In loving memory of my grandfather and grandmother
DECLARATION

I, René Plaatjies, hereby declare that:

♦ the work in this dissertation is my own work;

♦ all sources used or referred to have been documented and recognized, and

♦ this dissertation has not been previously submitted in full or partial fulfillment of the requirements for an equivalent or higher qualification at any other recognized educational institution.

____________________

René Plaatjies

January 2003
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EXECUTIVE SUMMARY

A background of serious disparities in past welfare policies, legislation and programmes, necessitated the need for a far-reaching new social welfare policy in South Africa.

The adoption of the White Paper for Social Welfare by Parliament in February 1997, set the path for the new social developmental approach to social welfare, dealing with key substantive issues in addressing the restructuring of social welfare services, programmes and social security.

The Eastern Cape Province is one of the poorer provinces in South Africa. Negative radio and print media reports on social welfare in the province in the past three years has made it clear that serious problems and disparities face the provincial department. Several of these media reports highlighted issues relating to poor service delivery and unacceptable conditions of under-development and poverty still prevailing in the province. The Eastern Cape Welfare Department has been plagued by fraud and corruption, and in a report of the Eastern Cape legislature’s standing committee on welfare in 2001, it was found that fraudulent activities, corruption and misconduct by government officials are still prevalent in the welfare department.

The objective of this research was to assess whether the Eastern Cape Department of Social Development (Welfare) is implementing this new social developmental approach to social welfare, as set out in the 1997 White Paper for Social Welfare.

The main areas of focus were as follows:

- Establishing the basis for a normative approach to social welfare and applying it to the South Africa social welfare context.

To establish whether personnel in the selected welfare departments were knowledgeable about the White Paper.

To ascertain whether personnel had undergone training in line with the new social developmental approach to social welfare.

Obtaining relevant information to find out what poverty alleviation programmes were operational.

Obtaining relevant information to find out what developmental social welfare projects were operational as well as who the prime targeted beneficiaries were.

The research included a study of relevant literature and an empirical study. The aim of the literature study was to obtain a solid base of information and opinions regarding the concept of developmental social welfare. Making use of a structured questionnaire and conducting elite interviews, the study consisted of two categories. Category one included the directors of the selected welfare departments, while category two included the senior personnel in the departments.

The following were the main findings:

Most personnel in the selected welfare departments were not knowledgeable about the White Paper.

Many of the personnel were not trained in implementing the new social developmental approach to social welfare.

Programmes and projects thus far implemented had not had the desired effect, and opportunities to social developmental welfare were still not being followed.
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INTRODUCTION

DEMARCATION OF THE STUDY FIELD AND RESEARCH METHODOLOGY

INTRODUCTION

In 1994, after years of hard-fought battles and widespread resistance, South Africa experienced seismic shifts in the nature of social and political organization. These fundamental, society-wide changes provided South Africa with opportunities to significantly affect both the content and direction of policy.

A background of serious disparities in past welfare policies, legislation and programmes necessitated the need for a far-reaching new social welfare policy.

With the adoption of the White Paper for Social Welfare by Parliament in February 1997, a new path for social welfare in the promotion of national social development was charted. The new developmental social welfare approach dealt with key substantive issues in addressing the restructuring of social welfare services, programmes and social security (South African Yearbook, 1998-1999:357-358).

In July 2000, the Department of Welfare was renamed the Department of Social Development. Provincial welfare departments were allocated the responsibility of formulating, coordinating, maintaining and reviewing provincial social welfare policy and planning, using the White Paper for Social Welfare as a basis.

STATEMENT OF THE PROBLEM

The question can be asked, is the direction of South Africa’s developmental social welfare approach and strategy in accordance with a normative approach
in targeting the reduction and eradication of poverty, inequality and conditions of underdevelopment.

Social welfare is a broad concept, which focuses on the well-being of a nation, i.e. economically, socially and politically. According to Midgley (1995:1-2) it also includes the opportunities for development and whether there are opportunities to meet and manage the social needs and social problems that exist for individuals, groups and communities. For the purpose of this study, social welfare will be understood to mean an integrated and comprehensive system of developmental social welfare services, programmes and social security to promote social development.

