



NDA

National
Development
Agency

**SOUTH AFRICAN GOVERNMENT
FUNDING TO NON-PROFIT
ORGANISATIONS:**

2016

**Capacity
Building**

**Income
Generation**

**Early
Childhood
Development
(ECD)**

**Food
Security**

“ What is the investment value? ”

South African government funding to non-profit organisations: what is the investment value?

**A research conducted by the National Development Agency - Jessica Fortuin
Research Fellowship Programme**

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Executive Summary

Introduction

The main challenge that has been associated with the civil society organisations (CSO) sector in South Africa over the years has been the lack of financial security, despite the funding that the government is spending on CSOs, the politics of funding continues to dominate the CSO sector in South Africa.

Most of the national and provincial government departments on their budgets have the allocations for the Non-profit institutions so as to try and support the CSOs in carrying their mandates as per the provision made by the NPO Act of 1997. However, what remains remarkably unclear is how much money government spends on CSOs. Since funding is still regarded as a major obstacle that CSOs in South Africa face. As Sibanda (2009) puts it, when looking at government funding the sector is visible to be lacking access to financial support and to an extent general support as well as public contributions.

NPO legislative frameworks One of the major actions that the government of South African as taken in creating an enabling, an enabling environment for the South African Civil Society Organisations was the enactment of the NPO Act No. 71 of 1997. Chapter 2 of the NPO Act asserts that it is the State's responsibility to non-profit organisations that "within the limits prescribed by law, every organ of state must determine and co-ordinate the implementation of its policies and measures in a manner designed to promote, support and enhance the capacity of non-profit organisations to perform their functions". In addition the state promulgated the National Development Act in 1998. The Act states that the primary mandate of the National Development Agency is providing grant funding to CSOs for purposes of implementing projects and programmes that meet developmental needs of poor communities and strengthening of institutional capacities CSOs that provide direct services to poor communities.

Rationale

The rationale for conducting the research was to test the hypothesis that government departments are allocating funding for not for profit organisations in their annual planning. While there are no current and reliable statistics on value of funding to the CSO sector, most organizations according to the Coalition on Civil Society Resource Mobilisation (2012) rely on a combination of diminishing international funding, corporate social investment, donations from individuals and a degree of income-generation, often via government contracts. The completion of this research assist in determining the value of how much government budget and spends on funding the CSOs.

This Research aimed to gather information on the value of government allocation and expenditure to fund work implemented by the CSOs sector between 2012/13 and 2013/14.

Methodology

A method of data collection used in this study was a review of secondary data from national and provincial departments' annual reports which were published on the departments' websites. The study covered two financial years, 2012/13 - 2013/14, the periods selected were based on convenience and assuming that all government departments will have complete data in their annual reports.

The approach used in this study was reviewing appropriation statement on all national and provincial departments in the financial information of the 2012/13 - 2013/14 annual audited reports. Data was collected from the "appropriation per economic classification" table of the financial statement. Financial data on "final appropriation" and "actual expenditure" variables on transfers and subsidies for "non-profit institutions" was captured in a spreadsheet for the two financial years. The difference between the final appropriation and actual expenditure was also calculated to assess expenditure levels against this economic classification line for all departments.

Results of the study

The study found that of 40 national departments, 24 had allocated funding for not for profit organisations. The NPOs funding allocation by national departments vary significantly, for example, in 2013/14 the Department of Telecommunications allocated about R399 thousand for NPOs whilst the Department of Science and Technology allocated about R533.5million. The departments of health, social development, sports and recreation as well as arts and culture combined they allocated about R600.2 million in 2013/14 and about R507.9 million the previous financial year. Interestingly, the department of public works increased its allocation for NPOs from R282.7 million in 2012/13 to R438.3 in 2013/14, whilst departments such as basic education, agriculture and forestry, and rural development have increased their funding levels between the two financial years but are funding at a very low base compared to the other departments. The department of Science and Technology, for the two years contributed about one third of the total national NPOs allocation, however on both years the departments has spent far below their allocation. In 2013/14, the department spent about R84.7 million of the total allocation of about R533.5 million, whilst in the previous year it had budgeted about R718.8 million and only spent about R63.3 million. The study has found that the combined national departments budget allocation for NPOs R1.8 billion in 2013/14 and R1.7 billion in 2012/13. The expenditure was R1.4 billion in 2013/14 and in 2012/13 the expenditure was about R1 billion.

The study found that there were 113 provincial departments combined in the 9 (nine) provinces excluding the provincial legislatures. Of these, only 58 provincial departments had budgeted and reported on NPOs expenditure during the periods we reviewed. The total allocation for NPOs from different provincial departments reviewed was reported to be about R20.1 billion in the 2012/13 financial year, the allocation declined to R14.1billion in 2013/14. Interestingly, a province such as Gauteng, with only a few departments reviewed for this study topped the list with about R2, 94 billion allocations, followed by Eastern Cape with about R2.65billion. Northern Cape and Mpumalanga had the least NPOs allocation of about R776.3 million and R835.2 million respectively in 2013/14.

Conclusion

Though the results of this study does not paint the full picture of governments' contribution to the support of the CSOs, but what it does is to show that a number of government departments do play a role in creating an enabling environment for CSOs. From table 13 it can be concluded that all the provinces are playing a role in supporting CSOs as per the requisite of the NPO Act No. 71 of 1997.

From the data collected and analysed for this report, we can make the following broad conclusions: ;

The results of this study, looking at only two financial years, has found that the government has allocated over R37.7 billion to NPOs over that period. This figure we know is an under estimation of the total value due the methodology used in the study, but is accurate figure for all the departments that were reviewed in this study.

The study has also found that the departments funding NPOs at significant levels, such as health, social development, public works, rural development, and agriculture are responsible for developing communities in their various portfolios.

Existing literature on funding of NGOs suggest that the level of funding from various sources is significant as compared to government funding. However, one can say that from this study results, government remain the major funder of NPOs. The study has found that in 2012/13 government allocated over R20 billion to NPOs and in 2013/14, the funding was over R15 billion.

The government funding to NPOs seem to be embedded in a government planning, policy and processes. In the majority of these departments, the expenditure is over 90% against the budget suggesting that the allocated money is disbursed to NPOs funded by the departments. This may suggest that the planning, budgeting and implementation process at this level is functional and efficient. The money allocated to NPOs does go to the intended recipients.

The under expenditure, as much as it can be defined as not significant in proportional terms to the budget, but in real money terms it is significant, especially if the NPO sector perceive that the state is not putting much resources to it.

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Acronyms

CBO	Community Based Organisation
COGTA	Cooperative Governance and Traditional Affairs
CSI	Corporate Social Investment
CSOs	Civil society Organisations
FBO	Faith Based Organisation
GEAR	Growth, Employment, and Redistribution
JFF	Jessica Fortuin Fellowship
JSE	Johannesburg Stock Exchange
KZN	KwaZulu-Natal
NDA	National development Agency
NGO	Non-Governmental Organisation
NPO	Non-Profit Organisation
RDP	Reconstruction and Development Programme
UNDP	United Nations Development Programme
WHO	World Health Organisation

1. Introduction

Fighting developmental challenges in South Africa does not lie exclusively in the hands of government. It is also the responsibility of the Civil Society Organizations (CSOs) and other social and development partners. Government needs to support the CSOs (NPO Act, 1997) since the government has the responsibility of setting the development agenda and mobilising of resources for funding national development. Civil Society Organizations on the other hand, have the benefit of proximity with the people on the ground thus they have better understanding of the needs of the people on the ground. However, the main challenge that has been associated with the CSO sector in South Africa over the years has been the lack of financial security, despite the funding from government and other development partners are spending on funding on CSOs, the politics of funding continues to dominate the CSO sector in South Africa.

Most of the national and provincial government departments on their budgets have the allocations for the Non-profit institutions so as to try and support the CSOs in carrying their mandates as per the provision made by the NPO Act of 1997. However, what remains remarkably unclear is how much money government spends on CSOs. The global economic crisis over the past years has also contributed to NGOs funding challenges, as donations, especially from individual and private donors, have diminished substantially (Stuart, 2013; Savage, YEAR; Inyathelo, 2014; Coalition on Civil Society Resource Mobilisation, 2012).

In spite of the critical role the South African Civil Society Organisations are playing in development programmes what remains puzzling however it is the amount of money the CSOs are receiving from the government. The continued turmoil from the CSO sector regarding the governments' lack of support to the CSOs has been enough to convince one there are no financial allocations to the CSOs from the government. With this paper we know that there is money from various government departments allocated for supporting CSOs in carrying out their mandates, however what remains a unknown, as public knowledge, is the total amount that the government allocates to the CSOs. This excludes the monies from tier agencies of government such as the National Development Agency as well as the National Lotteries.

1.1 Defining CSOs

The term CSOs is used in this study to mean a wide range of civil society actors such as NGOs, FBOs, NPOs and CBOs. The term CSOs and NPOs will be used interchangeably hereafter. This study adopted the following definition from the World Health Organisation (2012);

CSOs are defined as the non-state, not for-profit, voluntary organizations formed by people within the social sphere of civil society. These organizations draw from community, neighbourhood, social and other connections. CSOs have become an increasingly common channel through which people seek to exercise citizenship and contribute to social and economic change. They cover a variety of organizational interests and forms, ranging from formal organizations registered with authorities to informal social movements coming together around a common cause.

2. Background

One of the major shifts for the South African civil society organisations has been the change in funding practices (Youth Development Network, 2005). The pre-dawn of democracy in South Africa arguably came along with major changes for the CSOs in terms of funding methods, during this period we have seen a number of international donor agencies channelling their funds directly to government as opposed to directly funding CSOs as it was previously done. As a result we have seen a number of donors restrict their work to bilateral agreements with the government hence the South African government is now disbursing these funds to CSOs. Even with that, you still read on articles about the lack of funding support from the government that the South African Civil Society Organisations are facing. As Stuart (2013) points that Government's lack of support for NGOs is further evidenced by the fact that many NGOs do not receive government funding because the lack of transparent or standardised criteria for the financing of social services has led to major discrepancies in the allocation of funds to NGOs.

Funding for not for profit organisations in South Africa is unpredictable. No one knows how much are NPOs are funded from who and when. This makes it very difficult for NPOs to plan and execute plans in accordance to their strategies and

intentions. The sources of funding for the sector are also fragmented and funders do not know if they are the only one funding the organisation. In a publication by Alexander O'Riordthean in 2013, on the South African Civil Society Information Service, he stated that *"there is far from overwhelming attention paid to the need for greater funding to local NGOs. It is, thus, unfair to only criticise donors for their allocations when local NGOs in the governance sector have done so little to lobby for their own institutional needs"*.

Funding for NPOs in South Africa comes from various sources. In 2011, it was reported that international donors, mainly from western governments and multilaterals reported \$1.2 billion in disbursements to South African NPOs. In scanning the major bilateral development funders, in 2008, the top 12 foreign governments providing development assistance showed they had committed about US\$585 million to the South African government to fund development work through the sector. Foundations are a significant funders for NPOs, in 2008, the major foundations operating in South Africa funded NPOs for over R1.8billion. A significant proportion of the funding came from international foundations. In the same year over R150million funding for the NPOs came from local foundations. Some of the international foundations they fund international NGOs to fund local projects and programmes whilst others may fund through local civil society structures. These funding models contribute to the fragmentation of funding regimes for the NPOs sector.

The private sector uses their corporate social investment units to fund civil society sector. Trialoge reported in 2012 that the private sector funded civil society organisations for R8 billion through corporate social investment schemes. A review of the listed companies in the JSE showed that about R1.9 billion was spent on social and development projects. These companies use their corporate social investment units to fund local developmental programme. These programmes are implemented through civil society organisations. However, there are tens of billions that are spent by the private sector in South Africa to fund projects and programmes of this sector. The funding from the sector is controlled and distributed by the company's corporate social investment departments. However, there is no clear structure in the civil society sector set up to link private funding to local NGOs.

The government funding to NPOs has never been quantified, however, the national and provincial spheres of government allocate funding for NPOs in their annual plans and budget allocations. The budget allocation to NPOs is classified as transfers and subsidies. The local government sphere, also fund NPOs to implement social and developmental programmes within municipalities. There are clear indications from the budget allocations from government departments that the government invest resources to support programmes implemented by NPOs in communities.

The National Lotteries in 2012 reported to have been funding the sector for over R2 billion a year since 2012/13 financial year. The highest funding goes to charities which are civil society organisations working on a range of social and development activities in local communalities. However, the national lotteries also fund specific organisations working in the areas of arts, culture, national heritage, sports and recreation as core funding areas.

The National Development Agency is the only state entity responsible to provide support to the civil society sector in South Africa. There is an expectation from the NPOs sector that the National Development Agency will support it through grant funding and building capacities of organisations working in the sector. The NDA has reported to have disbursed grants of over R1.5 billion since its inception in 2001/02. The NDA has also remained one of the public sector sources for civil society funding.

There is indication that the NPOs sector has different sources of funding. The question then is who coordinate funding to the NPOs sector? How much funding is allocated to fund NPOs from all the funding sources? How do NPOs access funding from these sources. The research is only looking at quantifying government funding to NPOs. This may spark debate on how to properly coordinate and account for public funds allocated to NPOs for development purposes.

3. Challenges facing the NPO Sector

Civil society organisations are faced with a number of challenges and arguably the main challenge being lack of sustainable funding, however, this sector also is lacking in managerial and organisational capacities to effectively manage the organisations.

More and more the sector has been complaining about the lack of financial support, particularly from government. As Sibanda (2009) puts it, when looking at government funding the sector is visible to be lacking access to financial support and to an extent general support as well as public contributions. The sector is also seen to be lacking contact with relevant and potential funding sources, and these NPOs also operate in spaces without sufficient office space, equipment and supplies. In addition, some of the NPOs can not retain staff because of low salaries and benefits resulting in high turnover of skilled staff Experience in fundraising seems to also be a concern for most NPOs. Furthermore, there are issues of delays and red tape involved in the distribution of funding to NPOs especially by government departments (Youth Development Network, 2005).

The National Development Agency (NDA) and National Lottery were established primarily to be the solution to the NGO sector funding, however, the CSOs continues to voice out their dissatisfaction at the operations and lack of support from these institutions. These institutions have been receiving their fair share of criticisms from the CSO sector. The National Lottery has been reprimanded for not adequately distributing funds that have been allocated for civil society organisations. NGOs are seen to be facing great difficulty when applying for funds and complain that there is no transparency and these institutions allocate a large percentage of money to their administrative expenditure. On the other hand, the NDA is also accused for not distributing funds allocated for civil society, corruption and mismanagement of funds (Youth Development Network, 2005).

The changing political environment has influenced variation of government funding to NPOs. Grants funding has evolved from from simple non formal agreements to a more formalised service level agreement contracts with specific deliverables and timelines. Even though government allocates large percentage of funding to NPOs, this has the potential of creating dependency on government as their single or major funding source which in turn create a negative effect on organisations should funding be limited or not forthcoming from government.. Furthermore, Non-Profit organisations have to operate in a business-like fashion due to contractual obligations linked to government funding and they have to look for opportunities beyond traditional non-profit activities in order to maintain government funding (Singh & Mofokeng, 2014)

Financial sustainability remains a major concern for NPOs, current and potential funders and the communities these NPOs serve. Sustainability means the capacity of NPOs to be able to manage financial possibilities, to be able to compete with other NPOs, building relationships and partnerships, showing value and accountability to funders and overall increasing participation of leadership in society (Harding, 2014). It is apparent that lack of funding for the CSOs remains one of the biggest challenges, and government has faced scathing criticism regarding the lack of support to the CSOs.

