

Towards a Sustainable and Effective CAO Sector in South Africa:

A Cost Benefit and Qualitative Analysis



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Executive Summary

1.

Despite advances in access to legal services, barriers continue to persist in democratic South Africa. Furthermore, these barriers are strongly associated with poverty, location, gender and education levels.

The South African Government, in terms of the Constitution as well as under various international instruments, has an obligation to ensure access to justice for all citizens, as a basic human right. However, many communities, and particularly rural communities, do not have access to legal advice as a result of cost, ignorance of the existence of state equivalent centers, a fear of engaging the legal aid system, and the distances they have to travel to get to such centers. In addition, in poor and/or rural communities served by Community Advice Offices (CAOs), many potential social service beneficiaries are unaware of their eligibility for social benefits, or are daunted by the administrative requirements involved in applying for them.

South Africa has a community-based CAO sector which goes back to the 1980s, and which provides first stop or 'early action' paralegal services, as well as a range of other advice and assistance functions. This sector, however, is ailing, primarily as a result of financing challenges, and there are clear prima facie reasons to consider the possibility of full or part fiscal funding of CAOs as a means of enhancing access to justice, as well as increasing social welfare in a long-term sustainable manner.

The objective of the study is accordingly to ***provide credible, evidence-based arguments to inform the policy debate around public funding of CAOs in South Africa***. Three fundamental research components are included: a desk-based review of the development of the CAO sector, a comprehensive fieldwork based qualitative and quantitative analysis of the current role and challenges of existing CAOs in South Africa, and a cost-benefit analysis which considers the economic argument in favour of core funding, by the state towards South African CAOs.

2.

The ***Desk-based Review*** conceptualizes CAOs as small, non-profit organisations that offer free basic legal and human rights information, advice and services to people who are marginalised through poverty, social circumstances and geographical location. They are non-partisan and non-political in their operation. CAOs deliver their services with limited funding, where necessary by pooling community resources and staff labour and time capacity.

Some challenges CAOs face may be regarded as inherent to the scope of their potential functions and the complexity of community needs they seek to respond to. Others, however, are rooted in structural dynamics which are in principle addressable. In the literature the challenge of funding appears as the main challenge which plagues the CAO sector currently. Other challenges include the absence of formal regulation, service standardization, adequate acknowledgement and recognition, and, as a result, uneven service provision in some instances.

The funding challenge generates a range of problems not only for the sustainability of the sector, many of which relate to human resource capacity, including the inability of the sector to retain staff once they have received some basic training and work experience in the community context.

3.

The **Fieldwork** took place in mid-2014 and entailed visits to 19 CAO offices in 5 provinces, Eastern Cape, Free State, Gauteng, Limpopo and Western Cape. At each CAO, key individuals were interviewed, focus group discussions were conducted with CAO staff, and service users were interviewed. In addition, the field work included focus group discussions with the CAO Provincial Fora of each of the 5 selected provinces. The results of this field work fed into the cost-benefit analysis, but have considerable additional worth as a rich picture into the nature of the sector and its users currently.

4.

The findings from the field work (**Focus Groups and Key Interviews**) component of the study are as follows:

A. Community Advice Offices (services/ asset to community)

- Estimates of the number of CAOs by province are complicated by a number of factors, but CAO numbers range from 22 to 65 for the provinces included in the study.
- Almost half of CAO offices (47% or 9 of the 19 offices) describe themselves as becoming operational in the 2000's.
- Virtually all the offices included in the field work reported being fully functional/ operational, that is they are open from Monday to Friday during normal work hours, and typically also make themselves available to working overtime including working after hours and on weekends.
- Beneficiaries served per day vary between CAOs and at different times, but may average around 10 per day.

- The community challenges identified by CAOs are largely aligned with those identified in the NDP as well as surveys such as the HSRC's SASAS.
- CAOs respond to community need as well as programmatic funding opportunities and their core paralegal function to deliver a wide-ranging, flexible and locally responsive mix of services.
- CAO's generally feel that they are able to meet the needs of their communities, notwithstanding a range of challenges, though formal case monitoring is not effectively implemented.
- CAOs have different conceptions of their primary and secondary functions, which depends in part on funding opportunities.
- Asked after specific successes achieved by their CAOs, staff and provincial fora representatives give a picture of the varied and valuable contribution CAOs make to community wellbeing.

B. Community Advice Offices (resources/ challenges)

- The primary challenge identified by the overwhelming majority of CAOs is a lack of funding, and many other challenges, such as staff retention, ultimately emanate from this challenge.
- Secondary challenges identified suggest the complex stakeholder relations CAOs must negotiate and, in some instances, a non-optimal relationship with sub-national government and municipalities in particular.
- CAOs face human resource challenges related to staff retention, skills required for the job etc., but display a strong resilience as regards doing what can be done, including referral.
- Few if any CAOs have the required material resources to fully fulfill their functions.
- CAOs use a variety of office spaces, some of which are adequate, many of which are not.

C. Organisational structures

- CAOs for the most part have a clear and sound leadership and management structure, though implementation lags and the role of the Board in particular could be enhanced.
- The newly established coordination and integration model of Provincial Fora and Provincial Hub Offices has significant potential for strengthening the sector, though it is uncertain about the extent to which the hub model has been deployed in all provinces.
- CAOs make use of both staff and volunteers.
- Many CAOs report good relations with government departments, but adversarial relations also exist and inhibit community welfare.
- In all CAOs, some form of financial management system is in place, but these differ in degrees of formality.

D. Community Advice Offices (accessibility)

- The accessibility of CAOs for communities varies and imposes differing costs on beneficiaries as well as the CAOs themselves.

E. Funding of the Community Advice Offices

- CAO funding is generally inadequate to conduct operations effectively; virtually no CAOs operate with a funding amount that allows them to fully do their work.
- The funding picture differs across province, both in terms of adequacy and typical funding sources.
- Fundamental consequences of the funding context include precarious security of premises, self-exploitation, volunteerism, and a reliance on community resources which are themselves in short supply.
- Even CAOs that appear to do comparatively well struggle with secure, predictable funding which would enable medium- and longer term planning.
- CAOs that have comparatively secure and adequate funding tend to have this funding for other uses than paralegal related services; in other words, even in these instances their paralegal work is likely to be underfunded.

5.

The ***Service Beneficiary Survey***, which comprised 186 individual interviews in five provinces and at 19 CAOs, explored who, why and how the users used the CAOs. In addition, the survey also assessed their perception of the quality of the service and what they think about alternative service providers. The results are highlighted here but discussed in detail and graphically represented in section 6

A) Who are the users of CAOs?

The largest proportion of respondents reported having some secondary education (38% or 70) followed closely by 62 respondents (34%) who reported either having no education, some primary education or having completed their primary education. The majority of respondents (48%) fall within the R1001-R3000 per month income category. The smallest proportion of respondents (18%) reported earning more than R3000 per month.

B) Why do they use CAO services?

Over a third of respondents (40%) highlighted assistance with legal cases or labour disputes as the main reason for their visit. This also included assistance with divorce, harassment, payment of damages and widow inheritance. About one in ten of respondents revealed assistance with IDs, birth certificates or marriage certificates as the reason for their visit, and 14% of respondents indicated they required assistance with social problems including children not attending school and various poverty related issues.

The largest proportion (48%) of respondents who reported visiting the office for assistance with birth certificates and IDs earned less than R1000 in the monthly household income. The largest proportion (61%) who reported needing assistance with pension and grant applications earned between R1001 and R3000. 71% of respondents sought assistance with financial matters such as loans or/ and bonds earned between R1001 and R3000 income per household monthly. Lastly, the mid-level earning respondents also revealed the largest proportion (57%) of respondents who reported needing assistance with social problems.

C) How do they use CAO services?

The survey revealed that most CAO beneficiaries have been using their respective CAOs for a period greater than one month but less than six months. The data also illustrate that communities utilise the services of CAOs frequently. A large proportion of respondents indicated that they visit the respective CAOs in their community twice or more than twice a month.

However, the data also showed that most of the CAO users visit the CAO more than once for the same issue or inquiry. The evidence from the other data sources suggests that the complexity of some of the cases dealt with by CAOs requires more than one visit by beneficiaries. Additionally, cases the CAOs deal with most often involve government departments. This may delay the process depending on the nature of the case and the government department and the processes involved.

D) How do they feel about the quality of CAO services?

When asked about their satisfaction with CAOs services concerning their helpfulness, professionalism and level of knowledge about the services offered, an overwhelming majority of respondents (96%) indicated that they were very satisfied with the helpfulness of CAO staff. None of the 186 survey participants indicated that they experienced or witnessed any of the CAO staff members receiving or being paid a bribe.

E) What do they think of alternative providers of similar services?

The survey also included questions to ascertain respondent's knowledge about the availability of alternatives in the event that the CAO did not exist. Respondents were asked what they would do about their issue if the CAO were not there. About 52% indicated that they would go to a government office with their issue. Where respondents indicated that they would not consult government for assistance, their reasons typically have less to do with affordability and more with their perceptions of government services. Only 16% of respondents indicated that they would not go to government because they could not afford the transport costs involved. The findings suggest that beneficiaries perceive government services as inferior, because 44% who indicated that they would not consult government gave as a reason that its services were not good enough. However, lack of knowledge of

who to consult for assistance appears also to be a reason. Thirty five percent of respondents indicated that they would not consult government because they did not know where to go.

6.

A fundamental premise underlying the cost-benefit analysis is that the state should be the first financier of any service or suite of services which generates a high social net value or a similar project evaluation related criterion, and which simultaneously enhances the extent to which the state meets its Constitutional and international obligations with respect to the realization of access to justice and various socio-economic rights.

The **Cost-Benefit Analysis** was customized to be aligned with the context of CAOs and the methodological challenges this presents. First and foremost, the valuation of benefits is complicated by the wide range of CAO services offered, and the differing nature of the service portfolio in different CAOs.

The approach taken here, then, was to use a contingent valuation willingness to pay (WTP) approach to CAO users. The main model asks after the annual contribution users would make *for the CAO in its entirety*, if not making such a contribution meant the CAO would not be available to them. We assumed, in other words, that users have a reasonable sense of what the CAO offers, and that their willingness to pay to keep it in operation would be a useable proxy for the benefits they believe it provides. A secondary model asks users how much they would be willing pay for the particular service they received on that day and generates annual benefits from this response.

Although the model is extrapolatable over longer time frames, we present results for one year; we accordingly refer to results in net value terms, rather than net present value terms, since discounting of future costs and benefits is not required. Costs are presented for two idealized CAOs, a higher funded and a lower funded one, at R 500 000 and R 250 000 per year respectively, though we assume service output remains constant in both scenarios. We assume, in other words, that for the lower funded CAO some degree of involuntary volunteerism and the like remains. Benefits are conceptualized as benefits to individual service users, positive externality community benefits, and benefits to the state as a result of a reduced demand burden on state equivalent services. Throughout, we retain conservative estimates and make further adjustments, such as recalibrating our estimate of annual CAO users, in order to provide what we regard as highly robust results. The methodological issues and cost-benefit analysis approach are outlined in detailed in the cost-benefit analysis section of this report.

Because we generate net value for two idealized CAOs with quite different cost implications, the models present a wide range of results, as expected. In the discussion of results the relevant question, then, arguably becomes what an annual CAO funding amount could

feasibly be, that would return, robustly, a strong social net value in all or most model scenarios.

We find that an annual CAO of funding of R 200 000, to 236 CAOs, as a core funding amount from the state to ensure the sustainability of the sector, would be strongly defensible on a CBA basis using the approach we have adopted.

Such an annual amount would give a positive net value for most of the models considered. Indeed, a positive net value is returned even in a low benefit scenario where state benefits are excluded. In the main model, which includes state benefits, the net value nationally of such a R 200 000 funding amount would be between R 44 904 004 and R 85 329 114.

Were such a funding amount to be provided through the fiscus, this would total R 47 200 000, annually, for 236 CAOs (at an average cost of R200 000). This is a very small amount in relation to the scope of budgetary allocations: in 2014/15, it would amount to 0.004 of total allocated expenditure of consolidated government. If 'coordination and compliance' costs are included, at a rate which implies a 10% increase in cost per CAO, the total sector budget increases to R 51 920 000. The net value remains considerable, at between R 40 188 004 and R 80 613 114. The model can also be adjusted to provide for an initial, once-off capital funding pool to be distributed to selected CAOs, in order to achieve a basic service standardization across the sector as regards material resource and other service infrastructure. A capital pool of R 40 120 000, in addition to the core funding outlays, would continue to generate high net value in most scenarios.

7.

Our recommendations accordingly are as follows:

- Serious and urgent consideration should be given to the fiscal funding of at least 236 CAOs in South Africa, for an initial annual core funding amount of at least R 200 000 per CAO. Such an amount would account for about 60% of the total annual running costs of a representative CAO and CAOs would thus still have to raise additional funds for their programs. Such a core funding amount would allow for predictable funding of key core costs but a responsibility would still fall on CAOs, NADCAO and other partners to help secure the balance of funding for CAOs.
- In the wake of such funding, oversight of CAOs would need to be located in an appropriate agency, whether new or existing, where resource governance is shared between civil society and state representatives and where distribution agencies such as SCAT or HIVOS could be used to channel and disburse funds. An existing government

agency is the FHR, for example, that manages EU funding via the Department of Justice; other options can also be considered.

- Although state oversight of CAOs is a necessary adjunct to their public funding, care needs to be taken to avoid excessively onerous reporting requirements and excessive attempts to 'standardize' CAO operations in order to facilitate their monitoring and evaluation.

- It is important that CAOs remain independent non-profit organizations, and that the state perceives them as such, rather than coming to be seen as delivery entities for state paralegal services in poorer communities. Independence does not mean independence from oversight of work funded through the fiscus, but does mean a significant degree of independence in setting



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annual objectives and in the broader mission of the CAO. In particular to hold government directly accountable and in some instances and where warranted, to litigate.

- On the other hand, the core funding amount as we have approached it here is for paralegal and related services, and CAOs need to be accountable to use funds for such designated purposes. It is important to emphasize that CAOs, NADCAO and their partners will continue to be responsible to help secure the balance of funding needed for CAOs.
- Separate from the issue of public funding and related arrangements, too many CAOs reported unnecessary adversarial relations with some departments and municipalities. What we recommend is that government needs to see CAOs as key partners and allies in helping to realize the outcomes articulated in the National Development Plan.
- CAOs will have to intensify the current self-initiated drive towards coordination, some further degree of standardization, and will have to ensure that their own structures are adequate to the tasks that lie ahead. More specifically, CAOs will need to subscribe to agreed national standards of accountability, operation and delivery.

- CAOs, with the support of NADCAO and the Provincial Fora, need to ensure that their boards function effectively and that the right people are elected to such boards. CAOs should also consider including representatives from government on their boards, and in particular from the municipalities in which they operate, in order to build stronger partnerships.
- An important challenge that CAOs will have to address concerns the current absence, in almost all CAOs, of any effective system of case management, from which some evaluation of impact, and of community service demand, can be established. The establishment and maintenance of such a system should be insisted on by NADCAO, for CAOs affiliated to it, and should also constitute a condition for receiving public funds. A Central Case Management System does in fact exist but there have been serious implementation challenges and perhaps the design of the System needs to be reconsidered and rendered more context-appropriate; for example, a case management system premised on reliable internet access is not viable for many CAOs.

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Abbreviations and Acronyms

ANC	African National Congress
ACDG	African Community Development Group
AGM	Annual General Meeting
ACAOSA	Association of Community-based Advice Offices of South Africa
BaU	Business as Usual
CBD	Central Business District
CFO	Chief Financial Officer
COO	Chief Operations Officer
CSO	Civil Society Organisation
CCMA	Commission for Conciliation, Mediation and Arbitration
CAO	Community Advice Office
CBA	Cost Benefit Analysis
CBO	Community Based Organisation
CBP	Community Based Paralegal
CDW	Community Development Worker
CLO	Community Liaison Officer
CWP	Community Works Programme
CBPAO	Community-Based Paralegal Advice Office
CBA	Cost Benefit Analysis
DfID	Department for International Development
DOJ&CD	Department of Justice & Constitutional Development
DSD	Department of Social Development
ECPF	Eastern Cape Provincial Forum
FGD	Focus Group Discussion
FHR	Foundation for Human Rights

FPF	Free State Provincial Forum
GPF	Gauteng Provincial Forum
HIVOS	Humanist Institute for Cooperation
HSRC	Human Sciences Research Council
ICT	Information and Communication Technology
ID	Identity Document
ILDA	Interchurch Local Development Agency
LAB	Legal Aid Board
LASA	Legal Aid South Africa
LGBTI	Lesbian, Gay, Bisexual, Transgender and Intersex
LPF	Limpopo Provincial Forum
MOU	Memorandum of Understanding
MOA	Memorandum of Association/Agreement
M&E	Monitoring and Evaluation
NADCAO	National Alliance for Community Advice Offices
NCBPA	National Community-based Paralegal Association
NDA	National Development Agency
NDP	National Development Plan
NPA	National Prosecuting Authority
NPV	Net Present Value
NGO	Non-Governmental Organisation
NPO	Non-Profit Organization
OVC	Orphans and Vulnerable Children
PAO	Paralegal Advice Office
PBO	Public Benefit Organisation
PF	Public Funding

REDF	Roberts Enterprise Development Fund
RDC	Rural Development Centre
SASSETA	Safety and Security Sector Education and Training Authority
SBS	Service Beneficiary Survey
SCAT	Social Change Assistance Trust
SAPS	South African Police Services
SASAS	South African Social Attitude Survey
SASSA	South African Social Security Agency
SIDA	Swedish International Development Agency
TSDP	Technical Support & Dialogue Platform
TAWA	Tshiriletso Against Women Abuse
UIF	Unemployment Insurance Fund
UDF	United Democratic Front
USAID	United States Agency of International Development
VEP	Victim Empowerment Programme
WCAOA	Western Cape Advice Office Association
WCPF	Western Cape Provincial Forum
WTP	Willingness to Pay

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1 Introduction

Despite significant developmental and governance successes achieved by the post-apartheid South African government, the country continues to face major challenges such as unemployment, poverty, crime and inequality. As the *20 Year Review* notes, many of the challenges South Africa currently faces remain the legacy of apartheid policies and practices. At the same time, democratic service delivery has disappointed in many sub-national contexts, and there is abundant evidence that points to growing citizen frustration. In spite of the policies, institutional framework and initiatives by government, public goods and services have failed to reach the poorer segments of South African society. Trends in the HSRC's *South African Social Attitude Survey (SASAS)* revealed that some priorities have remained constant for citizens over the period 2003-2013 (such as unemployment), whilst others have rapidly jumped up the priority list (such as corruption). In addition, there is a strong likelihood that the coming decade will be defined to an even larger extent than hitherto by the challenge of public resource constraints, given lower economic growth and uncertain growth and tax revenue prospects, and a larger debt servicing burden as the result of increased deficit financing since 2008.

The *National Development Plan - Vision 2030* outlines ways of addressing the key challenges facing the country and sets out a vision of where the country could be by 2030, should the plan be effectively implemented. The key focus of the vision is to eliminate poverty and reduce inequality. We find a relatively strong general agreement between highly salient items in the public agenda (as revealed by the SASAS data) and those identified by the NDP as focus areas necessary to achieve the 2030 Vision: 1) Creating jobs and livelihoods; 2) Expanding infrastructure; 3) Transitioning to a low-carbon economy; 4) Developing urban and rural spaces; 5) Improving education and training; 6) Providing quality healthcare; 7) Building a capable state; 8) Fighting corruption and enhancing accountability; and 9) Transforming society and uniting the nation.

The extent to which the vision of the National Development Plan will be attained, however, depends to a substantial degree on achieving developmentally more within a smaller 'fiscal space'. It is therefore also correct that many current public pronouncements emphasize value for money, effectiveness, eliminating waste and the like in the public sector. Effectiveness, however, should not only be understood as reducing the 'bells and whistles' components of existing programmes and projects, but also requires deeper consideration of the social costs and benefits of existing and potential publicly funded initiatives. In addition, effectiveness almost certainly requires better partnerships between state and civil society organizations such as NGOs and CBOs. Such partnerships, furthermore, should be informed by an awareness of the unique contributions civil society organizations bring, particularly to poorer communities. Civil society embeddedness in local contexts enables greater responsiveness to community needs, and they are often faster and more flexible in their responses, given typically fluid hierarchies and low levels of bureaucracy.

Despite advances in access to legal services, barriers continue to persist in democratic South Africa. These barriers furthermore are strongly correlated with poverty, location, gender and education levels. That is to say, individuals who have inadequate access to justice are often women with low education and low income levels, who live in rural areas, in historical townships or informal settlements. Poorer South Africans remain under-served when it comes to access to justice, and this reality prevails also in access to basic legal advice.

The South African Government, in terms of the Constitution as well as under various international instruments, has an obligation to ensure access to justice for all citizens, as a basic human right. However, many communities, and particularly rural communities, do not have access to legal aid as a result of cost, ignorance of their existence, a fear of engaging the legal aid system or, more often than not, because of the distances they have to travel to get to Legal Aid Board (LAB) offices. In addition, in poor and/or rural communities served by Community Advice Offices (CAOs), many potential social service beneficiaries are unaware of their eligibility for social benefits, or are daunted by the administrative requirements involved in applying for them.

South Africa has a community-based CAO sector which goes back into the 1980s, and which provides first stop or 'early action' paralegal services as well as a range of other advice and assistance functions. This sector, however, is ailing, primarily as the result of financing challenges, and there are clear prima facie reasons to consider the possibility of full or part fiscal funding of CAOs as a means of enhancing access to justice as well as welfare in a long-term sustainable manner.

The objective of this study is accordingly to *provide credible, evidence-based arguments to inform the policy debate around public funding of CAOs in South Africa.*

The study has three fundamental components: a desk-based review of the development of the CAO sector, a comprehensive, fieldwork based qualitative and quantitative analysis of the current role and challenges of existing CAOs in South Africa, and a cost-benefit analysis which considers the economic argument in favour of core funding, by the state, of South African CAOs.

These three components, and in particular the latter two, which constitute the original research contributions for this study, inform the recommendations which are provided as a final section.

The remainder of this study then is organized as follows:

Section 2 presents a desk-based review of the local literature on the history, scope and significance of CAO Services.

Section 3 articulates in detail the objectives and approach of the current study.

Section 4 presents our qualitative findings on CAOs, which derive mainly from the fieldwork and in particular the CAO staff and Provincial Fora Focus Group Discussions.

Section 5 presents our quantitative findings from the interviews conducted with 186 CAO service beneficiaries, in five provinces.

Section 6 presents the cost-benefit analysis (CBA).

Section 7 provides recommendations that derive both from the qualitative analysis and the CBA.



Langa Community Advice Office

2 History, Scope and Significance of CAO Services: A Desk-Based Review

2.1 The Nature of CAOs

CAOs are small, non-profit organisations that offer free basic legal and human rights information, advice and services to people who are marginalised through poverty, social circumstances and geographical location. They are non-partisan and non-political in their operation. CAOs deliver their services with limited funding, where necessary by pooling community resources and staff labour and time capacity.

CAOs and paralegals were considered separate entities in South Africa in the past, but have now unified in the discourse. As Benjamin (2012:4) indicates, CAOs and paralegals have been part of the social and political landscape in South Africa since the 1930s. Over time, the integration of paralegal work to assist communities in need appears to have become core to the perceived value and effectiveness of CAOs. It is 'here in the CAOs that paralegals contribute the most broadly to the promotion and enforcement of access to justice across South Africa' (Dugard & Drage, 2013:12). NADCAO (2007:6) also emphasised how the 'key imperative is access to social justice by the poor in South Africa, and in this sense, the advice office sector remains the key advocate and service provider for the very poor and marginalised in the country'.

CAOs typically consist of one or two paralegals plus volunteers with some legal knowledge, who assist their clients through legal advice, but also in community conflict resolution, labour disputes, job-seeking, counselling, filling out forms and even aiding in the process of documentation and providing assistance with transport to access government services. In other words, in many communities CAOs are conduits for individuals to gain access to a variety of state services which make a huge contribution to their own and to community welfare. Although these services are essential for most communities, South African paralegals occupy an under-formalized and under-recognized institutional space.

2.2 The Role and Impact of CAOs

According to Dugard and Drage (2013) CAOs are pivotal because of the roles they carry out on a wide scale across the country. They are responsible for the provision of free basic legal and human rights information to poor communities across peri-urban areas, rural villages, urban townships and informal settlements with the purpose of forming a central hub for economic development as well as improved social welfare to these communities.

An Interim Report on the *State of Community-Based Paralegal Advice Offices in South Africa* presented detailed and substantive arguments in support of the vital role played by CAOs, particularly amongst the rural poor (Benjamin, 2012). It is within the rural areas of South

Africa where many South Africans obtain a range of CAO services such as advice on welfare, legal education and community development, as well as legal aid. Such services are frequently provided in areas where government institutions and departments are not available or are a considerable distance away from citizens.

CAO paralegal support in many instances requires practitioners to offer a range of interventions that go beyond a narrow conception of legal advice. Dugard and Drage (2013) studied 12 paralegal assisted cases in KwaZulu-Natal (KZN) and provide an example of the multi-faceted scope of work paralegals are often called on to perform:

In one of these cases a paralegal helped a client in completing her identity documentation forms in order for her to apply for a government social grant. While helping the client the paralegal learned that the client's granddaughter (Grace) is suffering from an injury sustained from years of rape and sexual abuse by her father and uncle. Committed to helping Grace the paralegal arranged medical care and provided continuous assistance to the family. Sadly, Grace died after months in hospital which required the paralegal to help the family with raising funds for the funeral and as well as referring the case to an attorney to lay criminal charges against the father and uncle.

CAOs are often used as a 'gateway' into communities on a variety of crucial matters by both the state and other non-profit organizations. For example, NGOs and government agencies used the Klawer Advice and Development Centre as a communication point to advertise their programs in the region (Eliasov and Peters, (2012))¹. Within the same article by Eliasov and Peters (Voices in Harmony), community members such as Dennis Scholtz and Mathilda Bains highlight the significance of the crucial work done by their CAO which includes but is not limited to, putting pressure on the municipality to erect pavements, street lights, facilities, amenities, or basic services, completion of varying application forms, assistance of finding work for unemployed youth and the residents through internships and other job opportunities. If the CAO did not exist, none of the raised opportunities would have been a reality, according to them.

The depth of work which CAOs cater to is quite broad, as well as immense. For Sayers (2012), this includes employment rights and benefits, social security and poverty alleviation, human rights, citizenship documentation, wills and estates, consumer protection, civil matters, support for migrants, enterprise and youth development amongst others. NADCAO (2007) articulates a similar view, of CAOs providing services which contribute to social cohesion by making the concept of human rights tangible and facilitating access to

¹ CAO in Klawer's "coloured" community in Cape Town. See www.ikhala.org.za/voicesinharmony.pdf

government services intended for the poor and marginalized. Other more common issues which CAOs deal with include the registration of birth and the provision of an ID document, access to social services such as grants, pensions, child support services, access to schooling, housing, health services, land, water, transport and the resolution of disputes such as alleged unfair dismissals (Sayers, 2012). Other 'incidental' services provided by CAOs may have a not insignificant impact on community wellbeing and the perception of the CAO as a community service 'hub': Eliasov and Peters (2012) note the important role played by Jansenville Development Forum in the Eastern Cape for members of other local organizations who needed to send a fax, ask for advice or use their telephone.

Dugard and Drage (2013) highlight how CAOs often fill a critical gap by providing dispute resolution and legal support which is both geographically and financially accessible and, given CAO embeddedness in community contexts, tends to be informed by a deep understanding of the social issues and everyday challenges confronting their users. CAOs look out for those members of society who often struggle to look out for themselves, those whom may be described as vulnerable. Quite often, as Mcquoid-Mason (2013) highlight, this includes, women and children, the urban and rural poor, and other indigent marginalised groups. Within this context paralegals not only give legal advice and assistance, but also attempt to resolve disputes through alternative dispute resolutions. Furthermore, in response to need, the literature indicates that many offices have also built up expertise in specific areas of HIV/AIDS, pensions, unemployment, insurance and unfair dismissals.

Dugard and Drage (2013) highlight how although 'unregulated and largely undefined, paralegals are, they constitute an essential component of the justice and social security systems as they assist poor people in translating hard-fought constitutional rights into accessible and tangible benefits'. Like these authors, Benjamin (2012) believes that despite CAOs being essential to the realisation of democracy, the CAO sector has continuously struggled for recognition and support. Paralegals are also viewed to be the missing link as far as confronting the challenge of a non-existent social justice system for the underprivileged in society. 'Many small rural towns and villages are without lawyers or access to organisations such as legal aid. This problem could be solved and addressed by paralegals being employed at state expense and attached to each town office to advise and educate citizens about the law. This was the model used for primary legal aid in many of the Eastern and Central European countries, where each city and town had to provide its residents with a citizen's advice bureau, which included primary legal advice' (Mcquoid-Mason, 2013). The skill and expertise of paralegals is quite unique and what differentiates them from a number of other service providers is how paralegals seek to resolve an array of community issues whilst relying on the legal (criminal and civil) and the social welfare system (Dugard and Drage, 2013). Maru (2006) succinctly notes that the 'substantive direction of their work is determined by whatever problems community members bring to them'.

2.3 CAO Challenges Identified in the Literature

As important as the CAO sector appears to be in the literature cited above, it also confronts a number of challenges. Some of these challenges may be regarded as inherent to the scope of their potential functions and the complexity of community needs they seek to respond to. Others, however, are rooted in structural dynamics which are in principle addressable.

According to NADCAO (2007) the main challenges the CAO sector currently faces include 'declining funding, a general lack of recognition by government and key stakeholders of the value that can be offered by the sector, and the lack of a unified voice to speak out on issues that affect the sector'. The challenge of funding appears to be one of the main challenges that plagues the CAO sector. Then chairman of the Western Cape Advice Office Association (WCAOA) Mr David Maans, in *Advice Office Today* (2008), highlighted how donor funding was decreasing, whilst simultaneously an increase in demand was occurring in the country for organised and structured support in the development of human rights and delivery of quality, comprehensive paralegal services.

According to Dugard and Drage (2013) 'CAOs currently run without formal regulation, and there are no prescribed minimum standards of operation or regulatory authority to ensure compliance'. The potential thus exists for maladministration of some CAOs, as well as corruption and misuse of funds. As a solution to counter this, NADCAO is in the process of establishing minimum operating criteria for any CAO which intends to join its alliance (Erasmus, 2011).

Although a high number of paralegals appear to deliver impeccable services to their clients at all times, there are exceptions who give the good paralegals a bad name by slacking and providing inadequate paralegal services. NADCAO (2007) found that some paralegals create a negative public image because they are poorly trained and at times act unprofessionally. This seems to occasionally occur notwithstanding the training of community-based paralegal staff, varying from formal training that leads to a diploma, to mainly practical experience learned on the job (Mcquoid-Mason, 2013). An organization which has been integral in training and capacity of paralegals has been Black Sash. In 2011, in partnership with the German Public Service Reform Programme, GIZ, they developed a training course for paralegals of community advice offices. The objective of this project was to build capacity and empower paralegals, community workers, leaders and staff of civil society organizations based in rural and peri urban areas of Mpumalanga, Limpopo, Western Cape and the Eastern Cape (Black Sash Trust, 2011).

Considering the issue of funding in a bit more detail, the NADCAO (2007) study found that human resource capacity was a major challenge and would only be overcome with regular funding.

Another challenge in this regard that the literature refers to concerns the retention of staff in low funding contexts (Eliasov & Peters (2012)). Staff becomes eligible, given the training

they have received and the skills they have acquired, for decently remunerated positions that typical low income CAOs cannot compete with.

Management of large funds can also be a daunting task for some CAOs, where prior financial management skills and other capabilities may not be available, though here too CAOs are likely to step up to the requirements of the situation. As Vanessa Langboo highlighted, *'it was a challenge at first because we were not boffins [professionals] and had to pull up our socks. We were dealing with larger funds and had to do things according to their [funders'] ways and deadlines. There were times when we did not know how we were going to manage, but the social worker was patient with us and we have grown with his support'* (Eliasov and Peters, 2012).

2.4 CAO Sector Development and Institutionalization: A Brief History

Community Advice Offices and paralegal services in South Africa dates back to the late 1930s with the establishment of the legal aid bureau in Johannesburg. CAOs, according to a study commissioned by The Atlantic Philanthropies, witnessed an unprecedented growth in the 1980s with increasing repression and violence as the apartheid state went into crisis (Benjamin, 2012). Many of these CAOs had strong links with the United Democratic Front (UDF) and many present officials of the African National Congress (ANC) worked as paralegals for CAOs in the 1980s. However, the CAO sector remained challenge by fragmentation and the absence of a clear policy framework for its work.

In 1996, a new player—the National Community-Based Paralegal Association (NCBPA)—emerged as a network of 9 provincial paralegal associations. Its overarching mandate was to strengthen the fragmented sector and institutionalize paralegal services. Drawing on the expertise of the Black Sash the NCBPA created a database and case-logging system pivotal in lobbying for legal reform. Although the NCBPA eventually disbanded, Black Sash and five other association members pooled resources and created the first alliance in the NGO sector in South Africa. The Black Sash has offered free paralegal advice to over 200 000 clients and has helped secured access to more than R29 million in social grants (Black Sash 2011). A key objective of forming NADCAO for the Black Sash was to contribute to the resilience of the community-advice office sector. Thus, NADCAO was born out of a donor-driven exercise—in comparison to NCBPA NADCAO is neither a representative structure of community-based paralegals nor would it raise funds for individual CAOs.

Although CAOs continue to remain under-regulated with regards to their institutional structure and scope of services, NADCAO has rebuilt the sector's relations with the Department of Justice & Constitutional Development and Legal Aid South Africa, facilitating the sector's reengagement with the legislative process. Furthermore, NADCAO has become the central advice office sector partner, proving pivotal to both NGOs and donors and illustrating how NGOs can be brought together to share resources which benefit the entire sector. In 2014, NADCAO launched ACAOSA (Association of Community Advice Offices of South Africa), a final component of the Sector Development Model in order to institutionalize CAOs. ACAOSA now represents the national, unified voice to represent these offices. ACAOSA—serving as the operational body—will unify the sector through committees and will focus on the interests and issues of all advice offices. Finally, ACAOSA will continue to be aided by NADCAO till 2016 and will receive support for capacity building, skills transference, technical support and collaborations.



Jersey Farm Advice & Information Centre

2.5 The Objectives and Approach of the Study

2.5.1 General Objectives and Approach

The preceding discussion has aimed at establishing the broad context for CAOs in South Africa, in terms of aspects of their historical development as well as a broad indication of the important services they provide to especially poorer South African communities and the challenges they currently face.

The purpose of the current study is to explore these questions with more rigour and depth in order to provide a more nuanced and detailed sense of the CAO context, and to create credible, evidence-based arguments for their full or part public funding over the medium-term on a social cost-benefit basis.

The study therefore investigates the economic benefits as well as socio-economic advantages that are derived from the services provided by the CAOs, which are frequently provided in areas where government institutions and departments are not available or are a considerable distance away from citizens. In doing so the study seeks to provide a fuller qualitative and quantitative picture of the performance, successes and limitations of CAOs, which would need to be addressed in order to ensure that disbursed public funds are used efficiently, effectively and in keeping with principles of good financial governance.