Social development encompasses a broad concern for the development of people, for an improvement in quality of people’s lives and for giving people control over their lives. Since one of the main objectives of social development is elimination of material deprivation and the improvement of people’s social welfare the significance of this research is self-evident. If a country is able to achieve satisfactory levels of social development at relatively low incomes, this has profoundly important implications for the welfare of the poor.

The National Department of Welfare, known as the Department of Social Development, is responsible for the development of national policies, standards and norms and the setting of priorities and targets. Each province has a welfare department. These departments are responsible for the planning, regulation, coordination, provision and evaluation of social welfare and community development services required at provincial and district levels. The departments review, formulate and administer social welfare legislation within the framework of the national policy.

The Eastern Cape Province is one of the poorer provinces in South Africa. Following an in-depth tour of several of the most poverty stricken areas in the province, Welfare Minister Zola Skweyiya has described the situation in numerous parts of the province as alarming (Eastern Cape Herald, 3 August 2000). Negative radio and print media reports on social welfare in the province
in the past 3 years has made it evident that serious problems and disparities face the provincial department. Several of these media reports highlighted issues relating to poor service delivery and unacceptable conditions of underdevelopment and poverty still prevailing in the province. The Eastern Cape Welfare Department has been plagued by fraud and corruption and in a report of the Eastern Cape legislature’s standing committee on welfare, it was found that fraudulent activities, corruption and misconduct by government officials are still prevailing in the welfare department (Eastern Cape Herald, 31 January 2001). A picture of chaos and misadministration emerged after a legislature committee examined 28 projects run by the Eastern Cape Welfare Department’s poverty alleviation program (Eastern Cape Herald, 18 July 2000). Reporting back, the committee recommended that the poverty alleviation program in the province needed urgent guidance and training.

It is against the background described above that it was decided to embark on a study to evaluate the social welfare policy of the Eastern Cape Provincial Government to assess it’s effectiveness in meeting these challenges by delivering those quality services which further the social development objectives of government.

The proposed research is an attempt to establish whether the social welfare policy of the Eastern Cape Provincial Government are structured in accordance with the vision, mission, goals, principles, approach and strategies outlined in a developmental social welfare framework (see White Paper for Social Welfare, 1997) and (United Nations World Summit On Social Development). Particular proposals with regard thereto will also be made.

STATEMENT OF THE HYPOTHESIS

The research proposed to evaluate whether the Eastern Cape Provincial Government follows a social developmental approach to its social welfare policy. Among the concerns are, inter alia, comprehension of the province’s developmental social welfare policy and strategies, the need for improvement
in quality of service for social grant applications and payments, inadequate services rendered to pensioners in the province, comprehension of social development programmes and community projects in the province. In order to achieve social development objectives, provincial social welfare policy must be guided by a developmental social welfare approach. It is my assumption for the purposes of this research that the social development opportunities open to social welfare policy in the Eastern Cape Province are still not followed nor implemented.

DELIMITATION OF THE RESEARCH

The research was limited to selected welfare departments within the province. The Nelson Mandela Metropole, East London and Queenstown were the areas of study. The research aimed to investigate whether the policy is applied uniformly in both urban and rural areas.

METHODOLOGICAL JUSTIFICATION

The research methodology consists of the following:

Theory search

The following, among others, will constitute material sources for the research:

- The United Nations World Summit for Social Development of 1995 as well as the follow up in 2000
- Relevant welfare legislation
- Books
- Journals
- Newspapers
EMPIRICAL SURVEY

A structured interview with a top official in the Provincial Legislature in Bisho was conducted. Structured interviews with top officials in the selected regional and district welfare departments were done to evaluate measures and legislation being used to give effect to the developmental social welfare strategy of the province.

