UNIVERSITY OF KWA-ZULU NATAL

CHALLENGES EXPERIENCED AT NGO CRISIS SHELTERS FOR WOMEN IN THE ETHEKWINI REGION: PERSPECTIVES OF CENTRE MANAGERS AND SOCIAL WORKERS.

by

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"The 21st Century will be an era of NGOs".

Kofi Annan, UN Secretary General

Declaration – Plagiarism

I, Henrene Gerda Schreiner – Student Number 215079123 declare that, the research reported in this dissertation, except where otherwise indicated, is my original research. This dissertation has not been submitted for any degree or examination at any other university.

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Date: ……………………. Date: ……………….

Declaration by Supervisor

This thesis, which I supervised, is being submitted with my approval.

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Dr. Tanusha Raniga

Supervisor

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Date

Thank you also to all the participants in this study, this work would not have been possible without your input.

My Lord Jesus Christ who has given me the passion to learn and grow and for reminding me that there is more.

Abstract

This qualitative research study used data source triangulation incorporating in-depth interviews and focus group discussions with Centre Managers and Social Workers respectively to explore intra-organisational and structural factors affecting service delivery at crisis shelters for women in the eThekwini region.

Key findings which emerged under intra-organisational factors include role confusion pertaining to functions of Boards of Management relative to that of Centre Managers as well as functions of Centre Managers in relation to those of Social Workers; human and other resource limitations. The identified structural factors include: undesirable aspects of new managerialism; unequal power relationship between centres and funders; as well inadequate service by law enforcement as far as domestic violence is concerned.

Based on the main findings, the key recommendation made is capacity building for Boards of Management; Centre Managers; as well as law enforcement agents.

Key words:

Centre Manager/s; Domestic Violence; neo-liberalism; Social Workers/; South Africa; White Paper for Social Development.

Dedication

I dedicate this work to the founders, Centre Managers and Social Workers in the NGO sector. You are true heroes, you make a huge difference in our society. The challenges that you experience in the workplace can feel insurmountable at times, but your determination in providing services to vulnerable people is exemplary and honourable. Keep on doing the great work you are doing.

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Acronyms

ACVV	Afrikaanse Christelike Vroue Vereeniging
ANC	African National Congress
BCEA	Basic Conditions of Employment Act
BRICS	Brazil, Russia, India, China, South Africa
BSW	Bachelor of Social Work
CBO	Community Based Organisation
CEO	Chief Executive Officer
CF	Compassionate Fatigue
CIPC	Companies and Intellectual Property Commission
CPD	Continued Professional Development
CS	Compassionate Satisfaction
CSI	Corporate Social Investment
CSO	Civil Society Organisation
DSD	Department of Social Development
FBO	Faith Based Organisation
GEAR	Growth Employment and Redistribution
GRO	Grassroots Organisation
IFSW	International Federation of Social Workers
IMF	International Monetary Fund
INGO	International Non-Governmental Organisation
LRA	Labour Relations Act
MRC	Medical Research Council
NASW	National Association of Social Workers
NDA	National Development Agency
NDB	New Development Bank
NFD	Non Financial Data

NLDTF	National Lottery Distribution Trust Fund
NGO	Non Governmental Organisation
NPC	Non Profit Company
NPCo	National Planning Commission
NPO	Non Profit Organisation
PBO	Public Benefit Organisation
PWDVA	Protection of Women from Domestic Violence Act
RSA	Republic of South Africa
SACPSS	South African Council for Professional Social Services
SANGOCO	South African National Non-governmental Coalition
SAPS	South African Police Services
SARS	South African Revenue Services
STS	Secondary Trauma Stress
SWOT	Strengths, Weaknesses, Opportunity Threats
UIF	Unemployment Insurance Fund
UN	United Nations
VEP	Victim Empowerment Program
WHO	World Health Organisation
YMCA	Young Men Christian Association

Chapter One
Setting the scene for the study

1.1   Introduction

Nongovernmental organisations (NGOs) mainly provide humanitarian and community work. They operate in fields such as disaster mitigation, lobbying and advocacy, provision of shelter and other basic needs as well as socioeconomic empowerment programs (Lewis and Kanji, 2009; Lewis, 2009; Lombard, 2009; World Bank, 2012). Moreover, they have historically played a significant role in shaping and influencing global public policy (Hendrickse, 2008; Habib and Taylor, 1999; Salamon and Anheier, 1998; World Bank, 2012).

Regardless, they can be adversely affected by internal and structural factors which compromise service delivery. This is to say, developments at the macro (national/international) environment also impacts the mezzo (community) and micro (individual) environment, necessitating interaction and robust communication between said environments. It is thus fair to posit that the global socioeconomic and political order has a direct impact on NGO effectiveness and, with that, local communities (Habib and Taylor, 1999; Lombard, 2008; Patel et al., 2008a; 2008b Patel et al., 2012; Pereira, 1999; Rankin and Engelbrecht, 2014). This implies that the multidimensional environment described should continually evolve to adjust to changing events and priorities at all its levels.

Similarly, South African NGOs function within their select internal environment and simultaneously need to interact with external environments, which provide their support (Lombard, 2008; Mhone, 2011; Patel, 2012; Patel et al., 2012; Rankin and Engelbrecht, 2014). In this context, the internal environment constitutes the micro system or intra-organisational factors within the larger macro system created by legislation, policies, and external resources (Mhone, 2011; Rankin and Engelbrecht, 2014). Intra-organisational factors encompass processes and protocols within its boundaries, which include management and operational staff, functions and other resources available to the organisation (Mhone, 2011; Patel, 2005; Rankin and Engelbrecht, 2014). Sustainability of NGOs is therefore dependent upon maintaining a

balance between priorities of the external environment and goals and objectives of individual NGOs, calling for vigilant and competent management systems (Rankin and Engelbrecht, 2014). However, such adaption potentially leads to mission drift by NGOs (Minkoff and Powell, 2006).

This study seeks to understand how the above nexus of factors can either enhance or impede service provision by NGOs, specifically crisis shelters for women.

1.2   Overview of the NGO sector

The abbreviated form for nongovernmental organisation – NGO – has increasingly been espoused globally, having been initially introduced by the United Nations (UN) Charter (Hendrickse, 2008; Lewis, 2009; Lewis and Kanji, 2009; Liebenberg, 1997; Lombard, 2008; Rankin and Engelbrecht, 2014). The phrase nongovernmental organisation carries different connotations in different settings within the civil society sector, which include Community Based Organisations (CBO), Civil Society Organisation (CSO), Faith Based Organisations (FBO), Trade Unions, Human Service Organisations or Social Welfare Organisations (Rankin and Engelbrecht, 2014:11). These organisations are also collectively known as non-profit making organisations (NPOs) and are voluntary and charitable in nature (Rankin and Engelbrecht, 2014:11).

In keeping with the above, NGOs are described in literature as organisations that possess seven key attributes (Salamon and Anheier, 1996:3). The first attribute being that they are organised structures for the purpose of operations, they are non-governmental which requires functioning independent – or privately – of governments (Schmidt and Take, 1997), thirdly they should not be profit driven, and any profits made should not be for members' personal benefit (Schmidt and Take, 1997). Linked to this is the attribute of philanthropy, indicating self-governance and reliance on the generosity of the private sector and government for a significant portion of their budget. The fifth attribute is centred on the voluntary nature of its members' involvement with no prior qualification being necessary.

Due to the manner in which they are organised, CBOs are believed to have a good understanding of the needs, customs and beliefs of communities in which they operate (World Bank, 1995). Van der Kooy (1989, cited by Louw, 2007:50) suggests that because these CBOs are small and not subjected to stringent bureaucratic systems as

larger NGOs, they are inclined to be more sensitive to the needs of communities and better able to adapt to change. The World Bank was very involved in International NGOs (INGO) during the 1970s – 1980s, however this trend changed and currently most of their efforts are involved in CBOs followed by their involvement in national organisations according to Van der Kooy (1989, cited by Louw, 2007:50).

The second type of NGO group identified by the World Bank is advocacy organisations (World Bank, 1995). The NGOs in this category hold as their primary purpose the influence of policies through defending or promoting a specific cause and practice of a macro level. These advocacy NGOs shape the social, economic and political system to promote a set of ideologies (World Bank, 1995:14). Their activities include lobbying, research, dissemination of information, development and promotion of codes of conduct, campaigns and other activities (World Bank, 1995:14).

1.3   Problem statement

South African NGOs are encumbered by numerous challenges which can prevail at an internal or structural level. Internally, underpaid staff, heavy caseloads for Social Workers, limited staff capacity, underfunding have been found to heavily undermine NGO function (Dlamini and Sewpaul, 2015; Hölscher and Sewpaul, 2006; Lombard, 2008; Mhone, 2011; Patel, 2012; Patel et al., 2012; Raniga et al., 2014). Some NGOs present with weaknesses that have been listed as inadequate planning and staff training, lack of sustainability processes, inability to collaborate with other role players effectively (Liebenberg, 1997; Lombard, 2008; Raniga et al., 2014).

In addition, the working environment for Social Workers is reportedly unsuitable. A recent qualitative study in a public service organisation found Social Workers' work environment unsound from an occupational hygiene and safety perspective while expected performance standards were unrealistic (Dlamini and Sewpaul, 2015). The authors found considerable deficits in furnishings and buildings which served as Social Workers' offices such as leaking roofs, absence of windows, unhygienic toilet facilities, dirty and stained carpets, torn chairs, and hanging ceiling boards with electrical wires hanging exposed. Furthermore, Social Workers in the study claimed that the unreasonable expectations coupled with insufficient resources strained relationships in the workplace (Dlamini and Sewpaul, 2015).

Other factors found to demoralise and de-motivate Social Workers were top down leadership, political interference and severe cost cutting measures, which Social Workers referred to as disproportionate to the workload (Dlamini and Sewpaul, 2015). Corresponding findings were previously made by Hölscher and Sewpaul (2006) who found that NGOs were faced by reduced resources and increased caseloads. This potentially leads to burnout on the part of Social Workers and despondency towards their work. This can be described as a longstanding problem, as it was initially addressed in the White Paper for Social Welfare (Department of Welfare and Population Development, 1997) with proposals for poor salaries and working conditions to be improved as a matter of urgency. Regardless, the challenges endure as found by Dlamini and Sewpaul (2015) in a fairly recent study.

Volunteers, who are otherwise the cornerstone of NGOs, are undependable as they are not contracted to NGOs and can therefore withdraw their services without notice. This can happen especially when volunteers use the NGO as a stepping-stone to other opportunities. Similarly, not all volunteers are fully committed to the NGO course. When volunteers face challenges or there are disagreements or conflict in the workplace there is a high risk of them "resigning" from the NGO. When this happens it can be very frustrating for Centre Managers and time consuming, as it requires efforts to source human capacity to get the work done. NGOs hence continuously train volunteers for better opportunities.

Finally, founders' syndrome, which is considered redundancy of founders relative to evolution of organisations they founded, is understood to be widespread in South Africa with potentially detrimental effects to both founder and functioning of affected organisations (Dowdy, 2013). Dowdy (2013) further commented that founders like to "control" the organisations as "personal benefit", charging that it is a "question of ego". That notwithstanding, Dowdy (2013) continues to explain that NGOs once founded, do not "belong" to anyone, they become Public Benefit Organisations (PBO) with internal and external structures to hold the leadership accountable and responsible.

At a structural level, barriers to funding have been noted in numerous research outcomes concerning the welfare system (Dlamini and Sewpaul, 2015; Mhone, 2011; Patel et al., 2008a; Patel et al., 2012). For instance, Patel et al. (2012) conducted a survey with NGOs on the transformation of welfare service delivery. The survey found several external barriers which included insufficient government funding, government inefficiency as far as funding mechanisms for NGOs are concerned, and miscommunication between potential funders and NGOs (Patel et al., 2012).

Moreover, literature indicates incongruity between donors' expectations and NGOs capacity to deliver more services. According to Wijnberg and Ressel (2010), "increasingly, corporate and other funders are choosing to support NGOs that are striving to be self-sustaining by focusing on income generation as a core strategy, and not just an aside to their other activities. The reasons for this are complex, reflecting both the state of the world economy and a mind-set shift amongst especially corporate funders, in which Corporate Social Investment (CSI) is seen as just that – an investment, one which needs to deliver returns in the medium-to-long term". For NGOs, especially emerging NGOs, this is particularly difficult as they already struggle to survive on limited resources. Thus implied is need for NGOs to be strengthened to enable them to deliver their mediatory role more effectively.

As a Social Worker Manager I worked in the NGO sector for over two decades I am concerned that, due to the above, some crisis shelters are struggling to remain operational whilst the need for their services increased. It is therefore important to document the factors affecting service delivery and the challenges experienced by crisis shelter Centre Managers and Social Workers. The information gleaned from this study, will offer opportunity for these service providers voices to be heard with a view of impacting policy.

I decided to focus on NGO crisis shelters for abused women in order to obtain a holistic picture of the services provided and challenges faced in that sector. The term "women" conjures ideologies of them being nurturers, carers, sacrificial and the personification of love. Yet in contrast to this, many NGOs initiated crisis shelters for women, which denote rejection, abuse, a hide-away and a need for protection as a direct result of abuse and domestic violence on vulnerable women.

1.4 Aim of the research

The aim of this research was therefore to gain an understanding of the challenges experienced at NGO crisis shelters for women in the eThekwini region from the perspective of Centre Managers and Social Workers.

1.5 Research objectives

The objectives of this study are:

- To gain an understanding of the nature of services available to women in crisis shelters in the eThekwini region.
- To gain an understanding of the intra-organisational factors affecting service delivery at crisis shelters for women.
- To gain an understanding of the structural factors that influence service delivery at crisis shelters for women.
- To explore the extra organisational factors affecting service delivery at crisis shelters for women.

1.6 Research questions

- What are the types of services available to women in crisis shelters in the eThekwini region?
- What are the internal factors that hinder or promote service delivery?
- What are the funding and sustainability challenges for your NGO?
- What are the factors beyond your control that hinder or promote your NGOs service delivery?

1.7 Location of the study

eThekwini is also known as the city of Durban which is on the east coast of South Africa. It spans an area of approximately 2 297km² and accommodates 3.5 million people according to Map Data (2015) (accessed on the internet on 5 April 2015). Tourism is one of eThekwini's niches and considerable revenue sources and it attracts international conferences and high profile international sporting events.

The eThekwini region consists of a culturally diverse society, which faces various socioeconomic challenges and an unemployment rate as high as 30.2% according to Statistics South Africa (2012). The city's demographics consists of 68% Black, 20%

Asian, 9% White and 3% Coloured. The main languages spoken are 63% isiZulu; 30% English; 3% isiXhosa and 1% Afrikaans according to United Nations COP17/CMP7 (2011).

Form my experience as a Social Worker in Durban, social ills which plague eThekwini include the fore mentioned high unemployment rate, high incidence of rape, substance abuse and domestic violence. In the eThekwini region there are 8 NGO crisis shelters which provide psycho-social services for women and their children.

1.8   Theoretical framework guiding the study

The study utilises Structural Social Work Theory as the key theoretical framework to underpin this study. Structural approach was developed between the 1960 and 1980s by Canadians Maurice Moreau (1979) and Mullaly (1993) generally received credit for the development of structural social work (Fook, 2002:5). Fook (2002) identifies two kinds of theories – epistemological and moral theories. She adds that "post-structural theory, as an example is an epistemological theory because it focuses on the fact that we do search for underlying explanations" Fook (2002:16). Structural Social Work Theory proposes that the underlying causes for social problems are the "differential control of resources and political power" inherent in capitalistic societies according to Mullaly (1997:119). It is a moral theory because it proposes "what type of society we wish to have and how we ought to behave to create it" according to Mullaly (1997:119). It examines the processes by which inequality is maintained.

Structural Social Work "is part of a critical, progressive tradition that has been concerned with the broad socio-economic and political dimensions of society, especially the effects of capitalism, and the impact of these influences in creating unequal relations amongst individuals" (Corrigan and Leonard, 1978; Lundy, 2004; Moreau, 1989; Mullaly, 1997, 2007; Payne, 2005; Wood and Tully, 2006). It thus brings into focus the broader dimensions that require Social Workers to move beyond an individualised approach to a collectivist stance".

Weinberg (2008) stated that Structural Theory "recognizes commonalities among all forms of oppression" which proves a noteworthy conceptual tool in ethical action. Because social work essentially takes a moral-political stance, it provides a moral path

for Centre Managers and Social Workers in NGOs in terms of ethical values that they should adopt, including how to behave in a field that is full of complexities.

This theory provides the structural social work foundation for this research, as it enables the participants to express their views, opinions and experiences to the structural sources in NGOs. It thus allows uncontaminated data, to gain insight into the relational differences, similarities and external factors that hinder or promote service delivery for crisis shelters for women in the eThekwini region. Gray and Lombard (2008) assert that Social Workers in South Africa have not been able to "form a strong united professional association which severely limits their ability to lobby politicians and advocate on behalf of clients".

1.9   Value of the study

The study contributes to the body of knowledge pertaining to management of NGOs for Centre Managers, Social Workers as well as funding organisations both in the public and private sectors. It also seeks to augment existing literature available on NGOs and their stakeholders. Through this research, it was envisaged that the voices, opinions and insight of Centre Managers and Social Workers would be documented since they are directly involved with service delivery and hence useful in informing public policy. Importantly, the research will critically evaluate and gain an understanding of intra- and structural organisational factors that hinder or promote services to the women in crisis shelters in the eThekwini region, with the view to identify gaps in service delivery and introduce structures to narrow the gaps.

1.10   Definition of key terms in this dissertation

Crisis Shelter – for the purpose of this research crisis shelters shall mean registered crisis shelters with the Department of Social Development with the focus on women of domestic violence in the eThekwini region (also known as victim empowerment programmes).

Centre Manager – refers to the manager employed to oversee the functions of the NGO.

Social Worker – refers to qualified people in accordance with relevant laws of South Africa and registered with South African Council for Social Services Professions.

Women – for the purpose of this research the women will be beneficiaries of services rendered at the crisis shelter in the eThekweni region.

Developmental Social Welfare - This is an approach that moves away from the social treatment approach where the emphasis was on remediation and clinical. "The developmental social welfare approach is rights based, integrated family centred and community based services, generalistic approach to service delivery and community development and developmental welfare services" according to Patel (2005:157).

NGO Board of Management: Non-executive oversight body of an organisation, usually in place to establish mission and vision of organisation as well as to ensure that those charged with executive functions operate within boundaries of the established mission.

1.11   Presentation of contents of the report

Chapter one provides an overview of the research explaining the problem under study, describing its contextual location as well as its anticipated value. Against this backdrop, it states the aim of the research and continues to list specific research objectives emanating from the overall aim. Finally, it discusses a theoretical framework found to be most suitable to underpin the study.

Chapter two presents the literature review. To this end, it gives an outline of what NGOs are, detailing their historical background globallr and in South Africa. Main topics covered in this chapter are: relevant legislation which impacts NGOs such as NPO Act No 71, 1997; White paper for Social Development; Basic Conditions of Employment Act No. 75 of 1997; and Domestic Violence Act No. 116 of 1998. Some literature on domestic violence and nature of services available to women who experience it is also considered therein. Thirdly, chapter three discusses the research design and methodology as well as study sample. It also demonstrates how reliability and validity of the project were ensured.

Findings are divided into two parts as follows: Chapter four presents the findings

relating to intra-organisational factors according to the perspectives of Centre Managers and Social Workers while chapter five delineates findings which fall under structural factors also from the perspectives of Centre Managers and Social Workers. Lastly, chapter six brings the report to a conclusion by providing an overview of the study and presenting recommendations for addressing challenges which emerged from both the primary and secondary data.

Chapter Two

Understanding the context of NGOs: A Literature review

2.1   Introduction

The family should be a haven of love, security and protection for its members (Raniga and Mthembu, 2016). Ironically, it is where many women experience abuse, mistreatment and social ills on a regular basis. This research takes a close look at some of the services available to women who have experienced domestic violence and who are seeking protection from crises shelters in the eThekwini region, KwaZulu-Natal as well as paid attention to the intra organisational and structural factors that affect the quality of social services provided by the crisis shelters. As this chapter continues to discuss, NGOs in South Africa and the rest of the world have a sterling history of protection of life and human rights. For instance, they were instrumental in ending both slavery at a global level and apartheid in South Africa (O'Sullivan, 2010).

Despite their previous momentous work as illustrated in chapter one, NGOs remain essential now as they were at the beginning of the 19th century. It is disconcerting therefore that their work is under threat due to funding constraints and that the alliances they enter into with governments and businesses could compromise their ability to hold governments to account while posing a danger of mission drift. (Minkoff and Powell, 2006). With reference to relevant literature material, this chapter considers the above and other challenges facing crisis shelters for women in South Africa with specific focus on Durban, eThekwini region.

2.2   Overview of NGOs: A global perspective

NGO programming should be in harmony with national laws, policies, and priorities although it is widely understood that governments' policies do not always serve citizens (World Bank, 1995). For instance, governments are often at the forefront of systematic human rights abuses against citizens, examples of which are numerous (World Bank, 1995). Lastly, NGOs can be operational or for advocacy and are often described by their intervention scope: community based to international NGOs (INGOs) (World Bank, 1995).

2.3   Historical development of NGOs

The impetus for NGO activity globally was human vulnerability caused largely by natural and manmade disasters (Liebenberg, 1997; Salamon and Anheier, 1998). Likewise, both explicit and implicit socioeconomic marginalisation of women galvanised establishment of some women's movements and several other international NGOs (Davies, 2013). In relation to disasters, other than food insecurity resulting from non-modern food production and preservation methods, in the past significant proportion of disasters were caused by sea accidents (Davies, 2013). According to Davies (2013), the earliest recorded literature on such humanitarian associations dates back to the 13th century along the Chinese rivers where large groups of Chinese and other Asians are understood to have perished attempting to flee from Human Rights abuses and poverty in their countries. Later, Society for the Recovery of the Drowned was established in 1767 in Amsterdam (Davies, 2013). By the onset of the 19th century every continent had a "humane society" with focus on rescue operations of shipwreck and/or drowning victims (Davies, 2013).

In 1803 the Royal Jennerian Society was established to curb the small pox epidemic through vaccinations with the aim of exterminating it worldwide. In the late 18th and 19th centuries, anti-slavery groups such as the Pennsylvania Society for the Relief of Free Negroes Unlawfully Held in Bondage were established (Davies, 2013). Davies (2013) suggests that these organisations exercised a lot of political power and influenced national legislation such as the British Slave Trade Act of 1807, but also made a significant impact in changing international power relations. For instance, a variety of abolitionist lobbying groups inclusive of the Quakers contributed to the abolition of slave trade through international declarations at peace congresses, prompting establishment of the early peace societies in Great Britain and the United States from around 1815 (Davies, 2013).