It is important to start by providing a narrative context of NPOs operation and funding challenges in order to locate the role that they can play in positively contributing towards the state efforts on poverty, inequalities and unemployment. The NPO sector is a major player in national development, in fact, developed countries use this sector to influence their foreign policies in other countries, especially the third world. The South African NPO context is uneven, operating in unlevelled ground and that stages of development of organisations belonging to the sectors has a wide variance margin. This climate attracts a skewed levels of skills, resources, influence and ability to grow to many organisations. Organisations with better skills attract better resources and will have better influence to the public and government. Organisations with better influence have also an added advantage that they are most likely to be sustainable, innovative and attract skilled people. The organisations that are struggling, newly formed and most likely operating in remote areas, remain marginalised and disenfranchised. This is due to lack of competitive edge with other organisations in the sector. Many struggling and newly formed civil society organisations do not graduate from its infancy stages to toddler stages because the environment for survival in the sector is very narrow and monopolised by the well-established and developed organisations. This environment has a potential of stagnating the sector with unintended consequences of stifling development in remote rural areas where there is limited economic activities.

The sector, in real terms, has been growing over the years. The number of NPOs that get registered with the NPO Directorate of the Department of Social Development is increasing every year. However, the number of non compliant NPOs is also very high, over 60% of the total registered NPOs. This should be a first indication that the sector requires intervention to ensure that NPOs who get

registered, first do so for a good course, second, that the support they require to adhere to compliance is provided and third, that there are systems and processes in place to enforce compliance.

Understanding the predicament faced by the civil society sector, one has to look at a systematic approach that can be implemented by both the state and the sector in a symbiotic way. Coexistence of the civil society sector and the state organs is fundamental in fighting poverty, unemployment and inequalities. However, they both need to acknowledge the current barriers and normalise the relationships towards building trust and eventually they will have a common goal. We have to acknowledge that the civil society sector is fragmented and needs a re-build internally and externally for it to present a coherent approach towards development. The current NPO structures are weak or non-existent except for the very few who may see themselves occupying the void created by fragmentation and disenfranchisement of the sector. The danger with this, the few NPOs that are vocal, they may present themselves as representing the interests and ideologies of the sector.

There are a number of fundamentals that need to be put in place and supported by the state to re-ignite the abilities and capabilities of the sector in becoming partners in development. The NPO sector needs to be re-organised to respond to current developmental challenges facing the state. This may be a tall order to call given the fragmentation and inequalities that exist in the sector. However, there are a number of NPOs that are working hard to the true meaning of the expectations of the state. The only requirement needed is for state entities such as the National Development Agency and National Lotteries Commission to create the platform for the sector to rescue itself from the current state of affairs in the sector. This requires a mind shift from these state agencies.

There is a body of literature that suggests these entities are pre-occupied about their own internal challenges and only look up to the sector when they need validation of their actions. The state entities created to support the sector, must first realise they have a responsibility to fulfil to the sector. This requires these entities to first build bridges between themselves and the NPO sector with the aim of re-establishing trust and defining a common developmental agenda with the sector. This is a critical step to be taken before any programmes, activities and funding modalities can be defined.

The sector requires the state organs created to provide a conducive environment to provide a conducive environment for it to define its contribution, so defining the NPOs agenda is critical and will remove any suspicion about the sector intentions. The agenda of the sector must be guided by pillars within which they can organise themselves around and formulate programmes. There are three critical and useful pillars that the sector can organise themselves around. These are service delivery, lobby and advocacy and research.

To revitalise the sector back to a coherent civil society movement, a number of actions need to be taken by the sector itself and supported by its social partners. The sector need to acknowledge that fragmentation based on scramble for resources makes the sector weak in South Africa. The sector needs to first agree on a common purpose and re-established national, provincial and regional structures to pursue their goal. These structures are paramount in creating an environment for the sector to gain its trust and confidence from its partners. Many national and regional structures for civil society have mushroomed in the past few years. These structures have only focus themselves on mobilising resources as opposed to formulating a common agenda and influencing its partners to support the agenda. Those with skills and access to resources have focused on their survival and sustainability.

The CSOs sector has taken the private approach towards development and funding, their resource mobilising is focusing on responding to tenders where they are expected to perform functions on behalf of the state or partner, with no interest of developing communities. This approach cannot be addressed through a fragmented sector. Both government and the private sector, through its corporate social investment programmes (CSI) have contributed in the fragmentation and scramble for resources. Organisations contracted through the government or CSI programmes are forced to operate with a focus to the contractual agreements and deliverables rather than responding to community felt needs. This has even made the community to lose trust on the sector as champions of community development discourse.

Equitable funding in the sector is the main challenge. This is caused by a number of things within the sector and the environment where the sector operate. It is very difficult for funders, including the state, to fund in an equitable manner a sector that is not organised, with no accountability mechanisms and no guarantees for delivery.

This then introduces selective funding by funders. Organisations with history of skills, accountability and quality service will always have a large share of the available funds for the sector. However, these organisations with these pre-requisite are few and usually operate in metropolitan areas. They would, if they require more capacity, contract the less advantaged and smaller organisations in remote areas to implement their plans. This creates a dependency syndrome in organisations with limited access to funding which prohibits them to build their own internal capacity to attract funding.

Most foreign AID funders prefer to fund organisations that they are familiar with and have processes and systems that can deliver and report against its funding. For new and emerging organisations have a difficulty is breaking through this type of funding. However, if the sector was organised and have self-regulatory mechanisms it would be easier for such funding to come through the sector and the sector would equitably distribute funding in a manner that would allow organisations in remote areas to access funding.

In the absence of the National Development Agency playing its conduit funding role for state and international donors, the National Treasury has taken over this role whilst it does not have any mechanisms for equitably distribute funding to the sector. It is the duty of the National Development Agency, as prescribed in the act to coordinate and provide this instrument to ensure that foreign AID and government funding to the sector is equitable and systematically distributed to the sector for development programmes. The sector has to lobby and advocate that donor funding is centrally coordinated and equitable distributed across all sectors of development.

4. Legislative and policy Frameworks

The state has put in place a number of key legislative provisions relating to the rights of CSOs in South Africa. The CSOs have long been complaining about the lack of support from government and how that is infringing the legislated provisions that bind the government in supporting the CSOs, as we note that Government has enacted a number of Acts so as to create an enabling environment for the CSOs. Without going into details we note the following Acts;

4.1. NPO Act No. 71 of 1997

One of the major actions that the government of South African as taken in creating an enabling, an enabling environment for the South African Civil Society Organisations was the enactment of the NPO Act No. 71 of 1997.

Chapter 2 of the NPO Act asserts that it is the State's responsibility to non-profit organisations that "within the limits prescribed by law, every organ of state must determine and co-ordinate the implementation of its policies and measures in a manner designed to promote, support and enhance the capacity of non-profit organisations to perform their functions". According to the Act, the minister has a role of establishing in the national department a directorate that will be responsible for facilitating processes of developing and implementing policy. The act is also responsible for determining and implementing programs to support NPOs in their efforts to register and maintain the standard of governance within NPOs. The Act also works to ensure that there is liaison with other organs of the state as well as interest parties to facilitate the implementation of multi-sectoral and multi-disciplinary programs (Non-Profit Organisations Act, 1997).

4.2. NDA Act No. 108 of 1988

Understanding the limitation of the NPO Act, the state created the National Development Agency through the National Development Act, No.108 of 1988. The NDA mandate requires the NDA, as its primary objective: to contribute towards the eradication of poverty and its causes by granting funds to civil society organisations for the purposes of-

- (a) carrying out projects or programmes aimed at meeting development needs of poor communities; and
- (b) strengthening the institutional capacity of other civil society organisations involved in direct service provision to poor communities.

The NDA Act requires the Agency to implement programmes that respond, amongst others, the following areas of CSOs support:

- act as a key conduit for funding from the Government of the Republic, foreign governments and other national and international donors for development work to be carried out by civil society organisations;
- contribute towards building the capacity of civil society organisations to enable them to carry out development work effectively;
- grant money from its funds in accordance with such criteria and procedures as the NDA determines, with due regard to the NDA's primary object referred to in section to any civil society organisation for any project or programme that organisation

4.3. Policy on Non-Profit Organisations

The registration of Non-profit Organisations in South Africa is administered by the Department of Social Development under the Non-Profit Organisations Directorate that was established in terms of the Non-Profit Organisations Act 71 of 1997. Amongst other things the Directorate ensures compliance and provide capacity building to NPOs. For NPOs to qualify for funding from government, they first need to be registered as NPOs with the Department of Social Development. The Department has norms and standards that CSOs seeking NPO registration need to comply with but some CSOs are not successful in their registration due to non compliance.

The Department of Social Development has developed a policy on NPO funding process flow and decision making chain and its objectives is to realise the mandate of the Department to ensure that government acquires all partners in the space of service delivery. This is important especially because public and private donors require accountability for the programmes they fund. The need for accountability puts pressure on government to ensure that it evaluates the costs and benefits of its activities and to account to society as to how it spends and allocates resources, more especially to tax payers (Chief Directorate Specialist Social Services, 2013).

5. Funders for Civil Society Organisations in South Africa

Funding of civil society organisations took a turn after the 1994 elections whereby donors started shifting their focus from civil society opting out for creating bilateral

agreements with the new government (Kihato, 2001). The bilateral and multilateral aid has since then been considered as one of the principal sources of funding for CSOs. These can come from either the foreign offices of the developed countries or from the multilateral organizations set up by different countries such as the United Nations, the World Bank, the Asian Development Bank (Funds for NGOs, 2009). These organizations have been created to extend international support for alleviating poverty and reducing the socio-economic gap between the developed and the developing countries, and South African CSOs has been one of the beneficiaries from these international organizations (Funds for NGOs, 2009).

The South African CSOs are arguably experiencing funding challenges, as donations, particularly from the bilateral and multilateral organizations as well as private donors, have diminished considerably. The global recession has also seen Corporate Social Investment (CSI) budgets reduced. As a result of reduced private and corporate donor funding, plenty CSOs have sought more funding from government for survival, ultimately creating increased competition among NGOs for government funds (Stuart, 2013). Since donors started directing funding away from civil society a large portion of funding was now channelled through government, making government amongst the major funders for civil society organisations. Government has then outlined priorities for development assistance and on the one side bilateral donor organisations also formulate their own policies for development aid in South Africa (Youth Development Network, 2005).

Despite the continual display of displeasure from the CSO sector about the difficulty the CSOs are facing in accessing government funding support, a number of research studies on the contrary have shown that the government remains amongst the major sources of funding for the South African CSOs.

Statistics South Africa (2011) has noted that the majority of the income of South African CSOs is derived from three core sources:

- Local donations;
- Government subsidies; and
- Membership subscriptions.

Government subsidies are the second largest provider of income for South African CSOs. A number of central and provincial governments make grants to CSOs directly. Statistics South Africa (2011) further notes that even local government also makes a number of grants to CSOs, funded from both their own sources and from central government. In spite of this, this has not stopped CSOs from complaining about the lack of financial support from the government.

6. State-NGO Partnership

Research has shown that Government subsidies are one of largest provider of income for South African CSOs. A number of scholars have raised some questions and discomforts regarding the government being the major funder of the CSOs. The biggest question will be, will the CSOs carry on their advocacy role against the government when the government is their major funder? If the CSOs lean more towards the government surely the mission of having an active citizenry in South Africa will suffer a huge blow. As most of the time CSOs gets tied to where the money comes from, which reasonable affects the effectiveness and neutrality of NGOs. As normally, CSOs can oppose the government, by acting as watchdogs and holding it accountable. This can either be done directly through lobbying, or indirectly by supporting groups that are adversely affected by government policy (Thomas, 1992; UNDP, 2001). This can be seen as “mediation”. The biggest question now will be the compromise of the autonomy of CSO if the government is their major funder. Will they continue to lobby against government if government is the ‘hand that feeds’ them?

A challenge that may arise in the government being amongst the major funders of the CSOs it is that it will be questionable whether, under such monetary dependency CSOs can continue to enjoy relative neutrality. This can be due to the expectation that CSOs should be accountable to, and should mirror, funding agencies in their operations. When the government is a major funder of the CSOs Stuart (2013) purports that, CSOs will as you might expect develop a very close relationship with the state, and may, at times, even be difficult to distinguish from the state. Normally CSOs become more like the bodies from which they obtain funding, than the societies they intend to represent (Stuart, 2013). This notion speaks to concerns

“that relying on government funding would detract from creating the active citizenry needed to utilise post-apartheid, democratic tools of social change, and that it is possible that diminishing funding has eroded the advocacy function of the NPO sector (Stuart, 2013).

7. Rationale for the study

The positive role that the South African CSOs played in the demise of apartheid as well as the role that these CSOs continued to play during the period of transition into democracy is well documented by various scholars. As the Coalition on Civil Society Resource Mobilisation (2012) highlighted that the CSOs greatly contributed towards the dismantling of apartheid legislation and influenced the drafting of the new democratic constitution. The CSOs continued to have a firm relationship with the government as they were active partners in drafting the Reconstruction and Development Programme (RDP), the release of the Growth, Employment and Redistribution (GEAR) plan in 1996 however formally marked a shift in the social contract between government and civil society (Coalition on Civil Society Resource Mobilisation, 2012).

There has since then arguably been tension between CSOs partnering with government, and consequently CSOs have been experiencing a number of sustainability challenges over the years. During the years of apartheid the sector was kindly funded by the international donor community, with democracy however much of the international funding has been channeled through the state apparatus (Coalition on Civil Society Resource Mobilisation, 2012), with foreign donor funding being redirected as bilateral aid towards government, previously well-funded CSOs found themselves in financial difficulty. Savage (year) echoed that the funding for civil society began to dry up as international donors swung their support from very viable CSOs to government-led programs.

As international funding was channeled through government, CSOs increasingly relied on funding flows through government. Stuart (2013) noted that due to reduced private and corporate donor funding, many NGOs have sought more funding from government to keep surviving, which ultimately is creating an increased competition

among CSOs for government funds. As a result, there has been an outcry from the CSOs that many NPOs have difficulty accessing government funding support (Stuart, 2013). Stuart (2013) further highlighted that the government makes it so difficult for NGOs to qualify for funding from government itself.

Despite these concerns, NPOs have continued to lobby for an enabling environment, including government support and funding to be made available to the sector. A broad process was undertaken to negotiate new policies and mechanisms for funding, such as the creation of the National Development Agency (NDA) (Coalition on Civil Society Resource Mobilisation, 2012)

The rationale for conducting this research is to (i) ascertain if National and Provincial departments are budgeting for not for profit organisations; (ii) how much are they budgeting and spending in a financial year; (iii) quantify the value of funding by national and provincial departments in a financial year. The assumption is that the information is readily available to the public as all government institutions are required by the National Treasury Strategy planning and Annual reporting framework to publish their annual reports on their website every year.

8. Aims and Objectives

This Research therefore aimed to gather information from government departments (national and provincial) as to how much money do government departments budget and spends to support CSOs in a financial year.

The research had in addition the following objectives;

- To use the findings to advocate for a coordinated policy on CSOs funding by Government departments
- To identify funding gaps for not for profit organisations by all spheres of government.
- To identify areas that requires additional research to understand the funding model of government, especially the quality of services provided by the sector.

9. Study Methodology

9.1. Data collection

A method of data collection used in this study was a review of secondary data from national and provincial departments' annual reports which were published on the departments' websites. The study covered two financial years, 2012/13 - 2013/14, the periods selected were based on convenience and assurance of availability of complete data.