Documents on the developmental social welfare strategy of the province were reviewed as well as legislation to give effect to the approach. An analysis and interpretation of social development programmes and projects in the province was also done. Focus areas were on a comprehension of the provinces social welfare services for children and youth, women, the aged, the disabled, aids projects as well as crime prevention programmes.

DATA INTERPRETATION AND ANALYSIS

Data gained from the empirical research were analyzed, interpreted and integrated within the theory research.

THE FRAMEWORK OF THE RESEARCH PROJECT IS AS FOLLOWS:

Introduction - Demarcation Of The Study Field And Research Methodology

A demarcation of the field of study, the research methodology to be used and a formulation of the research objectives as well as an outline of the proposed study
Chapter 1- The Role of Policy Studies in Public Management Research

This chapter will provide a background to policy, policy analysis and the role of policy evaluation in policy analysis. The chapter will discuss the various approaches to policy analysis and will highlight those relevant to this study.

Chapter 2 – A Normative Approach to Social Welfare: Perspectives from Developed Countries, the United Nations and Developed Countries

This chapter will examine a normative approach to social welfare with perspectives from the developed countries, the United Nations and developed countries. The chapter will discuss the terms social welfare, social development and social welfare policy within the realm of an international approach. The chapter will discuss conferences convened by the United Nations with regard to social development. The social welfare policies of the United States, Canada, Ireland and the Scandinavian countries will be analyzed to draw relevant knowledge on developmental social welfare policy. This chapter will furthermore discuss a normative approach to social welfare with perspectives from developing countries. Focus will be placed on social welfare in the former Communist countries and in the Third World with emphasis on Africa.

Chapter 3- South African Developmental Social Welfare Strategy: The White Paper and Beyond

This chapter will provide an overview of welfare in South Africa and will mainly focus on how the shift from welfare to a social developmental approach to welfare was incorporated by the National Department of Social Development. The White Paper for Social Welfare, adopted by Parliament in 1997, advocated a social developmental approach to social welfare.
Chapter 4- Research Methodology

This chapter will discuss the research methodology used in the study. The chapter will focus on the objectives of the study, the research methodology, the units of analysis, sampling procedure and research instrument used in the collection of data.

Chapter 5- Data Analysis and Interpretation

All data collected will be analyzed in terms of the two personnel categories as well as various departments.

Chapter 6- Conclusions and Recommendations

In this chapter summaries of the preceding chapters will be synthesized and summarized. A number of recommendations will be made and conclusions drawn.

SUMMARY

For the purposes of this study a variety of approaches will be utilized, eg. policy content analysis, policy systems analysis and policy outcome analysis. Firstly, various approaches to social welfare policies from the international context will be analyzed in chapter two and three. Examples from developed countries include the United States, Canada and Ireland. Examples from developing countries and the Former Communist countries will be cited.

Secondly, knowledge of the content and resource capacity will be investigated. Finally, policy evaluation approaches will be used to evaluate the social welfare policies of the Eastern Cape and to make recommendations for the appropriate adjustment of social welfare policies to optimalize the effect of public resources utilized for these purposes.
INTRODUCTION

Public administration takes place in a political environment. The output of the political process culminates in legislation, which is a written public statement of policy by the legislator pertaining to a particular matter, indicating the course of action that is desired or preferred. The desired course of action or policy serves as an input to the comprehensive public administrative process, which translates it into action programmes.

Public policies are aimed at the improvement of the well-being of society. It is therefore imperative that those policies should be analyzed to determine whether they are in effect contributing towards the common weal, that is, whether the policies themselves or the conditions of their implementation are producing the desired results and impacts.

It is apparent that no comprehensive definition of public policy exists. This chapter will discuss the various definitions of public policy and will further explore the various methodological approaches to policy analysis as relevant to this study.

1.1 DEFINITIONS OF PUBLIC POLICY

Public policy focuses on the public and its problems. It is concerned with how issues and problems come to be defined and constructed, and how they are placed on the political and policy agenda. Public policy also concerns how, why and to what effect governments pursue particular courses of action or inaction. It is concerned with what governments do, why they do it and what difference it makes. (Wissink, 1990:9-10)
According to Hanekom (1987:7), policy is indicative of a goal and a programme of action to be pursued. Public policies therefore involve the direction in which the legislator wants to steer society, as well as the utilization of national resources.