Outside the United States of America, Henri Dunant, a renowned Swiss philanthropist, made a significant contribution to the structure of international federation of international NGOs when he spearheaded the World Alliance of Young Men's Christian Associations (YMCA) in 1855. A few years later in 1863, he founded the

Red Cross movement, which provided neutral assistance to the wounded in conflict (Davies, 2013).

Several NGOs established prior to and in the 19th century such as the British and Foreign Anti-Slavery Society, who played a significant part in the abolishment of slavery in the United States (US), are still in operation today according to Davies (2013). Considered one of the oldest international human rights organisations, Foreign Anti-Slavery society has rebranded itself and is now called Anti-Slavery International claims (Davies, 2013).

Following the two world wars, the NGO sector expanded in coverage and diversity with numerous international NGOs established which included animal protection movements, trade unions, and women's movements, Rotary International, International Olympic Committee, International Socialist Bureau and International Cooperative Alliance (Davies, 2013). During this time NGO related activities were labelled as "associations", "groups" and "societies" (Davies, 2013). Of late, there has been an increase in NGOs raising awareness on depletion of the earth and its undesirable short and long-term repercussions. This perhaps re-emphasises the vital role of NGOs in intervening where governments are either unwilling or unable (World Bank 2012).

2.4   Evolution of NGOs in Africa

The 20th century introduced considerable changes in the political situation in Africa with a substantial impact on NGO presence and function on the continent (Mckendrick, 1987). While shift from colonial to self-rule brought optimism and buoyancy to citizens of Africa, this soon turned to calamity as many African States degenerated into civil wars shortly after independence. The ensuing devastation necessitated intensive emergency relief operations by NGOs and INGOs. Following periods of ubiquitous civil wars across Africa, the 1990s were characterised by high levels of atrocities in the form of so-called "ethnic cleansing" which tore families and communities apart. Notable examples of countries where such abuses took place include Rwanda, again calling for NGO intervention. As mentioned in chapter one, NGOs in these cases were operational and advocacy focused as they not only provided rescue and relief services but called the world's attention to the unabated human rights abuses as well.

The political landscape in Africa may have changed somewhat albeit without negating the need for NGOs (Habib and Taylor, 1999; Patel et al., 2012; Pereira, 1999). As in the case of Anti-Slavery International mentioned above, NGOs providing services in Africa also updated their operational strategies to remain relevant (O'Sullivan, 2010). For instance, organisations such as the Red Cross, World Vision, and Save the Children have recently espoused use of mass media to garner global attention and support. Red Cross and World Vision's appeals for support were posted on television advertisements for their "sponsor a child" project with over-crowded refugees and starving children flooding Western television screens (O'Sullivan, 2010). Although this system was a hitherto underexplored strategy of raising funds for charitable courses, it was successfully employed over forty years ago in Eastern Nigeria after the civil war (O'Sullivan, 2010). The response to the images connected first and third worlds, bringing relief in the form of money and goods to assist refugees (O'Sullivan, 2010). It was possibly heart rending for many, especially Western world citizens who at the time were still recovering from effects of the two world wars, and may have had the effect of galvanising them into funding or otherwise acting to alleviate others' suffering.

A similar approach to fundraising and distribution of aid was replicated in other parts of the world predominantly as a result of natural disasters as seen in Bangladesh in the 1970s, during times of famine in Ethiopia and Sudan in 1980s, more recently in Asia after the 2004 Tsunami, the respective earthquakes in Haiti in 2010 and Japan in 2011; not omitting genocide in Somalia and Rwanda mentioned above in the 1990s to cite a few examples. In these situations NGOs created a direct link between air-conditioned living rooms in the industrialised world and the poor and destitute of the developing world via mass media programming (O'Sullivan, 2010).

For Africa, the above-described engagement of mass media could have also had a negative outcome of casting the continent in an unflattering light for business purposes. Africa may have come across to the West – and possibly still does – as a failed continent at war with itself which cannot be relied upon to be stable long enough to grow financial investment. As a result, much of the capital raised in mining activity, Africa's niche relative to the West, is seen in media reports being relocated to the West

for personal gain with little in the form of reinvestment in respective countries for development purposes. O'Sullivan (2010) puts it rather diplomatically pointing out that, for the best part of the developed world, disaster, emergency relief and developmental aid informed the Western world's understanding of the global south. Thus, while the value of NGOs to humanitarian intervention is recognised, some of their approaches may have damaging implications on regional economic potential.

2.5 Evolution of NGOs in South Africa

Literature identifies three specific eras in terms of the development of NGOs in South Africa, this has been distinguished as the "pre-apartheid, pre-democracy and post democracy" eras (Habib and Taylor, 1999). Furthermore, during the democracy stage NGOs are described as having experienced "an age of crisis" followed by "an age of hope" (Lombard, 2008:125). The three phases of development are discussed below.

2.5.1 Pre-apartheid and pre-democracy eras

Historically, both White settlers in South Africa as well as "Africans" met their welfare needs through customary ways and it was common for family and kinship to attend to their needs as units and as they arose (McKendrick, 1990). The 19th century, however, saw a sharp rise in charitable organisations addressing livelihood and other welfare needs. This could have been necessitated by political instability characteristic of this period. For instance, the first Anglo-Boer War between 1880 and 1881 created one of first recorded humanitarian crises in South Africa. The war between Transvaal and the Orange Free State with Britain left a trail of despair and orphaned children. This resulted in the establishment of organizations such as Afrikaanse Christelike Vrouevereeniging (ACVV) (McKendrick, 1990). The second Anglo-Boer War of 1899 – 1902 caused the Afrikaans Women's Organisation to focus predominantly on poor Whites. English churches followed after the gold rush and developed children's institutions. The first to emergence was the Child Welfare and Child Protection Societies in Cape Town and Johannesburg (McKendrick, 1987). Hence, the NGO sector in South Africa initially originated with various religious, cultural and welfare community based groups.

Between 1864 and 1899 the first recorded institutions for children, 17 in total, were established in Cape Town mainly by the Dutch Reformed Church. Out of the 17

institutions, only one - a reformatory - was reserved for non-white children (McKendrick, 1990:9). The Dutch Reformed Church later expanded its work to providing assistance to the needy. Their programmes further developed to include orphanages, church settlements for poor Whites and homes for the elderly, the sick, unmarried mothers and small industrial schools.

During the 20th century the NGO sector developed between the British elite and Afrikaner middle class (Swilling and Russell, 2002 cited by Morgan, 2005:60). The NGOs started to deal more with health and social services but these services were predominantly reserved for the White community, underpinned by the racially divided political philosophy of the era. Unfair racial differentiation was hence established before apartheid became policy or coded into law (McKendrick, 1987). Again as pointed out, the South African welfare system has its roots in pre-colonial days with poverty alleviation as its core focus initially, particularly the "poor White problem" (McKendrick, 1987:9). This trend continued throughout the apartheid years and the "problem" was mainly addressed through provision of jobs to Whites through the State provincial administration or local authorities (McKendrick, 1987:9). At this time, inequality was deeply entrenched with unfairness in the job market a norm (McKendrick, 1987:9). Legislation endorsed job reservation to ensure that there was sufficient employment for Whites (McKendrick, 1987:9).

2.5.2 Informal voluntary sector

The 1980s, the height of the struggle against apartheid, saw a huge growth in Black community based NGOs outside the formal welfare sector (Gray and Lombard, 2008). Most of these NGOs received international funding to address the needs of the majority of the population (Gray and Lombard, 2008:133). These grassroots community based organisations (CBOs) provided services to the Black community of which many included advocacy groups in opposition to segregation, discrimination and specifically to apartheid (Habib and Taylor, 1999). Habib and Taylor (1999:73–82) explain that out of these groups, social movements developed which were instrumental in bringing an end to apartheid. Thus it is a reasonable perception that South Africans received support from the rest of the world to bring about democracy to the country.

During the apartheid era, the relationship between anti-apartheid NGO networks and the South African government was antagonistic and adversarial on several levels. Habib and Taylor (1999) contend that the political and administrative environment was as hostile to corporate social investment at it was to many NGOs. For instance, in order for NGOs to receive donations, they required authorisation in respect of the Fundraising Act of 1978, as it was a "crime to solicit or receive donations from the public unless the Director of Fundraising had authorized it" Habib and Taylor (1999:75). Habib and Taylor (1999:73) also note that, due to the former apartheid regime's liberalisation initiatives around the 1980s, greater financial support by international organisations was received by NGOs, while foreign investment was stimulated. This saw the South African NGO sector expanding.

The above mentioned Fundraising Act did not stop people and organisations from advocacy work including that which cast light on human rights violations by government. NGOs especially those opposed to the political situation in South Africa still received international funds, although this required innovative administrative measures to conceal funding sources or how these were expended (Habib and Taylor, 1999). Government hostility towards NGOs extended to NGO personnel through imposition of systematic government sanctions on them (Habib and Taylor, 1999). NGO leaders and activists were subjected to various forms of political intrusion, threats removal of certain liberties such as freedom of movement and association. It was common to spy on such targeted individuals using human spies or spying devices (Habib and Taylor, 1999). The Nationalist government also sponsored counter organisations to discredit and compete with anti-apartheid NGOs.

Perhaps as testimony of NGO determination then and now coupled with being organised, NGOs in South Africa remained visible and influential throughout apartheid despite government efforts to discredit and incapacitate them. Antagonistic political interference saw its end at the dawn of South Africa's democracy. In 1995, the South African National Non-Governmental Coalition (SANGOCO), a coordinated body was established primarily to serve as a broad base representation of NGOs (Gray and Lombard, 2008:133).

2.5.3   Post-transformation phase

The effects of the changes in South African political situation accordingly impacted the setting of NGOs improving the historical conflicting role of the government and NGO relationship. The 1990s saw proliferation of NGOs with up to 5000 NGOs recorded in the country around that time focusing on various aspects of development (Habib et al., 1999). To date it is estimated that more than 6000 NGOs are active in the country (Habib et al., 1999:77). Many of these organisations are well established. However, as the law does not necessarily require NGOs to be registered, it is not possible to establish exactly how many NGOs are operational in South Africa. Typically, registered NGOs are referred to as formal welfare services while unregistered ones are regarded as informal (Patel et al., 2008). The primary focus of formal welfare services is casework and statutory services while the scope of informal services varies significantly from region to region within the country.

A recent review of the White Paper found approximately 10 000 civil society organisations in South Africa although they acknowledge that some may be not be in operational since a thorough inventory of the sector has not been conducted in a long time (Review of the White Paper, 2016). As far as the formal sector is concerned, 48 000 are reportedly in operation (Review of the White Paper, 2016).

In the pre and neo-independence euphoria, the present government may have set unrealistic socioeconomic targets by promising all citizens access to services such as housing, electricity, and water (Lenka-Bula cited by Manala, 2010). Indeed mention was also made of "free education including higher education", which may be the cause of the prevailing impasse at universities nationwide (Badat, 2015). The latter however, falls beyond the scope of this study. With regards to the former, it would be naïve to reason that the plight of citizens whose socioeconomic rights were undermined by the apartheid government have changed significantly. NGOs appear to have also been affected by the neo-independence impracticality, often failing to deliver on their mandate of delivering services to the poor and vulnerable to the initially envisaged scale.

As a result, two decades into democracy, the ANC government has lost credibility and the confidence of the poor while NGOs have had to reinvent themselves in order to continue as vehicles of neo-liberal agenda. Through connections with international nongovernmental organisations and with donors, NGOs find themselves as a means of transmitting neo-liberal values and are called the 'missionaries of the new neo-liberal era'. NGOs are important to neo-liberal policies because they can provide services that receding states are no longer able to deliver (Hilhorst cited in Mhone, 2011:12). They thus have an alternative means of entrenching market ideologies by removing core responsibility of the government and re-aligning them with the NGO developmental agenda (Mhone, 2011:12).

2.6   Current status of NGOs in South Africa

Whereas during apartheid the formal NGO or voluntary welfare sector as well as private welfare services were heavily subsidised by the apartheid government as key partners in welfare provision, this is no longer the case for a number of reasons, some of which will be discussed under scarcity of resources below. The subsidies were mainly through social work salaries. As a result, NGOs increasingly find themselves in a position where they have to source funding outside government (Gray and Lombard, 2008:143).

Prior to South African democracy, many NGOs worked against the government to advocate for equality, but with the new ANC government their role transformed with the emphasis on rebuilding and reconstruction (Gray and Lombard, 2008). This post-democracy period was initially met with largely redressing and reconstructing the past wrongs committed by the apartheid government. The construct was on "pro-poor policies" and the development of services in areas where denied previously (Gray and Lombard, 2008). Social security administration moved to an independent body to facilitate the process for Department of Social Development to focus on service delivery (Gray and Lombard, 2008:143).

The ANC leadership placed new priorities as the government's development agenda. The Reconstruction and Development Program (RDP) were established to take the role of NGOs according to Harding (1994). Through the RDP Habib and Taylor (1999:75) suggest that the NGOs and government institutions were seen to be

working together on national initiatives. Nelson Mandela (Habib et al., 1999:76) stated "non-governmental organizations played an outstanding role during the dark days of apartheid. Today, many people who received their training within the NGO sector play important roles in government" (Habib and Taylor, 1999). This resulted in numerous NGOs and their resources being absorbed into government while others undertook partnership relationships with government and some repositioned themselves as "watchdogs" and doing advocacy policy with the intent of strengthening civil society (Habib and Taylor, 1999).

A new inclusive welfare policy encapsulated in the White Paper for Social Welfare promised a more holistic rights-based approach and equality of distribution of resources and rectifying discriminatory practices in service delivery. The change brought a vision for inclusive development, economic growth, building a democratic society and reduction of poverty and improved living conditions for the poor posits Patel (2012). The White Paper is discussed later in this chapter.

Whilst RDP laid the foundations for social development in South Africa it was replaced within 3 years of democracy with the Growth Employment and Redistribution (GEAR) (Gray and Lombard, 2008:133). Through GEAR the South African Government adopted a neo-liberal economic model – a strategy that prioritised the business sector in economic growth and service delivery as explained by Stewart (2012). The neo-liberal model as described by Clark (2005:50-59) as an entirely "new paradigm" for economic theory and policymaking – an ideology in capitalist society. The newly liberalised political environment and influx of funds permitted for resources to be channelled to NGOs rather than through government, which was the practice before (Habib and Taylor, 1999).

Poverty remained a concern and the "idea of a developmental state began to receive greater prominence in the ANC government" reports Patel (2015:81). The government viewed a democratic and socially inclusive approach as a means to enhance the country's social, economic and political goals. It was thought that economic growth would improve productivity and decrease poverty and "building a social cohesion" where the state would take the leading role with interaction with its partners (Patel,

2015:81). This saw the birth of the National Planning Commission (NPC) in 2010 (NPC, n.d.). NPC's main aim is to "set objectives and priorities to drive development over the longer term" for South Africa (NPC, n.d.). These include "evidence-based input into policy processes that have long term economic, social and political implications for development" (NPC, n.d.).

National Development Plan (NDP) is further supported by the planning branch of the Department of Planning, Monitoring and Evaluation, which is the vehicle for strategic and visionary input to address the challenges of eradicating poverty and reducing inequality. It provides protection under an umbrella concept of social security, support to address poverty alleviation initiatives, protective measures for nutritional food security and lastly the provision of social services intervention strategies. To keep abreast of the non-financial data (NFD) is the monitoring and evaluating tool which tracks the effectiveness of these programmes (Department of Social Development, 2014).

Undeniably, the post democracy era brought some strength to NGOs as they moved away from the marginalised status of pre-democracy stage where whites received most benefits (Gray and Lombard, 2008). Additionally, government encourages NGOs to register themselves as legal entities. Registration gives the organisation credibility and evidence of its authenticity as a legitimate and bona fide organisation. Registration also makes the entity accountable to its stakeholders.

The abolishment of the apartheid regime in 1994 brought about freedom and a new inclusive democracy. Currently there are many NGOs that comprise the South African non-profit sector. Some NGOs are well resourced whilst others lead a hand to mouth existence struggling year upon year to survive. Yet some NGOs have highly professional staff while others depend on volunteers to sustain the organisation (Lewis, 2009)

South Africa does not have a comprehensive national database of NGOs as some Trusts and Section 21 organisations are excluded (Morgan, 2005:60). In addition, it is not a requirement for voluntary organisations to formally register and they are not subject to stringent reporting requirements, particularly to government. Records do

however suggest that there are approximately 100 000 registered and an estimation of 50 000 unregistered non-profit organisations in South Africa (Morgan, 2005:60). Given the size of the NGO sector, and the broad range of services and activities, it is accepted that NGOs play a significant role in delivering services in society.

Relative strengths of NGOs compared to government are extensive. They have the capacity to engage more intensively with grassroots and community development activities such as income generating projects, empowerments projects, gender and women empowerment, advocacy and human rights concerns, poverty alleviation, relief and re-integration of displaced people (Edwards and Hulme, 1996). In addition, NGOs are effective in campaigning for human rights and raising public awareness of issues and crises. "NGOs are equipped with better comparative advantages in peace-building than government departments, such as their political independence, the flexibility of their mandates, their impartiality, high standards of credibility" (Edwards and Hulme, 1996).

NPOs, according to the NPO Act can be defined as a Trust, Company or other Association of persons and they can choose which of the tree legal structures they prefer. The first option is for Voluntary Association to register with the Department of Social Development as a NPO under the Non-profit Organizations Act No. 71 of 1997. This registration is voluntary. An alternative option is to register with the Non-profit Companies registration with the Department of Trade and Industry (at Companies and Intellectual Property Commission CIPC) under the Companies Act of 2008. This registration is compulsory and entities have to comply with the terms of the Act. Lastly, they can register as a trust with the Department of Justice, Master of the High Court, in compliance with the Trust Property Control Act No. 57 of 1988 and common law. This registration is compulsory for relevant organisations. Many Non-profit Companies and Trusts operating as non-profit organisations choose to take the additional step of voluntarily registering under the Non-profit Organizations Act No. 71 of 1997 as well.

According to the Review of the White Paper for Social Development (2016) they are referred to as "emergent" or "established" with the former being those under "White" managers while the latter are mostly run by "Black" people. Whether this manner of

categorising NPOs is helpful is a debatable issue. A noteworthy point found by the review, however, is that the varied NPOs have formed partnerships in which the established NPOs capacitate the emerging ones although this was not a common trend throughout South Africa (Review of the White Paper, 2016).

NGOs are recommended to register as a Public Benefit Organization (PBO) with the South African Revenue Services (SARS) under the Income Tax Act. No. 58 of 1962 PBO status entails two tax benefits firstly a tax-exemption for the NGO, and secondly, tax relief for the organization's donors under Section 18A. It is virtually impossible in South Africa to obtain substantial donor support without the SARS Section 18A certification.

As stated, during apartheid, international funders were required to channel resources through the government, which weakened the position of South African NGOs (Hallowes, 1999; Perreira, 1999 cited in Hendrickse, 2008). At the same time, the ANC Government spent a substantial amount of its time and resources on structural issues. With all its energy and resources in policy decisions, it had negative consequence on service provision, as these were grossly underfunded leaving the NGO sector in crisis. The post democracy "age of crisis" era was met with dissatisfaction and many Social Workers left the profession, which caused considerable gaps in service delivery and the South African NGOs in crisis (Lombard, 2008:124).

The "age of crisis" with its funding, human capacity and resources constraints negatively impacted the NGO service delivery and change was urgently required to rectify the situation, which inspired the "age of hope" (Lombard, 2008:124). If the first decade of democracy was one of policy development the second was one of policy implementation according to Gray and Lombard (2008:143).

2.7   Legislative framework guiding services provided by NGOs

There are a number of policies that guides the crisis shelter NGOs. For the purpose of this research only NPO Act No. 71 of 1997, White Paper on Social Welfare, Domestic Violence Act, No. 116 of 1998, Labour Relations Act No. 66 of 1995, which have a direct impact on crisis shelters are covered.

2.7.1 NPO Act, No. 71 of 1997

The NPO Act, No. 17 of 1997 was established to encourage NPO to maintain adequate standards in an environment "in which they can flourish, to establish an administrative and regulatory framework within which non-profit organisations can conduct their affairs; to repeal certain portions of the Fundraising Act No. 107 of 1978; and to provide for matters connected therewith".

The Non-profit Organisations Act No. 71 of 1997 regulates NPOs, promotes and enhances their integrity. The NPO Act will be discussed further on in this chapter. Furthermore, NGOs have to comply with the NPO Act as well as adhere to norms and standards by the Department of Social Development (DSD, 2015).

The following is evidenced by the objectives of the NPO Act, which encompasses "Codes of Good Practice for South African NPOs" firstly by creating an environment in which NPOs can flourish and develop, secondly to establish, administrative and regulatory framework within which NPOs can conduct their affairs. Thirdly it encourages NPOs to maintain adequate standards of governance, transparency and accountability and to improve those standards. Fourthly, and importantly it created an environment within which the public may have access to information concerning registered NPOs and finally it promotes a spirit of co-operation and shared responsibility within government, donors and amongst other interested person in their dealings with NPOs Rankin and Engelbrecht (2014:19).

2.7.2 White Paper on Social Welfare

A developmental approach to social welfare in line with the United Nations World Declaration on Social Development in South Africa was adopted in 1995 (Patel et al., 2008). Taking into account the history of Africa, this developmental social welfare was considered to be an "ambitious one given the country's complex social, cultural, economic and political history, which has shaped the character of the welfare system" Patel et al. (2008).

As mentioned earlier, social service delivery in South Africa was inherited from discriminatory and inequitable practices that were ineffective and unsustainable. In terms of poverty alleviation and meeting the needs of the majority of the population it

was unproductive. Social policy was modelled on Western European institutional or 'welfare state' policies for Whites and a residual system for Blacks (Patel et al., 2012). It was thus essential in the mid-1990s for South Africa's new democracy policy makers to consider a new social development perspective to social welfare to be adopted and implemented. The new policies brought together positive attributes of social welfare theory and practice locally and globally and integrated them with country specific conditions to produce a unique South African policy. (Department of Welfare and Population Development, 1997).

The following is an extract from the White Paper which identified areas for consideration to "guide the transformation of social welfare service delivery: *A collective responsibility for social welfare services through collaborative and inter-sectoral partnerships which includes the recognition of community development as multi-sectoral, multidisciplinary and an integral part of social welfare services"* (Department of Welfare and Population Development, 1997:23).

The range of human resource capacity to deliver social welfare services required expansion. Included in the White Paper is the development of a national information management system as well as equitable and sustainable financing of social welfare services. Importantly, it calls for comprehensive, generic, integrated, family-centred and community-based strategies, which require a balance between developmental, preventive, protective and rehabilitative interventions. It also promulgates measures for strengthening family life through the adoption of a life cycle approach aimed at guiding and informing programming geared to the needs of individuals, groups, communities and society as a whole.

The White Paper has recently been reviewed by a panel of acclaimed experts both in academia and social work practice. The review process, which commenced in 2013, was completed in March 2016.

