of such NGOs may not intrinsically be there to address social development concerns. Such NGOs may suffer the process of politicisation of NGOs, such NGOs may also not be

following legal government channels such as filing any annual returns (Dimaggio, 2013). For instance, other donor bodies such as Lottery are accused of failing to foster a good working relationship with the NGOs due to mismanagement of funds, corruption that takes its toll on NGO funding, and money laundering (Powell, 2013). According to an article published by reporter, Raymond Joseph on 1 August 2019, he visited Kuruman in the Northern Cape to investigate three different projects: an old age home, a drug rehabilitation centre, and a library and museum meant to celebrate the life and work of sangoma, author, and African storyteller, Credo Mutwa.

Almost R60 million was granted to the three projects but two were still under construction almost two years after they received Lottery funding, while the museum has a single exhibit and the library's shelves are empty. Responding to a question about the construction delays, NLC spokesperson Ndivhuho Mafela said: 'It is like construction that you have unplanned delays which impact on the overall completion of the facilities. This is however reported regularly by our engineers and we are satisfied with the progress on all the facilities that we are building. We have however indicated that all projects should be handed over to the communities this year.' (Ashman, 2010).



Photo 1: Source: Raymond Joseph on 1 August 2019

The National Lotteries Commission has funded three projects in Kuruman. After two years two of them are incomplete and the third project consists of a library with empty shelves and a museum with one exhibit by Raymond Joseph.

4.5.8 Lack of cooperation from the government hinders the work of NGOs

The lack of cooperation from the government poses a serious detriment to the efficiency of NGOs in service delivery. In many countries, especially where democratic dispensation has not taken root, the governments have been viewing NGOs as sympathisers of the opposition politicians and therefore using bureaucracy and administrative forces to harass them. Such scenarios are common in countries such as Zimbabwe and Kenya.

In Zimbabwe, for example, NGOs not affiliated with or supporting the ruling party have had challenges operating freely without various forms of political or administrative harassment (Adams and Garbutt, 2018). The researcher observed that the lack of government goodwill for the NGOs is resulting in poor collaboration between the government and the NGOs and has impeded the NGO fraternity's effectiveness and efficiency, sometimes causing the NGOs fail to achieve their set goals and objectives.

Another example of agencies, such as the Institute of Youth Development South Africa (IYDSA) operating in East London, although doing a sterling job in training primary health care facilities' nurses, have not been able to enjoy adequate government support and recognition. Due to its survival amid poor collaboration with the government in various ways, it is being forced to shift some of its operational goalposts to do things that the government is supposed to do (Agranoff and McGuire 2018). Additionally, it was found that the lack of government respect for the NGOs has made their working environment uncondusive.

To this end, some senior government officials are on record showing contempt for the working of the NGOs by making sentiments that further sour the NGO-government relationship. For instance, some sentiments made by Blade Nzimade, the Minister of Higher Education in April 2012, in an opinion article on the website, indicates that some NGOs are part of an ideological third force and had an immense and grave spate of demotivation and discouragement among the NGO fraternity. This indicates that although the NGOs and the government are serving the same people and their goals are supposed to meet at a certain point, the environment that the government is creating is undermining and causing the NGO-government synergy to serve the citizenry. This is a challenge that the government needs to urgently address (Alam, 2017).

4.5.9 Inadequate competence levels within the NGO fraternity

In any occupational settings, the level of skills and training herald's the competence levels as well as possible effectiveness and efficiency of the organisation. It is disheartening to learn that most NGOs struggle to obtain a skilled labour force such as social workers because they cannot afford better remuneration than the government or other private agencies, (Wallace, Bornstein and Chapman, 2006). Therefore, the study notices that the social workers who are ready to work in the NGO fraternity usually remain there as a stepping stone to increase the experience that will make them employable by the government or any other private agency (Young, 2010). The study revealed that therefore, the attrition rate of the social workers from the NGO fraternity is

usually high and a big blow to the NGO domain. However, this notwithstanding, South Africa suffers a shortage of social workers generally, (Weinthal, 2014).