Given our multiple but inter-related objectives, the study design followed is a concurrent quantitative, qualitative mixed methods design that consists of survey methods, as well as focus group discussions and interviews. A concurrent mixed method design is a design that consists of at least two strands of research that address different research questions, and employ different data collection and analysis techniques to produce research findings. The findings are integrated to produce meta-inferences at the end of the study. We chose the design because our objective is to address the different but integrated parts of the cost and benefits of CAO offices.

In essence, the study thus involved reviews of the relevant literature, discussed above, together with individual interviews with key CAO staff, focus group discussions with all CAO staff at particular CAOs, focus group discussions with members of CAO Provincial Fora, as well as service beneficiary interviews.

As discussed further below, the current study selected 19 CAOs in five provinces (Eastern Cape, Free State, Gauteng, Limpopo and Western Cape), and sought as far as possible to achieve an equal balance between the selection of rural and urban CAOs. All service beneficiary, CAO staff and CAO Provincial Fora interviews and focus group discussions were conducted in person by HSRC staff; service beneficiary and CAO staff sessions took place in the localities serviced by the respective CAOs, whilst Provincial Fora focus group discussions took the form of 2 hour sessions at a convenient location for attendees in the respective provinces. Given the nature of focus group discussions, an appropriate balance was sought

in each instance between strict alignment with questionnaire structures and the use of additional probing questions to explore aspects of the discussions further.

The aim of the focus group discussions was to gain a qualitative sense of CAO operations, challenges and the like, and to uncover quantitative information that could not be gathered from CAO documents themselves, such as those pertaining to CAO finances. Accordingly, interviews were also conducted where possible with the CAO staff member responsible for CAO finances. The Provincial Fora are of interest to this study for two main reasons, namely firstly their envisaged role in enhancing CAO coordination and thus the effectiveness of individual CAO efforts, and secondly because they constituted, for the research team, an essential perspective into the circumstances and challenges of individual CAOs within particular provinces.

The service beneficiary interviews were aimed both at gaining a qualitative sense of service needs, perceptions regarding CAO performance and the like, and at acquiring quantitative data that enabled us to create detailed beneficiary profiles by demographic, income, gender and related categories for CAO users, as well as providing the data needed for the cost-benefit analysis.

We believe there are a number of benefits to a mixed method approach such as that adopted here. Firstly, we were able to generate a comprehensive sense of the sector and the context of individual CAOs. Secondly, and related to this, there is the benefit of triangulation, that is the use of different methods to reach convergence of findings. For example, conducting focus group discussions with staff from the Provincial Fora allowed us to corroborate the information provided by CAO staff, and enables us to place individual CAO views in a larger provincial context. The third and last purpose of employing the different methods is development, which is the use of one method to guide the second in terms of decisions made about sampling, measurement and implementation. An example of this in this study is the use of information gathered during key informant interviews with offices managers to help us contextualize the focus group discussions with staff members of the CAOs.

3 Focus Group Discussions, Staff Interviews and Service Beneficiary Interviews

The aim of the *face-to-face interviews with staff* was to gather information that could help us build our CBA model. Consequently, most of the data collected during this process was used to establish the costs of running a CAO. Additionally, the interviews provided the platform to ascertain the different governance structures in respective CAOs and to gather contextual information, which was later useful during the focus group discussions. As such, the interview process also assisted us to prepare for the focus group discussions later carried out with the all of the CAO staff members.

3.1.1 Focus Group Discussions

Focus Group Discussions (FGDs) with staff as well as representatives from the relevant Provincial CAO Forums formed part of the qualitative and quantitative data collection phase. There were three main objectives in conducting the focus group discussions with the CAOs and CAO Provincial Forums. Firstly, the purpose was to gather information to estimate costs of CAO services as well the state of CAO finances. As such, the aim was to complement the information gathered in the interviews with staff.

Secondly, we gathered information related to the functioning of the CAOs. This included information on the types of challenges faced in respective CAO communities, the services they provided, and how these services were aligned to the types of challenges prevalent in their communities. During the discussions, we also uncovered information on the obstacles that hinder their provision of services. This included information on the types of resource constraints they faced as CAOs. Thirdly, the aim of the focus groups was to gather information on the state of governance and accountability structures that existed within the CAOs.

As such, the information gathered assisted us in getting a general idea of the state of respective CAOs viability and sustainability. Additionally, we were able to gather data to triangulate and collaborate the information gleaned from the document analysis and information gathered during the interview process. In effect, both interviews and focus group discussions were employed to gather information not extractable from the CAO database. Consequently, the information gathered during the two processes included: 1) number of paid/unpaid/volunteer staff, 2) how long each office has been open, 3) what services the CAOs provide?, 4) what are the primary/secondary functions?, 5) how many clients each office serves?, 6) budgets of the CAOs, and 7) which offices are active and which are not?

The Provincial Fora discussions were also included as a form of methodological ‘triangulation’ which we envisaged would complement and enhance the rigour of

information obtained from staff. It was also assumed that the Provincial Fora FGDs would provide broader and more strategically useful insights into CAO challenges and performance. Overall, the FGDs, then, aimed to provide a fuller picture of challenges and successes, of how CAOs are perceived in their communities and of their likely sustainability in the absence of funding injections.

3.1.2 Service Beneficiary Survey

The third component of the field work was a service beneficiary interview, using a fixed questionnaire with both closed- and open-ended questions, administered to CAO beneficiaries. Research staff conducted these interviews with CAO beneficiaries on the same day as their visit to the CAO office for assistance. Research staff spent two days at each of the nineteen CAOs in five South African provinces included in the study.

In accordance with our general research objective to generate both qualitative and quantitative data, the interviews explored both perceptual dimensions of beneficiary experiences and perceptions of CAO performance, and included a number of questions, based on a contingent valuation willingness to pay approach, aimed at providing the needed numbers for the cost-benefit analysis.

3.2 Instruments

The instruments, then, comprised:

- A service beneficiary interview questionnaire (Appendix A)
- A CAO staff FGD questionnaire (Appendix B)
- A Provincial Forum FGD questionnaire (Appendix B)
- A CAO checklist pertaining to availability and nature of financial documents and physical infrastructure (Appendix C)

The research team formulated and revised a number of versions of the instruments and the final drafts were submitted to NADCAO and SGS Consulting for review and input. Thereafter, with the guidance of the Principal Investigator and CBA associate, we finalised the instruments for the training and fieldwork.

3.3 Training

To prepare for the fieldwork phase the research team underwent training, and a detailed training manual was developed to support this. The training covered all the salient aspects of the fieldwork and broader research project, and included familiarization with the data collection instruments, a session on interview techniques, as well as a presentation of the main assumptions underpinning the cost-benefit approach. Additionally, though the entire

research team has experience in qualitative and quantitative data gathering, the training also covered data gathering techniques to ensure the reliability and validity of information collected. We are confident, then, that the fieldwork commenced with and was conducted by a highly competent research team that understood the aims and potential challenges of the field work phase well.

In addition, all field work research staff except one member were present at the first field work visit, which allowed these visits to function as pilots for the broader field work component. The process thus enabled the team to gather first-hand experience of the research process that was to be followed at all other subsequent CAOs visited for the study. The process also allowed the team members to judge the appropriateness of the research instruments, as after the visit all had to submit a fieldwork report, providing feedback on the fieldwork process and the research instruments themselves.

3.4 Sample and Data Collection

Twenty CAO offices from five provinces were initially selected for the study.

As noted, the following provinces were selected for inclusion in the study:

- Eastern Cape
- Free State
- Gauteng
- Limpopo
- Western Cape

The selection process of individual CAOs was based on the following criteria:

- 1) Location (province, urban and rural divide)
- 2) Whether the office has a permanent or temporary location
- 3) Number of paid/unpaid/volunteer staff at each office
- 4) How long each office has been open
- 5) Type of services the CAO provides
- 6) Estimate of the Population served by the CAO
- 7) Which offices are active and which are not

The available NADCAO database lacked this relevant information in many instances. The information was therefore gathered during the project inception phase. The HSRC research team liaised closely with the staff of NADCAO to get a detailed understanding of the composition and number of CAOs. A number of assumptions were made to guide us in the selection process. It was assumed that the circumstances of CAOs will differ because of the differences in size and scope as well as the context in which each office is located.

Additionally, we also expected that the suite of services provided and the level of demand for them (that is the social benefit of their work) to differ by CAO, as well as, the individual and social valuation of benefits. We also expected these differences to be influenced by the quality and proximity of state service providers of equivalent services. Given these expected differences and the stipulated criteria we carefully selected the 20 CAOs. However, it should be noted that budgetary and logistical constraints limited the inclusion of more CAOs as well as the selection of the actual 20 CAOs. For example, two of the CAOs that were initially selected had to be replaced because the CAOs staff members were not available when the HSRC team visited their respective provinces. In both these instances the CAOs were busy with strategic planning meetings.

3.5 Field Work and Data Collection Process

The data collection in the various provinces took place from the second week of June 2014 until the end of August 2014. The actual visits to the CAOs were coordinated according to the availability of the research team members as well of the CAO staff members and Provincial Fora members. Two members of the research team were assigned to each CAO visit. The rationale for this number was to ensure adequate human resources to conduct the planned service beneficiary interviews and to ensure in every instance that at least two team members were present for the staff and provincial fora FGDs, with one member acting as discussion facilitator and the other as the rapporteur. These discussions were recorded and in each case the rapporteur was required to present a FGD summary report within a week of the discussion taking place.

In the case of the Provincial Fora FGDs, the facilitation was conducted by one of the project specialists, given our interest, for these discussions, in generating a strategic overview of the operations and challenges of CAOs within the entire province. This required, in our view, a particularly nuanced balance between questionnaire-led and probing question approaches.

In the event, a total of 19 CAO staff FGDs were conducted in the five provinces. In the Western Cape, only three CAO staff FGDs were conducted, because one of the CAOs included in the study was experiencing financial problems and was evicted by its landlord at the time of the fieldwork.

A total of 186 service beneficiary interviews were conducted at the 19 CAOs. Table 3.1 shows, by province and individual CAO, the number of service beneficiary interviews conducted and the number of staff who attended the FGD.

Table 3.1 CAO Staff at FGDs and Number of Beneficiary Interviews Conducted

Province	Community Advice Office	Nr. Of CAO staff at FGD	Nr. of Service Beneficiary Interviews
Eastern Cape	Adelaide CAO	3	6
	ILD/Interchurch Advice Office	3	16
	Masiphakameni Paralegal Advice Centre (Humansdorp Office)	4	4
	Jersey Farm Office	4	8
Free State	Tawa Office	6	15
	Mangaung Advice Office	4	13
	Henneman Office	5	15
	Maokeng Office	7	14
Gauteng	Orange Farm Human Rights Advice Office	5	9
	Ntsu Community Advice Centre is located in Mabopane	2	7
	Kgalaletso Advice Centre	2	4
	Ramagodi Resource centre	5	4
Limpopo	Opret Office	6	0
	Matlala Office	5	7
	Musina Office	5	14
	Relemogile Office	3	16
Western Cape	Langa CAO	4	5
	Ceres (Witzenberg) CAO	6	17
	Du noon/ Tableview CAO	4	12
All province	Totals	83	186

Five Provincial Forum FGDs discussions were conducted, as planned.

Table 3.2 shows the number of participants who attended in each case. It should be noted, however, that it would be unwise to draw conclusions about Provincial Forum member size from these numbers, since attendance numbers were influenced by logistics to some degree. Thus, for example, the high Western Cape number is partly accounted for by the fact that we were able to insert this FGD into another event that required all forum members to be present.

Table 3.2: Number of Participants in Each Provincials Forum FGD

	Number of participants
Eastern Cape Provincial Forum	4
Western Cape Provincial Forum	12
Limpopo Provincial Forum	5
Free State Provincial Forum	4
Gauteng provincial Forum	6
<i>Total</i>	31

3.6 Ethics

Before the study was implemented the HSRC obtained ethics clearance from the HSRC Research Ethics Committee. The ethics approval is an important requirement because the research detailed in this report involves human subjects, which means ethical protocols needed to be followed to ensure participants in the study do not experience undue harm because of participating in this research. In other words, ethical clearance was required to certify that measures are in place to reduce any potential risks to participants. As consequence, an ethics application was submitted and approved before the research commenced this research. Additionally, in line with ethical guidelines, informed consent was requested from all participating individuals. The Letters of Informed Consent are therefore also attached to this report (Annexure D).

4 Qualitative Findings from the CAO Staff and Provincial Fora Focus Group Discussions

4.1 Introduction

The qualitative findings presented in this section draw on both CAO staff FGDs as well as the Provincial Fora FGDs to provide a picture of individual CAOs and of the broader CAO context by province.

For many of the more qualitative findings, we first present CAO perspectives and then Provincial Fora perspectives. Since Provincial Fora members are also typically CAO managers, their perspectives are informed both by a 'bird's eye' sense of the sector in the province and concrete on the ground experiences in running a particular CAO.

Findings are presented according to the following categories:

1. A Basic Profile of CAOs
2. The Services that CAOs Provide to the Community
3. The Challenges that CAOs face
4. The Organizational Structures and Systems in Place for the CAO Sector in South Africa
5. Relations with the Public Sector
6. The Accessibility of CAOs
7. Current Funding of CAOs

4.2 A Basic Profile of CAOs

As noted, the NADCAO database gives the total number of CAOs in South Africa currently at around 394. However, not all CAOs included in the database are necessarily operational,² and not all are necessarily affiliated with NADCAO or function under the coordination of the respective Provincial Fora. Provincial Fora FGDs were used to acquire current estimates of NADCAO-affiliated CAOs by province.

² It should be noted that 27 of these offices were no longer operational at the time of the fieldwork

Western Cape

Approximately 45 offices in the WC province, with the majority (approximately 30) being operational.

Gauteng

The number of CAOs in Gauteng is 22, of which 16 were described as fully operational.

Free State

In total there are 22 CAOs that constitute membership of the Free State Provincial Forum.

Eastern Cape

Participants agreed that there are currently 65 CAOs in the Eastern Cape Province. However, some of these CAOs are newly formed organizations that are mushrooming (because of “elevated talk about CAOs now”) and others are dying off.

Limpopo

17 offices were described as being operational in the province.

Almost half of CAO offices (47% or 9 of the 19 offices) describe themselves as becoming operational in the 2000’s.

A number of offices are labelled as ‘veteran offices’ such as the Mangaung and Maokeng Advice Offices as well as the Interchurch Local Development Agency and the Musina Legal advice Office and commenced in the 1980s and 1990s. The former two enjoyed a relatively long reign, followed by temporary closure and reopening some years later. The latter two have remained open and functional since their inception.

Most CAOs, however, have been in existence since 2000.

Of those offices that participated in the study most recent one to open its doors is the Witzenberg Rural Development Centre on 2 March 2013.

Virtually all the offices included in the fieldwork reported being fully functional/ operational, that is they are open from Monday to Friday during normal work hours, and typically also make themselves available to working overtime including working after hours and on weekends

The exception is the Witzenberg Rural and Development centre who feel that their office is not fully operational yet; especially with regard to their strategic objectives they are ‘not yet where they are supposed to be’. They indicated their level of operations to be at approximately 75 percent. This centre, however, has initiated a wide-ranging set of strategic objectives in keeping with its conceptualisation of a development centre.

4.2.1 Beneficiaries served per day

A distinction was made between receiving and assisting clients in person and those assisted via telephone. The Langa Advice Office for example relies heavily on telephonic communication to receive client complaints as well as assist them in various ways. For the Langa Advice Office, there are approximately 6 people seen per day and a larger amount (6-10 people) who are assisted via telephone on a daily basis.

Many offices not only provide assistance with walk in clients and via telephone, but a large proportion of client services are those offered during programmes and workshops held in the community. Offices provide 'outside' consultations for those people who are either unable to get to the office or are just not aware of the services provided by the office and in addition are not aware of the various channels which can assist them. The offices effectively then bring the services to them.

The majority of offices see 5 or 6 or more clients per day. Some offices, however, are busier than others. For example, the Henneman Advice Office reported seeing up to 20 clients per day, as well as the Opret Advice Office where staff indicated they see up to 20 clients per day. The Opret office staff revealed that often the increase in client numbers visiting the office is due to the severity or intensity of cases presented. Where some cases are relatively simple to resolve, others can take longer and requires longer attention and capacity in dealing with the case.

Other offices see fewer users, such as Jersey Farm, which sees on average 3-5 clients per day, as well as the TAWA office, who reported seeing approximately 2-4 clients per day. A few offices specifically mentioned that their client numbers increase due to outside consultations and seeing clients when going out into the community whilst conducting workshops and programmes. For example, the Relemogile office generally sees about 10 clients per week, but can see up to 20 clients in one 'outside consultation,' and the Musina office, who generally see 13-15 clients per day, can also see up to 20 clients in one visit when conducting field visits.

In Hennemam, when workshops are being run, the staff can see between 20-100 field clients in one sitting; at the Witzenberg Rural Development Centre, they see on average 12-15 clients per day, but this number increases to up to 40 clients in one sitting on the days when paralegals visit; finally, the Maokeng office sees approximately 30 cases on Mondays (which were highlighted as generally being the busiest day of the week), while Wednesdays and Thursdays are least busy, seeing between 4 and 5 people per day.

4.3 The Services that CAOs Provide to the Community

4.3.1 The community challenges

CAOs highlighted high unemployment rates; housing, illegal land evictions; refugee and migrant issues, youth social challenges, crime and violence, high substance abuse, (alcohol and drugs); labour related issues; gross violation of human rights, service delivery, health and corruption as the main challenges facing their communities.

Table 4.1 summarises results from CAO FGDs in terms of community issues and services offered by CAOs.

It is clear that most if not all CAO's offer a range of services that are informed by responsiveness to community contexts, as well as the pragmatic imperatives to secure programmatic funding, whilst retaining a focus on core functions associate with paralegal services.

The Ntsu Advice Office stated for example that they often deal with what they call 'supermarket issues', meaning that these are the issues that members of the community would be able to fix themselves if they had the knowledge of where to go for help and the money needed in order to fix these issues, and the ILDA stated that people come with 'any problem under the sun'.

The CAO FGDs suggest that in many communities CAOs are indeed the first 'port of call' for an wide range of issues, and that the ability of CAOs to assist, advice and refer beneficiaries constitutes a key aspect of their perceived value.

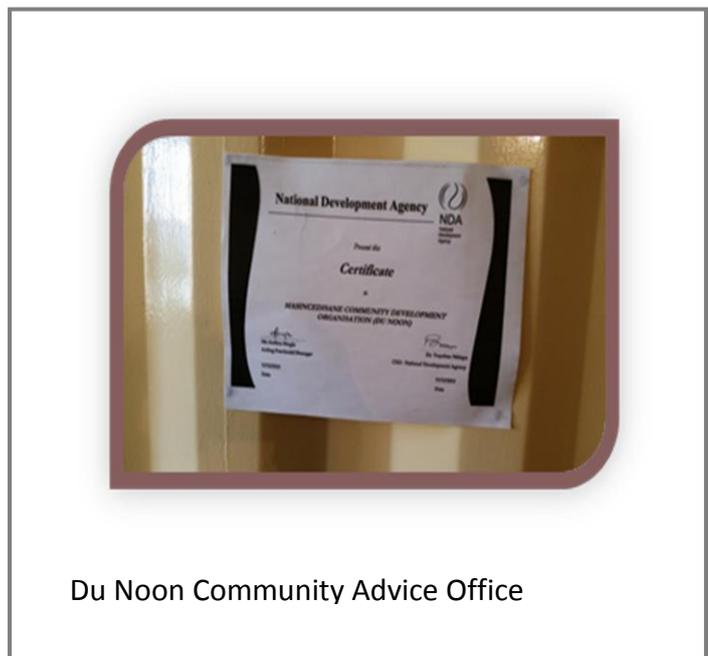


Table 4.1: Community Issues, Advice Office Services and Programmes

Community Issues (social and economic)	Cases presented to the Advice Offices	Services offered by advice offices	Workshops/ programmes and campaigns run
<ul style="list-style-type: none"> - High unemployment rates; - Housing related issues (including disputes over land and house ownership) and illegal land evictions; - Refugee and migrant community related issues; Migration in search of work, ‘undocumented’ people in the local community, xenophobia; - Youth social challenges, school attendance/dropouts, teenage pregnancy, gangsterism - Crime (housebreaking and vandalism), high criminal and rape cases; - High substance abuse (alcohol and drugs); - Domestic violence (women and children), and gender based violence; - Unfair dismissals, wage queries, labour related issues; - General poverty; - General access to justice and property hijackings; - Financial issues; - Gross violation of human rights and consumer rights issues; - Service delivery (access to proper roads, water and sanitation; for example there have been many spillages reported in the township of Pholong in Kroonstad), slow development and a need for improved infrastructure; - Health issues (especially mental health issues), high rates of HIV AIDS; - Bribery and fraud were reported as a specific problem in/for Langa, making access to proper space and property for the Advice Office to operate in a big challenge. 	<ul style="list-style-type: none"> - Assistance with pension and ID applications, - grant applications, - getting affidavits and various dispute resolutions - divorce cases, - Workers compensation fund claims. 	<ul style="list-style-type: none"> - Assisting with deceased estates and wills, - labour relations advice (including unfair dismissals), - assisting with UIF and pension fund applications, - job market related advice/ services for youth, - assistance with migrant and refugee documentation, - assistance with Home Affairs related issues, - advising on social grants for example disability and child grants as well as ID documents and birth certificates - mediation, - legal services related to housing and illegal evictions - dealing with customary marriage issues, - HIV AIDS advice and assistance, - burial programmes and traditional healer issues; - counselling for vulnerable women and children - service related to xenophobia in the community - paralegal casework, - referrals and negotiations, - community mobilization - promoting basic health care, - reviewing tribal council decisions, - Monitoring police stations and refugee centres, using local media for awareness campaigns; - organise youth dialogues. 	<ul style="list-style-type: none"> - Workshops for women and elderly - Victim empowerment programmes - Restorative Justice and Diversion programmes - Youth Build programme - Men and Boys against gender based violence - Men’s Talent Intervention - Women Empowerment - Substance Abuse programme - Prevention of Human Trafficking and Counselling - Farmworkers rights workshops - Community Health workshops - Workshops on Human Rights, Labour Laws and Domestic Violence - Access to Justice programmes - Public Participation programmes

The Western Cape Provincial Forum (WCPF) noted that the community needs that CAOs face and respond to depends to some degree on their geographic location. For example, in the Western Cape the Central Karoo mainly deals with farm worker evictions, while the metro areas often experience issues such as alcohol abuse, unemployment, labour issues, drug abuse and gangsterism.

Evictions, dismissals at work, poor service delivery by government, housing, power cuts and electricity related problems and access to grants were all cited by the WCPF. It was reported that government often fails to provide alternative housing to people evicted from farms. In this instance, CAOs play a very important role. It was highlighted that even municipalities refer people to the CAOs indicating that “the CAO will be able to assist them with their problems.”

The Gauteng Provincial Forum (GPF) also noted differences in services offered at CAOs within the province, in response to differing community needs. For instance, in the Westrand area CAOs assist semi-rural farmworkers with issues pertaining to them such as labour issues. Other CAOs dealt with child maintenance matters, estate issues, access to justice, social grants, drugs and sexual abuse and awareness campaigns around them. Access to institutions of government, issues around contract work and the expiry thereof were also referred to. Other labour issues dealt with were elderly workers who were told to vacate their job posts for a younger workforce, according to one participant. Another participant highlighted issues pertaining to consumers. Another participant indicated issues of evictions, family law issues, issues around pensions, for example the new pension law which was likely to reduce the pension of workers. There are also campaigns through law clinics to promote access to lawyers which the underprivileged and poverty stricken were not exposed to before.

In the case of the Free State Provincial Forum (FSPF), some of the main issues in the surrounding communities which led to community members coming to the CAOs included unfair dismissals, retrieving monies owed by former employers, domestic violence, gender-based violence and getting identification documents.

Here too it was noted that the types of social community issues which occur are based on the location of the office. For example, because most advice centres in the province are located near farming communities, labour disputes and unfair evictions top the list of concerns brought before the centre. A number of other issues mentioned include basic consumer rights problems, unruly debt collectors who charge exorbitant interests on loans and who use force and personal threats to forcing debtors to make repayments, evictions and eviction threats.

The Eastern Cape Provincial Forum (ECPF) noted a range of issues that typically bring community members to the CAOs, these include a number of issues pertaining to old age

grants. According to the Forum SASSA has been rapidly closing its offices in the rural areas. This has left a void which CAOs are trying to close by assisting people in those affected areas with their pension applications and complaints. People in the province have been complaining about unlawful deductions being made from their grant money from Grindrod Bank by various companies. Grindrod Bank is the financial institution they use to withdraw their money

The Limpopo Provincial Forum (LPF) felt that provinces address various social issues, some of which are geography specific. For example, in farm areas most of the clients come from the surrounding farms with labour related issues and farm evictions. In remote rural areas unemployment, legal services and legal rights education were some of the main services offered. In urban areas CAOs seem to offer service related to illegal deductions on social security grants, domestic violence and substance abuse. In other cases, demand for services is stimulated by workshops and education drives around a particular problem. One member added, 'CAOs are a Jack of all trades'. Nevertheless, some offices have their areas of expertise. For example, the Musina office is leading in terms of addressing refugee issues, and others are leading in farm labour disputes.

According to the Henneman Victim Empowerment Forum, the services they provide are linked to the social issues confronting the community. For example the aim of the Youth Build programme is to eradicate complacency and idleness amongst those who 'don't take their lives seriously'. Thus the office assists in finding jobs for youth and looking for various development opportunities and spaces for personal growth.

The staff at Maokeng Advice Office argued that the services offered at the office go a long way in resolving some of the issues facing the community. They gave themselves a rating of 9 out of 10 on the scale of effectiveness of services and duties.

Another office (Masiphakameni Paralegal Advice Centre) felt that their services address the concerns of the community and that the people/ community are happy and satisfied with the services of the office; however they noted that there has been a demand for an increase of services.

In the Masiphakameni Paralegal Advice Centre, staff noted that in meeting the community social needs through services, the office monitors the cases that they work on and if a pattern is identified they arrange for a specific event such as a campaign or workshop to respond to this.

However, the Matlala Advice Office stood in stark contrast to the general positive feedback about services provided to the community. This office revealed that even though the office provides a wide array of services to the community, the community is not too content with the work they are doing, and in particular felt that they were not doing enough. The officer

manager stated that they are 'trying their best' and felt that the services they offer are in line with the social challenges in the community.

The WCPF noted that it was difficult to give a rigorous answer to the question of CAO effectiveness. A participant indicated that their office had a book to record the number of cases that they attend to during a week. They use this to monitor their performance. This is similar to the Case Base Monitoring system from NADCAO. However, when prompted by the facilitator on the Case Base Monitoring system, the participants indicated that only 1 of the offices currently uses it in the province. Youth were trained by NADCAO to help with the implementation of the Case Base Monitoring system. However, this has not been very successful to date. One of the participants indicated that what was needed was a dedicated person to perform this task because often 16 - 18 cases were attended to on a daily basis.

A participant commented specifically on the circumstances of Witzenberg Rural Development Centre. Here, they 'have all the information' but do not have the time to capture the cases and the success stories for impact assessment and reporting purposes. The staff of this CAO is simply too busy dealing with the problems of the community and must 'put out fires all the time'.

The majority of GPF participants felt that CAOs were making a difference. It was emphasized here that nobody was turned away when they came to a CAO for help. A participant elaborated that CAOs offered assistance equally and not according to a person's affiliation, social standing, wealth and so on, and that clients were being assisted and served with dignity and respect.

It was also noted that CAOs created better access to other state services in part by explaining state access processes to users. CAOs in the province also conducted workshops to simplify and render understandable legislation which impacted on community members.

The ECPF, when asked whether their services do really address the issues faced by their communities, responded by saying that their statistics in the offices and the feedback they receive from clients is a testament to the great work they are doing. The fact that government departments also refer people to the CAOs for help was also noted as proof of their great work. The issue of the quality of case management statistics in the province was however not explored further.

4.3.2 How CAOs conceive their Functions

Whilst the majority of CAOs regarded legal advice services as their primary function, we also noted numerous exceptions to this, often as a result of funding opportunities in other programmatic areas.

A common finding across the Advice Offices is that there is more funding and finances provided for programmes, such as those mentioned in the table above. Thus, there is less funding provided for and geared towards basic operations of CAOs.

One office, TAWA, is a single office whose primary function is fighting for women's rights and women's justice, while their secondary function is providing legal information and assistance. While we differentiate between primary and secondary functions it is important to note that the content of both functions are intertwined, and for TAWA for example, women's rights and justice programs can also form part of their advice giving which is in their case rather content specific. In other words, the TAWA office focuses primarily on a subject which is perhaps only a secondary area of social concern for another CAO.

Another differentiation from the norm is the Musina Office, whose primary function is addressing immigrant-related concerns, with secondary functions being providing human rights education, domestic violence and labour disputes.

4.3.3 CAOs Self-Evaluate Successes

The Henneman Forum indicated that through their Youth Build programme, they have managed to provide youth with skills. For example a skills course was facilitated for youth on community healthcare work; they were awarded certificates for attendance and course completion. They have found that some youth who were not originally interested in this program are now starting to show interest as well. Another positive which can be highlighted is that community members and especially victims of crime have become more aware/ knowledgeable of their human rights.

The Mangaung Advice Centre cited their success in defending consumer rights as a highlight of their work, as well as the successes of child certificates and grants.

Some of the highlights presented by the Masiphakameni staff include community support in terms of volunteerism, moral support and assistance with fundraising; the success of a number of labour issues through their work with the Commission for Conciliation, Mediation and Arbitration and Department of Labour and finally securing continuous legal support through their networks, including the Rhodes University Legal Expert Project.

The Interchurch Local Development Agency (ILDA) revealed that they have achieved positive success with many pension cases and CCMA cases. One case of a women who wanted to claim death benefits, was in a battle for four years, but the case was eventually solved. They highlighted that they solve or achieve success with approximately 98% of all cases presented to them.

Jersey Farm had a number of positive outcome stories to tell of their clients. One such outcome was where the centre assisted with helping an elderly lady whose daughter was hurt and then died in hospital. They assisted with funeral arrangements and getting the deceased's remains back to her home town, as well as to make sure there was food and refreshments available at the burial.

Finally, for the Matlala Office, the availability of and collaboration with Community Health Workers was a positive outcome, which resulted from their HIV campaigns, conducted by the CAO in the communities. The staff also noted that through their work they had empowered women in the village to be part of the recycling campaign.

4.4 The Challenges that CAOs Face

Given the centrality of this challenge, we discuss it separately below, in section 4.8.

These challenges Identified suggest the complex stakeholder relations CAOS must negotiate and, in some instances, a non-optimal relationship with sub-national government and municipalities in particular

Though there were a number of examples provided of effective partnerships between CAOs and municipalities as well as provincial departments, the FGDs also suggest far too many instances of needlessly adversarial relations between the CAOs and sub-national government.

Many municipalities seem to regard CAOs as forms of 'watchdog institutions' and view them with distrust and suspicion, rather than as community development resources to be harnessed in effective partnerships. In one province it was noted that there appeared to be a clamp down 'plot' against CAOs, who were seen as a 'threat to the system'.

For some CAOs, where better relations exist with municipalities and provinces, the challenge appears to be more related to the unremunerated use of CAO services in provincial awareness drives and the like. Thus, a typical case seems to be where CAOs are asked to mobilize community members and provide their venue for government communications on social grant policy changes. The CAO is regarded as a 'volunteerist' entity and is not paid by the municipality or department for this effort, notwithstanding that costs are incurred by the CAO.

In some instances, finally, there is a clear lack of recognition of CAO staff 'status' to play a paralegal supporting role in the judicial process. For example, challenges experienced by one Free State office in carrying out the duties include the ill treatment counsellors receive by police officers in that district. The counselors are usually chased out of the police station as the police see them as meddling in affairs that do not concern them. This is exacerbated by the fact that the counsellors also do not have uniform to identify them as paralegal

workers from the Maokeng Advice Office when going to work at the police station. However, the CAO Manager has gone to the police station on numerous occasions to introduce the counsellors to the station commander in charge and to obtain his permission for them to do their work at the station, but the issue comes when the commander is not around and someone else is left in charge at the station.

With regard to the relationship between community advice offices and the government, the FSPF indicated that there are “serious problems with the relationship,” and especially problematic relationships with the local municipalities. They accused government of duplicating some of the CAOs programmes and taking credit for those ideas. At provincial government level it was alleged that the office of the MEC for Social Development in the Free State has recently introduced their own programmes which duplicate the role of CAOs, for example one known as the Widows project.

Relationships formed with various national government departments have also not always been optimal. For example, the Department of Social Development was accused of releasing funds awarded to non-profit organisations very late into the financial year. One of the CAOs we visited had still not paid out salaries for its employees simply because they had yet to receive the funds which they had been awarded by the Department. The forum maintains that the largest portion of funding goes to Early Childhood Development Centres which are the Department’s key priority as opposed to CAOs.

Finally, the Maokeng Advice and Resource Centre also referred to a predominantly rural CAO challenge which may be more pervasive than just this particular CAO, namely the animosity they tend to receive from farm owners whenever they go out to conduct workshops on farm workers' rights at the farms. One of the staff members related how the farmers are distrusting of the CAO and resent the fact that the knowledge that the CAO imparts on the farmers and the assistance that they received, made it difficult for the farmers to do as they please with the farm workers, such as continuing with their unfair labour practices. Therefore the office now faces the challenge of having to ferry the farm workers away from the farms and all the way to town for workshops.

CAOs face human resource challenges related to staff retention, skills required for the job and related factors, but display a strong resilience as regards doing what can be done

The issue of capacity affected all Western Cape CAOs. The staff of the Langa CAO identified the lack of human resources as a challenge. However, one of the staff members responsible for finances was confident that although she did not receive financial training, she had the capabilities, accountability and experience to deal with the CAOs finances amongst other functions required of her. Unemployed youth were viewed as a solution to the challenge of capacity, however due to lack of funds to pay the youth, this has not materialised. The Langa CAO would refer legal advice when capacity was insufficient to deal with it.

It was evident that the Witzenberg office had the drive and advocacy to do their jobs effectively, but more human resources were required in order for the staff to excel further and assist more people. The following comments were received regarding their capacity as staff to provide legitimate advice: one of the staff members highlighted that it was almost impossible to stay abreast of all new information and practices, because new legislation and amendments were continually occurring. A strong emphasis was placed on the need to prioritise information and to share it in order to ensure greater knowledge and understanding amongst the masses; however the luxury of time and human capacity made it difficult. It was also acknowledged that the staff possessed quite a capable, knowledgeable and educated workforce of local people from varying backgrounds and areas of expertise.

For members of the Du Noon office, minor discrepancies existed as far as sufficient capacity was concerned. Some staff members felt that the current amount of staff was sufficient, whereas others felt that the staff needed minor reinforcements to ensure optimal functioning.

One staff member pointed out that additional staff would be responsible for going out into the community and assisting people; this would relieve the workload of the staff that remained in the office as both tasks could not be done simultaneously by the same staff contingent. A relevant and striking feature of required additional staff by members of the Du Noon office was the diversity they requested when it came to gender: both male and female staff members should be recruited to deal with the diversity inherent in gender roles and circumstances surrounding it. There is a racial angle represented as well. As Du Noon caters to majority black people, with a significant portion of coloured people as well, one staff member highlighted that it would be useful to have at least one coloured person working in the office and/or an individual who speaks Afrikaans. The diverse culture of Du Noon requires this in order to assist the community in the best way possible, which includes acknowledging racial modes of comfort and communicating in first languages.