2.7.3 Labour Relations Act

The Labour Relations Act No. 66 of 1995 (LRA) governs how employer-employee relations and associated matters. "Labour" is said to be an "all- encompassing term used to describe the dynamic complexities of the various relationships between parties

to the employment relationship" states Venter and Levy (2011:4). It defines the role of the employer and the role of the employee in order to co-work in a harmonious and fair manner.

For the NGO Centre Manager, behavioural issues, grievances, disciplinary procedures, dispute resolution, unfair labour practice, basic conditions of employment, health and safety in the workplace and Unemployment Insurance Fund (UIF) are covered in the Labour Relations Act No. 66 of 1995. For the purpose of this dissertation only the Basic Conditions of Employment Act, No. 75 of 1997 (BCEA) is considered based on the understanding that all Centre Managers should be conversant with this Act.

2.7.4 Basic Conditions of Employment Act, No. 75 of 1997

The purpose of this Act was to "advance economic development and social justice by establishing and enforcing basic conditions of employment" (Venter et al., 2011:225). Employers are required to issue prospective employees with employment contracts, which should cover aspect of the working agreement such as hours of work, leave allocation, remuneration, notice period on both parties in order to avoid future challenges in the working relationship. It also prohibits employment of children and forced labour (Venter and Levy 2011).

2.7.5 Domestic Violence Act, No. 116 of 1998

Domestic violence is regulated by the Domestic Violence Act, No. 116 of 1998 and was implemented to afford women protection from domestic violence at the same time created infrastructure on law enforcement bodies such as South African Police Services (SAPS) to protect victims from further abuse within their relationships. According to Section 1(viii) of the Domestic Violence Act No. 116 of 1998, domestic violence differentiates between types of abuse as physical, sexual, emotional/psychological and economic abuse. It further stipulates "that intimidation; harassment; stalking; damage to property; entry into the complainant's residence without consent, where the parties do not share the same residence; or any other controlling or abusive behaviour towards a complainant, where such conduct harms, or may cause imminent harm to, safety, health or well-being of the complainant".

Section 1(vii) of the Domestic Violence Act No. 116 of 1998 defined the term "domestic relationship" as a "relationship between a complainant and a respondent" as married couples according to any law, custom or religion; unmarried but lived together for whatever reason, parents or parental responsibility for a child (or children), family members related by affinity or adoption; engaged, dating or perceived romantic relationship of intimate or sexual nature; share or recently shared the same residence.

2.8   Challenges experienced in NGOs

As mentioned, it would appear the optimism associated with the "new South Africa", as it has been called since 1994, is dissipating somewhat while proliferation of NGOs has ceased. South Africa post 1994 was the rainbow nation where optimism and opportunities abounded. However after two decades into democracy we see NGOs struggling to survive. This is attributable to numerous factors, a few of which will be discussed in this section. Arranged into subsections, scarcity of resources; imbalance of power between NGOs and funders; inadequacies in NGO governance and accountability; as well as human resource challenges are discussed below.

2.8.1   Scarcity of resources

Lack of adequate funding is the biggest challenge facing NGOs at present. Davis (2013) indicates that the government has outsourced several statutory services to NGOs but she questions whether government has adequate funding mechanisms and consistent policies in place to support rather than hinder service delivery of these NGOs. Patel (2012) raises corresponding concerns citing funding as the biggest hindrance to service delivery in addition to policy fragmentation, leadership and institutional deficiencies.

Literature on neo-liberal social work policy seems to concur. For instance, Dominelli (2002a), an acclaimed Social Worker who has consistently argued against rationalisation of social work intervention along market lines, argues that restructuring through outsourcing of welfare services has intensified socioeconomic vulnerability of those most in need of state services and increased the likelihood of marginalisation of their requirements. This implies that needs exceeds resources. It is for this reason that she argues that more aid should be channelled through them as they have won the communities' trust (Dominelli, 2002a:11). She criticises "commoditisation" of welfare

services whereby users are consumers whose needs are bureaucratically pre-determined rather than designed to meet individual needs (Dominelli, 2002a; 2004).

Bureaucracy has been found to further limit funding prospects and service effectiveness for NGOs. For instance, The National Lottery Distribution Trust Fund (NLDTF), South Africa's largest disperser of funds to NGOs observed that "in the 2001-2002 funding cycle, less than half of the money earmarked by the organisation for social responsibility expenditure was disbursed to NGOs according to Herbst (2014:88). Herbst (2014:87) attributes this to restrictive bureaucracy in the administration and slow turnaround time that he says is to blame absence of funds which for incapacitation and even closure of many NGOs not absence of money.

In spite of rising social concerns in RSA, it is disheartening that NGOs and Social Workers have to work with little resources to build a better society, promote social justice and protect human rights. According to Dlamini (2014) this represents undesirable manifestation of the "neo-liberal and new managerial practices, which are inconsistent with the Social Work mandate" (Dlamini, 2014:28).

Sewpaul and Hölscher (2004), South African Social Workers with sterling accolades in practice and academia, also raise concern about the damaging effect of economic rationalisation of welfare. They argue that this new managerialist thinking which integrates economic rationalisation into Social Work policy and practice impedes both service delivery and professional autonomy. Ironically, the focus of Social Work has increasingly become mitigation of the impact of unfavourable economic pressures on populations.

Against this backdrop, the role of NGOs in South Africa came under intense examination at the National NPO Summit hosted by the National Department of Social Development in August 2012. The focus was on numerous challenges faced in the NGO sector such as leadership capacity, financial constraints, NGO's relationship with government, the involvement of civil society in strengthening democracy, societal issues and other areas of uncertainties facing the South African NGOs. At this summit, "President Zuma made a number of very encouraging remarks such as being unhappy with the lack of financial support for NGOs" according to NPO Pulse (2012). He

further praised the NGOs for the "sterling work" they do and reaffirmed that NGOs "remain indispensable partners to government". He further stated that the "doors and windows" of government should be open given their role they play in society according to NPO Pulse (2012).

NGO funding deficits and uncertainty have far reaching implications. They have received undue criticism over the years for being unstable because of their weaker financial position when compared to businesses and governments. Their financial accountability and sustainability plans are also questionable. As a result of this weaker financial position they do not often have the correct human capacity to execute their programmes effectively, which could result in breakdown in service delivery. This often leads to high staff turnover and staff management problems. NGOs also rely heavily upon government for funding and that puts them in a weaker position to advocate on behalf of the poor and vulnerable. Whilst a partnership exists between government and NGOs it is the NGOs to a large extend who responds to socio-economic issues in our South African context.

Recognising finiteness of finances, the above discussion never the less raises disturbing questions: First, if NGOs are struggling, where does that leave the poor, marginalised and vulnerable? Could South Africa and the larger world be approaching an era where NGOs will be replaced by retailing of services inclusive of welfare services? If this is the case, what will become of the poorest and most vulnerable?

2.8.2   Imbalance of power between NGOs, government and other funders

To overcome funding shortfalls, NGOs have adopted innovative measures in recent years such as partnering with businesses. The business sector is very familiar with the term "partnership" as it provides many benefits. Similarly, NGOs form partnerships with business as well as with trusted organisations as a viable option for sustainability and improved service delivery. Even so, it can sometimes be somewhat disingenuous to describe relationships between NGOs and funders as "partnerships" despite repeated use of that phrase when referring to the relationship. This is because of the undeniably unequal relationship between the two sectors especially where the latter is expending money to support the former. This raises questions of possible manipulation and ethical

overstepping when NGOs have to make decisions based on the demands of the finance sector, whose focus is largely discordant with that of Social Work.

In addition to ethical implications of associating with the business sector, NGOs may fall into a trap of undermining and competing with each other in the quest to vie for the attention of funders and stay relevant as will be shown further on in the chapter (Gray and Lombard, 2008). However, this new advance towards partnerships should perhaps be regarded as an indication of goodwill and should be considered a strength with which NGOs understandably could lose focus when under threat (Habib and Taylor, 1999).

Regardless, strengths of partnerships cannot be discounted. Partnerships can be cost effective and auspicious for sustainability. They also promote coordinated action whilst information is disseminated and interpreted quickly. Through partnerships NGOs can find means of collaborating and/or complementing each other using their inherent comparative advantages rather than competing against each other. An example of NGO coordination is thorough SANGOCO. A partnership exists between government and NGOs, through an umbrella organisation SANGOCO. This body has access to the chamber of the National Economic Labour and Development Council for policy decisions. "SANGOCO serves as a representative umbrella body for around 6,000 affiliated NGOs" according to Habib and Taylor (1999:77). This body enables NGOs to network widely, gaining ideas from their diversity, and optimising limited resources available to them (Yaziji and Doh, 2009).

Apart from partnerships with business and among themselves, South African NGOs have partnered with the relevant government, again raising ethical questions. NGOs – government partnerships are potentially problematic especially if government is funding a substantial amount of their budget. Can such a relationship be a true partnership if NGOs are no longer able to challenge the policies and service delivery gaps? It is also evident that there is an unequal power relationship between NGOs and government, especially where NGOs rely upon government funding (Patel, 2012: 605). This anomaly was earlier raised by Raniga (2006:39) who contended that some of the "challenges have been the unequal power relationship that characterises the partnership between the state and private welfare organisations in the delivery of welfare services".

She pointed out further that, there was fragmentation and deficiency of social services, which all lead to little evidence of successful programme interventions. In such a relationship of receiving funding, how is it possible to negotiate and engage critically with government?

2.8.3   Inadequacies in NGO governance and accountability

The terminology for boards may differ from NGO to NGO as these are sometimes referred to as boards, managing committees, executive councils or trustees. Board members bring various competencies to NGOs, which include professional experience, expertise and skills from the business and professional sector. Many board members are connected to NGOs because the cause resonates with them and they identify with selected NGOs on one level or other. It is true that board members often feel uncertain as to what is expected of them and their role on the board. However, when NGOs' governing boards are decisive, efficient and effective, they add rich value to the organisation and promote sustainability.

Edwards and Hulme (2002) extend the debate on NGO efficacy, which they maintain, can only be achieved thorough accountability. According to them, "accountability is generally interpreted as the means by which individuals and organisations report to a recognised authority or authorities, and are held responsible for their actions". In South Africa the powers of governance of NGOs and more specifically social service organisations lies with "several bodies or organisations which includes the Department of Social Development (DSD), the management committees or boards of the NGO, the South African Council for Social Service Professions (SACSSP) and the National Councils of that Social Service Organisation" (Rankin and Engelbrecht, 2014:19). Furthermore, the power of governance invested in the DSD is granted by the NPO Act No. 71 of 1997 of South Africa. It is thus evident that NGOs have multiple accountability structures. They have to report upwards to their trustees, donors, councils and government and downwards to their partners, staff and supporters as well as to its beneficiaries. Boards are ultimately held accountable for the NGO.

"Governance" in NGOs is not the same as "management". Governance is concerned with vision, mission, objectives, policies, strategic planning and identity of the NGO. "Management" on the other hand is responsible for day-to-day function and the

operational aspects of the NGO. It is a "universal agreement on the four main management functions namely planning, leading, organizing and control describes Rankin and Engelbrecht (2014:15).

Governance of NGOs therefore implies the totality of functions required in relation to the internal functioning and external relations of organisations. For an "NGO, being accountable means demonstrating regularly that it uses its resources wisely and does not take advantage of its special privileges to pursue activities contrary to its non-profit status. An accountable NGO is transparent, readily opening its accounts and records for public scrutiny by funders, beneficiaries and other interested parties. It is through these acts of accountability that NGOs express their commitment to values and building of civil society" according to Wyatt (2004:5). When it comes to NGO accountability there is a perception to focus only on the domain of finances according to Edwards and Hulme (2002:41). NGO governing boards are responsible for adhering to the statutory legal requirements within its sphere of influence. It is thus imperative for NGOs to have systems in place to monitor and evaluate its performance, to be accountable and to remain ethical and credible to its stakeholders.

In addition, financial accountability is another aspect for boards to demonstrate their commitment to the wellbeing of an NGO. However, having founded several NGOs and having served on various NGO boards, I recognised that accountability is not just about the NGO being financially astute but also its accountability towards the organisation's implementation plans, people management, fundraising, donor feedback and technical skills.

In this respect, I also noticed gaps in leadership structures, prompting me to develop guidelines for NGO boards. Over the years, I experienced and observed that many board members had no idea what is expected of them leading to the conclusion that, many boards are dysfunctional, micro manage and interfere with the NGO operational aspects and undermine the authority of the Centre Manager and Social Workers. A proactive stance led to production of guidelines to codes of good practice for NGO Board responsibilities in 2015 entitled "Fan into Flame". The practical training manual covers aspects of leadership, mission and purpose, legal obligations, strategic planning, implementation, financial development, policies and evaluation (Schreiner, 2009).

The relevant government department has also weighed in on the issue of human service NGO governance. The Department of Social Development (DSD) Codes of Good Practice for NPOs for governing bodies as outlined by government (RSA 2001:10) that "effectiveness of a governing body is measured by the attention it gives to care, loyalty and obedience". It suggests that any member with special expertise is expected to contribute that specialised knowledge in his/her activities to the governing board. The duty of loyalty imposes safeguards and standards of fairness in situations where there is conflict of interest. The duty of obedience calls for board members to serve on governing boards for two to four years to allow for "fresh blood" to come onto the governing body. The governing body is responsible for the mission and purpose, selects, appoints and supports the Centre Manager, ensures effective organisational planning and ensures for the organisation management of its resources, monitors and evaluates the organisation's programmes and services and its own effectiveness as a board.

2.8.4 Human and organisational capacity

Literature does not present a clear definition on organisational capacity, although it is understood to be multi-dimensional in nature with a variety of characteristics, which includes resources and capabilities. Mhone (2011:22) suggests that for the "NGO sector in Africa to be effective three principal areas of ability are required. These are:

- an ability *to be- i.e,* to maintain its specific identity, values and mission;
- an ability *to do- i.e*, to achieve stakeholder satisfaction;
- an ability *to relate i.e*, to manage external interactions while retaining autonomy".

NGOs and their leadership should regularly evaluate themselves in terms of their ability "to be" and maintain their identity, values and mission (Mhone, 2011:22). "To do" also suggests that effective monitoring systems should be in place to measure the NGOs effectiveness in meeting their objectives. "To relate" refers to the relationships it holds with its stakeholders and community and therefore to remain relevant to its stakeholders (Mhone, 2011:22).

2.8.5 Human resource challenges

Several reasons justify isolation of this category of challenges from other resources discussed above. Firstly, human resource capacity is the bedrock of any organisation, more so when such an organisation is under threat. It is therefore plausible to argue that scarcity of other resources calls for far more incisive and creative human resources who are not only able to reinvent themselves but who can also maintain NGO sustainability in spite of resource limitations. However, NGOs cannot always afford to employ qualified and professional staff, which causes them to rely on the services of volunteers. De Jagar (2014:104) described different types of volunteers required by NGOs, which includes long term or traditional; virtual; short-term or episodic and mandated volunteers.

This is not to suggest that "unskilled" workers add no value to NGOs. Volunteers play an enormous role in the sustainability and the human capacity of the NGO but they require discerning and decisive leadership to consolidate their efforts for the benefit of service users and NGOs themselves. NGOs thus require leaders who are not only striving for success, but visionaries who are innovative and who can see the value in bringing together people's varied strengths to effect meaningful change.

2.9   Empirical studies on domestic violence in South Africa

The World Health Organisation (WHO) conducted a study in 2013 and the findings indicated that 50% of the South African participants reported that they had suffered some form of abuse (Dlanga, 2015). In an abusive relationship it is women who tend to endure cruelty and abuse for much longer periods than male victims. This is largely attributed to unemployment and financial insecurity. It is also widely believed that the threat to keep women "in line" is a traditional belief that gives men the right to use force and to keep them submitted (Stewart, 2004).

Police statistics on domestic violence in South Africa do not reflect the magnitude of the problem, as their actual data is vague and inconclusive. However, for the period 2011 - 2012 recorded cases reflected 15 609 murders and 64 500 rape victims (Vetten, 2014). It should be taken into account that not every rape case is reported to the authorities, nor do all abused women report the incidents to the police. Statistics South Africa (quoted by Vetten, 2012) reveal that out of a population of 52 274 945,

protection orders were granted to 217 987 for the year 2011. "Household surveys conducted by the South African Medical Research Council (MRC) found that 40% of South African men have hit their partners and one in four men have raped a woman. Three-quarters of men who admit to having raped women say they did so first as teenagers". Interesting and disconcerting at the same time, a quarter of South African females have reportedly been raped, yet only 2% reported the incident to the police. This poses the question why only 2% of the 25% rape victims reported the crime to the police (Vetten, 2014).

"When analysing police statistics, researchers have found intimate partner violence to be significantly under-reported. Between April 2008 and March 2009, 12 093 women in Gauteng, or 0,3% of the adult female population, reported an assault by an intimate partner to the police. In contrast, during the same time period 18,1% of women in the province reported an experience of violence at the hands of intimate male partners to researchers", (Vetten, 2014). Again, this poses questions pertaining to reasons for non-reporting.

The above suggests a high rate of violence against women in South Africa. Since introduction of democracy, many NGOs across the country started to focus on the plight of victims of domestic violence. In recent years the Department of Social Development acknowledged the work rendered by NGOs with the focus on domestic violence and promised ongoing support of these services. These crisis shelters offer abused women an opportunity to find safety and help them holistically to reconstruct their lives, free from abuse. At such crisis shelters women receive counselling, protection and resources to maintain their safety. Details of the kind of services rendered by crisis shelters are discussed in my findings under Chapter 4.

Both religious teaching and law can reasonably be blamed for promoting violence against women for long periods, practices which continue even in purportedly modern society (Stewart, 2004). Stewart (2004) highlights abuses such as female genital mutilation, as unsettling forms of abuse against women, which continue unabated in conventional society.

2.10 Conclusion

The first part of the chapter presented the definition of NGOs and their historical development internationally as well as within the context of South Africa explaining how NGOs have evolved in concert with political change. NGOs evolved in South Africa and a timeline of this development period identifies pre-apartheid, pre-democracy and post-democracy era. NGOs in the informal sector were instrumental in bringing about change to the end of apartheid.

The role of governance and management in NGOs was also explored followed by a variety of policies, which guide NGO crisis shelters such as NPO Act, White paper on Social Welfare, labour relations including the Basic Conditions of Employment Act. The chapter concludes with some of the challenges experienced by NGOs, which are predominantly funding and resource related.

The next chapter presents research methodology.

Chapter Three
Research Methodology

3.1   Introduction

In this chapter, I provide a detailed account of the research paradigm and design, considering the objectives of this research. I delineate the samples and sampling method, research instruments, data collection and analysis from a theoretical perspective justifying selection thereof then explain how each strategy was implemented. I also mention some of the difficulties I experienced during the research process together with contingency measures I put into place to overcome these challenges. I conclude by explaining ethical considerations made and acknowledging limitations of the project.

3.2   Research paradigm

The research was qualitative in nature as the objective of the study was to describe the challenges experienced at NGO crisis shelters for women in the eThekwini region from the perspective of Centre Managers and Social Workers directly involved with service delivery. Qualitative research requires research that makes conclusions through procedures, which cannot be quantified and are primarily "interested in description rather than explanation" as suggested by Marlow (2011:11). De Vos, Strydom, Fouche and Delport (2002:271) define qualitative research as "conceptualising a problem, to writing a narrative". Another definition of qualitative research described by Fossey, Harvey, McDermott and Davidson (2002:717) is that it "is a broad umbrella term for research methodologies that explore, describe and explain persons' experiences, behaviours, interactions and social context without the use of statistical procedures or quantification".

Qualitative research is by nature mainly explorative and descriptive according to Marshall and Rossman (1999 in Ritchie and Lewis, 2005:28). The approach was adopted for collecting data and the design was appropriate as it provided participants a forum to reflect upon their experiences, feelings, concerns and challenges about factors that hinder or promote service delivery.

Qualitative research is grounded in the empirical world of the phenomenon being studied. This approach is concerned with subjective assessment of attitudes, opinions and behaviour. It adds value to studies to explore the concerns or issues in greater depth. Thus my research approach emphasised six significant characteristics according to Streubert, Speziale and Carpenter (2007:21).

1. Multiple realities were considered when trying to fully understand a phenomenon, situation or experience.

2. I used more than one method of data collection in order to gain a better understanding of the phenomenon being investigated.

3. I was primarily interested in my participant's viewpoint as they were acknowledged as the "expert" with me the researcher as "co-participants" in discovering an understanding of the realities being studied.

4. The study was conducted in a natural context with minimum disturbances.

5. As researcher I am the primary instrument of data collection.

6. The findings are reported in a literary, thematic style that is rich with my participants' comments and expressions.

3.3 Research design

The research design is defined as the strategy or plan used for the research. Green and Thorogood (2009:42) asserts that the research design is interested to identify the "what, how and why" aspects of the data production. Longford (2001:110) concurs that the research design can be seen as the overall plan indicating how the study will be conducted and analysed.

A descriptive design was used, which "have as the main objective as the accurate portrayal of the characteristics of persons, situations or groups" as suggested by Polit and Hungler (2004:716). It can produce rich descriptions according to Marlow (2011:36), "emerge after carefully selecting the participants". Descriptive research can both be quantitative and qualitative. This dissertation was qualitative as it described categories of information or patterns. Three main aspects of a descriptive design according to AECT (2001) are that it describes, explains and validates findings.

3.4   Research participants and sampling method

I used non-probability, convenience sample (also referred to as availability sample). "This approach enables researchers to handpick the sample according to the nature of the research problem and the phenomenon under study" (Marlow, 2011:140). It thus included "available elements in the sample" Marlow (2011:148).

Convenience sampling was used to select the eThekwini district as it offers geographical access to me as the researcher. I approached one government district department a list of NGO crisis shelters (also known as victim empowerment programmes (VEP)) which fall under them for possible inclusion in the study. The government district department identified the NGOs as well as details about Centre Managers and Social Workers. According to them, there were eight such crisis shelters in the eThekwini area. I approached seven of them to request their participation in their study. Six of them agreed while the seventh did not respond on time. I deliberately excluded the eighth crisis shelter as I was its Manager at the time.

I relied on the views of participants with the appropriate experiences; the participants were therefore handpicked for the research. Rubin and Babbie (2005:241) advised that participants of qualitative studies should be chosen on the basis for them providing rich descriptions and information of their experiences under investigation. Centre Managers were targeted as they were involved in leadership of the NGOs whilst Social Workers were involved in psychosocial services and direct service delivery, thus their challenges and experiences in terms of service delivery addressed different aspects and perspectives.

The purpose and objectives of the study was explained in a letter to participants - refer to Appendix 2(B). Telephonic contact was made with respective gatekeepers of crisis shelters in the region. I identified myself and informed them that I was conducting research on the topic "Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of Centre Managers and Social Workers". I explained that their names and contact details were provided to me by a government district department and that I requested their voluntary permission to participate in the research. I advised them that my study would consist of a face-to-face interview with the Centre Manager and a separate focus group discussion with their Social Worker/s.