The approach used in this study was reviewing appropriation statement on all national and provincial departments in the financial information of the 2012/13 - 2013/14 annual audited reports. Data was collected from the "appropriation per economic classification" table of the financial statement. Financial data on "final appropriation" and "actual expenditure" variables on transfers and subsidies for "non-profit institutions" was captured in a spreadsheet for the two financial years. The difference between the final appropriation and actual expenditure was also calculated to assess expenditure levels against this economic classification line for all departments.

9.2. Method of Inquiry

This is a quantitative study since it is concerned about the sum amount of monies appropriated for CSOs, including the sum amount of cash spent on CSOs, and the amount of monies that was either under or over spent by the individual government departments for the financial years of 2012/13 and 2013/14.

9.3. Description

This study was descriptive because the information of the sum of monies appropriated for CSOs for the financial years of 2012/13 and 2013/14 was collected without changing the environment or manipulating the data, and the data was collected using existing records (financial statements from annual reports of each of the government departments). As Bickman and Rog (1998) indicated that Descriptive studies are typically the best methods for collecting information that will describe the world as it exists. This study reviewed the government expenditure and

financial allocations for NPOs as is from the government departments' annual reports. More importantly, Bickman and Rog (1998) imply that descriptive studies can answer questions such as "what is", and this research looks to answer the question of what is the amount of South African government funding to non-profit organisations.

9.4. Study Population and eligibility criteria

The study subjects for this study were all national and provincial government department in South Africa as listed in the government online website. An eligibility criterion for this study was that the government departments are either at a national or provincial sphere of the South African government. All the government departments that had posted their annual reports on their websites during the time of data collection were used as the subjects of the study on condition that they had posted the 2012/13 and or the 2013/14 annual report. The local government sphere and public entities were excluded from the study population based on the different classification in the budget appropriation in these public institutions.

9.5. Data analysis

The data was captured on a tool created on Excel Spreadsheet and analysed using excel to assess allocation trends and expenditure trends over the two year period. The data was also used to compare levels of allocations and expenditure levels between departments at national and provincial levels. The results are presented in tables and figures under the findings.

9.6. Limitations

The limitations of the study are that, most departments, especially provincial departments had not posted their annual reports thus affecting the accuracy of government funding to NPOs.

The study was not intended to address issues relating to quality of work provided by NPOs through the funding by government, thus the study is not reporting on effectiveness of the funding.

The study did not analyse the types and sectors of NPOs funded by government departments, although some of the annual reports list the organisations funded and which sector are these organisations operating.

10. Results of the study

The study searched through the government online website for all national and provincial departments annual reports for 2013/14, the financial statement of the annual report also provide government allocation and expenditure for the previous year - 2012/13. There are 40 national government departments, excluding government agencies listed in the website. Of the 40 departments, 33 (83%) had published their 2013/14 annual reports, of the 33 who had published their reports; 24(73%) had budgeted for NPO allocation. The total allocation to NPOs funding budget from the 24 departments reviewed totalled about R1.89 billion in 2013/14, with an expenditure of about R1.4 billion, whilst the budget for 2012/13 was about R1.7 billion with an expenditure of about R1 billion. Over the two financial years the National Departments had budgeted about R3.29 billion for NPOs funding and spend about R2.4 billion of the budget.

The study also reviewed annual reports for the same year for all published reports in all 9 provincial departments. The government online website has listed all departments in each province; there are a total of 108 provincial departments excluding the provincial legislatures. Out of 113 provincial departments listed, only 90(80%) had their reports for 2013/14 published or found through other search engines. Of the 90 provincial annual reports reviewed, 60 (67%) has allocated NPO funding in at least one of the financial years we reviewed. At provincial sphere, the total budget allocated by all departments in the year 2013/14 was about R15.9 billion and the expenditure in the same year was about R14 billion. In the previous year, 2012/13, the provinces had a total budget of about R20 billion with and expenditure of about R17 billion. This findings from all the reports that were reviewed indicate that government departments in two spheres over the period of the two financial years we reviewed had budgeted about R37.6 billion for NPOs funding and spend about R33.5 billion.

10.1 National Departments Results

At national sphere of government, the study reviewed twenty four (24) national governments annual reports that reported budgeting for NPOs funding in the financial years 2012/13 to 2013/14, these departments are shown in Table 1 below. Of the 24 national departments listed in the table, in 2012/13 there were 21 departments who

budgeted for NPO funding and in 2013/14 there were 20 departments that had budgeted for NPOs. Some had budgeted in the previous year and not budgeted in the following, whilst some departments budgeted in the following but had not budgeted in the previous. However, they were very few departments that showed such pattern.

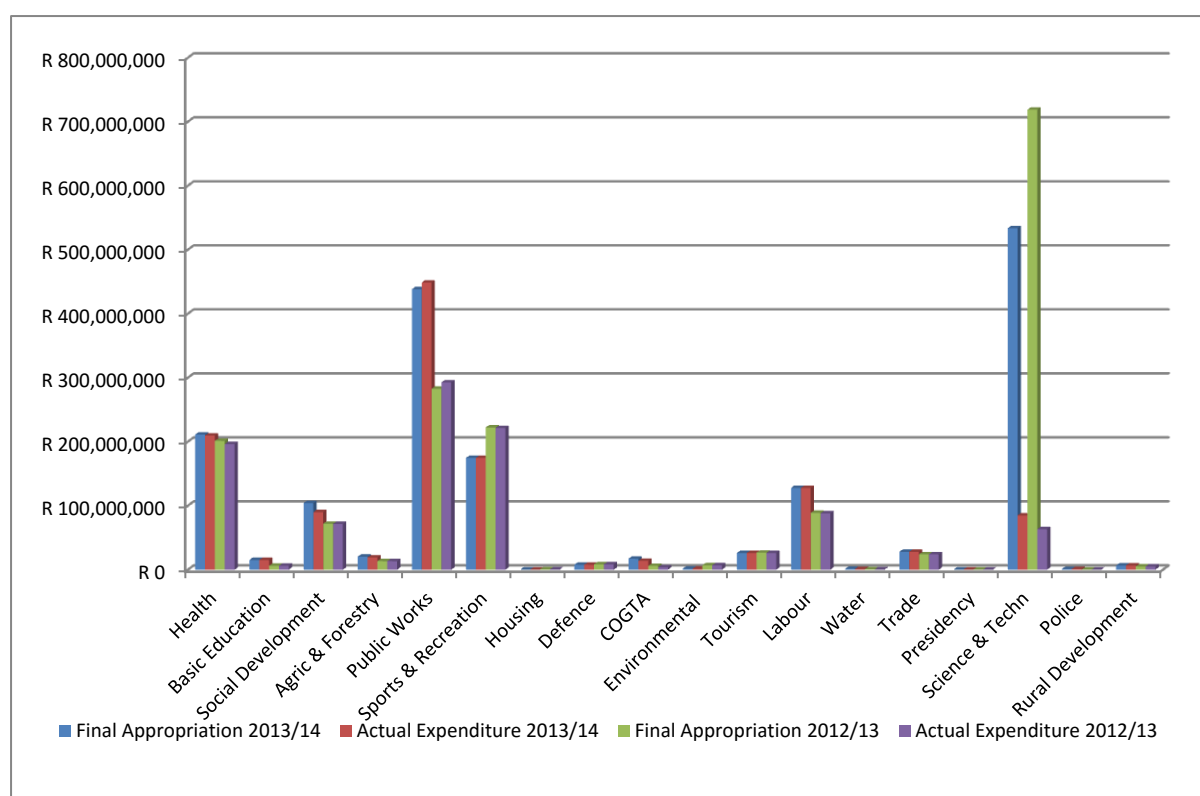
Table 1: National Departments NPOs budget allocation and expenditure 2012/13 - 2013-14

	2013/14			2012/13		
	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Health	R 211 058 000	R 209 654 000	-R 1 404 000	R 201 255 000	R 196 213 000	-R 5 042 000
Basic Education	R 15 050 000	R 15 050 000	R 0	R 6 050 000	R 6 050 000	R 0
Social Dev	R 104 007 000	R 89 884 000	-R 14 123 000	R 71 678 000	R 71 553 000	-R 125 000
Agric & Forestry	R 20 318 000	R 19 092 000	-R 1 226 000	R 13 351 000	R 13 351 000	R 0
Public Works	R 438 281 000	R 448 679 000	R 10 398 000	R 282 724 000	R 292 627 000	R 9 903 000
Sports & Recreation	R 174 656 000	R 174 656 000	R 0	R 222 174 000	R 221 272 000	-R 902 000
Housing	R 0	R 0	R 0	R 400 000	R 400 000	R 0
Defence	R 7 701 000	R 7 701 000	R 0	R 8 401 000	R 8 401 000	R 0
COGTA	R 17 117 000	R 13 888 000	-R 3 229 000	R 5 903 000	R 3 693 000	-R 2 210 000
Environmental	R 1 517 000	R 1 517 000	R 0	R 6 888 000	R 6 887 000	-R 1 000
Tourism	R 26 000 000	R 26 000 000	R 0	R 26 585 000	R 26 060 000	-R 525 000
Labour	R 127 702 000	R 127 702 000	R 0	R 88 711 000	R 88 030 000	-R 681 000
Water	R 1 410 000	R 1 108 100	-R 301 900	R 674 000	R 490 000	-R 184 000
Trade	R 27 885 000	R 27 885 000	R 0	R 23 900 000	R 23 900 000	R 0
Presidency	R 0	R 0	R 0	R 110 000	R 110 000	R 0
Science & Techn	R 533 502 000	R 84 701 000	-R 448 801 000	R 718 814 000	R 63 305 000	-R 655 509 000
Police	R 1 000 000	R 1 000 000	R 0	R 0	R 0	R 0
Rural Dev	R 6 433 000	R 6 433 000	R 0	R 5 061 000	R 5 061 000	R 0
Arts & Culture	R 110 512 000	R 102 252 000	-R 8 260 000	R 12 873 000	R 12 873 000	R 0
Economic Dev	R 7 701 000	R 7 701 000	R 0	R 8 401 000	R 8 401 000	R 0
Energy	R 60 000 000	R 60 000 000	R 0	R 0	R 0	R 0
Telecommunications	R 399 000	R 399 000	R 0	R 0	R 0	R 0
National Treasury	R 0	R 0	R 0	R 85 000	R 0	-R 85 000
Transport	R 0	R 0	R 0	R 17 827 000	R 17 827 000	R 0
Totals	R 1 892 249 000	R 1 425 302 100	-R 466 946 900	R 1 703 953 000	R 1 048 677 000	-R 655 276 000

The NPOs funding allocation by national departments vary significantly, for example, in 2013/14 the Department of Telecommunications allocated about R399 thousand for NPOs whilst the Department of Science and Technology allocated about R533.5 million. The departments of health, social development, sports and recreation as well

as arts and culture combined they allocated about R600.2 million in 2013/14 and about R507.9 million the previous financial year. Interestingly, the department of public works increased its allocation for NPOs from R282.7 million in 2012/13 to R438.3 in 2013/14, whilst departments such as basic education, agriculture and forestry, and rural development have increased their funding levels between the two financial years but are funding at a very low base compared to the other departments. The department of Science and Technology, for the two years contributed about one third of the total national NPOs allocation, however on both years the departments has spent far below their allocation. In 2013/14, the department spent about R84.7 million of the total allocation of about R533.5 million, whilst in the previous year it had budgeted about R718.8 million and only spent about R63.3 million.

Figure 1: National departments NPOs allocations & expenditure trends 2012/13 - 2013/14

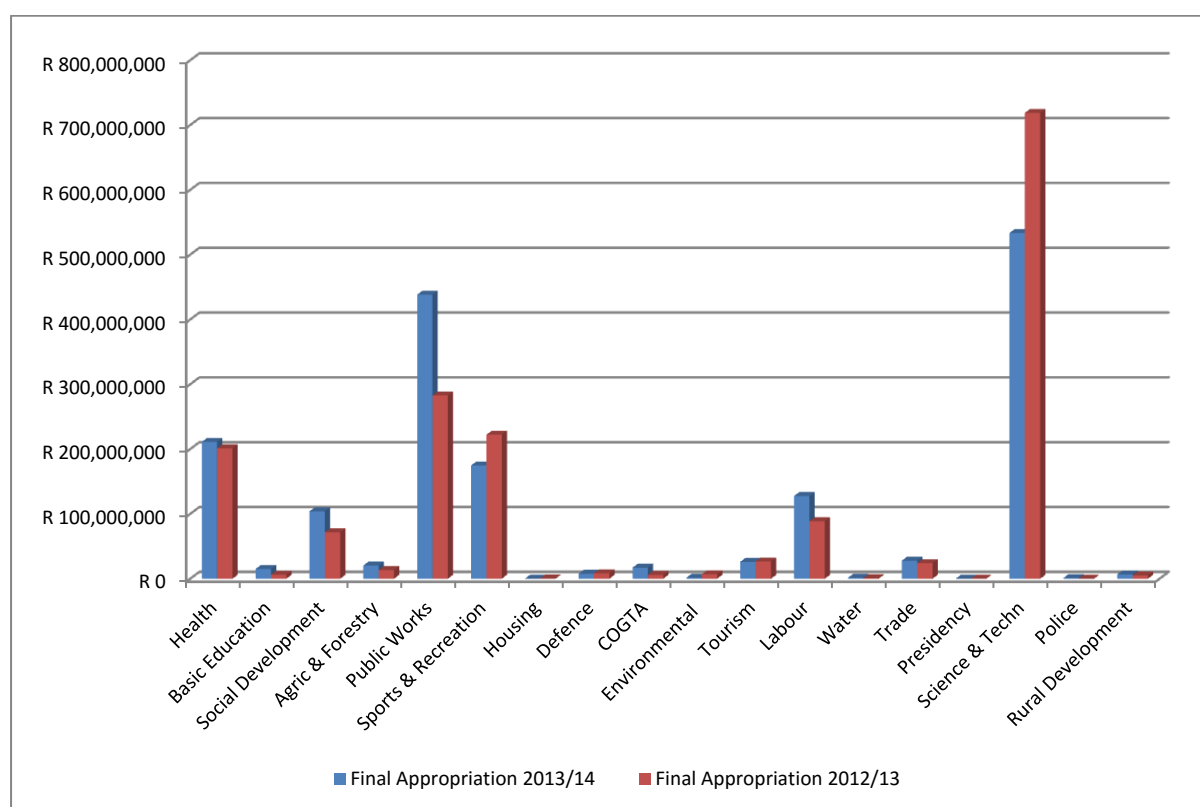


If we compare funding and expenditure trends over the two periods, the Department of Public Works showed a significant increase in allocation, however, on both periods it has under spent on the allocations. In addition, departments such as, basic education increased its allocation from about R6 million in 2012/13 to about R15 million in 2013/14; cooperative governance increased its allocation from about R5.9

million to about R17,1 million in the following year; and water and sanitation increased its allocation from R674 thousand to about R1.1 million, The Presidency and the Department of Housing had allocated funding to NPO in 2012/13, however, both departments had not allocated any funding to NPOs in the 2013/14 financial year.

The Departments of Sports and Recreation showed a significant decline in allocation between the two periods, whilst the Department of Social Development has increased its allocations over the period but has under spent its allocations on both periods. In 2012/13, of the 21 departments with NPOs allocation 10 departments spent all its allocations without under or over expenditure; whilst in 2013/14, of the 20 departments budgeted for NPO funder the number of departments reporting under expenditure decreased to seven(7) departments.