1.2 DEFINITION OF POLICY ANALYSIS

Policy analysis is an attempt to measure the costs and benefits of various policy alternatives, or to evaluate the efficacy of existing policies, that is to produce and transform information relevant to particular policies into a form that could be used to resolve problems pertaining to those policies. Policy analysis is also concerned with an explanation of the causes and consequences of why governments do what they do (Wissink, 1990:21-22).

The analysis of policy content is the study of actual intentions, performance and technical aspects of a policy. Evaluation, which can be either ex post (after the policy has been implemented), or ex ante (before implementation), is a form of analysis which collects information on the value of a particular policy choice before new forms of policy are advocated, or after policy as a form of advocacy has been accepted and implemented.

1.3 THE NATURE OF PUBLIC POLICY

Public policy involves the intentions of the legislator towards society. Public policies involve courses of action, that is, they are what governments do or not do. They are concerned with change or with the preservation of the status quo and are authoritative, implying the threat of coercion. All public policies are future-orientated, usually aimed at the promotion of the general welfare of society, and take place within the framework of legally instituted public policies such as legislatures or government departments. Public policy is two-dimensional. It has a political and an administrative dimension. The political dimension refers to the involvement of the legislator in deciding on the activities
and resources imperative to reach the visualized objectives. The administrative dimension involves the actions taken by executive government institutions to realize the goals envisaged by government within the laid-down parameters and with the resources allocated by the legislator. (Wissink, 1990:11)

1.3.1 The place of public policy in public administration

According to Hanekom (1987:9), public policies are made by the legislator and are, as such, outputs of the political process. Public institutions are responsible for the implementation of the policies, with a view to arriving at the situation visualized by the legislator. The policies made by the legislator are, therefore, the inputs to the comprehensive public administrative process.

1.4 APPROACHES TO POLICY ANALYSIS

Policy analysis refers to the methodological activity or approach that may be utilized for problem-solving purposes in government. Policy outcome is concerned with what the policy has actually achieved. Looking at policy in terms of outcome enables one to make some assessment of whether the stated purpose of a policy appears to be what the policy is actually achieving.

1.4.1 Policy content analysis

The focus of policy analysis is on the origins, intentions, operation and development of specific policy areas including health and social services. The aims of content studies are descriptive in nature, to inform policy-makers of the characteristics of political units that go along with the adoption of different types of policy, or how similar types of policies are structured in different environments and how they change and adapt over time. Specific methodological focuses of policy content analysis are: comparative policy analysis, policy interpretation studies, policy dynamics, and policy pathology studies.
(a) **Comparative Policy Analysis**

Both formal and informal comparisons of public policies seek a deeper understanding than could be gained by focusing on only one point at a time. One goal is, for instance, to understand why various governments do better than others at coping with similar problems, thus providing guidelines for what to do or what not to do. Suggested alternatives might be difficult to implement in some political systems, but might become viable options if situations or policy environments were to change.

A second aim of comparative policy analysis is to gain a deeper understanding of government institutions and political processes. It also involves the study of the practice of politics, the roles of political parties, interest groups and public opinion. Comparative policy analysis is the study of how, why, and to what effect different governments pursue particular courses of action or inaction. Studies which are aimed at empirical verification of deductive logic in policy comparisons, are referred to as “correlation studies”. In the research design of correlation studies the content of public policy is taken as the dependent variable and seeks to explain why different states, cities and nations have different policies, by exploring the relationship between those policies and the political, social, cultural, technical and judicial environments of these political units. (Wissink, 1990:71-72)

Inductive approaches to comparative policy analysis highlight complexity, uncertainty and ambiguous relations between ends and means. Comparative policy analysis shows how public policy is structured in common ways, but varies across international borders and intra-national borders over time. The purpose of this approach to policy analysis is to surmount disciplinary and national boundaries, and to facilitate a better understanding of differences in the scope and substance of major public policies affecting nations. (Wissink, 1990:73)
(b) Policy Interpretation Studies

The interpretation of policy implementation consequences is an approach followed in the interpretation of policy content.