This was confirmed to them in writing and I also provided them with the interview guide to be used during the interview (refer to Appendix 2A and 3A.) I subsequently obtained written consent and approval from six of these NGO crisis shelters identified for the use of in-depth interviews with the Centre Manager and a focus group discussion with Social Workers. Thus, 6 Centre Managers and 6 Social Workers from all the participating NGO's were interviewed.

Meetings were set up with Centre Manager participants at a time convenient for them. It required several phone calls, text messages and emails to finally secure an appointment. Initially the Centre Managers met the topic with some suspicion but once I assured them that the intention of the research was for academic purposes they consented to participate. An ensuing meeting with the Social Worker from the same crisis shelters to participate in a focus group discussion was held (refer to Appendix 2C and 3B).

3.5   Research instrument

In qualitative research such as in this project, the researcher is the main research instrument. I made use of my human relations skills and interviewing experience during the meetings to gain an understanding of the phenomenon under study. I gave an account of narratives in a thematic format of the participants' perspective and provided rich details about their environments, interactions and experiences in the NGO sector. I did this by identifying themes and categories which emerged from interviews. Copies of both research instruments are attached as Appendix 3(A) and Annexure 3(B).

3.6   Ethical Considerations

Strydom (2005:57) describes "ethics" as a set of moral principles and values that would apply during the research project.

Once gatekeepers granted me permission to commence with the research, participants engaged freely and elaborated on their experiences. I was able to gather sufficient data in accordance to the questions asked. I adhered to ethical standards for my participants by obtaining their informed consent, ensuring anonymity and confidentiality in the reporting of data.

Participants were given the assurance that they could withdraw at any point, which would not result in negative consequences. As researcher I undertook the ethical considerations and maintained commitment during the project as follows:

3.6.1 Informed consent

In accordance with the directions of Creswell (2009:44), I provided the participants with sufficient information about the research so that they could make an informed decision whether or not to participate.

I ensured that I obtained voluntary informed consent from participants prior to commencement. Participants also received letters explaining the purpose, aims and objectives of the research. Their informed consent to participate included their willingness to have the session tape recorded. As pointed out, in the event where permission for recordings was not granted, I took notes. Appendix 2 illustrates how informed consent was achieved.

3.6.2 Anonymity and confidentiality

For confidentiality purposes, participant's anonymity was maintained by giving them and their NGO pseudonyms. Participants were referred to as participant one, two, three and so forth, for both the in-depth interview with Centre Managers and Social Workers focus group discussion. The information shared by the participants are confidential and as researcher I adhered to the values to protect my participants' identity as well as their anonymity, therefore the names of the participants and details about their organisations did not appear on any tapes, field notes or transcripts.

At the start of the session, clarification of how to handle confidential and sensitive matters were discussed. In handling sensitive matters, it should be noted that there was more than one participant in the focus group and information was openly shared within the group. Identifiable personal information of participants and their NGOs was not revealed on any documentation or recordings, nor did they appear on any prospective publication from the research project. Participants are referred to as participant A, B, C and so forth. Every consideration was given during the session to any sensitive issue and anonymity and confidentiality was maintained. I outlined the general ethics such

as confidentiality including the management of the information; refer to Appendix 2(B)).

3.6.3 Do no harm

All data or information obtained from participants in the research was treated with the necessary respect and were not be used to incriminate the participants in any way. The participants in this research participated on a totally voluntary basis and no compensation was given. I did however offer the Social Workers lunch and refreshments as the interview took place during lunchtime. I also offered to pay the Social Workers their taxi fare, as I did not want the research to burden any cost to them.

As researcher I undertook to respect the values of human dignity of my participants and to adhere to a high level of professionalism during and after the research. In order to ensure that participants understood what was expected, they were provided with information about the researcher, the purpose of the study and semi structured questions were forwarded to them in advance. This allowed the participants an opportunity to decide on their own accord if they wanted to participate in the research. My participants were made aware that for any reason should they feel that they wanted to terminate the discussion they were free to do so at no cost or penalty to him- or herself or to the NGO.

3.7   Data collection

3.7.1 Sample one – Centre Managers – in-depth face-to-face interviews

A qualitative interview is essentially an interaction between the researcher and the participant, where the researcher establishes the general direction for the conversation as proposed by Babbie and Mouton (2001:74). This approach of qualitative data collection is referred to as in-depth face-to-face interviews, which I adopted as my data collection method with Centre Managers.

All data collection for the six in-depth face-to-face interviews with Centre Managers occurred on site at the agency, which allowed me first-hand opportunity to observe the physical natural setting and working environment of the participants. At these face-to-face interviews I used open-ended questions based on the key objectives in the semi-

structured interview guideline. The advantage of an interview guide is that it lists an outline of the topics that the interviewer would like to cover for consistency but also in a conversational manner, which gives the interviewer freedom to probe into responses as suggested by Rubin and Babbie (2005:65). Furthermore, "in a semi-structured interview, the interviewer has more freedom to pursue hunches and can improvise with the questions" according to Marlow (2011:164). This I did with the use of probes and follow-up questions, a skill in which I am proficient, due to my experience as a Social Worker.

Identifiable personal information of participants and their NGOs was not revealed on any documentation or recordings, nor do they appear on any publication materialising from the research project. Participants are referred to as participant one, two, three and so on. Every consideration was given during these sessions to any sensitive issue and anonymity and confidentiality was upheld in the highest regard.

During data collection with the Centre Managers and Social Workers, I was flexible in order to gain a better understanding of the experiences in the respective fields of my participants. This is to say, I did not confine myself to a specific set of questions, but was only guided by objectives of my research and predetermined research questions.

I made use of tape recording although I did experience some technical problems with two of the recordings. I noticed the problem immediately and did not want to disrupt the session unduly and decided to take notes instead. Apart from the instance where I experienced technical problems with my recording device, one other participant did not consent to me recording the interview and I took notes during the particular interview session as well. Thus, out of six interviews in total, half were recorded and later transcribed while in the other half data was collected using note taking from the start. Again, this did not pose significant disruption to the interview process as I am an experienced note taker, on account of the nature of my profession. The face-to-face interview lasted for approximately an hour. The data collected was validated and verified as authentic by the three Centre Managers where recording the session did not occur.

3.7.2   Sample two – Social Workers - Focus Group Discussions

The second method used was a focus group semi structured discussion using a focus group guide with Social Workers – refer to Appendix 3B.

"Focus groups are designed to collect in-depth qualitative information about a particular service or topic of interest" according to Toseland and Rivas (2012:369). I collected data on the same topic from a number of participants, compared and contrasted one account to another to produce a balanced study outcome as suggested by Bell (1997). For discussions, focus groups are very effective as participants can reflect opinions and experiences and, at the same time, build on the responses of others.

Social Worker's information and consent letter (refer to Appendix 2C) was forwarded to all the Social Workers at the crisis shelters for women outlining the aim, purpose and ethical conduct of the research. Once consent had been obtained from Social Workers a date and time was set for the discussion.

The focus group discussion was held at a central point to minimize extensive driving for participants. A single focus group session consisted of 6 Social Workers representatives of the NGOs participating in this research. Participants were advised that once the research was completed, the copies of completed interviews, field notes, recordings and transcribed responses and recordings would be stored in the supervisor's confidential safe for five years.

Focus group discussions were audio recorded with participants' consent. The focus group session also allowed me the opportunity to observe the interaction between the participants and allowed for internal discussions. All my participants were fluent in the English language and I thus conducted the focus group in English. The session lasted just over two hours.

In contrast, the Social Workers were very eager to participate. It was very frustrating for me to get the Social Workers together as I had to postpone the first meeting as a government department called the Social Workers to training at very short notice. A subsequent date was immediately confirmed with the Social Workers. The meeting

was held at the University of Kwa-Zulu Natal, Howard College. Unfortunately the group met during student unrest at the university. The unrest caused the participants some anxiety, as they were not sure what to expect. The meeting however continued without any incidence.

3.8   Use of logs and journal notes

Marlow (2011:175) is of the view that that logs, journals and diaries can be structured or unstructured as "it helps the researcher track their progress, or lack of, on a project". Accordingly, I kept field notes of each contact made with centres managers and Social Workers and lodged my corresponding communication with each contact, this information was used in my findings in Chapters 4 and 5.

3.9   Data analysis

According to Creswell (2009:185) *"the organising and preparation of collected data for analysis involves transcribing the interviews word for word, typing up of field notes, sort and arrange the data into different categories depending on the sources of information"*.

The first step I took during the data analysis stage was to transcribe all the recordings from the audiotape of the face-to-face interviews and focus group discussion. This I did almost immediately following the individual interviews, which helped me to better immerse myself into the data.

Descriptive, thematic narrative analysis applied to this study. Marlow (2011:229) asserts that thematic narrative "use the themes that emerged through the organisation of data as the framework of presentation". Rubin and Rubin (1995:226) suggest that analysis can be rich and exciting as you "discover themes and concepts embedded throughout your interviews". Field notes and my observations were included in the analysis of the data. I sifted and sorted through the material and organised it to bring structure to it. I then coded the data in categories in accordance to the themes that emerged.

This was followed by combining the participants responses in accordance to the questions asked, I did this by means of cut and paste into a word document. Each

participant's comment was colour coded and I made sure that all participants' responses were correctly coded. This was a time consuming exercise but I believe important as I did not want to lose any data.

The next step was to identify key segments and themes that emerged from the data. This was highlighted to identify any patterns of significant themes or interesting comments made by participants. I created a list of broad categories from the themes or patterns that repeatedly occurred in the data and relevant meaning was clustered together.

As a former Centre Manager/Social Worker of a crisis shelter, I had to be careful not to impose my interpretation of the participant's responses but to understand from their perspective what experiences they communicated. I believed I achieved this.

The field notes helped me refresh my memory when I considered the data analysis as I visualised the setting where the interview took place. I also used the historical data, brochures and website information of the agencies to qualify my findings in this project.

3.10   Trustworthiness of the data

3.10.1 Validity

"The term 'validity' refers to the extent to which an empirical measure sufficiently reflects the real meaning of the concept" according to Babbie and Mouton (1998:122). In Babbie and Mouton's view (1998:122) "validity as the research instrument is concerned about precise and accuracy". I therefore endeavoured to keep all records and data verbatim and transcribed the information in the most authentic manner as possible as suggested by Hesse-Biber and Leavy (2011). All recordings and notes were kept to verify the data analysis.

Lincoln and Guba (1985:300) suggest that in qualitative paradigms the terms **"**Credibility, Neutrality or Confirmability", "Consistency or Dependability" and "Applicability or Transferability" is the essential criteria for quality. To be more

specific with the term of reliability in qualitative research, the use of "dependability", in qualitative research closely corresponds to the notion of "reliability" in quantitative research.

3.11   Credibility, Neutrality and Conformability

Credibility is essential in establishing trust in the reader. Confirmability questions how the research findings are supported by the data collected. This process establishes whether the researcher has been biased or honest during the process, this is due to the assumption that qualitative research allows the research to bring a unique perspective and interpretation to the study. For this purpose, I used two sampling methods to give the study credibility and to get a holistic perspective from different angles.

I also triangulated the findings to enhance the validity of the data. Triangulation, according to Humphries (2008:98), is important in social research as it offers a range of perspectives on what the reality or the truth of a situation is. It therefore refers to multiple perspectives and sources of collecting data on a subject matter in order to get a better understanding of the phenomenon. I combined various methods and synthesized results from different sources, which enhanced the trustworthiness of the data. In addition to a literature study, I collected data from two sets of samples using different data collection methods namely, Centre Mangers and Social Workers using interviews and focus group discussions respectively.

The tape recorded data provided detailed information regarding the relevant questions asked and was essential for transcribing and rechecking purposes. Although I experienced problems with the tape recorder, as earlier mentioned with two of the face-to-face interviews, notes were taken and typed immediately after the interview whilst fresh in my memory. To give the data credibility and trustworthiness I forwarded the transcribed notes to the respective participants to review the accuracy and authenticity of the data, which they endorsed to be truthful reflection of the interview.

Peer evaluation plays a role in credibility as valuable input was received during the 5th Annual Students' Conference presentations. In addition, on-going debriefing between my academic supervisor and I widened my concepts, perceptions and experience in this

dissertation. An audit trail was maintained throughout the study to demonstrate how decisions were made.

To enhance the confirmability of this research I built rapport with participants before, during and after the sessions. As previously stated, most of the participants were known to me as colleagues working in the field of domestic violence.

3.11.1 Consistency or Dependability

Dependability is found in the use of external audit and involves having a researcher not involved in my research project examining both the process and product of my dissertation. As mentioned, I maintained an audit trail throughout the research process, which may be availed to any interested people – within ethical limitations – who wish to verify the research process.

3.11.2 Transferability

"In qualitative research it is assumed that the findings are context specific and for that reason does not aim to generalize findings" as claimed by Petty, Thompson and Stew (2012).

The use of thick description evolved through the use of an interview guide, notes, documentation and tape recordings.

3.12   Challenges encountered in the research process

The study engaged with NGO Centre Managers and Social Workers working with women in crisis shelters in the eThekwini area with the focus on structural issues impacting service delivery.

Initially this study was received with some suspicion and a possible threat to the leadership of NGOs. However, I do believe that many of the Centre Managers and Social Workers whom I have interacted with and had relationships with in the field, allowed me access to their structures and freely provided information. Critical reflection from my past experiences as a Centre Manager/Social Worker was beneficial in gaining insight to the challenges and dynamics experienced by participants.

As mentioned earlier, the student unrest at the University of Kwa-Zulu Natal, the venue where the focus group discussions were held with the Social Workers, could have had a negative impact on the participants' frame of mind as I observed an element of anxiety at some stage during the interview.

The face-to-face in-depth interviews were conducted at six NGO sites for Centre Managers and another neutral venue for the focus group discussions with six Social Workers, representing the NGOs identified.

The time constraints to complete this dissertation could have an impact on the findings, if more time was available, a larger area and sample size could have been obtained.

The research design lends itself to only describe a set of observations of data collected therefore the conclusions cannot be generalised to other contexts.

3.13 Conclusion

This chapter shows how the methods used validate the findings. Firstly, the qualitative research design was considered appropriate in that the participants were all working in crisis shelters for women. Non-probability, convenience sampling was used to select participants. The sample comprised of six NGO crisis shelters in the eThekwini region. Two methods of data collection were used, namely in-depth interviews and focus group discussions. The data was analysed using descriptive, thematic analysis in a narrative format. Lastly, the chapter concluded with the ethical considerations and limitations to the study.

As pointed out in chapter one, I present results of the study in two separate chapters according to intra-organisational and structural factors. In the following chapter I present the intra-organisational factors while structural factors will be presented in chapter five.

Chapter Four

Findings I

Intra-organisational factors and implications for service delivery at crisis shelters

4.1 Introduction

NGO internal environment "constitute the micro systems within the larger macro system of the external environment of the organisation" (Rankin and Engelbrecht, 2014:17). Such internal factors are commonly referred to as intra-organisational factors (Mhone, 2011; Rankin and Engelbrecht, 2014). These refer to those within NGOs' parameters or boundaries and they necessitate competent leadership structures which makes the organisation stand out in its ability to meet its goals and objectives.

Major intra-organisational factors which emerged in this study include role confusion between Boards of Management and Centre Management as well as between Centre Managers and Social Workers as well as limitations pertaining human and other resources. These are discussed below preceded by an outline of services offered by participant crisis shelters.

4.2 Background information of NGOs in this sample

Six crisis shelters in all were included in the study. One crisis shelter was founded over 65 years ago, whilst three others were established in the mid 1990's. Two shelters opened in 2014, one of the Centre Managers explained that it was functional prior to 2014 but had to close down due to funding constraints and recently reopened.

The biographical profiles of the Centre Managers and Social Workers are presented in Table 1 below.

Table 1: Biographical profile of Centre Managers and Social Workers in the study

	Centre Managers	Social Workers
Gender	5 Female 1 Male	6 Females
Age	39 – 78 years	25 – 46 years
Education	Grade 10 Grade 11 Grade 12 Diploma in Theology "*Diploma in Psychology*" Diploma in Administration	4 year Social Work Degree
Experience	3 were original founders of their crisis shelters between 13 – 19 years 2 newly appointed in position 1 leads a church	Ranging from less than 1 year to over 15 years 4 of participants had less than 1 year experience

Five of the Centre Managers were female except one whilst all the Social Workers were female. The age of Centre Managers ranged from 39 to 78 years old compared to the Social Workers who were 28 to 46 years old. There was disparity between the qualifications of Centre Managers and the Social Workers. Two of the Centre Manager participants had a post matric qualification, whilst two had matriculated, one completed grade 11 (although this participant claimed that she was currently doing her matric) and one with a grade 10 qualification. One participant claimed that she had a diploma in psychology, which the researcher believes to be a course completed in psychology. All participants indicated that they have also completed short courses to enhance their knowledge in the field of leadership and domestic violence as demonstrated in the table above. All the Social Workers completed a four year Social Work Degree and in terms of the profession's regulations, are required to constantly upgrade their skills through Continued Professional Development (CPD).

In terms of previous experience, four of the Centre Managers said they held leadership positions prior to running the crisis shelters, one participant ran her own business,

another held a senior position at a government department, another participant in addition to being the Centre Manager also runs a local church and further revealed that she held a position as treasurer and held a *"diploma in pscyhology"*. Two of the participants were newly appointed as Centre Managers and thus still in the learning stage of leadership. Three of the Centre Manager participants were the founding members of crisis shelters and had been managing the shelters for between 13 and 19 years.

Despite Minkoff and Powell's (2006) caution that such a state of affairs could lead to a founders syndrome, which potentially limits professionalism, it was interesting to observe that one of the shelters where the original founder was still actively involved as the Centre Manager, enjoyed very good standing with the community and was recognised by the other crisis shelters *"as front runner in this movement"*. This participant claimed that she,

> *"[t]rained internationally on human trafficking" and*
> *that [her] "resources are widely used by local and*
> *international NGOs".*

Participants reported working under severe constraints, making commitment and strong resolve necessary for continued effort. It is true that some of these founder Centre Managers were mature in age several of them well beyond retirement age, yet they still exhibited immense passion for the work they do and even remarked that for them *"it is a calling"*. Undoubtedly, they have provided valuable services to victims of domestic violence and should be commended for their insight and enduring dedication.

The Social Worker participants expressed their commitment to obtain great accomplishments in their professional journeys. They said they see themselves on a learning path and wanted to grow. To quote them one said,

> *"I would give of my optimum and deliver the best in*
> *service delivery".*

Agreeing with the above and the perception of social work as a "calling" another participant added:

> *"Social Workers do their work with passion – they do*
> *not work for the salary".*

According to Wharton (2008) "there is a third factor in compassion fatigue (CF) called compassion satisfaction (CS). Stamm (2002:110) explains this phenomenon as being satisfied with doing the work of caring". It means that the pleasure gained from helping others balance out the strain of the work. The caring that Social Workers expressed in relation to their service users and communities is thus both a risk and a protective factor from secondary trauma (Figley, 2002; Saakvitne and Pearlman, 1996; Stamm, 2002).

For three of the participating NGOs, the Centre Manager and Social Workers conducted their services from the same premises as the crisis shelters. The other three crisis shelters had their administrative offices based at different sites than the actual crisis shelter. For security purposes the location of the crisis shelters are not known to the general public.

Three Social Workers complained that they shared office space with other staff members. The situation was so bad and one participant claimed that she even shares a *"desks with either the Centre Manager or other staff members"*. This severely compromises confidentiality and overstep ethical boundaries.

When visiting the participants on site, I observed that space appeared to be a problem in two instances where Centre Managers and Social Workers shared the same office space, lending little scope for privacy and confidentiality. One Centre Manager even shared a desk with the Social Worker. Furthermore, at the time of conducting my research, the Centre Manager and Social Worker also had to take turns to use the office computer. It should be noted that subsequent to the interview all the participant Social Workers received laptop computers through the responsible government department.

Space was utilised differently in semi rural compared to urban crisis shelters. In one semi urban shelter, service users were crowded in small rooms with up to 4 service users per room and no walking space between the beds whilst the Centre Manager's and Social Worker's offices, reception and boardroom were exclusively used for administrative purposes.

There was a perception that in some of the larger NGO where the crisis shelter was a subsection of the larger organisational structure, that the VEP was considered as, *"unimportant and too small in the eyes of their leadership"*.

The findings that emerged from the face to face interviews with Centre Managers and focus group discussions with Social Workers were triangulated and presented under the following three themes and sub-themes in line with the research objectives as listed in chapter one: affirmative qualitative services rendered to women, role confusion and implications for service delivery perspective of Centre Manager and Social Workers; as well as Human Resource capacity while sub themes which included the NGO internal structures, skills shortage, workload, supervision, debriefing, burnout and compassionate fatigue .

Main factors found to adversely impact service delivery at participating crisis shelters are role confusion and resource constraints. These are delineated in this chapter as reported by participants. Additionally, participants described functions of their organisations and these are presented before the challenges.

Figure 1: Intra-Organisational Factors - Themes and sub-themes that emerged during data collection.

Theme Two - Role Confusion

- Role of Board and responsibility towards Centre Managers

- Role of Centre Manager and responsibility towards Social Workers

Theme One - Affirming Quality services rendered to Women

- Empowerment

Theme Three - Human Resources capacity

- NGO internal structures; - Skills Shortage; - Workload; - Supervision; - Debriefing; - Burnout and Compassionate Fatigue

INTRA ORGANISATIONAL FACTORS
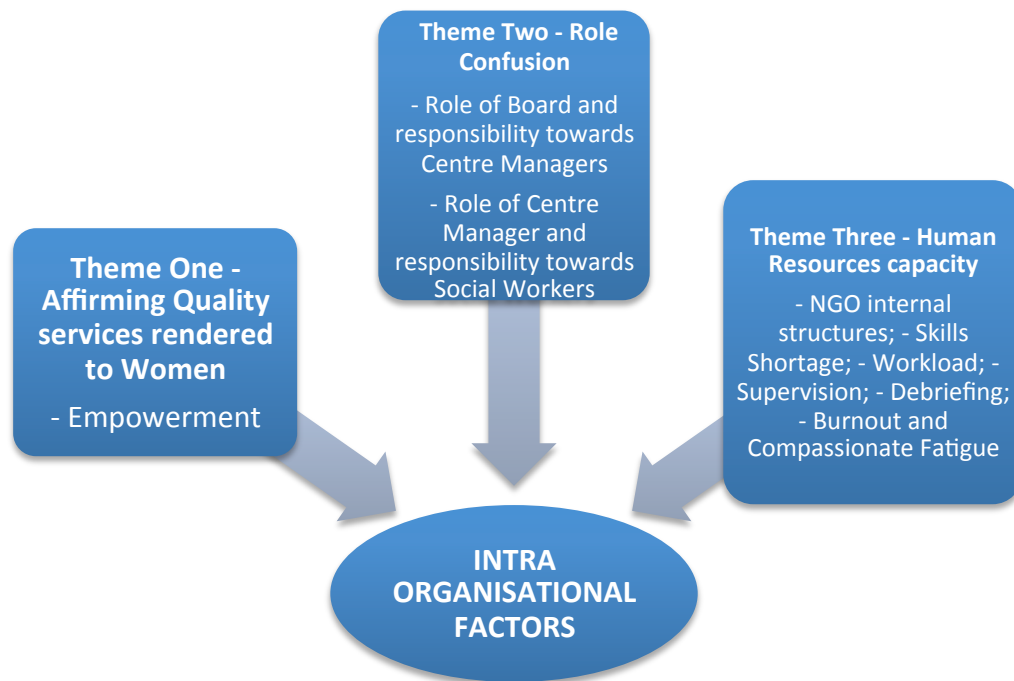
4.3   Theme one: Affirming qualitative services rendered to women

As table two below illustrates, crisis shelters in the study provided more or less consistent programs. Their holistic service package focused on treating families rather than individuals. The shelters' service package included security from abusers, counselling, children's transport to and from school, children's school fees and stationery, as well as skills development and empowerment programmes for women. Noteworthy, services in which all the participants believed they excelled included provision of shelter, counselling and empowerment as well as job placements for service users.