Figure2: Total National Departments Allocations and Expenditure 2012/13 - 2013/14



Overall, the national departments are allocating a significant budget to NPOs understanding that the constitutional mandate of these departments is policymaking and oversight not implementation. In 2012/13, the 21 departments combined allocated over R1.7 billion and they spent over R1 billion resulting in over under

expenditure of about R655.3 million. In 2013/14, the total allocation for the departments was about R1.89 billion, with an expenditure of R1.43 billion. The under expenditure for 2013/14 was about R466.9 million, whilst in 2012/13 the under expenditure was higher at about R655.2 million. On both years, the high under expenditure has been contributed by the Department of Science and Technology. In both financial years, only one departments - the Department of Public Works - had over expenditure in their NPOs allocation. One can note that the under expenditure for all national departments dropped by 14% between the two year period. Although the figures show a decline in the under expenditure, however the value of under expenditure is still very high at about R466.9million for 2013/14 financial year.

10.2 Provincial Departments Results

Table 2: Number of Provincial Departments with NPO Funding Budget 2012/13-2013/14

Province	Number of Provincial Departments with NPOs Budget 2012/13 and 2013/14				No of AR located 2013/14		No. of Departments
	2013/14	%	2012/13	%	Number	%	
Gauteng	5	36%	5	36%	7	50%	14
Mpumalanga	3	23%	5	38%	11	85%	13
KwaZulu Natal	7	47%	9	60%	11	73%	15
Limpopo	5	50%	6	60%	8	80%	10
Eastern Cape	5	42%	6	50%	9	75%	12
Northern Cape	7	58%	8	67%	12	100%	12
Western Cape	10	77%	10	77%	12	92%	13
North West	7	58%	7	58%	10	83%	12
Free State	5	45%	6	55%	9	82%	11
Total	54	48%	62	55%	89	79%	112

The study reviewed all annual reports posted by provincial departments in their websites, where we could not find the report we also used search engines to locate these reports. Of the total reports we found, 54 provincial departments had NPO budget allocation and expenditure for 2013/14 and 62 departments had budgeted for NPO funding in 2012/13. Of the departments that had budgeted for NPOs in a province, some had budgets for only one financial year, others we could not locate the 2013/14 annual report but only found the 2012/13 annual report. This is why we do not have the same number numbers of provincial departments with NPO budget for both years in the same province on Table 1 above. The study also noted that it was even more difficult to locate provincial reports from their websites; a majority of

these reports were retrieved through other search engines to achieve the level of response that the study has managed to produce. The list of all the provincial departments that were reviewed in the study is in Appendix 2 of the report.

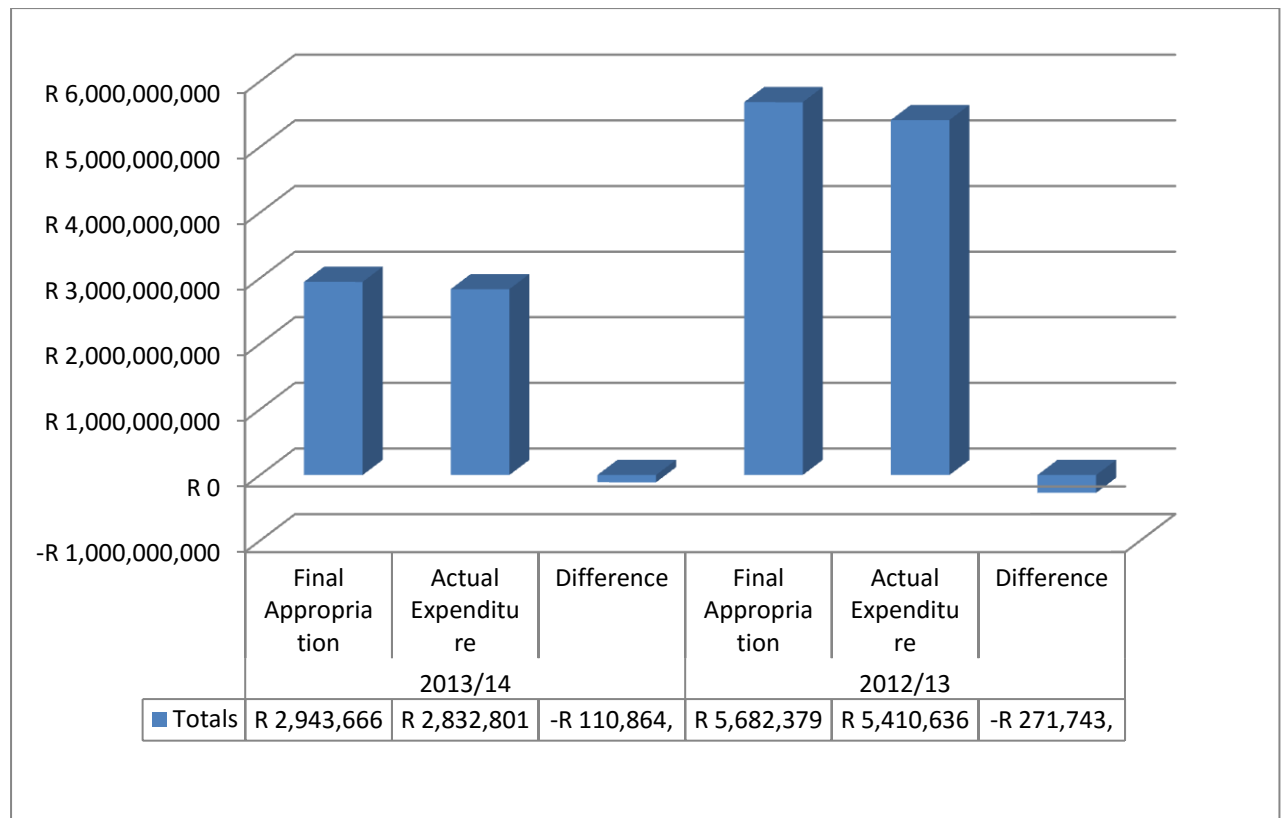
Table 3: Provincial Departments NPOs budget allocation and expenditure 2012/13 - 2013-14

	2013/14			2012/13		
	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Gauteng	R 2 943 666 000	R 2 832 801 900	-R 110 864 100	R 5 682 379 000	R 5 410 636 000	-R 271 743 000
Mpumalanga	R 835 224 000	R 833 305 000	-R 1 919 000	R 1 252 643 740	R 1 261 117 272	R 1 068 000
KwaZulu Natal	R 1 046 409 000	R 1 009 050 000	-R 37 359 000	R 2 609 126 000	R 296 646 000	-R 2 312 480 000
Limpopo	R 1 645 436 000	R 1 561 283 000	-R 84 153 000	R 1 585 990 000	R 1 553 187 000	-R 32 803 000
Eastern Cape	R 2 656 721 000	R 2 898 486 000	R 241 765 000	R 3 067 758 000	R 2 824 346 000	-R 243 412 000
Northern Cape	R 776 271 000	R 781 855 000	R 5 584 000	R 612 691 000	R 609 879 000	-R 2 812 000
Western Cape	R 1 482 424 325	R 1 474 538 325	-R 7 886 000	R 1 367 963 054	R 1 351 261 326	-R 16 701 728
North West	R 1 165 243 000	R 1 130 460 000	-R 34 783 000	R 2 414 481 000	R 2 391 375 000	-R 23 106 000
Free State	R 1 513 073 000	R 1 486 600 000	-R 26 473 000	R 1 472 924 000	R 1 377 325 253	-R 95 598 747
Total	R 14 064 467 325	R 14 008 379 225	-R 56 088 100	R 20 065 955 794	R 17 075 772 851	-R 2 997 588 475

The total allocation for NPOs from all the provincial departments who had budgeted for this item line was about R20.1 billion in the 2012/13 financial year, this was an increase from the previous year (2012/13) which was found to be about R14.1billion. Interestingly, Gauteng province had budgeted about R5.68 billion in 2012/13 and this budget dropped to R2.94 billion in 2013/14 regardless that the province has spent about R5.4 billion on NPO funding in 2012/13 financial year. The results also shows that there was a decrease, in some cases significant, of NPO funding allocation in some provinces resulting in decline overall in total budget allocated to NPOs in 2013/14 as compared to 2012/13. The decline in funding allocation may have been also influenced by the large under expenditure that was reported in during the 2012/13 financial year. The figures shows that during the 2012/13 financial, the total under expenditure on NPO funding in all provincial departments was recorded to be about R3.65 billion. This may have influenced other provinces or government to reduce the funding allocation to NPOs. However, the study shows that during the 2013/14 financial the under expenditure significantly decreased to about R523 million. It is also important to note that most provinces are under spending on NPO budget, in 2012/13 only one province - Mpumalanga - over spent on its budget all the other eight (8) provinces under spent. The following year, 2013/14, only two provinces over spent, Northern Cape and Eastern Cape, the rest has under spent.

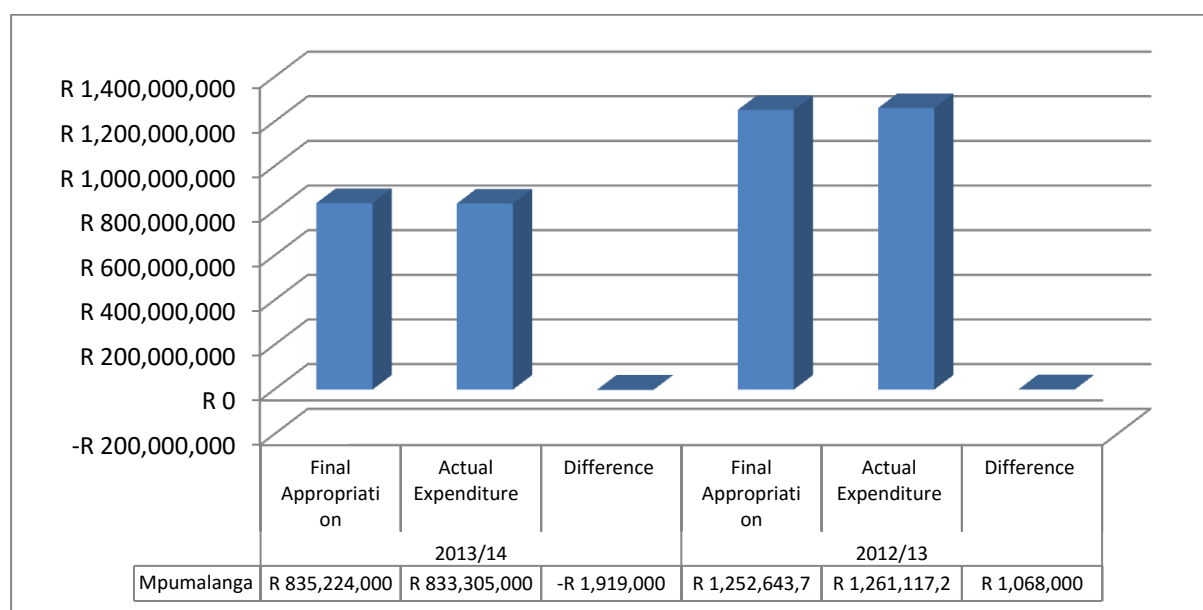
The total provincial under expenditure during the period we reviewed is estimated at just over R4 billion. This is a significant amount of money understanding the plight and the call by NPOs to see government increasing funding to them.

Figure 3: Gauteng NPO Allocation and Expenditure 2012/13-1013/14



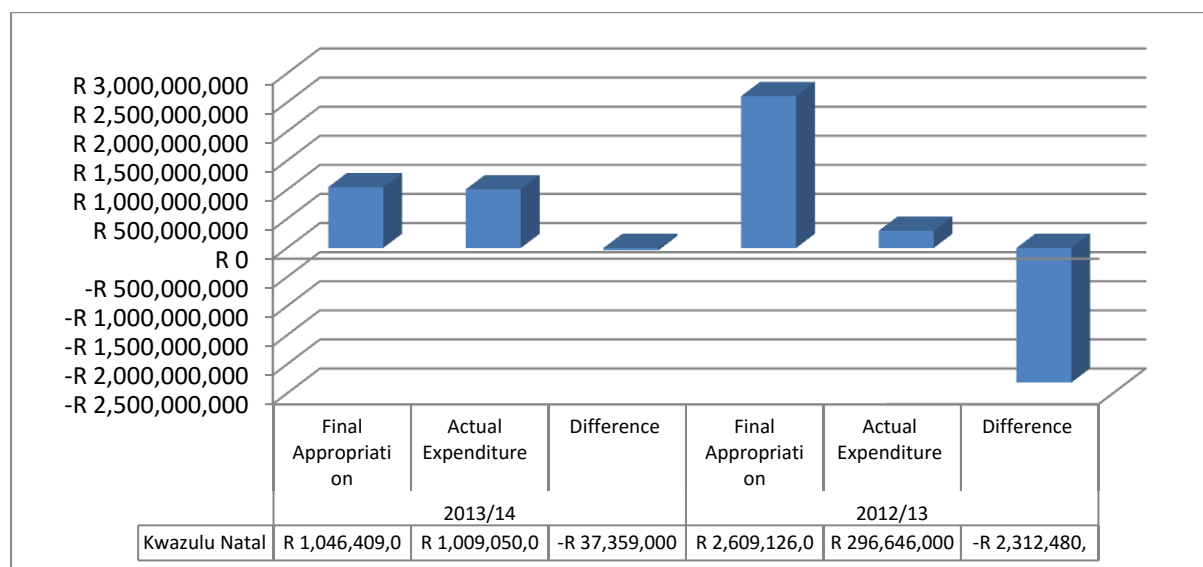
In Gauteng, the results show a dramatic decrease in NPO funding from about R5.68 billion in 2012/13 to about R2.94 billion in 2013/14. This decrease is caused by the fact that we could not find the annual reports for Departments of Social Development and Health. The two departments contribute about half of the province departments NPOs allocation. In 2011/12 the two departments contributed about R3.8 billion and in 2012/13 they contributed about R2.8 billion. These contributions by these two are significant in the total allocation by the province. It is clear therefore that the missing information is the main contributor to the decrease we are showing in this report

Figure 4: Mpumalanga NPO Allocation and Expenditure 2012/13-1013/14



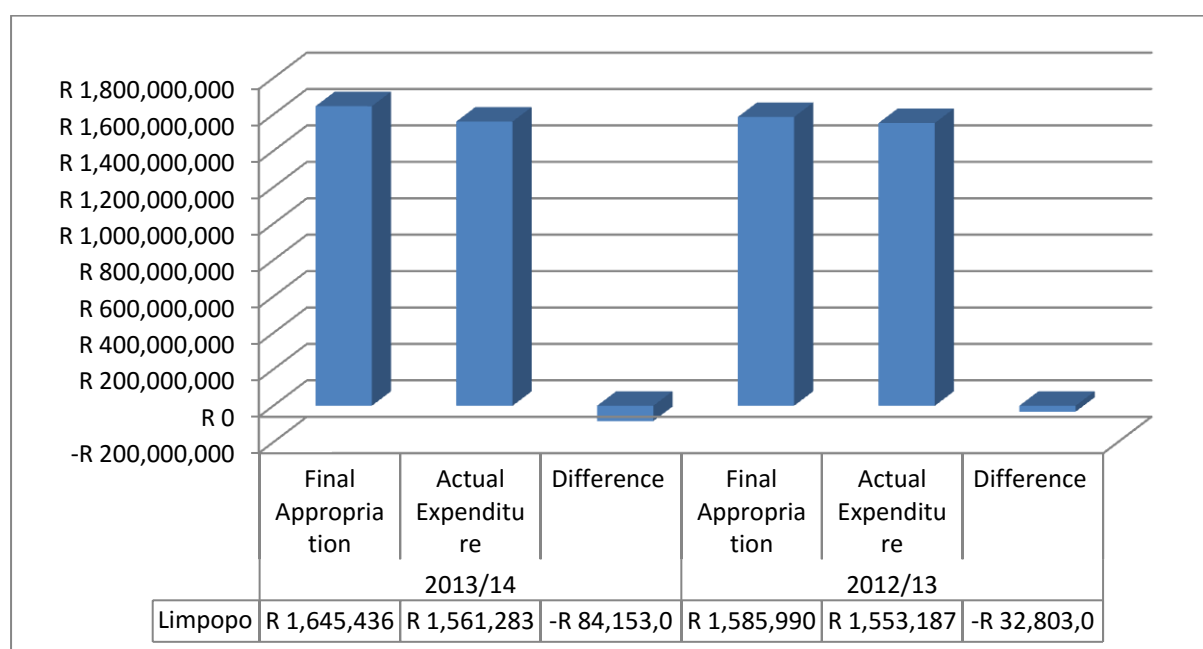
Mpumalanga province also showed a significant decline from about R1.26 billion in 2012/13 to about R835.2 million in 2013/14. The reason for this decline can be attributed to failure to locate the Department of Social Development annual report for that year, where else this department had allocated about R289.1 million in 2012/13 and R338 million in 2011/12. The missing information has a significant effect on the final figures, especially from departments that show a trend of allocating significant budgets for NPO funding. This suggests that the Provincial NPO allocation presented for the 2013/14 cannot be interpreted as decline but missing information.

