

Good practices and lessons derived through Johannesburg City Parks and Zoos' (JCPZ) non-profit organisations (NPOs) and cooperatives partnership programmes: A joint review by Centre on African Philanthropy and Social Investment and JPCZ

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1 Introduction

This paper is a joint production of the Johannesburg City Parks and Zoo (JCPZ) and the Centre on African Philanthropy and Social Investment (CAPSI). The study is part of a project called Resilient Urban Communities (RUC), a collaborative African-German project that addresses the United Nations Sustainable Development Goals “sustainable cities and communities” and “quality education” through research and dissemination of knowledge related to the subject areas of “good governance” and “local government”. It encompasses research, networking, and education components. RUC aims to improve urban supply systems and infrastructure for vulnerable groups in deprived local communities and enhance the governance of African megacities. The research program of RUC focuses on social enterprises (SEs) and non-profit organisations (NPOs) as subsidiary social service providers and vehicles for participation and integration that contribute to the resilience of urban communities. JCPZ on the one hand collaborates with CAPSI because of their active role in working with both SEs and NPOs. CAPSI on the other hand collaborates with JCPZ to carry out the research using JCPZ SE and NPO samples. The findings of this study are based on preliminary findings from interviews with JCPZ officials, SEs and NPOs.

The terms of reference are to document two good practices: JCPZ Expanded Public Works Programme (EPWP), cooperatives programmes, and NPOs (JCPZ, n.d.). The objectives were (a) to identify from the existing reports, interviews with JCPZ employees and implementing partners

(cooperatives) good practices and lessons learnt, and (b) to review and document good practices and lessons learned focusing on Johannesburg Zoo and Johannesburg Botanical Gardens. The methodological approach involved a desk review of existing documents including strategy plans, annual reports, and activity reports. It also involved field visits to the two sites to interact with the beneficiaries at a regional level. Field visits focused on the interventions under the two work streams, the EPWP and cooperatives programmes outputs identified as the focus for this review. It is structured based on the issues raised on the TOR roles and responsibilities as follows:

- Contextual overview (of NPOs and SEs) in Africa, South Africa, and Johannesburg and the locality where each project is based.
- Stakeholder mapping of state and non-state actors involved, or those that could be brought in to strengthen the programme.
- Outline and analysis of challenges faced by the department, JCPZ, City of Johannesburg (CoJ), implementing partners, and beneficiaries of the two work streams.
- Overview of the policy landscape, gaps, and opportunities.
- Documentation of stories and testimonies of change, where necessary.
- Recommendations of replicability whether it serves as an effective model and has potential for application to other contexts/programmes that are not labour intensive (community mapping of public spaces, monitoring trees' health, controlling alien invasive plants, park ambassadors, etcetera).

2 Contextual overview of SEs and NPOs in Africa, South Africa and the City of Johannesburg

SEs and NPOs play a crucial role in helping emerging economies achieve Sustainable Development Goals aiming to end poverty, protect the planet, and ensure prosperity for all (Sciortino, 2017). Sub-Saharan Africa, with a total population of approximately 1.14 billion inhabitants (Statista, 2022) is facing growing socio-economic challenges, including poverty, inequality, and inadequate infrastructure, have put pressure on the public sector to deliver services. These challenges have put immense pressure on the public sector to provide essential services, hence widening the service delivery gap. The governments may struggle to meet the increasing demands due to limited resources, capacity constraints, and bureaucratic inefficiencies. In addition, the poorly functioning markets and “institutional voids” as well as prevalent public sector funding and philanthropic resource constraints are other factors that have resulted in poor service delivery, especially to the marginalised communities (Littlewood & Holt, 2018; Parmigiani & Rivera-Santos, 2015; Rivera-Santos, Holt, Littlewood, & Kolk, 2015). Mosher-Williams (2006) also added that the dramatic changes experienced in the economic and cultural contexts have created a new landscape where the market and social mission have converged.

SEs and NPOs are increasingly filling this gap by typically engaging in the delivery of social services, particularly for marginalised groups and communities, irrespective of whether they are in urban or rural areas. This is particularly true in Africa where SEs and NPOs deal with the outcomes of poor functioning economies such as high unemployment, lack of resources, hunger, and homelessness (Markley, Topolsy & Green, 2016). For instance, SEs and NPOs are seen as key drivers of economic growth, a source of job creation, and a potential contributor to the achievement of the Sustainable Development Goals aiming to end

poverty, protect the planet and ensure prosperity for all (Navarrete Moreno & Agapitova, 2017; Sciortino, 2017).

In an urban setting, SEs and NPOs constitute social bonds beyond the family or clan within an urban setting; they are producers of goods and services and hence participate in the local market economy. They are active in the social domain providing social services that are pivotal for a sustainable (public) urban infrastructure such as housing, childcare, horticulture, counselling, and employment-related training, among others. It is thus of paramount importance to investigate their contributions to community resilience in megacities in Africa because recent studies allude to the fact that SEs and NPOs are ideal partners for a bottom-up and subsidiary approach to public service provision. Before delving into the objectives of this paper, it begins by briefly defining and outlining the characteristics of SEs and NPOs, highlighting similar and distinctive features in the African context before focusing on South Africa and JCPZ in the city of Johannesburg.

2.1 Defining SEs and NPOs

Generally, SEs and NPOs are multifaceted, diverse, and combine different institutional logics (Skelcher & Smith 2014), specifically those of the “market”, the “community” and “the family”. They use business methods to advance their social objectives. SEs and NPOs are two concepts that are sometimes used interchangeably or viewed as similar. This is because the social mission of both organisations is to pursue some social/environmental good, which has seen them play a crucial role as social service providers and representatives of community interests (Smith, 2010; Borzaga & Defourney 2001; Jansen et al 2013). However, SEs have been identified as distinct from NPOs in terms of “strategy, structure, norms, and values, and represent a radical innovation in the non-profit sector” (Dart, 2004, p. 411).

