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THE CHALLENGES OF COORDINATING THE VICTIM EMPOWERMENT PROGRAMME IN THE GAUTENG PROVINCE

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THE CHALLENGES OF COORDINATING THE VICTIM EMPOWERMENT PROGRAMME IN THE GAUTENG PROVINCE

Fikile Monwabisi Faltein

A research report submitted to the Faculty of Commerce, Law and Management, University of the Witwatersrand, in partial fulfilment of the requirement for the degree of Master of Management, in the field of Public and Development Management.

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Abstract

With the adoption of the National Crime Prevention Strategy in 1996, the government of South Africa developed and implemented victim empowerment policies that are meant to improve service delivery to victims of crime and violence. One of these policies is the National Policy Guidelines for Victim Empowerment, which provides a framework for sound inter-departmental and inter-sectoral collaboration in managing victim empowerment. The purpose of this study was to investigate and explore challenges experienced in coordinating the Victim Empowerment Programme. The researcher has interviewed Victim Empowerment Coordinators in the Gauteng Province. One of the main findings of this research was that coordination of the Victim Empowerment Programme is negatively affected by duplication of efforts, lack of participation and lack of authority to coordinate. It was also established that factors like inadequate funding, insufficient human resources and lack of a consolidated voice of civil society organisations have contributed to the inadequate implementation of the Victim Empowerment Programme.

Declaration

I, Fikile Monwabisi Faltein, hereby declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management, in the field of Public and Development Management, at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination at any other University.

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Fikile Monwabisi Faltein

30 November 2010

Dedication

This report is dedicated to my late grandmother, Ms. Khungeka Deborah Sihlali for instilling in me a culture of hard work and emphasising the importance of education to all her grandchildren. It is very unfortunate that she did not live to taste the fruit of her making, but it is good to know that she is in Heaven next to the Lord for she has surely earned that position.

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CHAPTER 1: INTRODUCTION

1.1 INTRODUCTION

South Africa is characterised by high levels of victimisation (Nel & Judge, 2008; Beukman & Conradie, 2007). This is a major concern to both the Government and the general population of South Africa (Frank, 2007). During the State of the Nation Address on 3 June 2009, the President of the Republic of South Africa, President Jacob Zuma, promised to intensify the fight against crime and establish a transformed, integrated, modernised, properly resourced and well-managed criminal justice system (The Presidency, 2009)

Official crime statistics show that the number of violent crimes continues to be very high (SAPS, 2009). Analysis of the crime statistics trends for the period between 2003 and 2006 reveals that more than 36% of the total reported crimes in South Africa fall in the category of violent crimes (Centre for Study of Violence and Reconciliation, 2007). A study on the nature and prevalence of domestic violence in South Africa shows that 76% of the respondents experienced physical abuse, 90% emotional abuse and 76% economic and sexual abuse (Development Research Africa, 2008). Furthermore, 2008/9 crime statistics indicate an overall increase in the rate of crime in South Africa (Burger, 2009). Evidence from the above studies specifies the seriousness of the challenge of crime and violence in South Africa, and the fear of victimisation among South Africans is justified.

The impact of victimisation is extensive. Consequences for the victims include physical injury, financial loss, property damage, as well as psychological wounds that may never heal. Furthermore, the threat of crime and fear of victimisation is enough to reduce the quality of life of the citizens. Researchers claim that the negative impact of victimisation can be limited through the provision of effective victim empowerment services (Holtmann, 2001; Kemshall and Pritchard, 2000).

In March 2008, the Deputy Minister for Social Development launched the National Policy Guidelines for Victim Empowerment. These National Policy Guidelines provide a framework for sound inter-departmental and inter-sectoral collaboration, and for the integration of effective institutional arrangements for a multipronged approach in managing victim empowerment services (Department of Social Development, 2008). Beukman and Conradie (2007) argue that provision of victim empowerment services to victims of crime during the criminal justice process restores confidence in the justice system, and contributes to the development of law-abiding citizens.

1.2 BACKGROUND OF THE VICTIM EMPOWERMENT PROGRAMME

The Victim Empowerment Programme is one of the programmes that were identified under pillar one of the National Crime Prevention Strategy of 1996. The National Crime Prevention Strategy was adopted by the South African government in May 1996, and it emphasised a restorative approach to crime prevention, as well as the importance of addressing the needs of victims (Hargovan, 2007). The Victim Empowerment Programme is designed to be an inter-sectoral and inter-department programme that seeks to make the criminal justice system processes more victims friendly and minimise the negative impact of crime on victims through the development and implementation of services and programmes for victims of crime and violence (Moran, 2007).

The purpose of the Victim Empowerment Programme is to develop, strengthen, and monitor the implementation of integrated victim empowerment policies, programmes, and services at all levels through strategic partnerships within government, and between government and civil society. The Department of Social Development, as the lead department for the Victim Empowerment Programme, has the responsibility of coordinating the establishment and optimal functioning of inter-departmental and inter-sectoral victim empowerment

management forums at national, provincial and local levels (Department of Social Development, 2008). Figures 1 and 2 below illustrate the roles and responsibilities of the different stakeholders within the Victim Empowerment Programme and the reporting structure respectively.

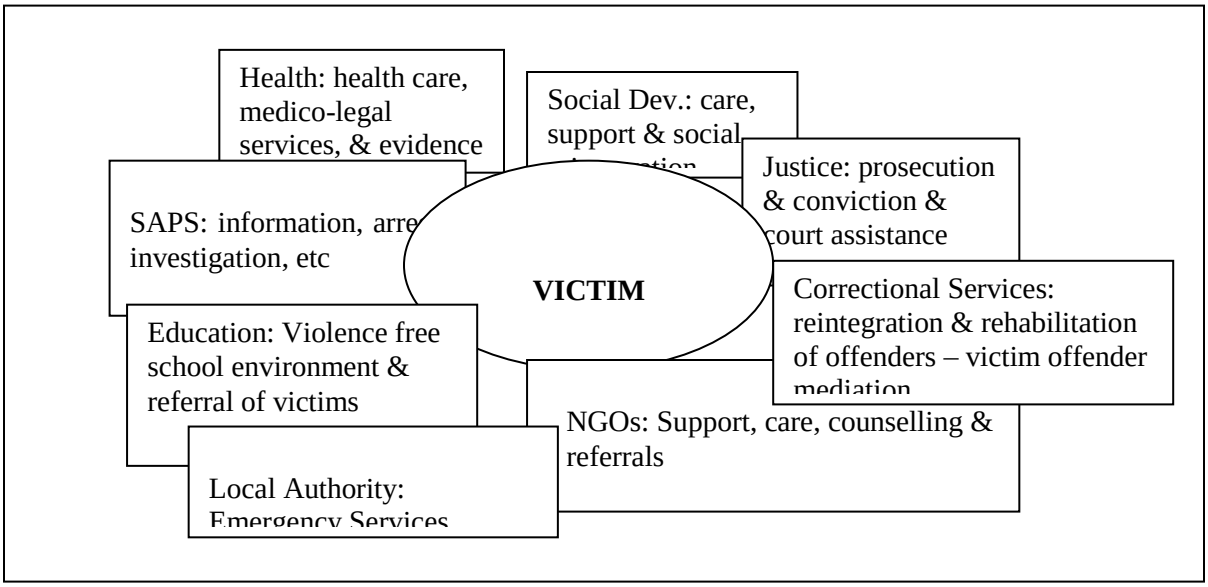


Figure 1: Roles and Responsibilities in VEP[1]



Figure 2: Reporting Structure[2]

[1] The diagram is adopted from the National Policy Guidelines for Victim Empowerment.
[2] Diagram adopted from Chris Opondo (September 8, 2009). Powerpoint Presentation of the Progress on Monitoring and Evaluation, VEP Project: XAMT15, United Nations Office on Drugs and Crime (Southern Africa).

1.3 PROBLEM STATEMENT

The National Policy Guidelines for Victim Empowerment were developed in 2004 to guide stakeholders at all levels of government to coordinate the Victim Empowerment Programme. However, Frank (2007) identifies the absence of a well-managed process of inter-sectoral cooperation between government and civil society organisations, and lack of visionary leadership as some of the weaknesses in service provision to victims of crime and violence in South Africa. Very little is known about the nature of the challenges experienced in coordinating the Victim Empowerment Programme in South Africa in 2010.

The Gauteng Province has the highest incidences of victimisation when compared to other provinces in South Africa. Statistics from the South African Police Service indicate that the Gauteng Province has the highest number of reported cases in almost all crime categories (SAPS, 2009). Silber & Geffen (2009) and Holtmann (2001) argue that lack of effective, restorative interventions for victims of crime and violence contributes to the increasing cycle of violence in South Africa. The Victim Empowerment Programme is an intervention that is implemented to minimise the impact of victimisation and mitigate the cycle of violence. The effectiveness of the Victim Empowerment Programme in South Africa is questionable (Nel and Judge, 2008; Frank, 2007).

1.4 PURPOSE STATEMENT

The purpose of this research is to investigate and explore the challenges experienced in coordinating the Victim Empowerment Programme in the Gauteng Province.

1.5 RESEARCH QUESTIONS

I. What are the challenges experienced in coordinating the Victim Empowerment Programme in the Gauteng Province?
II. What are the factors contributing to the challenges in coordinating the Victim Empowerment Programme in the Gauteng Province?

1.6 SIGNIFICANCE OF THE STUDY

The finding of this research will assist in better understanding the challenges experienced in coordinating the Victim Empowerment Programme. Furthermore, the recommendations of this study will suggest measures that can be explored to address the identified challenges in coordinating the Victim Empowerment Programme.

1.7 LIMITATIONS OF THE STUDY

The scope of the research will be limited to only one province, which is the Gauteng Province. The researcher is mindful of the different dynamics of the different provinces in South Africa. This will limit the research in the sense that the data gathered will not give a full picture of challenges experienced in coordinating the Victim Empowerment Programme in South Africa. The findings of this research can therefore not be generalised.

The researcher is employed by the National Department of Social Development and this research might be viewed as a policing exercise by the Provincial Victim Empowerment Coordinators. The necessary measures to reduce the bias have been taken as follows:

- The purpose of the study was clearly and unambiguously explained to the respondents in writing when arrangements for the interviews were

conducted. It was explained that information will be used for the purposes of advanced academic research only; and

- The respondents were assured of their anonymous status and no names will be quoted in the research report.