(i) Interpretation of implementation consequences

This could be referred to as policy implementation interpretation on a formal or informal basis amongst academics and practitioners. Discussions and studies have included the following:

- The potential performance of the policy: Most policies set out a particular goal and objectives, which should be attained in order to claim that the policy is having the desired effect.

1.4.2 Policy Systems Analysis

Policy systems analysis is concerned with how the inputs of planning data and the relationships and interactions among the various political, governmental and other organized collectivities in a society, effect policy formulation. Studies of policy systems are employed as points around which policy assessments are organized, usually in the form of case studies of the political and technical inputs to the process of decision-making in the political arena. The methodological focus of policy systems analysis includes institutional analysis and policy process analysis.

(a) Institutional analysis

Governmental institutions play a major role in the framing and establishment of public policy. According to Mannheim and Rich in Wissink (1990:83) a political institution is a set of decision rules and procedures, and mechanisms for implementing policy. The question here focuses on the influence of institutions in determining which policy or policies are on the priority list and which alternatives are proposed. These studies rely on
empirical analysis and on logical deductions, which are based on normative theory of the operation of public and political institutions.

(b) Policy process analysis

Policy process analysis focuses on how demands are generated, the role that interest groups play in the generation and formulation of needs and demands, how policy options are defined, how negotiations are made and how bargaining takes place that results in a particular policy choice. The political process is the real focus of these studies.

1.4.3 Policy Issue Analysis

Public officials who are responsible for implementing and formulating public policy are often charged with doing a type of policy analysis to the acceptance of a policy proposal by the legislature, as well as after the policy had been implemented. The former type of analysis is aimed at specific policy issues on which government has the responsibility to act.

(a) Policy problem analysis

Policy problem analysis is the first stage in a long process of solving a policy problem. According to Dunn in Wissink (1990:85), there is a general classification of policy problems, dividing them into well-structured, moderately structured, and ill-structured problems. The structure of each is determined primarily by its relative complexity. According to Wissink (1990:85), most public policy problems are ill structured in nature, suggesting that public problems do not have simple solutions owing to the variety of interests that are involved.
1.4.4 Policy outcome analysis

The purpose of public policies is to change, regulate or preserve the conditions of society or the lifestyles of individuals. Policies usually have some effect, from action or inaction. However, there can never be ultimate assurance that proposed policies will have the intended effect. Outcome analysis is an approach to policy analysis designed to assess what effects policies have actually had. Policy outcome analysis comprises two distinct phases, namely monitoring policy outcomes and evaluating policy performance or impact.

(a) Monitoring policy outcome

Monitoring is a policy-analytic procedure used to produce information about the causes and consequences of public policy. It allows analysts to describe the relationship between policy programme operations and their outcomes. It is concerned with establishing factual premises about public policy. One of the four identifiable approaches of monitoring includes social research culmination.

- Social research culmination uses available information in the form of case studies and research reports.

Monitoring, unlike other policy analytical procedures, does not have clearly distinguishable sets of procedures that cluster around alternative approaches.

(b) Policy performance evaluation

The main purpose of evaluation in policy analysis is the generation of reliable and valid information about the performance of policies. The criteria used for policy evaluation are listed by Wissink (1990:90) as the following:

- effectiveness: has the valued outcome been achieved?
- efficiency: how much effort was required to achieve a valued outcome?

- adequacy: to what extent does the achievement of a valued outcome resolve the problem?

- equity: are costs and benefits distributed equitably amongst different groups?

- responsiveness: do policy outcomes satisfy the needs, preferences or values of particular groups?

- appropriateness: are desired objectives actually of worth or valuable?

A number of approaches and techniques for policy evaluation can be used. These include the following:

(a) Pseudo-evaluation, which uses scientific methods to produce reliable and valid information about policy outcomes, without attempting to question the values of these outcomes to persons, groups or society.