In brief, the term SE can be broadly defined as “a business venture trading for a social and/or

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environmental purpose” (Laratta, 2016, p. 5). SEs are privately owned organisations —either for-profit, non-profit, or a hybrid of the two — that use business methods to advance their social objectives (Navarrete Moreno & Agapitova, 2017). In examining this definition, NPOs are also under the umbrella of SEs who pursue social missions through a business model. This is in line with the legal definition of SEs in South Africa, where SEs are categorised into three main legal forms (LRC; 2011). They can be either classified as “(a) non-profit entities including voluntary associations, trusts, section 21 companies/non-profit companies (NPC); or (b) for-profit entities including co-operatives and private companies; or (c) hybrid structures where SEs divide their aims, objectives, and activities between two or more legal entities (e.g., combining a for-profit private company with a not-for-profit organisation like an Oust)” (Littlewood & Holt, 2018, p. 540).

In the legal definitions just outlined, one notable finding that contradicts these definitions is that of cooperatives in South Africa. In conversation with the JCPZ officials, it became clear that cooperatives, despite being categorised as organisations in the literature, are considered NPOs through the old Cooperatives Act. It was argued that cooperatives are in their infancy and are thus considered NPOs because all their assets go back to the community and their profits are low.

Although NPOs can be categorised under SEs, there are other distinctive features mentioned earlier (Dart, 2004). NPOs can be defined as a body of individuals who associate for any of three purposes which include performing tasks on behalf of the government, performing tasks which neither the government or other non-profits are not performing and inspire policy direction (Powell & Steinberg, 2006). In the South African context, a NPO is defined in Chapter 1 of the NPO Act, Act No. 71 of 1997, as “a trust, company or other association of persons, established for a public purpose; and the income and property of which are not distributed to its members or office bearers except as reasonable

compensation for services rendered” (RSA, 1997, p. 2).

Despite their definitions, they possess some similarities. SEs and NPOs in Africa strive to have a significant societal impact by addressing social, economic, and environmental problems, while also maximising profit to enable them to sustain those social activities. Unlike traditional charities and most for-profit organisations, they generally constitute social bonds beyond the family or clan, and are producers of goods and services and hence participate in the local market economy. In addition, they are active in the social domain providing social services that are pivotal to specific groups of individuals or within a spatially defined community (Etchart & Comolli, 2013). These include services such as housing, childcare, counselling, and employment-related training. They also play a significant role in facilitating job creation and training that targets mostly marginalised people (women, long-term unemployed, disabled, minorities, etcetera). Their advantage emanates from the fact that they have a strong presence and understanding of their local communities, hence can easily identify the service delivery gaps through flexible and innovative business models.

SEs and NPOs in Johannesburg comprise diverse organisational forms that include entities such as voluntary associations, non-governmental organisations, civil society organisations, the voluntary sector, non-profit institutions, community-based organisations, trusts, co-operatives, and private companies, which are pursuing a social mission. This study focused on NPOs, and the study revealed that they are all formed as voluntary associations and SEs are formed under the Cooperative Act. Both these organisations work with the JCPZ. Both the SEs and NPOs are locally founded, and they are usually small and micro enterprises. The NPOs interviewed are voluntary associations that are mission-led but have built their SEs out of their mission as a way to generate revenues to sustain their mission. SEs interviewed were cooperatives who are working with the JCPZ.

2.2 Characteristics and Activities of SEs and NPOs in South Africa

The South African society, wherein Johannesburg exists, presents a wealth of NPOs, faith-based organisations, SEs, and community-based organisations that have served communities in the country for varying reasons (Van Pletzen, Zulliger, Moshabela, & Schneider, 2014). As established, the country was exposed to apartheid pre-1990, which created immense social inequalities, severe oppression, and discrimination to the black majority of the population. This contributed to the growth and diversity of NPOs to address some of the social inequalities present. The growth of the non-profit sector is attributed to the formal recognition of the non-profit organisation's Act of 1997 and tax and funding reforms that manifested in the late 1990s post-democracy (Habib, 2005). In the early 2000s, the government initiated the EPWP by collaborating with various ministries to increase service delivery to communities and reduce poverty (Van Pletzen et al., 2014).

Inevitably, this contributed to the growth of the NPOs with many forming partnerships with the government to achieve the goals of service and poverty reduction, and build skills and capacity for communities. Habib (2005) categorises NPOs into two types, namely, organisations that are social watchdogs, so to speak, and those that are apolitical deliverers of services. All types have borne the brunt of a shrinking funding landscape, which commenced its downward trend post-1994 as a large percentage of outside funding, previously channelled towards NPOs, changed course to the new government post-democracy (De Wet, 2012). Undeniably, the legacy of apartheid still persists as South Africa continues to face many socioeconomic issues with unemployment, persisting inequality (South Africa is cited to be one of the most unequal societies in the world), market failure, poverty, and unemployment (Choto, Iwu, & Tengeh, 2020).

Since 1994, SEs and NPOs have served as key drivers of social support and address significant

gaps that are not covered by the first (government) and second (corporates) sectors (Choto et al., 2020). The partnership between the state and the non-profit sector was an outcome of apartheid social welfare provision (Patel, 2009) and NPOs evolved to fundraise in order to attract donor funds to execute their social mandates (Du Plessis et al., 2011). The type of funding sources the SEs and NPOs have is thus a key characteristic to consider as this differentiates one organisation from another. Coupled with this, the geographic spread is an essential characteristic as some organisations serve at the community level/ regional/ provincial/ national and international, with each of these presenting heterogeneity (Van Pletzen et al., 2014). Van Pletzen et al. (2014) offered a typology to differentiate the key characteristics of NPOs (see Table 1).

Though funding continues its downward trend, SEs and NPOs continue to grow. More than 32% of NPOs in South Africa are based in Gauteng (the City of Johannesburg is part of this province) with KwaZulu Natal housing 20% of these organisations. This means more than 50% of NPOs are represented in these two provinces. The National Development Agency 2008 conducted an audit of NPOs and found that more than 80% of NPOs were housed in Gauteng, KwaZulu Natal, Western Cape, and Eastern Cape provinces (Seabe, 2019).