1.8 CONCLUSION AND REPORT OUTLINE

This chapter provides the background, research problem and purpose of the study. It further outlines the evolution of the Victim Empowerment Programme with reference to the roles and responsibilities of the different stakeholders in the implementation of the Victim Empowerment Programme. This chapter also highlights the significance of the study, as well as the limitation that have been met in conducting this study.

The following chapters of this research report are arranged as follows:

- Chapter two deals with literature review in which the researcher makes an argument based on academic literature relevant to this study;
- Chapter three is research methodology and explains the research strategy that has been followed in conducting this research;
- Chapter four is data presentation. In this chapter, the researcher presents the data gathered from the interviews;
- Chapter five deals with the analysis of the data in order to establish its meaning; and
- The last chapter of this research report deals with the conclusion and recommendations.

CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

The following chapter presents the literature review, which deals with the academic sources relevant to the research topic. The literature review covers victimisation, victim empowerment policy, coordination, policy implementation and intergovernmental relations.

2.2 DEFINING VICTIMISATION

Victimisation refers to the process whereby a person suffers harm through the violation of national laws or of internationally recognised norms relating to human rights (Van Niekerk et al, 2005). Victimisation can be due to physical violence, sexual abuse, domestic violence, misuse of power, bullying, and racial and homophobic attacks (Kemshall and Pritchard, 2000). Kaukinen (2004) states that violent victimisation can be a traumatising and life-altering event, which has short and long-term implications for the victims' quality of life. This has further been supported by Beukman and Conradie (2007) in stating that victims require certain needs to be met as an aftermath of victimisation and the failure to address these victims' needs successfully can have long-term negative effects for the victim and the society at large.

Another factor is secondary victimisation, which refers to cases whereby a crime victim is further being exposed to suffering due to the way in which the victim is treated within the criminal justice system. This includes cases where the victim of crime is not provided with adequate support and just treated as a witness in the case against the state during the criminal justice process (Wolhunter et al, 2009).

2.3 INTERNATIONAL FRAMEWORK RELATING TO SERVICES FOR VICTIMS OF CRIME

Internationally, the rights of victims of crime and violence are recognized through the Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power, which was adopted by the United Nations' General Assembly in November 1985 (Hargovan, 2007). This Declaration was designed and adopted by the General Assembly to assist the international community and governments of United Nations member states in their efforts to secure justice and assistance for victims of crime and victims of abuse of power. The Declaration requires that United Nations Member States take the necessary steps to implement social, health, including mental health, education, economic and specific crime prevention policies to reduce victimisation and encourage assistance to victims in distress (Lugakingira and Peter, 2008). Other international instruments and declarations that supplement the principles expressed in the Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power of are discussed below.

2.3.1 United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)

The United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which came into force in 1981, constitutes a global framework for gender equality. The principles that underpin this instrument are gender equality and non-discrimination. It directs member states to set measures to prevent discrimination against women, and governments are expected to report to the International Committee on CEDAW on their progress with regard to elimination of discrimination against women every four years (Kardam, 2004).

2.3.2 United Nations Convention on the Rights of the Child

This Convention directs United Nations member states to protect children from all types of abuses including sexual abuse and exploitation. It prohibits the exposure of children to conditions that are likely to pose a danger to the physical health of the child and otherwise (Roby, 2005).

2.3.3 United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons

This Protocol was adopted in 2000 in Palermo, Italy and is thus also known as the Palermo Protocol. It was signed by 80 countries, who participated in the negotiations to criminalise human trafficking (Lebov, 2010). The Palermo Protocol provides the legal reference for the international definition of human trafficking and also provides assistance and protection of victims of human trafficking (Goodey, 2008). The definition of human trafficking as stated in the Protocol includes recruitment, transportation, harbouring and receipt of persons using threat and force for purposes of exploitation (Lebov, 2010). Goodey (2008) argues that victims of human trafficking include women, men, adults and children, although the Palermo Protocol makes a special reference to women and children.

2.3.4 South African Development Community (SADC) Declaration on Gender and Development

International developments regarding human rights, gender equality and empowerment of women also influence African countries, including the South African Development Community (SADC), which led to the adoption of the SADC Declaration on Gender and Development in 1997 (Banda, 2002). Through this Declaration, heads of states and government within the SADC region committed themselves to achieving at least thirty percent of women representation in

positions of power and decision making by 2005 (Beall, 2005). The SADC Declaration also makes provision for addressing issues pertaining to violence against women including physical, emotional, economic, psychological and sexual violence (Banda, 2002).

Beall (2005) further acknowledged that women within the Southern Africa region are organised in many ways to ensure the advancement of gender equality and their active participation, especially in the civil society sector, has been noticed. Beall (2005) further made reference to the advancement of gender-responsive budgeting by women to hold government accountable in expenditure policies, especially in South Africa.

2.4 VICTIM EMPOWERMENT POLICY IN SOUTH AFRICA

The Constitution of South Africa makes provision for upholding human rights, as reflected in the Bill of Rights (Frank, 2007). Crime Prevention Policy in South Africa revolves around two approaches, namely crime prevention and law enforcement. The South African Government has noted the ineffectiveness of the narrow approach in dealing with crime and violence, hence the decision to develop a wide range of policy initiatives under the banner of the National Crime Prevention Strategy to broadly address crime and violence (Du Plessis and Louw, 2005). One of the initiatives under pillar one of the National Crime Prevention Strategy is the Victim Empowerment Programme, which made provision for the establishment of structures at national, provincial and local levels for implementation of the victim empowerment programmes and services for victims of crime and violence (Hargovan, 2007).

2.4.1 National Crime Prevention Strategy

The National Crime Prevention Strategy came into being as part of the six pillars of the National Growth and Development Strategy. This marked the treatment of

crime as a development factor, rather than a security issue. It was acknowledged that crime negatively impacted on South Africa's development. Unfortunately, the life span of the National Crime Prevention Strategy of 1996 was short lived due to the change of administration in 1999. It was replaced by the law enforcement approach in the form of National Crime Combating Strategy in 2000 (Du Plessis and Louw, 2005). Although the National Crime Prevention Strategy was abandoned as the official crime prevention policy of government, it continued to be the point of reference for both politicians and government officials (Bruce and Gould, 2009).

2.4.2 The Service Charter for Victims of Crime in South Africa

The Service Charter for Victims of Crime in South Africa and its associated Minimum Standards was approved by Parliament in 2004 as an instrument to promote justice for all. The Victims' Rights, as reflected in the Service Charter for Victims of Crime in South Africa, are suppose to be protected and respected by all role-players in the criminal justice system and the Minimum Standards of Services for Victim of Crime adhered to in order to minimise secondary victimisation (Hargovan, 2007).

The shortcoming of the Service Charter for Victims of Crime and its Minimum Standards, as identified by Frank (2007), is that it only caters for those victims who are able to access the criminal justice system. This is despite evidence that clearly shows that many victims of crime do not report to the authorities and do therefore not get involved in the criminal justice process.

2.4.3 National Policy Guidelines for Victim Empowerment

The National Policy Guidelines for Victim Empowerment, previously known as Integrated Victim Empowerment Policy, is the overarching policy document that guides the implementation of programmes, and services to victims of crime in

South Africa. This policy clarifies the roles and responsibilities of the different state role-players in improving service delivery to victims of crime and violence (Nel and Judge, 2008). The National Policy Guidelines for Victim Empowerment forms part of the strategic efforts of the South African government to prevent crime and create a peaceful, crime-free South Africa (Hargovan, 2007).

The Policy Guidelines further clarify the needs and rights of victims, and identifies the principles that inform the service delivery to victims of crime and violence. The Policy emphasises the importance of non-discrimination in servicing victims of crime, which is in line with the Constitution of the Republic of South Africa (Nel and Judge, 2008).

Frank (2007) concludes that there is a dire need to give attention to the rationalisation of the various policy frameworks into a single, integrated strategy that articulates rights, services and service standards for service delivery to victims of crime and violence. The importance of developing implementation plans for these policies and ensuring that these plans are accessible to all stakeholders is also emphasised. It is further imperative to ensure that the necessary tools and systems for effective service delivery to victims of crime are built into these implementation plans (Frank, 2007).

2.5 POLICY IMPLEMENTATION

Policy is defined as a statement of intent that specifies basic principles to be pursued in order to achieve a specific goal. It is the combination of decisions, commitments and actions taken by those in positions of authority (Funke and Roux, 2009). The authority of the Victim Empowerment Programme, as the policy of government, is derived from the National Crime Prevention Strategy of 1996, the Victims Charter, as approved by Cabinet in 2004 and the National Policy Guidelines for Victim Empowerment, as approved by the Minister of Social Development in 2008 (Nel and Judge, 2008).

Cloete and Wissink (2000) explain policy implementation as a process that encompasses actions by both public and private individuals who are directed towards the achievement of objectives as set in the policy decision. This notion of policy implementation is further supported by De Coning and Gunther (2009). They state that policy implementation is the convergence of physical and financial resources to concretise service-delivery outputs with the aim of achieving policy objectives.

Walker (2004) argues that there is generally a tendency to overlook the policy implementation process and underestimate what is needed to ensure effective and adequate implementation of policies. In the case of South Africa, the challenge of translating policies into strategies and strategies into programmes and projects is due to capacity limitations (Schoonraad and Radebe, 2007). Schoonraad and Radebe (2007) further argue that officials at provincial and local levels find policies too complicated and tend to ignore certain provisions for the sake of meeting the targets of service delivery.

2.5.1 The Policy Implementation Protocol (5 C Protocol)

Cloete and Wissink (2000) have acknowledged that policy implementation is a complex exercise, and they have identified five variables that are critical for policy implementation as follows:

- Implementation Capacity
- Policy Content
- Institutional Context
- Commitment of the implementers
- Coalition with policy actors and clients

The notion of the importance of capacity, policy content, context, commitment and clients and coalitions, as emphasised by Cloete and Wissink (2000), implies that government should join hands with all interest groups affected by the policy to ensure that these actors become active in the implementation process. This means that for the Victim Empowerment Programme to be effectively implemented, it needs active participation and support of all the stakeholders, especially at provincial and local levels. Walker (2004) argues that quality assistance and support provided during the early stages of policy implementation is critical for policy success. The importance of a common understanding of the policy goals and what is required from the local policy implementers is emphasised. Public mobilisation and a more collaborative approach in policy implementation may help to reduce mistrust, which characterises the nature of relationships between different role-players responsible for policy implementation (Walker, 2004).