One shelter in the sample reported that they used to provide food parcels to learners at a local school and that they distribute clothing in the community. Another said they run a programme on HIV aftercare. This confused me as I wondered if this could result in mission drift. These are discussed further on in the chapter.

Table 2: Details of participant shelters and level of involvement

Details of Crisis Shelter	SHELTER A	SHELTER B	SHELTER C	SHELTER D	SHELTER E	SHELTER F
How old is your Centre? (in years)	1	13	65	1	19	18
How many beds do you have to accommodate service users?	19	6	15	22	14	8
How long could your organisation sustain itself if your major donor stopped funding you?	1 m	0 m	2 yr	3 m	2 m	3 m
How many Social Workers are employed at your shelter?	1	1	1	1	2	1
Crisis Shelters open 24 hours per day, 7 days per week 365 days per year.	✔	✔	✔	✔	✔	✔
Services Rendered						
Basic needs such as shelter, food and clothing.	✔	✔	✔	✔	✔	✔
Security needs – ensuring that service users have protection orders against the perpetrators and to ensure that the environment itself are safe and secure.	✔	✔	✔	✔	✔	✔
Counselling, psychosocial services, support groups for victims of domestic violence.	✔	✔	✔	✔	✔	✔
Transport to and from court, hospitals	✔	✔	✔	✔	✔	✔
Transport to and from schools (for school-going children).				✔		
School fees and stationery.				✔		
Life skills in schools. Dealing with co-dependency self worth & self esteem.			✔		✔	✔
Rehabilitation services for abusers.					✔	
Childcare and development of children.	✔			✔		
• Play Therapy						✔

Skills Development and Empowerment						
• Computer skills						
• English classes			✔			
• Cooking/baking,	✔		✔	✔		
• Sewing/knitting/crocheting	✔		✔	✔		
• General arts and crafts,	✔			✔		
• Preparation of CVs,					✔	
• Budgeting	✔		✔	✔		
Advocacy and awareness campaigns.	✔	✔	✔	✔	✔	✔
Networking and referrals.	✔	✔	✔	✔	✔	✔
Feeding scheme and the provision of food parcels in schools.						✔
Clothing distribution to the community.					✔	
HIV aftercare support programme.						✔
Information on human trafficking and other forms of crime targeting mostly vulnerable women.		✔			✔	
Spiritual upliftment.	✔	✔	✔	✔	✔	✔

Key to Table 4

m = months

 Women who are abused find themselves in an extremely precarious situation where their lives are under threat and they require alternative measurers to escape from their abusers (Emdon, 2007). The irony of the situation is captured by the author, "in an ideal world, perpetrators should have to leave the house and allow women and children to remain in the home" Emdon (2007:42). He elaborates however, that this is rarely the case as such women are forced to flee for fear of their lives. Moving into shelters can be disruptive for mothers especially since their children are inevitably at risk as well, meaning they have to uproot them to crisis shelters as well. It is for this reason that the above composite services such as transportation to school, play therapy as well as skills development for women are necessary for affected women and their children.

4.3.1 Sub-theme: Empowerment of women

In addition to the services tabulated above all the participants believed they excelled in the area of empowering their service users. "The goal of structural social work is twofold (Mullaly, 1993:124); firstly it attempts to alleviate the negative effect on people of an exploitative and alienating social order and secondly, to transform the conditions and social structures that cause these negative effects". Bearing this in mind, it was interesting to learn that the participants believed they were empowering women, and viewed this as one of the best services they offer through their crisis shelters. Empowerment of service users can be done in a variety of ways. Participants believed that they were empowering service users as,

> *"[o]ur programmes have a very positive outcome in that we are giving women a brighter future".*

Others were of the view that,

> *"[h]elping women gain self-confidence is helping them to build their self-worth".*

Furthermore, participants also believed they were empowering communities through the awareness programmes offered through their NGOs. All the participants claimed that they had a crime prevention programme, where they actively involve the community by creating awareness around domestic violence and human trafficking. The participants believed that knowledge is powerful and thus they empower communities in recognising abusive behaviour.

Demonstrating their empowerment efforts, one participant said:

> *"Ninety-five percent of our [service users] find employment – we have a good relationship with businesses".*

For another participant, job placement was a priority in order to facilitate women's independence. Claiming a 100 percent job placement rate for service users, another participant boasted:

> *"All the women coming here end up finding jobs so that*
> *they can become independent".*

Without stating proportion of service users linked to jobs, another participant submitted that they,

> *"[p]repare their service users for employment, open*
> *bank accounts and encourage them to save money every*
> *month from their earnings so that when they leave the*
> *shelter they can pay their own rent".*

Literature evidence indicates that in patriarchal societies, women in domestic violent relationships are generally economically dependent on their male partners, very often due to the fact that perpetrators' controlling tactics do not allow them to work for fear of them becoming independent (Stewart, 2004:5). Job placement is hence a crucial aspect of empowerment and liberation of women from life threatening relationships. Otherwise, women face poverty if they leave and homelessness becomes a real possibility. According to Stewart (2004:59) "economic dependence, lack of self-confidence and lack of a place to go are major reasons why women stays in an abusive relationship". Perpetrators often impose strict financial restrains on them, making it almost impossible for them her to make economic decisions.

Participants further described successes of their job placement programs. One participant revealed that the skills development and empowerment programmes offered at their crisis shelter resulted in a service user finding a permanent job and within three months she got promoted. The participant was very excited about the prospects for the service user as her income was more reliable and she could move forward with her life. Thus the passion with which the young Social Worker participants approach their work was undeniable and pleasing to note.

Centre Managers' views varied from those of Social Workers with regards the job placement program. It was rather surprising to hear that four of the Centre Manager participants believed that:

"The services we provide [are] adequate to meet the needs of our [service users]".

Whilst two Social Workers stated:

"There is always more to do".

And:

"It is a "constant working on situation as circumstances change".

For these two participants it was a matter of providing a holistic service as they were always on a learning path on how to improve on services with the available human and other resources at their disposal.

Finally, one downside seemed to plague the job placement program. According to Social Worker participants, the assistance rendered in the form of job placements appeared to be misunderstood by support staff of these crisis shelters as well as communities around shelters. There was a perception in the community that when service users come to the crisis shelter that *"they will find work"* which created an expectation for Social Workers to make a job available for each service user. This was a problem as sometimes,

"[service users] exploit the services offered by the crisis shelter just to get a job" a participant reported.

Another concern expressed by the Social Workers was that some service users adopt an attitude of *"entitlement"* and reluctantly participate in skills development activities. This was not helpful when trying to empower them for a better future, a Social Worker participant argued.

Regardless of the difficulty in dealing with service users the Social Worker participants felt committed and passionate about their work. To quote two of them:

> *"I believe it is the heart that we have for our [service users], no matter what we are dedicated and have passion "even when our [service users] give us a hard time, we still feel for them".*

Another Social Worker said:

> *"We do our upmost for the [service user], irrespective if the [service user] appreciates it, it is not our concern, not to expect anything from our [service users] sometimes they are ungrateful but we do not show how we feel".*

Having noted what participants' views in terms of services offered through their crisis shelters, I have come to the conclusion that services offered to women are very integrated and in line with the proposals in the White Paper. That means, these crisis shelters "do not prioritise one specific intervention over another". Instead interventions are applied in complementary ways to achieve individual and wider social outcomes" as summarised by Patel (2015:98). She asserts that "the social development approach breaks the traditional micro-macro social work and social service dichotomies. It requires an integration of methods and levels of intervention to address the complex dynamics of change in the changing local and global scenario" (Patel, 2015:98). At the heart of it all is the poor and marginalised that should be central to intervention strategies.

4.4   Theme two: Role Confusion

Role confusion at the different levels of crisis shelters was observed, firstly the role between the board and their responsibility to the Centre Manager and secondly the role of the Centre Manager and that of the Social Worker.

4.4.1   Role of the Board and responsibility towards the Centre Manager

"The power of governance of NGOs in South Africa rests with several bodies or organisations namely the Department of Social Development, the South African Council for Social Services Professions (SACSSP) and national councils of particular social service organisations and the management committees of NGOs" according to Rankin and Engelbrecht (2014:19). Management Committees are often referred to as councils, trusts, boards, and executives. For the purpose of this thesis, they are referred to as "governing boards" or "boards". Boards of NGOs are responsible for the NGO under their control and the authority granted through their respective constitutions.

Responses from the in-depth interviews with participants reflected some dissatisfaction with the performance of boards. Four of the participants interviewed stated that their boards were more of a "*hindrance*" and that "*board members had no idea of what was expected*" of them. Participants felt that their boards were not supportive of them, and claimed that,

> "*[b]oard members do not know what they are supposed to do* [and] *"they are useless, if I could fire them all, I would".*

It is true that sometimes boards feel uncertain of their role. Rankin and Engelbrecht (2014:20) add that governing boards should understand their role as entities that engage and inspire individuals and communities for public benefit. They should conduct their activities with transparency, integrity and accountability to the fulfilment of the vision and mission. In essence it is not about personal benefit but rather about being devoted to promote the NGOs objectives.

In a study conducted by National Development Agency (NDA) confirmed that "many board members are enthusiastic initially when appointed, but do not retain interest once they realise that their functions are voluntary and without remuneration" NDA (2013:44).

Previous studies confirm "that boards do not support the managers and often there is no clear demarcation of roles between the board and management leading to confusion and conflict" according to NDA (2013:44). It is important for boards to support their

Centre Manager and not undermine and interfere with the day to day operations of the organisation unless it involves the performance of the Centre Manager as Schreiner (2009) advocates.

From the interviews conducted it appeared that there was an element of role confusion between what constitutes the board's responsibility and that of the Centre Manager. One participant became very emotional as she expressed her frustration with a member of the relevant board:

> *"Our board chairlady constantly undermined me and made it very difficult for me to carry out my role as Centre Manager. She got involved in the operational function of the organisation and it felt like we were constantly in conflict. What made matters worse was that one of our staff members was a close friend of hers and between the two of them, they would make operational decisions without consulting with me. Attitudes started to develop and disciplining that staff member who was under performing became a total nightmare. When it came to issues where her leadership was required she would simply not be available. I cannot work like this, it is very frustrating!".*

More or less similar challenges were experienced by two other participants who said:

> *"Our chairperson would frequently decide that certain [service users] should move out of the shelter because she was of the opinion that they were taking advantage of our services. This was undermining our Social Worker who understood the [service users'] situation and who worked on the [service user's] care plan. This interference was a hindrance to our service delivery".*

A similar comment from another participant followed,

"our board would dictate how long service users could

stay in our shelter".

Evidence of role confusion also emerged during the focus group discussion with Social Workers. They reported that board members do not stay within the boundaries of their responsibilities.

It is my experience and understanding that once the NGO has evolved from a totally voluntarism organisation to employing staff members, the role and responsibilities of boards also change. NGOs go through different stages of development. In the foundational stage (early stage) of an NGO when the organisation requires a lot of energy, everybody gets involved to ensure that the organisation meet its objectives. Later (sometime several years later) when the NGO transitioned into the next phase and as funding becomes available, the NGO becomes more structured which requires dedicated staff to carry out the objectives. When this happens boards should also transition into a different style of leadership and the day to day operational decisions should be delegated to the Centre Manager. The Centre Manager should be given authority and responsibility to manage the organisation making use of the resources vested in his/her care (Schreiner, 2009).

According to Rankin and Engelbrecht (2014:20) every board should be committed to good governance for their NGO and adhere to principles which are three fold namely strategic leadership, strategic alliances and monitoring and evaluating. Strategic leadership involves the engagement of sound planning, a clear vision for the future and strategies, goals and objectives of implementation plans (Rankin and Engelbrecht 2014).

Strategic alliances concerns itself with the initiation and promotion of cooperation and coordination between other entities to avoid duplication of services and to maximise the resources available to communities they serve Rankin and Engelbrecht (2014:20). Transparency and accountability is to openly convey information to the public about its mission, activities, accomplishments and decision-making processes according to Rankin and Engelbrecht (2014:20). Monitoring and evaluation in essence is to

regularly measure the NGO's performance against goals and objectives with the aim to see where improvements in the quality of services.

4.4.2 Role of the Centre Manager and response to Social Workers

The focus group participants expressed their frustration over role confusion and interference of board members and Centre Managers especially when it comes to service user care plans. It also emerged that the relationship between Social Worker and Centre Manager in two cases was not very good and they fear intimidation when questioning those in authority.

It is not the function of Centre Managers or Board Members to work with service users but,

> "*often they will insist that some [service users] should be discharged because she has been at the shelter for too long*".

Frustrations were also expressed about Centre Managers discharging service users without conferring with Social Workers.

> "*Sometimes when I am away even after a weekend and when I get back a [service user] is gone, then I hear that the [service user] has been discharged. The Centre Manager would say oh the Social Worker, I don't know why she is keeping this [service user]*".

Another Social Worker complained:

> "*The Centre Manager would tell me to do this and do that, she was the first point of contact with the [service user] and now the [service user] keeps going to her for help instead of coming to me. The Centre Manager is not helping in this regard she is giving me the intervention of what I must do. The manager has no understanding of court procedures and because the [service user]*

> *complained to her that it was still going to take time for*
> *the maintenance to come through she said I must call the*
> *court. We need to follow procedures and I cannot tell the*
> *court to make things happen faster".*

Another Social Worker participant had a similar experience. She explained that during her absence, the Centre Manager admitted a service user to the shelter on the basis of,

> *"feeling sorry for the [service user]"* but then also
> *"remained involved in the case".*

This caused a lot of problems as the Centre Manager had no understanding of the procedures. The service user later threatened and abused the Social Worker when she noticed that the service user's children were being abused.

> *"I had to get the child welfare involved to try and*
> *remove the [service user's] child and she came to me*
> *and hit me. If I had taken one shot at her even in defence,*
> *my job would have been at stake and what about*
> *[protection for] me as a Social Worker? Only at that*
> *point the Centre Manager commanded her to go".*

Centre Managers and board members interfere with Social Work practice which was unhelpful in restoring the service users' wellbeing. A participant felt that when she assists service users with the preparation of CVs, the Centre Manager regards such services as *"unnecessary and a waste of time"*. This potentially causes conflict and indicates a misunderstanding on the part of managers in terms of what holistic services comply of.

It emerged that Centre Managers also question Social Workers about *"service user confidential information"*. Confidentiality must be understood in the context of the right to privacy, which is enshrined in the Constitution of Republic of South Africa. Fundamental to this is the ethical standards in which the protection and privacy of service users are paramount to the counseling process. The right to confidentiality

gives the Social Worker control over what service user information they choose to share (SACSSP, nd: 14-15).

One participant impressed upon the group that,

"Social Work is professional work, with so many policies
and procedures and ethics to consider".

This interference undermines the professional conduct of the Social Worker's responsibility and judgement. It also put the Social Worker in a very difficult position as they have to adhere to ethical codes of conduct as set out by the SACSSP and at the same time adhere to the internal reporting structures of their NGOs.

The issue of role confusion between the work of Social Workers and Centre Managers brought about unnecessary conflict and tension in the work environment. Social Workers' perception was that Centre Managers do not understand the dynamics of the work of Social Workers and render little support. Some Centre Managers are also founders of the NGO and they see themselves as "*owners*" of the organisation and give the impression that, "*I am in control of this*" said a participant.

4.5   Theme three: Human resources and implications

Under this theme, issues of concern which arose included perceived imbalance or unfairness in NGOs' internal structure, Social Workers' workload, lack of supervision and support for Social Workers, as well as burnout and compassion fatigue on the part of Social Workers. Centre Managers complained about receiving lower salaries than Social Workers even though they were of the opinion that their roles were more complex than that of Social Workers. Centre Managers also expressed dissatisfaction over productivity of some of their staff members while Social Workers raised concern over heavy workload and lack of supervision and debriefing especially in light of some of the disturbing scenes they witness in the course of their work.

4.5.1   NGOs internal structure

All of the Centre Manager participants felt that the responsible government department does not recognise the work they do in leading and developing the NGOs. They

believed that the Social Workers were elevated to a position higher than their positions in the organisational structure. All the participants said that the staff including Social Workers reported to the Centre Managers. However, the salary structure received from the responsible government department caused a discrepancy for NGOs as the salary for Centre Manager was vastly lower than that of Social Workers. Two participants said that they raise additional funds to "*top up*" the Centre Manager's salary.

Of interest was that most of the Centre Managers did not have the same or higher qualification than the Social Workers although the overall responsibility of the NGO rested with them (refer to table 1). They were expected to set budgets for the NGOs, manage received funds, adhere to human resources structures and volunteer programmes, plan and execute fundraising campaigns, increase donor support, conduct marketing campaigns, yet the salary discrepancy was causing conflict in the workplace. This was clearly a sore point for the Centre Managers as it was perceived to be unfair.

4.5.2 Skills shortage

When conducting the focus group discussion with Social Workers it came to light that half of the Social Worker participants had under a year's practical experience and were newly qualified with this being their first place of employment. Two Social Worker participants had over 5 years' experience, while one Social Worker qualified 10 years ago but only recently entered the job market for the first time.

Lack of experience coupled with poor remuneration was a great need identified by the participants. All the participants felt that there was not enough available staff with the required competencies in the NGO sector. A point of concern raised by a participant was that:

> *"Some of the administrative staff did not have sufficient computer experience and required intensive training in an effort to get them to the necessary level of proficiency. It is frustrating when they are required to post information on the website or social media and they were incapable of carrying out such tasks".*

In addition the participants felt that they were forced to accept individuals into positions whom were not qualified to perform their jobs effectively because of the low salaries they pay. This places the NGO at a disadvantage and ultimately has an effect on service delivery.

Even retention of the less qualified staff was reportedly a concern. A worrying factor expressed by three of the participants was that the Social Workers at the crisis shelters were mostly fresh out of university "*Social Workers do not have adequate experience*". This then necessitated shelters to invest time developing the Social Workers. A participant elucidated that the responsible government department,

> *"...salaries determine that NGOs can only access lower*
> *end of experience or no Social Worker experience".*

However, even retaining staff is problematic as a participant claimed that:

> *"Even with lots of experience there still appears to be*
> *problems with Social Workers absconding for no valid*
> *reason".*

NDA (2013:46) confirmed that NGOs struggle to retain staff and that the high staff turnover could largely be attributed to poor remuneration they offer.

In terms of human resources, Rankin and Engelbrecht (2014:20) suggest that boards should "place a high priority on exercising fair and equitable practices that attract and retain qualified volunteers and employees". Skilled committed staff is the essence of every productive NGO, where the emphasis is on hiring the right people, developing and keeping them motivated in the organisation. This might require of boards to work on sustainability plans and assist the NGO with fundraising proposals and fundraising efforts to "top-up" benefits and salaries.

Ongoing staff training and development in the upgrading of skills are some of the many ways Centre Managers can ensure that they meet the needs of their service users and remain relevant in their communities.

The Social Workers suggested that the centre leadership should take an interest in the staff and establish how they are doing other than showing concern about the administrative aspect of the job. One participant in the focus group was of the view that:

"Our leadership is only interested in monitoring and evaluation and when they see the report, they think my work is up to date and they are happy".

Another said that,

"...board members need to strategise and prioritise for human resources issues".

She explained that housemothers are sometimes not flexible and refuse to assist in areas unless it is specified in her job descriptions.

The focus group participants believed that Centre Managers and housemothers need more training and that a basic counselling course would be helpful in dealing with troubled service users after hours and when Social Workers were not in attendance.

This opinion was raised by a participant that, *"the lack of skills of auxiliary Social Workers and housemothers"* was very problematic and this attitude is counterproductive as it negatively affects the overall service user service delivery.

4.5.3 Social Worker's workload

The participants complained of heavy workloads which they said were exacerbated by unreasonable demands made by the responsible government department to attend meetings, training and workshops, leaving them with little time to focus on their professional work. A participant said:

"We don't have enough hours in a day."

Two others said:

> *"I have limited time in which I have to attend to [service users] and all their complex issues".*

> *[When out the office], "I find that I get called. They want to know, ""when are you coming back""? I cannot even take leave as there is a crisis".*

As the above demonstrates, Social Workers reported that they were overloaded with work to the extent of sometimes being unable to take annual leave. One Social Worker said her annual leave was coming up and since her shelter does not have additional funds to employ a Social Worker during her absence she was considering breaking her leave up and only take a few days throughout the year. Her worry was that the responsible government department's reporting deadlines should be met and if she was not at the office to prepare the documents and it does not get presented in time which has a ripple effect in the funding payout to the crisis shelter.

4.5.4   Supervision and support for Social Workers

The participants initially claimed that they felt well supported by their Centre Managers although later during the discussions, they started to reflect upon areas where they felt unsupported. Two areas of concern were emphasised. Firstly, the lack of supervision for newly qualified Social Workers was identified. Secondly, lack of debriefing programmes for other staff and Social Workers.

Recently qualified Social Workers are supposed to work under the supervision of experienced professionals. The lack of Social Work supervision was a concern raised by participants as they were relatively inexperienced and expressed a real need for professional supervision. A participant shared her experience upon being newly employed:

> *"Sometimes it was very difficult as I had no supervision and when I needed help, I called the regional*

> *government department which was very hard to get their*
> *full support. I have no one guiding me".*

Supervision is essential for Social Workers entering the field for the first time and in accordance to the Department of Social Development a requirement is for newly qualified Social Workers to be supervised for a minimum of two years (Department of Social Development, 2013:41).

The need for supervision was especially a problem when the Centre Manager was not a Social Worker as was the case in all six shelters in the study and they were unable to discuss certain confidential matters with their managers.