This is an interesting finding as Gauteng is a major metropolitan area in the country and thus experiences greater public spending which consequently sees the province with a larger density of SEs and NPOs. "The NPOs in Gauteng province play a role in advancing community development and protecting citizens from dehumanising experiences and circumstances" (Choto et al., 2020, p. 592).

3 JCPZ

JCPZ is well-known for its public parks and zoo in Johannesburg, South Africa. JCPZ is a NPO duly registered in accordance with the Company

TABLE 1 TYPOLOGY OF NPOS IN SOUTH AFRICA

Code 1: NPOs classified in terms of 'resources' (These categories are 'mutually exclusive')	<p><i>Well-resourced:</i> stable funding salaried and stipended staff; established monitoring and evaluation (M&E) systems; mostly national or international NPOs</p> <p><i>Moderately resourced:</i> fairly stable funding, usually from more than one source; most of staff on regular stipends; emerging (M&E) systems; mostly provincial or local community-based organizations</p> <p><i>Poorly resourced:</i> very little or reliable funding; no or irregular stipends, very little accountability and very basic (M&E) systems; mostly local community-based organizations</p>
Code 2: NPOs classified in terms of 'orientation' of activities (These orientations are 'not mutually exclusive')	<p>'Direct service' orientation, which includes providing psychosocial support and relieving poverty through providing access to resources; activities mostly take place in clients' homes, but also in community settings or formal health facilities</p> <p>'Developmental' orientation, involving capacity-building in communities for instance by training or supervising groups or organizations to conduct health education programmes or income generating projects; activities mostly take place in community settings like NPO premises, schools</p> <p>'Activist' orientation, mobilizing communities to become aware of and exercise their health rights; activities mostly take place in community settings or formal health facilities</p>

Source: Van Pletzen et al. (2014, p. 746)

Laws of the Republic of South Africa and an independent municipal entity wholly owned by CoJ, (JCPZ, n.d. 2021b). It encompasses a large area and provides a diverse selection of leisure activities and attractions for tourists of all ages. JCPZ manages the park, which is responsible for the development, maintenance, and conservation of parks, green spaces, and biodiversity in the city (JCPZ, n.d.).

The JCPZ is home to a wide variety of flora and fauna, making it a popular destination for nature and wildlife aficionados. The zoo has a wide range of animal species from Africa and around the world, offering visitors an informative and participatory experience. In addition to the zoo, the park has lovely gardens, picnic areas, walking routes, and sports facilities that allow tourists to engage in outdoor activities while taking in the scenery (JCPZ, n.d.).

According to the JCPZ's official website, the facility is dedicated to environmental

conservation, education, and community engagement (JCPZ, n.d.). Its goal is to create a sustainable urban environment that encourages biodiversity, green space, and recreational activities. JCPZ, with its great biodiversity and extensive range of activities, is a vital resource for both residents and tourists, providing a unique blend of natural beauty and wildlife conservation in the heart of the city (JCPZ, n.d.). Table 2 provides a portfolio overview.

3.1 Overview of the JCPZ Programmes

3.1.1 EPWP Programmes

The EPWP is a South African government project aiming at alleviating unemployment and poverty by providing jobless individuals with temporary job opportunities (South African Government, 2020). Since its inception in 2004, it has grown to become one of the country's largest public employment initiatives, with operations spanning

TABLE 2 PORTFOLIO OVERVIEW

ITEM	DESCRIPTION
Total Regional Size	Over 20 000 ha of public green open spaces including parks, cemeteries, and nature reserves.
No of facilities	3 593 facilities (flagships, developed, undeveloped, main arterials, main roads, informal settlements, designated, non-designated public open spaces, nature reserves, bird sanctuaries, koppies, and riverine
Tree Canopy	Approximately 3.2 million trees in the City of Johannesburg (tree census pending)
No of depots	32
No of wards	135
Opex Budget	R1.2 billion
Capex Budget	R102.7million
Salary Bill	R637.6 million
Employee Compliment	1 315
Reserve Animal Population	158 animals
Conservation & Breeding Farms	14
The Zoo Collection	314 species and 53 Subspecies, 2 737 specimens
No of Conservation Areas	1 x Conservation & breeding farm 1 x Botanical Garden 34 x Nature Reserve 1 x Zoo
No of water features	49 (9 operational & 40 decommissioned)
No of cemeteries	37 (9 active & 28 passive) 2 Crematoriums

Source: JCPZ PowerPoint presentation at RUC convening meeting for partners at CAPSI

infrastructure construction, environmental protection, social services, and arts and culture (South African Government, 2020).

The major purpose of the EPWP is to promote job opportunities and improve persons' employability through income support, skill development, and work experience (South African Government, 2020). It is aimed towards both skilled and

unskilled employees, with a particular emphasis on women, young people, and individuals with disabilities (South African Government, 2020). The initiative employs a variety of implementation techniques, including direct public creation. Employment in the sector, collaboration with non-governmental organisations and community-based groups, and labour-intensive approaches

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in public infrastructure projects (South African Government, 2020).

According to evaluations and studies, the EPWP helps with poverty alleviation, income support, and skills development, particularly among marginalised groups (Marivate, 2019). Despite limitations such as limited funding and the nature of temporary jobs, the EPWP is regarded as a vital instrument in alleviating unemployment and poverty in South Africa (Marivate, 2019). According to the South African Presidency, from 2004 to 2019, the EPWP created nearly 4.5 million job possibilities (South African Presidency, 2020). It is crucial to remember, however, that the EPWP is a short- to medium-term intervention rather than a long-term solution to unemployment (South African Presidency, 2020).