2.5.2 Policy Performance Management and Monitoring

In Kenya, Marwa and Zairi (2009) propose introduction of performance management and measurement systems in order to improve efficiency and effectiveness of public service delivery to meet the increased expectations of the citizens in the midst of budget constraints. Marwa and Zairi (2009) further emphasise the role of performance management and measurement in promoting transparency and learning in the public service, but they also caution that over-reliance on performance management and measurement, can lead to negative consequences, such as inflating scores and blocking innovation.

In South Africa, putting policies in place does not automatically result in better services delivery to victims of crime, hence there is a need to develop guidelines to facilitate and manage practical conduct of service providers and set clear indicators for policy performance (Nel and Judge, 2008). The Victim Empowerment Programme has experienced challenges in implementing policies

and it is important for all relevant government departments to make public their implementation plans regarding the implementation of the National Policy Guidelines on Victim Empowerment and the Service Charter for Victims of Crime (Frank, 2007).

The ambitions of building a public service that is capable of delivering a quality service to citizens, as reflected in the White Paper on Batho Pele, is hampered by lack of professionalism, skills shortage and lack of a sense of urgency amongst the policy executors who are mostly at mid-management levels in the public service (Tapscott, 2007). Moreover, government has realised that there was an increasing demand for services to poor and previously under-serviced communities who needed the services of social workers, and lack of social workers to service all these communities (Earle-Malleson, 2009). Social Work professionals were leaving South Africa to pursue better working conditions and salary packages overseas, and this contributed to government declaring social work a scarce skill (Khumalo, 2009). The challenge of the shortage of social workers remains despite strategies that have been put in place by government to recruit and retain social work professionals. The effects of the implementation of a retention strategy for social workers by government, especially on the non-governmental sector have also been acknowledged (Earle-Malleson, 2009).

Researchers acknowledge that the implementation of crime-prevention policies in South Africa is not the responsibility of the government alone (Frank, 2007). This has been proved by the good contribution of civil society in the implementation of policies, such as the National Crime Prevention Strategy of 1996 (Du Plessis and Louw, 2005). The important role of civil society organisations in the implementation of policies, especially in the social development sector, has been emphasised by Molewa (2010) who stated that the realisation of policy objectives within the social development sector requires a continuation of a remarkable partnership with civil society organisations.

Frank (2007) recommends that civil society and government should put more energy in monitoring policy implementation within the Victim Empowerment Sector. Another challenge that limits the role of the non-government sector in service delivery, as identified by van der Berg and Burger (2005), is the limited funding due to inadequate allocations and decline in foreign funding. Government's allocation of funding to non–governmental organisations provides less than what is required and this has lead to non-governmental organisations challenging government in the high court for the funding (Budlender, 2010).

2.6 COORDINATION IN THE PUBLIC SERVICE

Schlossberg (2004) defines coordination as an active, mutually beneficial relationship among organisations that potentially includes sharing organisational resources, such as finances, personnel and capital. Governments around the world are faced with complex social problems, which cannot be addressed through the traditional single-agency approach (Keast and Brown, 2002). Furthermore, inadequate and weak coordination, as acknowledged by Walker (2004) undermines policy implementation processes and often leads to policy failure.

2.6.1 International Perspective on Policy Coordination

Countries such as the United States, Germany, Australia and Canada have realised the ineffectiveness of the single-agency structures and they have since made a shift away from such a traditional single-agency approach (Keast and Brown, 2002). These countries have adopted a new approach that establishes linkages within and across departments and community agencies to realise public policy intentions. This means a shift away from the departmental silos approach to shared arrangements. The bureaucracy in these countries has been reshaped to establish lateral, diagonal and vertical relationship with other bodies

that operate at different spheres in associated policy field (Keast and Brown, 2002).

Keast and Brown (2002) further argue that inter-organisational networks in these countries have been formed out of the ongoing and relatively stable relationships between organisations and departments that have similar objectives and common policy goals for the sake of effective coordination. They also state that these networks are fluid constructs and are more dependent on the ongoing social relation between members in order to create shared values, trust and mutuality, which are necessary ingredients for collective action (Keast and Brown, 2002).

Keast et al (2007) note that good policy coordination happens when partners are specialising and when there is a need to align in order to build on the status quo. In the case of Victim Empowerment Programme, stakeholders have different mandates and specific roles to play. It is acknowledged that, even under coordination arrangements, organisations should remain separate from each other, but contribute to a specific agreed-upon programme of action. This means that coordination goes beyond just information sharing. It requires joint planning and joint funding, where possible (Keast et al, 2007).

Researchers acknowledge that partnerships between organisations can balance the needs of local stakeholders and achieve economies of scale (Schlossberg, 2004). However, the successful implementation of coordinated and collaborative approaches to service delivery cannot easily be based on the existence of common concerns. It needs a full-time and dedicated person or entity with the capacity to facilitate coordination effectively for it to be successful (Schlossberg, 2004).

2.6.2 Policy Coordination in South Africa

A more centralised and coordinated policy-making and implementation process in South Africa began with the rising to power of President Thabo Mbeki in the late 1990 and early 2000s. A need for centralisation and more coordination, in order to achieve rapid policy implementation, was identified, and the consultations, followed by the establishment of relevant an institutional mechanism, took place (Booysen, 2006). Furthermore, the Presidency needed strengthening for effective coordination and integration to enable it to manage a complex network of government institutions and policy implementation at provincial and local government levels, (Booysen, 2006).

This effort of strengthening government capacity for coordination resulted in the emergence of the Policy Coordination and Advisory Services in the Presidency, which provides research, analytical, advisory, policy and project management support to the Presidency, and the entire government on socio-economic development, justice, governance and international affairs. The Policy Coordination and Advisory Services works very closely with the Directors-General Clusters and act as a link between Cabinet Committees and Clusters (Gumede, 2007).

2.6.3 Coordination of Policy Projects and Programmes

Despite the above-mentioned initiatives to strengthen government capacity, coordination and integration remains a challenge, especially at the lower level of government (Schoonraad and Radebe, 2007). Lack of consensus between national, provincial and local government officials, regarding the feasibility of achieving some policy targets, is a clear indication that officials in different spheres of government do not sing the same tune (Moss, 2006).

Ndebele (2009) argues that the lack of authority to coordinate is a major challenge for coordinators of the joint development programmes in government and the fact that, respect, which is associated with the rank of the officials in the public service, determines the kind of respect and cooperation received from the stakeholders. Ndebele (2009) further states that coordination demands some organisational changes, meaningful training and commitment towards the achievement of objectives of the stakeholders.

Keast et al (2007) state that cooperation and collaboration are the two different approaches and these can be utilised to break the silos mentality in government. Collaboration requires a high level of commitment, as well as contribution. It involves the development of shared goals, joint dialogue and a level of trust. Whereas cooperation represents the starting point of inter-organisational relationships, it is the task of getting along with other stakeholders in order for the organisation to achieve its goals (Keast et al, 2007).

Roby (2005) shows that international trends indicate that partnerships between national government, local government and non-governmental organisations are critical to achieving maximum utilisation of resources, and reduce the chances of duplication of efforts. Frank (2007) argues that in South Africa integration, collaboration and cooperation should go beyond government to include civil society partners. Frank (2007) further states that some civil society organisations have a greater capacity to provide the services as required by the various policies, but the partnership between government and civil society organisations is not strong enough since there is no equal partnership, and the funding available from government is insufficient for delivering the kind of services reflected in the victim empowerment policies.

The establishment of Themba Lesizwe[3] in 2001, which became a network of about 269 civil society organizations, rendering victim empowerment services, marked a positive turning point in service delivery to victims of crime and violence, especially for victims in the rural and previously disadvantaged areas in South Africa (Robinson, 2007). This positive turning point was reversed with the closure of Themba Lesizwe in 2007 due lack of funding, which meant that most of the victim empowerment service providers that were funded by Themba Lesizwe had to close down. This closure marked the end of a well-coordinated network of victim empowerment service providers, which had been complementing government service delivery in the victim empowerment sector (Robinson, 2007).

Muloongo et al. (2007) identified a need for more harmonious interests in the civil society sector in Southern Africa that will assist civil society to speak in one voice in order to strengthen this voice. Muloongo et al. (2007) further suggest creation of a common platform that will coordinate the activities and the interests of all civil society organisations in the country.

2.7 INTERGOVERNMENTAL RELATIONS

Intergovernmental cooperation and collaboration has been a burning topic in the international arena for the last two decade with emphasis on intergovernmental planning, budgeting and implementation (Goss et al, 2008). Intergovernmental relations are meant to facilitate cooperative government and promote cooperative decision-making by ensuring that policies and activities across various spheres of government encourage effective service delivery to meet the needs of all South African citizens (Edwards, 2008).

[3] Themba Lesizwe was network of civil society organizations that rendered services to victims of crime and violence. It was funded by international donors to support local civil society organisations with funding. It closed down in 2007.

The three spheres of government are stated in the Constitution of South Africa as distinctive, interdependent and integrated. These spheres are expected to provide an effective, transparent and coherent government, and should strive towards working together in a meaningful manner to improve service delivery for the public. Measures in the form of clusters were created to address horizontal coordination between national departments. In order to address the lack of coordination between national, provincial and local government, the Intergovernmental Relations Framework Act was passed in 2005 (Fraser-Moleketi, 2009).

2.7.1 Coordinating Service Delivery within the Three Spheres of Government

Cooperative governance, as indicated by Malan (2009), is based on the belief that all spheres of government are able to work together by cooperating and providing the services that would benefit the South African public. Cooperative government thus represents the basic values of government, such as national unity, peace, proper cooperation, coordination, effective communication and conflict avoidance. However, reports on intergovernmental relations indicate that local governments are failing to effectively coordinate their constitutional mandate, which hampers the effectiveness of service delivery (Edwards, 2008).

At provincial and national levels, interdepartmental coordination at the strategic level is hampered by the fact that the departments do not have the common vision, and often have competing and contradicting goals. For an example, the criminal justice system cluster departments do not share the same goal, which results in duplication and gaps (Du Plessis and Louw, 2005). In order to foster strategic alignment and harmonisation of institutions within the three spheres of government and create seamless and integrated service delivery, South African government has initiated a Single Public Service Programme in the form of the

Public Administration Management Act (Bill). The Public Administration Bill provides for the administration in the three spheres of government to function in ways that ensure efficient, quality, collaborative and accountable service delivery to promote social and economic development for the people of South Africa (Levin, 2010).