Even the Department of Labour (DoL) alludes that the country has a severe shortage of social workers making the survival of NGOs difficult. Ullah *et al* (2016) notes that the absence of a social worker in the organisation is a big blow because it is also difficult to prove the need for funding from any establishment, whether donors or government. Amidst poor funding, NGOs can barely attract a stable and long-serving skilled labour force because employees end up leaving in search of better and greener pastures (Teamy and Mcloughlin 2019). To this end, the researcher agrees that government reports indicate that 66,329 social workers were needed to implement the Children's Act, while 743 social workers were needed to implement the Older Persons Act and 1426 social workers for the Prevention and Treatment for Substance Abuse Act (Tandon and Mohanty 2013).

4.6 Governance

The study has revealed that in many developing countries NGOs often lack the institutional capacity and resources to operate and funds from donors are sometimes poorly managed. Staff at the local level may not be familiar with governance policies and this affects the efficiency of the NGOs because of tensions that may arise. The researcher thinks that it is very important to have good governance and effective management in every NGO. It was revealed that in South Africa, the competition between NGOs has been opposed by the government. The government always incorporates some NGOs, which have some or a similar purpose and scope of services. The application that these NGOs want to constitute cannot be ratified. The government wants to control the number of NGOs that will be easy to manage.

The disadvantages outweigh the advantages of doing this because it facilitates monopoly organisations making profits. The study also revealed that competition between NGOs is necessary to ensure that NGOs develop in a sustained, rapid, and sound way. The competition will help NGOs improve themselves, advance the quality of services, and stimulate creativity to extend services (Smith, 2018). As far as governance is concerned, the study has revealed that many NGOs in poorer countries lack the institutional structure and resources to operate, and donor monies are frequently mismanaged.

The study as per its objective states that staff at the local level may not be aware of government policy, which has an impact on the efficiency of NGOs due to potential tensions. It was revealed that poor governance was recognised within the sector as a whole, within the NGO Council, and

within individual NGOs. Knowledge of good governance varies widely, with some regions indicating very little understanding of why NGOs are required to board or what their roles and functions should be.

Many other participants explained that it is difficult to achieve good governance with founders who wished to own their NGOs for their purposes, (Smith and Lipsky 2018). The study found political interference in some regions. NGO leaders identified the interference of local politicians and civic leaders as a major hindrance to their work. Where NGOs are involved in sensitive issues, such as land disputes, local leaders can threaten NGOs with de-registration. NGOs are not aware that the Board - and potentially the Council - are there to protect them from such intimidation. The findings revealed that good governance of the NGO Council would provide a positive example for all NGOs to emulate.

An effective NGO Council will become a voice of the sector when interacting with government and regional governments. The study revealed the new governmental dispensation has provided South Africans with more political space to undertake their development initiatives, (Sink, 2018). People at all levels of society are more prepared to pursue their development activities rather than wait for the government and external actors to provide services, relief, and welfare support. Improved infrastructure (roads, electricity, IT, communications, water, market access) provides more development opportunities to poor people and their communities.

Tax incentives are now encouraging donations to be registered charities. The study has shown the significance of effective support from the NGO Board and NGO Council in maintaining NGO records with the NGO Coordination Board will enable NGOs to receive regular information and gain access to basket funding. A more effective NGO Council, supported by its members and responding to NGO-expressed needs, will provide appropriate and affordable capacity-building support and an enabling environment for the sector, Mark and Yanky (2019). Below are the following subthemes: The benefits of NGO-State collaboration, the Concept of sustainability of NGOs, and an Unorganised Sector that emerged from the study.

These will be discussed concerning achieving good collaboration between the government and NGOs and conclusion.

4.7 The Benefits of NGO and Government Collaboration

The researcher thinks that NGO-government collaboration should establish systems of opportunities for the NGOs and the state to work collaboratively. It was revealed in this study that local resource mobilisation is a good approach as it provides the potential for NGOs to raise funds from local businesses, individuals, government, and locally generated income. This study has revealed that NGOs must have strong governance and accountability mechanisms, strategies, and local credibility so that local networking provides opportunities for mutual learning, identifying appropriate development initiatives, generating learning resources, improving coordination and cooperation with local government, harmonising approaches to development and pursuing effective local advocacy, (Selsky and Parker 2015).

