Knowing Civil Society Organisations

Insights into the state of civil society organisations doing regional policy work in Southern Africa, based on the Southern Africa Trust’s portfolio of grant recipient organisations

September 2009

1. The information contained in this report refers to the period up to the end of October 2008.
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1. Introduction

In the first year of the Southern Africa Trust’s operations, alongside establishing the organisation as a viable entity, a grant-making strategy was instituted and two open calls for proposals were issued and processed. The intention was to develop the Trust’s strategic approach by engaging with a large and diverse range of organisations across the Southern Africa region, in this way establishing a broad-based grants portfolio to support the Trust’s key policy-led intervention areas. In accordance with the Trust’s focus on creating an environment for sustained change, one of the Trust’s aims is to develop the architecture and capability of civil society organisations across the region so that they can be more organised and effective at influencing relevant policy development processes for the benefit of poor and marginalised communities.

The second year focused on mapping the terrain and consolidating partnerships. In the third year, the Trust focused on consolidating its programme areas and establishing new regional platforms and alliances, as well as creating opportunities for inclusive policy dialogue to address poverty in the region.

The Trust’s grants portfolio provides support to organisations working on policies to end poverty in the Southern African Development Community (SADC) region. Since its inception, the Trust has partnered with 120 organisations and allocated 180 grants amounting to approximately US$ 12 million. This report collates the information provided in the project reports required of all partners. It provides a lens through which to assess the profile and organisational health of a selection of Southern African civil society organisations involved in policy influencing work that has regional relevance, based on the Southern Africa Trust’s grant partner reports.

While the Trust has established strategic partnerships with the key regional civil society apex organisations, a broad and diverse spectrum of other national and regional civil society organisations are included in its portfolio. The organisations that the Trust supports encompass the full spectrum of strategies used by the Trust, namely:

- **Capacity building**, including knowledge development;
- **Policy dialogue** between the different social sectors on poverty in the region;
- **Creating an enabling environment** for meaningful policy dialogue;
- **Strengthening evidence-based advocacy** by organisations of poor people; and
- **Giving grants** to creative organisations that amplify the voices of poor people.

The main thematic areas that the Trust focuses on are governance, development and human security; the regional dimensions of migration and social protection; finance, trade, investment and pro-poor growth; community participation in natural resource management including food security and livelihoods; and the state of civil society organisation and capability to do regional policy work in Southern Africa.

This report reflects the status of the organisations supported by the Trust after three years of the Trust being operational, as at the end of October 2008. The Trust intends to produce an annual status report on the portfolio of organisations it supports. Future evaluation and impact reports produced by the Trust will use this information and analysis to track progress on these indicators against baseline indicators measured by the Trust when it started operations. The information and analysis contained in this report will also be used to assess any changes during the year through the annual status report.
2. Profile of partners

2.1 Grant partners

Up to October 2008, the Southern Africa Trust provided funding to 98 organisations. About a quarter of these partners received two or more grants from the Trust. In total 142 grants were given. Eighty-three of the grant contracts were successfully concluded, 46 were ongoing, and 13 were terminated without being successfully concluded. There were various reasons for the 13 terminations. In some instances organisations closed down. In others they did not have the capacity to implement the programme or to improve their capacity to do so in the time-frame required for the successful implementation of the project, and the support was therefore withdrawn. In others, concerns over the management systems resulted in the Trust terminating the agreement.

In this section we provide a brief overview of the profile of the Trust’s grant partners using different lenses, namely location, sector, size, focus areas, and connectivity.

Figure 1 below illustrates the profile per organisational type of the Trust grant portfolio as at October 2008. More than half the recipients were non-governmental organisations (NGOs). The next largest grouping was research organisations which comprised 11% of partners. Nine per cent were media entities and 6% faith-based organisations. A further 6% were business organisations. The remaining types of organisations, representing between 4% and 1% of the grant portfolio respectively, were coalitions, government agencies (including the SADC Secretariat and the New Partnership for Africa’s Development (NEPAD)), labour, social movements and training organisations.

![Figure 1 Number of grant recipients by type of organisation](image-url)
There is no clear trend of grant size in each organisational band, with different-sized grants spanning each category.