Furthermore, researchers suggest that this challenge of contradicting goals can be rectified by political leadership deciding on a common goal of the criminal justice system, and how that goal can be achieved to the benefit of each and every department and government as a whole (Du Plessis and Louw, 2005; Hargovan,2007).

2.8 CONCLUSION

South Africa should draw on lessons from other governments of the world regarding the establishment of linkages within and across departments for the realisation of policy intentions. The introduction of the Public Administration Management Act, which is in the pipeline, may help in addressing some of the coordination and integration challenges between various spheres of government and ensuring that specific skills are deployed where needed most (Maserumule, 2010). However, it should be noted, as Ngema (2005) has warned, that too much integration in government may bury officials in interdepartmental committees where one can not work until everyone agrees.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 INTRODUCTION

Chapter three of this study discusses the methods that have been used to collect and analyse data in order to extrapolate the findings of this study.

3.2 RESEARCH DESIGN

The researcher has applied a qualitative research design in this study. According to Merriam (2002), the focus of qualitative research design should be on the interpretation and shaping of the research problem, selecting sample, collecting data, analyzing the data and writing the findings.

The researcher is interested in understanding the challenges in the coordination of the Victim Empowerment Programme in the Gauteng Province and the qualitative research approach proved to be the most relevant for this study. Henning (2004) states that qualitative studies are mostly conducted in settings that are bounded by theme of investigation. This was a suitable research design for this kind of study because the researcher was investigating experiences of people, who are responsible for coordinating the Victim Empowerment Programme in the Gauteng Province.

3.3 SAMPLING METHOD

Grinnel (2001) explains sampling as the selection of some units to represent the entire population from which the units are drawn. In this study, non-probability sampling has been used. The type of non-probability sampling that has been used is purposive sampling. Purposive sampling has been used because the researcher wanted to have a sample composed of elements that contain the most characteristics of the target population, which in this case is the Victim

Empowerment Programme in the Gauteng Province. The coordinators of the Victim Empowerment Programme in the Gauteng Province contain the most characteristics of the research target population, and have been the key informants for this study.

The sample of this study has covered the key stakeholders in the Victim Empowerment Programme, which are part of the Victim Empowerment Provincial Forum in the Gauteng Province. The interviewees for this study were Victim Empowerment Coordinators representing the Department of Social Development, the Department of Health, the Department of Justice and Constitutional Development, the Department of Community Safety, the South Africa Police Service, Lifeline and Usindiso Ministries. A total of seven coordinators were interviewed for this research. Five interviewees were from government and two interviewees were from the civil society organisations.

These interviewees are responsible for coordinating victim empowerment in their organisations, and therefore in a better position to understand the challenges of coordinating the Victim Empowerment Programme in their respective organisations, and within the Provincial Victim Empowerment Forum in the Gauteng Province. The researcher requested the Victim Empowerment Coordinators in writing to participate in this study as key informants (see Appendix A).

3.4 METHOD OF DATA COLLECTION

The researcher has conducted interviews and document analysis to gather information for this research report. Semi-structured interviews have been conducted with key informants (Victim Empowerment Coordinators in the Gauteng Province). Greef (2006) notes that semi-structured interviews are suitable where the researcher is interested in the complexity and process, as in the case of this study.

The list of questions was drawn prior to the interview in the form of a questionnaire that contained both closed and open-ended questions. The questionnaire is attached as Appendix B.

3.4.1 Interviews

The interviews were recorded on tape and later transcribed. The recording of the interviews were conducted with the interviewees' permission and the recording assisted the researcher in focusing more on the interviews, and spending less time on taking notes. The researcher ensured that all the interview questions outlined in the interview schedule were covered. Thirty minutes was scheduled for each interview. The researcher conducted two preliminary interviews and seven main interviews.

3.4.2 Document Analysis

The minutes of the Provincial Victim Empowerment Forum (Gauteng Province) were accessed from the Department of Social Development Provincial Victim Empowerment Coordinator, who is responsible for compiling Provincial Victim Empowerment Reports and Minutes as the convener of the Provincial Victim Empowerment Forum in the Gauteng Province. The minutes accessed are from September 2008 to February 2010.

The Quarterly Victim Empowerment Reports for Gauteng Province for the period April 2008 to April 2010 were accessed from the Secretariat of the National Victim Empowerment Management Team. Both the minutes and quarterly reports were analysed in accordance with criteria set out in Appendix C.

The researcher has used more than one method of data collection in this study in order to enhance the validity of the findings, as encouraged by Merriam and

Associates (2002: 12). Furthermore, Sands and Roer-Strier (2006) state that the use of triangulation in qualitative studies assist in understanding the convergent, complementary and divergent ways in which reality is constructed, and the researcher has exercised data triangulation for the same reason. Triangulation has assisted the researcher to compare data from the minutes and reports with data that has been gather from the interviews.

3.5 DATA ANALYSIS

The aim of data analysis, as explained by De Vos (2006), is to transform the gathered data into findings. This process involves reducing the volume of raw information, identifying significant patterns and constructing a framework for communicating the essence of what the data reveals. The data analysis procedure for this study has involved three steps, which are transcription, coding and categorising data into themes.

CHAPTER 4: DATA PRESENTATION

4.1 INTRODUCTION

This chapter focuses on the presentation of data obtained from the interviews. Interviews were personally conducted with the Victim Empowerment Coordinators from the Department of Social Development, the Department of Community Safety, the Department of Health, Department of Justice and Constitutional Development, the South African Police Services, and two civil society organisations, Usindiso Ministries and Lifeline, South Africa.

Minutes and quarterly reports have been analysed in order to supplement the information gathered through interviews on the coordination of Victim Empowerment Programme in Gauteng Province. Furthermore, the main trends and patterns in the data are presented in this chapter.

4.2 DOCUMENT ANALYSIS

The Minutes of the Provincial Victim Empowerment Forum, as provided by the Provincial Victim Empowerment Coordinator in the Gauteng Province and the Provincial Victim Empowerment Quarterly Reports for Gauteng Province, are analysed in accordance with the set criteria, as reflected in Appendix C.

4.2.1 Minutes of the Provincial Victim Empowerment Forum

The Minutes of the Provincial Victim Empowerment Forum for the period September 2008 to February 2010 were accessed from the Provincial Coordinator, who is also the convener of the Provincial Victim Empowerment Forum in Gauteng Province. The accessed minutes of the Gauteng Provincial Victim Empowerment Forum unfortunately do not indicate attendants, which made it impossible for the researcher to determine which stakeholders

participated regularly, and which stakeholders have been absent from however many meetings during this period.

Topics relating to the National Policy Guidelines on Victim Empowerment, Victim's Charter, Volunteer Policy and reports from the regional/local forums are standard, and they are discussed in all the minutes of the Provincial Victim Empowerment Forum for the period from September 2008 to February 2010. The minutes of the Provincial Victim Empowerment Forum for this period captured activities from the Department of Justice and Constitutional Development, the National Prosecuting Authority, the Department of Community Safety, the Department of Health and civil society organisations. The issue of submitting reports by stakeholders is indicated in the minutes as a challenge. For instance, the minutes dated 16 April 2009 show that only two stakeholders submitted progress reports, despite the presentation on the importance of submitting reports, and the request by the Provincial Victim Empowerment Coordinator, who is the convener, as reflected in minutes dated 24 October 2008 and 19 February respectively.

From the analysis, it is clear that the Department of Education and the Department of Correctional Services do not feature much in these minutes and their activities are not reported.

4.2.2 Provincial Victim Empowerment Quarterly Reports

The researcher accessed the Provincial Victim Empowerment Quarterly Reports for the Gauteng Province from the office of the Secretariat for the National Victim Empowerment Management Team, who is also responsible for compiling the Integrated Victim Empowerment Reports for submission to the Integrated Justice System Development Committee. The Quarterly Victim Empowerment Reports that were accessed were for the period April 2008 to April 2010.

All the Victim Empowerment Quarterly Reports for the Gauteng Province that were accessed and analysed by the researcher were submitted in the format as prescribed by the National Victim Empowerment Management Team. These Quarterly reports are structured in accordance with the objectives of the National Policy Guidelines for Victim Empowerment.

All the Provincial Victim Empowerment Quarterly reports for this period reflected activities of other stakeholders within Provincial Victim Empowerment in the Gauteng Province although they are dominated by activities of the Department of Social Development. The Provincial Victim Empowerment Quarterly Reports address issues pertaining to policy development, management, services, capacity building, research, monitoring and evaluation. The Quarterly report also covers challenges and future plans. The Quarterly Report for the period December 2008-February 2009 raised commitment of VEP stakeholders as one of the challenges. Lack of capacity in the regional offices for facilitating regional forums has been raised as a challenge in the Quarterly Report for the period February to March 2009. The challenge of communication between the Department of Social Development and Community Safety at regional level has also been raised in both of the above-mentioned Quarterly Reports.

There are no activities relating to the Department of Education and Correctional Services in all the Quarterly Reports.

4.3 INTERVIEWS

4.3.1 Preliminary Interviews

The researcher conducted preliminary interviews with two officials from the Victim Empowerment Programme in the National Department of Social Development as part of testing the relevance of the questionnaire. The main objective of these preliminary interviews was to check the relevance of the

questions and remove any ambiguity that might confuse the interviewees. During the preliminary interviews grammar errors in the interview questionnaire were identified and changed accordingly.

4.3.2 Main Interviews

The researcher conducted seven main interviews and the profile of the interviewees is explained in the following section.

4.3.2.1. Profile of the Participants (Sample)

The first part of the interview questionnaire consisted of closed questions, and required interviewees to indicate whether they were responsible for coordinating Victim Empowerment Programme in their organisations, how long they have been in their current organisations, the number of years they have been responsible for Victim Empowerment Programme in their organisations and what positions they hold in their organisations. The issue of gender was also captured in this part of the interview questionnaire.

The researcher has used codes to refer to the respondents in order to preserve confidentiality. The following codes have been utilised:

- DC: referring to the Government Departments Victim Empowerment Coordinators; and

- CS: referring to the Civil Society Organisations Victim Empowerment Coordinators

All the respondents are responsible for coordinating Victim Empowerment Programme in their organisations. Five respondents indicated that they are also responsible for other activities within their organisations, which are not directly

related to Victim Empowerment Programme. Furthermore, five respondents have more than five years' experience in their current organisations. Four respondents have more than three years of experience in a Victim Empowerment Programme. Only three respondents are senior managers, two middle managers, and two junior managers. Six respondents are female and only one respondent is male.