The study also suggests the use of regional NGO networks as regional and thematic networks present opportunities for NGOs to share research, approaches, resources, capacity, and work with both government and the corporate sector. Strong regional networks also provide basic supporting district-level networks and ensure the NGO Council remains strong by keeping its membership strong, (Salamon, 2019). It was revealed in the study that effective support from the NGO Board and NGO Council is of the utmost importance. Maintaining NGO records with the NGO Coordination Board will also enable receiving regular information and gaining access to basket funding.

It is common knowledge that people at all levels of society are more prepared to use their development activities rather than wait for their government and external actors to provide services, relief, and welfare support. Tax incentives are now encouraging donations to registered charities. Government technical personnel are now willing to partner with NGOs that need not duplicate skills that are already locally available, (Scott, 2018). It was revealed that new basket funding from the central government, through the NGO Board, is also a possibility as well as Corporate Social Responsibility (CSR), the concept and practice of CSR is taking hold in South Africa and many companies are now establishing foundations and development funds for use by CSOs.

The study also revealed the use of volunteers in South Africa as it contains a huge supply of idealistic young well-educated mandated graduates who are unemployed or underemployed. Many of them are searching for opportunities to serve the country and get work experience. There are also many older experienced professionals willing to give their time to NGOs. Many companies will loan experienced personnel to NGOs, (Scott, 2015).

4.8 Challenges on NGO Bill and Act

The study has revealed that the proposed new NGO Bill and Act provides both opportunities and threats to the NGO community. If the NGO Council effectively lobbies for the NGOs in an informed and professional manner, a more enabling environment for this sector may result. Alternatively, the sector could lose its self-regulating mechanism and be controlled by a single government-appointed body. The study has also revealed that the selected INGOs provide potential partnerships for Progressive INGOs that are looking to partner with local institutions and can provide financial, technical, and institution-building support, (Sansom, 2016).

Some also support thematic and issue-based advocacy initiatives that enhance local networking and address the structural causes of poverty, inequity, and injustice. The researcher thinks that the complicated way that NGOs interact with the governance is captured by a perplexing array of typologies that are the foundation of the cooperative relationship between NGOs in South Africa (Salamon, 2016). Competition, collaboration, control, cooperation, and coordination are among the several typologies (Ruffin and Waugh 2019).

The study has revealed that despite differences, typologies of NGO-governance partnerships have similar characteristics that determine how the connection should be categorised. For instance, Coston (2018) provided a matrix that illustrates the challenges between NGOs and the governance as indicated by levels of mutuality (horizontal vs. hierarchical) based on responsibility, equality, and cooperation in decision-making. The study has revealed that the ability of each partner to sustain corporate identity, including constituencies, assets, mission, culture, values, and skills, is another point made by the researcher.

NGO-governance partnerships are categorised based on the policy and political space provided by the governance to NGOs (Rodrigues and Child 2018). This indicates that the governance has the authority to restrict and control the political environment in which NGOs can operate. Similarly, to this, Robison (2018) suggests that NGOs may reform or supplement the governance depending on the present political and social environment.

Retain (2018) used comparative analysis to categorise the non-profit sector as either complementing, supplemental, or competitive with government operations. The study has revealed that by defining the circumstances under which the players may cooperate, Rapp and Whitfield, (2019) paradigm provides a new lens through which to analyse the interaction between an NGO and the state. For instance, Ramanath, (2015) asserts that when NGOs and the

governance are working toward the same goals, they will cooperate. He does point out that if they have similar means but different ends, they could be co-opted by one.

According to the researcher, there are variations in NGO- governance relations depending on various spatial and temporal domains. Bestowing to the researcher's theory, NGOs and government both engage in rational behaviour and their motivations are mixed. As a result, there is some contradiction between the values of the state and those of NGOs (Tony, 2016). The study has revealed that although the collaboration between the NGOs and government is weak, especially because the government lacks capacity in essential respects, the biggest challenge is how the government would be able to deliver curative services to those affected by the conflict and to the poor more generally, should a peaceful settlement be reached and NGOs leave the region.