### 2.2 Thematic focus area

Figure 2 presents the number of grant recipients according to their specific focus areas. The largest number of organisations supported in a particular thematic focus area, representing 39%, worked on strengthening civil society organisation and capability in order to better influence policy in the region. This is followed by governance for development at 31%, and includes models of effective policy development. Natural resource management, including food security, was the third largest focus area at 12%. Migration and social protection matters (7%) and finance, trade, investment and pro-poor growth issues (8%) received the least attention as at October 2008.

![Organisation by focus area](image)

*Figure 2 Number of grant recipient organisations by thematic focus area*

The same categorisation by thematic focus area, but this time using the total value of grants allocated, changes the picture somewhat. The governance for development thematic focus area dominates, followed by civil society organisation and capacity development, and natural resource management. The migration and social protection and finance, trade and investment focus areas remain the two smallest areas of activity. This is depicted in figure 3 below.

The 39% of recipients focusing on building regional civil society organisation and capability received 31% of grant allocations; while the 31% focusing on governance received 37% of the total grant allocations. At the end of October 2008, grant allocations amounted to almost ZAR 60 million.
### 2.3 Size of the organisation

Figure 4 below provides an analysis of the size of organisations that are receiving grants. Organisational size is classified according to existing staff numbers as follows:

- Very large (> 50)
- Large (15<50)
- Medium (5<15) and
- Small (<5)

Thirty-five per cent of organisations that received grants from the Trust were medium-sized with a staff complement of between 5 and 15. A further 20% were very large organisations with a staff complement of over 50 people. Thirteen per cent were large organisations and a further 13% were small organisations with less than 5 staff. Nineteen per cent of organisations did not submit relevant data and could not be analysed.

While there is no correlation between the size of the organisation and the size of the grant, the data suggests that the Trust’s partners were generally well-established organisations, with the main focus being on adding value on the content, rather than on the size of the organisation. Of the total grants portfolio, 19% of grants were categorised by the Trust as allocations for innovative or ground-breaking work. The bulk of these grants support existing entities to explore work in new areas.
Concluding the profile of the partners, it is clear that up to October 2008, the Trust mainly provided support to established organisations, most of whom were NGOs working on building regional civil society organisational capacity for pro-poor policy work, as well as strengthening governance for more effective development.
3. **Health of organisations**

### 3.1 Staff turnover

Forty-nine per cent of organisations that provided information had experienced staff turnover during the grant period. Figure 5 below illustrates that – of the organisations that did respond – eleven decreased and eighteen increased their staff numbers. There were only two incidents reported of poor staff conduct by grant recipients and staff misconduct did not appear to be a contributing factor to staff turnover.

![Staff turnover](image)

**Figure 5 Changes in staffing of organisations during the grant period**

In general, organisations of all sizes were relatively stable during the grant period and there were very low percentages of organisations that reduced their staff. Large organisations were more likely to expand their staffing during the grant period than other-sized organisations. Small and medium sized organisations were the least likely to expand. The organisational types of organisations that predominantly experienced staff increases were: government agencies, media houses, and training institutes. Those that predominantly experienced no change were business organisations, faith-based organisations, research institutes, and NGOs. Some NGOs, media houses, and research organisations experienced a reduction in staff, but this was the minority. An equal number of coalition organisations experienced increases and decreases in staff numbers.

The organisations receiving small grants were more likely to decrease staff and less likely to increase staff than organisations receiving larger grants. However, those receiving smaller grants were newer, less established organisations that struggled to generate funding, while those receiving larger grants were more established with more secure funding, and grants made to them included staff costs.
3.2 Governance

Supporting organisations to develop and strengthen their own internal governance and management processes and structures is a key component of the Trust’s capacity development strategy, with governance structures being particularly important in this respect.

The vast majority of grant recipients had functioning boards of directors. A functioning board is one that meets at least twice a year. There were only three instances in which organisations reported that their boards were not functioning. The size of the organisation did not appear to have an impact on whether their boards were functioning effectively or not, as the three non-functioning boards come from a medium, small and very large organisation respectively, and were a media, a research, and an unspecified organisation respectively. It was statistically not possible to determine whether there is a correlation between organisational type and the functioning of boards.