Though conceding capacity and resource constraints at the Ntsu Community Advice Centre in **Gauteng Province**, the members of staff agreed that they were able to meet the needs of the clients, because they go out of their way to find solutions to their clients' problems. The staff members also voiced their concern that people, apparently mostly females, in the community are not willing to do volunteer work. One of them cited an example of a former female volunteer who used to help out with admin work in the office, and how she kept calling and reminding them that they still have not paid her for the time she spent volunteering at the Centre. For the Ramogodi Resource Centre, due to lack of compensation there isn't readily available staff all the time, but volunteers are called up when they are needed. The Kgalaetso Advice Centre had two volunteer employees who work on a part-time basis and two permanent employees, but they would prefer that an additional three volunteers be hired to assist them, preferably young people who were unemployed and in

the process give them a job opportunity and necessary experience for fieldwork amongst others. Thus funding could also assist in loosening the burden they experienced in terms of staff shortage and the volume of CAO work.

The Orange Farm CAO on the other hand felt that it was quite disappointing that people and in particular the youth did not want to carry out volunteer work. However, they also understood that due to poverty within the area, people are inherently opposed to the idea of waking up in the morning to go do work that will not give them some form of income to bring back home at the end of the day. Volunteer work could be a way for the youth to obtain much needed work experience and also assist in terms of capacity constraints at the CAO.

For the Hennenman Victim Empowerment Forum in *Free State Province* despite some programmes not receiving equal funding, there was effort being placed on all of the programmes of the CAO for the sake of balance, which is why they have a staff contingent of 10 members. According to a staff member they also work with staff that have people interests first and money last. The actual number of staff was insufficient due to the magnitude of things which were taking place. For example the programme manager was to attend a programme meeting, she was also due in court and once done she was also due to help out at court. Even though they were a staff of 10, this was still not enough due to the magnitude of work confronting the office. They required 12 more staff members to deal with all the work taking place at the CAO. According to a staff member the Board of Directors of the CAO did not go for volunteers. They want the staff working for the CAO to be exemplary to the community; they did not have a volunteer within the CAO.

The Mangaung Community Advice Centre highlighted that the office needed to expand and branch out further into the Mangaung area, because the human capacity was just not sufficient and sometimes commuting within Mangaung by the staff was challenging. For the Maokeng Advice and Resource Centre on the other hand, a shortage of human resources is another challenge faced by the office. A staff member voiced the need for more people to be added to their staff. Because of the shortage in staff members the CAO Manager and CFO have to assist with paralegal work on top of their own managerial work, which makes it very hard to attend to the business of managing the CAO and mobilizing resources such as funding. Also when they go out for workshops or to distribute materials for sex workers they have no one to leave at the office.

Another aspect of their human resource challenge at the Maokeng Advice and Resource Centre is the issue of staff retention. People would often work at the office for a short period of time, go on paralegal training and other training courses available to CAO staff members, and then as soon as they get better offers somewhere else they would leave the office. This therefore creates a serious challenge for the office whereby they have to continuously train people to be able to do the work required of them at the office. The TAWA staff on the other hand have highlighted that they do their best, but sometimes

people are “afraid”; (this could be in terms of coming forward with grievances or asking for assistance with issues). Because the office is firstly an office against women abuse and complimentary (while secondary) an advice office, the staff amalgamate their activities and services (example, Victim Empowerment Programme, Community Advice Office) to offer the best possible service provision.

The circumstances of the staff at the Adelaide Advice Centre in the **Eastern Cape Province** made it difficult to help others, as one staff member noted. At the moment the Office had 3 staff members, and was not in a position to employ more, though a larger staff contingent would help address community challenges. Capacity was also a problem at the Masiphakameni Paralegal Advice Office – they trained new staff, but as soon as the staff member masters the skills they leave, as has been a common trend for CAOs. The PAO used to have 5 staff members (1 – Coordinator, 1 caseworker, 1 assistant caseworker, 1 administrator, and a cleaner), but not anymore and the current workload was too much for 2 people. ILDA on the other hand presented the most balanced workforce, i.e., there were two women and two men. There was some consensus with regard to human resource capacity in the office. Some of the staff felt that the people who work in the office are enough; they “move mountains and impact change”. The numbers of people who work in the office are sufficient in that they are able to help each person that comes into the office and no one is left unattended. The advocate who assists in the office on a pro-bono basis is very helpful to the office and its ability to assist.

It was revealed that the various staff at ILDA has their own areas of expertise, and where one staff member is good with CCMA matters, the other handles SASSA and home affairs matters very well. This is helpful for the office in that there are specific people who are very savvy when it comes to certain cases. Finally, a skeleton staff would be useful, especially when the office staff have to attend special trainings and workshops outside of the community. Ideally, they feel that the following would be beneficial to staff operations: having 3 paralegals, an administrative and financial officer and if funds were available getting the advocate on their payroll, to help on a full time basis. The office requires capacity building training and management skills such as how to run projects and how to run an organisation like theirs.

The staff at the Jersey Farm Advice and Information Centre felt that the office was not sufficiently staffed, however when they run programmes or workshops they do employ part time staff to facilitate and assist. Ideally they felt that a staff of 10 was sufficient, as each of the advice officers could serve a number of surrounding communities.

Another challenge raised by the staff of Matlala Advice Office in **Limpopo Province** was the lack of human resources. The staff also mentioned the level of stress they experienced as a result of the cases they dealt with, the amount of time spent at work as well as the caseload at the office, which were overwhelming at times. Only four staff members are responsible for the day-to-day operations of the CAO. What was striking about the staff complement at

this CAO is that it consisted entirely of woman. The participants mentioned that this was due to the voluntary nature of their work. According to one of the participants: “Men, don’t like volunteerism because they are the head of families, when they do come they don’t stay long”.

The director at the Musina Legal Advice Office noted with disappointment, how they had to reduce their staff compliment from 15 to five paralegals in 3 years due to lack of funding. This has resulted in inefficient human resources to meet the current demand of the CAO services.

A staff member at the Opret Advice Office was satisfied with the available human resources within the CAO; however she highlighted the necessity to develop the available human resources further through training. There was a lack of funds to open satellite offices in other districts in order to gain access to other clients and provide assistance. Unevenness also exists amongst staff in terms of training and skills development and it is therefore crucial that all staff reach the same level of expertise in order to meet the legal and other needs of clients.

The Relemogile CAO lacks adequate human resources to be able to meet the demand of assistance by the community. A staff member emphasized the need to increase the number of people working at the CAO, especially volunteers, because it is quite expensive to train paralegals. It was also noted by a staff member how the advice office and the CAO sector in general needs young people to be involved in paralegal work as volunteers, because this would be equally beneficial to CAOs and the youth. For the CAOs this would mean more human resources to carry out their work, and for the youth the benefit will be in the work experience and the skills that they acquire whilst working for CAOs. Nonetheless, it was mentioned that they used to have volunteers working in the office before, but they lost them because of lack of funds to provide them with stipends.

Few if any CAOs have the required material resources to fully fulfill their functions

Day to day resources necessary for efficient productivity was a common challenge for virtually all the CAOs included in the study. In some instances, though office infrastructure such as computers and printers were available, the recurrent funding required to use them effectively was lacking.

Equipment within the Langa office, although visually present were non-operational such as the printer and PC, which was in contrast to the operational telephone and the laptop. Because the Langa office was not well resourced, marketing activities such as pamphlets as a form of communication and engagement between the CAO and the community was difficult.

In the Witzenberg office, probably the best resourced and most securely funded of the CAOs in the study, basic resources included three laptops, a basic landline switchboard, and a

printer. It also appeared that they had Wi-Fi on site. One staff member who was also responsible for managing finances acknowledged that they had basic resources for the office to function effectively.

For the Du Noon office on the other hand, the staff highlighted how lack of formal stationary such as official CAO letterheads made assisting clients with applications slightly more challenging. The office did not have infrastructure like a photocopier: the one available was non-operational and when requests for copies of IDs and other documents were made, despite the willingness of the office to provide assistance, it was unable to do so.

For the Ntsu Advice Centre in **Gauteng Province**, the material resources such as the computer at the office did not work. They also did not have a photocopying, fax, and printing machine which made their work very difficult, as they often had to ask clients to go make their own copies at internet cafes, and for many of these clients it becomes a challenge because they sometimes do not have the money to print, fax or make these photocopies.

Not much mention was provided by the Ramogodi Resource Centre on challenges around material resources. The staff members appeared content on the donated resources which the office possessed such as laptops, desks etc. and were able to get by with them.

The Kgalaetso Advice Centre lacked material resources such as computers, telephone, fax, photocopying and printing machine. However, at times when things got a bit more complex, they would liaise with other CAOs in the area such as Ramogodi Resource Centre for assistance with material resources.

The Orange Farm CAO faced serious challenges in terms of resources such as a photocopy machine. When they assist clients they have to make photocopies of original client documents, but their photocopy machine did not work and they had to utilise the local internet café which over time becomes expensive for them. They feel that they cannot always ask people to make their own copies as most people do not have money and they would like to provide a professional service and as such do not want to ask people to pay for the copies.

According to a staff member at the Hennenman Victim Empowerment Forum in **Free State Province** there were not sufficient material resources. For instance when it comes to using the available computers one would have to wait for someone else to get done before gaining access.

Eskom funded them with an amount of R15 000 which was used to purchase the photocopy machine and a small fridge. The R15 000 was helpful to assist the CAO administratively as well, such as the filing box amongst other purchased resources. Eskom Development also donated filing cabinets which were quite helpful. In terms of desks and other resources they

were fine but the CAO simply lacked enough computers. Also their satellite branch offices at the farming communities on the other hand were really struggling, as they possess virtually no material resources.

At the Mangaung Community Advice Centre, it was observed that there were desks, in both rooms, and a visible desktop and two printers in the larger room. Whether these are working equipment was not confirmed. The office manager however had a working laptop. Despite this the staff argued that they lack material resources. They mentioned that having more telephones, PCs and access to internet would be beneficial.

The Maokeng Advice and Resource Centre had resources such as desks, chairs, filing drawers, printer, a telephone, a laptop in the CAO Managers office amongst others. However the main issue around resources was maintenance. The CAO found it difficult to maintain material resources which malfunctioned, became outdated or ruined as a result of lack of funds.

Regarding office supplies and equipment, the office manager at TAWA has a working desktop and a printer in her office, as well as a number of storage cabinets. The Manager indicated that she rarely uses the desktop, but it is functional. Another laptop was also highlighted as being on the premises, but this was not seen. All the offices were fairly spacious with a desk and a chair. Regarding specific equipment the staff at TAWA felt that they have a computer, but need training on how to use it efficiently. Further, they require more tables and more telephones, so that the one telephone, which runs through a switchboard, can be more efficiently used.

The Adelaide Advice Centre in the Eastern Cape Province had filing cabinets but no computers. At the time the Centre owned a fairly new car which was used to visit clients who could not make it to the office. The office had no computers, thus email and internet access was not possible.

In the case of ILDA, the office belonging to the coordinator has a laptop (this is her personal laptop). They have two data devices, for which they purchase data bundles. They indicated that they do not have working printers in the office. There is one desktop, which needs to be repaired. Otherwise, the advocate who assists the office on a pro-bono basis uses his own laptop. Finally, there is a landline, but this is not in use. They urgently require a telephone to assist with receiving new cases telephonically and the provision of advice on cases and their management again telephonically through organisations or aiding institutions where necessary. They also require internet access, stationary, new desks, files and provision for travel costs.

The Jersey Farm Advice and Information Centre have two working printers and two functioning laptops. There is also a working desktop computer. The centre has a vehicle,

which stays with the director of the Board. It therefore 'inherited' many of the Mthatha Office's clients, as well as infrastructure such as desks and cabinets.

The Mthatha Advice office which was run by the Lawyers for Human Rights closed in 2004, after which Jersey Farm reopened its doors. The staff felt that, there were sufficient office resources for the number of staff they currently had, as there are working computers, a telephone, printers and desks - each within its own partitioned space.

For Matlala Advice Office in Limpopo Province there was a lack of adequate office equipment and pamphlets to distribute to the community when conducting outreach work. The Opret Advice Office had a PC, a laptop, telephone, basic stationary, internet connectivity, vehicle donated by National Lottery. Emphasis was not placed so much on the lack of material resources, as members of the CAO appeared content on the resources which were available for the CAO at the time. Material resources are a challenge for Relemogile Advice Office. There is only one functional laptop available in the Office along with one printing/faxing/photocopying machine. They do not have a landline telephone and they also lack other office furniture like chairs, tables, and filing cabinets. However, because of crime in the area their office is always broken into and the little assets that they have are stolen.

4.4.1 CAO Office Spaces

The Langa CAO in the Western Cape Province, placed considerable emphasis on office space over and above other requirements. One CAO where fieldwork was done in Cape Town, the Witzenberg CAO was far better resourced in comparison to others. Not only was the office space (building) they rented much larger, it had three separate and spacious offices, a receiving counter, a large waiting area, a bathroom and a well sized kitchen. It appeared that there was provision of refreshments in the office, including coffee, tea, milk, sugar as well as juice. The bathroom facility was kept clean and tidy. Despite this, the Witzenberg office still felt they required support in the form of further infrastructure because they serviced six other surrounding areas; therefore more linking offices would be beneficial.

The Du Noon office although informal looking from the outset had a large waiting room with seats and a front office administrator space to assist clients upon visits to the office. The office required proper building infrastructure this could include the use of the Mosaic container, so that the office space is larger. Controversy surrounded the Mosaic container, the Mosaic assists the office when they can, it has provided the CAO with another container in which to run the office, however the staff indicated that there is red tape regarding their use of this container and locating land on which to legally operate it.

For the Ntsu Community Advice Centre in Gauteng Province, the issue of a lack of reliable office space is also a huge burden on the Centre. The Centre is situated in a public building owned by the local municipality of Mabopane. Their monthly rental cost for the office space

is R800 but they do not pay this amount as they cannot afford it because of a lack of funding. Hence, their stay in the building is unreliable and unsecured as they can be chased out at any time if the municipality gets someone willing to rent their office space. Additionally, the office space is also inadequate for their needs because although they have partitioned it to accommodate desks belonging to staff members, this presented a challenge when staff members had to consult simultaneously with different clients, particularly in terms of client confidentiality.

The Ramogodi Resource Centre is situated in a building which was erected by the local municipality to accommodate the needs and activities of the community and is thus spacious enough for the work and activities of the CAO, as well as the day care centre being housed opposite it.

The Kgalaetso Advice Centre initially did not have any office space and thus its two permanent staff members were working from their own homes. This meant that they were sometimes forced to work after hours, even during weekends. Working from home posed a challenge for the staff as far as client confidentiality was concerned, this is because there would be more clients waiting to be assisted and whilst other clients wait in a designated room in their small households, there was no guarantee that the confidentiality of those being served will not be compromised. The CAO has however received an offer from a local shop owner to rent a stand-alone one room in the shop yard, which will serve as the official office space for the CAO.

The Orange Farm CAOs small office container poses serious challenges. The small office space affects client's confidentiality as the admin assistant's office is literally next to the paralegal's office and that sometimes makes people a bit uncomfortable because as the paralegal will be consulting with the client the admin assistant can hear every word of the discussion. So they sometimes have to ask the admin assistant to leave the office so that they can consult with the client as some issues are very sensitive. But asking the admin assistant to leave the office also affects their work. Added to this, a staff member also cited their lack of waiting rooms during rainy days as problematic.

The Hennenman Victim Empowerment Forum in **Free State Province** initially moved to their current office premises for their central locality, as they are closer to farming communities as well as surrounding townships. In terms of adequacy according to one of the staff, the office building was not adequate because they paid too much money for rent which was R6500 a month. They had limited office space in their previous premises at the police station, it was actually one office. Due to being congested as a staff of 10 individuals they requested another office which is where they are currently situated. Their previous office at the police station was also quite inconvenient for the staff when it came to privacy.

The Mangaung Community Advice Centre is situated in a house; it is a formal structure. They do not own the property, but pay monthly rent. There is one large room, which serves as a boardroom and a meeting room. A second office is also evident, with a number of filing cabinets. There are couches in the large boardroom as well. Further to the office, there is one bathroom and a large kitchen; both rooms did not appear to be in working order, as the toilet was not attached to the wall. There is access to running water and basic amenities. One of the rooms in the office is a full bedroom with a bed, closet and television. They also do not have sufficient meeting space, such as board rooms and the building itself, while a solid structure, is not quite adequate. The office is also too small for local community meetings.

The office space of the Maokeng Advice and Resource Centre was also another serious challenge for the CAO. The current space which they were renting in town was not adequate for their operational needs. Firstly, the building is inaccessible for elderly and disabled people. To get to their offices one has to climb up 3 sets of staircases, and the building does not have any lift machines. There are also not enough seats for clients to sit on whilst waiting to be attended to.

The TAWA office space (which appears to have been a house in the past) has a large kitchen, two bathrooms and approximately 8 working offices, including one large and one small board room. This appears to be a common trend for certain Free State advice offices. The office is physically suitable to provide an efficient service, with sufficient offices, conference rooms, a kitchen and bathrooms. They mentioned that while there were sufficient rooms, some of them were not in comfortable conditions and need some work done on them. For example the electricity didn't work in the rooms and repairs were needed in terms of the ceiling and the glass windows.

In the Eastern Cape the Adelaide Advice Centre is a building consisting of approximately eight rooms; one half is leased out by the Advice Office to the local branch of the ANC. The premises of the Advice Office consist of two fairly spacious offices, as well as a reception area and a room at the back which is used as a kitchen. Structurally, the advice office is suitable and allows, for example, confidential discussions to take place. The Masiphakameni PAO building has 4 office rooms, two bathrooms of which only one works an entrance area and a small kitchen. However, they share the building with another organisation which uses two of the offices and also the other areas. The building is in urgent need of upgrading but no funds are available to carry this out as yet. Although the building belongs to the Municipality the Masiphakameni PAO needs to ensure its maintenance. The PAO also requires Office support.

ILDA has a well sized waiting area with chairs and a coffee table. There are two main offices from which the Advice office operates. These offices are used for consulting with clients as well as carrying out administrative work. There is a kitchen and a bathroom, the latter of which is located in another office space rented next door, but is not currently in use. There

is a third office on the premises, which is rented out by a social worker. The social worker does not work in the office on a daily basis. They indicated that their premises are sufficient, however if they could make use of the space next door as well, it would even be better. Unfortunately they are in the red with the municipality, owing them R75 000 to date, for rates and taxes etc.

The Jersey Farm Advice and Information Centre operates in a household premises shared with two other business, namely a clothing designer and a driving school. The office space is small and divided into two sections, each section with two desks/ office compartments. The first office space also acts as a reception area, with two small benches for people waiting to be assisted. There is a single bathroom in the household which is shared by all the offices; however there is no kitchen area. Preferably the staff would like to own their own office premises, in the form of a private advice centre building which is not shared with other organisations or business for privacy reasons. Because of the small office space which the Centre occupies, there is little to no privacy amongst the staff and respective clients who consult. This was due to the whole sharing arrangement with the other companies housed in the premises and the CAO staff of four having to share a single office.

In **Limpopo Province** the property of Matlala Advice Office includes a number of structures. There is the main building with two offices, a reception and waiting area and a boardroom. At the side of the building there are two other structures, one is made of corrugated iron, it serves as a kitchen, and the other is a wooden Wendy house, which serves as an additional office. All the CAOs structures are in a good and well-maintained condition. On a positive note, participants thought they had adequate space to provide services. The Musina Legal Advice Office wants to own the land at which the building premises was situated in order to be more secure, so that even if there is no funding at least the organisation had premises to call their own and to work from. Currently the building was rented from Vanetia mines for R50.00 per month, a lifetime lease.

According to a staff member at the Opret Advice Office, they were engaging the local councillor about the office building, who then also engaged with the officials from the Department of Social Development. According to the staff, they were struggling because the present office doesn't accommodate all types of people such as those who were disabled and this was an inconvenience as they met them on the ground floor for consultation purposes and this was not conducive and a serious challenge for the CAO and its staff. Another staff member suggested accommodation on ground level where they could possibly pay more for rent, because at present they were not paying a lot, however this would be of great benefit to their clients. A bigger place would be more accessible to a number of people on the ground level, the process of going up and down the stairs was also considered strenuous on both the staff and the clients. Although Relemogile Advice Office owns the building from which it operates, the staff agreed that the building was not adequate for their needs. The inside of the building still needs to be divided into different offices

including a waiting room, so that each member of staff can have their own office to be able to consult with clients in an environment that will not compromise client confidentiality. Currently the building is more suited as a hall than an office space.

5 The Organizational Structures and Systems in Place for the CAO Sector in South Africa

CAOs for the most part have a clear and sound leadership and management structure, though implementation lags and the role of the Board in particular could be enhance

Most of the CAOs selected for the study are formal small-scale operations with a limited staff complement. Consequently, they do not have a complex organisational structure. Nonetheless, most CAOs do have a formal organisational structure in place that typically consists of a board of directors, managers, staff members and volunteers, as well as a constitution that articulates the mission of the office.

The GPF noted that leadership strategies and organisational structures which are in place for CAOs was that all CAOs needed to register as Non Profit Organisations (NPOs), that they should also have coordinators, managers, paralegals, administrators and a board which will serve as the management committee of the respective CAO. CAOs also require a constitution of their own. The Board of a respective CAO should be elected by the community which will compromise various groups of society which include stakeholders, church, community members etc. The Forum acts as a voluntary association which monitors, guides and propels the work and activities carried out by respective CAOs in the province.

The FSPF highlighted two structures amongst a number of possibilities for CAOs in the province.

1. Board of Directors → Centre Manager/Chief Executive Officer → Programme Manager → CFO → Project Coordinator → Development and paralegal officer.
2. Office Coordinator → Programme facilitator → Administrator → Paralegal.



Figure 5.1: CAO Organisational Structure

Within CAOs, then, titles such as Chief Executive Officer, Chief Financial Officer, Chief Operating Officer, Programme Manager, Administrator, Financial Officer and Development or Paralegal Officer are employed to differentiate between the level of the staff member in the CAO and their associated roles and responsibilities. In some CAOs, roles such as CEO,

CFO and COO roles are designated as centre manager, financial manager and coordinator respectively. In other instances, a management committee replaces the board of directors, though it functions in a similar manner as the latter.

However, this delineation of roles and responsibilities depends largely on the amount of human and financial resources available in the CAO. Consequently, although the organizational structure is to some degree hierarchal there is fluidity in the sharing of roles and responsibilities between staff.

Different tiers of leadership were evident in all of the CAOs, serving different functions in the organisations. The first tier of leadership is the board of directors, which serves an advisory and oversight role. For example, in one of the organisations in Limpopo the board of directors gives support to the CAO and assists it with fundraising, to ensure that it is able to fulfil its mission in a sustainable manner. In another CAO, the role of the board is to meet once a month and check the work of the office, check planning, advice, evaluate and monitor operations and programmes, liaising with funders, approve audited statements, hiring and checking office infrastructure. One of the CAOs in in the Eastern Cape did not have a board of directors but a management committee, which serves a similar function to that of the board. Additionally, similar to the board the committee consists of a chairperson, deputy chairperson, secretary, deputy secretary, a treasurer, and two additional members. Board members are generally elected from the community to help ensure community responsiveness and embeddedness.

In some instances, at the CAO's Annual General Meeting (AGM) community members are invited to provide for input. An example of this was revealed in one of the focus group discussions in Limpopo, where one of the participants noted that they call mass meetings on a yearly basis where they read and discuss the annual report with community members. This appeared to be very important in terms of ensuring downward accountability to the community. As another participant in the focus group noted that, the community's satisfaction with the Board and the role they play is important and therefore should have a say in this regard.

Additionally, in another CAO in Limpopo, the director mentioned that religious leaders in the community initiated the CAO; it therefore has strong roots in the community. He further added that each of the staff members individually serve the community on various platforms, which further entrenched their embeddedness in the community. Community leaders and religious institutions within the community also initiated another CAO in the Eastern Cape. This occurred during the apartheid era, in 1985. The office was, according to one of the focus group participants, opened as a direct response to the 'Uitenhage massacre', which occurred around the same time as Sharpeville.

However, notwithstanding these structures, challenges exist. Staff at various CAOs indicated that AGMS were not taking place as regularly as they should. Another challenge was board members in some instances do not attend meetings, and in the case of other stakeholders (such as the church) may stop functioning as board members when they leave the structures from which they were elected. Thus, the reality appears to be that many offices do not get sufficient oversight or strategic guidance and help in fundraising from its board.

A serious self-identified challenge confronting Relemogile Advice Office involves the lack of leadership strategies for the organization to prosper and overcome its challenges. According to a staff member, this can be attributed to the lack of capacity on part of the board members to make a meaningful contribution in terms of resource mobilization for the continued development of the Office. The staff working in the CAO are said to be more knowledgeable and skilled than the board, thus meaning that the board members can only play a limited an oversight role.

The Provincial Fora were established as one dimension of NADCAO's Sector Development Model (SDM) which aimed to achieve a transition, for the CAO sector, from fragmented to consolidated and finally institutionalized (Atlantic Philanthropies 2012: 20).

We found a strong consensus, in the 5 Provincial Fora FGDs, on the role of the Provincial Fora.

The WCPF indicated that they speak and act on behalf of CAOs in the province. They also network with the CAOs in the different towns within the Western Cape. The WCPF is also involved in capacity building and resource mobilization. They act also as a voice for the community.

For the GPF, their main role was the coordination of CAOs within Gauteng. Their role was also understood as to regulate and standardise the work carried out by CAOs within the region. Exposure was another objective, as it was acknowledged that CAOs did a lot of unnoticed work which needed recognition.

The FSPF saw their role as to ensure advice offices work effectively on a daily basis. They coordinate operations to ensure work is done efficiently in the local and district level offices. The forum also keeps all provincial data of all the members of the advice offices, to see if they comply. Finally, they ensure that services are the same in each province and the staff capabilities are adequate.

For the ECPF the main aim of the Provincial Forum is to be the voice of Community Advice Offices in the Eastern Cape. Their work involves fighting for the recognition and regulation of CAOs in the province and contributing to such efforts in the national structures as well. For one participant another very important aspect of the work done by the Forum is to disseminate information to CAOs i.e. information on funding, training, etc. Another participant further emphasized that because the CAOs in the province are not all on the

same level in terms of skills and operational excellence, another important aspect of the Forum's work is to work towards bringing CAOs in the province to the same level. This involves mentoring CAOs that are lagging behind and also providing them with assistance in developing funding proposals. Another participant summed it up nicely by describing the role of the Provincial Forum as that of ensuring the sustainability of the CAO sector in the Eastern Cape. For this to happen, he further noted, they (the Forum) need to collaborate with government and business to leverage issues of service delivery.

The LPF noted their role as having three dimensions. Firstly, they are responsible for assessing the capacity and identifying training of advice offices in the province. Based on information gathered during this process they planned and organized training and workshops as required. There is consensus that the role of LPF is to build capacity and to facilitate a process where all CAOs can get empowered. One member noted, "*We identify a need and then approach a service provider to provide that training.*" As such, they are responsible for capacity development of the 17 advice offices in the province. Secondly, the provincial forum is responsible for fundraising and resource mobilization. Lastly, their role is to network and develop partnerships with organizations and institutions that may be of benefit to the CAOs in the province. LPF also gives support to offices that are struggling, especially, moral support.

In addition, some provinces appear to have effectively implemented a model which consists of around 5 provincial hub offices which play a coordinating and standardizing role for a number of CAOs which fall under them. We were not able to establish, however, whether and to what extent the hub model has been deployed in all 5 provinces included in the study.

5.1.1 CAO Financial Management

CAO financial management systems are guided by their financial policy, which all CAOs are required to have as registered non-profit organizations. The financial policy governs how funds received by the organization are to be used. Consequently, it guides the management of finances in the organization. Some of the CAOs also have a procurement policy in place.

Within the organizations, the board of directors is involved in one way or another in the management of the finances. Overall, those dealing with finances have to report to the board. In some CAOs, these individuals included a designated financial manager, administrator or officer. In the absence of a designated person, senior management was responsible for financial management. For example, in one of the CAOs, a financial committee exists, which gives a mandate during planning meetings of what should be done. These guidelines adopted during the meetings formed the basis of their spending priorities. While in another CAO, the Treasurer of the board is responsible for ensuring the financial protocol of the office is followed.

Another CAO had a resident financial accountant when the resources were still available to procure its services. However, the accountant still comes in once a week to do the CAO books. The director also assists with financial management assisted by the deputy director, who is in charge of ensuring that audited financial statements are conducted for the year. In another CAO in the Free State, the CFO is responsible for documenting the usage of donor funds, and for making sure that, the organization's books are audited on a yearly basis. In some instances the administrator, the coordinator and the manager of the CAO were jointly responsible for finances together with the board of directors.

In all CAOs, some form of accounting system is in place but these systems differ in levels of sophistication. Consequently, a number of instruments are used to ensure the proper spending of money in the office, for example, petty cash requisition form, cash expense form, transport vouchers, and an analysis book. Processes for procurement were also in place in some CAOs. For example, in one, it was noted that when purchases are to be made above R10 000, a quotation is requested and presented to the board of directors for their approval.

In terms of 'signing powers', more than one signatory is required in all the CAOs. For example, one participant noted that within their CAO, the COO, the CFO, and the Chairperson of the Board have signing powers. This tendency of having more than one signatory appears to be guided by the respective CAOs financial policies. During one of the focus group discussions, one participant noted that in their CAO, their financial policy stipulates that there should be three signatories to the organization's bank account, two of them being board members and one being the CFO.

What was also common among CAOs is the yearly audit of finances. These were done either as part of the respective CAO's donor requirements or internal financial management process. For example, in one of the CAOs it was noted that they have an external yearly audit from the donor namely: Social Change Assistance Trust (SCAT). They also have an internal audited by Moore Stephens Chartered Accounts (SA). In most CAOs, during the focus group discussions it was mentioned that donors required an audit of the financial audit of the funds availed to the CAO. In these cases, the donor usually paid for the services of an auditor. Additionally, it is common for CAOs to present audited financial statements and a narrative report to donors.

5.1.2 CAO Staff and Volunteer Usage

The use of volunteers has already been explored in various discussions above. We add a few further comments here.

Generally, the CAOs carry out their initiatives on a limited staff complement. Only two of the selected 20 CAOs have 10 full time staff members. The rest of the Offices have between two and six staff members. Consequently, six of the offices have two staff members, five have three, three have four, two have five and one has six full time staff members. These numbers appear not to be the result of a conscious decision. In most of the CAOs, a desire to have more human resources to deal with the workload was indicated. The current situation of limited human resources is more a structural problem caused by financial limitations. The reduction of the number of staff from 18 to five in one of the offices in Limpopo provides an example of the impact of limited funding on human resources.

Similarly, the lack of funding also influenced the number of volunteers CAOs have. Only seven CAOs have individuals participating in their activities as volunteer staff. Of these CAOs, four have one volunteer and two have two volunteers. The rest of the eight CAOs do not have voluntary staff members. However, in some of the CAOs the shortage of funds has not dampened the voluntary spirit because in four all staff members are working as volunteers due to limited funding to pay for salaries.

For example, in one of the CAOs in the Eastern Cape the focus group participants noted that, all staff consider themselves 'volunteers', because they are not paid monthly and when there is money in the budget each staff member gets a stipend. The lack of volunteers also appears to be due to culture because in a CAO in Limpopo it emerged that men do not like volunteerism because they regard themselves as 'head of families' with a consequent need to provide financially: when they come they don't stay long, it was reported.

5.2 Relations with the Public Sector

CAOs exist to provide and advocate for services to marginalised communities, who are excluded due to insufficient government provision and coverage. As we have highlighted, most of the services provided by CAOs are similar or related in one way or the other with services provided by government departments. These departments include Department of Justice, the National Prosecuting Authority (NPA), Department of Home Affairs, Department of Social Development, Department of Health, Department of Labour, the CCMA, South African Police Service (SAPS) and Department of Correctional Services. The services are also related to the provision of services by other government entities such as SASSA and the Legal aid board.

The focus groups discussions findings suggest that some government departments have welcomed the existence of CAOs, while some see them as competition. This is not to say

either that CAOs relationships with government are on the far extreme of cooperation or adversary or that the relationship is strained with all government departments at all times across all tiers of government.

Some CAOs have very good relations with government entities. For example, in one of the communities served by one of the CAOs in Gauteng, the Department of Social Development carried out workshops in partnership with the CAO that deal with all types of grant related matters. Also in Gauteng, outreach programmers were organised in partnership with SASSAS and the Department of Home Affairs conducted outreach programmes in partnership with another CAO. This CAO also collaborates with Legal Aid South Africa and invites them to provide legal information to community members.

In these cases, the relationship is mutually beneficial and founded on a shared concern for the community's needs. Consequently, the relationship between the CAO and the various government departments was complementary. This was also the case in other CAOs such as in the Western Cape, where one participant, when describing the relationship between them and government, noted the cooperation received from government officials when reporting community needs. In his own words, *'officials are often helpful and open when they report affected community members grievances as well as their struggles'*. This cordial relationship was also evident in the dealings of another CAO in the Western Cape with various government departments. The staff of the CAO revealed that they have a strong relationship with the government departments they work with. They even highlighted that the government once revealed their admiration of their tiny CAO.

Limpopo CAOs as well as some of the Free State CAOs also noted a general good relationship with government departments. For example, the Department of Social Development funded one of the CAO's empowerment programmes. Additionally, the CAO dealt with a lot of cases which involved social workers, such as the foster care grants for orphans and vulnerable children, whom they worked continuously with. The CAO also has a good relationship with the local Magistrate Court, which it collaborated with when dealing with matters that require mediation and applying for protection orders. They also have a working relationship with the small claims court with whom they worked on consumer cases. This CAOs relationship with other government departments such as the Department of Labour, the Labour Court, the CCMA, and the South African Police Service was also without antagonism. Another CAO in the Free State also noted to have a good relationship with the municipality, SAPS, the Magistrates court, schools and social workers there because they have an effective referral system.

In these instances, CAOs even turned to public officials when they were in need of support. For example, one participant mentioned that they often write letters to the government when further assistance is required. Similarly, in yet another CAO, one participant noted how the councillor in their Ward provides help such as the provision of food to needy households as well as children. The cooperative behaviour of the councillor appeared to be

facilitated by some of the staff's involvement in the local ward committee, as indicated by two of the CAO staff members.

Nevertheless, in some instances the CAO's relations with one government entity would be cordial and mutually beneficial, while adversarial with another government entity. This was the case for example for an Eastern Cape CAO. The CAO had a good relationship with the Department of Justice and the NPA. The relationship with the Department of Social Development was problematic especially in terms of finances and this was also the case with the Department of Health. However, the relationship with the Department of Health was good at a local and at district, and bad only bad at provincial level. This shows that the relationship with government also depended on which tier of government the CAO is dealing with. Furthermore, the Department of Correctional Services also provided them with a lot of support, despite the lack of funding in a programme under the department.