Figure 5: KwaZulu Natal NPO Allocation and Expenditure 2012/13-1013/14



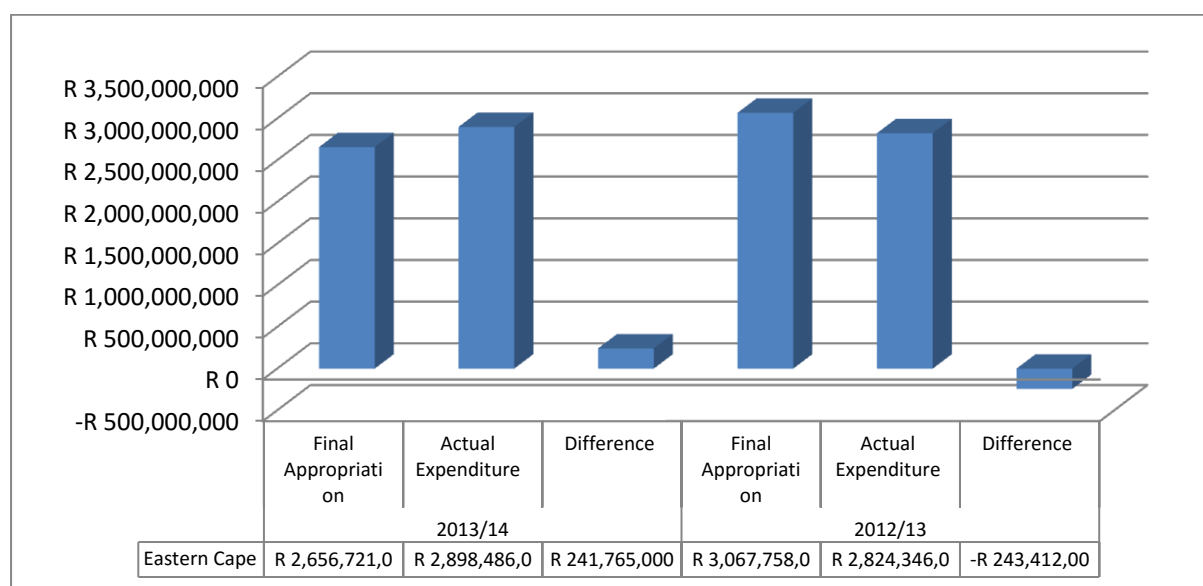
The study could only locate 9 annual reports from the 15 departments in the province. The total allocation for NPOs for 2013/14 was recorded as about R1 billion showing a decrease from the R2.6 billion allocated the previous financial year. When analysing the data, we found out that the cause of this decrease was due to incomplete data. We could not locate the 2013/14 annual report for the department of education. The 2012/13 annual report indicated that the Department of Education in KZN had allocated R2.1 billion which was about 80% of the total allocation for 2012/13. The absence of the information from department of education for 2013/14 has significantly affected the final figures of the province, thus it may look as if the province had decreased its allocation for NPO funding in 2013/14.

Figure 6: Limpopo NPO Allocation and Expenditure 2012/13-2013/14



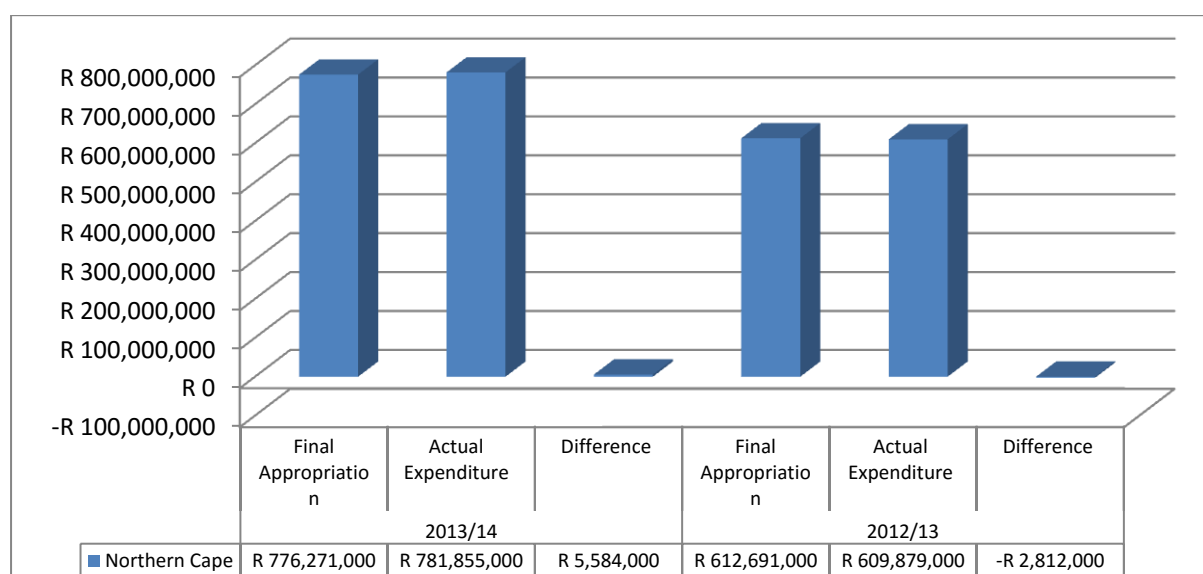
In Limpopo, of the ten (10) departments listed in the website, five of the departments had allocated NPO Funding allocation in the financial statement of the 2013/14 annual report. Two of the Departments, COGTA and Economic Development had no allocation for NPOs in 2013/14. The total provincial allocation for NPOs in Limpopo increased slightly from about R1.58 billion in 2012/13 to about R1.64 billion in 2013/14. However, on both financial years the province had under expenditures on the allocations. In 2012/13 the under expenditure was about R32.8 million, and in the following financial year it was more than doubled to about R84.1 million.

Figure 7: Eastern Cape NPO Allocation and Expenditure 2012/13-1013/14



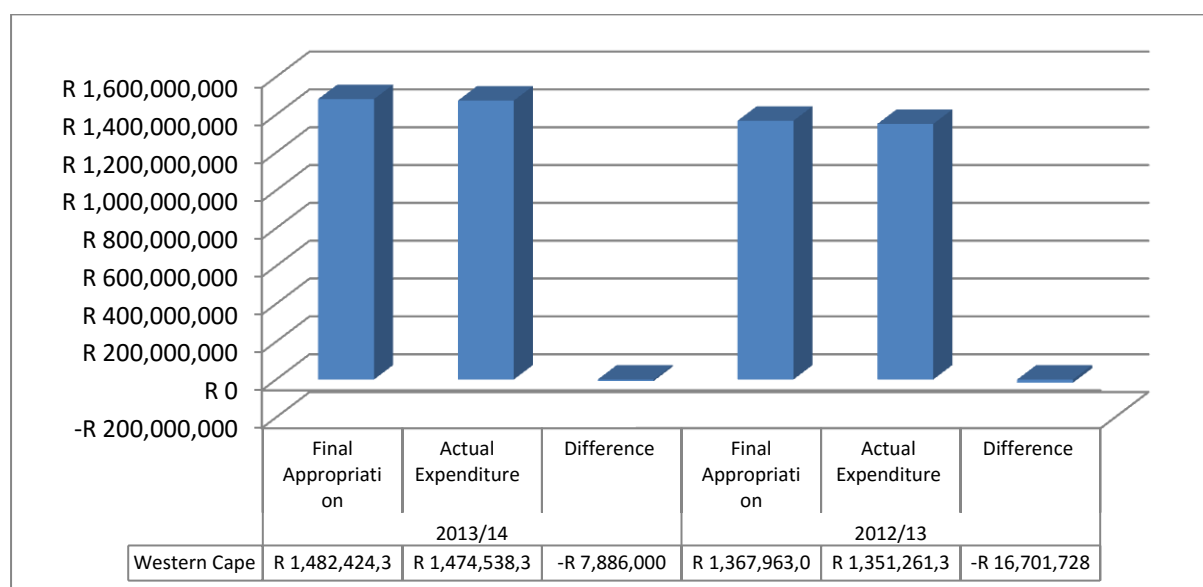
The Eastern Cape Province NPO allocation slightly decreased between the two financial years. The allocation was about R3 billion in 2012/13, this figure decreased to about R2.65 billion in the following year. The province had under spend by about R243.4 million in 2012/13, however in the following financial year they overspent by a total almost similar to the previous year under expenditure. The over expenditure in the 2013/14 in the province was contributed by the department of Basic Education, which alone had over spent by about R271.3 million, whilst the Department of Social Development under spent by about R29.5 million.

Figure 8: Northern Cape NPO Allocation and Expenditure 2012/13-1013/14



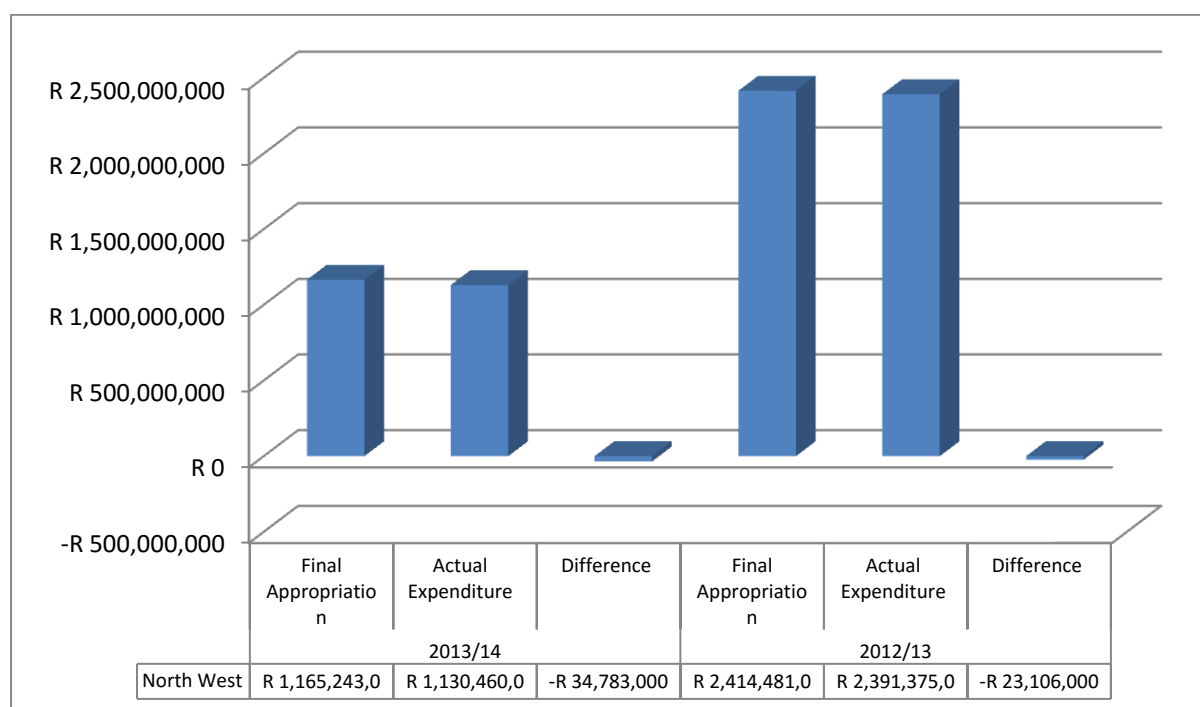
The Northern Cape had shown increase of about 21.3% in its NPO allocations in the two financial years. The NPO allocation increased from about R612.7 million in 2012/13 to about R776.3 million in 2013/14. In this province, in 2013/14, there was a significant increase in the allocation despite that two of the provincial departments - Agriculture and Sports - did not allocate any funding for NPOs in this financial year. The expenditure patterns shows that in 2012/13, the province under spent by about R2.8 million, whilst in the following year the province overspent by R5.6 million. However, both under expenditure and over expenditure are significantly smaller when compared to the overall allocation for both financial years.

Figure 9: Western Cape NPO Allocation and Expenditure 2012/13-2013/14



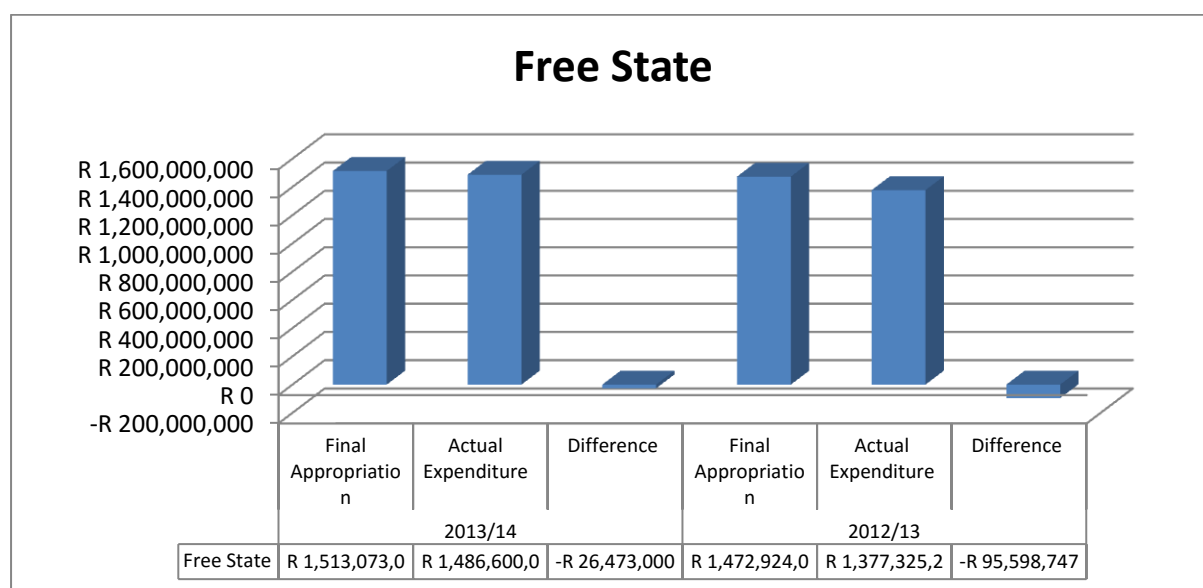
In the Western Cape, of the 13 listed provincial departments in the government website, 10 (77%) of them had NPO allocation in their financial statement of the annual report. The total provincial allocation for NPOs was about R1.37 billion in 2012/13, this allocation figure increased to about R1, 48 billion in the following financial year. Although, the province has under spent over the two year period, however, the under expenditure was insignificant. In the 2012/13 financial year, only four departments under spent totalling about R16.7 million, in the following financial year there were only two departments with an under expenditure of about R7.88 million.