The study has revealed that NGOs found in breach of any law's many faulty provisions risk lengthy prison sentences. Targetted NGOs could have their very existence extinguished at the whim of governance authorities-enabling the silencing of critical and independent voices, said (Tony, 2016). By making the registration of an NGO mandatory (in section 5) and rendering any unregistered group illegal, the Draft Act would violate the right to freedom of association and severely impede the work of groups that defend and promote human rights, (Salamon, 2019).

4.9 Concept of Sustainability of NGOs

Many organisational leaders are striving to understand and explore ways to build a sustainable organisation that will ensure they are making a positive impact on society and the environment in which it works (Piot *et.al* 2019). There is evidence in the literature that shows that organisations are struggling to grow consistently over 10 years. The study has explained according to Robert, (2019), many local NGOs in Africa are smaller, privately-owned, group-owned, or family-owned and are short-lived as they are unable to achieve long-term, consistent growth or improve performance.

Furthermore, for many local NGOs in Africa, there are high rates of senior management turnover, internal wrangles caused by power structures, poor financial reporting, and the intense scrutiny of financial expenditures by donors and governments, hence management focus remains biased on short-term performance (Pfeffer, Jeffrey and Salancik, 2018). The findings revealed that this happens because the reward systems do not recognise and value performance in the long term and this means these organisations have objectives that were never intended to be

sustainable in the long run. This scenario leads one conclude that the way organisations are managed is quite ‘unsustainable’ and unfortunately has an impact on how an organisation mobilises and manages resources (Wenar, 2018).

Organisations need to consider sustainability in a new, more comprehensive way if they are to succeed in the future Pfeffer and Salancik (2013). Sustainability is not only linked to how an organisation can mobilise and generate ongoing resources required to sustain its mission and undertake quality work but there is also a link between quality and sustainability. Quality of services is often one of the critical ingredients in achieving an organisation's sustainability (Palmer, 2016). According to Brehm (2014), organisations are required to adopt crosscutting quality assurance systems to ensure the quality of services is not compromised over time as this is key to ensuring that services undertaken by the organisation remain in demand. Many people equate an organisation's sustainability with its financial strength, but this alone becomes irrelevant over time.

Weinthal (2014) listed some characteristics of a sustainable NGO, which include strategy, established constituency, sound organisational governance, enlightened management, learning culture, and good public relations. Burger (2012) stated that organisations without a strong sustainability culture will not grow. A good sustainability culture exists when all staff respect their donors and want to understand and meet their needs. Oliver (2019) explained that a good culture exists when staff members value the programme and sustainability as two necessary components of a successful organisation and appreciate their interconnectedness.

A flexible organisational culture helps an organisation in looking for ways to maximise resources, in finding innovative ways of raising funds, or carrying out programmes in challenging environments (Yu *et al.*, 2010). However, organisations need to realise that the sustainability of an organisation does not only depend on the resources an organisation has, but is also affected by the following, the existence of competent staff, supportive policies, and internal systems to manage assets, an organisation's ability to establish relationships with individuals and organisational culture that reinforces sustainability efforts.

Vivence (2010) clarified that when an organisation is competing for resources and other support in a very tight market place the organisation's appeal has to be different, better, ‘cheaper’ and unique. A donor has no reason to select an organisation over another if there is no evidence of innovativeness or value in supporting an organisation and therefore it is crucial to view an

organisation's mission from the perspective of current and potential donors and emphasise those aspects of an organisation's work which are appealing from a donor's perspective, (Batti, 2014).

4.10 An Unorganised Sector

The study has interpreted that according to Nowicki (2010), the participation of NGOs in the formulation of public policy is hampered by the sector's inherent lack of organisation. According to the unpublished reports from the government the NGO sector functions in such a disorganised way that it is difficult for them to effectively mobilise to attract government attention, either through partnerships or representation. Several records state that it is difficult to create a distinction between who speaks on behalf of whom in this organisation. Narayan (2013) agreed that since there are many competitors in the market, it is never easy to say whether you have spoken to enough businesses to claim that the sample is truly representative.