4.4 THEMATIC PRESENTATION OF DATA FROM THE TRANSCRIPTS

This section of chapter four deals with the presentation of data collected through the interviews. The data is categorised into themes that are guided by the interview and research questions.

4.4.1 Understanding the Victim Empowerment Programme

All the respondents reflected a clear understanding of the Victim Empowerment Programme. Most respondents indicated Victim Empowerment Programme as programme that addresses the impact of victimisation and seeks to assist victims in becoming survivors. The majority of the respondents made reference to the National Crime Prevention Strategy as the policy that resulted in the Victim Empowerment Programme. Most of the respondents indicated that the Victim Empowerment Programme addresses issues pertaining to violence against women and children.

Only two respondents mentioned the involvement of men and perpetrators' programmes as part of the Victim Empowerment Programme. One respondent explained:

"Our focus, as the Victim Empowerment Programme, has been on women and children and lately, there has been a realisation that we can not win the fight against gender-based violence if we do not engage men and boys in our programme as part of prevention" (DC-1).

All the respondents indicated that the Victim Empowerment Programme is prioritised in their organisations, although three respondents expressed concerns with regard to the commitment of government at political level to the Victim Empowerment Programme. One respondent said:

"Yes, Victim Empowerment is prioritised in government at operational level. Policies are put in place, but the implementation of these policies is not up to standard. Things are not moving" (CS-1).

When asked the same question, another respondent said:

"Priorities are reflected in the State of the Nation Address and this year I could not read anything that relates to Victim Empowerment in the State of the Nation Address. Although, the President mentioned the high rate of crime, but this was not related to existing programme to assist victims in dealing with their victimisation" (DC-2).

Six respondents have a copy of the National Policy Guidelines for Victim Empowerment and the same respondents indicated that they understand the roles and responsibilities of their organisations within the Victim Empowerment Programme, as indicated in the National Policy Guidelines for Victim Empowerment. Only one respondent does not have a copy of the National Policy Guidelines for Victim Empowerment, and it is this one respondent that has indicated lack of clarity on the roles and responsibilities of her organisation within the Victim Empowerment Programme.

Four of the respondents reported that they did not participate in the development of the Provincial Implementation Plan for the National Policy Guidelines for Victim Empowerment. Only three respondents participated in the development of the

Provincial Implementation Plan for the National Policy Guidelines for Victim Empowerment.

4.4.2 Nature of the Coordination Challenges

Respondents have indicated that Victim Empowerment is one of the activities amongst a list of other programmes that they are responsible for within their organisations. Six of the respondents have participated in the Provincial Victim Empowerment Forum Meetings during the period under review (April 2008 and April 2010), and one respondent, who has not participated in the Victim Empowerment Forum Meetings during the period under review, cited reasons, such as short notice for meetings and competing responsibilities for not attending Provincial Victim Empowerment Forum Meetings. One respondent said:

"Invitations for the meetings from the Department of Social Development are received at the last minutes and sometimes I have already committed to other responsibilities. Sometimes my colleagues would attend on my behalf" (DC-3).

Five respondents thought that the Victim Empowerment Programme in the Gauteng Province is well coordinated. Only two respondents thought it is not well coordinated. However, there is general consensus amongst all respondents that there are challenges experienced that affect the coordination of Victim Empowerment Programme in the Gauteng Province. When questioned whether she thinks Victim Empowerment Programme in the Gauteng Province is well coordinated, one respondent said:

"No; we are on our way there, but we are not there yet. Coordination seems to be a serious challenge and it's like everyone is pulling resources in different areas. We talked about it at the Provincial Forum, but we have not really had a break through and practically addressed it" (DC-4).

Another issue that has been raised by most respondents as affecting coordination of the Victim Empowerment Programme in the Gauteng Province is the existence of too many forums that target the same people, but are coordinated by different departments. Some of the respondents suggested that there is a need to consolidate and integrate these different forums into one major body that will address all issues pertaining to a Victim Empowerment Programme.

Most respondents also indicated that there is no joint planning and budgeting between the departments that are stakeholders in the Victim Empowerment Programme in the Gauteng Province. One respondent highlighted this lack of joint planning and budgeting as follows:

"*Joint planning and joint budgeting between the key departments that are role players in the Victim Empowerment Programme will eliminate duplication and increase the resource base of the Victim Empowerment Programme in the Province. It is only during the 16 Days of Activism on Violence against Women and Children that we look at how much budget each department has for the campaign" (DC-4).*

Three respondents have identified a need to capacitate officials at district and local level for these officials to be able to facilitate Victim Empowerment Programme at local level. When questioned about reporting, most of the respondents stated that they are not submitting reports to the Provincial Coordinator of the lead Department, and they are not even aware that they are suppose to submit reports.

4.4.3 Factors Contributing to Coordination Challenges

All respondents agree that there are factors that contribute to the coordination challenges of the Victim Empowerment Programme in the Gauteng Province. Most of the factors that have been identified by the respondents are as follows:

- Lack of commitment from some of the key stakeholders in the Victim Empowerment Programme;
- Uncoordinated civil society organisations;
- High turnover of staff and insufficient capacity; and
- Inadequate budget and funding model.

4.4.3.1 Lack of Commitment from some of the Key Stakeholders

Respondents have raised concerns about the lack of participation from some of the key government departments that have been given specific roles and responsibilities in the Victim Empowerment Programme. The departments that were mentioned by the respondents include the Department of Education, the Department of Correctional Services and the South African Police Services. One respondent emphasised as follows:

"I have never seen or heard a representative from Education, Correctional Services or the South African Police Services in all the Victim Empowerment Forum meetings that I have attended" (DC-2).

Three of respondents suggested that there is a need for a legislation that will ensure that all government departments play their roles effectively in the implementation of the Victim Empowerment Programme, not only in the Gauteng Province, but in the entire country. One of the respondents, when asked as to what changes she would effect if she was responsible for coordinating a Victim Empowerment Programme at National level, said:

"I would ensure that performance agreements of the ministers and heads of departments include Victim Empowerment deliverables, especially for the departments that are mentioned in the National Policy Guidelines for Victim Empowerment" (DC-2).

One respondent has suggested that there is a need to coach and provide information to stakeholders, especially by the lead department. One respondent qualified this concern by saying the following:

"*The Department of Social Development, as a lead and coordinating department, should coach partners and share information with all stakeholders. It should ensure that all other stakeholders receive feedback of the meetings, whether they have attended or not. This will assist absent organisations to keep abreast with development within the sector*" (DC-3).

4.4.3.2 Uncoordinated Civil Society Organisations

Respondents have acknowledged the role of the civil society organisations in the provision of shelters and other related services to victims of crime and violence. However, the challenge of coordination of these civil society organisations and their representation at Provincial Victim Empowerment Forum was raised as a problem by some of the respondents. Three respondents indicated that not all civil society organisations that render victim empowerment services are represented in the Provincial Forum. One respondent went to the extent of explaining, as follows:

"The Civil Society Organisations that are active in the Provincial Victim Empowerment Programme can not claim to be the voice of the non-governmental organisations in the Province" (DC-1).

Respondents also indicated that the civil society organisations use the services of volunteers to render victim support services and this issue has been raised by the respondents as one area of concern. Three of the respondents reported that there is shortage of social workers and appropriately qualified counsellors to support and supervise these volunteers. Special reference has been made to the lack of support for the volunteers who render services at police service centres. It was further indicated that these volunteers use public transport and sometimes work late shifts at night. One respondent said:

"Safe rooms in police service stations are falling apart and many volunteers are leaving the sector due to lack of support and resources. There is no clear policy guideline for managing and supporting these volunteers" (CS-1).

4.4.3.3 High Staff Turn Over and Insufficient Capacity

Respondents have been in their current organisations for more five years and only two of the respondents have more than five years experience in the Victim Empowerment Programme. One respondent indicated that people who are responsible for victim empowerment are redeployed into other units within the departments, and in most cases are not replaced, and if replaced are replaced with people who do not have a passion for the Victim Empowerment Programme. All the respondents suggested that the position of Provincial Victim Empowerment Coordinators should be elevated to middle management or even to senior management level positions. The respondents from civil society organisations, who represent their organisations in the Provincial Victim Empowerment Forum, are senior managers. The researcher acknowledges that some of the civil society organisations are small organisations as compared to government institutions. However, these two civil society organisations are major role players in the Provincial Victim Empowerment Programme in Gauteng Province.

Respondents also reported that many civil society organisations have lost their well-trained and experienced social workers due to the fact that civil society organisations could not match the scale of government positions. These social workers are now in government.

The challenge of shortage of manpower to render services within the Victim Empowerment Sector has been acknowledged by most respondents and the use of volunteers has been highlighted. All respondents view capacity building and continuous training in the Victim Empowerment Sector as vital to the successful implementation of the Victim Empowerment Programme, including the operationalisation of the National Policy Guidelines for Victim Empowerment.

All respondents agree that the appointment of the Provincial Coordinator for Victim Empowerment Programme should be at middle or senior management level. This will enable the Provincial Coordinator to influence policy development and implementation. Furthermore, all respondents believe that if the Provincial Coordinator for Victim Empowerment is at a senior management level, the coordinator will be in position to articulate policy and manage processes more effectively. To emphasise this, one respondent said:

"*If the Provincial Coordinator is the junior official and she is expected to chair meetings where the stakeholders' representative is senior to her, that puts the coordinator in a compromised position and seniors will stop attending the meetings"* (CS-2).

Skills mentioned by the respondents as requirements for effectively coordinating the Victim Empowerment Programme includes project management, strategic planning, communication, policy implementation, financial management, monitoring and evaluation. Most respondents emphasised stakeholder management skills as paramount to this task as the coordinator needs to interact

with stakeholders from other government departments, as well as civil society organisations.

4.4.3.4 Inadequate Budget and Funding Model

The challenge of a limited budget for the Victim Empowerment Programme has been mentioned by all the respondents as problematic. Respondents from both government and civil society organisations have acknowledged that funding of the Victim Empowerment Programme is generally insufficient. One respondent explained as follows:

"We have a long list of things that we need to do as part of implementing National Policy Guidelines and the Victim Charter, but financial resources are still a challenge" (DC-2).