Figure 10: North West NPO Allocation and Expenditure 2012/13-1013/14



The total departments' allocation for NPOs for 2012/13 was about R2.39 billion. In the following financial year the reported allocation decreased to about R1.165 billion. The decrease in the total funding of NPOs in the province was due to the Department of Health drastic reduction in NPO funding in 2013/14. The Provincial Department of Health had allocated R127 604 000 for NPO funding in 2012/13, this figure went down to R1 549 000 in 2013/14. Interestingly, this department had an over expenditure of about R33 000 in 2012/13 which may have indicated that the department may need to increase its funding levels for NPOs in the following year, but instead the allocation was drastically cut to just over R1.5 million. To understand such cuts the study would have applied a different method of inquiry, which would have allowed the researchers to have follow indepth discussions with provincial managers to source a better understanding form the department of health decision to cut NPO budget in this province.

Figure 11: Free State NPO Allocation and Expenditure 2012/13-1013/14



The Free State NPO allocation came from 5 departments out of the total of the eleven departments. The total reported NPO allocation for 2012/13 was about R1.47 billion, this allocation slightly increased to about R1.51 billion in the following financial year. The Free State Province reported under expenditure in both of the financial years. In 2012/13, the under expenditure was reported to be about R95.59 million, this figure decreased in the following financial to about R26.47 million.

The figures from provincial budget allocation to NPOs across all 9 provinces understanding that they are incomplete due to some provincial departments not posting their annual reports in their website, shows that government allocation to NPOs is significant. The fact that the research results are showing an allocation of over R20.1 billion in the financial year of 2012/13, and the allocation was over R14 billion in the following financial year suggests a willingness from the government to invest in funding NPOs in South Africa.

Interpretation of the variation in the funding period in this report cannot be interpreted as "decrease" in funding by provincial departments, but it is caused by missing information based on the research methodology the study used for data collection. However, the provincial results are a true reflection of the level of government funding for NPOs at provincial level from all provincial departments we have reviewed. It is also important to note at this point that, the true allocation and expenditure value is higher than what is reported given the fact that not all the

provincial departments that have shown a trend of budgeting significantly for NPOs we could not locate their annual reports for the years we reviewed. Despite of this study limitation, the results also proves that government is in fact, in its developmental policies, view NPOs as its development partner that needs resources to fulfil the national developmental mandates as per the requirements of the NPO act. It also confirms that the state and government, in its plan of developing a capable state, understand that the NPO sector in critical partner that does not only plays a passive role but an active role in improving the living conditions of poor communities in South Africa.

10.3. Summary of government allocation to NPOs

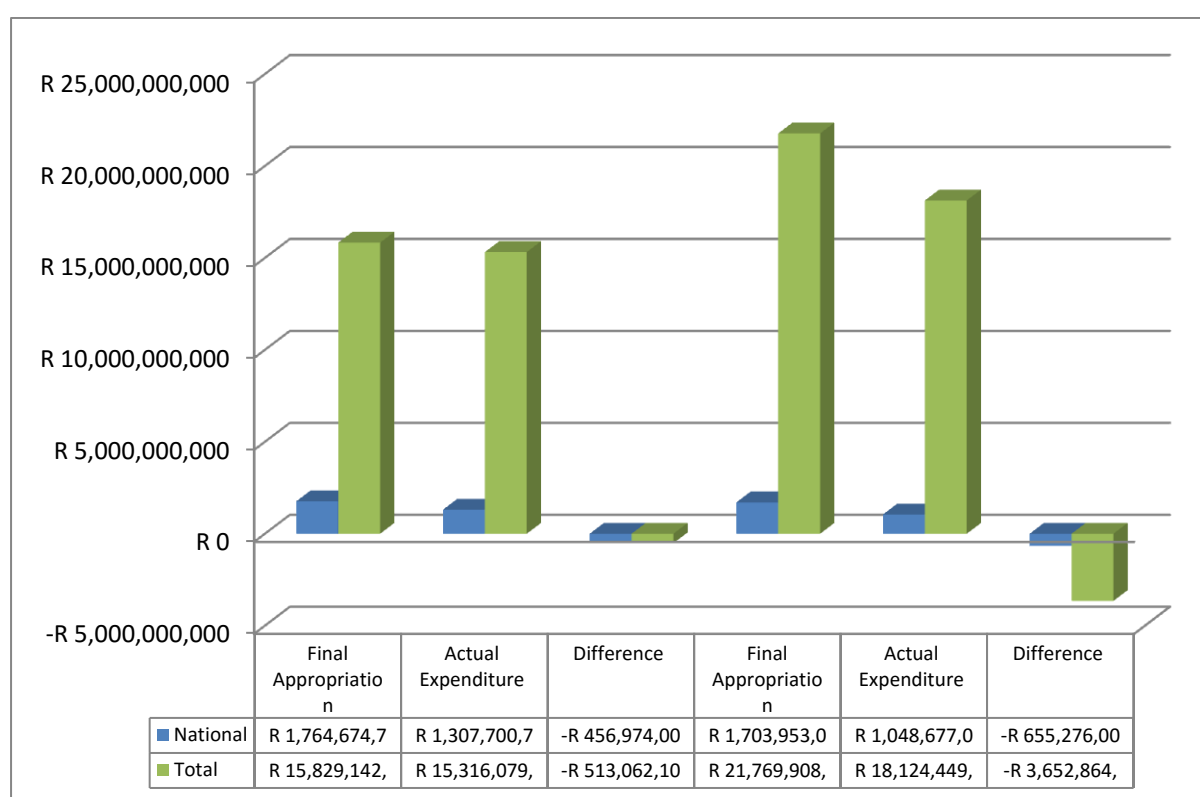
These two spheres of government fund NPOs independently of each other as defined in Chapter 5 and Chapter 6 of the republic of South Africa constitution. This means National and Provincial government departments invest resources to different NPOs operating in different sectors of the government agenda. The study has also shown that a number of national and provincial departments allocate budget to NPOs through their budgeting processes. This study is however, not concerned about the processes used, efficiencies and accountabilities required to fund NPOs by both spheres of government but to quantify the amount of money that these spheres of government budget and spent on NPOs.

Table 3: National and Provincial Departments NPOs budget allocation and expenditure 2012/13 - 2013-14

	2013/14			2012/13		
	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
National	R 1 892 249 000	R 1 425 302 100	-R 466 946 900	R 1 703 953 000	R 1 048 677 000	-R 655 276 000
Gauteng	R 2 943 666 000	R 2 832 801 900	-R 110 864 100	R 5 682 379 000	R 5 410 636 000	-R 271 743 000
Mpumalanga	R 835 224 000	R 833 305 000	-R 1 919 000	R 1 252 643 740	R 1 261 117 272	R 1 068 000
KwaZulu Natal	R 1 046 409 000	R 1 009 050 000	-R 37 359 000	R 2 609 126 000	R 296 646 000	-R 2 312 480 000
Limpopo	R 1 645 436 000	R 1 561 283 000	-R 84 153 000	R 1 585 990 000	R 1 553 187 000	-R 32 803 000
Eastern Cape	R 2 656 721 000	R 2 898 486 000	R 241 765 000	R 3 067 758 000	R 2 824 346 000	-R 243 412 000
Northern Cape	R 776 271 000	R 781 855 000	R 5 584 000	R 612 691 000	R 609 879 000	-R 2 812 000
Western Cape	R 1 482 424 325	R 1 474 538 325	-R 7 886 000	R 1 367 963 054	R 1 351 261 326	-R 16 701 728
North West	R 1 165 243 000	R 1 130 460 000	-R 34 783 000	R 2 414 481 000	R 2 391 375 000	-R 23 106 000
Free State	R 1 513 073 000	R 1 486 600 000	-R 26 473 000	R 1 472 924 000	R 1 377 325 253	-R 95 598 747
Total	R 15 956 716 325	R 15 433 681 325	-R 523 035 000	R 21 769 908 794	R 18 124 449 851	-R 3 652 864 475

Based on the financial data the study has been able to retrieve, in 2012/13 government departments were able to allocate just over R21.76 billion to NPOs, of this total, about R18.12 billion (83.1%) was spent on funding of NPOs that year. The under expenditure proportion of about R3.65 billion that year, compared to the total allocation may look small at about 16.9% however in value terms for NPOs operations and funding is significant. It is also important to note, that almost half on the under expenditure in that financial was contributed by national departments.

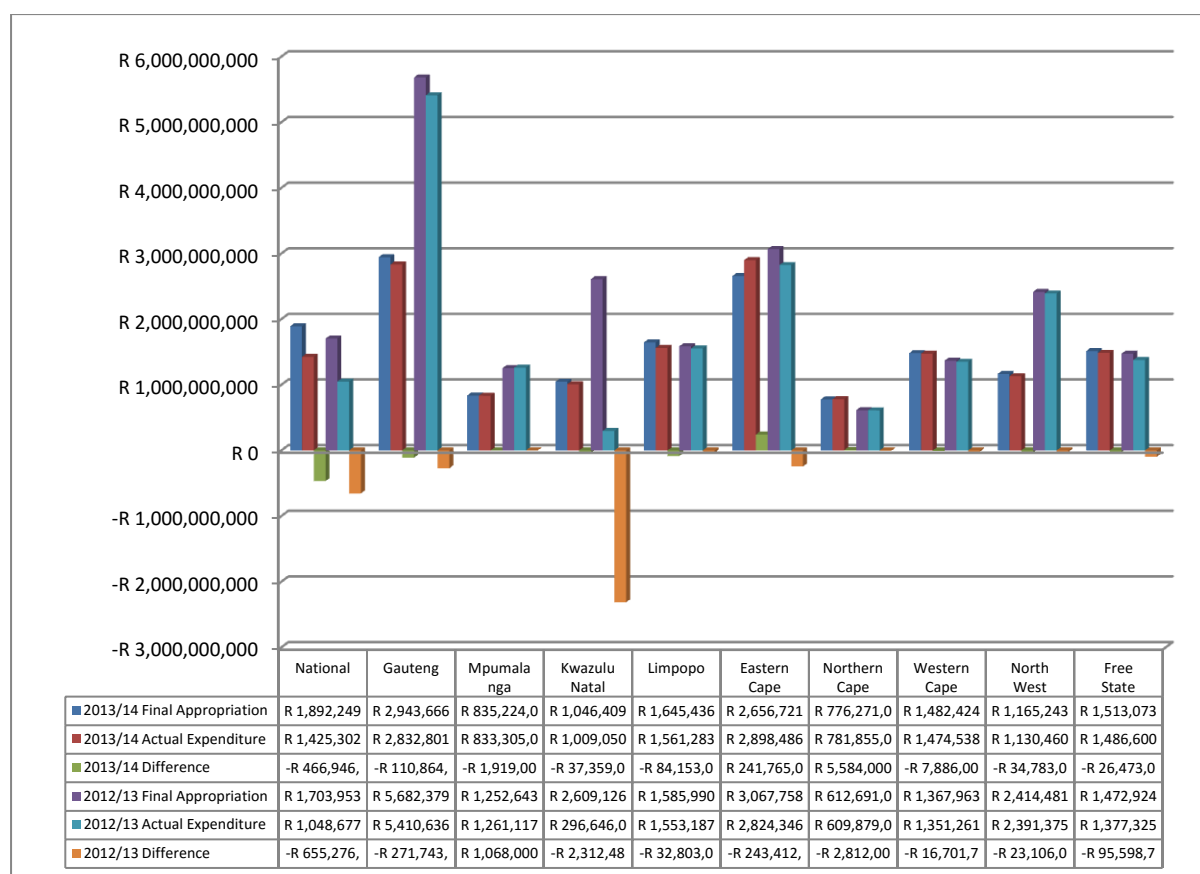
Figure 12: Comparison of National and Provincial Departments NPOs budget allocation and expenditure 2012/13 - 2013-14



The 2013/14 allocation dropped from about R21.76 billion to R15.83 billion. This is largely due to missing information rather than actual decrease due to planning and budgetary processes by departments. When analysing the data, it was clear that some provincial departments, significant enough to affect the final figures, had not posted their annual reports for 2013/14 in the department's websites. It is also important to note that in this financial year, from the total government NPO allocation, R15.32billion (96.7%) was spent by government on funding NPOs. This resulted in significant reduction on under spending which was found at about R513.1 million as opposed to an under expenditure of over R3.65 billion the previous year. It

is also important to note that the under expenditure has been largely contributed by national departments who under spent by about R456.9 million in the financial year of 2013/14.

Figure 13: Comparison of National and Provincial Departments NPOs funding levels and expenditure levels



The governments' NPOs funding levels seem to be equitable distributed across national and provincial departments, except for Gauteng and Eastern Cape which shown a higher than average range of funding whilst Northern Cape and Mpumalanga NPO funding allocation is lower given the size and population of these provinces. However, this shortage scenario can be explained by the lack of complete information from the source used to extract the data. Interestingly one can observe that national departments has visible under spending on NPO funding, this may be as a result that national departments, by their nature of constitutional mandate, are not an implementing arm of the state. It can also be noted that the department at national sphere that has largely contributed to the under spending is the Science and

Technology who may not have enough and sophisticated NPOs to fund in support of the department mandate, which is largely research and innovation.

When it comes to appropriating some budgets for CSOs, a number of Government departments across all 9 provinces have significant budgets and expenditure on CSOs. The amount of monies contributed by departments varies from department to department, which all explains the reason behind why some provinces had more monies appropriated for CSOs than other Provinces (as shown by figure 13 above). What can be deduced from the above figures and tables is that a significant number of government departments do appropriate and spend a portion of their budgets on NPOs.

Though the results of this study does provide the accurate NPO funding value by all government departments in both spheres who have budgeted for NPOs in the two years we have reviewed, but what it does is to show that there is a significant value that government departments invest in funding NPOs in South Africa. It is also clear that the two spheres of government are using NPOs to fulfil their respective mandates thus adding value in improving access to public services by using NPOs which have a better access to communities. There is no doubt that the state does fulfil its legislated mandate as defined in the NPO Act No. 71 of 1997, of encouraging and supporting non-profit organisations in their contribution to meeting the diverse needs of the population of the Republic by: i) creating an environment in which non-profit organisations can flourish; ii) creating an environment within which the public may have access to information concerning registered non-profit organisations; and iii) promoting a spirit of co-operation and shared responsibility within government, donors and amongst other interested persons in their dealings with non-profit organisations.

10.4. Annual reports reviewed

The figures which are showing governments' financial contribution in support of the work done by the NPOs in South Africa are accurate in relation to all the departments that we reviewed their annual reports for 2013/14 financial year, however the accurate total value of budget allocation by the National and Provincial Departments could not be established using this study methodology. This is so due to the reasons that some departments' annual reports were not available on their

websites or using other search engine. This means that there is missing information that could not be collected due to this limitation of the study as some departments had not uploaded their reports in their website or have any other methods that would allow other search engines to locate the reports at the time of data collection. Appendix 1 shows all the departments which have uploaded their annual reports, as well as those who did not conform, appendix 1 further reveals the national departments which have allocated and those that did not allocate funding for NPOs during the financial years of 2012/13 and 2013/14.