Another participant submitted that:

> *"From my organisational perspective I get a lot of*
> *support but when it comes to the Social Work*
> *Department and District Office, there is no support".*

In contrast, another participant said from her organisations perspective she gets very little support and in her words:

> *"I have to lean on the support from the district Social*
> *Worker's office".*

The participants felt that a supervisor should be assigned to newly qualified Social Workers as they need practical guidance. With the exception of one crisis shelter, the dilemma participants faced was that they were the only Social Workers assigned to the organisation. Social Workers were not in a position to discuss complex service user issues with their Centre Managers who invariably were not Social Workers as that would compromise service user confidentiality. A participant explained:

> *"Sometimes when I go home I feel like I am going mad*
> *because there are so many different problems. I don't*
> *have support".*

Corey, Corey and Callanan, (2007:360) is of the opinion that supervision is the most important component of a competent practitioner. Whilst under supervision trainees develop a sense of their own professional identity and evaluate their own values, beliefs and attitude regarding service users and therapy.

According to norms and standards guidelines as spelled out by the government department responsible for welfare in South Africa, "social welfare service providers should provide supervision for all social welfare service practitioners and students" and should make supervision of social welfare service practitioners and students an integral and ongoing part of the professional practice" (Department of Social Development, 2013:50).

The general consensus shared by participants was that they needed someone to guide them, and this was especially voiced by the newly qualified and less experienced Social Workers.

4.5.5 Lack of debriefing programmes

A Social Worker participant revealed that her shelter deals with very traumatic cases and that the day before the focus group discussion they were called to a family murder scene. She explained that in a fit of domestic violence, a troubled husband killed his wife and a bystander and then himself. This was very traumatic for her and the Centre Manager as the dead bodies were still lying on the floor and blood splattered everywhere upon their arrival on the scene. No debriefing was available to the Centre Manager or Social Worker thereafter.

Another Social Worker stated that when they encountered traumatic situations such as violence and brutality on humankind which characterised the xenophobia attacks for instance, it affects her physically and she noticed elevation in her blood pressure. Her profession then becomes a health risk.

Social Workers felt that those who are in leadership positions of the shelters should make a concerted effort to debrief or facilitate such a service to their employees. One participant reported that her Centre Manager takes her and the housemothers out to

breakfast once a month to enable the staff to talk about their challenges. This she felt was helpful in processing some of their frustrations and concerns relating to service users.

A positive outcome emerged during the focus group discussion when the participants repeatedly voiced their appreciation for meeting in that forum as it also helped them to vent some of their frustration and air their views without feeling threatened. This resulted in a collective decision between participant Social Workers to form their support group,

> *"...without the department being involved. This would be*
> *helpful at exploring resources, programmes, discuss*
> *ideas, visit each other's shelters, to vent and support*
> *each other".*

Finally, the Social Worker participants agreed to get together every second month and to be available as a source of support for each other as Social Workers.

4.5.6   Burnout and compassion fatigue

The fact that Social Workers complained that they have neither debriefing programmes nor time for leave as discussed above presents a serious concern. A Social Worker said that it was expected of her to debrief law enforcement agents when they are traumatised but she herself does not get to be debriefed.

Burnout or compassion fatigue results when a person is exposed to prolonged periods of stress. Literature suggests that there is a high level of burnout amongst Social Workers due to the complexities of negative situations they face on an ongoing basis (Thompson and Thompson, 2008:166). In the Social Work profession which demands high levels of time and emotional reserves, the risk of experiencing stress are high and if not addressed and managed appropriately, this can lead to burnout (Thompson and Thompson, 2008:166). Furthermore, a common mistake is to view burnout as a type of stress instead of seeing it as a response to excessive stress (Thompson and Thompson, 2008:166). Burnout is characterised by emotional exhaustion, lack of motivation and the inability to connect with service users.

Personal stress can manifest itself in a variety of settings such as relationship and domestic problems, feelings of worthlessness and depression. People working in the helping professions are at risk of Secondary Trauma Stress (STS). Literature indicates that there is also a high risk of suicide among Social Workers, high staff turnover, high risk of burnout and disruptive symptoms in private life due to traumatic stress (Figley, 2002; McCann and Pearlman, 1990; Meyers and Cornille, 2002; Pryce, Shackleford, and Pryce, 2007; Valent, 2002; Wharton, 2008).

4.6   Conclusion

In this chapter I triangulated the findings taking into account perspectives of Centre Managers and Social Workers. I presented background information on the participant NGOs including the services rendered to women. In some cases working space was a real concern as Centre Managers and Social Workers shared desks as facilities did not lend themselves to privacy. Three themes relating to intra-organisational environment emerged namely affirmative services, role confusion and human resource challenges.

In the following chapter, I discuss structural factors.

Chapter Five

Findings II

Structural challenges and implications for service delivery at Crisis Shelters

5.1   Introduction

In this chapter I triangulate the findings which relate to the structural factors from the perspectives of Centre Managers and Social Workers that hinder or promote service delivery. They are factors beyond the control of the leadership or internal relationships within crisis shelters.

NGOs do not operate in isolation, they interact with a variety of environments. The government regulates the various environments through policy decisions influenced by global trends. Laws are set in countries as a guide to establish rules according to its affairs. Globalisation plays a part in the way societies evolve and interchange with other cultures.

Structural factors refer to the conditions outside the organisation but which have an influence on the internal organisational structures. Therefore the intra and structural factors have a direct relationship with service delivery. These include different role players such as funder/donor sources, volunteers, policy makers, service users and the community itself. Threats or challenges as well as opportunities available to the organisation are other structures factors of note. Thus there is a direct link between the internal and external environment and NGOs have to constantly adapt its operations in line with constant changes and developments in the external environment (Rankin and Engelbrecht, 2014:17). The controls exercised over the external environment are often limited but serve as a platform for boards to lead the NGO.

There are numerous structural factors which influence service delivery at NGOs. One example is current neo-liberal policy frameworks operational in South Africa. Key findings in this chapter were identified in relation to the following major theme: new managerialism and its implications on crisis shelters of which the sub-themes include, funding constraints and sustainability of the NGO, unequal power relationship with

government departments, inappropriate use of crisis shelters for mental health patients by health services.

Figure 2: Structural Factors - Themes and sub-themes that emerged during data collection
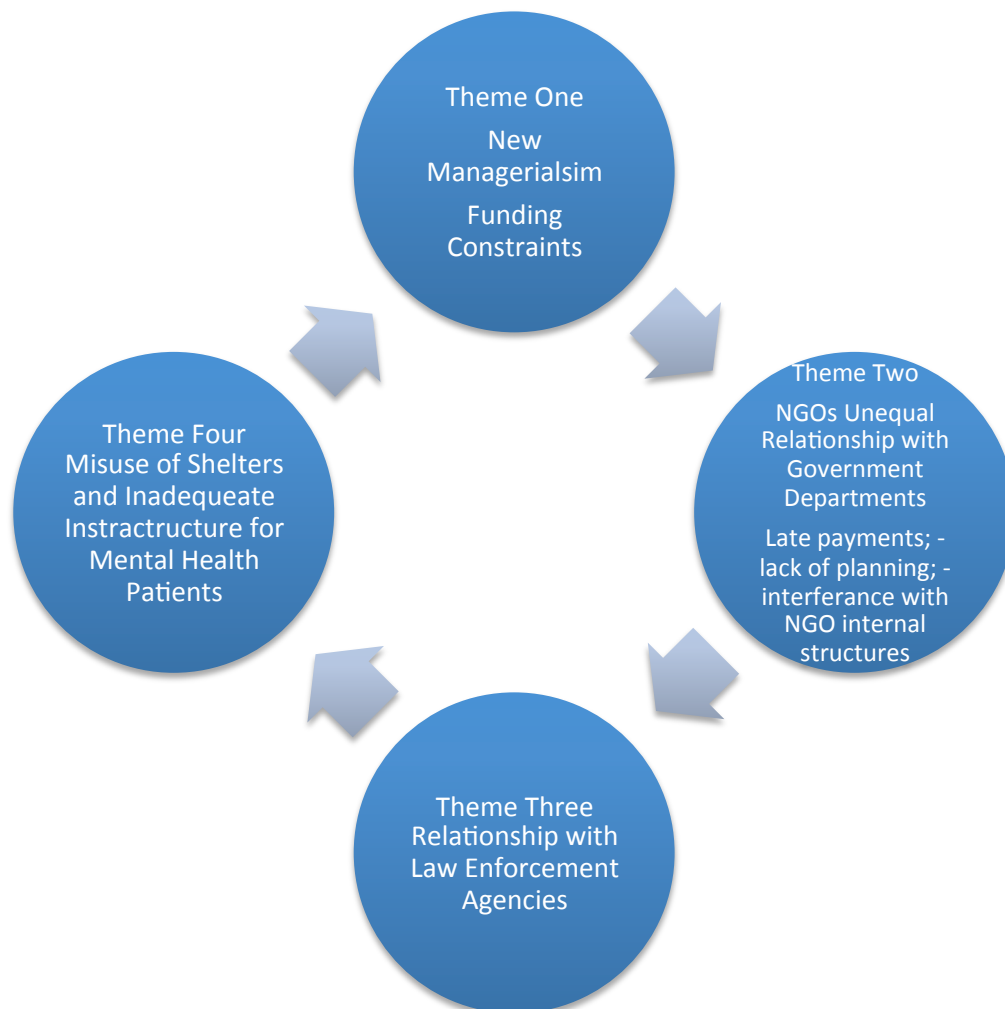
5.2 Theme one: New Managerialism and service delivery

Participants mentioned the prevailing socio-political and economic environment as a key structural factor they have to contend with. Globalisation is not a new phenomenon. It dates back to ancient days when people of different cultures made contact with each other through migration, trade or conquest (Midgley, 1997:21). In contemporary times rapid progress in the information technology has scaled up the

progress. The emergence of a worldwide culture, global economy and shared awareness of the world is becoming common (Midgley, 1997:22).

Global influence is evident in our national legislation such as the Domestic Violence Act which was based on the South African Constitution. Based on the Elimination of all Forms of Discrimination Against Women and the Convention on the Rights of the Child, both of which South Africa ratified, our legislation largely indicates acknowledgement of these treaties in our legislation (Gadinabokao, 2016:11). It can therefore be argued that global factors are evident in South African legislation and thus impact crisis shelters.

Furthermore, prevailing high rate of unemployment and increased poverty (Patel 2015) calls for more services from NGOs. At the same time, the limited resources available to NGOs create a sense of hopelessness and helplessness for Centre Managers and Social Workers.

From the economic environment, the Rand has been depreciating and South Africa is on the brink of being declared an extraordinarily high-risk investment state. Should this happen, the economy would weaken further and investors would in all likelihood move their investments to other more stable and profitable countries. Slow economic employment opportunity growth rates increase levels of unemployment and ultimately poverty.

These factors have a ripple effect on NGOs as they equate to less financial resources being available for services. Companies are already struggling in this weak economy and are restricting their social responsibility expenditure to NGOs. The neo-liberal approach adopted by the South African government, has also cut back some of the funding and is threatening to implement greater cuts, compounding the situation. Thus, NGOs exist in a very complex, uncertain and ever changing environment. It would require dynamic strategies to overcome their heavy dependency on government and donors.

5.2.1 Funding Constraints

Unsurprisingly, funding came up as one of the major sustainability concerns for shelters in the study. Funding impacts all aspects of NGO functioning. Raniga, Simpson and Mthembu (2014) assert that the lack of funding negatively impacts service delivery as well as staff morale. Consistent funding from reliable donors can sustain NGOs for longer periods and enable NGOs to deliver more services to their service users. It is only with a diverse stream of funding that NGOs can be sustainable. In keeping with this understanding, the National Development Agency (NDA, 2013) admitted that while there was an overabundance of funding resources available to South African NGOs previously, since 1994 the NGOs expanded which has led to an increased "competing for the same ever dwindling funds from international and local development agencies". The report further suggested that the South African NGOs have "relied far too heavily on historical resources for their funding. A feeling of entitlement, and the accompanying false sense of financial security it brings, has seen many CSOs fail in sustaining themselves in the long term". Statements like this make it very confusing as to who is responsible to fund NGOs.

Compounding the funding crisis in NGOs, half of the participants agreed that they lacked the skills and time to source funding and admitted,

"that funding their operational expenses was very difficult".

Donor underfunding and government cutting support at every opportunity is leaving many NGOs destitute and is nothing short of the 'Western" neo-liberal strategies.

Funding and sustainability was identified as a serious concern with all the NGOs. They complained that the National Lottery Distribution Trust Fund (NLDTF) turnaround time was very slow leaving NGOs in crisis as they struggle to keep their doors open. They had to find alternative funders to support their programmes, securing funding is becoming harder year upon year as many corporate funders now have their own projects which they support compounding the NGO struggle to survive. Raniga et al. (2014) supports this sentiment "that raising funds in the present economic climate in South Africa was very difficult".

There is a thrust for NGOs to move towards income generating projects. However, Centre Managers already have their hands full without having to focus on other projects that would inevitably take their focus away from the vision of the NGO.

Indications were that the oldest centre in this study was the most financially secure, they expressed that they have enough reserves to sustain themselves for two years should they not get any further support from their major donors. This particular centre was the only NGO in the sample that has good sustainability plans in place which would not disrupt service delivery. In contrast, all the other crisis shelters were in fact in crisis themselves as no reserve funding was available to them for when they encounter funding challenges. Sustainability hinges on community ownership of the project, five of the NGOs clearly do not have sustainability structures in place and thus are in danger of closure or face severe disruption of services if they experience cash flow problems.

Some Social Workers said they use their personal resources to execute their administrative requirements as the centre does not have funds. A participant said that:

> *"There are times I use my own airtime for calls, how can you help a [service user] if you don't have a phone?"*

*S*he continued:

> *"We don't have stationery, I buy out of my own pocket, files and paper to write reports".*

Another participant said that the red tape and bureaucracy was a real hindrance to her, saying:

> *"When I use my own money, such as give a [service user] taxi fare or when I buy resources for the centre, the Centre Manager always argues about reimbursements".*

The red tape and internal issues such as requisition for petty cash can be tedious as it was perceived to be user unfriendly.

5.3   Theme two: Unequal power relationships

All the Centre Managers during the interviews raised their dissatisfaction with service delivery from the responsible government department. This was also confirmed when I conducted the focus group discussion with Social Workers. Social Workers spent most of our time together during focus group discussions expressing their displeasure and frustrations with the foregoing government department.

It should be stressed that the relationship between NGOs and government is very complex. On the one hand government disbanded the historical inequalities of the past but NGOs criticise government for seemingly unprofessional conduct especially in relation to their partnership relationship. Whilst NGOs have to adhere to policies and legislation as well as norms and standards set by government, they also rely heavily upon government for funding. NGOs provide insight into policy dynamics to national level such as domestic violence and as such provide their recommendations for change and improvements at the same time being part of a global networking structure.

I am of the view that NGOs are well positioned to speak up for the vulnerable. They can identify with the needs and advocate for change in attitude and practices to improve on service delivery. However the NGO-government partnership is replete with challenges as reported by participant Centre Managers and Social Workers alike. Partnerships through coalitions of statutory, NGOs and private sector organisations have become common practice in this era. The concept of partnership underpins most of the legal and policy led interventions from the external environment. According to Patel (2015:93) "the meeting of human needs is a national collective responsibility and the (White Paper) states that, in view of resource constraints and the neglect of basic needs over many years, government, civil society, corporate social investment and occupational social service programme should be provided through a collaborative partnership".

Nevertheless, Patel (2015) acknowledges some of the challenges which characterise this partnership. "The South African collaborative partnership model has features of

state dominance in financing and third-sector dominance in relation to delivery of services. A hybrid relationship also exists in relation to the delivery of specific types of services" (Patel, 2015:96). She argues further that governance and institutional challenges resulted in a breakdown in partner relations in the years following the adoption of the White Paper.

From the interviews conducted it was evident that the "partnership" with the responsible government department was challenging. Concern that the NGO voice will become diluted if they depend too heavily upon government for funding is supported in literature. For example, Smillie et al. (1999:10) argue that "although contracting between government and NGO may be understood as a relationship involving reciprocity, it is by no means a relationship amongst equals. It is usually a hegemonic relationship in which the weaker partner is obliged to accept the practices and policies of the funding agency. It is a relationship too often based on interference, containment, manipulation and limitations". This description by Smillie et al. (1999) corresponds with the interviews and discussions conducted with all the participants in this study. Expressions such as *"they own us"*, *"they interfere"*, and make use of the top down approach by demanding that participants attend meetings, workshops or training without giving them adequate notice to prepare has left the participants feeling frustrated and trapped.

According to participants the NGOs in this study received funding from the government department for key salaried positions, such as for the Social Worker, Centre Manager, two Housemothers, Domestic Worker, Handyman and an administration portion. In addition they also received a stipend for each victim of domestic violence residing in the shelter. The relationship is supposed to be that of a "partnership", however, for the participants the relationship is unbalanced as they could not voice their dissatisfaction in fear of losing their funding.

Describing the hegemonic partnership, participants explained that there is an expectation for crisis shelters to accommodate more service users than they are able to. However, some of the frustrations expressed by participants included that although they usually accommodate more service users in the shelters than what they are registered for, the government department does not cover their expenses when they

"*over perform*". In terms of the targets set for crisis shelters, they prefer it when NGOs "*over perform*" and strongly supports it.

Three subthemes emerged under the theme of unequal power relationship with government. NGOs believe unequal relationship between themselves and government does not release funds promised to them on time, impeding smooth running of shelters. They also criticised the government department for "lack of planning". The ongoing interference in NGO internal structures was also a concern for the participants.

5.3.1 Late payments to NGOs

All the Centre Manager participants complained that late payment of the government department's financial commitment was putting enormous constraints on them. Crisis shelters usually do not have large reserve funds to carry the organisation through months without cash flow and shelters constantly struggle with cash flow problems. Their financial crisis was confirmed by five of the NGO participants as can be seen on table 3 of chapter four. Concerns expressed by several of the participants were that the government department was two months in arrears in their monthly payment commitments, something which NGOs can ill afford.

Late disbursement of funds is problematic on several levels. One participant disclosed that in December when funds were not transferred to them as per agreement by the government department she enquired about the status to the government department's finance department and was told that "*there is no money*". She explained that their "*shelter was in darkness*" as they were unable to pay their electricity account due to cash flow problems. At that time their centre used all their reserves to pay for salaries and some of their expenses. Since no funds were available they decided to take out a loan from micro lenders in order to pay for basic essentials for the shelter. Not only did this translate into a more expensive way of financial management as micro lenders charge exorbitant interest rates for short term loans. It is also something that NGOs should stay away from as it is not deemed good financial practice. A record of poor financial practices can irreparably taint an NGO's image in the eyes of prospective funders, causing the latter to refrain from assisting NGOs.

I could identify and relate with these concerns expressed by the Centre Managers as I encountered the same trials firsthand when I was a crisis shelter Centre Manager. I also repeatedly challenged the government department for not taking responsibility for late payments. Our crisis shelter also ran out of reserve funds and we were, like this participant "left in the dark". Our queries fell on deaf ears and no one at the government department was willing to take responsibility or prepared to rectify the problem. I felt devastated and had to dip into my own private reserves to bail the organisation out.

An observation made by a participant was that the government department's failure to communicate their financial challenges to their "partner" NGOs was *"rude and disrespectful"*. According to participants, the least government could do was inform Centre Managers of their obstacles to afford the Centre Managers an opportunity to attempt to make alternative plans. The reality that most of the crisis shelters do not have financial reserves puts them at a disadvantaged position. Financial management is part of good governance and it is the responsibility of the board to comply with all legal financial requirements. They are to adhere to sound accounting principles that produce reliable financial information and produce fiscal responsibility. Organisations should also develop clear fundraising activities which ensure responsible financial accountability suggested Rankin and Engelbrecht (2014:20). Unfortunately, from my experience, many board members do not like to get involved in any activity which requires more of their time or resources. Thus, during challenging times such as the one described above, they are often unavailable to provide leadership.

5.3.2 Lack of planning

The lack of planning on the Government Department's part and their haphazard expectation of crisis shelter employees' to attend meetings was an enormous frustration for all the participants. The government department was reported to have an expectation for NGOs to attend meetings, workshops or training which are mostly communicated to participants with little or no prior notice. A participant decried this habit:

"We receive short notice to be at specific meetings which
is affecting our [service users] as we have to cancel

*appointments. How can we give of our best when this is
going on?"*

Another concurred:

*"They need proper planning and organising – they tell
us two days before we have to be there for something.
What about the appointments we have? Its like we just
get pushed around at a drop of a hat you have to get in
the car and move".*

The general consensus amongst the participants was that the Government Department
does not consider their work plans and time constraints. Social Workers and Centre
Managers said they work according to time schedules and appointments, often these
are set weeks in advance. The Government Department have an expectation of NGOs
to make themselves available for meetings, inspections or training without reasonable
notice. This, they bemoaned, was unrealistic and ultimately has a negative effect on
service delivery.

5.3.3   Interference with NGO internal functions

As stated, NGOs suffer from limited capacity, many are also organisationally weak and
financially unstable and thus depend heavily upon government for funding. However,
I cannot help but wonder if this relationship is becoming a one-way relationship where
government provides funding and therefore wants to have control over the internal
structures of the crisis shelters. An online article in Business Day Life (2013) by John
Kane Berman, reported that NGOs must brace themselves for government interference
as government wants to introduce a system of "screening board members of NGOs".
This would take the form of "guidelines" where the department will establish a
"screening committee" for Non Profit board members. How effective this would be
remains to be seen however, the department is reportedly already interfering with
NGOs and this is leaving leaders feeling very frustrated.

> *"Government's interference with NGOs internal structures is very worrying as it is an encroachment on the role of the NGO"* protested a participant.

Another said:

> *"It is beginning to feel like the government is policing our work, they make unannounced visits and then question me on my whereabouts if I happen to be offsite".*

Despite Social Workers' enthusiasm and managers' conviction that the work of crisis shelters is adequate, both groups of participants conceded that they face some challenges. These were said to include restrictive government department regulations on length of stay at crisis shelters by women and their children.

According to norms and standards set by the Department of Social Development (National Policy Guidelines for Victim Empowerment n.d., 28), a crisis shelter refers to a "residential facility providing short-term intervention in a crisis situation for a period of two weeks up to approximately six months as the need dictates".

Once the six month period expired, Social Workers face pressure from them as well as from their internal structures to get the women moved out of their shelters. This was regarded by the Social Worker participants to be very counterproductive as each service user's circumstances are unique. The Social Workers elucidated that some women have no family support, some have good education and are thus more marketable, while others have no work experience and low educational levels making it difficult for them to sustain themselves or be fully empowered.

Social Workers explained further that for women in a domestic violence situation, finances were a real challenge as most of the service users were disempowered and impoverished. In cases where they were employed their income was invariably so low that they were not in a position to pay for rent, let alone food, transport, commodities and care for their children. This resulting in them feeling helpless and the very reason

why they return to the same abusive homes and thus the cycle of abuse continues. For the Social Worker participants it was important to see hope instilled in their service users and them being empowered and to break the cycle of poverty.