JCPZ is responsible for the appointment of a dedicated EPWP “Champion” whose responsibilities include:

- The selection of suitable projects for inclusion in CoJ’s EPWP;
- Participating in setting task rates for workers to be employed on labour-intensive projects;
- The identification of projects suitable for inclusion in CoJ’s leadership programmes;
- Ensuring that the planning, design, and contract administration of labour-intensive works are carried out by consultants who have completed the necessary skills training;
- Monitoring and reporting on the implementation of EPWP projects in terms of standards and outputs;
- Selection of contractors via JCPZ supply chain management policy and the related contractor management; and
- Ensuring training and development requirements are in line with National Governments’ guidelines and policies.

JCPZ use the EPWP to create temporary job opportunities and provide skills training to the workers of cooperatives and NPOs. Cooperatives (a form of SE) consist of at least five members,

preferably family members, which form a cooperative and register with JCPZ, which means that it can apply to work with JCPZ and earn an income. According to a JCPZ official, cooperatives do jobs including horticulture and gardening, among others, into which women are also being integrated. JCPZ, through its tender system, invites registered cooperatives from marginalised communities with limited skills and assets to apply for the jobs advertised. JCPZ ensures that cooperatives are registered with the Companies and Intellectual Property Commission (CIPC) and the South African Revenue Services (SARS), which assists with contracting with these cooperatives and ensuring that there are no middlemen. When cooperatives are appointed, they receive a 36-month contract to work with JCPZ, however, there is no value attached, which makes it difficult for other businesses to invest or to access funds.

Many cooperatives have benefited from the programme with the help of JCPZ. Apart from earning an income, JCPZ offers certificated training; however, the cooperatives are responsible for the management of their businesses. Training topics range from using various tools, income and expenditure, computer literacy, basic accounting, money management, people management, and access to different markets, among others. According to the JCPZ’s integrated report for 2020-2021, 38 cooperatives were appointed and 1 894 job opportunities were created against 1 650 target. Through CoJ’s Department of Economic Development Department funding of R17.3 million was provided, and a total of 3 843 job opportunities were created (JCPZ, 2021b).

Challenges exist in the programme. According to a city official from JCPZ, many workers in the EPWP expect permanent absorption by the government, leading to a continuous cycle of re-joining the program. For instance, although the contracts are for 36 months there is no preference given to cooperatives when applying for contractors’ tenders. The CoJ needs to re-examine the EPWP database; municipal owned entities (MOEs) with labour-intensive vacancies should be given preference.

3.1.2 'Jozi@Work' Programme

This programme was initiated by CoJ to form cooperatives when the EPWP proved to be unsustainable. The programme intended to help more families create income for themselves and their dependents. Through cooperatives, at least five members from different households can form a cooperative that can create income for each of these households. The programme is targeted at the low-income communities who do not have adequate skills or assets to establish an enterprise. The Jozi@work programme served as an exit strategy for the EPWP program; its policy framework was designed to create an opportunity for communities to collaborate with CoJ, in the delivery of municipal services in their neighbourhoods.

Through the Jozi@work programme, JCPZ collaborated with various municipal departments focusing mainly on labour-intensive work that did not require machinery. Implementation was thwarted by political changes. The programme was created under the ANC but when the DA took over the programme was terminated. Through the Jozi@work programme JCPZ were able to create work opportunities coupled with training for the unemployed using its budget for the short-to-medium term (five years), in line with the national government's directive, the JCPZ's Integrated Development Plan, along with its strategy and supply chain management policy.

3.1.3 The Cooperative Development Model

JCPZ Cooperative Development Programme is part of a citywide programme initiated by the CoJ to include marginalised local communities in the economic mainstream. This is to align the JCPZ programmes with the priorities of the national government and the CoJ's Growth and Development Strategy and Integrated Development Plan. Through the cooperative model, JCPZ provides temporary job opportunities for start-up businesses and communities and promotes enterprise development capacity building and community development.

The model has gained momentum in the city. For instance, when the Jozi@Work programme

was cancelled, the cooperatives were already continuing with their work, hence JCPZ changed to a tender system to hire cooperatives. Cooperatives should come from disadvantaged areas. They should also be registered with the CIPC and SARS to enable them to contract with JCPZ. JCPZ acknowledges that they are no middlemen in this process, which ease their work. In general, cooperatives are given work in close proximity to their communities. Cooperatives provide various labour-intensive jobs to JCPZ. These include general horticultural maintenance services such as grass cutting, litter picking, tree pruning, weeding, sweeping, and tree planting, just to mention a few. The tenders should be awarded for a maximum period of 36 months, although the same cooperatives can be considered for the next tender cycle.

Through this programme, cooperatives are trained in both technical and soft skills. Technical training includes brush cutting, chainsaw, Safety, Health, and Environment (SHE) requirements, herbicide and pesticide control, alien plant control, as well as a 10-day horticulture training course. The soft skills training includes cooperative management, basic financial management, basic computer, basic human resources and labour relations, conflict management, client relationship management, cooperative management, and basic administration skills.

3.2. Stakeholder mapping of state and non-state actors involved, or could be brought in to strengthen the programme

Johannesburg is aspiring to be a World Class African City, and to do so it has adopted the Joburg 2040 Gauteng Growth and Development Strategy vision, which defines the type of society CoJ aspires to achieve, by 2040. Since JCPZ is a city-owned entity dealing with environmental matters such as parks, nature reserves, and the zoo, it has the mandate of keeping Johannesburg green and clean, along with uplifting the people's quality of life through various green initiatives (JCPZ, 2020). In essence, it is structurally

categorised under the CoJ Human and Social Development Cluster, its strategic focus must encompass its parental equivalent, the Growth and Development Strategy, and the CoJ strategic priorities (Business Plan, 2021-2022). To foster its environmental agendas and mandates further, JCPZ also has to work with various stakeholders in government and the community. The partnerships are encouraged in section 41(h) of the Constitution of South Africa: “(i) All spheres of government and all organs of the State within each sphere must co-operate with one another in mutual trust and good faith by- fostering friendly relations.... (iii) Informing and consulting one another on matters of common interest” (RSA, 1996, p. 21).