Also in the Eastern Cape, one of the focus group discussions revealed that the Department of Labour played a significant role in the establishment of one of the Advice Offices through its initial support. Additionally, the relationship of this CAO with the Department of Labour and CCMA was so good that one of the clients revealed that, 'I would rather recommend that you use the Masiphakameni CAO than the Department of Labour'. This is because the CAO has good relationships with both the CCMA and the Department of Labour. They also have a good working relationship with the Department of Social Development and the Department of Health. During the discussion, it was also revealed that building relationships with government and government departments is a challenge because it often depends on individuals within departments, who are mobile. The relationship of this CAO with the SAPS, however, needed improvement.

The difference in relationships of one CAO with different government departments is also evident among CAOs in Limpopo and other provinces. According to one of the participants, the office has a cordial relationship with people from SASSA as well as with social workers at the Department of Social Development, and the SAPS. They also have a good relationship with tribal authorities in the area as well as with local councillors. However, they at times experience some friction with councillors when it comes to tackling issues of service delivery. Also in Gauteng, the relationship between a CAO and the local municipality was described as 'frosty'. This is despite the CAO having collaborations with different government departments in the area.

In one of the CAOs in the Free State, it was indicated that the CAO has a working relationship with some government departments in the area and that they even invited each other to their initiatives. They especially work closely with the Department of Justice and Constitutional Development and the Department of Social Development. However, their relationship with the Department of Home Affairs is particularly challenging. Local government appeared to give the CAO more grief than provincial with which the relationship is 'fine'.

In some instances, government did not welcome CAO interventions and this affected the relationship between the CAO and government. As a result, the relationship was more adversarial. This was the case in one of the offices in the Free State as well as the Eastern Cape and Western Cape. One of the focus group participants mentioned that the Office often does work that should actually be done by government and other organisations. For example, the Department of Labour usually refers issues to the Office that they at the Department should be dealing with. The Department of Home Affairs and the courts also refer people to the Office for help. Workers even preferred coming to the Office to get assistance with labour issues instead of approaching their trade unions first for help. The Department of Labour officials also feel that the CAO is meddling in issues that do not concern them when they help people with their labour issues.

One of the more rural CAOs also has a strained relationship with government. The CAO staff pointed to occasional relations of distrust with the municipality; in particular, in gathering information about local challenges and grievances, the CAO felt that the purpose of such activities was misunderstood by the municipality and interpreted as adversarial. This is the case even though the office plays an important role in assisting government department such as Home Affairs and Social Development in information gathering as well as communication. However, Office staff pointed out that this relationship is not entirely fair: the departments for these services do not pay the office, though CAO infrastructure and time resources are used. The perception seems to be that the CAO should simply provide these 'free' given its mandate to support the community.

In one of the rural districts in the Western Cape, this is also the case. Two volunteers (who are employed at the Community Works Programme (CWP)) were part of the focus group discussion and highlighted that CWP often sends their clients to the office. The CWP deals with evictions and unfair dismissals, however, it does not appear that they have a stronghold in the community or are viewed as reliable or valuable as a service provider. The work meant for the CWP was, thus, undertaken by the CAO.

Nevertheless, during the FGDs, the participants revealed that the office's relationship with government was strained or 'Bad'. This antagonism between the CAO and government stems from government's reluctance to work with the CAO, as revealed by one of the participants. It is the staff's view that government departments see their office as 'attacking' and an office who 'just wants to critique', but they do not understand this as they feel it is their role to critique and ensure that government departments follow through and implement action in order to see progression in client cases.

Additionally, the staff members found the attitude of government unfortunate as they saw room for collaboration with the government given the type of work that the office does and the confidence the CAO enjoys among community members. The situation however was starting to improve. The municipality is starting to show greater interest in coming aboard since the CAO is starting to make waves and be heard. This was a surprising factor for the

staff as previously the municipality wanted little to do with the office. The CAO welcomed this change in attitude by government but noted that even if they were to receive funding from the government, they would still like to maintain their autonomy from government and ensure a sense of independence from them.

Staff of this CAO is not the only ones that have these sentiments. In the Free State and Eastern Cape, the staff of some of the CAOs indicated that they would welcome a relationship with the government as long as it does not interfere with how they operate. For instance, the office would like to maintain their independence, especially with regard to how funds are handled and programs delivered. They stressed the importance of having autonomy while maintaining a healthy collaboration with government departments if the ultimate goal of getting state funding for CAOs comes to fruition.

5.3 The Accessibility of CAOs

The issue of accessibility of CAOs to local communities differs from province to province, especially in terms of the rural and urban divide. For provinces such as Gauteng and the Western Cape which have mostly urbanized populations the challenges faced by local communities in accessing CAOs are much less than in provinces with mostly rural and farm communities such as the Eastern Cape, Free State and Limpopo. The main reason for the better accessibility in the urban compared to the rural areas can be attributed to access to better transport in terms of taxis, buses and trains. It was found that people in the urban areas were able to travel to CAOs even if they stay far away from the CAOs. However, the urban participants travelling to the CAOs indicated that travel costs are very high and often unaffordable. The rural participants felt that the lack of transport poses serious limitations for them to access the CAOs. The distances that the rural participants must travel is very vast because some participants indicated that some CAOs must service numerous municipal areas which are also big and far apart. Hence, rural people in particular have to spend more time and more money trying to access the CAOs. The participants revealed that it is not unusual in rural provinces to find a person having to wake up as early 4am in the morning to prepare for a four hour return trip to the CAO.

Nevertheless, in **Gauteng** all of the CAOs included in the study agreed that the accessibility of the CAOs to the local community was not much of an issue as all of these CAOs are located within the local communities which they serve. Thus for most of the people the CAOs are within a walking distance from their homes, and for those that need to use taxis and other forms of transport to travel to the CAOs the return trip from their homes to the CAOs costs an average of R20. However, because the CAOs do not only cater to their immediate communities but also to people from surrounding areas as well, for those people the transport cost to travel to the CAOs is much higher. For example, the Orange Farm Community Advice Office also caters for other areas including parts of the Free State, Vereeniging, and the Vaal.

A common challenge to accessibility cited by all the CAOs in Gauteng is the lack of adequate signage bearing the names of the CAOs which can be placed on the outside entrance to the office building that can help people identify and locate the offices. However, a number of initiatives are undertaken by the CAOs to bridge these challenges. For example, in the Ntsu CAO in Mabopane banners (which are essentially big white cloths written on with different colours of paint) are put up on the fence outside the office building in order to increase visibility. At the Kgalaletso CAO in Garankuwa public platforms, such as the launch of the victim empowerment project at the local police station where one of the employees of the CAO was invited as a main speaker, are used to create awareness in the local community about the CAO. Whilst the Orange Farm CAO utilizes the once-a-week radio feature that they have been granted in the local radio station to offer advice to the community on-air. This is especially useful in reaching audiences as far out as in the Free State, Vereeniging, and the Vaal who cannot afford to travel to the office in Orange Farm to seek advice.

Similar to Gauteng, most of the CAOs in the **Western Cape** felt that their offices are accessible to the local communities. Because the offices are located within the communities this means that they are accessible to vulnerable groups in the community who lack resources to seek help elsewhere. People do not have to spend long hours on the road when walking to the offices, and for those that use taxis a return trip can cost up to R14. However, for one of the CAOs in the Western Cape, the Witzenberg Rural Development Centre, located in the small rural town of Ceres accessibility is at times an issue as people usually have to leave work and travel from farms or neighbouring towns to get to the office.

In the **Free State** the issue of accessibility of CAOs varies according to the location of the CAO relative to the communities it serves. Three out of the four CAOs in the Free State – Hanneman, Maokeng, and Tshireletso – are located in town where their location is central relative to the different number of communities that they serve. All three CAOs serve their respective townships and the surrounding farms. However, for the Hanneman and Maokeng CAOs for those people who live in the townships and work in town the CAOs are easily accessible as someone can just come in during the lunch hour to consult or come in early in the morning or late in the afternoon before or after work respectively. Thus the challenge to accessibility lies more with the farm areas as there is no reliable transport operating between the farm areas and town. Consequently, the people living in the farm areas usually come to the CAOs once a month on pay day when they have come to buy groceries and do some shopping. During these days the CAOs are very busy as many people come to report their cases, and it is not unusual to find that some of the cases being reported might be a month or three weeks old because the person did not have the money to come to town to report the case immediately.

Nonetheless, both the Hanneman and Maokeng CAOs have set up satellite offices in the farm areas in order to assist the people there. The people working in these satellite offices are given cell phones to report to the main office in town if there are urgent cases or a

sufficient number of cases has been reported which would necessitate a visit by the office paralegals in town. For the Hanneman CAO travelling to the farms is not much of an issue for the office paralegals as the Office has its own vehicle. But for the Maokeng CAO transport is a major challenge for the paralegals as they do not have an office vehicle nor does any one of the office employees own a car. This therefore means they have to organize transport money and hire a car to take them to the farms. Whilst on the other hand, the people working at the Tshiriletso Against Women Abuse office felt that their office was equally accessible to people in the immediate community and the farm areas. This is because the people coming from the farms are able to come to town using the farmer owners' transport to come visit the office. Of the four CAOs in the Free State the Mangaung CAO serves a much bigger area in comparison to the other three offices. And although the office is accessible to people in the immediate community the vastness of the Mangaung district poses serious challenges to the CAO's ability to assist most of the people in the district. This can therefore be also viewed as a challenge to the CAO's accessibility to people in the area.

The CAOs in the **Eastern Cape** face similar challenges, if not worse, than those in the Free State. Because of the vastness of the Eastern Cape Province one CAO can service up to as many as six surrounding towns which are many kilometers apart from the CAO. For example, for people coming from other towns that use the Jersey Farm CAO in Mthatha a return trip to the office can cost up to R120. The time it also takes to travel to the CAOs in the Eastern Cape for people that stay far away from the offices is a lot. A person can spend up to two hours travelling to the office which makes it a four hour return trip. Furthermore, for the people who live deep in the rural areas the CAOs are very difficult to access as many people in these areas are unemployed and do not have the taxi fare to travel to the offices. However, the outreach programmes that most of the offices carry out in the rural areas assist in granting access to the services of the CAOs to people in these areas. Nonetheless, for those that live closer to the CAOs they usually walk to the offices.

The situation is the same in **Limpopo**. For offices such as the Relemogile CAO in Tzaneen which serve a very big municipal area that covers neighbouring towns like Giyani which is as far as 105km or 2 hours away from the Tzaneen CBD where accessing the CAO is a serious challenge. For those people coming from such far out areas once reaching Tzaneen CBD they have to take another two taxis to reach the CAO which is located in the village in h. This is the reason why the employees at the office make arrangements to meet the clients coming from far out areas such Giyani in town instead of the office in the village. However, this only means that the cost burden to accessing the CAO is transferred from the clients to the office paralegals that have to pay for the transport to go to town in Tzaneen from their own pockets.

The other three CAOs in the province also face the same problem. They have to service very huge municipal areas and the greater the distance from the office the more it costs for

people staying in that area to access the CAO services. The Matlala CAO serves 28 villages in the Ga-Matla district and for those that stay further away from the office they have to take numerous taxis to be able to access the office. For the Musina CAO accessibility is also a problem for some of their clients. Some clients have to travel an hour and a half to the office at an average cost of R100.00. The same applies to the Opret Advice Office which is the only CAO in the Waterberg district. The office services between 1 and 300 communities spanning five different municipalities including Lephalale, Capricorn, Zebediela and Mookgophong Municipality amongst others, and even Thabazimbi and Bela Bela.

5.4 Current Funding of CAOs

5.4.1 CAO funding is generally inadequate to conduct operations effectively and sustainably

Table 5.1 provides best available estimates for CAO monthly income in 2014, and also gives some indication of funding duration and previous funding.



Du Noon in the Western Cape

Table 5.1: CAO Funding by Monthly Amount and Sources, 2014

	Monthly Funding Amount for CAOs in 2014 ³	Source	Comments
Western Cape			
Langa Community Advice Office	R 10 000	NDA	Due to end soon
Witzenberg Rural Development Centre	R 180 320	NDA, FHR, DSD	Majority (82%) of funding is from DSD and is for school and targeted feeding programmes. NDA Advice Office Program provides R 8 300 and FHR R 11 900.
Masincedisane Community Advice Office (Du Noon)	No current funding		NDA funding was received in 2013 but ended towards end of 2013; staff have not received any form of salary since November 2013
Gauteng			
Ntsu Community Advice Office	No current funding		Received funding from the Swedish International Development Agency (SIDA) in the past, and were also recipients of funding from the Foundation for Human Rights (FHR) in 2013. Funding period with FHR came to an end in September 2013 and was not renewed.
Ramagodi Resource Centre (Ga-Rankuwa)	No current funding		NLF stipends related to OVC programme received in 2013.
Kgalaletso Advice Centre(Ga-Rankuwa)	No current funding		
Orange Farm CAO	No current funding; innovative own revenue-generation efforts (sports event, recycling efforts)		Receive funding from the Foundation for Human Rights, but the funding period ended in early 2013

³ Values provided here are based on both focus group discussion results and available financial statements and auditor’s reports. They are to be regarded as estimates in the sense that they provide income for a ‘typical’ 2014 month given, in some cases, a range of income sources with differing time-frames.

	Monthly Funding Amount for CAOs in 2014 ³	Source	Comments
Free State			
Hennenman Victim Empowerment Forum	R 46 900	DSD, NLF	Department of Social Development funds focusing on community victim support, men and boys programme, criminal, asset, forfeiture, unit (CARA); National Lottery Funds funds for restorative justice programme.
Mangaung CAO	R 6 250 (Hivos)	Hivos	The Hivos grant is R 75 000 for 2014/15 for a “Legal advice and dialogue programme’ and covers some salary costs but also a number of workshops
Maokeng Advice and Resource Centre	Uncertain		Currently, the Office is receiving funding from the Department of Social Development, the Department of Labour, and the Foundation for Human Rights. However, funding is very specific to projects. For example, the Department of Social Development will stipulate funding must go towards rental and stipends, and the Department of Labour will fund only the workshops. Amounts were not obtained. The most recent financial statement we obtained is for 2012/13: this gives an annual income of R 714 514 as subsidy received, without specifying the source of income.
TAWA	R 12 500	Dept. of Labour	The advisory branch of the TAWA office has received funding from the Department of Labour only this year; having received no funding since its birth in 2010. The other office programmes are funded by DSD (recently) and the National Department of Sports and Culture in the past.
Eastern Cape			
Adelaide	R 10 235	SCAT	R 6000 per month from SCAT and R 4 325 from rental of part of the building the CAO owns and operates from
Masiphakameni Paralegal Advice Office	Uncertain	SCAT	SCAT funding has declined; the 2014 amount is R 45 000, or R 3 750 per month. In 2011 it was R 78 815 and in 2012 R 52 020. Total income in 2012 was R 145 895. We are not sure whether the office had other funding sources aside from SCAT in 2014, though the focus group discussion gives SCAT as main funder.
Interchurch Local Development Agency, Uitenhage	R 10 833	SCAT, Hivos.	Hivos R100 000 for the year. SCAT R 7 500 per quarter Hivos ends October 2014
Jersey Farm Advice and Information Centre	Uncertain	National Lottery Fund (81% of 2013 revenue); GIZ	National Lottery Funds depleted; currently only GIZ with a small funding amount
Limpopo			
Matlala	R 48 333	AULAI Trust; Department of Health I	AULAI Trust: R 40 000 for 6 months for administration, June-December 2014; Department of Health R 400 000 for three years (2012-2014) for home based care programme.

	Monthly Funding Amount for CAOs in 2014 ³	Source	Comments
Musina Legal Advice Office	Uncertain	Atlantic Philanthropies	Data only for 2010; large grant from Atlantic Philanthropies in 2010 (R 1.2 million) for refugee rights programme. Have subsequently reduced paralegals from 15 to 5 as a result of funding constraints over the last three years
Opret Advice Office	R 43 000	National Lottery, Hivos, Department of Labour, DSD	Multiple income sources, some for 2013/14 and some for 2014/15. The monthly amount here is the average of the 2013/14 and 2014/15 income totals, divided by 12.
Relemogile Advice Office	R 24 000	Hivos, National Lottery, Dept of Labour, FHR	Hivos, National Lottery main funders; department of labour smaller funding for outreach programmes and Foundation for Human Rights covered a workshop in January 2014



Musina Legal Advice Office

Considering average CAO staff size, recurrent costs, and the extent of community demand for CAO services it is apparent that most CAOs included in the study are significantly under-resourced.

As Table 5.1 suggests, there is noticeable variability regarding the adequacy of funding, as well as 'typical' funders, by province. We provide perspectives from the Provincial Fora FGDs on funding sources by province.

In the Western Cape, some offices are funded by the National Development Agency (NDA). The administration of these funds is reportedly not good in all instances: CAOs must wait lengthy periods before they have access to the funds. CAOs also receive support from Black Sash and the Social Change Assistance Trust.

In Gauteng, the Foundation for Human Rights (FHR) was identified as a primary funder and provided funds mainly through the provision of stipend costs, which were between a R1000-R3000 per staff member. Funding was given through quarterly tranches.

According to one participant funding provided by FHR was not to the extent as initially discussed with them at the general meeting on saving community advice offices. Another participant pointed out that the sole reliance of FHR was unsustainable, and noted that other provinces have more funding opportunities from other NGO initiatives as well as government departments.

The FSPF noted that there is often a great deal of red tape when it comes to applying for and receiving funding from international funders. For example a typical funding system is that of FHR, who receive funding from government. The government receives this funding from international stakeholders such as the European Union. Thus, even international funds are regulated by the national government, making it difficult for CAOs to get funding at all. The Forum asserted that government 'lobbies' all outside funding and uses it for other things, then when CAOs ask for outside funding, these groups say that government has all the funds. In conclusion, funding processes are believed to be poorly monitored and evaluated by government.

The Forum also noted that most funding is directed toward office programmes and interventions, and not towards basic operational overheads for the office. This area is often overlooked, which is ironic since there would be no programs without basic service infrastructure such as office buildings and supplies. Therefore the search for funding differs with regard to funding for programs and funding for office operations.

According to participants in the ECPF, CAOs in the province typically receive funds from Hivos International, RULAC, SCAT and the National Lottery (which usually funds the programmes offered by the CAOs and not the organization itself). Anglo American funds some Local Economic Development projects.

We were struck repeatedly by the commitment of CAO staff as it relates to continuing their work in the absence of adequate funding and the range of challenges that emanate from it. Many CAOs currently find themselves in a precarious position in their current premises, and at least one declared that it was in debt of R 75 000 to the municipality for unpaid rates and service fees.

Many CAOs currently engage in self-exploitation rather than close shop; that is, they engage in survivalist strategies such as working without pay, working for small stipends, and sharing funds equally between all staff if and when they come in. In the memorable phrasing of a CAO staff member, this is like 'Giving someone medicine when you are coughing yourself'.

A number of CAOs also expressed concern about their ability to encourage and rely on 'volunteerism' from younger community members particularly. A related consequence of the funding challenge is reflected in remarks from a number of CAOs regarding staff retention: in the absence of decent remuneration, CAOs often find themselves transferring skills and knowledge to staff that then depart when the prospect of remunerated employment is offered elsewhere.

Many CAOs, then, are currently staffed by a committed core of staff for whom it truly is a 'labour of love' and who have been working in the sector for a long time, often with their roots in activist paralegal and community services rooted in the struggle against apartheid. Quite apart from the unacceptable self-exploitation cost imposed on these members themselves, this reality suggests a crisis of sustainability for the sector if and when this core contingent dwindles.

In the Opret Advice Office in Limpopo, the combined number of staff in the CAO stands at six permanent staff members. The CAO used to have volunteers before, however they report that due to budgetary constraints this has not worked out. They noted that two volunteers had been brought in by DSD, on the understanding that the volunteers would be compensated by a monthly stipend. However, this was not adhered to and the volunteers worked for two years without pay. A participant indicated how she took money from her own small salary to ensure that the volunteers had something to take home.

In the Maokeng Advice Office in the Free State, participants all refer to themselves as volunteers. They all receive the same amount in volunteer stipends given that the Office is facing a serious funding challenge.

The Musina Legal Advice Office identified lack of financial resources as the main challenge and the director noted, with disappointment, that they had had to reduce their staff compliment from 15 to five paralegals in 3 years due to lack of funding. This has resulted in insufficient human resources to meet the current demand for CAO services.

In the Ramagodi Resource Centre, in Gauteng, all staff identified themselves as volunteers according to the CAO manager as they worked without receiving a salary. Asked to

elaborate, participants noted that they have no funding for the CAO. They use their own money and they also previously used some of the OVC money which they received till 28 February 2014 from the National Lottery. Local people also donate and support the CAO with the little money they have when workshops or other activities are planned. The local Spar also makes a contribution by providing free newspapers, which helps locals who cannot afford them to keep abreast with current news and to look for job opportunities.

Similarly, the Kgalaleitso Advice Office, in Gauteng, is self-funded by its two employees and receives no other funding from elsewhere.

In Du Noon, even though there is little to no funding coming in, the volunteer staff indicated working after hours and on weekends to assist the community with the problems they present.

Mangaung CAO in the Free State noted that one of the difficulties which the office faces in particular is funding. The lack thereof makes operations more challenging on a day to day level. They noted that the Mangaung district is very large and their office services a number of communities. They highlighted that the office needs to expand and branch out further into Mangaung, because the human capacity is just not sufficient and sometimes the commute for the staff into the Mangaung community is challenging. They do what they can, and stated 'we do more for less'.

Hennenman Victim Empowerment Forum emphasized resignation of staff as a key challenge, because they would often leave after months or years of training, which meant that new employees had to undergo similar training as well.

The Adelaide Advice Centre in the Eastern Cape argued that they play an important role in assisting government department such as Home Affairs and Social Development in information-gathering as well as communication; thus, for example, the Office is used by officials to communicate changes in social grants, ID etc. policy. However, Office staff pointed out that this relationship is not entirely fair: the office is not paid by the departments for these services, though CAO infrastructure and time resources are used. The perception seems to be that the CAO should simply provide these 'free' given its mandate to support the community.

The main challenge identified by staff is that of inadequate resources to run the office and low salaries. Their own circumstances make it difficult to help others, one staff member noted. At the moment the Office has 3 staff members, and is not in a position to employ more, though a larger staff would help address community challenges.

The ILDA in the Eastern Cape noted that they urgently require a phone to assist with receiving new cases via phone and advising on cases as well as managing cases, such as calling organisations or aiding institutions where necessary. They also require Internet access, stationary and providing for travel costs. Currently they use public transport to

provide services that cannot be solved in office. Luckily the person who they use for transport offers them lower than usual rates and is generous to the office. It is important for them to be able to travel out to villages, as some people cannot even make it to the ILDA office in town. Here too all staff considers themselves 'volunteers', because they are not paid monthly and when there is money in the budget each staff member gets a stipend.

The Jersey Farm Advice and Information Centre in the Eastern Cape have currently depleted all funds provided by the National Lottery. They have received some funding from a German company called GIZ. Otherwise they are busy with funding proposals and making applications. The lack of funding does impact on a full staff capacity on a daily basis; in other words each staff member takes a certain amount of hours to be in office so that the office is always running, but not all the staff is always there. They are not always paid (as is the current case). Finally, they on occasion collect their own monies to pay rent, when funds run out.

The WCPF noted a lack of equipment and resources in the province, and gave an example of no fax or email facilities to forward documents when they refer people to specific service providers (like legal people or government departments. Staff turnover was also identified as a big problem: 'We cannot hold on to good people because we are unable to pay them a salary. More specifically, youth do not want to volunteer because of a lack of a regular income'. A further problem was adequate legal recognition and registration of paralegals: 'Registration as a paralegal is important. However, even if you are a registered paralegal it does not guarantee you to sit in on CCMA meetings. This is very frustrating because the client trusts you as the community worker. Unfortunately, the government does not allow CAO staff to sit in on CCMA meetings'.

The GPF identified a range of challenges faced by CAOs in the province, which included the challenge of premises where CAOs are located in problematic areas and also having to pay rent in the absence of funding. Resources necessary for communication, for example telephones to maintain contact from one office to the next, was a challenge. Financial support was a primary challenge which if met could give staff better options in terms of office operations as well as client assistance. Staff retention was another challenge because a number of staff members who were trained as paralegals did not stay long in their respective offices due to lack of funds to pay and retain them. Another challenge was the trend amongst young people to be trained and equipped in the civil society sector and leave immediately after that for earnings and successes found in the commercial sector.

The FSPF noted that a number of offices in the province are run from homes because they don't have the funds to rent building for office spaces, as well as pay electricity and water. The lack of sustainability of CAO buildings creates not only a logistical challenge but also confuses clients who visit the offices, with regard to where to go for help.

The loss of well-trained and knowledgeable staff is another very real challenge for advice offices in this province. After a long period of training a member of staff in both paralegal and basic counselling, some employees decide to leave. This impacts on service delivery, because effort and money is put into training staff only to be snatched up by other organisations who can afford to pay them more money for their services. In the memorable phrasing of one participant, this was likened to a competitor who 'puts a watermelon in front of your apple'.

For other resources, such as basic and operational resources, they revealed that this is needed. Again the link was made to funding in order to do things like, sustaining and basic upkeep of CAO buildings, as well as stationary, telephone, tables and chairs etc. They want to be able to assist community members with things such as basic printing and photocopies, but this requires working printers. Further there is no transport or transport monies to be able to do outside work, including going to clients and assisting them with problems on the farms. The centre manager uses his own car and petrol to do things needed for the office. 4 of the official 22 CAOs in the Free State have office cars (e.g. TAWA office), but the forum highlighted that its only one car 'and there are many issues'.

The ECPF identified the main challenge facing CAOs in the Eastern Cape as lack of funding. Lack of funding has a negative impact on the ability of CAOs to provide their services to the extent that they would like. For example, they do not have the transport money to travel to the rural areas to assist people with their issues there. Lack of funding for salaries and stipends also results in high staff turn-over especially amongst the experienced and skilled workers. Hence, most CAOs lack the sufficient human resources needed to carry out the various tasks within the Offices

The lack of funding is also directly related to the lack of material resources such as computers, phones, printers, files and filing cabinet, and stationery. A participant highlighted the issue of not having telephone lines in the CAOs as being a very critical one as they have to use a phone in most cases to help clients. An example that she gave involves the issue of unlawful deductions from people's pension grants from Grinrod Bank. In order to help people in such cases they have to call the bank's offices in Gauteng for them to be able to trace which companies have lodged debit order claims against the person's account, and it becomes difficult to do this without a phone!

The picture that emerged from CAO staff FGDs also suggests a funding environment that is highly uncertain and non-continuous, in the sense that funding tends to be for a one or two years, at which point it is often discontinued without any clear reasons that are communicated to CAO staff. Table 4.1 provided some indication of this.

Quite apart from the validity of reasons for funding changes and the like, and recognizing increased constraints faced by philanthropic donors as a valid aspect of the issue, the consequence for CAOs tends to be that they of necessity must plan and work on a short-

term, ad hoc basis, rather than being able to take a medium- and longer-term perspective on their role in communities.

We provide one example of a typical funding chronology, from Masincedisane Community Advice Office (Du Noon), in the Western Cape. Here, enquiries into the formalised establishment of the CAO indicated that the office had been functioning since 2007. A participant further described clearly the poor and practically non-existent funding for the CAO and how it came to be so. According to the participant a business plan was created once the office was opened; they submitted their business plan to various departments including the department of Social Development (DSD). DSD funded them for a short initial period and thereafter pulled out of their commitment (the specifics of this relationship were not elaborated on). Black Sash also previously assisted the office. Currently Mosaic assists the office when they can. For example Mosaic has provided the CAO with another container in which to run the office, however the staff indicated that there is red tape regarding their use of this container and locating land on which to legally operate it. (Again, they did not elaborate on the red tape involved in this relationship). The Mfesane project through the National development Agency (NDA) provided funding to the office for one year; this funding stopped towards the end of 2013 and the staff have not received any kind of salary since November 2013.

CAOs who have comparatively secure and adequate funding tend to have this funding for other uses than paralegal related services; in other words, even in these instances their paralegal work is likely to be underfunded

The FGDs suggest two related problems, firstly that secure funding is not necessarily paralegal and related services funding, and secondly that often such funding is not intended for and not adequate to cover ongoing recurrent expenses, but is aimed at particular workshops and other community initiatives. We have already noted the comparatively large funding received by the Witzenberg Rural Development Centre in the Western Cape, which in many ways constitutes a success story. However, staff indicated that there is no direct funding for their paralegal services, though they are trying to source direct funds for this. However, this difficulty presents as one of the challenges faced by the office. They use money from other funds to fund the paralegal work, but more direct funds are needed to address this segment of the office as it provides service to a large majority of clients visited.



Langa Community Advice Office

6 Service Beneficiary Survey Results

6.1 Introduction

This section presents the findings of the service beneficiary survey (SBS). The findings are presented according to: 1) who are the users of CAOs? And what is the profile of beneficiaries? 2) Why do they use CAO services? And what are the main reasons for visiting CAOs? 3) How do they use CAO services? 4) What are beneficiary perceptions of CAO services? Included as subsections would be the following: 4.1) their satisfaction with the services they receive, 4.2) How much do they value the services? And 4.3) what do they think of alternative providers of similar services.

It is important to note that the service beneficiary survey is not a national representative survey of all CAOs users. The results presented in this report are based on those respondents (clients) who visited the CAO on the day that the researchers conducted the fieldwork. In other words, only the clients who visited the CAO and agreed to be interviewed were included in the study. The results reported here can therefore not be generalized across all CAOs in South Africa. In specific, the results provide us with a better understanding of the clients' perceptions and experiences of CAOs across five provinces and in four selected communities within each of these provinces. Details of the respondents and their views about the CAOs are discussed in the subsequent sections.

6.2 Who are the users of CAOs? And what is the profile of beneficiaries?

The largest proportion of participants who participated in the service beneficiary survey resided in rural formal geographic locations (39.2%; n=73), followed by the urban formal location (23.7%; n=44). There were more females (61.8%; n=115) than males (38.2%; n=71) that participated in the survey. The overwhelming majority of participants were Black (84.9%; n=158) with smaller proportions of coloured participants (11.8%; n=22) and White participants (2.2%; n=4). The largest proportion of participants fell within the 40-49 and 50-59 age categories (26.7%; n=48 and 22.8%; n=41, respectively). The largest proportion of respondents reported having some secondary education (38%; n=70) followed closely by 62 respondents (33.7%) who reported either having no education, some primary education or having completed their primary education (Table 6.1: Sample Characteristics

).

The number of married versus never married respondents did not differ much (42.5%; n=79 and 39.8%; n=74, respectively). The largest proportion of participants was unemployed (54.3%; n=101). About 55 respondents (29.6%) were employed, while a remaining 23 respondents (12.4%) were economically inactive. The smallest proportion included pensioners, housewives/ home-makers and students. The majority of respondents (48.4%; n=90) fall within the R1001-R3000 per month income category. The smallest proportion of respondents (18.3%; n=34) reported earning more than R3000 per month. The language

most commonly spoken was Sesotho (30.6%; n=57), closely followed by isiXhosa speakers (24.7%; n=46). Xitsonga speakers made up the smallest proportion (1.1%; n=2). Taking into account the large proportion of farm workers who participated in this survey, there were only 26 Afrikaans speakers (Table 6.1).

Table 6.1: Sample Characteristics

Demographic, socioeconomic, geographic characteristics	Sub groups	N	%
<i>Overall</i>			
<i>Geographic location</i>	Urban formal	44	23.7%
	Urban informal	33	17.7%
	Traditional/ Rural informal	36	19.4%
	Rural formal	73	39.2%
<i>Gender</i>	Male	71	38.2%
	Female	115	61.8%
<i>Race</i>	Black African	158	85.9%
	Coloured	22	12%
	White	4	2.2%
<i>Age Group</i>	16 – 19 years	2	1.1%
	20 – 29 years	32	17.8%
	30 – 39 years	36	20%
	40 – 49 years	48	26.7%
	50 – 59 years	41	22.8%
	60 – 69 years	20	11.1%
	70+ years	7	3.8%
<i>Education</i>	No school to Primary school completed	62	33.7%
	Some secondary schooling	70	38%
	Secondary school completed	28	15.2%
	Post matric	24	13%
<i>Marital Status</i>	Married	79	42.5%
	Once married	33	17.7%
	Never married	74	39.8%
<i>Employment Status</i>	Unemployed	101	56.4%
	Employed	55	30.7%
	Not economically active	23	12.8%
<i>Household Income</i>	<R1000	51	29.1%
	R1001-R3000	90	51.4%
	>R3000	34	19.4%
<i>Language</i>	Sesotho	57	30.6%
	Setswana	18	9.7%
	Sepedi	20	10.8%
	IsiXhosa	46	24.7%
	IsiZulu	4	2.2%
	Xitonga	2	1.1%
	Tshivenda/Lemba	7	3.8%
	Afrikaans	26	14%

Is this your first time visiting the Advice Office?

On the day of conducting the survey, 41.1% (n=76) of respondents reported it to be their first time visiting to the CAO. A larger proportion of respondents (58.9%; n=109) reported that it was not their first time visiting the CAO on the day of the survey (Figure 6.1).

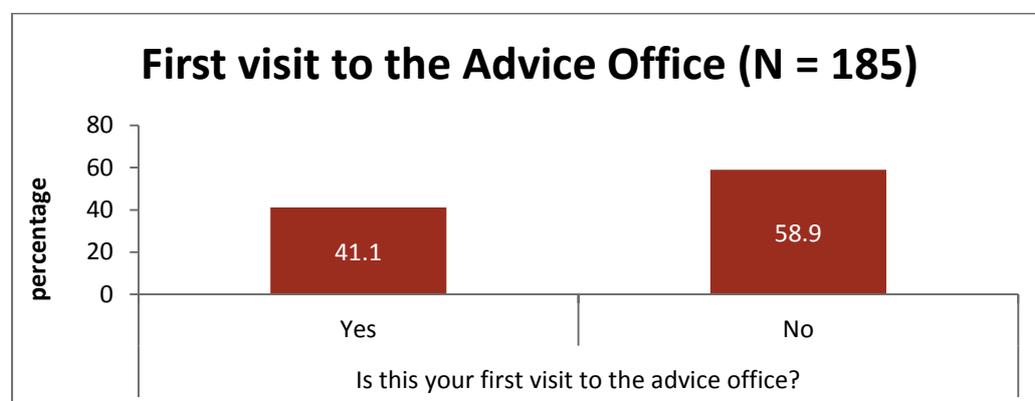


Figure 6.1: First Visit to Advice Office

After disaggregating the results according to the first visit to the Advice Office, the findings show that there are a larger proportion of males who have visited the office before than those for whom it was their first visit (64.3%; n=45) and 35.7%; (n=25), respectively. This is similarly found for females who which recorded 55.7% (n=64) and 44.3% (n=51), respectively. In terms of race, the largest proportion of respondents was Black African. From these respondents, 40.1% (n=63) reported it as their first visit to the office that day and more than half (59.9%; n=94) indicated that it was not their first visit to the Advice Office. A larger proportion of respondents (55.7%; n=34) with no education / primary education completed indicated it is not their first visit to the community advice office compared to a smaller proportion (44.3%; n=27) that indicated it is their first visit. Of those unemployed respondents 54.5% (n=55) indicated that is not there first visit and 45.5% (n=46) said they it was their first visit. These results are consistent across the other employment groups with more respondents indicating they have already used the community advice office. In other words, even if you employed we found that more respondents visited it before (66.7%; n=36) in contrast to a first visit (33.3%; n=18) (Table 6.2).