There appears to be relative stability in the functioning boards with an occasional member resigning, usually for personal reasons. There did not appear to be a link between the likelihood of board directors resigning and the size of the grant provided to an organisation.

3.3 Funding

There was a 60% response rate to the question of whether organisations were experiencing funding problems. Of those that responded, none reported that they were having such problems.
4. Partner networks

4.1 Links with community-based groups

The Trust emphasises a strong connection between civil society organisations and their membership base, as well as linkages between diverse sectors, as a necessary strategy to improve the legitimacy, credibility and effectiveness of civil society organisations. For example, the Trust particularly emphasises the need for stronger linkages between representative civil society apex organisations or umbrella bodies, research groups, and community-based organisations (CBOs) on specific thematic issues.

The nature of linkages between grant recipients and community-based groups is demonstrated in the following series of figures (6 & 7) that analyse these linkages.

![Networking of organisations with community-based organisations](image)

*Figure 6 Networking of organisations with CBOs by organisational size*

Most partners networked with CBOs. Seventy per cent or more of very large, medium and small-sized organisations networked with CBOs. Only 30% of large organisations networked with community-based groups. At a superficial level, this looks very positive; however, many partners use a very broad definition of CBOs by including, for example, research areas that deal with community-based issues or NGOs in the definition of CBOs. This would appear to indicate a need for further work with the sector in order to build a common understanding of the sector and the different players in the sector.
Networking of organisations with community-based organisations by organisation type

All faith-based and training organisations, 80% of NGOs, and 75% of research organisations directly link with community-based groups. Only 25% of media-based organisations have such a link. None of the business organisations, coalitions, or government agencies reported direct links with community-based groups.

Organisations focused on the building of civil society organisation and capability, as well as those focused on improved governance for better development results were most likely to be linked to CBOs. However, there was no correlation between the size of the grants received by recipients and the likelihood of their linkages with CBOs. More than half of the Trust’s partner organisations that focused on natural resource management and the regional dimensions of migration and social protection were also likely to have links to CBOs. However, only half of the organisations that focused on finance, trade, and investment for pro-poor growth reported such linkages.

4.2 Networking with governments

For civil society organisations to successfully influence policy development so that the voices of the poor are reflected in policy outcomes, civil society organisations must of necessity engage with policy-makers in government agencies.

Most organisations supported by the Trust report increased networking with governments. All business organisations, coalitions, faith-based groups and government organisations reported linkages with government officials. While the majority of NGOs and research institutions also do, none of the training organisations reported such engagement. Interestingly, the size of the organisation did not seem to influence the likelihood of an organisation having linkages with government officials.
Networking of organisations with government according to thematic focus area

Figure 8 Networking with government officials by thematic focus area

Figure 8 illustrates the link between an organisation’s focus area and the likelihood of it networking with government officials. It is significant that organisations that focus on finance, trade, investment and pro-poor growth had links with government officials. Those organisations working with governance for development, and organisations focusing on building regional civil society organisation and capacity to do pro-poor work also had links.

Just over half of the organisations focused on the regional dimensions of migration and social protection, as well as natural resource management, reported links with government officials. Although the majority of organisations within the different bands of grant allocation values reported linkages with government officials, it appears that organisations that received bigger grants were more likely to have linkages with government. Finally, of the organisations supported by the Trust, organisations based in Zimbabwe reported being most likely to engage with government officials. This probably represents the type of organisations supported by the Trust in Zimbabwe. Of the seven partners funded, five were engaging with government officials at either national or regional level.

4.3 Networking with SADC

The size of an organisation correlates with its reported ability to engage with SADC. Figure 9 below shows that large, medium and very large-sized organisations were significantly more likely to engage with SADC than smaller organisations.
Figure 9 Linkages with SADC by size of organisation

Figure 10 Linkages with SADC by type of organisation

Figure 10 illustrates that research organisations are the most likely to engage with SADC structures and processes. The majority of faith-based organisations and about half of coalitions, media houses, and non-governmental organisations also reported linkages with SADC.