JCPZ, for instance, supports SEs and NPOs through direct partnerships and jointly sponsored

initiatives that might take advantage of each other’s relative strengths in fulfilling the mandate. These include partnerships with other government entities, communities, private sectors, NPOs and research and academic institutions.

Table 3 shows the various stakeholders that JCPZ interacts with to expand its mandate.

4 Operational and programming requirements of JCPZ

JCPZ has a mandate to support, promote, and develop small- micro- and medium enterprises within its jurisdiction. The main objective is to create jobs for the people where they live. To accomplish their mandate, JCPZ is funded by the government through the EPWP program where they procure goods and services through

TABLE 3 JCPZ STAKEHOLDER INTERACTIONS FOR MANDATE EXPANSION

STAKEHOLDERS	ACTOR	ROLE
CoJ	State	CoJ partners with other entities like the bus rapid transit system (BRT), City Power, Social Development etcetera. JCPZ receives money and in turn use contractors and cooperatives to do the work, which promotes cooperatives’ sustainability and provides short-term job opportunities.
Department Of Economic Development	State	The CoJ EPWP Office forms part of the Department of Economic Development. This office will fulfil the role of the advisory body providing support to the EPWP Champions and Other role players. Support functions include the following: <ul style="list-style-type: none"> • Development and implementation of the CoJ’s EPWP policy, strategy, and annual plans. • Coordination and monitoring of the citywide EPWP implementation. • Development and monitoring of EPWP targets. • Monitoring, evaluation, and reporting on KPIs. • Ensuring SMME development and training. • Ensure sustainability of jobs created. • Chair Citywide EPWP Steering Committee Meetings.
Enterprise Development Department	State	The Enterprise Development Department assist with program structure/ outline (e.g. Jozi@work programme) and are responsible for the enterprise development policy that is used by all entities within CoJ

(Continued)

TABLE 3 JCPZ STAKEHOLDER INTERACTIONS FOR MANDATE EXPANSION (CONTINUED)

STAKEHOLDERS	ACTOR	ROLE
Public Works Department	State	The Public Works Department oversee and are the owners of the EPWP program, which talks about temporary job opportunities and on-the-ground experience. This programme is intended for trained skilled workers to register cooperatives, access work as a business, and continue using community members in their program. The provide incentives to the CoJ to implement these programs. This funding is used to support EPWP and cooperative programs, so they can be more sustainable.
Ward councillors	State	Cooperatives, JCPZ, and ward councillors work together to source workers for EPWP that uses cooperatives to implement. This supports community businesses and provides short-term skills transfer and job opportunities to the communities. Ward councillors help with a database of people seeking employment.
Cooperatives	Non-state	Small start-up businesses with five members or more apply for tenders/work.
Volunteers/NPOs/ Non-Governmental Organisations	Non-state	These are mainly NPOs or non-governmental organisations who partner with JCPZ to identify and implement programmes.
Research and academic sector	Non-state	JCPZ collaborates with institutions such as Wits University to explore opportunities to partner on internships, leadership and skills development programmes and has joint research programmes and opportunities
Communities	Non-state	JCPZ have community members that are interested in forming cooperatives, the CoJ Enterprise Development Department helps with completing registration documents to register a cooperative. They also go through a mini-training session explaining what a cooperative is and the roles and responsibilities of a cooperative.
Private sector	Non-state	Private companies offer free training (e.g. BC Landscaping, Redpeg)
Education Sector (including Sector Education and Training Authorities)	State	Sector Education and Training Authorities partner with JCPZ around the Green Academy to explore opportunities to partner on internships, leadership and skills development programmes. They offer joint research programmes and opportunities, as well as operational programmes in collaboration with academic partners.

Source: Information adapted from JCPZ (2021a) and the interviews.

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cooperatives so that the cooperatives can be part of the mainstream economy. From the sites that were visited JCPZ and the cooperatives are achieving the following:

4.1 Employment creation

According to Choto et al. (2020), there are over a million employment opportunities created by the non-profit sector in South Africa thus the sector alleviates unemployment numbers. JCPZ is creating employment by giving the cooperatives contracts to do work like grass cutting, litter picking, tree cutting, and general maintenance of park areas. The cooperatives employ people from the neighbourhoods where the work is being done. The number of people employed depends on the amount of work involved in the contract. One cooperative is employing about 500 seasonal employees. The workers are paid according to the guidelines from JCPZ. The cooperatives manage the work between the communities and JCPZ. The recruitment process is largely controlled by the ward councillors where a database of the people who need employment is kept, and people are rotated accordingly.

As much as employment is being created, the challenge indicated by cooperatives is the limited number of hours specified in the contracts versus the high number people who need work. Workers may not be able to provide for their own basic needs, let alone any of their dependents, as they get minimal amounts for the work performed.

4.2 Capacity building and skills transfer

JCPZ has been providing a variety of training to the cooperatives, this ranges from administrative functions, basic accounting skills, and technical training. The training enables the cooperative to run their enterprises effectively, from registration to day-to-day business operations. Those workers who are trained are expected to train others.

Mostly cooperative members are trained, so when they recruit workers, they train them on how the work is done thereby spreading skills to a large number of people in the communities. One cooperative, based at the botanical gardens, is training many people and giving them a certificate of competence.

The challenge, however, is that the rotational employment system limits worker's access to training so they might not fully grasp some of the skills, as sometimes it takes time to fully understand the concepts involved. For example, it takes at least 12 months for someone to grasp environmental issues fully, but the limited time period for employment does not allow the workers sufficient exposure.

4.3 Economic growth and community development

NPOs are arguably a major contributor to public welfare services, helping to fill the gaps of market failure (Seabe, 2019). The flexibility they have to provide goods and services is owed to the limited pressures they face from voters or shareholders, which limit the activities of the government and the corporate sector respectively (Salamon et al., 2015) Some cooperatives have developed to be viable businesses that are contributing to the fiscus through payment of taxes and employment creation. Development is happening in the communities because there has been a positive change in the lives of the cooperative members as well as the community members. From the data gathered, the impact would be greater if the budget was increased and catered to more activities and people.