Table 6.2: Is this your first time visiting the Advice Office

Is this your first time visiting the Advice Office?	Sub groups	Yes		No	
		N	%	N	%
Overall		76	41.1	109	58.9
Gender	Male	25	35.7	45	64.3
	Female	51	44.3	64	55.7
Race	Black African	63	40.1	94	59.9
	Coloured	12	54.5	10	45.5
	White	1	25.0	3	75.0
Education	No school to Primary school completed	27	44.3	34	55.7
	Some secondary schooling	35	50.0	35	50.0
	Secondary school completed	8	28.6	20	71.4
	Post matric	6	25.0	18	75.0
Employment Status	Unemployed	46	45.5	55	54.5
	Employed	18	33.3	36	66.7
	Not economically active	7	30.4	16	69.6

6.3 Why do they use CAO services? And what are the main reasons for visiting CAOs?

What is the main reason for your visit to the CAO today?

Over a third of respondents (39.8%; n=74) highlighted assistance with legal cases or labour disputes as the main reason for their visit. This also included assistance with divorce, harassment, payment of damages and widow inheritance (Figure 6.2). About one in ten (11.3%; n=21) of respondents revealed assistance with IDs, birth certificates or marriage certificates and 14.0%; n=26) respondents indicated they required assistance with social problems including children not attending school and various poverty related



issues.

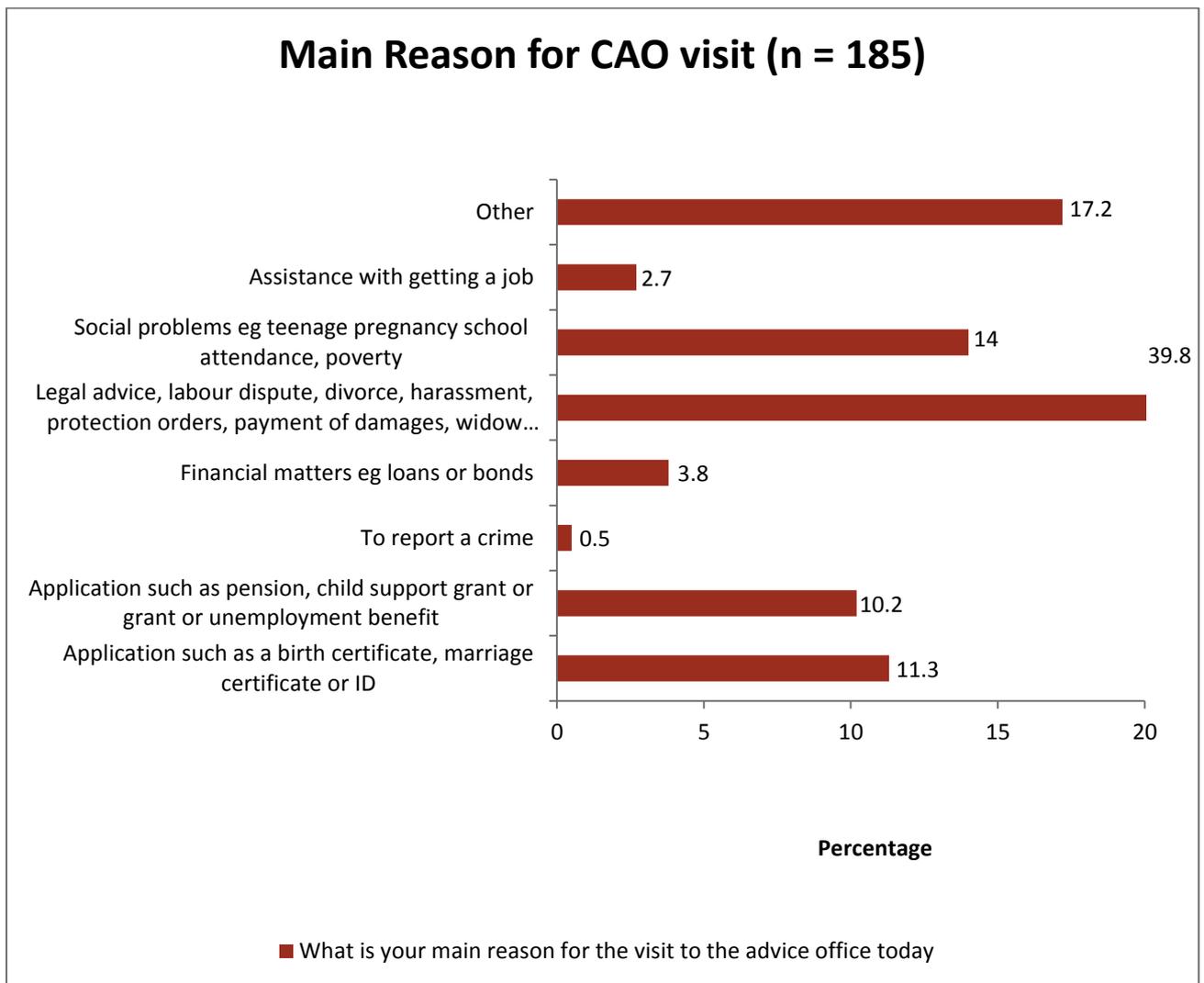


Figure 6.2 Main Reason for Visiting Advice Office

For data disaggregated by **gender** there were large proportions of males (54.9%; n=39) and females (30.7%; n=35), respectively) reported for the issue being legal advice or a labour dispute (

Table 6.3). This is similarly found for males (12.7%; n=9) and females (10.5%; n= 12) who reported coming to the Advice office for assistance with getting IDs, birth certificates or marriage certificates. It was found that females (12.3%; n=14) reported marginally higher rates of attaining help with pensions, grants and unemployment benefits, than men (7.0%; n=5). The survey revealed that reports of social problems including teenage pregnancy, child attendance and general poverty was higher for females (18.4%; n=21) than for males (7.0%; n= 5).

Table 6.3: Main reason for your CAO visit today by gender

What is the main reason for your CAO visit today?	Male		Female		Total	
	N	%	N	%	N	%
To get assistance with an application such as a birth certificate, marriage certificate or ID	9	12.7%	12	10.5%	21	11.4%
Assistance with application such as pension, child support grant, disability grant or unemployment benefit	5	7.0%	14	12.3%	19	10.3%
To report a crime	1	1.4%	0	0%	1	0.5%
Get assistance with financial matters such as loans or bonds	1	1.4%	6	5.3%	7	3.8%
Get legal advice, labour dispute, divorce, harassment and protection orders, payment of damages, widow inheritance	39	54.9%	35	30.7%	74	40.0%
Get assistance or advice with social problems such as teenage pregnancy, child not attending school, poverty etc	5	7.0%	21	18.4%	26	14.1%
Get assistance with getting a job	3	4.2%	2	1.8%	6	2.7%
Other	8	11.3%	24	21.1%	32	17.3%
Total	71	100%	114	100%	185	100%

The largest proportion of Black African respondents (33.1%; n=52) reported their main issues for visiting a CAO was to get legal advice and assistance with labour disputes; harassment and divorce etc. (Table 6.4). This is followed by 16.6% (n=26) of Black African respondents who reported their main reason for visit being to get assistance with a social problem. Getting assistance with getting a job made up the smallest proportion (2.5%; n=4) of main reasons for visiting the office, next to reporting of a crime which made up a 0.6% (n=1).



Recycling at Orange Farm Community Advice Centre

Table 6.4: Main reason for your CAO visit today by race

What is the main reason for your CAO visit today?	Black African		Coloured		White		Total	
	N	%	N	%	N	%	N	%
To get assistance with an application such as a birth certificate, marriage certificate or ID	20	12.7%	0	0%	0	0%	20	10.9%
Assistance with application such as pension, child support grant, disability grant or unemployment benefit	18	11.5%	1	4.5%	0	0%	19	10.4%
To report a crime	1	0.6%	0	0%	0	0%	1	0.5%
Get assistance with financial matters such as loans or bonds	6	3.8%	0	0%	0	0%	6	3.3%
Get legal advice, labour dispute, divorce, harassment and protection orders, payment of damages, widow inheritance	52	33.1%	18	81.8%	4	100%	74	40.4%
Get assistance or advice with social problems such as teenage pregnancy, child not attending school, poverty etc.	26	16.6%	0	0%	0	0%	26	14.2%
Get assistance with getting a job	4	2.5%	1	4.5%	0	0%	5	2.7%
Other	30	19.1%	2	9.1%	0	0%	32	17.5%
Total	157	100%	22	100%	4	100%	183	100%

Of significance to the main reasons for visiting the Advice Office in relation to **education**, it was found that of the respondents who needed legal advice or a labour dispute was highest for those with some secondary (47.1%; n=33), matric (42.9%; n=12), and assistance with applications for pensions, grants and UIF was also most prominent for those with no schooling to primary schooling (19.7%; n=12). Larger proportions of respondents with no schooling (14.8%; n=9) or some secondary schooling (15.7%; n=11) also mentioned that getting assistance or advice with social problems was important (Table 6.5).

Table 6.5: Main reason for your CAO visit today by education

What is the main reason for your CAO visit today?	No schooling to primary schooling		Some secondary		Matric		Post matric		Total	
	N	%	N	%	N	%	N	%	N	%
To get assistance with an application such as a birth certificate, marriage certificate or ID	9	14.8%	6	6.6%	4	14.3%	2	8.3%	21	11.5%
Assistance with application such as pension, child support grant, disability grant or unemployment benefit	12	19.7%	5	7.1%	1	3.6%	1	4.2%	19	10.4%
To report a crime	0	0%	1	1.4%	0	0%	0	0%	1	0.5%
Get assistance with financial matters such as loans or bonds	1	1.6%	2	2.9%	1	3.6%	3	12.5%	7	3.8%
Get legal advice, labour dispute, divorce, harassment and protection orders, payment of damages, widow inheritance	19	31.1%	33	47.1%	12	42.9%	9	37.5%	73	39.9%
Get assistance or advice with social problems such as teenage pregnancy, child not attending school, poverty etc.	9	14.8%	11	15.7%	3	10.7%	3	12.5%	26	14.2%
Get assistance with getting a job	2	3.3%	1	1.4%	0	0%	1	4.2%	4	2.2%
Other	9	14.8%	11	15.7%	7	25.0%	5	20.8%	32	17.5%
Total	61	100%	70	100%	28	100%	24	100%	183	100%

The largest proportion (19.6%; n=10) of respondents who reported visiting the office for assistance with birth certificates and IDs earned less than R1000 in total monthly household **income**. The largest proportion (12.4%; n=11) who reported needing assistance with pension and grant applications earned between R1001 and R3000 (Table 6.6).

Table 6.6: Main reason for your CAO visit today by household income

What is the main reason for your CAO visit today?	<R1000		R1001 – R3000		>R3000		Total	
	N	%	N	%	N	%	N	%
To get assistance with an application such as a birth certificate, marriage certificate or ID	10	19.6%	8	9.0%	3	8.8%	21	12.1%
Assistance with application such as pension, child support grant, disability grant or unemployment benefit	5	9.8%	11	12.4%	2	5.9%	18	10.3%
To report a crime	0	0%	1	1.1%	0	0%	1	0.6%
Get assistance with financial matters such as loans or bonds	1	2.0%	5	5.6%	1	2.9%	7	4.0%
Get legal advice, labour dispute, divorce, harassment and protection orders, payment of damages, widow inheritance	19	37.3%	34	38.2%	17	50.0%	70	40.2%
Get assistance or advice with social problems such as teenage pregnancy, child not attending school, poverty etc.	6	11.8%	13	14.6%	4	11.8%	23	13.2%
Get assistance with getting a job	2	3.9%	2	2.2%	0	0%	4	2.3%
Other	8	15.7%	15	16.9%	7	20.6%	30	17.2%
Total	51	100%	89	100%	34	100%	174	100%

Of the respondents seeking assistance with applications such as birth certificates, marriage certificates and IDs, 14.0% (n=14) of them were **unemployed** (Table 6.7). About 10% (n=10) of unemployed respondents sought assistance with applications for grants, pensions and UIF, while 30.4% (n=7) of them were economically inactive. Finally, of the respondents who required assistance with legal advice, labour disputes or issues similar to those categories, comprised of 43.0% (n=43) unemployed respondents and 40.0% (n=22) employed respondents.

Table 6.7: Main reason for your community visit by employment status

What is the main reason for your CAO visit today?	Unemployed		Employed		Not economically active		Total	
	N	%	N	%	N	%	N	%
To get assistance with an application such as a birth certificate, marriage certificate or ID	14	14%	7	12.7%	0	0%	21	11.8%
Assistance with application such as pension, child support grant, disability grant or unemployment benefit	10	10%	2	3.6%	7	30.4%	19	10.7%
To report a crime	0	0%	0	0%	1	4.3%	1	0.6%
Get assistance with financial matters such as loans or bonds	4	4%	1	1.8%	2	8.7%	7	3.9%
Get legal advice, labour dispute, divorce, harassment and protection orders, payment of damages, widow inheritance	43	43%	22	40%	7	30.4%	72	40.4%
Get assistance or advice with social problems such as teenage pregnancy, child not attending school, poverty etc.	14	14%	8	14.5%	4	17.7%	26	14.6%
Get assistance with getting a job	2	2%	2	3.6%	0	0%	4	2.2%
Other	13	13%	13	23.6%	2	8.7%	28	15.7%
Total	100	100%	55	100%	23	100%	17	100%
							8	

6.4 How do they use CAO services?

Usage of CAO services

Figure 6.3 below illustrates that most CAO beneficiaries have been using their respective CAOs for a period greater than one month but less than six months. Within the 115 survey respondents who answered this question 23.5% (n=27) indicated that they have been using the services of CAOs for longer than a month but less than six months. This percentage of respondents is 7 percentage points greater than the 16.5% (n=19) who have been using it for a period of between three to five years. It is also 7.8 % points greater than the category that selected between 1-2 years (15.7%; n=15) and 8.7% points greater than the group who indicated that they have enjoyed the services of the CAO for less than a month, greater than six months but less than a year and more than five years.

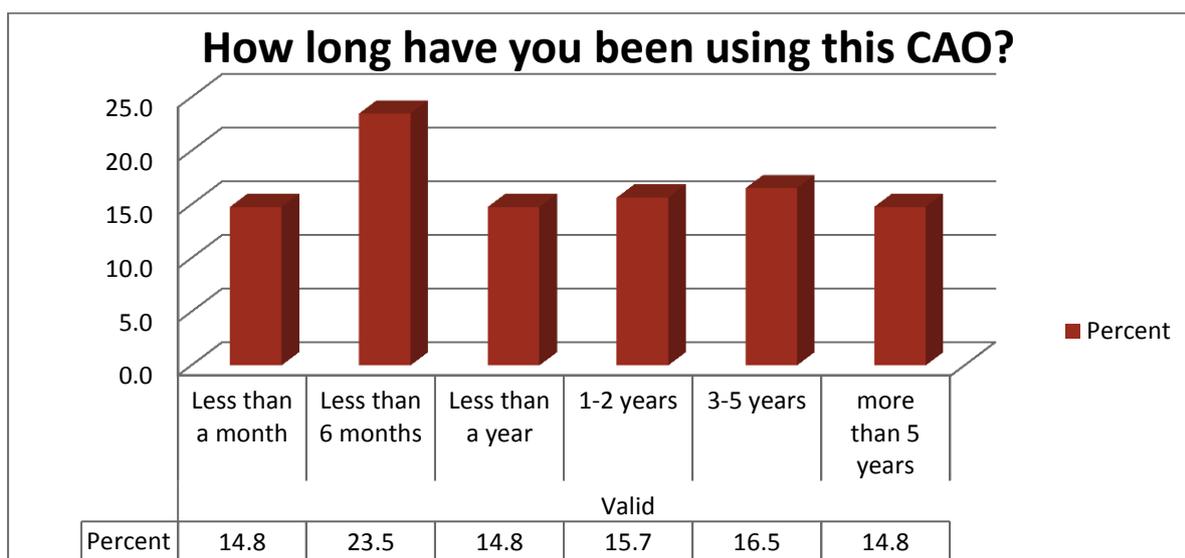


Figure 6.3: Beneficiary Duration of CAO Usage

The survey also examined how often the beneficiaries (clients) visit CAOs. An analysis of the data also illustrate that communities utilise the services of CAOs frequently. Table 6.8: Frequency of CAO Visits

provides evidence of this. As the data in the table shows a greater proportion of people indicated that they visit the respective CAOs in their community twice or more than twice a month. Twenty seven per cent (n=30) of the sample selected these options when asked to reveal how many times in a month they visited the office. This proportion is 3.6 % points greater than that of the respondents who noted to visit the organisations only once a month.

However, the data also revealed that a larger proportion of the people, who visit CAOs for assistance, come more than once for the same issue or inquiry. This is because, of the 185 respondents, who indicated that this was not their first visit, 57% (n=109) also revealed that they have visited the CAO for the same inquiry. The finding could be evidence of the challenges faced by CAOs in finalising issues. However, the discussions and explanations by the focus group participants revealed that the visits are for follow up purposes. The evidence from the other data sources suggest that the complexity of some of the cases dealt with by CAOs requires more than one visit by beneficiaries. Additionally, in terms of the cases which the CAOs deal with, most often involve government departments. This may delay the process depending on the nature of the case and the government department and the processes involved.

Table 6.8: Frequency of CAO Visits

Number of visits per months	N	Percent	Cumulative Percent
Once a month	26	23,4	23,4
twice a month	30	27,0	50,5
more than twice a month	30	27,0	77,5
Do not know	25	22,5	100,0
Total	111	100,0	

6.5 User perceptions of the CAO services

The theory of ‘Voluntary failure’ suggests that NPOs such as CAOs will fail to provide adequate services to their beneficiaries because, most often, amateur volunteers who lack the necessary skills and expertise run their operations (Salamon, 1987). Beneficiary’s surveyed perceptions suggest that this may not be the case with CAOs. When asked about their satisfaction with CAO services concerning their helpfulness, professionalism and level of knowledge about the services offered 96% (n=171) indicated that they were very satisfied with the helpfulness of CAO staff (Figure 6.4). Similarly, 99% (n=177) thought CAO staff were very professional and were thus very satisfied with their level of professionalism. Beneficiaries are also very happy about the level of knowledge among CAO staff because 96% (n=173) also indicated that they were very satisfied with CAO staff in this regard.

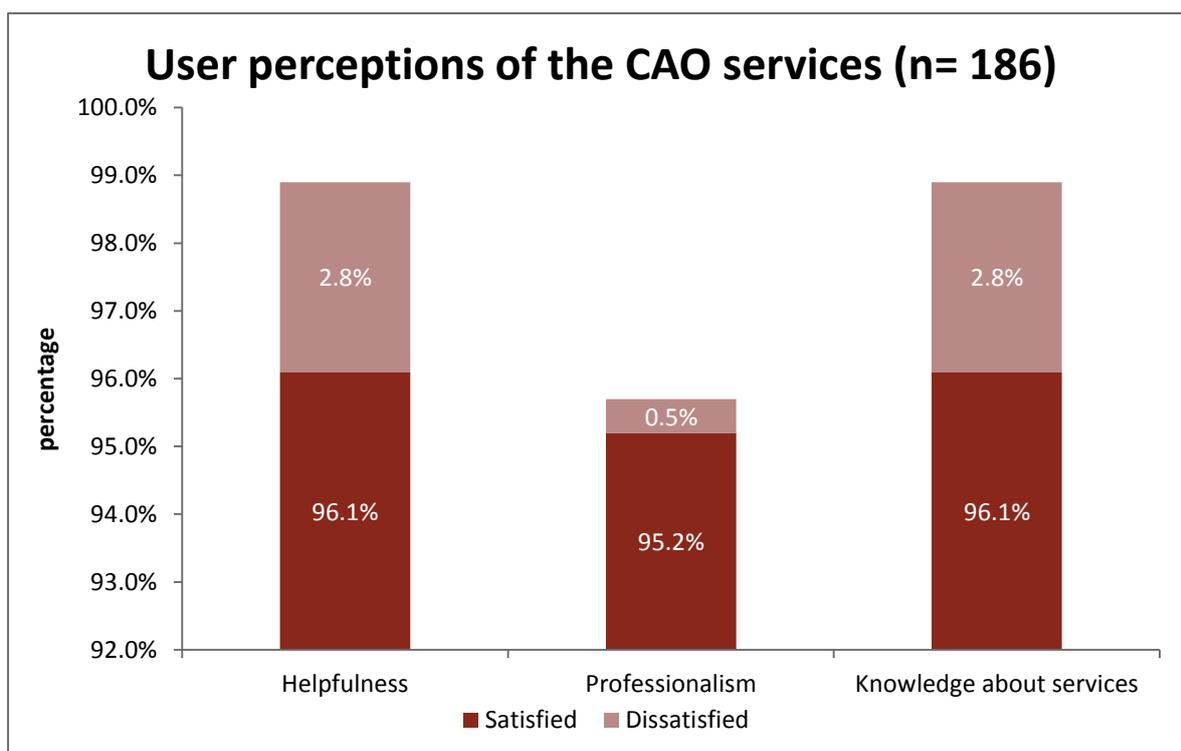


Figure 6.4: User perceptions of the CAO services

This satisfaction with CAOs staff conduct appears to have translated into optimism about the future of CAOs among beneficiaries. When asked to provide their perceptions on how the CAO will fare in one and in three years, majority were positive. About 41.6% (n=74) said it will ‘improve a lot’ and 44.4% (n=79) indicated that it will ‘improve’ in the next year. However, very few respondents indicated that it will ‘stay the same’ (2.2%; n=4) or get worse (1.1%; n=2) in the next year. The respondents’ perception of improvements over the next three years is not markedly different. For example, 40.4% (n=72) said it will ‘improve a lot’ and 43.3% (n=77) indicated that it will ‘improve’ in the next three years. In contrast, very few respondents revealed that it will ‘stay the same’ (2.2%; n=4) or get worse (0.6%; n=1) in the next three years (Table 6.9). This optimism about the future of CAO services could also be the result of the lack of corruption, which appears to have contributed to the trusting of CAOs officials by beneficiaries. The overwhelming majority of the survey participants (97.8%; n=182) indicated that they did not experience or witness any of the CAO staff members receiving or being paid a bribe during their visits to a respective CAO.

Table 6.9: Perceptions of service improvement

Do you think the services of the CAO will improve, stay the same or get worse?	In the next year		In 3 years’ time	
	%	N	%	N
Improve a lot	41.6	74	40.4	72
Improve	44.4	79	43.3	77
Stay the same	2.2	4	2.2	4
Get worse	1.1	2	0.6	1
Do not know	10.7	19	13.5	24
Total	100	178	100	178

Perceptions about alternative providers

The survey also included questions to ascertain respondent’s knowledge about the availability of alternatives in the event that the CAO did not exist. For example, we asked participants what they would do about their issue if the CAO were not there. As Figure 6.5 illustrates, of the sampled respondents, 52% (n=97) indicated that they would go to a government office with their issue. This proportion of individuals is 27% points greater than the percentage of people noted that they would abandon the issue and an estimated 44% points greater than those who indicated they would consult a family or community member for assistance.

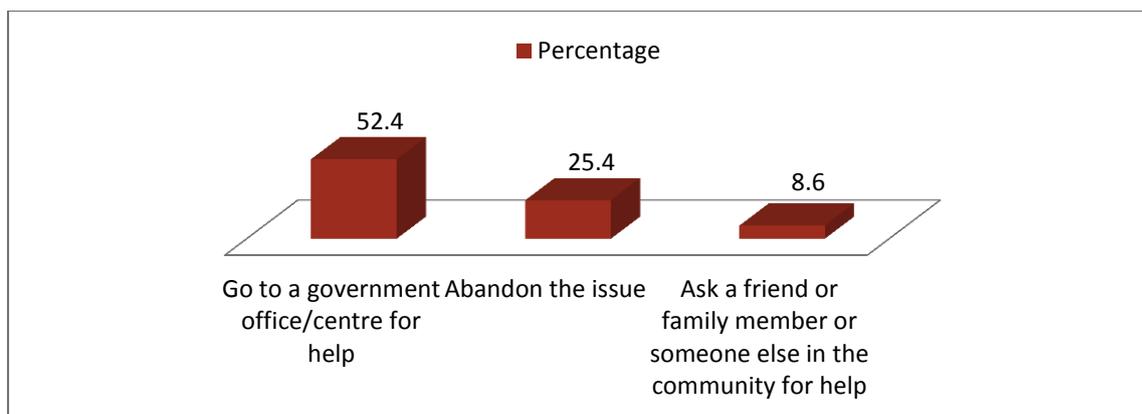


Figure 6.5: Possible Scenarios in the Absence of the CAO

Insightful findings revealed on what the beneficiaries would do in the absence of a CAO are disaggregated by income and education group. Table 6.10 illustrates the respondents who indicated that they would visit a government office for help, amongst them is a greater likelihood that they belong in the lower income group. About 60% (n=31) of respondents who belong in the less than 1000 noted that they would go to a government office. This is higher than the 47% (n=42) in the second highest income group and 53% (n=18) in the highest income group of greater than R3000. Additionally, the table also shows that there is the greater likelihood to abandon the issue if you belong to the two lowest income groups.

Table 6.10: Possible Scenarios in the Absence of the CAO by Household Income

If this CAO did not exist, which one of the following do you think you would do regarding the matter you came to the CAO for today	Household income						Total	
	< R1000		R1001-R3000		R3001>		%	N
	%	N	%	N	%	N		
Go to a government office/centre for help	60.8%	31	47.2%	42	52.9%	18	52.3%	91
Ask a friend or family member or someone else in the community for help	2.0%	1	10.1%	9	8.8%	3	7.5%	13
Abandon the issue	27.5%	14	27.0%	24	23.5%	8	26.4%	46
Other	9.8%	5	15.7%	14	14.7%	5	13.8%	24
Total	100%	51	100%	89	100%	34	100%	174

Table 6.11 illustrates that there is a greater likelihood to select 'I don't know which government office to go to' if you have achieved either no educational attainment or some secondary school education. About 55.2% (n=16) of the no school, as well as the primary school completed subgroup selected this option. This is a much larger proportion than the 29.6% (n=8) in the some secondary group, 14.3% (n=2) in the Matric and 17% (n=1) in the

post matric subgroup. Table 6.11: Possible Scenarios in the absence of the CAO by Education Level

also shows that people with more educational attainment are more likely to select ‘The government service is not good enough option’.

Table 6.11: Possible Scenarios in the absence of the CAO by Education Level

If you would abandon the issue or ask someone for help, what is the main reason why you would not go to a government centre to assist?	Education								Total	
	No school to primary completed		Some secondary		Matric		Post matric		%	N
	%	N	%	N	%	N	%	N		
I have to pay for the government service and it is too expensive	0%	0	0%	0	0%	0	16.7%	1	1.3%	1
The government service is not good enough	24.1%	7	55.6%	15	50%	7	66.7%	4	43.4%	33
The transport cost and the time it takes to get there and back is too much	17.2%	5	14.8%	4	28.6%	4	0%	0	17.1%	13
I don't know which government office to go to	55.2%	16	29.6%	8	14.3%	2	16.7%	1	35.5%	27
Other	3.4%	1	0.0%	0	7.1%	1	0%	0	2.6%	2
Total	100%	29	100%	27	100%	14	100%	6	100%	76

Error! Reference source not found. below provides evidence of why respondents thought they would abandon the issue and not turn to government for assistance. As the figure illustrates, the reason why beneficiaries would not consult government for assistance has less to do with affordability and more with their perceptions of government services. Nearly 17% (n=13) of respondents indicated that they would not go to government because they could not afford the transport costs involved. The findings suggest that beneficiaries perceive government services as inferior, because 44% (n=34) indicated that they would not consult government because its services were not good enough. However, lack of knowledge on who to consult for assistance also appears to be a reason. 35% (n=27) of respondents indicated that they would not consult government because they did not know where to go.

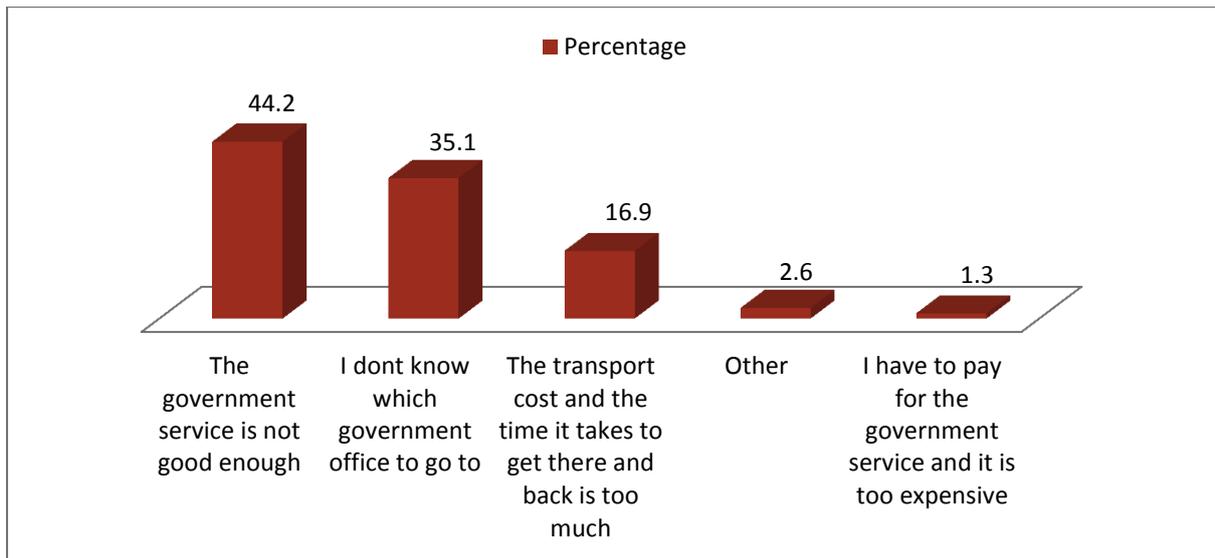


Figure 6.6: Reasons why Beneficiaries would not consult Government for Assistance

How long do you think it would take you to get to the government option you chose in the previous question?

Another question that was put forward to respondents is how long it would take them to travel to a government office. The results of the question are illustrated in **Error! Reference source not found.** below. The results show that it takes longer to travel to a government office compared to a CAO. For example, 48% (n=89) of respondents indicated that it takes them 30 minutes or less to travel to a CAO compared to only 27% (n=26) who indicated it would take them a similar amount of time to get to a government office. Similarly, 38% (n=71) of respondents noted that it would take 30 minutes to an hour to travel to a CAO compared to only 29% (n=28) of those who indicated that it would take the same amount of time to get to a government office. Conversely, more respondents indicated that it would take them more than an hour but less than two hours, more than two hours but less than three and greater than three to travel to a government office compared to those who indicated that it would take them a similar amount of time to travel to a CAO.

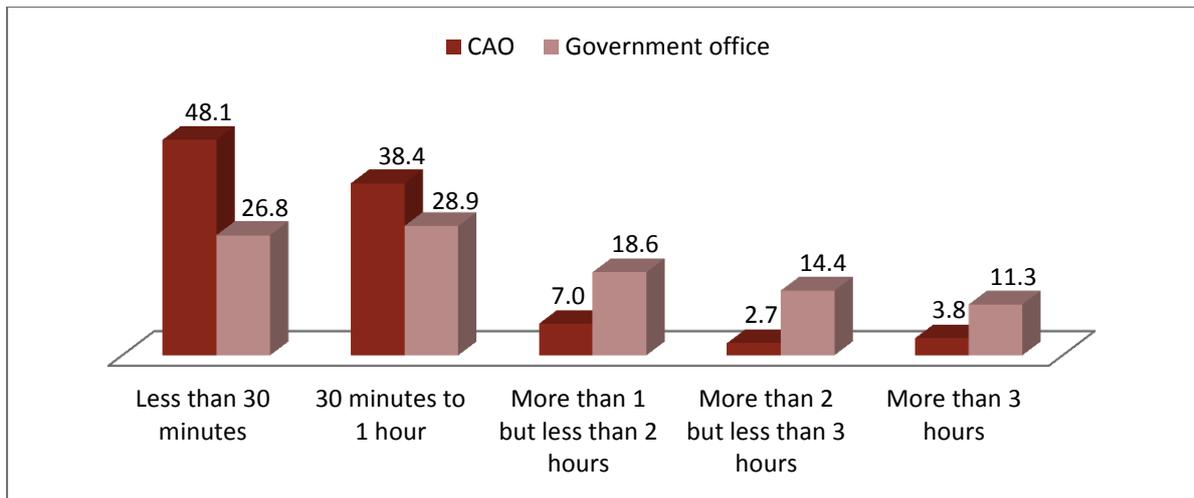


Figure 6.7: Travel Duration to Obtain Services CAO vs. Government Office

The saving of time is not the only benefit beneficiaries derive from the existence of CAOs in their communities. Figure 6.8 illustrates that there is also a travel cost saving derived for majority of the beneficiaries if they use CAOs instead of government services. About 65% (n=121) of the beneficiaries indicated that no travel costs are involved when visiting a CAO compared to only 31.7% (n=32) who noted the same about visiting a government office. Additionally, the figure further illustrates that a greater percentage of respondents indicated that there were travel costs when traveling to a government office compared to travelling to a CAO. For example, 15.8% (n=16) of respondents indicated that they paid between R51 and R100 to get to a government office compared to 3.8% (n=7) who paid the same amount. Similarly, 13.9% (n=14) of the respondents indicated they would incur a cost of between R26 and R50 to travel to a government office, while 3.8% (n=7) respondents were recorded to pay the same to go to a CAO. The percentage of people who would pay between R51-R100 is also greater for the government office category.

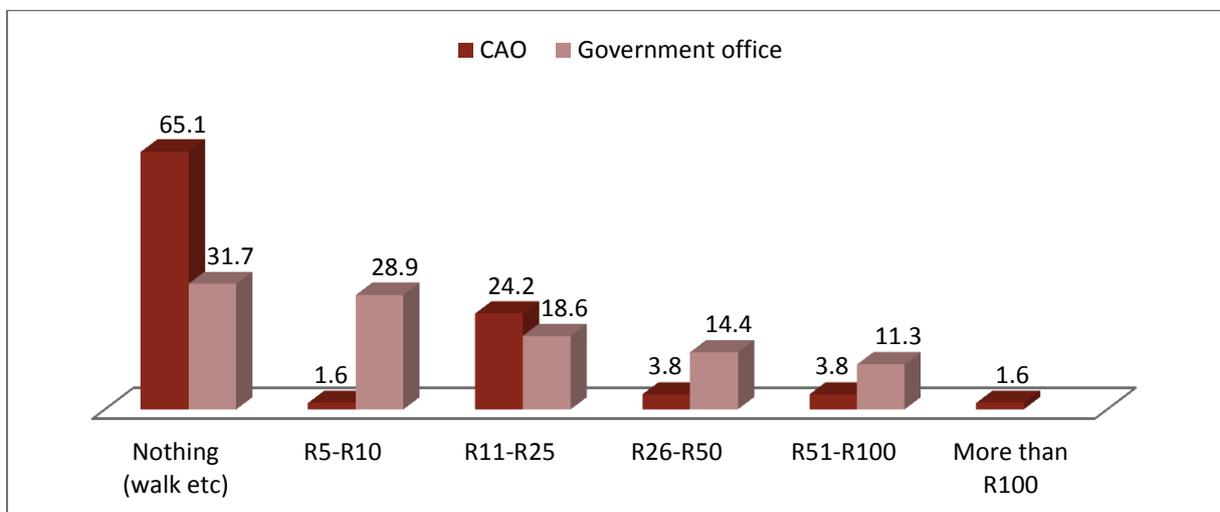


Figure 6.8: Travel Cost: CAO vs. Government Office

7 A Cost-Benefit Analysis for CAO Services in South Africa

7.1 Introduction

The aim of the Cost-Benefit Analysis (CBA) presented in this section is to assess whether a case can be made for public funding of CAOs in South Africa. We follow a conventional CBA in seeking as far as possible to quantify all relevant social costs and benefits in order to derive an estimate of net present value.