Those organisations engaged in the thematic areas of finance, trade, investment, and pro-poor growth, as well as migration and social protection, and governance for development were the most likely to have linkages with SADC. About one-third of the organisations focused on community participation in natural resource management and the ability of civil society organisations to do regional pro-poor policy work, did not report engagement with SADC. There was no correlation between the level of funding.
received from the Trust by an organisation, and the probability of it engaging with SADC.

4.4 Networking with the private sector

The Trust supports stronger engagement between business organisations and government agencies in the region on poverty and development issues, as well as stronger engagement of business representatives by other civil society organisations so that the contribution of business to poverty reduction in Southern Africa is integrated into influencing pro-poor policy. If this engagement with business does not happen in a better way, there is little likelihood that the regional poverty-focused development agenda will advance or be effective.

There was no clear correlation between the size of an organisation and the likelihood that it networks with the private business organisations. Large and small civil society organisations were the most likely to engage with business organisations, and very large organisations were the least likely to network with the private sector.

![Networking of organisations with the private sector by organisation type](chart)

*Figure 11 Likelihood of engagement with business organisations by type of organisation*

Figure 11 illustrates some interesting dynamics in private sector engagement by grant recipients. Campaign coalitions, faith-based organisations, government agencies, and training organisations did not report any linkages with the private sector. The majority (60%) of NGOs also did not engage with business representatives. Only a small number of research and media institutions supported by the Trust reported any engagement with business representatives.
Networking of organisations with the private sector according to thematic focus area

Figure 12 Likelihood of engagement with business organisations by thematic focus area

Figure 12 shows that 75% of organisations that focus on the thematic areas of finance, trade, investment, and pro-poor growth, have linkages with the private sector. Fifty-seven percent of those organisations focused on the state of civil society also reported linkages with the private sector. However, less than half the organisations involved in the thematic focus areas of community participation in natural resource management, migration and social protection, and governance for better development results, engaged with the private sector.

4.5 Development of new networks

The Trust promotes the development of stronger regional linkages and alliances between civil society organisations as an important strategy, both for more meaningful regional integration in Southern Africa, and to increase the pro-poor policy influence of civil society organisations across the region; that is to make regional integration work for the poor. The Trust promotes the establishment of such linkages and alliances both within and between different sectors, in specific thematic focus areas.

The majority of organisations of all sizes had developed new networks during the grant period. Faith-based organisations, NGOs, and research institutions are the only types of organisations which reported that some had not succeeded in this area.

All small organisations reported establishing new networks. In most geographic locations there was no consistent pattern, except in Botswana where none of the partners reported establishing new networks.

Organisations focused on governance for development, the state of civil society, economic integration, and migration and social protection were the most likely to have forged new linkages during the grant period. Organisations focused on natural resource management were the least likely to have done so. There was no correlation between
funding levels and the likelihood of organisations forming new networks.

### 4.6 Participation in multi-stakeholder dialogue

The Trust specifically promotes forums for pro-poor policy engagement between civil society organisations of different types, government officials/policy-makers, and business representatives. The Trust believes that this kind of stakeholder engagement in policy development is essential in ensuring that poverty reduction initiatives in the Southern Africa region are both effective and sustainable. Without such engagement, it is unlikely that regional integration will be made to work for the poor in Southern Africa.

![Participation in multi-stakeholder dialogue by organisation size](image)

*Figure 13: Participation in multi-stakeholder dialogue per organisational size*

Figure 13 shows that large organisations were most likely to be involved in multi-stakeholder dialogue. However, half of small organisations, 40% of medium-sized, and 43% of very large-sized organisations were also likely to be engaged in multi-stakeholder dialogue.

All the government agencies supported by the Trust reported engagement in multi-stakeholder dialogue. At the other extreme, no business organisations or training organisations reported participating in this manner. While at least half of coalitions, faith-based organisations, NGOs and research institutions participated in multi-stakeholder dialogue, very few media organisations participated in this way.