4.4 Poverty eradication

Since the apartheid era, numerous NPOs target poverty and inequality eradication due to the repercussions of the apartheid system. Poverty is an ongoing concern, and the government prioritises this as 60% of government spending goes toward grants (Choto et al., 2020). The EPWP

program targets people in their communities, who register viable businesses, or are trained through the cooperatives. Evidence gathered from the cooperatives showed that their members were not employed and did not have any livelihood means, but JCPZ supported them and now they can employ others. A cooperative in Soweto has young women as members who now own cars and are looking forward to buying land of their own. Although the salaries given to the workers may not be enough to cater to all their needs, they can put food on the table. Indeed, the program is eradicating poverty in the communities.

5 Challenges faced by JCPZ, CoJ, implementing partners, and beneficiaries

5.1 Lack of capital / Access to finance

Interviewed participants from the NPOs and SEs indicated that access to capital is their biggest challenge. They have never accessed any loans from banks, so rely on CoJ to give them tenders. NPO participants indicated that they rely on family donations and well-wishers to run their organisations. JCPZ officials echoed the same sentiments that cooperatives experience challenges in accessing capital as banks do not recognise cooperatives and/or do not sufficiently understand the nature of their businesses.

With no other sources of income, cooperatives took long periods to raise a meaningful amount of capital. SEs tender for jobs that are advertised by JCPZ, however, with JCPZ's budget, they can only award a limited number of tenders at any given time. Even those that win tenders take time to make meaningful capital injections into their businesses as they have other necessary costs like payment of workers. The growth of the organisations is limited because of a lack of capital.

The respondents from the NPO group indicated that they face a challenge in accessing capital and normally get help from family and other supporters. They might receive backing from

companies and donors as well as selling the products they produce. One NPO indicated that they were operating a SE as well as a foundation and the SE is funding the NPO. However, the capital gap is still huge, and its lack is limiting their growth.

5.2 Lack of skills

SES participants indicated that they do not have some of the skills that are required to run the business. As a registered business, a SE is expected to be compliant with all the regulations including tax laws. Given the level of education of these cooperatives, many of them fail to keep up with their accounting to be tax compliant. The lack of skills also affects them if they want to get funding or jobs outside CoJ.

During the discussions and meetings with cooperatives, the researchers met vibrant cooperative owners who could not tender for the jobs because they did not have the expertise needed to do so. Another skills gap is created because cooperatives are employing people in the communities on a rotational basis. Each new staff rotation enters the cooperative with less skills than the previous cohort. There is a lack of both business and technical skills, so cooperatives always have some workers who might not have the required skills.

CoJ provides training to these organisations; however, this is limited because of budgetary constraints. Training includes various skills, for example horticulture and gardening. The skills gained can be used to obtain work elsewhere once the short-term work with JCPZ is completed. Some SEs indicated that they were able to get jobs other than with CoJ because of the training received.

5.3 Working environment challenges

Closely related to the skills challenge are the working environment challenges. According to all the SE participants and JCPZ officials, the communities in townships do not want people from other townships to work in their areas. If they find

out that the people working in there are not local, they disrupt the work. The communities want all the people in the area to be given a share of work. To address this challenge, political ward counsellors keep a register of all the people who are eligible for employment in each area, and recommend the people to be employed at a particular time.

This gives everyone with an equal chance of having an income; however, it poses a further challenge with skills development. According to the environmentalist, who works in Cosmo City and trains people in the area, it takes more than a year for someone to fully grasp and understand environmental issues. However, the unemployed people in the area object to this longer-term employment and want equal opportunities for all community members.

5.4 Lack of markets

JCPZ provides support to the cooperatives through training on a number of skills and fulfilling the skills gaps in the cooperatives' communities. For example, JCPZ might provide tree pruning training and cooperatives might be awarded a tender with JCPZ for tree pruning for a certain period. Some participants indicated that they only work in JCPZ's contract periods and at other times they are idle with nothing to do. The contract positions at JCPZ are entry level with very little income. The intention was that cooperatives gain the necessary skills with JCPZ and then meet other players and collaborate on other work, outside of CoJ. However, cooperatives face challenges with other jobs as they do not have the skills and resources to compete effectively with other players in the market. Of the cooperatives that the researchers interacted with, only two indicated that they are now able to get other jobs outside JCPZ.

5.5 Management

The SEs working with JCPZ were created as cooperatives. These cooperatives comprised people who were close, or even relatives. The data

gathered showed that this posed a challenge as members of the cooperatives had arguments on the overall management of the cooperatives. The problem emanates from the fact that most members did not have management skills and had come together because of their social connection and not necessarily their business knowledge. This also raised elements of distrust among the members, which resulted in many cooperatives collapsing. Some members, who had a better understanding of each other, later regrouped and registered other entities. Some cooperatives did not have a board of directors which posed a challenge to the management of the organisation.

Another challenge raised by the environmentalist at JCPZ was balancing the conflict between land being utilised for farming and/or gardening activities or being occupied by homeless people versus preserving land as conservation areas. Many people used reserved areas for farming. According to the law, JCPZ can sue the offenders, but this is difficult to implement as some of these people cannot pay the fines.

5.6 Regulatory Framework

All the respondents from the SE and NPO groups indicated that they are not aware of the legal framework for SEs and NPOs. JCPZ officials indicated that they are trying to propose a law that supports and regulates SEs and NPOs.

5.7 Political interference

According to the JCPZ officials, the political leaders that control JCPZ might change over time, and in turn might affect how their projects are implemented. Each leader has priority areas, which could affect the projects that are already in the pipeline. SE representatives indicated that politics also affects them as the ward counsellor recommends jobs to the cooperatives. If someone is not politically aligned with the councillor, it may mean that they will not be able to get jobs until the councillor is voted out.