The study believes that one of the technical issues for governing the NGO is figuring out how to interact with a rather unstructured organisation. Internal coherence is lacking, and there is no dominant viewpoint, (Nair, 2017). In contrast to business or labour, where the mechanisms are considerably more transparent regarding how to interact with them, the truth is that the government has profited from this division and they use it (Meyer and Rowan 2017). NGOs appear to pursue their missions and agenda with little interest in collaboration, especially as available money is declining. NGOs are unable to unite themselves into a cohesive force of important stakeholders that government takes seriously as co-creators of programmes that address issues in communities as well as in the execution of programmes through grants and contracts (Lewin and Volberda, 2019).

4.11 Challenges of Experience and Capacity

The study has discovered that the limited capacity of NGOs exposes them to being recognised and that causes many of them to have limited technical and organisational capacity. Few NGOs are able or willing to pay for such capacity building. It was also revealed that weak capacity has been identified in fundraising, governance, technical areas of development, and leadership and management. Some NGOs felt that the existence of quality standards would assist them to develop the required capacities. The speed of technology changes is also a challenge, particularly in areas of IT capacity. The study exposed that communities have assets, wisdom, labour, time, and skills to be applied to their development programmes.

The researcher thinks that communities are now willing to work for their development, invest in community institution building, train local people; enable them to plan, implement and evaluate their development programmes, and access available local resources. Innovative local solutions to local problems always attract support. The study has also discovered that NGOs with excess assets can use them to generate income which may be used as the NGO determines.

Consider renting buildings, providing consultancy, offering training, trading on your name, or with locally made products. The study has revealed that the world has moved into the technological age. They are treated as if they are a cheap source for solutions to the many complex social problems we face in the world. The study has also revealed that many people have little respect for NGO staff or volunteers – they see them as losers not able to make it in the corporate world. NGO skilled staff are paid a third of the salary of the same roles in traditional business. NGOs take a long time to write papers and applications for funding. The funding cycle process is long and you only find out a long way into the year that you are in or out.

There is also a great expectation that NGOs will solve all the problems that governments cannot solve. The study has also revealed that both those in NGOs and the government believe that there is no balance between NGOs and government in terms of experience and capacity and that this constitutes the biggest challenge affecting collaboration between them. Government officials, whether doctors or managers, lack experience, in dealing with employees in NGOs who are far better equipped to deliver curative services in South Africa.

According to the study ‘without NGO financial resources and staff, the government sector does not have the capacity and capability to deliver curative services alone to all people in the district’, Teamey and McLoughlin (2019) commented. This confirms the researcher’s opinion which indicates that the NGOs have numerous comparative advantages in services provision, such as serving the community in remote places and within proximity to the community. A lack of knowledge, skills, and capacity of government personnel prevents successful engagement between government and NGOs in collaborative initiatives. It is also revealed that continuous interaction with NGOs needs a high level of skill and capacity among government staff, with concrete steps to prepare an adequate database of the human resources, skills, and capacities of the government sector. Hence, the government cannot benefit from the NGO’s large human and financial capacities to strengthen the system and enhance policy implementation.

4.12 Conclusion

This study looked at the external and internal pitfalls of NGO-governance collaboration in South Africa's development planning process. The study has found that the funding of NGOs depends on a variety of funding sources to cover their operating costs, employee salaries, and other overhead costs. The mismanagement of funds has damaged the running of the NGOs and the study discovered that more frequently, NGOs deal with issues that result in money laundering and poor financial management. Despite the funding that the government is spending on NGOs, the politics of funding continues to dominate the NGO sector. The study also highlighted the absence of strategic planning. This absence of a formal method for NGOs to participate in planning suggests that there is an institutional gap, (Lewis 2018).

This study also makes the case that including planning will be more successful at the local level and can serve as a stepping stone to involvement at the provincial and national levels. The findings imply that NGOs do not participate sufficiently in the policy-planning process as a result of issues with inadequate institutional arrangements relating to how NGOs are invited, the exclusionary nature of spaces for participation, unequal methods of participation, and a lack of sufficient information about NGOs. Other elements that make it difficult for NGOs to participate include underlying contextual problems like politics and the lack of organisation in the sectors. This shows that NGOs do not sufficiently participate in shaping the policies that are implemented, even though they are inherently related to the public and/or social policy of the contexts in which they operate due to their service providing, Kazakhstan (2016) agreed.