Those organisations involved in the thematic focus areas on the state of civil society and governance for development were most likely to participate in multi-stakeholder dialogue. Organisations that were focused on migration and social protection, and pro-poor economic integration, were least likely to engage in multi-stakeholder dialogue.
There seems to be a correlation between the likelihood of participation in multi-stakeholder dialogue and the size of the grant given to an organisation. All organisations in the highest funding band reported engagement in multi-stakeholder dialogue, followed by about 75% of organisations in the lowest funding level. Between 35% and 55% of organisations that received other levels of funding reported such engagement.
5. Policy development

5.1 Development of policy positions

A number of measures have been used to assess the kinds of organisations that are developing policy positions in their particular focus areas. A large number of grant recipients noted policy engagement and development as a performance area requiring improvement.

Organisations of all sizes reported being involved in the development of policy, but large and small-sized organisations were more likely to be engaged in such activities. This can be attributed to the fact that many small organisations are research organisations and large organisations have established research divisions.

The Trust’s grant-making strategy aims to build the capability of civil society to produce change. As figure 16 illustrates, a significant proportion of faith-based organisations, media organisations, NGOs, coalitions and research institutions supported by the Trust are very likely to be involved in initiatives that influence policy. However, business organisations and training institutions reported no engagement at all in the development of positions to influence policy.

Organisations focused on building regional civil society organisation and capability for policy work were most likely to be involved in influencing policy. Organisations focused on governance for development, migration and social protection, and pro-poor economic growth were very likely to be involved in the development of policy positions. However, those involved in natural resource management were least likely to do so.

The level of funding received does not appear to have a major impact on the likelihood of organisations having been involved in the development of policy positions. However, 100% of those receiving very large grants were involved in developing policy positions.

Figure 16 Likelihood of engagement in policy development by type of organisation

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6. Policy work and lessons

Documenting and reflecting on intentional and unintentional learning in project implementation is an important aspect of the Trust’s approach to working with partner organisations. Lessons learnt in the implementation of projects were highlighted by grant recipients in their reports. These have been clustered below into different areas:

6.1 Policy development and engagement

Lessons that draw on the development of policy positions and engagement in policy dialogue were raised by a large number of organisations:

Firstly, developing countries share many similar problems and a collective approach should be adopted to find solutions. Greater attention should be given to unpacking issues, assumptions and concepts to facilitate a shared understanding amongst organisations towards building consensus on policy issues. Some organisations agreed that more support should be provided to organisations specifically to develop policy development approaches for pro-poor and sustainable development. One grant partner gave the example of a new generation of developmental states emerging in Latin America, attempting to reconnect politics and economics through building participatory, democratic processes from community level up, and building redistributive mechanisms into state policies.

Secondly, some organisations noted the multi-dimensional nature of poverty and the related need to develop a new approach to policy development, adding that until and unless there is greater focus on the development of the whole person (i.e. physical, emotional, intellectual, psychological, spiritual and material) and the whole person is identified as the locus of development, grand plans and strategies will not transform society. This thinking provides a basis for the Trust’s objective of creating a platform for ethical and committed strategic leadership through a process that allows leaders of civil society to interact as individuals as well as leaders, and to reflect on their roles and challenges as role models in the sector.

Thirdly, a concern was raised that there are relatively few civil society organisations participating in public policy development. Public participation processes in policy development are generally perceived as being weak. This is exacerbated by poor infrastructure in certain countries where organising of communities becomes difficult. More engagement with local community-based organisations by bigger and more professionalised NGOs is proposed as a way to increase civil society’s input into policy development. At the same time, some organisations raise a concern that governments will regard community-driven initiatives as a threat and that this should be mitigated by securing the support of local leadership, and ensuring strong networking and advocacy with government at all levels. High levels of participation in deciding priorities in the public sector are vital to the poor. There should be a stronger focus on increasing awareness and knowledge of economic development issues amongst civil society organisations in the region.

Fourthly, political will is regarded as essential to give effect to policies that impact positively on the lives of poor people. One organisation highlighted the importance of building the capacity of policy-makers to engage civil society organisations and, through improved engagement, holding governments accountable through monitoring the implementation of policy. A proposal emerged that policy-makers should be capacitated with knowledge about how to access information. Because
policy choices are ultimately political, politicians and government officials should be equipped with concrete information and an understanding of the positions of civil society organisations.

Fifthly, one partner organisation argued that the process of building international solidarity requires ongoing analysis of both local and international policies. In addition, it was observed that an important link exists between policy development and popular mobilisation around pro-poor interests.