Smillie et al. (1999:4) suggest that attaining levels of poverty eradication targeted in the development partnership will require major reorganisation of efforts of both the NGOs and government. The neo-liberalism and global trend for economic independence will require increased collaboration between NGOs and government to develop sustainable policies on issues of debt relief, trade and finance. NGOs are also concerned about more than just the provision of services. Their convictions and values strive for reforms and change (Smillie et al., 1999:10).

The six months time frame was said to limit service users' prospects of being liberated from abuse. All the Social Worker participants felt disheartened by women returning to their shelters year after year for the same problems. This was an indication that the cycle of abuse was continuing. One participant said that about 60% of the women are not restored and end up back in the shelter at some stage. For them it seems like the shelters are only solving the problem temporarily.

Each service user is an individual in her/his own right having a Social Worker working on individual care plans, which is specific and tailored made service to respective service users. A participant considered theirs,

> *"A lead organisation working in the field of providing healing to women"*.

It is therefore important for abused women to be in an environment to be healed and restored so that they can lead normal lives in society. This, according to Social Worker participants is a process whose length varies between service users hence a universal rule of six month limitation was said to compromise case-by-case intervention resulting in some women being released prematurely.

Two of the participants said that the government was trying to force them to retire. It is true that NGOs often face a capacity deficit and need to build their leadership capacity

and improve their succession planning as stated by Clark (2012). However, such interference is uncalled for and certainly not part of the "partnership" agreement. This top-down approach was not helpful as Schenck, Nel and Louw (2010:92) eloquently put it, "partnership implies dialogue between people that includes the sharing of ideas, perceptions and opinions, the clarification of values, consultation, negotiation, cooperation, planning and decision making to reveal and activate creativity in people".

5.4 Theme three – Relationship with organization responsible for protection of civilians (law enforcement agency)

The relationship between the law enforcement agency and crisis shelters should be build on trust, and cooperation, since the agency is usually the first place to call for help when women are in an abusive relationship. The law enforcement agency then do their referrals to networking partners to get the service user connected to support structures such as provided by crisis shelters. Once in crisis shelters the service user receives further support from the justice system and protection from further harm, basic needs and psychological support.

It was thus surprising to hear a participant saying:

> *"The way our female [service users] are treated at [law enforcement agency] has a direct affect on the work we do at crisis shelters". The [law enforcement agency's] attitude towards women is not right they did not want to get involved in a case that was referred to them via the help desk".*

Another adding:

> *"[Law enforcement agents] sometimes question the abused [service users] as to why their husbands abuse them which is causing the victim secondary trauma".*

Ironically, the law enforcement agency's statement of commitment is to treat victims of domestic violence with sensitivity and care. It reads "[law enforcers] will treat

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victims with respect and protect (their) your dignity, listen to what victims have to say, not insult or blame or suggest that it was their own fault that they were abused" as per its website, (Domestic Violence, n.d.).

Law enforcers are trained to handle unstable and violent environments and one would expect to depend on them to assist victims of domestic violence. I was shocked to hear a participant claiming, "[a law enforcer] *was too scared to go into a volatile situation*". This means that crisis shelters cannot depend on the law enforcement agencies for services or even protection. If this is true what will happen to our communities if the law enforcers do not have the power or ability to deal with violence?

Another participant expressed her frustration at the "*lack of service and the attitude from [law enforcement members]*". She maintained that she left message upon message but they never have the courtesy of returning calls. The phone often just rings and no one bothers to answer the calls and when someone answers you have to explain the story to them, they transfer you several times and every time you have to give the same story and then only for the line to be cut. In a participant's words:

> *"I had to call again and go through the same story again*
> *telling the various people the same thing over and over"*.

These remarks are concerning as failure to attend to calls as far as law enforcers are concerned could be a matter of life or death.

In an effort to build relationships with the law enforcement agency a participant explained:

> *"We have an office at the law enforcement agency and I*
> *am building relationships with them, but there are so*
> *many new faces all the time"*.

This could be a very positive attribute for crisis shelters to make their presence visible and to build relationships with the law enforcement agency. All participants agreed that the government has to improve law enforcement.

5.5 Theme four - Inappropriate use of crisis shelters which suggests inadequate infrastructure for mental health patients

Findings in this theme revealed that some service users drift from shelter to shelter and manipulate the system, whilst others exploit the shelters and misrepresent their reality to unduly gain access to shelters. In addition, some service users were reported to be uncooperative when it came to programs at the shelter. A participant who was of the opinion that their shelter was "*a very cosy place*" and that the service users have it very good there continued:

> "*They are assisted with [e]veryday coping skills such as taking children to and from school, helping with their homework, and preparing lunch [for children] whilst mothers are at work*".

Moreover, Social Worker participants reported that some service users distort information, which Social Workers discover upon investigating. Service users were also said to manipulate the system and deliberately provide inaccurate statements to get admission to crisis shelters. According to a Social Worker participant, one such service user used her two little girls claiming that:

> "*They had been sexually abused to gain the sympathy of the community and get referred to a crisis shelter, all of which turned out to be lies*".

These statements made me wonder if some of the service users take advantage of crisis shelters. At the same time do the crisis shelters make it difficult for underprivileged service users to leave subsequent to experiencing all the free services and the little luxuries on offer at crisis shelters, thereby creating dependency?

5.5.1 Inadequate infrastructure for mental health patients

Crisis shelters adhere to strict selection criteria which serve as their guide for how service users are admitted in the shelter as stated above. Participants claimed that the misuse of crisis shelters by hospitals through referring non-qualifying people according to shelter's criteria. Sometimes such people are referred to crisis shelters but only once

they are admitted does it become apparent that they do not meet their shelter's admittance criteria which then makes it very difficult for them to be discharged and the problem rests with the Social Worker.

It is however very hard for them to establish the mental health challenges upon the first meeting, which is invariably the point of accepting the non qualifying people into the shelter. When hospitals refer people to crisis shelters they do not always provide mental health details to NGOs, suggesting a deliberate attempt on the part of health practitioners to mislead crisis shelters.

Participants were of the view that the motivation for the referral from hospitals is that hospitals cannot keep patients indefinitely and it is then a matter of "*getting rid of the patient*". NGOs are then stuck with such a people and it hinders qualifying service users from entering these facilities. Participants expressed that "*mental health patients*", poses a real "*risk to other service users in the shelter*". Crisis shelters are not equipped to deal with mental health issues they do not have the medical background to deal with all the complexities of the condition. These women require psychiatric help and it is very difficult for NGOs as other professional services such as psychologists and psychiatrists are not affordable.

A participant felt that this was part of a "*bigger problem as the mental health facilities have up to a two year waiting period*" for admittance and this improper utilisation demonstrates a structural factor of inadequate infrastructure for treatment and care of mental health patients leading to misuse of shelters. This could be linked to the government's aim to do away with institutional care but proper integration strategies are not in place to fully implement this vision.

Institutional approaches have been contested due to the rise of neo-liberal approaches to social welfare. This resulted in the restructuring and in some instances downsizing of social welfare programmes and budgets according to Patel (2015:20). A recent television programme screened on "Checkpoint", a eNCA television program, challenged the "system" as individual care is now recommended for people who historically received specialised treatment ("Checkpoint", 2016). Rogowski (2013) asserts that the neo-liberalism approach means that "those in need have to be self-

responsible, if they get into difficulties they have to rely on themselves, family friends or charity".

As a participant put it,

> *"...women sometimes move from shelter to shelter, they have mental health problems and we cannot deal with them."*

5.5.2 Relationship with government Social Workers

As discussed in the previous chapter, Social Workers in crisis shelters complained that they do not receive professional supervision. Yet when they request supervision from the relevant department, the level of such supervisors' competence was debatable as they considered Social Workers assigned to supervise them to be equally in need of supervision and inexperienced. A focus group participant was of the view that:

> *"the government co-ordinators do not have the time or experience, in supervising".*

While another participant felt that the assigned Social Workers,

> *"still need supervision in terms of the services that they deliver".*

Another participant was of the view that the Social Work supervisors were more concerned with evidence of work in the form of reports rather than the quality of work:

> *"There are cases that are difficult which I discuss with other Social Workers, I cannot depend on the government Social Workers all that they are interested in is the NFD and related issues".*

A participant felt that in practice the government Social Workers are themselves inexperienced, unavailable or disinterested. In her words:

> *"Government employees are not taking their responsibility seriously – that is often where we see a breakdown of service delivery".*

Another blatantly denigrated them:

> *"New Social Workers in the government structure are not up to standard".*

These statements left a sense of uncertainty regarding the effectiveness of their supervision.

One of the concerns raised by a Centre Manager participant was that the crisis shelters do all the work, some of them,

> *"[a]ttend to 600 – 900 users per month whilst [the responsible government] takes the glory [for the work done by crisis shelters]".*

These views were also confirmed in the Social Workers' focus group discussion with the opinion that the government department showed more of an interest to reach their monthly, quarterly and annual targets rather than meeting the needs of individual service users. Moreover, the focus group discussion participants complained about lack of professional conduct on the part of government Social Workers. They called government Social Workers careless saying this was the reason documents go missing, as they lose data on their computer systems and email communication go missing.

In addition, there was a perception that the government department Social Workers do not read the reports they demand every month. One participant said:

> *"I don't think they even go through those reports, I gave the hard copy to my co-ordinator in her hands, and was surprised at her comments when she said oh this month you are submitting the monthly report, when was the last*

> *time you've submitted a report? This proves that they are*
> *disorganised as I email my reports every month".*

In addition, reporting formats change frequently making it difficult to keep up with the changes, as one participant indicated:

> *"I've handed my reports in and they accepted it but then they*
> *get a new evaluator and then you learn that your reports have*
> *been done wrong all along. Government is constantly changing*
> *the requirements and it is so discouraging, they now want more*
> *information about service users which is irrelevant to the*
> *reporting. Every two months things are changing, we do so*
> *much paperwork it is not even funny".*

Another issue raised by the participants was that government staff were perceived to be disorganised as they often *"misplace"* documents and reports.

> *"When documents are emailed to their offices they*
> *cannot be found and Centre Managers are then blamed*
> *for not co-operating".*

According to participants, there also appears to be,

> *"[n]o co-ordination between the different levels of [the government*
> *department]: national, provincial regional and cluster offices".*

This gives the impression of carelessness, unprofessionalism and lack of respect for the partnership when information does not get disseminated in a reasonable timeframe.

A focus group participant berated government Social Workers for having lost touch with professionalism and that their work evolving around meeting targets.

> *"Today it is all about numbers and the services are*
> *being neglected".*

As pointed out by Dominelli (2002:142), new managerialism downplays the need of professionals and turns service users into commodities where they "are in danger of losing their dignity as people without a voice of their own". Spolander concurs (2014:234) adding that the de-skilling of Social Workers has its consequences and equates this to quantity for quality.

The data requested from crisis shelter Social Workers and the myriad of forms which need to be filled in and completed were described as unreasonable. A study done on Social Workers working for the Department of Social Development (Dlamini and Sewpaul, 2015:51) confirmed that "the quality of services was dented by the new managerial principles, with the focus on databases that were requested from Social Workers… which robbed them of time to do real Social Work and to have an impact on lives". If the red tape imposed by government could be minimized, projects could be executed faster and more efficiently. Thus the red tape is a hindrance from moving forward.

5.6   Conclusions

In this chapter I triangulated the structural factors from the perspectives of Centre Managers and Social Workers working in crisis shelters. Neo-liberalism and new managerialism has affected the way NGOs operate. The emergence of a worldwide culture of global influences left its mark on our political and legislation such as our Domestic Violence Act under the guidance by United Nations. Economic factors are pivotal in the progress of NGOs but with a weakening economy and an increase in job losses would lead to increased poverty. NGOs depend on financial resources to continue delivering services to those in need. Centre Managers claimed that it was getting harder for them to raise funds to keep their organisations functional.

The following chapter will present my recommendations.

Chapter Six

CONCLUSIONS AND RECOMMENDATIONS

6.1   Introduction

This study explored the perspectives of centre managers and social workers employed at NGO crisis shelters for women in the eThekwini region using the structural approach to social work. The findings indicate that neo-liberal policies feature prominently in the social development approach adopted by South Africa in 1997 as outlined in the White Paper for Social Welfare (1997). The neo-liberal approach resulted in many services which previously were undertaken by the government are now outsourced in an attempt to cut cost. This has left NGOs, with limited funding and resources whilst the demand for services and reporting increased. The study aimed to satisfy four objectives from which several themes and sub-themes emerged, most of which resonated with literature material used in the Structural approach (Moreau, 1979; Mullaly, 1993; Fook, 2002; Patel et al., 2008a; Patel et al., 2012; Patel, 2005; Patel, 2012; Patel, 2015; Lombard, 2008; Dominelli, 2002a; Dominelli, 2002b; Baines; 2007; Mhone, 2011; Dlamini and Sewpaul, 2015; Engelbrecht, 2015) to inform the study. The presentation of the findings have been divided into intra-organisational and structural factors in this dissertation and are discussed in Chapters Four and Five respectively.

In this chapter, I present the conclusions and recommendations based on the empirical findings presented in the previous two chapters. It is my view that structural factors have fundamental implications on the intra-organisational operations and in turn the wellbeing of users of services. Based on the objectives set out for this study and those of my own practice experiences it is my hope that these recommendations add value to the body of knowledge for improved social work services at crisis shelters for women.

6.2   Intra-Organisational Factors

6.2.1   Services available to women at crisis shelters

The first objective of the study was to understand services available to women at crisis shelters. In summary the crisis shelters were found to offer:

1. Services to children of affected women to continue with schooling while at crisis shelters;
2. Skills development for affected women; and
3. Job placement.
4. Psycho-social support to affected women.

The findings indicated that the services provided by six crisis shelters are more or less consistent across the various participating NGOs with few discrepancies. Victims of domestic violence together with their children can find safety around the clock when faced with life threatening domestic abuse. These facilities also offer services such as meals and additional support for the women and their families when necessary. However, only one shelter offered rehabilitation services to perpetrators of domestic violence. Social Workers who participated in the study explained that the rationale` for extending functions of crisis shelters to job placement is that women tended to return to potentially abusive environments upon being released from shelters due to financial dependence on abusers. The empowerment programmes offered and specifically the job placement to service users thus represented a strategy for helping women to become financially independent and possibly break away from abusive situations.

Two of the crisis shelters were at risk of "mission drift" (Minkoff and Powell, 2006) as the programmes they offer does not typically fit into the domestic violence category.

One participant explained that they offered a schools nutritional meal plan as well as the distribution of food parcels to learners at schools. Although the participant said that since they no longer get support for that programme they are not able to continue with the basic food parcels. She further explained that their centre also runs a "HIV aftercare" programme for people in the community. The other crisis shelter offered catering and focused on environmental issues such as clean up operations as a service to the community.

I was not sure how feeding schemes, food parcels, catering, environmental issues and health related services such as HIV aftercare fitted into the services offered for women in domestic violence. The danger of offering such diverse services is "mission drift". Male (n.d.) explains that during the life cycle of an NGO when the finances decline,

more time tends to be spent on fundraising and sustainability. It is then that the "organisation begins to risk 'mission drift' because it is starting to follow the money rather than just the mission". Furthermore, he maintains that NGOs run the risk of "mission drift" when the focus is on how to maintain the organisation rather than on how best to fulfill the mission (Male, n.d.: 9).

Undeniably, these services are needed in the community but do not however, "fit in" with the objective of helping women in domestic violence situations.

- I therefore recommend that Boards of Management assist their NGOs with strategic planning and remain true to their mission and vision. NGOs have limited resources and to spread their services so diversely potentially diverts focus from the core business which ultimately would cause them to lose focus for the reason of their existence.

6.3   Intra-organisational factors affecting service delivery

The second objective was to understand intra-organisational factors which may affect or impede delivery of the services summarised above. Such impediments included:

1. Inadequate office space;
2. Role confusion between different operational levels of crisis shelters;
3. Human and other resource constraints.

The need for leadership development within crisis shelters was thus evident and this paper advocates for further organisational development. This includes Board of Management development, strategic planning, sustainability and financial planning, human resources and staff development plans.

6.3.1 Inadequate office space

Centre Managers and Social Workers' working environments were found wanting: Some did not have their own offices and in several cases did not have their own desks or computers to do their job effectively. This was problematic with regards to handling confidential files and delicate matters meaning that confidentiality could potentially be compromised. It should be noted however, at the time of conducting the study, Social Workers did not have dedicated computers. However, this has since changed as the

responsible government department supplied each Social Worker in crisis shelters with laptop computers.

- Due to the lack of privacy in the working environment, I recommend that urgent attention be given to maintaining confidentiality especially when reporting and client files are exposed on their desks.

- To provide more privacy to Centre Manager and Social Worker who deal with sensitive and confidential matters consideration should be given to the use of 'space'. In one such case creative thinking could have made it possible for the Social Worker and Centre Manager to have their own office as some of the service users sleeping quarters on site were not fully utilised.

6.3.2 Role confusion

Centre Managers complained that boards interfered with their function and at the same time Social Workers complained that Centre Managers got involved in their functions. This factor was found to be both widespread and insidious as far as NGO operations were concerned. Furthermore, during this study all participating Centre Managers indicated that their Board of Management lacked the necessary leadership skills saying the role confusion was creating a negative atmosphere in the respective NGOs. Boards' interference with the operations was said to be frustrating to both Centre Managers and Social Workers. Dysfunctional leadership can cause NGOs to stagnate.

- I recommend that all NGOs adopt and implement regular Board of Management training, which could be done by an independent facilitator.

In addition to role confusion, some founders in this study appeared to struggle to let go of the NGOs they founded. Reasons for these founders' reluctance to let go are unknown but worth further investigation.

- Further studies are hence required to establish reasons for failure of NGO founders to relinquish running of such NGOs.
- If remuneration is found to be one the factors behind founders' reluctance to pass-on responsibility, it would be useful for the government department

responsible for the said agencies to consider building a retirement fund for founders and/or managers of nongovernmental social services agencies.

6.4   Human and other resource constraints

Human and resource constraints seemed to lead some NGOs to mission drift.   It is therefore plausible to argue that reported resource constraints pose a risk of mission drift. To avert mission drift, I believe that strategic planning should be a priority for Boards of Management as I am of the opinion that there is an enormous gap in boards taking a strong leadership role in NGOs. Strategic planning as a "strategy refers to the long term actions and behaviour that are intended to make a reality of the vision and mission for the organisation, setting up objectives" according to Coulshed and Mullender (2001 in Engelbrecht, 2014:52).

Strategic planning exercise can be helpful for teambuilding as it helps the leadership to articulate where they are and where they want to position themselves as an organisation. A Strengths, Weaknesses, Opportunity and Threats analysis (commonly known as SWOT analysis) also helps to objectively see the NGOs "Strengths, Weaknesses" within the intra organisational environment and gauge what "Opportunities and Threats" present themselves for the NGO from the external environment (Engelbrecht, 2014:55). They can then devise manageable objectives to turn their weaknesses into strengths, take hold of opportunities and overcome threats from the external environment.

It is valuable to have their mission and objectives written down in a document to get their board, staff and volunteers, partners, sponsors and community to take collective ownership of their mission.

Strong financial and sustainability plans are also necessary to avoid mission drift. Funding plays an enormous role in the success of any organisation. Without funding important projects cannot be implemented and NGOs remain in survival mode. With sustainable funding strategies NGOs could achieve more in their client service programmes, create more awareness, lift the profile of their NGO, pay better salaries, attract more suitable staff and volunteers, upgrade their resources, invest in training and development programmes. Five of the six NGOs in this study did not have an

adequate funding strategy. Three of the centres had enough cash reserves for one month.

Furthermore, Centre Manager participants indicated that they did not have the skills to do funding proposals and grant writing. Their weak financial position meant that they depend heavily upon the government for funding. This dependency creates an unhealthy working environment as the responsible government department is frequently late in disseminating their financial support.

- I recommend that NGOs work on a five year plan to become less dependent upon any specific donor. This could be done by targeting individual donors to become regular monthly supporters or by embarking on sustainable fundraising campaigns such as product endorsements in return for funding. Public-private partnerships would be of benefit in this respect. For instance, NGO buildings and vehicles as well as equipment could be branded in names of specific products or companies and in return such companies undertake to pay NGOs over extended periods.

- I recommend that all NGOs adopt systematic and long term financial planning strategies where annual budgets are approved by Boards of Management and are regularly monitored.

6.4.1 Human resources management

Most crisis shelter service users come from impoverished, troubled and abusive environments. Quality of service is hence necessary as they share their life stories and challenges with staff members of NGOs. It is important for them to receive competent and dedicated frontline staff to support them through the initial critical phase (de Jager, 2014). It therefore essential to recruit people with the right skills set to crisis shelters.

All of the Centre Manager participants in this study indicated that they had very little knowledge regarding human resources management and labour legislation and that they require further development in that area.

- I recommend that Boards of Management and Centre Managers undergo basic human resources training, which would benefit the organisation particularly in as far as role confusion is concerned.

- Additionally, in view of the somewhat limited skills set of Centre Managers as demonstrated in chapter four, I recommend that henceforth, basic human resource training should be one of the minimum requirements for employment as a Centre Manager at a social services agency.

6.4.2 Staff development

Although this study did not cover housemothers and their experiences, it is common knowledge that they have close encounters with the residence staying in the crisis shelters. Centre Managers have some, albeit limited client involvement as alluded by participants. Basic courses in crisis counselling are helpful for lay counsellors to understand the dynamics of client care.

- I recommend that Centre Managers (and Housemothers) attend crisis counselling courses as there are often overflows when the Social Worker is not available and interim intervention is required. Basic counselling courses will prepare staff for the foundational principles to counselling and ultimately service users will receive better understanding and empathy of their circumstances.

6.5   Structural Factors

6.5.1   Structural factors affecting service delivery

Findings under this objective revealed five important external aspects affecting NGO crisis shelters namely, reduced funding relative to workload, inadequate services for mental health patients which lead to the patients being inappropriately referred to crisis shelters. Furthermore, problematic relationship between crisis shelters and the responsible government department as well as law enforcement agency; poor working conditions for Centre Managers and Social Workers were found to adversely affect services at crisis shelters. Lastly, poor inter-organisational relationships between NGOs themselves were seen as potentially detrimental to service delivery.

6.5.2 Relationship with the responsible government department

The department and NGOs were found to be in an imbalanced partnership. NGOs described this relationship as a top-down relationship where government makes financial provision for programmes and authorises services but at the same time influence crisis shelters to comply with their neo-liberal practices. Some of these neo-liberal policies over focus on numbers or quantity with less regard for quality of services. Social Workers said this hindrance was exacerbated by frequent changes reporting formats. Furthermore, participants complained that they have to constantly generate reports which they believed cost them their autonomy to control their own activities.