(b) Formal evaluation, which uses the same scientific approach but evaluates such outcomes on the basis of policy programme objectives as set by policy makers or administrators.

(c) Decision-theoretic evaluation, which uses the same methodology but produces information about policy outcomes that are explicitly valued by multiple stakeholders.
### Figure 1.1: Approaches to policy analysis

<table>
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<tr>
<th>Analytical approaches</th>
<th>Analytical focus</th>
<th>Analytical instruments</th>
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<td>Role of institutions and related organizations</td>
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<td>Policy process studies</td>
<td>Agenda-setting procedures of policy-making bodies and committees</td>
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<tr>
<td>Policy issue analysis</td>
<td>Policy problem structuring</td>
<td>Structure of the nature of policy problems</td>
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<td>Policy recommendation (advocacy)</td>
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<tr>
<td>Policy outcome analysis</td>
<td>Policy monitoring</td>
<td>The outcome of policy actions</td>
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<td>Policy impact evaluation</td>
<td></td>
<td>The value of policy actions</td>
</tr>
<tr>
<td>Policy values analysis</td>
<td>Community values and general morality or moral guidelines</td>
<td>Values and ethical considerations supporting specific policy choices and/or actions</td>
</tr>
</tbody>
</table>

Source: Cloete & Wissink (2000:71)
SUMMARY

There is no clear or standard definition of public policy, or policy analysis, for that matter. However, it remains imperative to examine the definitions available and to describe the various approaches to policy analysis. In this chapter, only approaches relevant to the study have been sought and highlighted. It is also necessary to place public policy evaluation studies in the context of public administration, in order to understand the rationale for evaluating policies.
CHAPTER 2
A NORMATIVE APPROACH TO SOCIAL WELFARE: PERSPECTIVES FROM DEVELOPED COUNTRIES, THE UNITED NATIONS AND DEVELOPING COUNTRIES

INTRODUCTION

This chapter will examine social welfare policies and conditions in the modern world. International social welfare is a field of activity concerned with describing, understanding, evaluating and promoting human well-being in the international context. International social welfare is descriptive, because it seeks to offer narrative accounts of social conditions and social welfare programmes in different parts of the world. It provides a conceptual basis for practice and to examine the effectiveness of social welfare interventions.

The delivery of basic social welfare services is increasingly becoming a challenge to governments worldwide. Limited resources and slow economic growth are colliding with a growing complexity of problems: poverty, unemployment, marginalization of populations, and social disintegration in the world. Mishra (1999:36-52) writes that the forces of economic, political and cultural globalization are bringing new pressures to bear on existing social structures in developed and developing countries. Globalization is introducing new challenges to which societies must respond. This is taking place in an environment in which traditional development and growth paradigms no longer provide adequate guidance for the satisfaction of changing population needs and demands. Waddan (1997:168-182) argues that, despite the potentially detrimental effects of these changes on key population groups such as children, youth, women and people living in extreme poverty, social welfare reforms are being introduced without a complete understanding of what works in different social, economic, cultural and institutional settings. In this context, the production of knowledge about the performance of social welfare policy changes is necessary as a means to develop new policies.
based on reliable information about efficient and effective use of limited resources. The United Nations Declaration on Social Progress and Development, as well as the World Summit for Social Development, were timely initiatives in this regard, given the sweeping changes to social welfare systems both in the northern and southern hemispheres.