CHAPTER 5: CONCLUSIONS, RECOMMENDATIONS, AND FUTURE SUGGESTIONS

5.1 Introduction

This study sought to provide conclusions, recommendations, and future suggestions based on the findings of the research study. The main research question and sub-questions, the research objectives, and the problem statement have been presented and the importance of having this investigation of collaboration was answered using both the resource dependency theory and the institutional theory to help investigate the problem. This was proposed to be achieved through the study objectives. The researcher has examined that NGO and governance collaboration is based on the available political and policy space.

5.2 Problem Statement

This chapter provides conclusions, recommendations, and future suggestions based on the research study's findings. The study managed to successfully address the problem statement and it was indeed necessary to investigate the issue of collaboration in governance and NGOs and to know the pitfalls and benefits of collaboration. The results indicate that there is a significant statistically proportional collaboration between NGOs and governance. NGOs are well governed and they have a high degree of strategic involvement and achieve good governance, therefore, the overall relative weight for the six aspects of the NGO–government collaboration was 78.5% with a mean of 180.5.

In addition, NGOs achieved a good degree of organisational effectiveness in its four basic perspectives, the relative weight for the total degree of NGO's organisational effectiveness in South Africa is 75.7% with a mean 1 of 21.0. This proves that the inclusion criteria of the research sample was appropriate and credible to the field research. The NGOs have played a positive role in collaborating with governance in South Africa, while the government's role has been negative. With NGOs growing at such a rapid rate, academics have started to pay attention and examine why they collaborate. However, there is no overarching theory that explains why NGOs collaborate.

Previous research has addressed and defined the outcomes of collaboration in different areas. The lack of a coherent theoretical framework highlights how difficult teamwork is, Lewin and Volnerda (2019), because of this, this study makes use of a variety of theories, including institutional theory and resource dependency theory, to comprehend how NGOs and governance work together in South Africa.

5.3 Main Research Question

The study has successfully answered the main research question by observing that one approach to successful collaborative governance implementation is the reduction of transaction costs, which can be found in group size, existing network, and hierarchical arrangement. For instance, as discussed in the literature on an inter-agency collaborative governance initiative. To overcome some of these natural barriers to collaborative governance implementation, the researcher Kortzen and David (2019) addresses the role of goal commitment and how it can be successful when we understand the social and psychological dynamics of collaborative governance.

The value of this research, however, was found within both the theory and practice of collaborative governance implementation. In addition, the study has discovered that addressing goal commitment from a theoretical perspective, the researcher presented a case study from a practical perspective to demonstrate how public managers used the concept to design a more robust inter-agency collaborative governance network for obtaining outcomes.

The literature focused on identifying the conditions necessary for governance to collaborate, expanding on the critical role of the public sector within collaborative governance implementation. The researchers found three approaches to collaborative governance that impact success, including collaboration around a core city that plays a minimal role as collaborative manager and collaboration of a cooperative and exchange network without the presence of a core city. Ransom (2016) noted that non-participation of higher levels of governance and strong competition modes inhibit collaboration.

5.3.1 Sub-questions

What are the factors that affect collaboration between NGOs and the governance?

What motivates NGO collaboration with governance?

5.3.2 Objectives of the Study

The following were the objectives of this study:

- To determine the factors that affect collaboration between NGOs and governance.
- To identify the governance benefits and pitfalls of collaboration between NGOs in South Africa.
- To ascertain what motivates NGO collaboration with governance.

The study has discovered that governance has been paying more attention and devoted more time on factors that are affecting collaboration between NGOs and governance hence more resources to addressing the continuing conflict in South Africa were identified, less revenue has become available for service delivery. Therefore, NGOs have come to play an increasing role in: providing human and financial resources; materials and equipment; changing information; and in developing joint projects with governance.

However, the study has established that NGOs face many pitfalls and obstacles from governance in attempting to deliver services to the people, especially those in rural and remote areas. The study was able to identify some of the pitfalls such as the misunderstanding between the governance and NGOs has had a negative impact on the level of collaboration between them.

The study observed that NGOs wish to pursue humanitarian programmes and projects, and in doing so often have difficulty in arriving at effective working relationships with the governance. The study also witnessed that although the collaboration between the NGOs and governance is weak, especially because governance lacks capacity in essential respects, the biggest challenge is how the government would be able to deliver curative services to those affected by the conflict and to the poor more generally, should a peaceful settlement be reached and NGOs leave the region.