The new managerial approach have proved to be counterproductive as frustration expressed by all participants who were under the impression that the government has expectations of them to produce multiple reports, audits and statistics instead of focusing on delivering excellent services. This state of affairs has been cited as a major frustration in most NGOs but one which NGOs are powerless to challenge since they depend on government funding (Patel, 2015). It was further believed that the victims of domestic violence are no longer viewed as people but rather as entities. Social Work thus is losing the enthusiasm of fighting for humanity and advocating for better prospects. Participants were also of the opinion that there was an expectation to produce quality service without the necessary resources to carry out these services. The findings were as such consistent with the views of Dominelli (2002) and Spolander (2014) who criticise practice of commodification of users of social services coupled with mechanisation of social work.

It was apparent that the partnership with government presents challenges and this would require innovative strategies to redefine the NGO voice and re-establish themselves as key role-players in service delivery. Equally problematic was said to be government demands and expectation to attend meetings, training and inspection at short notice. This was viewed as inconsideration for Social Worker and Centre Managers' efforts.

- It is therefore recommended that the department should consider better planning and communication with NGOs to overcome this frustration.

Participants complained about their heavy dependence and over-reliance on government for funding.

- As mentioned earlier, NGOs should work on strategic planning and become less reliant on one specific funder.

With regards to the government's late payments to NGOs, this has to be done more courteously and with respect. Government's commitment of support should be handled with integrity and consideration for NGOs who rely upon the funds to be paid on time so that they meet their financial obligations.

- I recommend that government reviews their internal structures and ensure that they put systems in place that does not get interrupted when the relevant staff members goes on leave or are away from the office over critical periods. Proper planning and contingency plans should be put in place for such eventualities as to avoid a breakdown in services for the end user.

- I support the idea that NGOs identify their needs and communicate those to the relevant government department. The participatory approach would suit the participants better as the current top down approach where they are demanded and expected to attend irrelevant training is causing NGOs dissatisfaction and creates a negative attitude towards the partnership relationship.

- I furthermore believe that an annual training plan providing relevant, realistic and holistic training would be beneficial to crisis shelter workers so they get inspired and re-envisioned.

- I also support an annual national or regional conference for workers at crisis shelters to improve inter-organisational networking relationships and inspiration.

6.6 Recommendations for better working conditions for Social Workers and Centre Managers

Social Work is a caring and supportive profession, one which helps individuals, families and groups through their challenges when faced with difficult situations.

Social workers enter the field with the view to fulfil the mandates as human rights advocates.

However, as much as Social Workers have zeal and enthusiasm they are expected to provide quality service with very limited resources. Several Social Workers said that they had to personally buy stationery, files and airtime for the NGO out of their personal salaries. This problem emanates largely from an expectation that Social Workers should provide these. This might appear to be an unrealistic expectation but the root of this problem stems from the government department's funding strategies as it appears that part of the salary the Social Workers receive from the Government district include a portion for stationery and airtime.

- My recommendation is for the responsible government department to increase the administration portion, which they allocate to NGOs.

6.6.1 The need for supervision of newly qualified Social Workers

With globalisation the Social Work profession has expanded and has become more complex over the years. It is therefore essential for newly qualified Social Workers to be supervised as "it protects clients, supports practitioners and ensures that professional standards and quality services are delivered by competent Social Workers" according to the National Association of Social Workers (NASW).

It became evident when newly qualified Social Workers raised their frustration and expressed a sense of helplessness that they do not receive any supervision. For most of the NGOs in this study with the exception of two NGOs, the Centre Managers do not have a Social Workers qualification and therefore unable to supervise their work.

- It is my recommendation that NGO crisis shelter makes provision in their budget for a part time Social Work Supervisors to assist the Social Workers for a period of two years or as required.

6.6.2 The need for staff self-care and debriefing programs

Social Workers particularly deal with highly stressful and exhausting situations on a daily basis.

This dissertation revealed that debriefing programmes were not available to staff who encountered very violent crimes and some residents are also 'difficult'.

The secondary trauma and compassion fatigue experienced by participants should not be underestimated coupled with "inadequate supervision and mentorship, glamorized expectations and acute performance anxiety" posits Skovholt, Grier and Hanson (2001:167-176). Combine these factors with the limited resources, low salaries, poor working conditions, neo-liberal practices mentioned earlier puts Social Workers at risk for burnout.

- I recommend that NGOs make provisions in their budget for debriefing programs and self care strategies in which Social Workers and staff to engage in these activities. The employment of part-time Social Work Supervisors could facilitate this function.

6.7 The need for greater inter-organisational networking

Networking is a suitable strategy for NGOs to improve performance and enhance their impact. It is very helpful to disperse information and gain knowledge and solutions to best practices. As NGOs build relationships with one another it gives them the capacity to strengthen their ability to voice their concerns on significant policy matters in a collective and collaborative way as there is strength in numbers.

During this dissertation I concluded that NGOs view each other as competitors rather than as colleagues. Issues such as fear of other NGOs getting support from "others" donors were highlighted and a felt need was for donor information to be kept a secret and therefore protected.

- I recommend that the different leaders of crisis shelters visit each other and form a collaboration networking relationship with each other where they share

resources and where they do not see each other as threats but rather as "partners" for improved services.

- I believe further studies in the breaking down of barriers between NGOs would benefit the sector.

6.8 Recommendations for improvement of legislation and policies

6.8.1 Domestic Violence Act

As mentioned in Chapter 5 the attitude of law enforcement officers was found unsupportive to victims of domestic violence and should be addressed as a matter of urgency. I am of the opinion that the law enforcement staff do not have full understanding of the Domestic Violence Act and their responsibility towards victims of domestic violence. They also appeared to lack appreciation of the structural dimension of domestic violence or that it is often a manifestation of social inequality rather than individual shortcomings.

- I suggest that the law enforcement agencies undergo training in dealing with the structural dimension of domestic violence, inequality, human rights and general customer care.

- I further suggest that crisis shelters develop stronger networking relationships with their local law enforcement staff and build a bridge between the NGO, law enforcement agencies and other related service providers. This can be done through social gatherings and meetings to discuss common work related concerns.

6.8.2 White Paper

The discrepancy between Centre Manager and Social Workers' salaries was highlighted as a cause for concern particularly for Centre Managers. My findings suggest that the neo-liberal approach is partly to blame for this situation. This caused some disparity between the appointment of Centre Manager and Social Workers in that no effort is made to recruit the best qualified personnel as these could potentially be more costly in terms of benefits paid to them.

- I recommend that further debates be held about the Development plans and to review the minimum requirements for Centre Managers.

6.9　Recommendations for further research

This dissertation only viewed the perspectives of Centre Managers and Social Workers at crisis shelters for women in the eThekweni region.

- Further studies which include a quantitative and qualitative research study on measuring the effectiveness of service delivery are hence necessary.
- I recommend that a broader view be taken to include the perspectives of beneficiaries of services.
- I suggest a larger sample to include an inter provincial study.
- Furthermore a research study to include broader fields would be of worth.

6.10　Concluding remarks

The main intra-organisational factors found to undermine services at crisis shelters which participated in the study are role confusion of various levels of centre operation as well as human and other resource limitations. Under role confusion Board of Management were found to concern themselves with issues which fall beyond their mandate while neglecting their responsibility of strategy development and under resource limitations, inadequate and/or inefficient use of office space was the most noticeable factor. At a structural level, findings of this study revealed new managerialism as central to many key decisions which have an impact at organisational level. For instance, the government department responsible for crisis shelters was found unreliable as a funder which created anxiety and element of distrust amongst the participants towards the responsible government department.

Capacity building is thus necessary for Boards of Management as strategic leadership is crucial for survival of any organisation. Even though finances have been identified by participants as a key concern, increase in resources is unlikely to improve the situation or organisations if strategic leadership remains poor.

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Appendix 1 Ethical Clearance

UNIVERSITY OF KWAZULU-NATAL
INYUVESI YAKWAZULU-NATALI

26 November 2015

Mrs Henrene Gerda Schreiner (215079123)
School of Applied Human Sciences – Social Work
Howard College Campus

Dear Mrs Schreiner,

Protocol reference number: HSS/1699/015M
Project title: Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of Managers and Social workers

Full Approval – Expedited Application

In response to your application received on 19 November 2015, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL.**

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

....
Dr Shenuka Singh (Chair)

/ms

Supervisor: Dr T Raniga
Academic Leader Research: Dr Jean Steyn
School Administrator: Ms Ayanda Ntuli

Humanities & Social Sciences Research Ethics Committee
Dr Shenuka Singh (Chair)
Westville Campus, Govan Mbeki Building
Postal Address: Private Bag X54001, Durban 4000
Telephone: +27 (0) 31 260 3587/8350/4557 Facsimile: +27 (0) 31 260 4609 Email: ximbap@ukzn.ac.za / snymanm@ukzn.ac.za / mohunp@ukzn.ac.za
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Appendix 2(A) – Gatekeeper's consent

The Chairperson
The NGO Board

Dear Sir/Madam

I am currrently registered with the University of KwaZulu Natal for Masters in Social Work (research) and the requirements are to submit a full research dissertation.

The topic of my study is "Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of managers and Social Workers". This qualitative study would provide valuable information as currently not much is known about the challenges experienced by crisis Centre Managers and Social Workers that are employed in the NGO sector.

The objectives of this study are:

- To gain an understanding of the nature of services available to women in crisis shelters in the eThekwini region

- To explore the intra organizational factors affecting service delivery at crisis shelter for women

- To examine the structural factors that influence service delivery at crisis shelters for women

- To explore the external factors that hinder or promote service delivery at crisis shelters?

The research will be undertaken under the guidance of the School of Applied Human Sciences at the University of KwaZulu Natal. You are assured that every consideration would be given during the session to any sensitive matter. In addition anonymity and confidentiality would be upheld in the highest regard. There are no cost involved to participate in this research.

Your consent for me to conduct this research project would be appreciated, however, should you have any further questions regarding the research project, please do not hesitate to contact me.

Yours faithfully

Henrene Gerda Schreiner   Dr T Raniga
University of KwaZulu Natal   University of KwaZulu
Natal
Cell : 082 824 6756   031) 260 2792

Participant's signature

For further enquiries please do not hesitate to contact Miss Phumelele Ximba of the research ethics committee at Ximbap@ukzn.ac.za.

…………………………………   ………………………………..
Signature of the participant   Signature of the Researcher

Date : _____   Date : _____

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SCHOOL OF APPLIED HUMAN SCIENCES
Appendix 2(B) – Centre Manager's Consent

INFORMED CONSENT FORM: TO CRISIS SHELTER CENTRE MANAGER

My name is	:	Henrene Gerda Schreiner
Contact details	:	082 824 6756
Occupation	:	Registered Social worker
My supervisor	:	Dr. T. Raniga
Occupation	:	Social work lecturer/supervisor
Contact details	:	(031) 260 2792
Institution	:	University of Kwa-Zulu Natal (Howard College)

I would like you to participate in a study that I'm conducting. My topic is: "Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of managers and Social Workers".

I would like to conduct an individual semi structured interview session at a venue convenient to you. It is envisaged that the session would take approximately one hour. For authenticity purposes we would request your permission to record the session.

"The objectives of this study are:

- To gain an understanding of the nature of services available to women in crisis shelters in the eThekwini region
- To explore the intra organizational factors affecting service delivery at crisis shelter for women
- To examine the structural factors that influence service delivery at crisis shelters for women
- To explore the external factors that hinder or promote service delivery at crisis shelters?

Should you agree to participate in this study, please note the following:

CONFIDENTIALITY CLAUSE

As researcher I am guided by the ethical committee of the University of KwaZulu Natal and you are assured of the following:

- Your name and the identity of your organisation would not be revealed in any documentation or recordings, nor would they appear in any publication pending from the research project. You would be referred to participant one, two, three etc.

- Every consideration would be given during the session to any sensitive issue and anonymity and confidentiality would be upheld in the highest regard.

Once the research has been completed, the transcribed responses and recordings will be stored in the confidential safe place for 5 years. All written copies of completed interviews, field notes, recordings and any other records will be destroyed.

PARTICIPATION IN THIS STUDY IS VOLUNTARY

- If you feel for any reason that you do not want to be part of the study any more, you have the right to withdraw from the study, there will be no repercussions for doing so.
- You are also free to state that you do not want to answer a question if you do not feel comfortable to do so.

PARTICIPANTS CONSENT

I _____ hereby agree to participate in the study titled: Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of managers and Social Workers.

I understand the purpose of this study and agree to participate voluntarily. I understand that all information disclosed is confidential. I have been given an opportunity to withdraw at any point.

I also understand that should the completion of the questionnaire reveal a need for counselling, I consent /do not consent to being contacted.

I hereby consent /do not consent to have this interview recorded.

_____   ___ / ___ / 2015

Participant's signature

For further enquiries please do not hesitate to contact Miss Phumelele Ximba of the research ethics committee at Ximbap@ukzn.ac.za

…………………………………………   …………………………………..
Signature of the participant   Signature of the Researcher

Date : _____   Date : _____

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SCHOOL OF APPLIED HUMAN SCIENCES
Appendix 2(C) – Social Worker's information & Consent letter

Dear Sir/ Madam

<u>INFORMED CONSENT FORM: TO SOCIAL WORKERS</u>

My name is	:	Henrene Gerda Schreiner
Contact details	:	082 824 6756
Occupation	:	Registered Social worker
My supervisor	:	Dr T Raniga
Occupation	:	Social work lecturer
Contact details	:	(031) 260 2792
Institution	:	University of Kwazulu Natal (Howard College)

I would like you to participate in a study that I'm conducting. My topic is: Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of managers and Social Workers.

I would like to conduct an semi structured focus group interview session at a venue to be confirmed at a later stage. It is envisaged that the session would take approximately one and half hour. For authenticity purposes we would request your permission to record the session. There is also a possibility that an additional interview would be conducted pending the outcome of the focus group interview.

"The objectives of this study are:

- To gain an understanding of the nature of services available to women in Crisis Shelters in the eThekwini region
- To explore the intra organizational factors affecting service delivery at crisis shelter for women
- To examine the structural factors that influence service delivery at crisis shelters for women.
- To explore the external factors that hinder or promote service delivery at crisis shelters?

Should you agree to participate in this study, please note the following:

CONFIDENTIALITY CLAUSE

As researcher I am guided by the ethical committee of the University of KwaZulu Natal and you are assured of the following:

- Your name and the identity of your organisation would not be revealed on any documentation or recordings, nor would they appear on any publication pending from the research project. You would be referred to participant one, two, three etc.

  - Every consideration would be given during the session to any sensitive issue and anonymity and confidentiality would be upheld in the highest regard.

  - In handling sensitive matters, it should be noted however that there will be more than one participant in the group and information would be shared within the group. At the start of the session, we will set up ground rules which will guide us as a group in terms of how to handle confidential and sensitive matters.

Once the research has been completed, the copies of completed interviews, field notes, recordings and transcribed responses and recordings will be stored in the confidential safe place for 5 years.

PARTICIPATION IN THIS STUDY IS VOLUNTARY

- If you feel for any reason that you do not want to be part of the study any more, you have the right to withdraw from the study, there will be no repercussions for doing so.

- You are also free to state that you do not want to answer a question if you do not feel comfortable to do so.

PARTICIPANTS CONSENT

I _____ hereby agree to participate in the study pertaining to the Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of Managers and Social workers.

I understand the purpose of this study and agree to participate voluntarily. I understand that all information disclosed is confidential. I have been given an opportunity to withdraw at any point.

I also understand that should the completion of the interview reveal a need for counselling, I consent / do not consent to being contacted.

I hereby consent /do not consent to have this interview recorded.

_____   ___ / ___ / 2015

Participant's signature

For further enquiries please do not hesitate to contact Miss Phumelele Ximba of the research ethics committee at Ximbap@ukzn.ac.za.

……………………………………   …………………………………..
Signature of the participant   Signature of the Researcher

Date : _____   Date   : _____

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Appendix 2(D) Participant's Decline of Tape Recording

Dear Researcher

Re: Challenges experienced at NGO crisis shelters for women in the eThekwini
         region: Perspectives of Managers and Social workers**.**

I object to the research being done by tape recording, however I give consent for the
researcher to take notes during questionnaire and interview.

………………………………………………………   ……………………

Participant   Date

Appendix 3 (A) Interview Guide for Centre Managers

Interview Guide

Date of data collection   :   ………………………………….2015

Title of Research Project :

Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of Managers and Social workers.

A.   Personal details
1.   How long have you been a Centre Manager for this organisation?
2.   Previous experience in another organisation in a leadership position?

B.   To gain an understanding of the nature of services available to women in crisis shelters in eThekwini region.
1.   What services does your organisation provide?
2.   What services do you believe you excell in?
3.   Do you believe that the services you provide are adequate to meet the needs of your service users?
4.   If not, explain what hinders you from meeting the needs of your service users?
5.   What policies determine/guide service delivery?

C.   To explore the intra organisational factors affecting service delivery at crisis shelters for women
1.   What is the best achievement of the organisation?
2.   In what area/s of your function do you feel you are struggling?
3.   What is your biggest frustration regarding your function?
4.   What specific leadership skills does your organisation need?
5.   What is your organisation's greatest need right now?
6.   How well do you feel supported?

D.   To gain an understanding of the structural factors that influence service delivery at crisis shelters for women .
1.   What sustainability plans do you have for the organisation?
2.   Describe your relationship with other similar organisations leadership?
3.   Describe some of your biggest challenges or frustration/s regarding service delivery?
4.   What factors beyond your control hinders your organisation's service delivery?
5.   What are some of the major challenges you face pertaining to support structures?
6.   What in your opinion is necessary for improved service delivery?
7.   What recommendations can you suggest ?
8.   Please provide any additional information, which might be useful for this research project in voicing your opinion.

E   To explore extra factors, which could hinder or promote service delivery
1.   What factors beyond your control hinders your NGO's service delivery?
2.   What in your opinion in necessary for improved service delivery?

Appendix 3 (B) Focus Group Guide for Social Worker

Date of data collection : ………………………….2015

Title of Research Project :

Challenges experienced at NGO crisis shelters for women in the eThekwini region: Perspectives of Managers and Social workers

A   **Personal Details**
1.   How long have you been a Social Worker at this organisation?
2.   What previous experience as a Social Worker do you have?
3.   What do you hope to accomplish as a Social Worker?

B.   **To gain an understanding of the nature of services available to women in crisis shelters in eThekwini region.**
1.   Describe the programmes you offer women in your crisis shelter?
2.   What other services are you planning for your crisis shelter?

C.   **To explore the intra organisational factors affecting service delivery at crisis shelters for women.**
1.   Describe some of your experiences in the provision of services to women in crisis shelters?
2.   To what expend are you involved in the planning, implementation and evaluation of these programmes?
3.   How well are you supported in your function as Social Worker?
4.   Tell me about your debriefing programme?
5.   What do you think could be done differently in your organisation in terms of service delivery?

D.   **To gain an understanding of the structural factors that influence service delivery at crisis shelters for women**
1.   Describe your networking relationship with other Social Workers?
2.   Describe some of the external factors you experience that hinder service delivery to women in crisis shelters?
3.   What factors in your opinion promotes service delivery to women in crisis shelters?
4.   What are some of the major challenges you face pertaining to support structures?
5.   What in your opinion is necessary for improved service delivery?
6.   What recommendations can you suggest?
7.   Please provide any additional information, which might be useful for this research project in voicing your opinion.

E   **To explore extra factors, which could hinder or promote service delivery**
1.   What factors beyond your control hinders your NGO's service delivery?
2.   What in your opinion in necessary for improved service delivery?

Thank you so much for your participation in this research project.

Appendix 4 Turnitin Report

In keeping with the principles of scientific honesty and credibility, the researcher avoided plagarism. Abiding by the UKZN Plagarism Policy on completion of the study the researcher submitted the study to TURNITIN. The report showed an acceptance 9% similarity index. (See appendix 4 (B) : TURNITIN report page 155.

Appendix 4 (B) Turnitin Report

Turnitin Originality Report

TII Check by Henrene Gerda Schreiner

From Draft Checks (Postgrad Research 2016)

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2

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http://www.dsd.gov.za/index2.php?option=com_docman&task=doc_view&gid=515

4

12

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http://hdr.undp.org/sites/default/files/nhdr_2008_kosovo_en.pdf

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14

< 1% match (Internet from 05-Feb-2013)

http://theglobaljournal.net/group/top-100-ngos/article/981/

15

< 1% match (student papers from 13-Oct-2016)

Submitted to University of South Africa on 2016-10-13

16

< 1% match (Internet from 17-Mar-2010)

http://www.civicus.org/new/media/SouthAfrica.pdf

17

< 1% match (Internet from 24-Nov-2015)

http://www.nda.org.za/docs/1.FUNDING_CONSTRAINTS.pdf

18

< 1% match (student papers from 18-Nov-2014)

Submitted to University of KwaZulu-Natal on 2014-11-18

19

< 1% match (student papers from 09-Oct-2014)

Submitted to University of Johannsburg on 2014-10-09

20

< 1% match (Internet from 12-Apr-2010)

http://www.doh.gov.za/pdphcp/monitoring/governance.pdf

21

< 1% match (Internet from 16-May-2014)

http://scholar.sun.ac.za/bitstream/handle/10019.1/4354/Scott-Muller,%20L.R.pdf?sequence=1

22

< 1% match (Internet from 05-Feb-2013)

http://www.nawongo.co.za/UserFiles/file/Consolidated%20norms%20and%20standards%20Jan%202011.doc

23

< 1% match (Internet from 08-Sep-2013)

http://www.socialworker.com/home/Feature_Articles/Ethics/Compassion_Fatigue:_Being_an_Ethical_Social_Worker/

24

< 1% match (Internet from 23-Jun-2016)

http://lifelinesa.co.za/what-is-domestic-violence-whyistayed-whyileft/

25

< 1% match (student papers from 30-Aug-2013)

Submitted to University of Stellenbosch, South Africa on 2013-08-30

26

< 1% match (Internet from 09-Jun-2011)

http://www.dsd.gov.za/npo/index2.php?option=com_docman&task=doc_view&gid=46&Itemid=116

27

< 1% match (publications)

Rujumba, Joseph, James K Tumwine, Thorkild Tylleskar, Stella Neema, and Harald K Heggenhougen. "Listening to health workers: lessons from Eastern Uganda for strengthening the programme for

the prevention of mother-to-child transmission of HIV", BMC Health Services Research, 2012.

28

< 1% match (Internet from 27-Apr-2010)

http://www.icnl.org/knowledge/ijnl/vol12iss2/special_1.htm

29

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Submitted to Navitas Professional Institute Pty Ltd on 2015-05-16

30

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http://www.pmg.org.za/docs/1998/980316rights.htm

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Submitted to North West University on 2012-10-18

32

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http://repository.up.ac.za/bitstream/handle/2263/26684/Schutte_Strategic_2010.pdf?sequence=1&isAl

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http://sagemaine.org/uploads/3/4/0/1/34017582/manps_guiding_principles_n_practices_for_nonprofit_excellence_-_4th_edition.pdf

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50

< 1% match (student papers from 07-Jun-2012)

Submitted to Royal Holloway and Bedford New College on 2012-06-07

51

< 1% match (student papers from 08-Dec-2015)

Submitted to University of Salford on 2015-12-08

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