It is with these considerations in mind that this chapter will formulate a normative approach to social welfare policy within the realms of a social developmental framework. Definitions of the terms “social welfare”, “social development”, “social welfare policy” and “welfare state” will be presented for greater clarity. The chapter will use priorities identified by the UN Declaration for Social Progress and Development, together with commitments highlighted at the World Summit for Social Development and the Special Session Follow-Up, as a basic framework for successful and sustainable human and social development. Also included are priorities set by the International Council for Social Welfare (ICSW). In this chapter, social welfare policies of the North American states (United States and Canada), the Scandinavian countries and Ireland, will be assessed to generate a normative and integrated body of relevant knowledge on social welfare policy. The North American countries as well as the Nordic countries are all regimes of modern welfare states. The Irish Social Welfare Policy embodies the Irish government’s anti-poverty policy objective as a way to achieve sustainable social and human development. The issue of poverty is important, because this is regarded as the main cause of social welfare problems worldwide. The chapter will also examine social welfare in the former communist countries and in the Third World. For the purpose of this study, African, Asian and South American countries will be referred to as the “Third World”. With relation to the Third World, the chapter will focus more extensively on Africa.

2.1 (a) Defining Developmental Social Welfare

According to Friedlander and Apte (1974:3), the concept of social welfare and the term social welfare in the sense of a scientific programme, have developed in connection with the social problems of industrial society.
Poverty, sickness and social disorganization have existed throughout mankind’s history. But the rising industrial society of the 19th and 20th centuries had to face several new social problems that the older human institutions – the family, neighbourhood, churches and local community, could no longer adequately accommodate them. The need for a broader system of social services resulted.

Midgley (1995:14-15) conceives the term “social welfare” as comprising three elements:

- Social problems are managed
- Social needs are met
- Social opportunities for people to advance and realize their potential are created

Thus, for the purposes of this study, social welfare will refer to social services and social security provided to ensure that social problems are managed, human needs are met, and social opportunities are maximized.

According to Gilbert and Terrel (1998:37), the magnitude of social problems in present society makes it necessary to organize, under public and private initiative, social services for people in need. Governments worldwide are taking an increasingly larger responsibility for the well-being of citizens.

“Social welfare” has been defined in many ways and no one definition is entirely satisfactory to everyone. Friedlander and Apte in Prigmore and Atherton (1986:12) define social welfare as “a system of laws, programmes, benefits and services which strengthen or assure provisions for meeting social needs recognized as basic for the welfare of the population and for the functioning of the social order.” This definition leaves room for the inclusion of both public and voluntary programmes and services. It recognizes that certain needs are basic for the welfare of the people. This definition is consistent with the belief that social welfare is an essential part of organized social life.
Prigmore et al. (1986:14) interpret this definition to mean that a society, which does not recognize and plan for some way of meeting basic needs, is not really a functional society. According to Zastrow (1990:2), the goal of social welfare is to fulfil the social, financial, health and recreational requirements of all individuals in a society. Social welfare seeks to improve the social functioning of all age groups, both rich and poor.

The concept “developmental social welfare” was first used by the United Nations in 1989. The concept refers to social welfare as one of the dimensions of social development, and is in line with the approach emerging from the World Summit for Social Development in March 1995 (Gilbert and Terrel, 1998:37).

(b) Defining Social Development

“Social development” encompasses a broad concern for the development of people, for an improvement in the quality of people’s lives, and for giving people control over their lives. According to Midgley (1995:1-4), social development is a process of planned social change designed to promote people’s welfare in conjunction with a comprehensive process of economic development. The ultimate aim of social development is thus to bring about sustained improvement in the well-being of the individual, family, community, and society at large.

According to Waddan (1997:168-180), the reduction of mass poverty, inequality and conditions of underdevelopment are widely accepted indicators of social progress. Social development is said to result in the fulfilment of people’s aspirations for personal achievement and happiness, to promote a proper adjustment between individuals and their communities, to foster freedom and security, and to engender a sense of belonging and social purpose.