We begin by articulating as clearly as possible the CBA model we intend to use and the assumptions underlying our approach, and to note some of the challenges and limitations of the model. Any CBA requires certain contestable assumptions to be made, and we believe it is essential to the credibility of the analysis and to its contribution to what is ultimately a political and democratic process of decision-making around public resource use that these assumptions are set out transparently. We found in particular that the CAO context presented a number of interesting and specific challenges which required some customization of our approach when compared to the use of a CBA in a context where CBAs are more conventionally employed.

7.2 The CBA and the Implications for the Role of the State

Deriving from our qualitative analysis, our fundamental premises are as follows:

CAOs offer services free of charge to users and should continue to offer services free of charge to users. That is, they cannot rely on service revenue as a source of income. It follows, then, that viable revenue sources are either state funding or altruistic funding, with the latter understood broadly as donor funding, individual altruistic contributions and corporate social responsibility funding. These altruistic sources are generally not sufficient or predictable, and as the qualitative analysis has shown, even where particular centres are comparatively well funded such funding is not necessarily geared towards key CAO functions. Furthermore, the likelihood is that donor funding for the sector will continue to dwindle.

The CBA, then, tries to provide an indication of an average amount of funding to a CAO (the 'cost' in the CBA calculations) that would be highly likely to generate significant social net value (NV).

Clearly, such a core funding amount would be higher than current funding some CAOs receive, which is zero in many instances, but might also be less than what some of the better financed CAOs receive. There might be a temptation, then, to regard the role of the state as being merely to 'fill the gap', that is where CAO revenue is less than the core funding amount, to add in, and where CAO revenue exceeds this amount, to provide no additional finance.

However, such an approach cannot be regarded as viable. Firstly of course, it would establish significant dis-incentives towards CAO fundraising, since in effect it would penalize successful fundraisers through a reduced state contribution. Secondly, and related to this, it would create significant incentives to maintain CAO sector informalization, since some CAOs might be tempted to keep other sources of funds partly or wholly 'off their books' in order not to compromise their state contribution.

Our view, then, is that if a CBA can establish a high NV core funding amount which is robust to a range of cost and benefit assumptions, this core funding amount should be regarded as a required fiscal contribution, with additional fundraising essentially enabling further service expansion and deepening.

Essentially, then, we argue that in principle the state should be the first financer of any service or suite of services which generates a high social net value or a similar project evaluation related criterion, and which simultaneously enhances the extent to which the state meets its Constitutional and international obligations with respect to the realization of access to justice and various socio-economic rights. The qualitative analysis has demonstrated, we believe, the significant contribution of CAOs from a rights perspective.

The aim of this section, then, is to assess the social value added of CAOs.

7.3 The Challenge of CAO Service Variety

As the qualitative analysis explored in some detail, CAOs in South Africa offer a wide range of services, which differ to some extent with location, and vary in particular due to the varying needs of users. The qualitative analysis presented above has, we believe, made it clear that many if not most CAO users see CAOs as a first 'port of call' for a variety of their needs. This, indeed, is a key value of CAOs: their pragmatic, committed responsiveness to communities in which they themselves are embedded constitutes arguably the central aspect of their social 'value add'. From a CBA methodological perspective, however, this very flexibility presents a challenge, since it means that it would be very difficult to present a 'typology' of CAO services, in a formalized sense, and generate benefit estimates for different services provided by the CAO.

The approach taken here, then, is to use a contingent valuation 'willingness to pay' (WTP) approach to CAO users. The main model asks after the annual contribution users would make *for the CAO in its entirety*, if not making such a contribution meant the CAO would not be available to them. We assume, then, that users have a reasonable sense of what the CAO offers, and that their willingness to pay to keep it in operation would be a useable proxy for the benefits they believe it provides. A secondary model asks users how much they would be willing to pay for the particular service they received on that day.

7.4 General Aspects of the CBA

The aim of any CBA is to select from possible projects on the basis of their NPV, or to assess completed projects to determine whether they were worth the use of resources allocated to them.

This CBA is an instance of the former case. The purpose is fundamentally strategic or forward-looking, in that we seek not to assess what has happened to date, but to make an argument for a different form and scope of financing of CAOs on a social net present value basis. We call this proposed scenario the 'CAO project'.

However, since CAOs are currently in existence (though some may not be fully operational), the study is able to make use of credible, fieldwork based data on costs as well as benefits stemming from existing operations, by interviewing service beneficiaries, CAO staff and CAO Provincial Fora in selected CAOs and by examining on-site financial and related records.

In other words, given the actual existence of CAOs, it is not necessary to generate entirely hypothetical estimates of future costs and benefits, as would be the case for a new proposed project. Historical costs, adjusted to reflect differences between financial costs and opportunity costs and the like, can be plausibly extrapolated to provide a more detailed and credible picture than if one were to simply estimate based on assumptions of what a hypothetical, fully operational CAO might look like and might cost.

The same argument can be made with regard to the treatment of benefits, which is determined through a contingent valuation willingness to pay (WTP) approach. Such an approach is valid here because users interviewed will already be familiar with what a CAO does, and their expressions of willingness to pay are likely to be less prone to under- or over-valuation arising from inadequate information. This does not entirely rule out basic challenges in stated preference revelation, namely under-valuation emanating from 'free rider' strategic thinking, or over-valuation emanating from a lack of 'seriousness' on the part of interviewees who are not compelled to impose real resource constraints on their preferences. But the fact that interviewees were asked to derive benefit estimates on the basis of existing services can go some way to correcting such distortions. Our approach then assumes implicitly that CAO users are able to incorporate into their valuation sufficient awareness of the benefits of the CAO and relate this to their own income. We assume self-interested rationality, then, and adequate information, and we note the historical existence of CAOs as a support for this assertion. The use of fieldwork information, then, for both costs and benefits, constitutes in our view a strong contribution to the potential rigour and credibility of the CBA.

In the event, the likelihood is that our approach would under-estimate benefit, since a WTP approach may not adequately capture the social benefit of early prevention of adverse consequences. Although we were not able to explore this issue further in the study, and do not attempt to adjust the benefit determination for this factor, there is strong evidence in

the general literature that, all else being equal, individual under-provision for the future (e.g. retirement) tends to characterize contexts where 'enforced saving' and the like is not part of a regulatory framework. The potential under-estimation of benefit through not fully including adverse consequences would however tend to make the CBA benefit results more robust.

7.5 Income Distribution in a CBA

A final consideration relates to issues of income distribution. In the treatment of individual benefits, it is difficult to escape the issue of income distribution, particularly in high inequality contexts such as that of South Africa. Welfare economics has traditionally evaded comparisons of inter-personal utility and has struggled to provide any strong foundation for the intuitively plausible notion of declining marginal utility of income. This creates particular problems for a CBA applied to a context which can fairly be described as a low income and low employment one. Indeed, CBAs have often been referred to as 'distributionally insensitive'.

Willingness to pay as expressed by respondents is necessarily constrained by household income, but household income varies markedly. If we take a simple money-metric approach to benefit, then, risks overstating benefits for the rich and understating benefits to the poor. Put bluntly: there is intuitive merit to the proposition that a rich individual who says he'll pay R 200 per year to keep a CAO going may derive less benefit from it than a poor individual who declares the same willingness to pay.

A further potential problem presents itself: where costs are valued at equivalent market rates, but benefits use a willingness to pay approach as evidenced by households whose income is significantly under the mean, the NPV may be distorted against the project's feasibility.

'both costs and benefits that accrue to lower-income groups may be underestimated in the cost-benefit procedure. While economists usually seek to avoid interpersonal comparisons of welfare, cost-benefit analysis aggregates, across individuals, costs and benefits that are measured in money terms. This approach could be taken to imply that the marginal utility of income is equal for all persons, that is, that an extra dollar of income has the same value for a rich person as a poor person. It is unlikely that many people would accept this assumption' (Commonwealth of Australia 2006: 82).

In essence, then, these considerations require a study focused on project valuation in a low income context to somehow broaden the strict CBA approach on allocative efficiency by incorporating an equity dimension. Various 'distributional weight' approaches have been

proposed in the literature as a means of introducing equity considerations (or interpersonal utility comparisons) into CBA.

Essentially such approaches seek to counter the distribution of income neutrality assumption by explicitly assigning weights to different income groups which, in principle, correspond to different utility values of money. A problem with a distributional weighting approach is that it may be particularly vulnerable to accusations of subjective bias, since any such weighting may be contestable. Our approach, accordingly, is to present a distributional weighting CBA as a supplement to the main CBA. For the main CBA, we present both 'high' and 'low' scenarios as key dimensions of a sensitivity analysis. The 'high' scenario has higher benefits and lower costs, and the low scenario the converse. The distributional weighting approach is not however applied to either the high or low scenarios in these main results, but is presented separately. It should be regarded as speculative but may nevertheless be of interest.

Our approach is to adjust WTP valuations for the difference between the respondent's income and the average income of the population. This approach essentially treats the WTP valuation in terms of the share of annual income of a respondent that would be allocated to the CAO, and adjusts it upwards by assuming a similar share of income would be allocated to the CAO if the respondent were better off. A possible problem with this approach is that it ignores the likelihood that CAO demand declines with income, since CAO use is fairly concentrated amongst poorer households and individuals. As the service beneficiary survey has shown, 51.4% of service beneficiary respondents fall in the R 1001 – R 3000 category for total household income, with 29.1% indicating under R 1000 and 19.4% over R 3000 for this question. These are lower than average household incomes, for South Africa, which the 2010/11 IES gives as R 119 542, or roughly R 11 530 per month in constant 2014 Rands (Stats SA 2012: 11). Our approach assumes declining CAO value for more affluent households by halving the share of income going to the CAO, when compared to actual CAO users. Alternatively, this amounts to assuming that CAO contribution as share of income would remain the same for all households with half the average South African income.

Thus, an adjusted WTP is calculated as follows:

$(\text{Respondent WTP} / \text{Respondent Monthly Household Income}) \times$

$(1/2) \times \text{Average SA Household Income}$

That is, we reduce the share of WTP / Income for current CAO users by half to allow for different demand patterns as household income increases.

7.6 Net Present Value and Net Value

As a basic principle of CBA use as a tool in project selection the CAO project and its NPV needs to be compared with alternatives as a basis for project selection.

The most plausible alternative or ‘comparator’ in this case would simply be to compare the CAO project with a business as usual scenario. That is a scenario where the current kind and scope of CAO funding continues, with the challenges discussed qualitatively in preceding sections.

However, as we have discussed in above sections, CAOs are characterized currently by a wide range of funding scopes and sources, where they are funded at all. Given this complexity of CAO contexts, their variety of funding sources, as well as differences between provinces and urban and rural locations, heroic assumptions would have to be made to generate any form of quantified trajectories for the sector in its entirety, under a business as usual scenario (though we note here that the likelihood is overwhelmingly that ‘business as usual’ will not be a rosy one, and indeed seems likely to be characterised pre-eminently by an escalating funding crisis).

In practice it is also very difficult to establish economic costs statically (that is for a given year, say 2014), let alone to construct a business as usual trajectory over a few years for changes in economic costs under a business as usual trajectory. Most CAOs currently are characterized by a significant divergence between financial costs and economic costs, with the latter of course being the relevant one for a CBA. The qualitative analysis has made this clear: CAO staff self-exploit, use community volunteers where possible, have differing degrees of security of premises, some of which are rented, others donated, others owned, and so on. In all these cases, then, economic costs are imposed on communities, though quantifying them is daunting.

An example will suffice to illustrate the conceptual difficulties: again and again in the qualitative analysis the point was made that the current funding dearth has significant implications for CAO staff *retention*. This challenge imposes costs both on the CAO, in terms of the need for additional training, losses in institutional memory and morale, and the like, as well as on the community, since service scope and quality presumably suffers. In practice, however, quantifying such losses is difficult and would introduce an excessively subjective element into the CBA.

These and related difficulties also make it difficult to present a full multi-year CBA. We have elected not to take a multi-year approach, but to conduct as our primary CBA a one-year CBA which in effect compares costs and benefits as they prevailed in 2014. We use the phrase ‘net value’ since the one-year emphasis means that discounting of future costs and benefits is not required.

7.7 The Treatment of Costs

The approach we adopt, then, might be described as a more stylized approach: we construct a representative, idealized CAOs, based on field work data (which included questions to CAO staff about salary expectations). Given plausible cost assumptions to achieve full operationality for these CAOs, we then conduct the CBA by province using beneficiary valuations and assumptions about savings to the state as a result of CAO operations.

From this we generate an NV by province, and a general NV. Caution should be used in drawing conclusions from the provincial results, since the data sets were fairly small; we regard the general result as fairly robust however.

The cost of an individual CAO that is sustainable and effective is established from staff interviews and financial information obtained through the field work concerning CAO cost structures. In other words, we set the bar quite high, from a CBA perspective, since in effect we provide a CAO cost-structure which is well in excess of existing financial costs and presumably also of economic costs, in particular as they pertain to salaries.⁴ We refer to this as the 'high' scenario.

We also present a 'low' scenario, with regard to CAO costs, where we simply work with half of the costs in the high scenario. The 'low' scenario is included to provide a wider range of CBA scenarios, and is also informed by staff comments on salary expectations: as *Table 7.2* shows, in numerous instances staff provided both a full ideal scenario salary and a lower estimate which they regarded as a viable, pragmatic starting point. In virtually all instances, existing salaries, if there were any, were still lower than this 'low' scenario salary expectation.

Rather than adjust each separate CAO cost variable for a high and low scenario, we simply treat the low scenario as half of the costs of the total high scenario estimate.

It is necessary to ask after the extent to which CAO cost structures and values used in the CBA should reflect provincial differences or rural / urban differences in service costs, community members who use the service and the like. That is, broadly, to what extent should 'efficient size' considerations be brought into the CBA?

In principle variations could be associated either with different provinces or with distinctions between rural and urban CAOs. Thus, for example, one might anticipate systematic differences in cost-drivers between rural and urban CAOs, but even here the theoretical issues are far from clear-cut. One might assume that salary expectations would be lower in rural contexts than in urban contexts, given higher unemployment rates.

⁴ Since opportunity cost may be lower in high unemployment contexts.

However, this was not corroborated in the FGDs, which showed no identifiable difference in salary expectations between rural and urban CAOs.

Rural CAOs service more dispersed communities and is more often called on to travel in order to render services, that is transport and related costs would tend to be higher. On the other hand, other costs may be lower (e.g. workshops). These remarks give some sense of the complexity of the analysis, when seeking to differentiate between rural and urban CAOs. However, in practice we found, in too many instances, that the rural vs. urban distinction had too many 'grey areas'. Designating a particular CAO as rural or urban contained too much scope for subjectivity. The scope for subjectivity in the designation, combined with the range of factors which would push differences between rural and urban CAOs in opposite directions, led to our decision not to use this distinction for the purposes of the CBA.

In the case of distinctions between provinces, some conclusions can in principle be drawn with the data available, that could then inform the CBA as well, but our view is that these should be regarded with extreme caution. In principle we could compare the number of staff at the CAO, or a proxy such as the number of staff who attended the FGD, with the estimate of daily visits, and get a sense of 'visit per CAO staff member'; however, such an analysis would be premised on the assumption that CAOs are currently already standardized and formalized in their operations, to a degree which is not the case. In practice, some CAO staff are 'full time with pay' others 'full time without pay', and sometimes call themselves volunteers and other times 'staff', and furthermore, the extent to which true volunteers are used, and the scope of their contribution, and whether they would be reported as volunteers in the FGD, also varies.

Nevertheless, we found that the proxy indicator for CAO staff, namely the number of staff who attended the FGD, showed a fairly low variance and that the ratio of FGD staff attending the FGD to the estimate of daily user visits showed a remarkable convergence, with the exception of the Western Cape, as Table 7.1. The Western Cape result may derive from two reasons: firstly, less CAOs were sampled here (3 as opposed to 4), and secondly one of the CAOs, the Witzenberg Rural Development Centre, is the best-funded centre included in the study, which however includes CAO services as an aspect of a broader rural development mission. Thus, user volume estimates may not have distinguished enough between users of typical 'CAO services at the centre and users of 'other services'.

Table 7.1 Ratio of CAO Staff to Average Users Serviced by Day

Province	Average Nr. Of CAO staff at FGD	Average Users Serviced Per Day from FGDs	Ratio
Eastern Cape	3.5	9	2.6
Free State	5.5	16	2.9
Gauteng	3.5	9	2.6
Limpopo	4.8	13	2.7
Western Cape	4.7	18	3.8

We therefore feel it is justified to present one stylized CAO for the CBA, regardless of province or whether it would be likely to be regarded as ‘rural’ or ‘urban’.

Our stylized CAO, then, consists of four full-time staff members and is organized as follows:

- An office Manager
- Two paralegals / Programme Coordinators
- An administrator

We do not provide for board stipends, and we do not provide for a financial manager in this stylization. We do provide, however, for volunteer stipends, at a capped annual amount, which we discuss below.

We assume that the annual expenditure for our stylized, fully operational and sustainable CAO consists of the following:

- Salaries
- Volunteer Stipends and Workshop Costs
- Rent
- Transport
- ICT, Promotional and Related Costs
- Training / Institutional Development (e.g. case management systems)

We do not include initial ‘capitalizations’, such as purchasing a vehicle.

Costs for a representative CAO were then determined as follows:

- Salaries

In providing salary estimate for our three CAOs the key variables are salary amounts, the number of CAO staff and the CAO ‘structure’, that is the organization of the CAO into a manager, administrator, and paralegal expert and so on.

Since our concern is with CAO sustainability, and with remuneration that addresses the problem of staff retention and eliminates self-exploitation and ‘volunteerism’, the approach we elected in this regard was simply to ask CAO staff in the FGDs what they felt a reasonable salary would be for people such as themselves doing the work that they do. This question was posed in 10 of the 19 CAO staff FGDs and as such constitutes in our view a fairly representative view of staff views in this regard. *Table 7.2* provides the responses as regards salary expectations from the FGDs.



Musina Legal Advice Office

Table 7.2 Salary Expectations for 9 Individual CAOs

Name of CAO	Salary Expectation in FGD: Narrative
Langa	Two thought R7000.00 was ideal; one participant was of the view that R7500.00 is sufficient. However, participant 3 thought R10 000.00- R15000.00 is a fair amount.
Witzenberg	Ideal salaries presented by staff ranged from R6500 to R12 000. However, they felt that R6500 should be a good starting point. They used Black Sash as an example of an appropriate standard against which to argue their proposed sum, indicating that their staff earn R9000 per month and do not see clients on a daily face to face basis.
Macinsedisane (DU NOON)	A participant noted that when they were paid by the NDA, they received R3000 pm. He feels that as their workload surpasses basic requirements, their salaries should be no less than R10 000 pm. The rest of the team also agreed on an appropriate salary between R10 000 - R14 000 pm.
Ramagodi	A participant noted that R 3000 would do as a starter, whilst in order to keep them and their interests from suffering a brain drain R9000- R10 000 is ideal, together with them receiving the necessary training beforehand. For one participant R10 000-R15 000 with training is ideal, another wants the minimum to be R5000 and the maximum together with experience to be R9000. For one, starters should be between R3500-R5000 and the maximum amount for the individual responsible for the paperwork and the administration is R8500. The office manager should receive between R7500-R10 000. These were regarded as reasonable and not competitive market or corporate related salary figures.
Mangaung	<p>Ideal salaries were as follows:</p> <ul style="list-style-type: none"> - Paralegal – R7000-R8000 - Administrator – R5000-R6000 - Programme Facilitator – R6000 - Centre Manager – R9000-R10 000
Maokeng	CAO Manager should be getting R7500. CFO should range between R12 000 - R15 000. Other staff (counsellors, admin) should get R 4500
TAWA	Various salary sums ranged between R2000 – R5000 pm. Manager R 10 000.
ILDA	<p><i>Ideal salaries:</i></p> <p>Director: R10 000</p> <p>Programme manager: R10 000</p> <p>Advocate: R10 000</p> <p>Paralegal: R5 000</p>
Jersey Farm	The ideal salaries include R9000-R10 000 pm for the job of coordinator/ office director. Other staff R 6000.
Matlala	Three of the participants noted that they would be content with R3000.00, R4000.00, and R5000.0, respectively.

Using these numbers as a basis, monthly salaries are extrapolated as follows for the high scenario:

Office Manager:	R 9 000
Paralegal / Programme Coordinators:	R 6 500 x 2
Administrator:	R 4 500
Total Annual Salary Cost:	R 318 000

- Volunteer Stipends and Workshop Costs

We provide for volunteer stipends and workshop costs on the assumption that the volunteer stipends, over the course of the year, should equal half a paralegal's annual salary, that is R 39 000. We assume a workshop budget of R 50 000 per year.

- Rent

Rent is provided for at R 4000 per month, or R 48 000 per year.

- Transport

Transport tends to be quite high for many CAOs, who are often called on to travel as part of assisting communities. We provide for transport costs per month of R 2 500, or R 30 000 per year.

- ICT, Promotional and Related Costs

ICT, Promotional and Related Costs are costed at R 2 000 per month, or R 24 000 per year.

- Training / Institutional Development

Finally, the project scenario provided here assumes that CAO training and capacity building will also be required. We provide for an annual cost in this regard of R 25 000.

Table 7.3 Annual Cost of Stylised CAO

	Rand amount	Share of High Scenario Total ⁵
Salaries	R 318 000	60%
Volunteer Stipends and Workshops	R 89 000	17%
Rent	R 48 000	9%
Transport	R 30 000	6%
ICT, Promotional and Related Costs	R 24 000	5%
Training and Capacity Building	R 25 000	5%
TOTAL	R 534 000	

Simplifying slightly, we accordingly conduct the CBA with a low scenario annual CAO cost of **R 500 000** per CAO and a high scenario cost of **R 250 000**.

Finally, before we turn to the treatment of benefits, it is interesting to compare our cost estimates for a stylized CAO with perspectives from the Provincial Fora FGDs in this regard. In three of the five provincial Fora FGDs, participants were specifically asked what monthly amount would be sufficient for a CAO to sustainably and effectively do its work.

In the WCPF a rough ‘consensus’ figure within the group was R 25 000, with one participant indicating R 45 000 per month. These translate to annual amounts of respectively R 300 000 and R 540 000.

In the case of the Gauteng Provincial Forum, a participant noted that R20 000 (or R 240 000 per year) was efficient to cover three staff member salaries/stipends as well as day to day office costs which would ensure that clients are regularly serviced. However, it was noted that these were not ‘market-related’ salaries.

In the Free State Provincial Forum, although no consensus figure was probed for, one participant indicated that R15 000 per month (R 180 000 per year) was a minimum sufficient to run an office. This amount would cover stationery and other operational costs as well as salaries, it was suggested.

⁵ May not add up to 100% due to rounding off.

These qualitative perspectives suggest that our ‘high’ and ‘low’ scenarios are fairly well aligned with the views of the FGDs.

7.8 Treatment of Individual and Community Benefits

In any CBA three basic questions need to be dealt with when it comes to the treatment of benefits: who is assumed to benefit, how / why they benefit, and how such benefits are to be monetised.

We assume that benefits are distributed amongst three sets of stakeholders:

- Individuals (Service Users)
- The Community
- Government

The benefits received by service beneficiaries are non-monetised: they are offered free at the point of use. Accordingly, shadow prices which reflect true benefits need to be obtained.

To obtain these values the study uses a stated preference contingent valuation approach aimed at assessing service user willingness to pay. We also included a question, discussed below, which takes a ‘willingness to accept’ approach within a contingent valuation framework, but the results of which we regard as unreliable.

The following questions were posed, with respondents asked to select the most appropriate range of values. It was assumed that offering such a range would make the determination less daunting, though this then also required a representative estimate to be assigned for each range. We indicate what representative value was assigned in each case; we deliberately select a fairly low value for the upper, unbounded estimate in each case, in order to contribute to the rigour of the CBA results.

19) If you were asked to pay for the service you received today, and if not paying meant you didn’t get any help today, what would be the most that you would you be willing to pay?

Nothing	Less than R50	R50 – R100	R101 – R150	More than R150
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

Representative Values Assigned: 0, 25, 75, 125, 200

20) If you were asked to make one payment at the beginning of the year which meant you could use all the CAO services available here for the whole year, what would be the most that you would be willing to pay?

Nothing	Less than R100	R101 – R200	R201 – R300	More than R300
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

Representative Values Assigned: 0, 50, 150, 250, 400

21) How much *extra* would you be willing to pay at the beginning of the year if it meant that not only you, but every member of the community, could use all the CAO services for the whole year?

Nothing	Less than R100	R101 – R200	R201 – R300	More than R300
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

Representative Values Assigned: 0, 50, 150, 250, 400

22) If government were to propose closing this CAO, how much would government have to pay you in one payment, with no payment after that, for you to be satisfied with not having a CAO in your community?

Nothing	Less than R100	R101 – R200	R201 – R300	More than R300
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

Representative Values Assigned: 0, 50, 150, 250, 400

An interesting question concerns whether any systematic difference exist in benefit valuation between first time and regular visitors; since we did establish whether users were visiting the CAO for the first time or not, is it possible to provide some results in this regard. We find that the benefit valuation of new users for the service received on that day, for all

185 interviews across all 5 provinces,⁶ is 84% that of users who indicated that this was not their first visit. In the case of the annual fee to keep the CAO open, again, new users expressed a WTP that is 84% of that of regular users.

Community benefit or the positive externalities of service availability to a particular user are difficult to capture. We include an attempt to capture some externality gains through question 21) above, which assesses the individual valuation of CAO availability to all. The question explicitly phrases the WTP requirement as an *extra* annual payment that is over and above the annual WTP given in the previous question.

Question 22) sought to provide an alternative valuation based on willingness to accept rather than willingness to pay. It is a generally recognised problem in determining shadow prices that many respondents require higher compensation to accept a negative outcome than they would be willing to pay to produce a positive outcome, though strict economic rationality would assume identical valuations. Our emphasis remains with willingness to pay, which, as with the free rider aspect discussed above, would tend to generate a smaller estimate of benefits and thus a more robust result.

In the event, this question appeared to cause particular problems for many respondents, as regards its correct interpretation, and we believe that the question was not phrased in as nuanced a manner as possible. Typically, the literature suggests that a willingness to accept valuation would generate a higher benefit estimation than a willingness to pay estimation. Our results do not confirm this, and exhibit some anomalies.

In particular, we found a significantly higher percentage of respondents indicating 'nothing' in this question, than for the other three valuation questions. In many cases, respondents gave quite high valuations for the 3 WTP questions, and then responded 'nothing' for the willingness to accept question. As noted, field workers also reported that some respondents struggled conceptually with this question. We hypothesise that some respondents who chose 'nothing' did so because they did not understand the question, but that in more cases respondents chose 'nothing' as a means of indicating that 'no amount of money' would be adequate compensation for the closing of the CAO office. In other words, an option was not included which properly framed their preference. Given our concerns about the usability of responses to this question, the subsequent analysis derives only from the three WTP questions discussed above.

⁶ 186 were conducted but one was not completed for these questions.

7.9 Generating Annual Benefit Estimates

Clearly a pivotal issue in the estimation of annual total benefits is the estimates of annual user volumes by CAO and how many CAOs are operational in each province.

We note firstly, as also discussed in the qualitative analysis, that virtually no CAOs currently have a formalized, reliable and up to date case management system from which user volumes could simply be extracted.

We have, however, two sources of data, by CAO, for this important variable, namely the experiences of the fieldwork team at the CAO offices themselves, and the estimates provided by in the FGDs by CAO staff at each office for user volumes, since they were specifically asked to provide such an estimate. Both data sets have relevance, though for each there are some concerns which need to be noted.

In the case of the fieldwork, one might in principle simply extrapolate from the numbers of interviews conducted to generate an estimate of annual user volumes. However, there are three limitations to this approach, each of which would be likely to generate some under-estimation of volumes.

Firstly, the fieldwork teams did not necessarily interview all users who arrived at the CAO office on one of the two days they were there, and no systematic recording of numbers of users separate from those interviewed was conducted on the two days. Secondly, though the period allocated for the user interviews was two days, in practice in some instances this turned out to be slightly less, such as one and a half days, due mainly to logistical arrangements in rural CAO contexts. Thirdly, the interviews were conducted on site, with those who visited the actual CAO office on the designated days: these numbers then would not capture beneficiaries, who were visited at their homes, were advised via telephone and the like, which, as we have discussed in the qualitative analysis, many CAOs indicated was a part of how they operated.

The alternative then would be to use the estimates of user volume provided by the CAO staff in the FGDs. Clearly such an estimate relies on the capacity of staff to form an accurate picture of the scope of CAO operations, though we assume staff have a fairly accurate sense of this. In principle there might be a risk of over-estimation of user volume derived from this source, since staff might perceive a link between their estimate of volume and factors such as future funding, perceptions around the importance and scope of the work they do, and so on. That is, we recognize the possibility of strategic behavior on the part of staff which could lead to volume over-estimation. On the other hand, the nature of an FGD, if conducted appropriately, provides some counter to strategic behavior of this kind: given that these were group discussions, and participants were not provided with the questionnaire prior to the FGD, the extent to which estimates by one participant that were significantly in excess of true numbers would be allowed to pass unchallenged is probably

limited. In other words, the FGD as a consensus estimate is likely to implicitly incorporate a convergence of views.

Recognizing this potential bias, however, we present both a high benefit scenario which takes the FGD estimates as accurate, and a low benefit scenario which uses the average of the FGD estimate and the number of interviews conducted at the CAO, divided by 2 (since the team was there for two days).

Table 7.4 provides, by province, estimates of daily visits user volumes for each office from the FGDS as well as the number of service beneficiary interviews conducted in each case, and the consequent low benefit scenario adjustment.

Table 7.4 Average Daily Visitors to Single CAO, by Province, High and Low Scenarios

Province ⁷	Average FGD Estimate of Clients Serviced Per Day ⁸ (High Scenario)	Service Beneficiary Interviews Conducted	(FGD + Interview Nr / 2) / 2 (Low Scenario)
Eastern Cape	9	33	6.5
Free State	16	57	12
Gauteng	9	24	6
Limpopo	13	37	9
Western Cape	18	35	12

As the qualitative discussion has emphasized, CAOs are in generally open during regular office hours as well as being available over weekends and after-hours, depending on the context and need of the communities they serve. We believe therefore that it is reasonable to assume the number of CAO operational days in a year at 250 for this benefit determination.

This approach, then, gives a high and a low benefit estimate for individual visits simply as:

Average Benefit for Service That Day x

Average Number of Daily Visits (High or Low estimate) per day x 250

⁷ 4 CAOs per province with the exception of the Western Cape, 3 CAOs visited.

⁸ Where the FGD consensus view is a range, e.g. 5-10, we have taken the mean.

In essence, what we are estimating here are the number of ‘user events’ with the monetized value of each ‘event’, regardless of whether this is a first visit, a repeat visit on the same issue, or the same user visiting with a different issue.

Question 20) takes a slightly different approach in asking after the monetized amount to keep the CAO open for an entire year. Respondents might be expected to adjust their estimate for the value of the service received that day by the likely number of visits they expect to make in a year, in order to generate an ‘annual value’ estimate.

Essentially, the question requires an estimate of the *total number of community members* who use the CAO at some point in a year, and the annual monetized value they assign to the availability of this service. Adjustments need to be made here however to distinguish between first-time and repeat users, to give a plausible estimate of total community members who use the CAO: clearly, counting each user event would generate an over-estimation of individual community members who use the service.

Questions were indeed included which distinguished between first time and repeat visitors, and which provide an indication of how many times a year a particular user visits the CAO, and which thus allow numbers to be extrapolated. The relevant questions were phrased as follows:

1. Is this your first visit to this Community Advice Office?
2. How often do you visit this Community Advice Office?

We refer to Table 6.8: Frequency of CAO Visits

and **Error! Reference source not found.** in the service beneficiary survey for the applicable data. In order to generate estimates of actual user numbers, as opposed to visits, we use the distribution between choices from the results to these questions, but determine the distribution by province. We regard all the first time visitors as once-off visitors: though clearly some of these would visit the office again, other new visitors would also keep coming.

The options then are as follows:

A: 1 Visit (A)

B: 12 visits (Once a month indicated in interview) (B)

C: 24 visits (twice a month indicated in interview) (C)

D: 30 visits (more than twice a month indicated in interview) (D)

The Nr. of CAO Users at an individual CAO, in a year, is then:

Estimate of Annual Total Visits x

$$[(\% A \times 1/1) + (\%B \times 1/12) + (\%c \times 1/24) + (\%D \times 1/30)]$$

Table 7.5 provides the breakdown by province of the various options, in percentage terms, and thus also the estimate of average individual CAO users of a CAO by province, for both the high and low scenario user event numbers presented above.

Table 7.5 Average Individual CAO Users, by Province, High and Low Visit Scenario

Province	Annual Visits (High Scenario)	Annual Visits (Low Scenario)	% A	% B	% C	% D	Average Individual CAO Users, One Year High Scenario	Average Individual CAO Users, One Year Low Scenario
Eastern Cape	2250	1625	47.8	17.4	21.7	13.0	1139	823
Free State	4000	3000	44.4	24.4	15.6	15.6	1906	1429
Gauteng	2250	1500	29.6	11.1	25.9	33.3	737	491
Limpopo	3250	2250	54.5	15.2	12.1	18.2	1850	1281
Western Cape	4500	3000	55.9	8.8	20.6	14.7	2609	1739

Finally, it is necessary to comment on how benefit values are extrapolated towards a total provincial total. We use the Provincial Fora FGD results for this; Table 7.6 shows estimates that were provided, in response to the question ‘How many CAOs are there in this province?’

Where, in the CBA, we provide values for all 9 provinces, this is simply extrapolated with regards to CAO numbers from the average for these five provinces. The Eastern Cape value was given as 65; however, it was noted in the Provincial Forum FGD that ‘Some of these CAOs are newly formed organizations that are mushrooming (because of elevated talk about CAOs now) and others are dying off’. We adjust the CAO number then for the Eastern Cape to 40.⁹

⁹ Since such an adjustment has an effect on both provincial cost and benefit estimates, its effect on provincial net value results is unlikely to be big. The adjustment does of course also mean a ‘re-weighting’ of provinces in the national NV calculation. Our estimates of CAOs by province are as plausible as we could make them, and were established before the models were run, as research ethics would require.