All the respondents have acknowledged that funding the civil society organisations, especially those that render services to victims of crime and violence is insufficient. Respondents from government departments have indicated that Victim Empowerment-related programmes, even in their departments, are under-funded, which makes it difficult to support civil society initiatives. Four respondents raised concerns about the current funding model as applied by the Department of Social Development in funding civil society organisations. They suggested that it needs to be reviewed because of its weaknesses. One respondent explained the challenge of funding as follows:

"The Department of Social Development subsidises shelters as per woman serviced and this is not appropriate because most of these women bring two or more children when they are admitted into the shelters. This should be taken into consideration when reviewing the current funding model" (CS-2).

Two respondents indicated that many civil society organisations are closing down due to lack of funding. It was further reported that even those civil society organisations that are still operating are scaling down on human resources and services.

Respondents applauded the availability of supplementary funding from the European Commission funded programme of Assistance to Victim Empowerment Programme. Most the respondents felt that this funding is also not adequate to sustain the existing Victim Empowerment initiatives.

One respondent emphasised that the improvement of the funding model should be linked to the minimum standards and ensure the standardisation of services in all nine provinces. One respondent stated the following to explain improvement of a funding model:

"A victim Empowerment Programme is a very good programme and sufficient funding for civil society organisations will go a very long way in improving the standard of service delivery in this field" (CS-2).

It was further suggested by the respondents that government should look at the possibility of not only funding posts of social workers, but also fund posts for psychologists and other specialised professionals to ensure that a multi-disciplinary approach that is preached in the Victim Empowerment Programme.

CHAPTER 5: ANALYSIS OF THE RESEARCH RESULTS

5.1 INTRODUCTION

This chapter deals with the analysis of the data as presented in chapter four. In analysing and interpreting the information, the researcher will draw insights from the literature in order give meaning to the data. This section of the research report therefore deals with analysis of data in order to extrapolate the findings in relation to the challenges of coordinating the Victim Empowerment Programme in the Gauteng Province.

The main purpose of this research is to investigate and explore the challenges experienced in coordinating the Victim Empowerment Programme in the Gauteng Province. Secondary to the main purpose, the researcher wanted to suggest measures that can be explored to address challenges in coordinating a Victim Empowerment Programme in order to improve service delivery and effective implementation of the Victim Empowerment Programme.

5.2 UNDERSTANDING THE VICTIM EMPOWERMENT PROGRAMME

Ndebele (2009) noted that the way the programme is understood has an influence on how it is coordinated and prioritised. The researcher shares the same view as Ndebele (2009) to a certain extent. Government has a number of competing priorities and it is only when the decision-makers are convinced by the benefits of certain policies or programmes that they deploy resources for the realisation of its goals. Nel and Judge (2008) make reference to the National Policy Guidelines for Victim Empowerment as the policy framework that specifies needs and rights of victims, as well as clarify roles and responsibilities of service providers within the Victim Empowerment Programme. The majority of the respondents have confirmed that they understand the roles and responsibilities of their organisations, as clarified in the National Policy Guidelines for Victim

Empowerment, and they have copies of this policy which further enhanced their understanding of the Victim Empowerment Programme. According to Walker (2004), it is important that policy implementers have a common understanding of policy goals and of what is required from them as local policy implementers in order for the policy to be implemented effectively. The Victim Empowerment Coordinators in the Gauteng Province have a common understanding of the Victim Empowerment Programme and they understand what is required from them and their departments, as reflected in the results of the interviews. This is further supported by the analysis of the minutes of the Provincial Victim Empowerment Forum (April 2008-April 2010), which indicates that topics related to the National Policy Guidelines, the Victim's Charter, and the Volunteer Policy, amongst others, were discussed.

Furthermore, the Provincial Victim Empowerment Forum has developed an integrated implementation plan for the National Policy Guidelines for Victim Empowerment. This is another critical component of policy implementation, as recommended by Frank (2007). However, the fact that most of the respondents did not participate in the development of this Provincial Implementation Plan for the National Policy Guidelines for Victim Empowerment poses challenges for the Provincial Victim Empowerment Programme. Walker (2004) argues that a more collaborative approach in policy implementation enhances a trusting relationship between different role-players in policy implementation. This implies that the coordinators, who did not participate, missed out on a very critical opportunity to enhance their relationship with the rest of the stakeholders within the Provincial Victim Empowerment Forum. The effective implementation of this Provincial Implementation Plan will depend on how best the Provincial Victim Empowerment Forum influences the coordinators of the different organisations to prioritise activities reflected in the integrated Provincial Implementation Plan, especially those who did participate during the development of an implementation plan.

Nel and Judge (2008) further cautioned that putting policies in place does not automatically result in better service delivery to victims of crime and violence, and hence the implementation plans with clear indicators are critical. It came to light during the interviews that the Gauteng Province is piloting a set of generic indicators for victim empowerment, but what is not certain is how the alignment of these generic indicators to the Provincial Implementation Plan is ensured.

5.3 NATURE OF THE COORDINATION CHALLENGES

Walker (2004) argues that inadequate and weak coordination tends to undermine policy implementation and consequently results in policy failure. Although the majority of respondents were of the view that the Victim Empowerment Programme in the Gauteng Province is well coordinated, there is consensus amongst all of them that challenges exist and affect the coordination of the Programme in the Province. This is further illustrated by a response from one of the respondents:

"Coordination seems to be a serious challenge and it's like everyone is pulling resources in different areas. We talk about it at the Provincial Forum, but we have not really had a break through and practically addressed it" (DC-4).

The process of developing effective coordination can be difficult and mysterious and there must be a specific target and funding dedicated for coordination for coordination to happen effectively (Schlossberg, 2004). The fact that most of the stakeholders have appointed coordinators for the Victim Empowerment Programme in their organisations, and the fact that six of the respondents have participated in the Provincial Victim Empowerment Forum meetings is proof that coordination is happening in the Province. However, very few of the respondents are working on Victim Empowerment on a full-time basis. The rest of the coordinators are responsible for other activities other than Victim Empowerment Programme in their organisations. This means that what Schlossberg (2004) is

stating as critical for effective coordination is not happening with the Victim Empowerment Programme in the Gauteng Province.

The existence of too many committees that deal with issues related to Victim Empowerment Programme, which are targeting the same coordinators but convened and lead by other organisations or departments within Gauteng Province, has been identified as one of the problematic areas for the coordination of Victim Empowerment Programme in the Gauteng Province. Keast and Brown (2002) have noted these characteristics in the networks and they have suggested the formation of relatively stable relationships between organisations and departments that have similar objectives and common policy goals for the sake of effective coordination. The different forums, as indicated by the respondents, are dealing with issues ranging from the Victim Charter, sexual offences and hate crimes. All these issues are related to Victim Empowerment and they are addressed in the National Policy Guidelines for Victim Empowerment. This implies that the suggestion that was made by some of the respondents to integrate the existing forums into one which will cater for all common concerns is in accordance with Keast and Brown's (2004) point of view and further supported by Frank (2007) in emphasizing integration, collaboration and cooperation between partners in victim empowerment. The integration of these different forums will reduce the burden of participating in too many committees, and it will save the coordinators from the trap of burying themselves in interdepartmental committees in which they could not work until everyone agrees, as Ngema (2005) cautions.

According to Keast et al. (2007), collaboration requires a high level of commitment, contribution and it involves the development of shared goals, as well as a certain level of trust. The case of the Victim Empowerment Programme in the Gauteng Province indicates that common understanding of goals does not automatically translate into commitment. This is evident from the concerns raised

by most of respondents about the lack of participation from other key stakeholders in the Victim Empowerment Programme in this Province.

The fact that most of the respondents are suggesting legislation to bind stakeholders to play their roles and responsibilities within the Victim Empowerment Programme shows a lack of trust amongst Victim Empowerment stakeholders within the Gauteng Province. This further implies that coordinators do not feel that the National Policy Guidelines for Victim Empowerment are binding enough for stakeholders to comply, because these are not mandatory as legislation.

Most of the Victim Empowerment Coordinators from government that were interviewed are occupying middle and junior management positions in their organisations. Both Victim Empowerment Coordinators from the civil society organisations that were interviewed are occupying senior management positions in their organisations. This means that Victim Empowerment coordinators from government are occupying junior positions in their organisation as compared to coordinators from the civil society organisations. Moreover, the rank of the coordinator, who is the convener and the chairperson of the Provincial Victim Empowerment Forum, is more junior than most of the coordinators from other stakeholders within the Provincial Victim Empowerment Programme. Ndebele (2009) argues that lack of authority is the major challenge for coordinators of joint development programmes in government, and the fact that the rank of officials determines the kind of respect and cooperation received from stakeholders. Most of the respondents have recommended that the rank level of the Provincial Victim Empowerment Coordinator be elevated to middle or even senior manager to enable the coordinator to have influence on the setting of priorities and to influence policy decisions. One respondent, in supporting the recommendation of elevating the rank of the coordinator, said:

"*If the Provincial Coordinator is the junior official and she is expected to chair meetings where stakeholders' representative are senior, that puts the coordinator in a compromised position and seniors will stop attending the meetings"* (CS-2).

This confirms what Ndebele (2009) raised in the sense that coordinators prefer to be lead by someone in a similar rank as them or even more senior, as indicated in their responses. Furthermore, respondents indicated that most regional government offices are managed by officials at chief director level, especially in the Department of Social Development; if the Provincial Coordinators are junior officials, they do not carry weight and what they have to say regarding policy implementation is not taken seriously enough to trigger action from the regions.

5.4 FACTORS CONTRIBUTING TO COORDINATION CHALLENGES

The factors that have been identified as contributing to the challenges of coordinating the Victim Empowerment in the Gauteng Province are as follows:

- Lack of commitment from some of the key stakeholders;
- Uncoordinated civil society organisations;
- High turn-over of staff and insufficient capacity; and
- Inadequate budget and funding model.

5.4.1 Lack of Commitment from some of the Key Stakeholders

Respondents indicated that some of the key departments, who have specific roles and responsibilities to play in the Victim Empowerment Programme, have abdicated their responsibilities. The Department of Correctional Services and the Department of Education, including the South African Police Services to a certain extent, have not fully been pulling their weight in ensuring that they play their roles, as indicated in the National Policy Guidelines for Victim Empowerment.