Out of a total number of 40 national departments that were subjects of this research, approximately 33 of them have uploaded their 2013/14 annual reports on their respective websites. This tells us that approximately 83% of the national departments that were studied have uploaded their annual reports on their respective websites, consequently 17% of the national government departments' annual reports were not found on the websites of the departments as shown in appendix1 of this report. Of the total (40) national government departments, 24 (60%) had budgeted for NPO funding, if we compare this figure to the number (33) of departments reports that were reviewed the proportion of national government departments budgeting for NPOs is reasonably high at 73%. What these results suggest to us that the figures of NPO funding from the national government departments would have been even higher than they are.

In a total of 113 Provincial departments that were subjects of the study, approximately 90 of them were found to have uploaded their annual reports of the 2013/14 financial year. This means approximately 80% of the provincial departments' annual reports of 2013/14 financial year were found through the search engine on the individual departments' website. Annual reports that were not found and therefore not analysed were approximately 20% of the provincial departments. Despite the vast amounts of financials which are contributed by government departments in creating an enabling environment for NPOs, the amounts could have been more had all the departments uploaded their respective annual reports on their website.

11. Discussion of results and recommendations

This is the first study undertaken by the National Development Agency to quantify the value of commitment and investment by government to not for profit organisations in South Africa. The NDA as an Agency of government tasked with working with the civil society sector, has a responsibility of ensuring that the sector has access to information that can advance efficiency and effectiveness of the sector. As a state Agency, it has also a responsibility to assist the state in its efforts of supporting the CSO sector. The sector and some social and development commentators have raised an issue on government failure to fund NGOs in the country. This study attempts to respond and provide factual information that can be shared with the sector and government on the issue of NGOs funding in South Africa.

There is a perception amongst the NPO sector and NPO funding lobby groups that since the democratic government took over, it has gradually neglected the NPO sector and thus funding by government has diminished. There is a number of publications by researchers and organisations advocating for NPOs in South Africa that has published papers and documents supporting the view that government is no longer funding NPOs. The NDA has had a number of consultation with the sector, and the sector has raised the same issue that government is no more funding NPOs thus they are unable to survive and operate. The results of this study, looking at only two financial years, has found that the government has allocated over R37.7 billion to NPOs over that period. This figure we know is an under estimation of the total value due the methodology used in the study, but is accurate figure for all the departments that were reviewed in this study. The study has also found that the departments funding NPOs at significant levels, such as health, social development, public works, rural development, and agriculture are responsible for developing communities in their various portfolios. This suggests that the funding of NPOs by government is targeted, purposeful and systematic. One can argue and say funding of NPOs by government has a purpose of ensuring that government programmes for developing communities are implemented at community level and NPOs are the ideal vehicle to perform this function.

There is also a debate and perception that the main source of funding for NGOs is the private sector and donors. However, one can argue that it is difficult to establish the major source of funding for the sector. Existing literature on funding of NGOs suggest that the level of funding from various sources is significant as compared to government. The literature indicates that indicated that, in 2011, it was reported that international donors, mainly from western governments and multilaterals reported \$1.2 billion in disbursements to South Africa. In 2008, the top 12 foreign governments providing development assistance showed they had committed about US\$585 million to the South African government to fund development work through the sector. Major foundations operating in South Africa funded civil society for over R1.8billion in 2008, in the same year over R150million funding for the sector came from local foundations. The Trialogue, a publication for CSIs report, in 2012 reported that the private sector funded civil society organisations for R8 billion through corporate social investment schemes. Whilst in 2009 the listed companies in the JSE showed that about R1.9 billion was spent on social and development projects. These figures suggest that NGOs does get funding from other sources and value is a significant contribution to funding of NPOs. However, one can say that from this study results, government remain the major funder of NPOs. The study has found that in 2012/13 government allocated over R20 billion to NPOs and in 2013/14, the funding was over R15 billion.

The government funding to NPOs seem to be embedded in a government planning and policy and processes. The budgeting templates for both national and provincial departments has an item for NPO Funding. This suggests that there is an expectation from all departments to consider funding NPOs. Those departments, who in their plans, have a role for NPOs budget for them. At the point of implementation, the expenditure column requires departments to report on how much they have spent against the budgeted amount. In the majority of these departments, the expenditure is over 90% against the budget suggesting that the allocated money is disbursed to NPOs funded by the departments. In this study, at national level, only one department had an over expenditure, whilst the majority had spent all the allocated money with few (7) of these departments showing under expenditure and the large share (96%) of that under expenditure was contributed by only one department. Interestingly at provincial sphere, the total under expenditure

was insignificant, out of the R15.95 billion budgeted, only a small fraction (0.004%) of R56 million was recorded as under expenditure. This may suggest that the planning, budgeting and implementation process at this level is functional and efficient. The money allocated to NPOs does go to the intended recipients.

The under expenditure, as much as it can be defined as not significant in proportional terms to the budget, but in real money terms it is significant, especially if the NPO sector perceive that the state is not putting much resources to it.

Table 3: Proportion (%) of actual expenditure and under expenditure on NPO funding 2012/13-2013/14

	2013/14			2012/13		
	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
National & Provincial	R 15 956 716 325	R 15 433 681 325	R 523 035 000	R 21 769 908 794	R 18 124 449 851	R 3 652 864 475
Percentage		96.72%	3.28%		83.25%	16.78%
National	R 1 892 249 000	R 1 425 302 100	R 466 946 900	R 1 703 953 000	R 1 048 677 000	R 655 276 000
Percentage		75.32%	24.68%		61.54%	38.46%
Provincial	R 14 064 467 325	R 14 008 379 225	R 56 088 100	R 20 065 955 794	R 17 075 772 851	R 2 997 588 475
Percentage		99.60%	0.40%		85.10%	14.94%

The under expenditure at both national and provincial spheres was very high or significant both in proportional terms and actual value in the 2012/13 financial year. However, in the 2013/14 period on both spheres of government under expenditure significantly dropped. The reasons for the decrease in under expenditure cannot be answered by this study as it did not take that line of enquiry. Second, we only look at only two time periods which does not provide reliable periods to start to observe trends. In the absence of such reliable information, we can however say there may have been some interventions by departments to reduce the under expenditure given the size of the sample of departments in this study.

The study was not set up to test any process issues in as far as funding of NPOs, however, the data collection method used relied on the availability of posted departments annual reports in the websites. This method was selected on the basis of government frameworks and policies. The National Treasury Framework for Strategic Plans and Annual Performance plans, states in section 4, under documents of the planning, budgeting and reporting cycle in part that: "*All planning and reporting*

documents are expected to be published on departmental or institutional websites, in addition to formal tabling in the relevant legislature." The expectation was therefore all departments comply with this government requirement. The study has found that many departments, in fact a significant number of the departments are not complying with this requirement. The important issue is access to the information, which may limit the NPOs sector to know which department budget for NPOs and they may want to link with that department for their own funding.

The results and the discussions presented suggest that we offer recommendations to some of the issues raised by this study.

There are perceptions from many sectors that government is not funding the NPOs sector. The study has confirmed that government is making significant investment on NPOs in South Africa. The department needs to have a process and programmes that informs NPOs on their funding levels and process for NPOs funding by government. This must be communicated using all communications channels including the Imbizos and community meetings.

The departments need to ensure that they comply with national frameworks and policies on making information available to the public. The fact that departments are not loading their annual reports on their websites makes it difficult for the public to access information. It is important for government to share information that may assist the public in knowing what the government is doing.

Further studies using different methodologies need to be undertaken to provide a complete picture on how government is supporting the NPO sector. A study that will use both qualitative and quantitative method would better answer the questions of how?, why? and for what? This study did not answer those questions which are very important for justification of the results. The study must also look at longer periods to ensure that it can establish trends that can be used to make inferences of the results. The researchers would therefore need to do a follow-up study on the issue of government funding to NPOs so as to provide an accurate picture of this study area.

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Appendix 1: National Departments Annual Reports Reviewed

	National Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
1.	Agriculture, Forestry and Fisheries	Report available	Appropriated	Appropriated
2.	Arts and Culture	Report available	Appropriated	Appropriated
3.	Basic Education	Report available	Appropriated	Appropriated
4.	Civilian Secretariat for Police	-	-	-
5.	Communications	Report available	-	-
6.	Cooperative Governance	Report available	appropriated	Appropriated
7.	Correctional Services	Report available	No appropriation	No appropriation
8.	Defence	Report available	Appropriated	Appropriated
9.	Economic Development	Report available	Appropriated	No appropriation
10.	Energy	Report available	Appropriated	No appropriation
11.	Environmental Affairs	Report available	No appropriation	No appropriation
12.	Health	Report available	Appropriated	Appropriated
13.	Higher Education and Training	-		
14.	Home Affairs	Report available	No appropriation	No appropriation
15.	Housing	Report available	No appropriation	Appropriated
16.	Human Settlements	Report available	No appropriation	No appropriation
17.	International Relations and Cooperation	Report available	No appropriation	No appropriation
18.	Justice and Constitutional Development	Report available	No appropriation	No appropriation
19.	Labour	Report available	Appropriated	Appropriated
20.	Military Veterans	Report available	No appropriation	No appropriation

	National Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
21.	Mineral Resources	Report available	No appropriation	No allocation
22.	National Treasury			Appropriated
23.	Public Enterprises	Report available	No appropriation	No appropriation
24.	Public Service and Administration	Report available	No appropriation	No appropriation
25.	Public Works	Report available	Appropriated	Appropriated
26.	Rural Development and Land Reform	Report available	Appropriated	Appropriated
27.	Science and Technology	Report available	Appropriated	Appropriated
28.	Social Development	Report available	Appropriated	Appropriated
29.	SA Police Service	Report available	Appropriated	No appropriation
30.	Small Business Development	Report Available	No appropriation	No appropriation
31.	State Security Agency	Report not found	-	-
32.	Sport and Recreation	Report available	Appropriated	Appropriated
33.	Telecommunications and Postal Services	Report available	Appropriated	Appropriated
34.	Tourism	Report available	Appropriated	Appropriated
35.	Trade and Industry	Report available	Appropriated	Appropriated
36.	Traditional Affairs / COGTA	Report available	Appropriated	Appropriated
37.	Transport			Appropriated
38.	Water and Sanitation	Report available	Appropriated	Appropriated
39.	Women	Report available	No appropriation	No appropriation
40.	The Presidency	Report available		Appropriated

Appendix 2: List of provincial government departments

	Provincial Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
1	Eastern Cape			
2	Department of Economic Development, Environmental Affairs and Tourism	Report available	Appropriated	Appropriated
3	Department of Education	Report available	Appropriated	Appropriated
4	Department of Health	Report not accessible	No appropriation	No appropriation
5	Department of Human Settlements	No report		
6	Department of Local Government and Traditional Affairs	No report		
7	Department of Provincial Planning and Treasury	Report available	No appropriation	No appropriation
8	Department of Roads and Public Works	Report available	No appropriation	Appropriated
9	Department of Rural Development and Agrarian Reform	Report available	Appropriated	Appropriated
10	Department of Safety and Liaison	Report available		
11	Department of Social Development and Special Programmes	Report available	Appropriated	Appropriated
12	Department of Sport, Recreation, Arts and Culture	Report available	Appropriated	Appropriated
13	Department of Transport	No report	No appropriation	No appropriation
	Free State			
14	Department of the Premier	Report available	No appropriation	No appropriation
15	Department of Agriculture and Rural Development	Report available		
16	Department of Cooperative Governance and Traditional Affairs	Report available	Appropriated	Appropriated
17	Department of Economic Development, Tourism and Environmental Affairs	Report available		

	Provincial Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
18	Department of Education	Report available	Appropriated	Appropriated
19	Department of Health	Report available	Appropriated	Appropriated
20	Department of Human Settlements	Report available	No appropriation	No appropriation
21	Department of Police, Roads and Transport	Report available	No appropriation	No appropriation
22	Department of Public Works	Report available	No appropriation	No appropriation
23	Department of Social Development	Report available	Appropriated	Appropriated
24	Department of Sports, Arts, Culture and Recreation	Report available	Appropriated	Appropriated
	Department of Treasury	Report available		
	Gauteng			
25	Department of Agriculture and Rural Development	Report available	Appropriated	Appropriated
26	Department of Community Safety	No report		
27	Department of Economic Development	Report available	No appropriation	No appropriation
28	Department of Education	Report available	Appropriated	Appropriated
29	Department of Finance	Report available	No appropriation	No appropriation
30	Department of Health	No report		Appropriated
31	Department of Human Settlements	No report		
32	Department of Infrastructure Development	Report available	No appropriation	No appropriation
33	Department of Roads and Transport	No report		
34	Department of Social Development	No report		Appropriated
35	Department of Sport, Arts, Culture and Recreation	Report available	Appropriated	Appropriated
36	Gauteng Provincial Treasury	No report		
37	Gauteng Provincial Legislature	No report		
	Office of the Premier	Report available	Appropriated	Appropriated
	KwaZulu-Natal			

	Provincial Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
38	Office of the Premier	Report available	Appropriated	Appropriated
39	Department of Agriculture and Rural Development	Report available	No appropriation	No appropriation
40	Department of Arts and Culture	Report available	Appropriated	Appropriated
41	Department of Community Safety and Liaison	Report available	Appropriated	Appropriated
42	Department of Cooperative Governance and Traditional Affairs	Report available	No appropriation	Appropriated
43	Department of Economic Development, Tourism and Environmental Affairs	Report available	No report	No report
44	Department of Education	No report	No report	Appropriated
45	Department of Health	Report available	Appropriated	Appropriated
46	Department of Human Settlements	Report available	No appropriation	No appropriation
47	Department of Public Works	Report available	No appropriation	No appropriation
48	Department of Social Development	Report available	Appropriated	Appropriated
49	Department of Sport and Recreation	Report available	Appropriated	Appropriated
50	Department of Transport	Report available	No appropriation	No appropriation
51	Provincial Planning Commission	Report available		
52	Provincial Treasury	Report available	Appropriated	Appropriated
	Limpopo			
53	Department of Agriculture	Report available	No appropriation	Appropriated
54	Department of Education	Report available	Appropriated	Appropriated
55	Department of Economic Development, Environment and Tourism	Report available	No appropriation	Appropriated
56	Department of Health and Social Development	Report available	Appropriated	Appropriated
57	Department of Cooperative Governance, Human Settlement and Traditional Affairs	Report available	Appropriated	
58	Department of Public Works, Roads and Infrastructure	Report available	No appropriation	No appropriation

	Provincial Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
59	Department of Safety, Security and Liaison	No report		
60	Department of Sport, Arts and Culture	Report available	Appropriated	Appropriated
61	Department of Transport	No report	No appropriation	No appropriation
62	Provincial Treasury	No report		
	Mpumalanga			
63	Office of the Premier	Report available	No appropriation	No appropriation
64	Department of Agriculture, Rural Development and Land Administration	No report	No appropriation	No appropriation
65	Department of Community Safety, Security and Liaison	Report available	No appropriation	No appropriation
66	Department of Cooperative Governance and Traditional Affairs	Report available	Appropriated	Appropriated
67	Department of Culture, Sport and Recreation	Report available	Appropriated	Appropriated
68	Department of Economic Development, Environment and Tourism	Report available	No appropriation	No appropriation
69	Department of Education	Report available	Appropriated	Appropriated
70	Department of Finance	Report available		
71	Department of and Social Development	Report available	No appropriation	Appropriated
72	Department of Human Settlements	Report available	No appropriation	No appropriation
73	Department of Public Works, Roads and Transport	Report available	No appropriation	No appropriation
	Provincial legislature	No report		
	Health	No report	No appropriation	Appropriated
	Northern Cape			
74	Office of the Premier	Report available	No appropriation	No appropriation
75	Department of Agriculture, Land Reform and Rural Development	Report available	No appropriation	No appropriation