Table 7.6 Estimates of CAOs in Province

Province	Estimate Number of CAO
Eastern Cape	40
Free State	22
Gauteng	22
Limpopo	17
Western Cape	30
Average	26

7.10 Treatment of Benefits to Government

The benefit to the state of effective and sustainable CAO provision is understood here as savings to the state. We understand such savings in terms of the alternative scenario that would prevail if the CAO did not exist, and distinguish two forms of potential saving: savings related to not having to accommodate CAO users in state equivalent entities, and savings as a result of the prevention of adverse consequences.

In the case of adverse consequences, we refer essentially to the savings to all three stakeholders (individuals, community and government) as a result of ‘early action’ interventions in relation to some needs. Thus, for example, the availability of early action interventions such as community-based dispute resolution in a contested will are likely to be lower than subsequent litigation costs (for those who embark on this route) plus utility losses for those who don’t.

Given our use of a WTP approach, however, care needs to be taken to avoid double counting. As we have noted, the WTP approach rests on the assumption of individual rationality in conjunction with adequate information. In other words, methodologically we have to assume that individuals incorporate adverse consequence costs and probabilities in their valuation of the CAO.

However, we note that typically such valuations are on the low side, and that there is a substantial literature to support the claim that individuals tend to over-estimate future income and under-estimate future risk. This underestimation, then, would imply costs to the state, in the form of adverse consequence under-provision where WTP valuations are used. The simplest theoretical way to address this is to adjust the benefit valuations for individuals upwards by a factor which internalizes full adverse consequence information, since the gap between full internalization and part internalization would impose an additional cost on the state in the form of ‘late action’ interventions.

In practice, however, deriving plausible factors for this adjustment were hard to come by. We note, then, the likelihood of savings to the state through this channel but do not quantify them for the CBA. All else being equal, this omission of potential benefits would of course ensure further robustness of the CBA results.

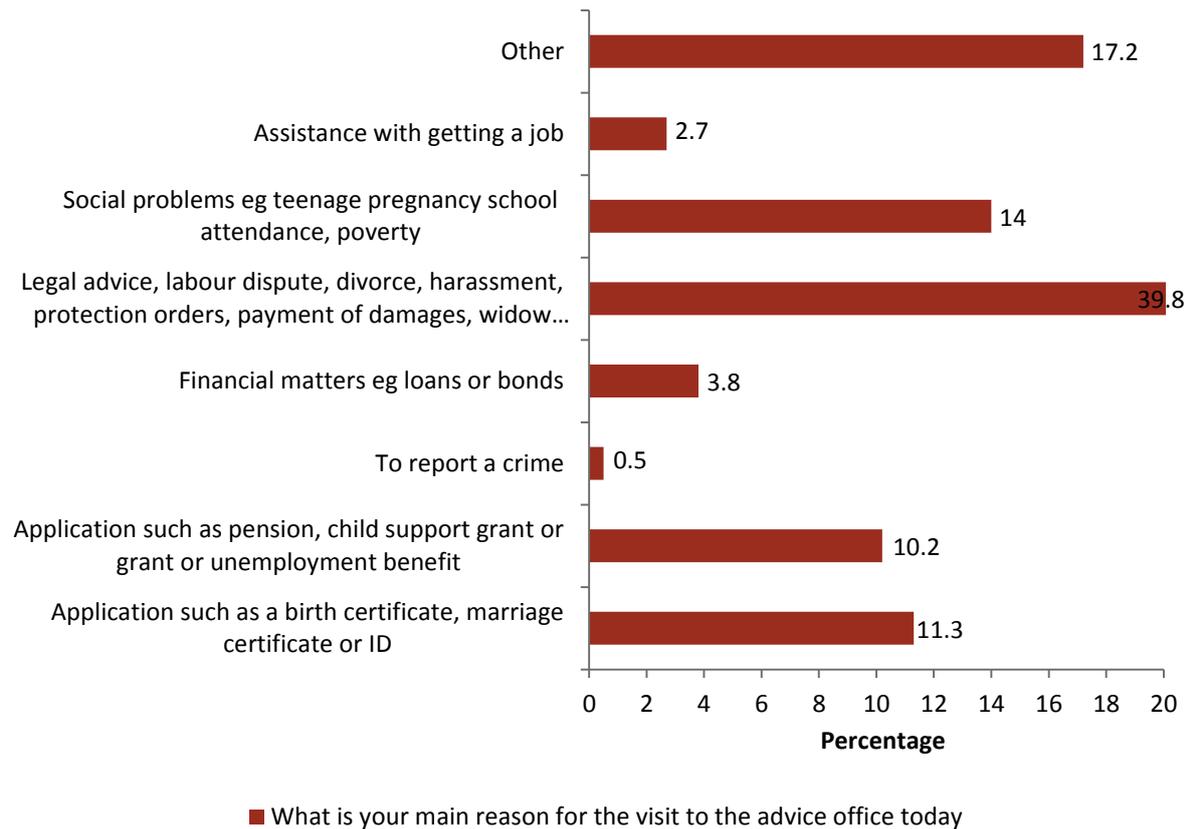
In the case of accommodating additional user volumes were CAOs not to exist, the main theoretical issue concerns assumptions about state unit costs and how they might change to accommodate increased users. If excess capacity exists in state service alternatives, then marginal cost would be zero or close to zero and state savings in this regard would be negligible. On the other hand, if state service alternatives are operating at or close to full capacity, then marginal cost may exceed average cost; that is, congestion effects would become relevant.

We assume that average cost equals marginal cost, that is that neither excess capacity gains nor congestion-related additional costs are applicable. We regard state saving then as the number of individuals the state does not need to accommodate, multiplied by relevant existing unit costs, or proxies thereof, for equivalent state services.

In order to help ensure robust results, we treat as a cost-saving to the state *only* the users of a particular CAO service who indicated in interviews that they would take their problem to another government department or service entity if the CAO did not exist. That is to say, our cost-savings projection does not include the loss of individual utility that would arise where CAO users simply abandon the issue: we assume, given our WTP methodology, that these losses are internalized in the monetized valuation assigned to the CAO by these users in the first place. Following on responses to this question given in the presentation of service beneficiary interview results, we assume that 50% of CAO users would go to a state equivalent if the CAO did not exist.

We noted, in initially presenting the results of the service beneficiary interviews, the breakdown of reasons for visiting the CAO. We duplicate that table here:

Main Reason for CAO visit (n= 183)



The category ‘Legal Advice, Labour Dispute, Divorce, Harassment’ is taken in its entirety to be ‘Legal Advice’, and we compare this to unit costs for Legal Aid South Africa as a proxy for potential additional costs were CAOs not available.

‘Social problems’ and ‘Assistance with Pensions and Grants’ are treated as falling under the Department of Social Development and we use a conservative proxy for service costs in this regard.

‘Assistance with Documents’ such as birth certificates are treated as a responsibility of the Department of Home Affairs.

The remaining categories (To report a crime, job assistance etc.) are collected as “Other” and unit costs are treated as discussed below.

- Legal Advice Unit Costs

For legal advice unit costs we use the Legal Aid South Africa *Strategic Plan 2012-2017*. We consider only the component of the Strategic Plan that refers to “Delivering Client-Focused primary legal advice services” and further exclude the call center component of this service.

(Legal Aid South Africa 2011: 38)

The non- call center budget to “Deliver (increase access) quality legal advice services that are client-focused” for 2012 was R 32 002 053, and 234 693 was the target for number of users assisted.

Unfortunately, we could not obtain more recent budget allocations for these functions, though the *2012/13 Annual Report* does provide user numbers for this service, at 297 835 (Legal Aid SA 2013: 26).

Assuming that the cost per user has remained constant from 2011 to 2012/13, we calculate the cost of this service in 2012/13 and increase by 5% to obtain a 2014 estimate:

2012/13 Budget for Non-Call Centre Legal Advice =

$(R\ 32\ 002\ 053 / 234\ 693) * 297\ 835 = R\ 40\ 611\ 910$, or **R 143 in 2014**.

- Social Development Unit Costs

In the case of assistance with social problems and assistance with accessing grants, we use a plausible unit cost proxy derived from the Gauteng Department of Social Development’s *Annual Performance Plan 2014/15*. In particular, we consider Programme 5: *Provide sustainable development programmes which facilitate empowerment of communities, based on empirical research and demographic information*.

The Programme consists of 7 sub-programmes:

- Management and Support
- Community Mobilisation
- Institutional capacity building and support for NPOs
- Poverty Alleviation and Sustainable Livelihoods
- Community Based Research and Planning
- Youth development
- Women development
- Population Policy Promotion

We consider 5.2, 5.4, 5.6 and 5.7 as the most relevant to the equivalent CAO services.

Taking the Expenditure Estimates for each sub-programme for 2014/15, and dividing by the target number of beneficiaries, gives the estimates of unit costs in **Table 7.7**.

Table 7.7 Sub-Programme Unit Costs, Gauteng Department of Social Development

	<i>2014/15 Budget</i>	<i>Beneficiary Target 2014/15</i>	<i>Cost per Beneficiary</i>
Community Mobilisation	R 5 194 000	10 000	R 519
Poverty Alleviation and Sustainable Livelihoods	R 169 185 000	552 800	R 306
Youth Development	R 18 952 000	36 505	R 519
Women Development	R 6 100 000	8 600	R 709
		Average Unit Cost (Weighted by Share of Beneficiaries)	R 328

We use the average cost, weighted by share of beneficiaries, which comes to **R 328**.

- Social Grants

In the case of social grant assistance, data is readily available regarding the share of administrative costs in the total social grant allocations, but this would include a range of costs associated with grant administration that go beyond the role of CAOs in providing initial information and assistance to facilitate grant access.

Using *Budget Review 2014* information, we find that the annual cost per grant, if administration costs are divided by total grant recipients, is R 442 for 2014/15 (National Treasury 2014: 89, own calculation). We assume that the CAO services in this regard, in providing guidance as to eligibility, documents that need to accompany an application, and so on, are equivalent to 20% of the state service process. The state unit cost, then, for services where a CAO equivalent is provided, is **R 88**.

- Document Assistance Unit Costs

With regards to Home Affairs, we consider only the Programme ‘Identification Services’ and compare the budget for this (R 263 625 000) to the target, in the 2014 *Annual Performance Plan*, for ‘Births registered within 30 calendar days’ (694 000) and ID issues (3 million). (Home Affairs 49&50). As with the grants administration component, we assume that the CAO offers 20% of the state process. The comparable unit costs is then: (R 263 625 000 / 3 694 000) x 20% = **R 14**.

- ‘Other’ Unit Costs

The remaining categories (To report a crime, job assistance etc.) are collected as ‘Other’: since these constitute a variety of services, we use the unit cost of legal advice services for Legal Aid South Africa, as discussed above, at **R 143**.

Table 7.8 presents the percentage of CAO users of each of these four service categories who indicated that they would take their issue further. In order to generate the additional national demand on the state we simply use the average community served by the CAO number in the high and low scenario estimated above (1648 and 1153) and multiply it by 236, our conservative estimate of the current number of CAOs nationally, based on CAO per province adjusted averages obtained through the field work.

Table 7.8 Additional Demand on the State, High and Low Benefit Scenario

Service	% of Total Interviewees Who Would go to Government Equivalent for this service	Additional Demand on the State, Nationally, for Each Service, in One Year High Benefit Scenario	Additional Demand on the State, Nationally, for Each Service, in One Year Low Benefit Scenario
Legal Advice	19.9%	77 069	53 920
Social problems	7.0%	27 110	18 967
Social Grant Application Assistance	5.1%	19 751	13 819
Home Affairs Documents Assistance	5.6%	21 688	15 174
Other	12.1%	46 861	32 786
TOTAL		192 478	134 665

7.11 Sensitivity Analysis

Sensitivity analysis entails adjusting key assumptions within a CBA more optimistically and pessimistically in order to establish how rigorous the results are. Fundamentally, then, sensitivity analysis entails pessimistic adjustments of benefits (i.e. downward adjustments) and costs (i.e. upward adjustments) and the converse.

We have already sketched out the components of what we call the High Scenario and the Low Scenario, where the former refers to a presumably higher NV result and the latter to a lower one. In the High Scenario, CAO costs are low and CAO users are high; in the Low Scenario, CAO costs are high and CAO users are low.

We have also noted, in the case of state savings, that we have not incorporated adverse consequence benefits that are external to individual valuation, and the associated risk of

under-valuation in longer time frame assessments of utility, though there are reasons to think such benefits do apply.

As a further aspect of the sensitivity analysis we present 5 different CBA models (discussed below) which in effect become more inclusive of benefits from the 2nd model onward: that is, the reader will be able to see and assess how the CBA results vary when community and state savings benefits are added.

Finally, and as we discuss in more detail below, we *recalibrate* the annual CAO users estimate provided above, which in this case meant a downward adjustment. The recalibration, it is important to note, is applied throughout the analysis, that is to all subsequent high and low scenarios, thus going some way to ensuring high robustness for our results.

7.12 Results ¹⁰

We provide detailed results for the following models, below:

Model 1 uses only individual benefits and calculates them on the ‘user event’ approach (i.e. number of events x valuation of the event).

Model 2 uses only individual benefits and calculates them on the annual fee x nr of distinct CAO users in a year.

Model 3 uses individual and community benefits, and uses the annual fee approach.

Model 4 uses individual and community benefits and state savings benefits and uses the annual fee approach.

Model 5 applies a distributional weighting adjustment only to individual benefits, and adds these to community benefits and state savings benefits, using the annual fee approach.

We begin, however, by comparing the overall result for models 1 and 2 and discussing the implications of our findings for models 2-5, which run only on the ‘annual fee’ approach.

Table 7.9 provides the results, for all 9 provinces, of the Net Value in the High and Low Scenario for Models 1 and 2, both of which include only individual benefits.

¹⁰ (All extrapolations for the entire CAO sector nationally (i.e. all 9 provinces) are done by treating the four provinces not included in the field work as identical to the averages for the five provinces that were included. This implies, then, a total number of CAOs in South Africa of 236, given an average number of CAOS per province for field work provinces of 26.2

Table 7.9 NV for All 9 Provinces, Model 1 and 2, High and Low Scenario

NV All 9 Provinces	Model 1	Model 2
High Scenario	- R 1 019 880	R 16 128 576
Low Scenario	- R 77 729 670	- R 65 665 130

It is not particularly surprising that the 1st model returned a low net value, given that it considered only individual benefits, though the High Scenario Model 2 NV is respectable.

What is of more interest at this point than the NV result is the difference between the individual benefit valuations obtained through the two approaches. The question is whether the 1st model underestimated individual benefit, whether the 2nd model overestimated individual benefit, or whether the reality lies somewhere in the middle.

We consider it unlikely that errors in estimation of the number of community members who use the CAO accounts for the divergence, that is that model 2 derived from excessive estimates of CAO community users in a year.

We have discussed the approach taken in some detail above; we note here again that the average size of the community served by the CAO, in the high scenario, is 1 648 for all 5 provinces, and 1153 in the low scenario, and that this estimate was informed by consideration of the need to distinguish between repeat and first-time visitors, and was based on questions which probed this amongst interviewees. Prima facie it seems a plausible estimate to use.

Clearly, though, the results of models 2-5 depend on the robustness of this value, since these models all derive from this annual number of users estimate.¹¹

In order then to be very sure of the robustness of our results, we elected to recalibrate the annual number of CAO users in the light of this divergence. We do so simply by applying an adjustment factor to provincial annual user number values such that the NV for all provinces is similar for models 1 and 2. In practice, we therefore adjusted the community user numbers down by 0.77. Table 7.10 provides these recalibrated values, which are used throughout models 2-5.

¹¹ Though given the trajectory of model 2-5 NV when community and state benefits are included, it is highly likely that even the user event approach of model 1 would also give a respectable NV in the High Scenario where non-distribution adjusted individual benefits, and community and state benefits are included.

Table 7.10 Recalibrated Annual Average Number of CAO Users, by Province, High and Low Scenario

Province	High Scenario	Low Scenario
Eastern Cape	877	633
Free State	1468	1100
Gauteng	568	378
Limpopo	1425	986
Western Cape	2009	1339

1st Model: User event WTP, Individual Benefits Only

High Scenario Uses R 250 000 for CAO Cost, and FGD Estimate Only of Daily Visits; Operational Days are 250. Only Individual Benefits are Included; No Community or State Benefits

Low Scenario Uses R 500 000 for CAO Cost, and FGD adjusted for Beneficiary Interviews Conducted; Operational Days are 250. Only Individual Benefits are Included; No Community or State Benefits.

Table 7.11 Model 1, High Scenario

HIGH	Individual		
	COST	BENEFIT	NET
Eastern Cape	10 000 000	7 295 400	-2 704 600
Free State	5 500 000	4 012 800	-1 487 200
Gauteng	5 500 000	5 618 250	118 250
Limpopo	4 250 000	4 740 450	490 450
Western Cape	7 500 000	10 516 500	3 016 500
All 5 Provinces	32 750 000	32 183 400	-566 600
All 9 Provinces	58 950 000	57 930 120	-1 019 880

Table 7.12 Model 1, Low Scenario

LOW	Individual		
	COST	BENEFIT	NET
Eastern Cape	20 000 000	5 268 900	-14 731 100
Free State	11 000 000	3 009 600	-7 990 400
Gauteng	11 000 000	3 745 500	-7 254 500
Limpopo	8 500 000	3 281 850	-5 218 150
Western Cape	15 000 000	7 011 000	-7 989 000
All 5 Provinces	65 500 000	22 316 850	-43 183 150
All 9 Provinces	11 7900 000	40 170 330	-77 729 670

2nd Model: Annual WTP to Keep CAO Open; Individual Benefits Only

High Scenario Uses R 250 000 for CAO Cost, and Recalibrated High Scenario for Nr of Individual CAO Users in a year. Only Individual Benefits Are Included

Low Scenario Uses R 500 000 for CAO Cost, and Recalibrated Low Scenario for Nr of Individual CAO Users in a year. Only Individual Benefits Are Included

Table 7.13 Model 2, High Scenario

	Individual		
	COST	BENEFIT	NET
Eastern Cape	10 000 000	7 230 235	-2 769 765
Free State	5 500 000	4 872 205	- 627 795
Gauteng	5 500 000	2 132 400	-3 367 600
Limpopo	4 250 000	4 942 588	692 588
Western Cape	7 500 000	12 939 518	5 439 518
All 5 Provinces	32 750 000	32 116 946	-633 054
All 9 Provinces	58 950 000	57 810 504	-1 139 497

Table 7.14 Model 2, Low Scenario

Individual			
	COST	BENEFIT	NET
Eastern Cape	20 000 000	5 224 305	-14 775 695
Free State	11 000 000	3 652 876	-7 347 125
Gauteng	11 000 000	1 420 636	-9 579 364
Limpopo	8 500 000	3 422 408	-5 077 592
Western Cape	15 000 000	8 624 692	-6 375 308
All 5 Provinces	65 500 000	22 344 917	-43 155 083
All 9 Provinces	117 900 000	40 220 850	-77 679 150

3rd Model**Annual WTP to Keep CAO Open; Individual and Community Benefits**

High Scenario Uses R 250 000 for CAO Cost, and Recalibrated High Scenario for Nr of Individual CAO Users in a year. High Visit Scenario for Community Benefits.

Low Scenario Uses R 500 000 for CAO Cost, and Recalibrated Low Scenario for Nr of Individual CAO Users in a year. Low Visit Scenario for Community Benefits.

Table 7.15 Model 3, High Scenario

	Individual		Community	
	COST	BENEFIT	BENEFIT	NET
Eastern Cape	10 000 000	7 230 235	5 156 936	2 387 172
Free State	5 500 000	4 872 205	3 115 757	2 487 962
Gauteng	5 500 000	2 132 400	1 508 161	-1 859 438
Limpopo	4 250 000	4 942 588	2 847 860	3 540 448
Western Cape	7 500 000	12 939 518	12 939 518	18 379 036
All 5 Provinces	32 750 000	32 116 946	25 568 234	24 935 180
All 9 Provinces	58 950 000	57 810 504	46 022 821	44 883 324

Table 7.16 Model 3, Low Scenario

LOW				
	Individual		Community	
	COST	BENEFIT	BENEFIT	NET
Eastern Cape	20 000 000	5 224 305	3 726 215	-11 049 480
Free State	11 000 000	3 652 876	2 336 001	-5 011 124
Gauteng	11 000 000	1 420 636	1 004 759	-8 574 605

Limpopo	8 500 000	3 422 408	1 971 951	-3 105 641
Western Cape	15 000 000	8 624 692	8 624 692	2 249 385
All 5 Provinces	65 500 000	22 344 917	17 663 617	-25 491 466
All 9 Provinces	117 900 000	40 220 850	31 794 511	-45 884 639

4th Model: Annual WTP to Keep CAO Open: Individual, Community and State Benefits, for the National CAO Sector, Recalibrated High and Low CAO Users

State benefits are discussed previously and conceptualized as the additional users of state services in the absence of CAO provision, and with indicative unit costs provided for a number of equivalent services. Adjustments were also made to reflect the distinction between CAO users who indicated they would seek out a state equivalent if the CAO did not exist and users who indicated that they would not.

Because we use national state savings we present results in this iteration only for the 9 Provinces High and Low Scenarios as presented above.

Table 7.17 Model 4, High and Low Scenarios

		Individual	Community	State	
	COST	BENEFIT	BENEFIT	BENEFIT	NET
All 9 Provinces, High	58 950 000	57 810 504	46 022 821	28 655 790	73 539 114
All 9 Provinces, Low	117 900 000	40 220 850	31 794 511	20 048 642	-25 835 997

5th Model: Annual WTP to Keep CAO Open: Individual, Community and State Benefits, for the National CAO Sector, with Distributional Weighting

We have already discussed the distributional weighting approach, and have noted that its results are more speculative given the contestability of assumptions around income utility at different levels of income.

Our distributional weighting approach is calculated as follows:

$(\text{Respondent WTP} / \text{Respondent Monthly Household Income}) \times (1/2) \times \text{Average SA Household Income}$

We do not adjust the community benefit valuation, nor do we adjust the state savings valuation for distributional concerns.

Since respondents were asked to select from household income options organized into income ranges, we need to assign a representative value for each range, which we do as shown in Table 7.18 (in the event the question of what value to assign the unbounded highest range was not relevant, since no CAO user reported a household income in excess of R 50 000).

Table 7.18 CBA Value Assigned to Income Ranges

Income Range	Value for CBA
No income	Not included
R1 – R500	R 250
R501 –R750	R 625
R751 – R1 000	R 875
R1 001-R1 500	R 1 250
R1 501 – R2 000	R 1 750
R2 001 – R3 000	R 2 500
R3 001 – R5 000	R 4 000
R5 001 – R7 500	R 6 250
R7 501 – R10 000	R 8 750
R10 001 – R15 000	R 12 500
R15 001 – R20 000	R 17 500
R20 001 – R30 000	R 25 000
R30 000 – R50 000	R 40 000
R50 000 +	R 75 000

Table 7.19 gives the calculated distributional weighting-adjusted WTP factor by Province, that is the adjusted WTP / Original WTP.

Table 7.19 Adjusted WTP by Province

Provinces	Adjusted WTP by Province
Eastern Cape	2.2
Free State	3.4
Gauteng	1.8
Limpopo	2.7
Western Cape	1.9

Table 7.20 High and Low Scenarios Distributional Weighting for Individual Benefits, with Non-weighted Community Benefits and State Savings, Recalibrated CAO Users

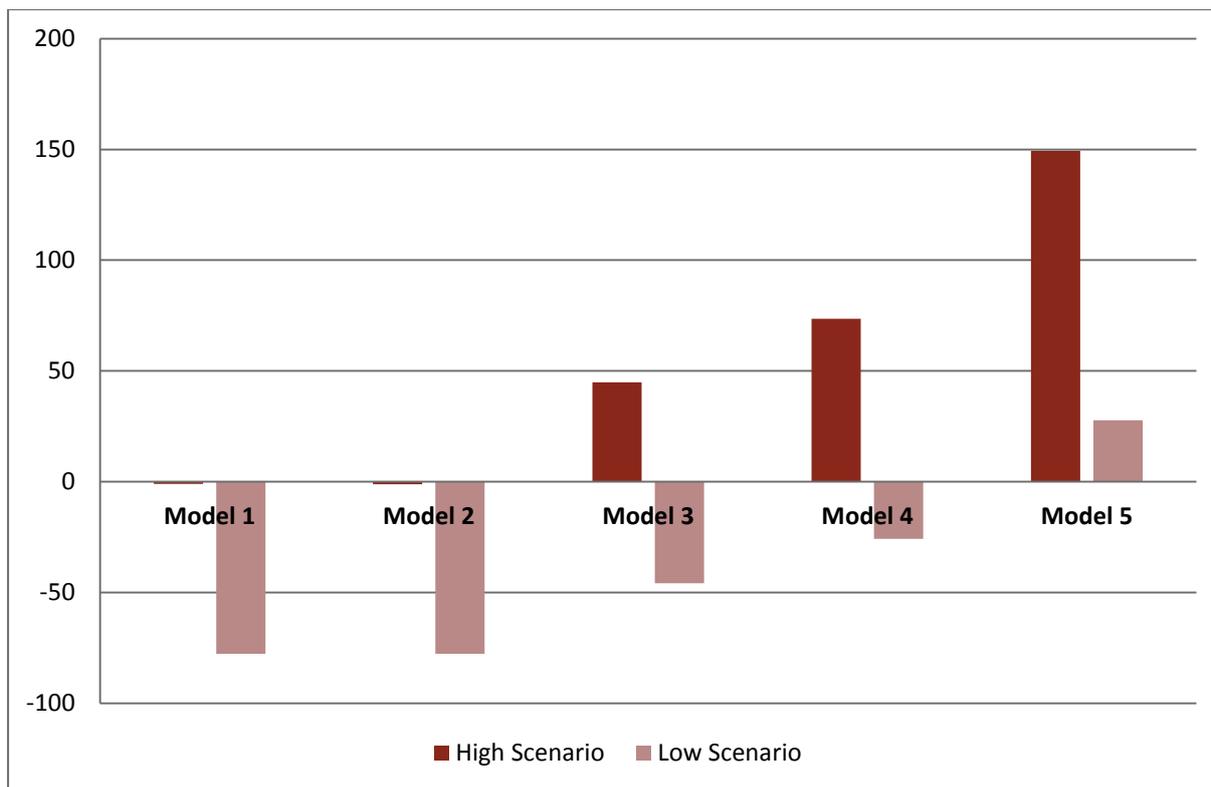
MODEL 5					
		DW Adjusted Individual	Community	State	
	COST	BENEFIT	BENEFIT	BENEFIT	NET
All 9 Provinces, High	58 950 000	133 632 731	46 022 821	28 655 790	149 361 342
All 9 Provinces, Low	117 900 000	93 776 057	31 794 511	20 048 642	27 719 211

Table 7.21 summarizes the results from the various models and Figure 7.1 presents a visual representation

Table 7.21 NV All 9 Provinces, High and Low Scenario, Recalibrated Annual Users

NV All 9 Provinces	Model 1	Model 2	Model 3	Model 4	Model 5
High Scenario	-1 019 880	-1 139 497	44 883 324	73 539 114	149 361 342
Low Scenario	-77 729 670	-77 679 150	-45 884 638	-25 835 996	27 719 211

**Figure 7.1 NV All 9 Provinces, High and Low Scenarios, Recalibrated Annual Users
(R Millions)**



The values presented in Table 7.21 and Figure 7.1 are the ones we use for the discussion of results that follows. To give a sense of the impact of the annual user number recalibration, however, *Figure 7.2* presents the overall results when *non-recalibrated* user number values are retained, in comparison with recalibrated results.

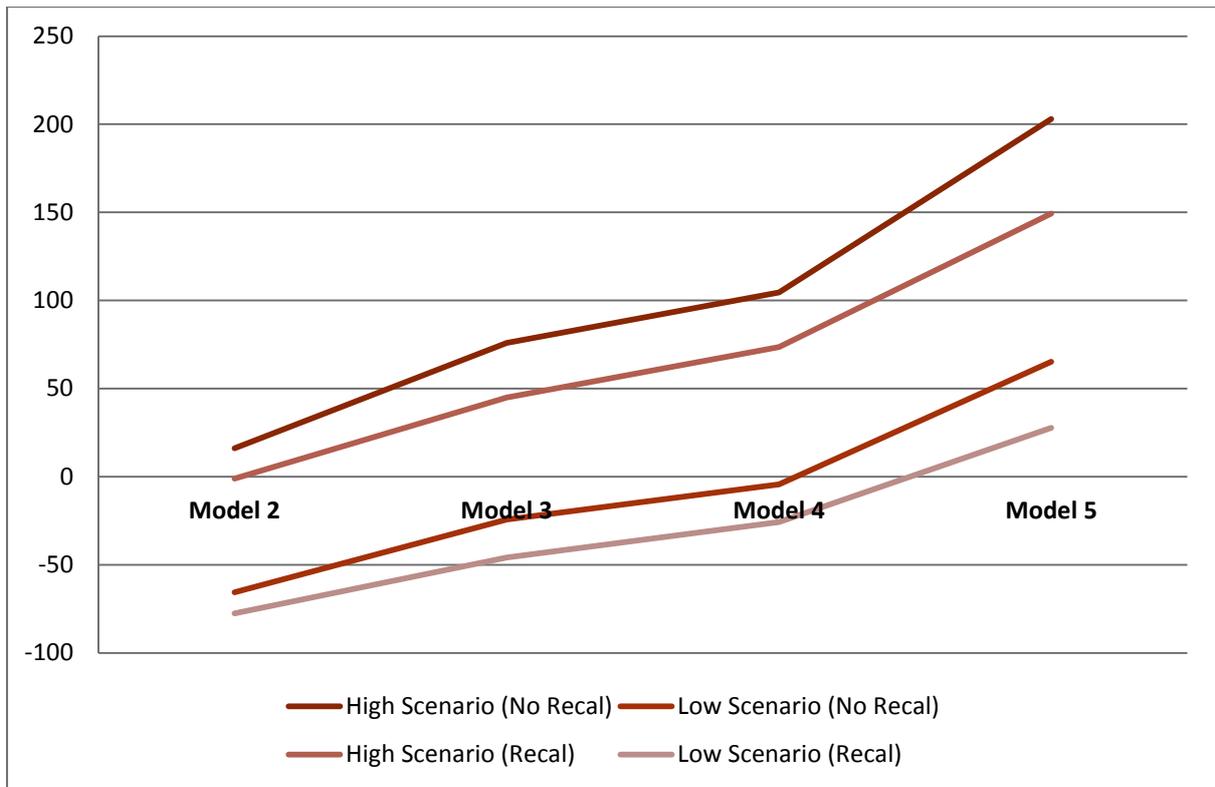


Figure 7.2 NV All 9 Provinces, High and Low Scenario, Recalibrated and Non-Recalibrated Annual Users (R Millions)

7.13 Discussion of results

We note again that models 2-5 derive from recalibrated values which sought to align NV results between model 1 and 2 by adjusting annual community users downwards, by roughly a quarter. This accounts then for the similar results obtained in models 1 and 2 in Figure 7.1 above. Given this recalibration, then, the remainder of the analysis focuses on models 2-5.

Models 2 to 5, then, take a WTP approach which asks after the fee that users would be willing to pay if not paying it meant the CAO ceased to be available to them. We see, when only individual benefits are considered, a negative NV for both scenarios, which is not particularly surprising. We note in passing however that the non-recalibrated NV for all 9 provinces, in the high scenario, gives a positive result of R 16 128 576 even when only individual benefits are considered, as *Figure 7.2* shows.

Model 3 returns a strongly positive NV on the High Scenario, and an equally strongly negative NV on the low scenario.

Model 4 is regarded as the main CBA for the purposes of this study, since it includes attempts to incorporate not only community benefits but also savings to the state, as we have discussed.

The results here are encouraging for the high scenario, though less so for low high scenario. On the high scenario, the NV for all 9 provinces is a considerable R 73 539 114, whilst the low scenario remains negative at – R 25 835 996.

The DW model 5 returns considerable positive NVs on both the High and Low Scenario, with the High Scenario NV being R 149 361 342 and the Low Scenario NV being R 27 719 211.

As we have noted in the methodological discussion, we set the bar quite high with regards to representative CAO costs at R 500 000 for the Low Scenario and R 250 000 for the High Scenario. Of course, the wide difference between these CAO costs in the two scenarios explains the large divergences in overall NV.

The relevant question, then, arguably becomes what an annual CAO funding amount could feasibly be, that would return, robustly, a strong NV in all or most model scenarios.

In order to provide an answer to this question, we ask the following question: What would a representative cost for a CAO be, in order to generate strong benefit-cost ratios of 2, and of 3, across the various models? Table 7.22 presents the results, for models 2-5.

Table 7.22 CAO Cost to Achieve B-C Ratio of 2 and 3, All Provinces

CAO Cost to Achieve B-C Ratio of 2	Model 1	Model 2	Model 3	Model 4	Model 5
High Scenario	122 733	122 480	219 986	280 697	441 338
Low Scenario	85 107	85 214	152 575	195 051	308 515
CAO Cost to Achieve B-C Ratio of 3	Model 1	Model 2	Model 3	Model 4	Model 5
High Scenario	81 822	81 653	146 657	187 132	294 225
Low Scenario	56 738	56 809	101 717	130 034	205 677

Considering Model 4 as the main CBA model, the results are strongly encouraging. Even in a low benefit scenario, an annual funding amount of R 195 051 to each of the 236 CAOs assumed for this study generates a B-C Ratio of 2. In the high benefit scenario, a B-C ratio of 2 could be achieved for a greater funding amount than our lower benchmark R 250 000 per CAO, at R 280 697.

To achieve a B-C ratio of 3 would of course, assuming benefits remain constant, require lower CAO costs for the same service output. For Model 4, in the high benefit scenario, an annual funding amount of R 187 132 would attain this ratio, and for the low benefit scenario this would be achieved through an annual funding amount of R 130 034.

Model 5 suggests that, where modest distributional weighting adjustments are made, CAOs of our representative size could be funded to an event greater extent: in the High Scenario a B-C ratio of 2 would be achieved with a CAO cost of R 441 338, and in the low scenario at R 308 515. Even where the higher B-C ratio of 3 is established as the benchmark, model 5 presents significant annual funding for CAOs, at a high scenario value of R 294 225 and a low scenario value of R 205 677.

Taking the two extremes presented in Table 7.21, that is model 2 with individual benefits only and on a B-C requirement of 3, and on the other hand Model 5 on a B-C requirement of 2, generates a wide range of annual CAO funding amounts, from R 56 738 to R 441 338. The policy question then becomes what an appropriate value within such a range might be.

Our suggestion in this regard is informed by the desire to present strongly robust results in this CBA, as far as informing policy considerations goes. We have noted throughout this study where assumptions have been adjusted to provide for further robustness, including the fundamental downward recalibration of all NV results to guard against the possibility of overestimating CAO annual users.

Given these considerations, then, our recommendation is that annual CAO of funding of R 200 000 be provided, initially, to 235 CAOs, as a core funding amount to ensure the sustainability of the sector and as being strongly defensible on a CBA basis using the approach we have taken here.

As Table 7.23 shows, such an amount would give a positive NV for most of the models considered. A positive NV is returned even in the low scenario where state benefits are excluded. For model 4, the NV nationally of such a R 200 000 amount would, in the low benefit scenario for Model 4, be R 44 904 004, and in the high benefit scenario R 85 329 114.