5.8 Insecurity in the parks

The JCPZ officials and some SEs stressed the issue of inadequate safety and security at JCPZ's public facilities. For instance, public facilities like parks and open spaces have become commonplace for homeless people and other idlers. This has resulted in vandalism of assets and infrastructure, deterrence of most people from visiting the parks, and the creation of tension and mistrust in the communities. The issue of insecurity is also attributed to a lack of collaboration between different law enforcement agencies/bodies, for instance, Johannesburg Metropolitan Police Department, South African Police Service, and Park Rangers, should all be responsible for safeguarding public spaces and facilities.

5.9 Lack of coordination and collaboration between these entities.

From observations by the researchers and information gleaned from the interviews carried out, it became clear that there is a lack of coordination and collaboration across the various city departments working with SEs. These two elements are crucial for effective urban governance. Working in silos can hinder joint decision-making, coordinated action, and integrated approaches to addressing complex urban challenges. When city departments work in silos, resources such as funding, personnel, and expertise may not be optimally allocated. This can result in duplicated efforts, wastage of resources, and inefficient service delivery to the public. Furthermore, such independent working can lead to fragmented policies and programs that lack coherence and fail to address complex urban challenges comprehensively.

6 Policy landscape, gaps, and opportunities

6.1 Policy landscape

It is the role of government to create supportive regulatory and legal frameworks which include

existing legal codes that define types of “activities, tax policies and fiscal incentives, [as] the rules for establishing, operating and closing an entity, and labour regulations” (Bernardino, Santos, & Ribeiro, 2016, p. 5; Borzaga & Galera, 2012; Seelos et al., 2011). JCPZ's mandate is derived from various policies to inform their work. These include the Constitution of South Africa, the Municipal Structures Act, and the Municipal Systems Act. Their mandate is set out in the Shareholder Agreement with CoJ: “The sustainable provision, preservation and management of open spaces, biodiversity, environmental and conservation services through education, research, direct conservation action and recreation, with a focus on the zoo, parks, open spaces and cemeteries”. (JCPZ, 2021a, p. 9).

6.2 Gaps

6.2.1 Policy gaps

JCPZ has put in place policies to carry out its mandate; however, gaps still exist. Considering the interviews done in this study and those available in the literature, key challenges encountered are mainly in the implementation process, which is indicative of poor policy formulation. These challenges include a lack of coordination and cooperation with relevant government departments — at national, provincial, and local levels — and weak policy alignment with key development plans. For instance, CoJ officials working with cooperatives from different CoJ departments and agencies, including JCPZ, Small Enterprise Development Agency, and Department of Social Development, were interviewed, and it became apparent that there was no consensus on how to serve the cooperatives in order to achieve the overarching goal of EPWP. However, it is undeniable that the government intervenes in a myriad of ways at the local level, but rarely are these interventions effectively coordinated.

The presence of policy silos and fragmented short-term policy interventions makes it hard to implement programmes effectively due to

services duplicated, gaps missed, and communication lacking between different government departments and agencies. For example the former managing director of JCPZ pointed out that although CoJ tries to implement changes, it is difficult to do so. He reiterated that many policymakers in CoJ have good ideas, but their ideas are simply not implemented. For example, CoJ is aware that they need to build resilience in urban communities. Resilience has been a buzzword in the Integrated Development Plan for 10 years, but nothing much has been done. Another example of poor implementation is the new rubbish collection and separation scheme in CoJ, which has failed. The community (mostly, very poor / marginalised people) saw an opportunity to earn some income. They collected various raw materials, such as plastic, glass, and metal, and took them to collection points to exchange for cash.

6.2.2 Funding gaps

The interviews showed that finance is a major challenge that threatens scaling up and sustainability of projects. Although cooperatives admit that the funding helps them, they pointed out that for the 36 months contracted, funding only covered two quarters (six months) per year, making the project unsustainable, especially for SEs who do not have any other income. They would prefer more steady access to financial resources. This is a challenge on which JCPZ concurs since they also depend on funding from the allocated budget, which is never enough. For JCPZ, their dependency on the contractor model is extremely high since they are a seasonal business, and only hire contractors when they have funding.

6.2.3 Management gaps

Management gaps, particularly resulting from political change, proved to be a big barrier to executing existing programmes. For instance, the Jozi@Work programme failed because of political changes, and neither JCPZ nor CoJ could fix the management gaps in the programme.

6.3 Opportunities

- *Innovative ways of financing:* Dialogues held with JCPZ officials proved that JCPZ has not managed to obtain an increased operating budget from CoJ for a number of years. Consequently, this negatively affects the management of parks as JCPZ will not be able to source sufficient contractors. JCPZ needs to consider innovative ways of financing JCPZ activities/programmes as well as SEs and NPOs. They need to consider multiple and diverse sources of funding. Diverse sources may include African foundations, high net-worth individuals, corporate funding (mainly corporate social responsibility), income generation activities, and collaborations.
- *Multi-stakeholder engagement:* The success of the parks depends on the participation of various stakeholders. The JCPZ can look for innovative ways of engaging various role players who influence the function of the park. Getting buy-in from the community is crucial to gain their trust and encourage their active participation in the park activities.
- *Vertical and horizontal collaborations with various government entities:* Cooperatives and NPOs proved to generate a lot of capital and jobs. Assisting these organisations should not be the responsibility of a single city department but the responsibility of both the local and national governments.
- *Entrepreneurial approach to managing parks:* JCPZ's model of introducing food gardens in underutilised spaces of the park is interesting. This entrepreneurial approach mixes commercial sales and services with social and environmental activities. JCPZ can explore how they can expand on the initiative as a way of creating jobs for the community as well as promoting urban farming and generating income.