Sixthly, key regional apex organisations see a new openness in the SADC region to engage with civil society organisations. However, this also highlights the need to strengthen the capability of civil society organisations to engage SADC on policy issues.

6.2 The Millennium Development Goals (MDGs)

The point was made that the MDGs should have primacy over regional planning instruments, providing a common rationale to international aid and national planning. However, another organisation noted that there is relatively limited knowledge of development frameworks and the MDGs, and called for greater awareness raising and a greater willingness to hold governments accountable for these targets. A media agency specifically argued that journalists should be supported to improve their understanding of the MDGs because the extent of their knowledge of such development frameworks was particularly low.

6.3 Understanding of popular organisations

There seems to be confusion amongst partner organisations regarding the nature of a popular organisation that represent the voices of the poor. Many partners claim to be collaborating with broad-based organisations, but are actually networking with research institutions and/or professionalised non-governmental organisations. This represents an ongoing concern that civil society organisations, in general, must improve the ways in which they are linked and accountable to the groups whose voices they want to represent to more credibly reflect the interests of poor and marginalised groups.

6.4 Advocacy

Most organisations recognise the importance of collaboration for more effective advocacy. For example, advocating for changes in the loan conditions of global financing institutions requires a multi-stakeholder approach that includes governments, donors and civil society organisations. However, one partner raised a concern that there is a lack of co-ordination in the civil society sector in the region as regards lobbying governments.

Some grantees’ experience is that media is a powerful tool in advocacy campaigns. A clear media strategy is of key importance and is regarded as the most compelling
instrument for civil society organisations to strategically engage governments on policy positions. Another viewpoint is that lobbying and advocacy should be linked to implementation together with the target groups.

In general, several organisations reported learning that strengthening the advocacy role of civil society organisations starts with raising community awareness and then building the capacity of locally based organisations to engage governments.

6.5 Networking

A partner working in natural resource management raised a concern that despite multi-country networks being invaluable, a lack of communications infrastructure makes the logistics of these networks extremely difficult.

Developing research partnerships in the region takes time but these are usually extremely productive and substantially reduce inequalities in the awarding of research contracts between institutions and countries in the region. However, building such partnerships requires innovative methodologies, for example, in cross-country comparisons.

The importance of creating linkages between governments, donors and civil society organisations was highlighted by several organisations. One proposal is that networks should be built on practical issues and that greater sharing is required amongst organisations. However, defining organisational roles was seen as important for the success of such initiatives.

There is specific concern shared by some partners over the lack of co-ordination and collaboration in the faith-based sector. Faith-based organisations engaging in partnerships with others have the potential to transform policies and influence the creation of pro-poor policies. When agencies and specific groups in the faith-based sector move out of their silos and collaborate more effectively, material resources and personnel could be more efficiently deployed and financial resources made more accessible for the benefit of the poor.

6.6 Political commitment to policies

Political commitment to policies should be measured by translation of policies into national budget priorities. A grantee engaged in research activities highlighted the lesson that social protection programmes prioritised in the national budget are the most successful. Similar learning was reported by partners involved in national poverty reduction strategy development with governments.

6.7 Capacity of the media

A partner working in media argued for the need to target journalists for training on the importance of the media in poverty reduction. Tied to this, working at a regional level in multiple languages emerges as a means to facilitate inclusiveness within the region. The costs of translation therefore need to be built into the strategies.
7. Conclusion

The Trust’s role has been to support its partners in coalition-building and networking that strengthens horizontal and vertical engagement in national and regional pro-poor policy development. Attention has also being directed towards developing evidence-based research and policy analysis, through both technical and financial support. This has increased the level and quality of development of regional responses by civil society to poverty-related policy issues.

Reviewing the reports and data gathered in the grant-making process has provided an overview of the status of the Trust’s grant partners in supporting regional pro-poor policy work in Southern Africa. It has given some insight into how they are placed in terms of achieving the objectives set to make regional integration work better for the poor. Future annual status reports will build on this report and the Trust’s baseline indicators, which will make it possible to contextualise the trends amongst civil society organisations supported by the Trust which are working regionally to influence policies to overcome poverty in Southern Africa.