Table 7.23 NV All Provinces, at CAO Cost of R 200 000, High and Low Scenario Models 1-5

NV All 9 Provinces	Model 1	Model 2	Model 3	Model 4	Model 5
High Scenario	10 770 120	10 650 504	56 673 324	85 329 114	161 151 342
Low Scenario	-6 989 670	-6 939 150	24 855 362	44 904 004	98 459 211

If such a funding amount were to be provided through the fiscus, this would total R 47 200 000, annually, for 236 CAOs. This is a very small amount in relation to the scope of budgetary allocations: in 2014/15, it would amount to 0.004 of total allocated expenditure of consolidated government.¹²

Our focus has been on the CBA of individual CAOs and their aggregation into a national CBA. Clearly, this approach does not provide for the cost of coordination, through CAO sector systems such as those discussed in the qualitative analysis, nor does it provide for costs to the state of oversight and monitoring of use of funds. Such analysis would have complicated the narrative and would not have added to the fundamental question, which concerns the value add of CAOs. However, an adjustment to incorporate what might be called coordination and compliance costs can easily be made, given the model that has been employed.

We assume reasonable coordination and compliance costs, at an additional 10% beyond the cost of an individual CAO that we have suggested as the policy benchmark. Such an approach, then, implies a coordination and compliance budget of R 4 720 000, or a total

¹² 2014 Budget Review, page 82.

budget of R 51 920 000. As a result, the NV of the sector consisting of 236 CAOs would be, for the low benefit scenario, R 40 188 004, and for the high benefit scenario R 80 613 114.

The CBA model we have employed can also provide some indications of how much funding could be made available to provide capital funding to achieve a basic service standardization across CAOs as regards material resource and other service infrastructure. Such funding would not be necessary for all CAOs, nor would it be desirable that all CAOs receive the same amount. We are less concerned here with the criteria for determining who receives such funding, and more with the size of such a 'capital pool'.

We include the 'coordination and compliance' cost mentioned, that is we assume an average cost for the sector of R 220 000 per CAO. The criterion we establish for the size of a capital pool in the first year is simply that its addition not generate a negative NV in the low benefit model 4 scenario.

A cost per CAO of R 390 000 generates a model 4 low benefit scenario NV of R 102 004. (Using non-recalibrated user numbers, incidentally, the same NV would be R 21 613 086). This implies, then, a capital pool of $(R\ 390\ 000 - 220\ 000) \times 236 = R\ 40\ 120\ 000$.



Matlala Advice Office

8 Recommendations

The preceding sections have provided a comprehensive picture of CAOs operations in South Africa, of the views of those who use their services, and of the social costs and benefits associated with their functioning.

Deriving from these discussions and analysis, our first and perhaps primary recommendation is that serious and urgent consideration be given to the fiscal funding of 236 CAOs in South Africa, for an initial annual core funding amount of at least R 200 000 per CAO. Though we believe, and have shown in the CBA, that higher amounts of core funding would probably still generate substantial net value, we regard the figure of R 200 000 as highly robust.

Necessarily, such public funding raises questions of governance, oversight and the like on the part of the state, and also poses challenges to CAOs in certain respects concerning their current ways of doing things.

As regards the state, and on the assumption of public funding, we make the following recommendations:

Oversight of CAOs would need to be located in an appropriate provincial department, such as the Department of Performance Monitoring and Evaluation (DPME) in conjunction with the Departments of Justice and Constitutional Development as well as the Department of Social Development. The DPME will need to be the lead department since DPME has the following key mandates: 1) Coordinate the outcomes approach and monitor and evaluate Government programmes; 2) Provide leadership on government wide monitoring and evaluation; 3) Develop and implement performance monitoring mechanisms of individual national and provincial government departments and municipalities and 4) Carry out monitoring of frontline service delivery. Alternatively, oversight could also be through the aegis of an entity such as the NDA.

Although state oversight of CAOs is a necessary adjunct to their public funding, care needs to be taken to avoid excessively onerous reporting requirements and excessive attempts to 'standardize' CAO operations in order to facilitate their monitoring and evaluation. CAOs offer flexible and responsive assistance that is tailored to particular contexts, and this constitutes a basic dimension of the value that they add.

Related to this, it is important that CAOs remain independent non-profit organizations, and that the state perceives them as such, rather than coming to be seen as delivery entities for state paralegal services in poorer communities. Independence does not mean independence from oversight of work funded through the fiscus, but does mean a significant degree of independence in setting annual objectives and in the broader mission of the CAO. This kind of independence is essential if it is recognized that the embeddedness of CAOs in the communities they serve is key to their ability to respond effectively.

On the other hand, the core funding amount as we have approached it here is for paralegal and related services, and CAOs need to be accountable to use funds for such designated purposes.

Separate from the issue of public funding and related arrangements, too many CAOs reported continued unnecessarily adversarial relations with some departments and municipalities. Public recognition of the sector needs to be enhanced at a national level and sub-national jurisdictions need to consider the work of CAOs for what it is: an indispensable means of delivering paralegal and related services in contexts where governments often struggle to do so, and a highly useful resource for information-gathering at a community level. Better partnerships can emanate from such a reconsideration, and this in turn can make a significant contribution to the value for money of sub-national jurisdiction budgets and delivery too.

CAOs will have to intensify the current self-initiated drive towards coordination, some further degree of standardization, and will have to ensure that their own structures are adequate to the task.

In particular, CAOs, with the support of NADCAO and the Provincial Fora, need to ensure that their boards function effectively and that the right people are elected to such boards. CAOs should also consider including representatives from government on their boards, and in particular from the municipalities in which they operate, in order to build stronger partnerships.

One important challenge that CAOs will have to address concerns the current absence, in almost all CAOs, of any effective system of case management, from which some evaluation of impact, and of community service demand, can be established. It may be that current models of case management systems circulating in the sector are simply too complex and time- and labour-intensive for most CAOs, where ICT infrastructure is poor, and staff are called on to perform a variety of roles, which leads to the logging of cases and their systematic recording being relegated and ultimately abandoned. If this is the case, then consideration should be given to more basic systems for capturing user volumes, service need category, and the like. The establishment and maintenance of such a system should be insisted on by NADCAO, for CAOs affiliated to it, and should also constitute a condition for receiving public funds.

Many CAOS will have to develop more sophisticated financial management systems, though here again a careful balance needs to be struck between accountability needs and compliance burdens. We found, in a number of CAOs, simple but effective systems which provided a clear enough picture of the organization's finances without being unduly cumbersome to manage.

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1. Appendices

Appendix A: Service Beneficiary Survey

Community Advice Offices Service Beneficiary Survey

June – July 2014



Confidential

RESPONDENTS AGED 18 YEARS +

Good (morning/afternoon/evening), I'm _____ and we are conducting a survey for the Human Sciences Research Council (HSRC). The HSRC regularly conducts surveys of opinion amongst the South African population. Topics include a wide range of social issues. Today we would like to ask you some questions about services offered by this Community Advice Office (which you just visited).

To obtain reliable, scientific information we request that you answer the questions that follow as honestly as possible. Your opinion is important in this research. There are no right or wrong answers. It is your opinion that counts. We are selecting people for an interview at random that are visiting this Community Advice Office today. The fact that you have been chosen is thus quite coincidental. The information you give to us will be kept confidential. You and your family members will not be identified by name or address in any of the reports we plan to write.

PARTICULARS OF INTERVIEW

DAY	MONTH	TIME STARTED		TIME COMPLETED		**RESPONSE
		HR	MIN	HR	MIN	
<input type="text"/>						

****RESPONSE CODES**

Completed questionnaire	=	<input type="checkbox"/>	01
Partially completed questionnaire (specify reason)	=	<input type="checkbox"/>	02
Respondent cannot communicate with interviewer because of language	=	<input type="checkbox"/>	03
Respondent is physically/mentally not fit to be interviewed	=	<input type="checkbox"/>	04
Contact person refused	=	<input type="checkbox"/>	05

STRICTLY CONFIDENTIAL

Name of Interviewer:

Number of interviewer

--	--	--

Checked by

--

Signature of supervisor _____ Date _____

FIELDWORK CONTROL

CONTROL	YES	NO	REMARKS
Personal	<input type="checkbox"/> 1	<input type="checkbox"/> 2	
Telephonic	<input type="checkbox"/> 1	<input type="checkbox"/> 2	
Name	SIGNATURE		
.....	DATE/...../.....2010		

RESPONDENT SELECTION PROCEDURE

Please note that people (older than 18 years) making use of the services of the Community Advice Office (CAO) on the day that the HSRC team is visiting the CAO will be requested to participate in the study.

THE FOLLOWING INFORMATION IS FOR FOLLOW-UP PURPOSES ONLY

NAME OF RESPONDENT:
TEL / CELL NO OF RESPONDENT:

INTERVIEWER TO COMPLETE BEFORE INTERVIEW:

Province of the Community Advice Office: _

Western Cape	Free State	Gauteng	Eastern Cape	Limpopo
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

Geographic location:

Urban	Urban informal	Rural formal	Traditional / Rural informal
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

ADDRESS OF COMMUNITY ADVICE OFFICE:

TEL NO:

General Usage and Purpose of Today's Visit

3. Is this your first visit to this Community Advice Office?

Yes (skip question 2 and 3)	<input type="checkbox"/>	1
No	<input type="checkbox"/>	2
Not sure	<input type="checkbox"/>	3

4. How long have you been using this CAO?

Less than a month	Less than 6 months	Less than a year	1-2 years	3-5 years	More than 5 years
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 6

5. How often do you visit this Community Advice Office?

Once a month	<input type="checkbox"/>	1
Twice a month	<input type="checkbox"/>	2
More than twice a month	<input type="checkbox"/>	3
Do not know	<input type="checkbox"/>	8

**6. What is the MAIN reason for your visit to this Community Advice Office today?
(DO NOT READ OUT)**

a. To get assistance with an application such as a birth certificate, marriage certificate or Identity Document (ID)
b. To get assistance with an application such as pension, child support grant, disability grant or unemployment benefit
c. To get assistance with health insurance, HIV / AIDS information or guidance on medical aid
d. To report a crime
e. To get assistance with financial matters such as loans or bonds
f. To get legal advice, for example on a labour dispute, divorce, harassment and protection orders, payment of damages, widow inheritance etc.
g. To get assistance or advice with a social problem such as teenage pregnancy, child not attending school, poverty etc.
h. To get assistance with getting a job
i. Other (Please specify)

Service Quality

7. How satisfied are you with the services of the Community Advice Office in terms of the following?

	Very satisfied	Satisfied	Neither nor	Dissatisfied	Very dissatisfied	Do not know
a. Helpfulness	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
b. Professionalism	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
c. Knowledge about services	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8

8. How satisfied are you with the Community Advice Office in terms of the following?

	Very satisfied	Satisfied	Neither nor	Dissatisfied	Very dissatisfied	Do not know
a. Length of the queues	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
b. Relevant and adequate sign posts to the different counters	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
c. Neatness and cleanliness	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
d. Catering for people with a disability	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
e. Service hours	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
f. Information on services	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
g. Information about documents	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
h. The extent to which you clearly understood the explanations or help provided	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8

9. Have you visited this CAO on more than one occasion for the same issue or inquiry?

Yes	<input type="checkbox"/> 1
No	<input type="checkbox"/> 2

10. If yes, how many times have you visited this CAO for a single issue or inquiry:

2 times	<input type="checkbox"/> 1
3-4 times	<input type="checkbox"/> 2
5 or more times	<input type="checkbox"/> 3

11. Do you think that the services of this Community Advice Office will improve, stay the same or get worse?

	Improve a lot	Improve	Stay the same	Get worse	Get a lot worse	Do not know
a. Within the next year	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8
b. Within the next 3 years	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 8

10. How often, if ever, have you or someone you know had to pay a bribe, give a gift to, or do a favour for officials in order to get a service from this Community Advice Office?

Very often	Often	Sometimes	Rarely	Never
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

Access and Alternatives

11. What is the MAIN mode of transport for members of your household to the nearest Community Advice Office?

By car	By train	By foot	By bicycle	By bus	By taxi	Other
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 6	<input type="checkbox"/> 7

12. How long does it take you to get to the CAO from your home and back home afterwards?

Less than 30 minutes	30 minutes to 1 hour	More than 1 but less than 2 hours	More than 2 but less than 3 hours	More than 3 hours
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 6

13. How much does it cost you (if anything) for transport to get to the CAO and back home?

Nothing (walk, etc.)	Less than R5	R5 – R10	R11 – R25	R26 – R50	R51 – R100	More than R100
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 6	<input type="checkbox"/> 7

14. If this CAO did not exist, which one of the following do you think you would do regarding the matter you came to the CAO for today? [SKIP to Q16 IF PERSON ANSWER OPTION 1]

Go to a government office or centre to get help	<input type="checkbox"/> 1
Ask a friend or a family member or someone else in the community for help	<input type="checkbox"/> 2
Abandon the issue	<input type="checkbox"/> 3
Other (Please specify)	

15. If you said for the previous question that you would abandon the issue or would ask someone in your community for help, what is the main reason why you would not go to a government center to get assistance? [SKIP TO Q ONCE YOU COMPLETED Q15.]

I have to pay for the government service and it is too expensive for me	<input type="checkbox"/> 1
The government service is not good enough	<input type="checkbox"/> 3
The transport cost and the time it takes to get there and back is too much	<input type="checkbox"/> 4
I don't know which government centre or office to go to	<input type="checkbox"/> 5
Other (Please specify)	

16. If you said for question Q14 that you would go to a government centre, which one of the following would you go to?

Government Post Office	<input type="checkbox"/> 01
Government Clinic	<input type="checkbox"/> 02
Government Hospital	<input type="checkbox"/> 03
Police Station	<input type="checkbox"/> 04
Municipal Offices	<input type="checkbox"/> 05
Department of Home Affairs	<input type="checkbox"/> 06
Other (Please Specify)	<input type="checkbox"/> 07
Don't know	<input type="checkbox"/> 08

17. How long do you think it would take you to get to the government option you chose in the previous question (Q16) and back?

Less than 30 minutes	30 minutes to 1 hour	More than 1 but less than 2 hours	More than 2 but less than 3 hours	More than 3 hours
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 6

18. How much do you think transport would cost to get you to the government option you chose (in Q16) and back?

Nothing (walk, etc.)	Less than R5	R5 – R10	R11 – R25	R26 – R50	R51 – R100	More than R100
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5	<input type="checkbox"/> 6	<input type="checkbox"/> 7

19. If you were asked to pay for the service you received today, and if not paying meant you didn't get any help today, what would be the most that you would you be willing to pay?

Nothing	Less than R50	R50 – R100	R101 – R150	More than R150
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

20. If you were asked to make one payment at the beginning of the year which meant you could use all the CAO services available here for the whole year, what would be the most that you would be willing to pay?

Nothing	Less than R100	R101 – R200	R201 – R300	More than R300
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

21. How much *extra* would you be willing to pay at the beginning of the year if it meant that not only you, but every member of the community, could use all the CAO services for the whole year?

Nothing	Less than R100	R101 – R200	R201 – R300	More than R300
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

22. If government were to propose closing this CAO, how much would government have to pay you in one payment, with no payment after that, for you to be satisfied with not having a CAO in your community?

Nothing	Less than R100	R101 – R200	R201 – R300	More than R300
<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

Demographic information

23. Sex of respondent

Male	<input type="checkbox"/>	1
Female	<input type="checkbox"/>	2

24. Race of respondent

Black African	<input type="checkbox"/>	1
Coloured	<input type="checkbox"/>	2
Indian/Asian	<input type="checkbox"/>	3
White	<input type="checkbox"/>	4
Other, specify	<input type="checkbox"/>	5

25. Age of respondent in completed years

			Years
(Do not know) = 997			

26. . How many adults and how many children live in your home?

Adults	<input style="width: 50px; height: 30px;" type="text"/>
Children	<input style="width: 50px; height: 30px;" type="text"/>

27. What language do you speak MOSTLY at home?

Sesotho	<input type="checkbox"/>	01
Setswana	<input type="checkbox"/>	02
Sepedi	<input type="checkbox"/>	03
Siswati	<input type="checkbox"/>	04
IsiNdebele	<input type="checkbox"/>	05
IsiXhosa	<input type="checkbox"/>	06
IsiZulu	<input type="checkbox"/>	07
Xitsonga	<input type="checkbox"/>	08
Tshivenda/Lemba	<input type="checkbox"/>	09
Afrikaans	<input type="checkbox"/>	10
English	<input type="checkbox"/>	11
Other (specify)	<input type="checkbox"/>	12

28. What is the highest level of education that you have completed?

No schooling	<input type="checkbox"/>	00
Grade 0	<input type="checkbox"/>	01
Some primary schooling	<input type="checkbox"/>	02
Primary school completed	<input type="checkbox"/>	03
Some secondary schooling	<input type="checkbox"/>	04
Secondary school completed	<input type="checkbox"/>	05
Diploma/certificate with less than Grade 12/Std 10	<input type="checkbox"/>	06
Diploma/certificate with Grade 12/Std 10	<input type="checkbox"/>	07

Degree	<input type="checkbox"/>	08
Postgraduate degree or diploma	<input type="checkbox"/>	09
Other, specify	<input type="checkbox"/>	18
Do not know	<input type="checkbox"/>	98

29. What is your current marital status?

Married (customarily only)	<input type="checkbox"/>	1
Widower/widow	<input type="checkbox"/>	2
Divorced	<input type="checkbox"/>	3
Separated	<input type="checkbox"/>	4
Never married	<input type="checkbox"/>	5
(Refused to answer)	<input type="checkbox"/>	8
(Don't know)	<input type="checkbox"/>	98

30. Which of the following best describes your work situation?

Unemployed, not looking for work	<input type="checkbox"/>	01
Unemployed, looking for work	<input type="checkbox"/>	02
Pensioner (aged/retired)	<input type="checkbox"/>	03
Permanently disabled	<input type="checkbox"/>	04
Housewife, not working at all, not looking for work	<input type="checkbox"/>	05
Housewife, looking for work	<input type="checkbox"/>	06
Student/learner	<input type="checkbox"/>	07
Self-employed - full time	<input type="checkbox"/>	08
Self-employed - part time	<input type="checkbox"/>	09

Employed part time (if none of the above)	<input type="checkbox"/>	10
Employed full time	<input type="checkbox"/>	11
Other (specify)	<input type="checkbox"/>	12

31. Please give me the letter that best describes the TOTAL MONTHLY HOUSEHOLD INCOME of all the people in your household. Income means all the money that is available for your household to spend. It includes salaries you get every month, wages for day or part-time work, social grants like the child support grant and state pension, and other income, such as rent that someone pays you.

	No income	<input type="checkbox"/>	01
K	R1 – R500	<input type="checkbox"/>	02
L	R501 –R750	<input type="checkbox"/>	03
M	R751 – R1 000	<input type="checkbox"/>	04
N	R1 001-R1 500	<input type="checkbox"/>	05
O	R1 501 – R2 000	<input type="checkbox"/>	06
P	R2 001 – R3 000	<input type="checkbox"/>	07
Q	R3 001 – R5 000	<input type="checkbox"/>	08
R	R5 001 – R7 500	<input type="checkbox"/>	09
S	R7 501 – R10 000	<input type="checkbox"/>	10
T	R10 001 – R15 000	<input type="checkbox"/>	11
U	R15 001 – R20 000	<input type="checkbox"/>	12
V	R20 001 – R30 000	<input type="checkbox"/>	13
W	R30 000 – R50 000	<input type="checkbox"/>	14
X	R50 000 +	<input type="checkbox"/>	15
	Refuse to answer	<input type="checkbox"/>	97
	Uncertain/Don't know	<input type="checkbox"/>	98

THANK YOU FOR YOUR COOPERATION

Appendix B: Focus Group Discussion schedule: CAO Staff

Introduction

Instructions:

Introduce the purpose of the research

Explain the purpose for the focus group discussion

Explain the research guidelines such as anonymity and confidentiality

Clearly define the expected length of the FG discussion

Discussion ground rules:

Explain group rules, these include

- Listening to each other
- Not breaking another person's word
- Raising your hand to speak
- Indicating your "number" before you speak (this is an identifier for audio record purposes)
- Respecting and maintaining the confidentiality of the focus group discussion

Structure of the Questions of the Focus Group Discussion

The questions detailed below are intended to elicit detailed feedback from the CAO staff that speaks to the objectives of this study. This will be a semi-structured discussion. The use of probing questions such as "please explain further", "what else can you tell us?", "can you elaborate on that", "do you have any examples to share?", "what else can be done?" etc. will be useful.

Questions:

F. Community Advice Offices (services/ asset to community)

- 1) How long has this CAO been open or operational? [Explain operational if needed: offers services including advice; have information and other resources, has a paralegal, etc.)
- 2) Is this CAO office fully operational or only somewhat?
- 3) Approximately how many clients are serviced in a day?
- 4) What are some of the main social issues in the surrounding community?
- 5) What kinds of services are offered at this CAO?
- 6) How well are services provided at this CAO?
- 7) To what extent do these services address the grievances/ social issues of community members?
- 8) What are the primary and secondary functions of the CAO?
- 9) What are some of the successes you can highlight, achieved by this CAO office?

G. Community Advice Offices (resources/ challenges)

- 10) What are some of the main difficulties/ challenges facing this CAO office at the moment?
- 11) Are there sufficient human resources working in the offices?
- 12) Are there sufficient material resources (computers, phones, desks etc.) available for efficient working?
- 13) Is your office building adequate for your needs?

H. Organisational structures

- 14) What leadership strategies are in place in this CAO?
- 15) What organisational structures are in place in this CAO?
- 16) What financial management structures are in place in this CAO?
- 17) How many volunteers are on “staff”?
- 18) To what extent are local communities involved in the governance of this CAO?
- 19) Explain the current relationship (cooperation if any) between CAO’s / this CAO and government.

I. Community Advice Offices (accessibility)

- 20) Explain the accessibility of the CAOs to its users? Prompt: In terms of distance, time, terrain, operational hours?

J. Funding of the Community Advice Offices

- 21) Explain funding arrangements for this CAO? Prompt: How are you funded and where do you get your funds from?
- 22) Is staff (like you) sufficiently knowledgeable and well trained to address legal matters? Explain: Legal matters refer to rights education, social mobilisation in a community to address a shared crisis or problem, information shared on HIV and AIDS, etc.
- 23) Is staff (like you) sufficiently knowledgeable and well trained to address financial/accounting matters?
- 24) What are the existing costs (of the CAO) that you can recall at this time? E.g. operational costs, salaries, volunteer stipends, office costs
- 25) What is your opinion on cost burdens, such as travel and time costs for service users?
- 26) In your opinion, in which specific areas do this CAO and CAOs in general need assistance? Explain: Assistance refers to things such as technical support, funding, networks, training, etc.)
- 27) Can you present any specific experiences/ examples of particular difficulties with operational functions etc.?

K. Staff support and training

- 31) Let us talk about case management. For example, what is your caseload, how many cases open and closed, how long on average to resolve a case / problem, what reasons for cases still open, under what circumstances are you not able to help)
- 32) What legal support, referral mechanisms, and legal counsel do you get in helping to resolve your caseload? Please Prompt: From the law clinic, pro bono lawyers, Legal Aid SA, Black Sash, etc.)
- 33) What support do you get from other service providers? Prompt: Is it training, intelligence, resource materials, etc.)
- 34) What is your view with regards to accreditation? Explain: Accredited training refers to a paralegal certificate or diploma.

Thank you for participating in this discussion.

Appendix B: Focus Group Discussion schedule: Provincial Forum

Introduction

Instructions:

Introduce the purpose of the research

Explain the purpose for the focus group discussion

Explain the research guidelines such as anonymity and confidentiality

Clearly define the expected length of the FG discussion

Discussion ground rules:

Explain group rules, these include

- Listening to each other
- Not breaking another person's word
- Raising your hand to speak
- Indicating your "number" before you speak (this is an identifier for audio record purposes)
- Respecting and maintaining the confidentiality of the focus group discussion

Structure of the Questions of the Focus Group Discussion

The questions detailed below are intended to elicit detailed feedback from the provincial forum that speaks to the objectives of this study. This will be a semi-structured discussion. The use of probing questions such as "please explain further", "what else can you tell us?", "can you elaborate on that", "do you have any examples to share?", "what else can be done?" etc. will be useful.

Questions:

L. Functions of Provincial Forum

- 1) What is the intended role of the Provincial CAO Forum
- 2) How well do you feel you have been able to fulfil this role in the last two years?
- 3) Are there any specific challenges in fulfilling the role of the Provincial Forum you would like to highlight?

M. Community Advice Offices (services/ asset to community)

- 28) How many CAO's are there in this province?
- 29) What share of these would you describe as fully operational and what share as only somewhat? [Explain operational if needed: offers services including advice have information and other resources, has a paralegal, etc.)

- 30) What are some of the main social issues in the surrounding communities of CAOs in this province?
- 31) What kinds of services are offered at these CAO?
- 32) Do these services address the grievances/ social issues of community members? Please elaborate: How effective are the CAOs as vehicles to help facilitate access to social justice?
- 33) In general, how well are services provided by the CAOs in this province?
- 34) What are some of the successes you can highlight that have been achieved by CAOs in this province?

N. Community Advice Offices (resources/ challenges)

- 35) What are some of the main difficulties/ challenges facing CAOs at the moment?
- 36) Are there sufficient human resources working in the offices?
- 37) Are there sufficient material resources (computers, phones, desks etc.) available for efficient working?

O. Organisational structures

- 38) What leadership strategies are in place in the CAOs?
- 39) What organisational structures are in place in the CAOs?
- 40) How many volunteers are on "staff" in typical CAOs?
- 41) Explain the current relationship (cooperation if any) between CAO's and national / provincial / local government.

P. Funding of the Community Advice Offices

- 42) Explain typical funding arrangements for CAOs in the province.
- 43) Do you feel external funding is needed to support CAO's? If yes, please explain why and how it would be helpful. [Please prompt what the participants think external funding is? Is it external to your community, district or province or are you referring here to international funding, government funding, corporate funding, etc.?
- 44) Please explain how finances are managed in CAOs.
- 45) Is staff sufficiently knowledgeable and well trained to address legal and financial/ accounting matters?
- 46) What are the existing costs (of the CAO) which you can recall at this time? E.g. operational costs, salaries, volunteer stipends, office costs
- 47) In your opinion, in which specific areas do this CAO and CAOs in general need assistance?

48) Can you present any specific experiences/ examples of particular difficulty with operational functions etc.? Further, please elaborate (in your own words) on our external (government funding) will benefit this and other CAO offices.

Q. General questions:

- 49) Please comment whether CAOs are a saving to the state and to households?
- 50) What about relationships with provincial government in the province when it comes to service provision, to corporates, to municipalities, to other? Who should be paying for services?
- 51) What trends (challenges and opportunities) that relates to governance structures, community participation, human resource capabilities, programmatic capabilities, financial stewardship, physical infrastructure, etc.

Thank you for participating in this discussion.

Appendix C: Financial Check List

Name of CAO: _____

Province: _____

Date Completed: _____

Researcher: _____

I) Financial Planning

- 1) Is there a current written **budget** for the CAO that is available?
- 2) If Yes to 1): What year or years does it cover? That is, does it cover the current year and future years?
- 3) If yes to 1): Does the budget distinguish between recurrent and capital expenditure?
- 4) If yes to 1) Does it distinguish between different types of recurrent expenditure, e.g. wages / ICT costs / rental payments etc.?
- 5) Does the budget link money and activities in a clear and logical way?

Further Comments on Budget Document:

- 6) Is there a current **strategy document** which sets out key aspects of CAO functioning such as what the CAO would like to achieve, how it intends to acquire funds, how it intends to ensure staff and materials adequacy, and so on for at least one year?
- 7) If yes to 6) : What year or years does it cover?

Further Comments on Strategy Document

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(Note the budget and the strategy document may form one publication)

II. Financial Control

- 7) Are financial transactions of the CAO conducted largely on a cash basis or through bank-intermediated transactions?
- 8) Does the CAO have a designated person who is responsible for CAO finances?

9) Does this person have a financial qualification or more than three years of financial management experience?

10) To who, if anyone, does the CAO finance person report regularly in terms of the finances of the CAO?

11) Is there a clear articulation of who is permitted to spend money on the CAOs behalf, and a clear articulation of the approval that is required from the finance person to do so?

12) Does the CAO have a bank account either in its name or in the name of the finance person?

13) To what extent has CAO actual spending composition and levels followed what was planned in the budget, for the current year as well as for previous years (assuming there is a budget)?

III. Financial Records

14) Does the CAO have a formalised book-keeping system, even if it is a rudimentary one?

15) If yes to 14), please describe briefly, including:

16) Is there a Transaction Journal (either physical or electronic) for recording all transactions on a daily or weekly basis?

17) Is there a ledger (either physical or electronic) or set of ledgers where daily and weekly records are consolidated?

18) Is there a financial statement, that is an income statement and a balance sheet, for previous years?

IV. Financial Reporting and Accountability

19) Does the CAO prepare a financial report on an annual or other basis for internal and external stakeholders such as its board, if it has one, and donors?

20) Does the financial report attempt to link financial information with non-financial service delivery performance?

Appendix D: Consent Forms



Participant Consent Form: Survey

Towards Part or Full Public Funding of Community Advice Offices:

A study conducting a Cost-Benefit and a Qualitative Analysis

Who we are: Hello, I am I work for the Human Sciences Research Council (HSRC), in the Democracy, Governance and Service Delivery Unit. We are working with the National Alliance for Community Advice Offices (Nadcao) in conducting this study.

What we are doing: We are conducting a cost-benefit and qualitative analysis study for encouraging the full or partial funding of CAOs by government.

Your participation: We are inviting you to participate in this research project. The aim of this project is to determine whether there is merit in making an economic argument for full or partial public funding of Community Advice Offices (CAOs) by conducting a Cost-Benefit and a Qualitative Analysis.

We are asking you to participate in the study because you have made use of the services of this CAO, and we feel you could provide valuable information relevant to this study. If you agree to participate, we will ask you to complete a questionnaire, which should take no longer than 20 minutes to complete. The information we get will help us to determine whether there is merit in making an economic argument for full or partial public funding of CAOs and will also provide us with a more in depth picture of the performance, challenges and successes of this CAO.

Your participation in this study is completely voluntary. However, we do encourage you to read this informed consent and ask any questions you may have regarding participation in this research.

Confidentiality: All identifying information will be kept in a locked file cabinet. The information will be kept confidential to the extent possible by law. The records from your participation may be reviewed by people responsible for making sure that research is done properly, including members of the ethics committee at the Human Sciences Research Council. (All of these people are required to keep your identity confidential). Otherwise, records that identify you will be available only to people working on the study, unless you give permission for other people to see the records.

Your answers will be stored electronically in a secure environment and used for research or academic purposes now or at a later date in ways that will not reveal who you are. All future use of the stored data will be subject to further Research Ethics Committee review and approval.

We will not record your name anywhere and no one will be able to connect you to your answers. The information you provide will be completely anonymous. Your information will be assigned to a code, which will be used throughout the data management process.

Risks/discomforts: At the present time, we do not see any risk of harm from your participation. The risks associated with participation in this study are no greater than those encountered in daily life.

However, if you provide us with evidence of fraud at this CAO we are obliged to report it to the police.

Benefits: There are no immediate benefits to you with participating in this study. However, this study will be extremely helpful for us in encouraging for full or partial funding of CAOs by government. If we are successful, there may be benefits for you in the future, with regard to personal financial stability and the financial stability of CAOs who provide services to the community.

If you would like to receive feedback on our study, we will record your phone number on a separate sheet of paper and can send you the results of the study when it is completed.

Who to contact if you have any concerns or inquiries: This research has been approved by the HSRC Research Ethics Committee. If you have any complaints about ethical aspects of the research or feel that you have been harmed in anyway by participating in this study, please call the HSRC's toll free ethics hotline 0800 212 123 (when phoned from a landline from within South Africa) or the REC Administrator at the Human Sciences Research Council on 012 302 2012 from 08:00-16:00, e-mail research.ethics@hsrc.ac.za.

If you have any further queries, which have not been addressed in your information package, or cannot be answered by one of our onsite researchers, please contact the principal investigator of this study, Dr Yul Derek Davids, Tel: +27 466 7838, email: ydavids@hsrc.ac.za.

CONSENT

I hereby agree to participate in this study. The aim of this project is to determine whether there is merit in making an economic argument for full or partial public funding of Community Advice Offices (CAOs) by conducting a Cost-Benefit and a Qualitative Analysis.

I understand that my participation is completely voluntary and agree that I have in no way been forced to participate herein. I also understand that I am able to terminate my participation in this study at any time, without consequences/ without having this decision affect me negatively. I understand that my participation and the information I provide will remain confidential.

I understand that the information that I provide for this survey/ questionnaire will be safely stored electronically and may be used for research purposes.

Signature of participant



Towards Part or Full Public Funding of Community Advice Offices:

A Study to Conduct a Cost-Benefit and a Qualitative Analysis

Who we are: Hello, I am I work for the Human Sciences Research Council (HSRC), in the Democracy, Governance and Service Delivery Unit. We are working with the National Alliance for Community Advice Offices (Nadcao) in conducting this study.

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Your participation: We are inviting you to participate in this research project. The aim of this project is to determine whether there is merit in making an economic argument for full or partial public funding of Community Advice Offices (CAOs) by conducting a Cost-Benefit and a Qualitative Analysis.

We are asking you to participate in this study because you are an employee/ staff member of this CAO, and we feel you could provide valuable information relevant to this study. If you agree to participate, we will ask you to partake in a focus group discussion lasting approximately 1 and a half hours, with a comfort break as needed. You will be accompanied by approximately 8 other colleagues who will also participate; the discussion will be led by a facilitator and a rapporteur who will make notes of the discussion. The information we get will assist in making an economic argument for full or partial public funding of CAO's and will also provide us with a more in depth picture of the performance, challenges and successes of CAO's.

Your participation in this study is completely voluntary. However, we do encourage you to read this informed consent and ask any questions you may have regarding participation in this research.

Confidentiality: All identifying information will be kept in a locked file cabinet. The information will be kept confidential to the extent possible by law. The records from your participation may be reviewed by people responsible for making sure that research is done properly, including members of the ethics committee at the Human Sciences Research Council. (All of these people are required to keep your identity confidential). Otherwise, records that identify you will be available only to people working on the study, unless you give permission for other people to see the records.

Your answers will be stored electronically in a secure environment and used for research or academic purposes now or at a later date in ways that will not reveal who you are. All future use of the stored data will be subject to further Research Ethics Committee review and approval.

We will not record your name anywhere and no one will be able to connect you to your answers. For the purposes of the focus group discussion, you will be given an identifying number, which will be used during the discussion as well as throughout the data management process.

We cannot control what you as individuals divulge once the focus group discussion has come to an end, and there is the possibility of confidentiality breach if participants speak about what has been said, outside of the focus group. While we cannot control if this happens, we encourage and advise that participants maintain the privacy and integrity of each other participant in the focus group and not disclose personally sensitive information that has been divulged in the session.

Risks/discomforts: At the present time, we do not see any risk of harm from your participation. The risks associated with participation in this study are no greater than those encountered in daily life. However, if you provide us with evidence of fraud at this CAO we are obliged to report it to the police.

Benefits: There are no immediate benefits to you with participating in this study. However, this study will be extremely helpful for us in encouraging for full or partial funding of CAOs by