7 Documentation of stories and testimonies of change

The RUC program is making a huge positive impact on the community members as seen in the following three examples:

7.1 Cooperative 1

Clint and four other members established a cooperative in 2016 as part of the Jozi@Work programme. Typically, it is close friends and family members who become part of a cooperative because they have the same vision. The process of registering a cooperative with CIPC took two months and cost R350. The cooperative does park maintenance which includes activities such as tree pruning, litter picking, and grass cutting. He admitted that neither he nor the other members had any experience or skills on how to maintain a park when he got a tender with JCPZ. Fortunately, JCPZ enabled them to get experience and expand their skills. Although they started with just picking litter in the parks, the training and skills achieved allowed them to also do grass cutting. JCPZ gives certificates to their workers for training completed which are very useful when applying for other jobs. Their attachment to JCPZ builds their reputation and provides a good basis from which to apply for other jobs with other employers. The cooperative's goal is to provide jobs and training for disadvantaged communities. They have expanded their job search and are also working with the Department of Social Development.

7.2 Cooperative 2

This is a cooperative based in Soweto, comprising five family members. The cooperative has a diverse business approach focusing on running a plant nursery, horticulture maintenance, bee-keeping, and making plant pots from newspapers. JCPZ helped the cooperative secure a plant nursery at the Johannesburg Botanical Gardens.

The cooperative members do not pay any fee for the plant nursery on the grounds of the botanical garden. The botanical garden shares cuttings with the cooperative to expand the nursery's plant diversity. They have several ways to find customers: word-of-mouth and at the market in Soweto where they sell their products.

Through the training that JCPZ provides, the members have been able to transfer that knowledge to others in Soweto as a way of giving back to society. The cooperative has worked with a woman who has been able to get a lot of experience doing grass cutting. According to her, it is a motivating factor for other women to know that they can also do it. Another exciting story is about one of the cooperative members who is an ex-convict. He was recruited and trained by JCPZ through the cooperative. He claimed that as a result of the work he is doing with JCPZ, he can provide for his family. He spoke excitedly about his young daughter and how he will not take this chance granted. *"These cooperatives give guys like me a chance. Before I was a brush cutter, I was thinking of other things, bad things. I ended up in jail. I wasn't doing the right thing. After I came out, City Parks (JCPZ) introduced me to brush cutting and gave me the opportunity."* Other members also thanked JCPZ for giving them jobs and training so that they can pay for medicine and food for themselves and their families.

7.3 NPO organisation:

The organisation was started in 2014 to help his community; it was registered in 2021 as an NPO. The founder worked in a corporate environment for 14 years in a customer care department. In his community, he saw people facing many challenges, which was the inspiration to start the organisation. The main aim was to assist the community with food, clothing, and access to education.

Since the NPO started, they have been involved in various activities including going to schools to

give schoolchildren life lessons about their development, health, and the environment. They have monthly feeding programs for the elderly, and feed schoolchildren, especially on sports days. Another important activity is providing health checks for the elderly.

JCPZ do not have a program that provides financial assistance to NPOs; however, they offer a variety of skills training, work with them in their programmes, and as well as help to provide linkages and collaborations with other organisations and corporates. The NPO has worked with JCPZ on environmental issues that are affecting their neighbourhoods. These include cleaning nearby parks and collecting recyclable waste to make goods, planting trees in their neighbourhood, and in the near future designing a programme to teach schoolchildren about climate change and environmental issues.

This NPO is cited as the best example. Although it may not have received direct funding from CoJ, it has created linkages that helped to sustain the organisation. For example, the NPO has agreements with corporates like Danone and Oasis that provide products to feed the children. They have agreements with dentists and massage therapists who assist with medical care of the elderly. Through these collaborations, the NPO has gained numerous customers who buy their produce. These funds are used to finance their operations.

Despite the challenges faced by many organisations, this NPO has been able to navigate through these challenges and make a positive impact on their communities.

8 Recommendations

- National government policies for cooperatives should be harmonized with the provincial and local level policies to ensure that cooperative can make a difference by building local economically viable and sustainable communities. All departments and agencies working
- with cooperatives should work together, rather than in silos, to ensure balanced strategies that maximize their limited resources and help meet shared economic priorities at the local level. Furthermore, a regulatory framework governing SEs is called for as this will open new opportunities for the sector.
- Look for innovative ways of funding. Although the current funding model is beneficial to SEs and NPOs, it also became apparent that JCPZ is experiencing a reduction in funding from CoJ. Alternative sources of funding should be considered to complement the current funding by CoJ. These could include funding from African foundations, high net-worth individuals, corporate funding (mainly corporate social responsibility), income generation activities, and collaborations.
- Implement an integrated safety management plan for parks and other designated open spaces to curb insecurity issues. The plan should also strengthen partnership collaborations with Johannesburg Metropolitan Police Department, South African Police Service, and community-based safety agencies.
- CoJ should strengthen the program by ensuring that the enterprise development department has a coordinating structure to connect all municipal-owned entities (MOEs) and other government entities (Department of Trade and Industry, Small Enterprise Development Agency, Gauteng Enterprise Propeller, among others) to work together for greater impact.
- CoJ needs to revisit the EPWP database, and vacancies in MOEs, that employ extensive labour to produce goods or service, should get preference.
- Value should be added to the 36-month EPWP contracts to make it easier for start-up businesses to initiate their businesses and access funding.
- Once the programme is completed, an evaluation should be undertaken to assess the impact it has had on community members' lives and the value it provided to start-up businesses.

- A citywide integrated waste management programme should be developed to allow for collaboration within CoJ in managing waste in communities surrounding parks and other green spaces. The programme should include environmental education and awareness programmes.

Because of the above recommendations, CAPSI and CoJ need to sign a partnership agreement on a long-term joint programme to strengthen Johannesburg's social entrepreneurship programme. Below are key considerations on the best way forward.

- CAPSI could offer the JCPZ Board and Executive Committee an introductory course (e.g. masterclass) on fundraising with a

particular focus on (a) strategies and (b) the role of leadership in resource mobilisation.

- CAPSI and CoJ could jointly develop a tailor-made social entrepreneurship training and support programme with a particular focus on the gaps and weaknesses identified in this project.

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