	Provincial Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
76	Department of Cooperative Governance, Human Settlement and Traditional Affairs	Report available	Appropriated	Appropriated
77	Department of Education	Report available	Appropriated	Appropriated
78	Department of Environment and Nature Conservation	Report available	No appropriation	No appropriation
79	Department of Finance, Economic Affairs and Tourism	Report available	No appropriation	No appropriation
80	Department of Health	Report available	Appropriated	Appropriated
81	Department of Roads and Public Works	Report available	No appropriation	No appropriation
82	Department of Social Development	Report available	Appropriated	appropriated
83	Department of Sport, Arts & Culture	Report available	Appropriated	Appropriated
84	Department of Transport, Safety and Liaison	Report available	Appropriated	Appropriated
85	Provincial Legislature	Report available	Appropriated	Appropriated
	North West			
86	Office of the Premier	Report available	Appropriated	Appropriated
87	Department of Community Safety and Transport Management	Report available	Appropriated	Appropriated
88	Department of Culture, Arts and Traditional Affairs	Report available	Appropriated	Appropriated
89	Department of Education and Sport Development	Report available	Appropriated	Appropriated
90	Department of Finance, Economy and Enterprise Development	Report available	No appropriation	No appropriation
91	Department of Health	Report available	Appropriated	Appropriated
92	Department of Local Government and Human Settlements	Report available	Appropriated	Appropriated
93	Department of Public Works and Roads	Report available	No appropriation	No appropriation
94	Department of Rural, Environment and Agricultural Development	No report		
95	Department of Social Development	Report available	Appropriated	Appropriated
96	Department of Tourism	No report		

	Provincial Departments	2013/14 annual report Found	2013/14 Funding	2012/13 Funding
97	Provincial Legislature	Report available	No appropriation	No appropriation
	Western Cape			
98	Department of Agriculture	Report available	Appropriated	Appropriated
99	Department of Community Safety	Report available	Appropriated	No allocation
100	Department of Cultural Affairs and Sport	Report available	Appropriated	Appropriated
101	Department of Economic Development and Tourism	Report available	Appropriated	Appropriated
102	Department of Education	Report available	Appropriated	Appropriated
103	Department of Environmental Affairs and Development Planning	Report available	Appropriated	Appropriated
104	Department of Health	Report available	Appropriated	Appropriated
105	Department of Human Settlements	Report available	No appropriation	No appropriation
106	Department of Local Government	Report inaccessible		Allocated
107	Department of Social Development	Report available	Appropriated	Appropriated
108	Department of Transport and Public Works	Report available	Appropriated	Appropriated
109	Department of the Premier	Report available	Appropriated	Appropriated
110	Provincial Treasury	Report available	No appropriation	No appropriation

Appendix 3: National NPO Budget allocation and expenditure data sheet

	2013/14			2012/13		
National Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Health	R 211 058 000	R 209 654 000	-R 1 404 000	R 201 255 000	R 196 213 000	-R 5 042 000
Basic Education	R 15 050 000	R 15 050 000	R 0	R 6 050 000	R 6 050 000	R 0
Social Development	R 104 007 000	R 89 884 000	-R 14 123 000	R 71 678 000	R 71 553 000	-R 125 000
Agric & Forestry	R 20 318 000	R 19 092 000	-R 1 226 000	R 13 351 000	R 13 351 000	R 0
Public Works	R 438 281 000	R 448 679 000	R 10 398 000	R 282 724 000	R 292 627 000	R 9 903 000
Sports & Recreation	R 174 656 000	R 174 656 000	R 0	R 222 174 000	R 221 272 000	-R 902 000
Housing	R 0	R 0	R 0	R 400 000	R 400 000	R 0
Defence	R 7 701 000	R 7 701 000	R 0	R 8 401 000	R 8 401 000	R 0
COGTA	R 17 117 000	R 13 888 000	-R 3 229 000	R 5 903 000	R 3 693 000	-R 2 210 000
Environmental	R 1 517 000	R 1 517 000	R 0	R 6 888 000	R 6 887 000	-R 1 000
Tourism	R 26 000 000	R 26 000 000	R 0	R 26 585 000	R 26 060 000	-R 525 000
Labour	R 127 702 000	R 127 702 000	R 0	R 88 711 000	R 88 030 000	-R 681 000
Water	R 1 410 000	R 1 108 100	-R 301 900	R 674 000	R 490 000	-R 184 000
Trade	R 27 885 000	R 27 885 000	R 0	R 23 900 000	R 23 900 000	R 0
Presidency	R 0	R 0	R 0	R 110 000	R 110 000	R 0
Science & Technology	R 533 502 000	R 84 701 000	-R 448 801 000	R 718 814 000	R 63 305 000	-R 655 509 000
Police	R 1 000 000	R 1 000 000	R 0	R 0	R 0	R 0
Rural Development	R 6 433 000	R 6 433 000	R 0	R 5 061 000	R 5 061 000	R 0
Arts & Culture	R 110 512 000	R 102 252 000	-R 8 260 000	R 12 873 000	R 12 873 000	R 0
Economic Development	R 7 701 000	R 7 701 000	R 0	R 8 401 000	R 8 401 000	0
Energy	R 60 000 000	R 60 000 000	R 0	R 0	R 0	0
Telecommunications & Postal Services	R 399 000	R 399 000	0			
National Treasury	0	0	0	R 85 000	R 0	
Transport	0	0	0	R 17 827 000	R 17 827 000	
Totals	R 1 892 249 000	R 1 425 302 100	-R 466 946 900	R 1 703 953 000	R 1 048 677 000	-R 655 276 000

Appendix 4: Provincial Departments NPO Budget allocation and expenditure data sheet

Gauteng	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Education	R 2 874 341 000	R 2 763 853 000	-R 110 488 000	R 2 859 243 000	R 2 686 863 000	-R 172 380 000
Health			R 0	R 916 785 000	R 817 505 000	-R 99 280 000
Social Development			R 0	R 1 886 561 000	R 1 886 561 000	R 0
Sports, Arts, Culture and Recreation	R 31 006 000	R 30 629 000	-R 377 000	R 19 790 000	R 19 648 000	-R 142 000
Office of the Premier	R 37 710 000	R 37 710 000	R 0	R 0	R 0	R 0
Agriculture and Rural Development	R 609 000	R 609 900	R 900	R 60 000	R 59 000	-R 1 000
Office of the Premier	R 37 710 000	R 37 710 000	R 0			
Totals	R 2 943 666 000	R 2 832 801 900	-R 110 864 100	R 5 682 379 000	R 5 410 636 000	-R 271 743 000

Mpumalanga	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Education	R 814 554 000	R 813 280 000	-R 1 274 000	R 942 837 000	R 951 327 000	R 8 490 000
Social Development			R 0	R 289 122 000	R 290 190 000	R 1 068 000
Culture, Sport & Recreation	R 7 700 000	R 7 080 000	-R 620 000	R 10 500 000	R 9 570 000	-R 930 000
COGTA	R 12 970 000	R 12 945 000	-R 25 000	R 10 030 000	R 9 880 000	-R 150 000
Health				R 154 740	R 150 272	-4468
Totals	R 835 224 000	R 833 305 000	-R 1 919 000	R 1 252 643 740	R 1 261 117 272	R 8 473 532

KwaZulu--Natal	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Health	R 277 683 000	R 256 751 000	-R 20 932 000	R 281 361 000	R 277 586 000	-R 3 775 000
Cogta	R 0	R 0	R 0	R 100 000	R 100 000	R 0
Sport and Recreation	R 26 869 000	R 27 211 000	R 342 000	R 18 960 000	R 18 960 000	R 0
Agriculture & Rural development	R 1 000 000	R 250 000	-R 750 000	R 10 921 000	R 10 921 000	R 0
Arts & Culture	R 39 391 000	R 33 450 000	-R 5 941 000	R 29 155 000	R 29 105 000	-R 50 000
Economic Development, Tourism & Environmental Affairs	R 701 466 000	R 691 388 000	-10078000	R 125 978 000	R 112 078 000	-13900000
Education			0	R 2 142 651 000	R 2 043 676 000	-98975000
Social Development	R 671 349 000	R 741 684 000	70335000	586966000	587278000	312000
Treasury	R 85 168 000	R 82 199 000	-2969000	R 77 225 000	R 77 456 000	231000
Totals	R 1 046 409 000	R 1 009 050 000	-R 37 359 000	R 2 609 126 000	R 296 646 000	-R 2 312 480 000

Limpopo	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Cooperative Governance, Human settlements and Traditional Affairs	R 2 616 000	R 2 614 000	-R 2 000	R 7 070 000	R 3 512 000	-R 3 558 000
Education	R 917 197 000	R 905 406 000	-R 11 791 000	R 853 037 000	R 825 872 000	-R 27 165 000
Heath	R 324 128 000	R 282 515 000	-R 41 613 000	R 285 304 000	R 286 079 000	R 775 000
Social Development	R 397 820 000	R 367 091 000	-R 30 729 000	R 364 598 000	R 362 836 000	-R 1 762 000
Sport, Arts and Culture	R 3 675 000	R 3 657 000	-R 18 000	R 0	R 888 000	R 888 000
Economic Development, Environment and tourism	R 0	R 0	R 0	R 74 000 000	R 74 000 000	R 0
Agriculture				R 1 981 000		
Totals	R 1 645 436 000	R 1 561 283 000	-R 84 153 000	R 1 585 990 000	R 1 553 187 000	-R 32 803 000

Eastern Cape	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Education	R 2 106 246 000	R 2 377 584 000	R 271 338 000	R 2 599 940 000	R 2 361 604 000	R 238 336 000
Economic Development, Environmental Affairs and Tourism	R 1 000 000	R 1 000 000	R 0	R 144 000	R 144 000	R 0
Rural Development and Agrarian Reform	R 31 282 000	R 31 282 000	R 0	R 31 806 000	R 31 806 000	R 0
Social Development and special Programmes	R 484 810 000	R 455 237 000	-R 29 573 000	R 409 895 000	R 404 821 000	-R 5 074 000
Sports, Recreation, Arts and Culture	R 33 383 000	R 33 383 000	R 0	R 25 853 000	R 25 851 000	-R 2 000
Roads and Public Works	R 0	R 0	R 0	R 120 000	R 120 000	R 0
Totals	R 2 656 721 000	R 2 898 486 000	R 241 765 000	R 3 067 758 000	R 2 824 346 000	-R 243 412 000

Northern Cape	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Provincial Legislature	R 221 890 000	R 221 890 000	R 0	R 21 073 000	R 21 073 000	R 0
Agriculture, Land Reform & Development			R 0	R 3 649 000	R 1 826 000	-R 1 823 000
Cooperative Governance, Human Settlements & Traditional Affairs	R 500 000	R 57 000	-R 443 000	R 500 000	R 500 000	R 0
Education	R 324 807 000	R 330 892 000	R 6 085 000	R 402 498 000	R 402 498 000	R 0
Social Development	R 183 150 000	R 183 088 000	-R 62 000	R 130 322 000	R 130 222 000	-R 100 000
Health	R 41 573 000	R 41 626 000	R 53 000	R 48 517 000	R 48 517 000	R 0
Sports	R 2 368 000	R 2 319 000	-R 49 000	R 3 487 000	R 2 598 000	-R 889 000
Transport	R 1 983 000	R 1 983 000	R 0	R 2 645 000	R 2 645 000	R 0
Totals	R 776 271 000	R 781 855 000	R 5 584 000	R 612 691 000	R 609 879 000	-R 2 812 000

Western Cape	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Agriculture	R 38 977 000	R 38 977 000	R 0	R 1 387 000	R 1 387 000	R 0
Community Safety	R 2 467 000	R 2 467 000	R 0			R 0
Cultural Affairs & Sport	R 53 134 000	R 53 134 000	R 0	R 34 497 000	R 34 497 000	R 0
Economic Development	R 85 588 000	R 85 588 000	R 0	R 73 260 000	R 72 280 000	-R 980 000
Education	R 1 604 325	R 1 604 325	R 0	R 1 605 054	R 1 603 326	-R 1 728
Environmental Affairs & Development Planning	R 500 000	R 500 000	R 0	R 500 000	R 500 000	R 0
Health	R 416 570 000	R 408 767 000	-R 7 803 000	R 362 427 000	R 348 080 000	-R 14 347 000
Public Works & Transport	R 1 000 000	R 1 000 000	R 0	R 500 000	R 500 000	R 0
Social Development	R 869 677 000	R 869 594 000	-R 83 000	R 765 751 000	R 764 378 000	-R 1 373 000
Local Government				R 926 000	R 926 000	
Office of the Premier	R 12 907 000	R 12 907 000		R 127 110 000	R 127 110 000	
Totals	R 1 482 424 325	R 1 474 538 325	-R 7 886 000	R 1 367 963 054	R 1 351 261 326	-R 16 701 728

Free State	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Provincial Legislature			R 0	R 241 000	R 241 000	R 0
Cooperative Governance & Traditional Affairs	R 2 089 000	R 1 845 000	-R 244 000	R 286 000	R 286 000	R 0
Health	R 80 343 000	R 70 001 000	-R 10 342 000	R 70 738 000	R 53 253	-R 70 684 747
Education	R 1 037 034 000	R 1 022 657 000	-R 14 377 000	R 1 054 081 000	R 1 039 291 000	-R 14 790 000
Social Development	R 364 329 000	R 362 848 000	-R 1 481 000	R 343 916 000	R 333 793 000	-R 10 123 000
Sports, Arts, Culture & Recreation	R 29 278 000	R 29 249 000	-R 29 000	R 3 662 000	R 3 661 000	-R 1 000
Totals	R 1 513 073 000	R 1 486 600 000	-R 26 473 000	R 1 472 924 000	R 1 377 325 253	-R 95 598 747

North West	2013/14			2012/13		
Departments	Final Appropriation	Actual Expenditure	Difference	Final Appropriation	Actual Expenditure	Difference
Community Safety & Transport Management	R 665 000	R 664 000	-R 1 000	R 754 000	R 754 000	R 0
Sports, Arts, Culture and Recreation	R 15 800 000	R 15 250 000	-R 550 000	R 6 422 000	R 5 051 000	-R 1 371 000
Health	R 1 549 000	R 1 549 000	R 0	R 127 604 000	R 127 637 000	R 33 000
Social Development	R 224 520 000	R 210 288 000	-R 14 232 000	R 176 916 000	R 171 660 000	-R 5 256 000
Education	R 922 709 000	R 902 709 000	-R 20 000 000	R 1 037 448 000	R 1 020 936 000	-R 16 512 000
Office of the Premier	R 840 000	R 840 000		R 790 000	R 790 000	R 0
Local Government & Human Settlements	R 1 417 800 000	R 1 417 785 000	R 15 000 000	R 1 064 547 000	R 1 064 547 000	R 0
Totals	R 1 165 243 000	R 1 130 460 000	-R 34 783 000	R 2 414 481 000	R 2 391 375 000	-R 23 106 000



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