The analysis of the minutes of the Provincial Victim Empowerment Forum meetings in the Gauteng Province for the period April 2008 to April 2010 indicates that the Department of Correctional Services, the Department of Education and the South African Police Service have not been active in the Victim Empowerment Programme, as reflected by the lack of activities from these departments. The commitment that is required for effective collaboration, as confirmed by Keast et al (2007), is lacking and this hampers the effectiveness of the Victim Empowerment Programme in the Province. These departments are failing to make their contribution to the realisation of a common goal of providing effective victim supports services in the Province.

Some respondents believe that this lack of commitment is not only a challenge in the Province, but is experienced at the highest level of government. One respondent suggested means to ensure commitment at the highest level government:

"I would ensure that performance agreements of the Ministers and Heads of Departments include Victim Empowerment deliverables especially for (those) departments that are mentioned in the National Policy Guidelines for Victim Empowerment" (DC-2).

This lack of commitment amongst departments has implications for intergovernmental cooperation and collaboration, as it limits the ability of departments to conduct collaborative planning, budgeting and implementation that has been referred to by Gross et al. (2008). Coordinators themselves are committed to the Victim Empowerment Programme, but the competing responsibilities sometimes prevent the coordinators from attending to the Victim Empowerment responsibilities, and attend to different programme instead. If the Victim Empowerment Coordinators in all government departments only had the responsibility of Victim Empowerment Programme, it will enable them to focus all their energies on the Victim Empowerment Programme. Unfortunately, this is not

the case, because the majority of respondents have other responsibilities other than the Victim Empowerment Programme in the organisations. This implies that it is the departments who are not committed to Victim Empowerment Programme because if they were fully committed, they would appoint full-time coordinators dedicated to the Victim Empowerment Programme, as suggested by Schlossberg (2004), in emphasising the importance of a full-time and dedicated person with the capacity for effective coordination.

5.4.2 Uncoordinated Civil Society Organisations

The interview results indicate that there is a problem with the representation of civil society organisations in the Victim Empowerment Programme in the Gauteng Province. The National Policy Guidelines for Victim Empowerment acknowledges that the civil society organisations form a strong component of the Victim Empowerment Programme and they are partners of government in the provision of services to victims of crime and violence (Department of Social Development, 2008). The Gauteng Province has a vibrant and active group of civil society organisations that render services ranging from trauma counselling to the running of shelters for abused women[4]. This role of the civil society organisations has been acknowledged by Frank (2007) in suggesting that integration, collaboration and cooperation should go beyond government to include civil society organisations as partners. Frank (2007) even suggested that civil society organisations are more experienced that government in delivering services to victims of crime and violence.

Respondents indicated that not all civil society organisations that render services to victims of crime and violence in the Gauteng Province are represented in the Provincial Victim Empowerment Forum. This poses a challenge in the sense that there is lack of a consolidated voice of the civil society organisations that render

[4] Centre for Study of Violence and Reconciliation: Lifeline: People Opposing Women Abuse, Usindiso Ministries, Childline, Sonke Gender Justice, Engender-Health, RAPCAN;NICDAM and Others

services to victims of crime and violence in the Province. It would be much easier for government to deal with these civil society organisations if they were organised into a single body that represents all Victim Empowerment Civil Society Organisations in the Gauteng Province. In illustrating this lack of a consolidated voice for Civil Society Organisation, one respondent said:

"Civil society organisations that are active in the Provincial Victim Empowerment Programme can not claim to be the voice of the non-governmental organisations in the Province" (DC-1).

Some of the respondents made reference to the closure of Themba Lesizwe as the reason for the lack of a consolidated voice for civil society organisations within the Victim Empowerment Programme in the Province. This claim has been supported by Robinson (2007) in stating the role of Themba Lesizwe in coordinating civil society organisations which render services in victim empowerment. The situation of the civil society organisations which render services to victims of crime and violence in the Gauteng Province is lacking what Muloongo et al. (2007) referred to as more harmony of interests which weakens their voice as the civil society. It was highlighted by the respondents that the civil society organisations are competing between themselves instead of complementing each other. The main reason for this is the competition for funding.

5.4.3 High turn-over of staff and insufficient capacity

Most of the coordinators that were interviewed have been in their current organizations for more than five years, but what is interesting is the fact that only two of the interviewed coordinators were in the Victim Empowerment Programme for more than five years. This implies that officials, who were coordinating Victim Empowerment Programme in these organisations, have either left the organization or they have joined another section within their organisations. The

fact that the positions and rank of coordinators of the Victim Empowerment are junior positions in most of these organisations, especially in government, might have contributed to the high turn-over of staff in search of promotion.

Some respondents indicated that services are provided by volunteers, especially in the civil society organisations and the South African Police Services. It was indicated that these volunteers are supervised by social workers in order to ensure that the quality of service to victims of crime and violence is maintained. The respondents indicated that there are not enough social workers in the non-governmental sector to provide services and supervise volunteers. The role of social workers and other social service professionals has been critical in the implementation of policies and in ensuring that the increased demand of services after 1994, especially in poor and previously under-serviced communities, is addressed, as noted by Earle-Malleson (2009). Further, a number of social workers were attracted by better working conditions and better salary packages to overseas countries, such as the United Kingdom. This created a shortage of social workers in South Africa (Kumalo, 2009). This diminished the capacity of South Africa as a country to implement policies and provide services, especially to the poor and vulnerable groups.

The shortage of social work professionals created problems, both in government and in the civil society organisations. When the government introduced the recruitment and retention strategy for social workers, it attracted more social workers, especially experienced social workers from the civil society organisations due to better salary scales and benefits in government (Earle-Malleson, 2009). Frank (2007) claims that civil society organisations have more experience than government in servicing victims of crime and violence, thus the introduction of a recruitment and retention strategy for social workers changed the picture. Experienced social workers from civil society organisations have since joined government.

Another issue that was raised by respondents, especially from the civil society organisations, is the high turnover of volunteers because of poor working conditions and the lack of policy guidance for managing volunteers. Some respondents made reference to the poor working conditions in safe rooms in police service stations as a factor likely to demotivate volunteers who service victims of crime and violence in the Gauteng Province. Frank (2007) noted this wide use of volunteers in the victim empowerment sector and recommended that it should be regulated. Three years down the line, there is no policy to manage voluntarism. It is the researcher's view that, as long as the National Policy on Volunteers is not clarified, management of volunteers will remain a challenge and chaotic.

The establishment of safe rooms at police stations is the responsibility of the South African Police Service, as indicated in the National Policy Guidelines for Victim Empowerement (Department of Social Development, 2008), but the interview results indicate that the South African Police Service has delegated this responsibility to non-governmental organisations, and it is failing to provide the necessary support to these organisations to ensure that these safe rooms function effectively. If the safe rooms are really falling apart, as suggested by the respondents, it means service delivery for victims is compromised because the South African Police Service is one of the critical entry points for victims to be able to access victim empowerment services (Department of Social Development, 2008: 23). This means that the South African Police Service is failing to fulfil its responsibility within the Victim Empowerment Programme and it should be held accountable.

The high turn-over of Victim Empower Empowerment staff, including volunteers and the shortage of social workers, limits the capacity of the Victim Empowerment Programme in the Gauteng Province. This situation confirms Schoonraad and Radebe (2007) assertion that the effective implementation of policies is lacking due to capacity limitations.

5.4.4 Inadequate Budget and Funding Model

All respondents have raised the challenge of a limited budget in their responses. Both government and civil society organisations believe that funding of the Victim Empowerment Programme is insufficient. Schlossberg (2004) has emphasised the importance of dedicated funding to the realization of effective coordination and implementation policies. The importance of resources for policy implementation has been supported by De Coning and Gunther (2009) in arguing policy implementation as the convergence of physical and financial resources to concretise service delivery outputs with the aim of achieving policy objectives. This convergence of physical and financial resources for the aim of achieving policy outputs is not transpiring within the Victim Empowerment Programme in the Gauteng Province.

The respondents from government indicated that their allocated budgets are not adequate to meet all the activities planned for the financial year. They have acknowledged that the global recession has affected South Africa, resulting in budget cuts for government departments. The Department of Social Development, which is the department mandated to fund civil society organisations that render services within social development sector, has also complained of insufficient budget.

The respondents reported lack of joint budgeting and planning between the stakeholders in the Victim Empowerment Programme. The National Policy Guidelines for Victim Empowerment states that, as part of implementing the Policy Guidelines, each government department should produce a costed policy implementation that covers a period of three years, and should be done in partnership with relevant civil society organisations (Department of Social Development, 2008). Assuming that Provincial Implementation Plan for National Policy Guidelines for Victim Empowerment is informed by plans from the

departments, it should be much easier to integrate the activities and budgets of all departments into a joint budget for the Victim Empowerment Programme in the Province. This action would make it possible for all departments to contribute to an agreed programme of action and this will amount to what Keast et al. (2007) call coordination that goes beyond just information sharing within the Victim Empowerment Programme in the Gauteng Province. Unfortunately, this joint budgeting is not happening for whatever reason, which denies the Victim Empowerment Programme in the Province the advantage of economy of scales to improve the effectiveness of Victim Empowerment Programme in the Province.

The allocation of funding and subsidy to civil society organisations has been raised by respondents as another element that affects the effectiveness of the Victim Empowerment Programme in the Gauteng Province. The respondents reported that civil society organisations that render services in the Victim Empowerment Sector are grossly under-funded. The respondents have blamed the funding model used by government to allocate funds and subsidies to civil society organisations as outdated and full of weaknesses. The example that was provided by one of the respondents is that of subsidies for shelters for abused women. The Department of Social Development subsidises shelters as per woman serviced. This means that for each and every woman admitted in a shelter, a certain amount of money is paid to the shelter by the department. The challenge with this approach is the fact most of women come to shelters with children and these children also need food and other resources. The current funding model does not cater for these children and it thus stretches the budget of these shelters.

The respondents also indicated that the Department of Social Development funds posts of social workers, who render services in the civil society organisations and for services to certain extent. However, the funds are not adequate and this assertion is substantiated by the judgment in the case where civil society organisations sued the Department to Social Development and the

court ruled in favour of the civil society organisations for improvements of funding and revision of the funding policy (Budlender, 2010). It was highlighted by the respondents that the civil society organisations are competing between themselves, instead of complementing each other. The main reason for this competition between civil society organisations is the scramble for funding. This confirms van der Berg and Burger (2005) assertion that the role of non–governmental sectors in service delivery is limited by inadequately allocated government funding and the decline in foreign funding.