The study has recognized that both those in NGOs and in governance believe that there is no balance between NGOs and governance in terms of experience and capacity and that this constitutes the biggest challenge affecting collaboration between them. For example: government officials, whether doctors or managers, lack experience, in dealing with employees in NGOs who are far better equipped to deliver curative services in South Africa.

The study has also revealed that the misunderstanding between the governance and NGOs has had a negative impact on the level of collaboration between them. Finally, a lack of trust has undermined collaboration between governance and the NGOs, largely because they have different interests. The government does not wish to lose control to the NGOs, but public officials are at a disadvantage in having less capacity and experience in delivering and managing curative services than the international agencies.

5.4 Theories

The study identified the resource dependency theory and the institutional theory as the most helpful theories in the study because they explored what is referred to as dependency relationships, where the working relationship between the government and NGOs was examined. The United Nations recognises the importance of such cross-sectoral partnerships, with the Comprehensive Response Framework going beyond NGO partnerships and extending the model to encapsulate think tanks, financial institutions, academia, faith leaders, and so forth. The study that has described NGOs as both 'autonomous to the government as well as being dependent on the government', Mahmud and Castro (2010).

Due to how social movements often facilitate the turning of grievances into a form of collective injustice, and then action, in certain instances, they often operate either independently or against the government. The researcher further explained that an analysis of the level of cordiality between the two sectors in implementing policies was thus carried out in recognition of NGOs' role in the global fight against prejudice, inequity, and social exclusion. The available studies focusing on collaboration in developing countries, the Collaboration Act 130 of 1998, and those focusing on the concept of social exclusion do not discuss such issues within a comparative analytical framework, as contained in this section, a comparative analytical framework examines the role of the government as well as NGOs in alleviating collaboration challenges.

5.5 Conclusion

This chapter provides conclusions based on the research study's findings. The NGOs have played a positive role in collaborating with governance in delivering curative services, while the government's role has been negative. The study has managed to answer the sub-questions of the study and concurs with the researcher that the governance of NGOs includes the process of developing strategic leadership in a NGO, this means setting the directions, making strategic decisions, evaluating the performance, and ensuring accountability and transparency.

It was revealed in a published article on governance in the NGO sector that explained why governance is challenging as most board members are volunteers – they do not get paid. This makes it difficult for the sector to recruit human resource specialists, accountants, and lawyers to their boards. The researcher pointed out that there are over 200,000 registered NGOs in the

country and they do not have the skills-base to participate in all those boards. The researcher noted that like the corporate sector, a lot of work has to be done to improve accountability and transparency, but this does not mean that the whole sector is corrupt.

The researcher suggested that more likely, governance and financial management could be weak as activists and idealists who establish these entities are often not adequately trained, but there is little indication that they actively go out to steal funding. The study has indicated that despite this, in 2012 hundreds of South African NGOs with concerns about governance in the sector came together to develop the country. Furthermore, it was noticed in this study that NGOs in many countries do not have effective governance structures, and where a board exists, they are rarely effective in providing strategic leadership in ensuring resources are mobilised. The study found that boards are supposed to provide guidance and oversight to the operations of the NGO.

However, many boards are not aware of their role in the NGO sector. The presence and extent of involvement of management and governance structures in NGOs influences their ability to mobilise resources. The study has observed that many times NGOs did not have governance instruments such as constitutions, policies, and guidelines and this tended to scare off potential donors. Government policies and political climate increase bureaucratic red tape for NGOs.

The researcher noticed in the study where there are political instability donors will either not release funds, reduce funding or enforce stringent measures. Government attitudes and perceptions of NGOs have not been good in many African countries and some organisations have been considered by the government as a threat. This has led to some being deregistered or being given restrictions for sourcing funds from external donors for example here in South Africa. According to the researcher of the study, NGOs are organisations known to support and act on various causes, these causes differ based on the focus areas NGOs have.