The above analysis shows evidence of the coordination challenges within the Victim Empowerment Programme in the Gauteng Province. What is more disturbing is the fact that these coordination challenges have negative impacts on service delivery to victims of crime and violence. The situation of safe rooms in police service stations will expose victims to secondary victimisation, as explained by Wolhunter et al. (2009).

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CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

South Africa is characterised by high rates of crime victimisation. In 1998, the South African government launched an interdepartmental and inter-sectoral Victim Empowerment Programme that seeks to make the criminal justice system more victim-friendly and minimise the negative impact of crime on victims through the provision of services and programmes for victims of crime and violence (Moran, 2007). Furthermore, the National Policy Guidelines for Victim Empowerment, which provides a framework for sound interdepartmental and inter-sectoral collaboration in managing victim empowerment services were officially introduced in March 2008 (Department of Social Development, 2008).

A number of challenges have been faced by the stakeholders in the Victim Empowerment Programme. This research has focused on the challenges experienced in coordinating the Victim Empowerment Programme in the Gauteng Province. This research is an attempt to understand the challenges in the coordination of the Victim Empowerment Programme, which has a bearing on the effectiveness of service delivery to victims of crime and violence. The findings of this research will help to create a better understanding of the coordination challenges encountered by Victim Empowerment Coordinators and recommendations will assist in exploring the solution to these coordination challenges. The following sections outline the conclusion and recommendations from this research report.

6.2 CONCLUSION

The research shows that effective coordination is a necessary requirement for the effective implementation of the Victim Empowerment Programme, and proves

that coordination is not an easy task, especially when dealing with different stakeholders who have different mandates and responsibilities.

Although there is a common understanding of the Victim Empowerment Programme and its policy goals among the people interviewed, this common understanding has failed to translate into commitment and increased contribution into the Victim Empowerment Programme. However, these findings cannot be generalised to a larger group.

This study has identified the lack of participation from some of the key stakeholders in the Victim Empowerment Programme. Specific references were made to the Department of Education, the Department of Correctional Services and the South African Police Service. These departments that have failed to play their roles and responsibilities, as set-out in the National Policy Guidelines for Victim Empowerment. Failure of these key stakeholders to play their roles in the Victim Empowerment Programme has compromised the quality of the Programme in the Gauteng Province. The analysis of the evidence indicates that the fault is with these departments rather than the coordinators of these departments. The senior executives within the departments are responsible for prioritising programmes, deploying resources and ensuring that junior officials implement what has been prioritised by the senior executives. If the senior managers within the departments decide not to prioritise Victim Empowerment Programme for whatever reason, the coordinators have no say and can not change that situation. Therefore, coordination of the Victim Empowerment Programme is hampered by lack of commitment from stakeholder organisations more than the lack of commitment from the coordinators themselves.

The role of the lead department for the Victim Empowerment Programme, as clearly articulated in the National Policy Guidelines for Victim Empowerment (Department of Social Development, 2008), requires exceptional skills, capabilities and a certain level of authority beyond that of junior officials. The

respondents also confirmed the high skills level requirements for the lead coordinator, and proposed that the lead coordinator be appointed at senior management level. Therefore, the profile of the Victim Empowerment Coordinator, especially for the lead department, determines the quality of coordination and influences the level of participation of Victim Empowerment Programme stakeholders.

Direct services to victims are mostly provided by civil society organisations rather than by government departments. Although most of these civil society organisations are subsidised by government, the subsidy funds do not cover all costs of providing these services. The budgets of the civil society organisations are further stretched by servicing clients that are not provided for in the subsidy model. Thus, government has delegated its responsibility of providing services to victims of crime to the civil society organisations without making adequate funding available to these organisations.

Furthermore, civil society organisations are making use of volunteers to render services to victims of crime due to shortage of social workers. These volunteers are expected to work under the supervision of social workers, but this is not always possible since there are very few social workers in the civil society sector. Lack of policy guidelines that direct the management of volunteers in the Victim Empowerment sector has lead to poor working conditions and for that reason, volunteers are leaving the Victim Empowerment sector. The high turnover of volunteers is therefore reducing the already limited capacity of the Victim Empowerment Programme to render services to victims of crime and violence.

The National Policy Guidelines for Victim Empowerment, as an overarching policy framework that guides service delivery to victims of crime and violence, has not been given the priority it deserves when considering the rate of crime and victimisation in South Africa. The research respondents called for Victim Empowerment legislation that will make it more mandatory for the stakeholders

to play their role in the Victim Empowerment Programme. This will ensure that government deploys adequate financial and human resources towards the implementation of the Victim Empowerment Programme. Moreover, this will ensure accountability of all stakeholders for their roles and responsibilities.

Overall, the study reveals that factors such as lack of commitment from key stakeholders, inadequate funding, insufficient human resources and lack of a consolidated voice for civil society organisations that render services to victims of crime, have negatively affected the coordination of the Victim Empowerment Programmes in the Gauteng Province. The researcher's view is that all these factors boil down to the lack of application of the 5 C protocol in the implementation of the National Policy Guidelines for Victim Empowerment, as proposed by Cloete and Wissink (2000), which put emphasis on the importance of capacity, content, context, commitment and coalitions in policy implementation.

6.3 RECOMMENDATIONS

6.3.1 The National Policy Guidelines for Victim Empowerment, as a guiding framework for the Victim Empowerment Programme, need to be elevated to the level of legislation. The legislation is mandatory, thus it will encourage the commitment of stakeholders and government departments will be breaking the law by failing to play their role and responsibilities. This legislation should have a section addressing the issue of management of volunteers in the Victim Empowerment sector.

6.3.2 Full-time Victim Empowerment Coordinators should be appointed in all government departments mentioned in the National Policy Guidelines for Victim Empowerment Programme. This will ensure that all coordinators concentrate on the implementing Victim Empowerment Programme as their main key performance area.

6.3.3 The coordinator of the lead department and convener should be appointed at least at a senior manager level. Research shows the importance of authority in the coordination of inter-sectoral programmes. The position of senior manager will give the lead coordinator a certain level of authority, and this will hopefully lead to respect and cooperation of Victim Empowerment stakeholders.

6.3.4 A memorandum of understanding should be signed between all government departments who are stakeholders in the Victim Empowerment Programme. The contracts in government departments are signed by the accounting officers, and if the memorandum of understanding between the Victim Empowerment stakeholder departments is signed by the accounting officer, he or she will be held accountable. The accounting officer will make sure that the memorandum of agreement is adhered to which will enhance the cooperation of stakeholders.

6.3.5 A structure to consolidate the inputs and the voice of the civil society organisations should be established. This structure will give the civil society organisations an opportunity to discussion their issues and speak with one voice when approaching government. This will strengthen their position and influence.

6.3.6 Further research on coordination of inter-departmental and inter-sectoral programmes is necessary to inform the development of sound-practice models.

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APPENDIX A: LETTER FROM THE SUPERVISOR

The Graduate School of Public and Development Management

2 St Davids Place, Parktown, Johannesburg
P.O. Box 601, Wits, 2050, South Africa, Telephone +27 (0)11 717 3500

Wednesday, May 12, 2010

To whom it may concern

This confirms that Fikile Faltein student number 06918592D is registered for the Masters of Management at the Graduate School of Public and Development Management.

The title of the Research Proposal is: **THE CHALLENGES OF CO-ORDINATING THE VICTIM EMPOWERMENT PROGRAMME IN GAUTENG PROVINCE.**

It is recommended that he be given assistance in terms of information for resarch purposes towards his Masters of Management Degree. The information will be used for research purposes only.

Yours sincerely

On behalf

Dr Gillian Godsell
SUPERVISOR
The Graduate School of Public and Development Management

APPENDIX B: QUESTIONNAIRE

PART ONE:

Please indicate with an (X), where applicable

1.1 Are you responsible for the coordination of the Victim Empowerment Programme in your organisation?

Yes		No	

1.2 How long have you been working in this organisation?

0-3 years experience	
4-6 years experience	
7 – 10 years experience	
More than 10 years experience	

1.3 How long have you been responsible for the Victim Empowerment Programme in your organisation?

0 – 1 Year	
2 – 5 Years	
6 – 10 Years	
11-15 Years	

1.4 What position do you hold in your organisation?

Administrator	
Professional	
Junior Management	
Middle Management	
Senior Manager	

1.5 What is your gender?

Male	
Female	

PART TWO: OPEN-ENDED QUESTIONS

2.1 What is your understanding of the Victim Empowerment Programme?

2.2 Would you say Victim Empowerment Programme is prioritised in your organisation? Please elaborate on your answer.

2.3 Have you participated in Provincial Victim Empowerment Forum in the past year? If not, why?

2.4 Do you think the Victim Empowerment Programme in the Gauteng Province is well coordinated? Please elaborate on your answer.

2.5 What skills are required to ensure the effective coordination of the Victim Empowerment Programme?

2.6 In your view, what should be appropriate level (position) of the person responsible for coordinating Victim Empowerment in the Province?

2.7 Do you have a copy of the National Policy Guidelines for Victim Empowerment?

2.8 Do you understand the role of your department (organisation), as indicated in the National Policy Guidelines for Victim Empowerment?

2.9 Did you participate in the development of Provincial Implementation Plan for the implementation of National Policy Guidelines for Victim Empowerment?

2.10 If you were responsible for coordinating the Victim Empowerment Programme at National level, what changes would you effect?

2.11 What else would you like to tell me with regard to Victim Empowerment Programme generally?

APPENDIX C: CRITERIA FOR DOCUMENT ANALYSIS

1. Criteria for Analysing the Minutes of Provincial Victim Empowerment Forum Meetings

1.1 Which stakeholders have been participating in the Provincial Victim Empowerment Forum Meetings regularly?

1.2 Which stakeholders have been absent from how many meeting?

1.3. What topics are discussed during the Provincial Victim Empowerment Forum Meetings?

1.4 Whether the activities of other stakeholders are captured in the minutes and report submitted by the stakeholders.

1.5 Identify any indicators for poor coordination reflected in the minutes.

2. Criteria for Analysing the Provincial Victim Empowerment Quarterly Reports

2.1 What activities of which stakeholders are captured?

2.2 Identify any reports of challenges relating to coordination in the reports.