The researcher discovered that each NGO is unique from the others. The likelihood of NGOs having the same focus area may be high, but their mission, vision, and reasons for operating will differ. The researcher has observed in the study that generally, NGOs are focused on giving aid and support for further development, regardless of the themes set out. NGOs currently face several pitfalls, which they are not always prepared for. This is substantiated by the researcher who acknowledges that NGOs are organisations that people look up to and may seem to have it all, but just like others, struggle in many ways.

NGOs are not perfect and also go through a trial and error stage. The study has revealed that NGOs operate in a very competitive environment for resources, hence when things do not go as planned, it is important to always be prepared and come up with alternatives. The study has identified the following external pitfalls that affect collaboration: Non-registration of NGOs, Competition among NGOs in the same sector, Political interference, Donor prejudices, Type of network involved, and Priorities shifting in donor countries.

5.6 Recommendations

The study has suggested some practical recommendations to address the pitfalls and benefits that NGOs face to work collaboratively with governance. In depth interviews with the NGOs is highly recommended in order to get original voices and perspectives. It is of utmost importance and crucial for this study. The Primary data was also suggested to be obtained through interviews with government and NGOs representatives. The suggestion is to have the interviews to be conducted with 1. expatriates working for international NGOs and 2. administrators working in different organizational sectors that are providing curative services to the people so as to get innovative expressions.

Another recommendation would be to review government and NGO reports, newspaper clippings as info-graphs because they reveal imperative information based on human resources (the personnel includes those working in the facilities as well as community staff working in the same catchment area as the facilities (rural areas and camps) and financial resources, material and equipment including (generators, laboratory equipment, some machines, and beds for patients, and contributions towards the maintenance of NGO institutions.

Developing national policies is also recommended by the study so that the issues raised here can be resolved and it was revealed that government authorities and NGOs will no longer experience difficulties in working together, partly due to problems of communication and trust. NGOs will play a role in developing national policies in collaboration with the government. Another recommendation that the study has revealed is to get NGOs connected: Internet and email are fundamental to serious organisations. Set up a simple website and start building your networks and your profile, share your work, approaches, and impact with others.

5.7 Suggestions for Future Research

The structure of collaboration and coordination between governance and NGOs in managing and implementing systems and policies in South Africa responding to complex problems and strengthening the system requires rapid and effective collaboration and coordination as well as communication between all actors: the government, the district authorities, and NGOs. A key component of the collaborative effort is the availability of accurate and up-to-date information to plan timely and effective responses to urgent situations.

At the state level, WHO and UNICEF, with the support of donors, play a leading role in the collaboration between the government sectors. There are three levels of committees at the regional and national level to manage and implement systems and policies in the South Africa. Provinces at the regional level, partners share progress on ongoing activities in South Africa to ensure coordination of donor interventions, make strategic policy decisions, and agree on guidelines and advocacy strategies. Monthly meetings that are held discuss the major challenges that face NGO activities, such as shortages in funding, outbreaks of epidemics among IDPs, and security issues.

The committee attempts to resolve such issues, but if not, they are transferred to the national level. NGOs and other partners from the collaboration and coordination committee carry out regular and comprehensive assessments of facilities and encourage all partners to work in harmony to provide services to the conflict-affected and poor people. There is a collaboration between governance and humanitarian aid commissions, which are responsible for international NGO movements. This responsibility is enacted in conjunction with security authorities who are mandated to make statements on behalf of NGOs working in different fields.

This committee meets weekly to keep partners informed on activities and progress, to provide a forum for joint operational decision-making, and to enhance the local ownership of programmes. In the NGO sector, WHO and UNICEF hold a weekly technical working group committee, meeting every Wednesday with all the other NGOs working in different fields to discuss obstacles that they encounter in delivering quality services. Collaboration among NGOs to address all determinants of poor is an increasingly important role for WHO and UNICEF since they coordinate the activities of all the other NGOs.

In these meetings, mortality and morbidity reports, fact sheets, guidelines for best practices, and technical documents are discussed to ensure their dissemination to stakeholders. The issues addressed in these documents are discussed with government to bring about harmony,

international agencies like the United Nations, and NGOs in development. This summarises the conclusions, recommendations, and suggestions for future research of the study.

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6.1 Websites

South African NGO Network (SANGONeT): www.ngopulse.org

South African National NGO Coalition (SANGOCO): www.sangoco.org.za