Midgley (1995:23) states that social development’s most distinctive feature is its attempt to link social and economic development efforts. The aim, thus, is
to integrate social and economic policies in order to promote people’s welfare. Social development has the following characteristics (Midgley, 1995:25-28):

- It is linked to economic development
- It has an interdisciplinary focus
- It invokes a sense of process. It is a dynamic concept regarding the notion of growth and change as explicit
- The process of change is regarded as being progressive in nature
- The process of social development is interventionist
- Social development goals are fostered through various strategies that directly or indirectly link social interventions with economic development efforts
- The goal of social development is the promotion of social welfare

(c) Social Welfare Policy

Social welfare policy is a generic term for the guidelines used for decision-making on social welfare programmes and issues. Prigmore et al. (1986:12) state, “a policy is a standing plan, a guide to future decision making, or a continuing line of decisions...” This statement emphasizes the idea that social welfare policy has to do with the principles on which specific social welfare programmes and service delivery systems are based over time. It reiterates the notion that effective and appropriate social welfare policy is not just an impulsive response to a problem, but a reasonably well thought-out long-range plan.

According to Jansson (1990:18), social welfare policy is to be understood to mean, “collectively defined rules, regulations, procedures and objectives to address social problems and those institutional problems that affect the implementation of specific policies.”
2.2 SOCIAL WELFARE AND BASIC NEEDS

According to Ware et al. (1990:12-34), the basic needs approach urges governments to use their existing social planning and human service programmes to address the pressing unmet needs of the poorest groups.

These unmet needs consist of:

- basic survival needs such as nutrition, safe drinking water and shelter
- social rights which society guarantees for all citizens, such as education, health care and social security
- non-material needs such as the need to participate in the political process, to be protected against discrimination, and to have equal opportunities for advancement

The emphasis is on ensuring that the basic survival needs of people are met.

2.3 THE INTERNATIONAL COUNCIL ON SOCIAL WELFARE (ICSW)

The ICSW is a global non-governmental organization, which represents a wide range of national, and international member organizations that seek to advance social welfare, social development and social justice.

The ICSW held its biennial international conference in Cape Town, South Africa, in October 2000. The conference was entitled “Poverty, Social Welfare and Social Development – Challenges for the 21st Century”. The following field and issues were focused on (IDASA.org.za (Information Services):

- women’s projects
- job creation
- housing
- family and children’s services
- youth projects
- HIV/AIDS
- substance abuse
- mental health and disability programmes
- refugee and settlement services
- care of the older people

2.4 THE UNITED NATIONS (UN) AND SOCIAL DEVELOPMENT

Midgley (1995:56-57) states that since the UN's inception, it has played a major role in the promotion of both economic and social development. Article 55 of the organization's Charter commits it to promoting higher standards of living, full employment, and conditions of economic and social progress and development.

During the 1950s the UN gave priority to family welfare, child care and youth work, which it regarded as central to social development. The UN placed so much emphasis on remedial social welfare at the time, that a later review of the organization's activities concluded, "The general impression given is that social factors were regarded residual to the overall process of development and that social policy would be designed to provide remedial measures rather than positive and dynamic activities in the social field." (Midgley,1995:57).

However, by the mid-60s, the UN had reassessed its original commitment to remedial social welfare and new approaches, which were more directly focused on levels of living and the eradication of poverty. These approaches sought to end the compartmentalization of the social services from economic development. Instead, the UN advocated that social programmes should be fully integrated with economic planning in an effort to enhance social welfare in the broadest meaning of the term (Midgley,1995:58).
2.4.1 UN Social Summit on Social Development

The UN convened the Social Summit in Copenhagen, Denmark, in 1995, to find global solutions to the problems of poverty, unemployment and social disintegration. The summit marked the first time in the history of the UN that heads of State and Government met to address social development as a central issue on the international agenda. Together, 186 governmental delegations and 117 Heads of State and Government, acknowledged that societies must respond more effectively to the material and spiritual needs of individuals, their families and the communities in which they live (UN Social Summit doc, 1995).

(a) Core issues

The Summit’s most important contribution was to recognize the importance of creating and maintaining international environments which assist social welfare and social development rather than retard them. The problems of poverty, unemployment and social exclusion were the three core issues at the Copenhagen Social Summit (UN, 1995).

The ultimate goal of the Summit was to solicit worldwide commitment to put human beings at the forefront of developing strategies. Three inter-related themes formed the core issues at the Summit:

- alleviation and reduction of poverty
- expansion of productive employment
- enhancement of social integration

2.4.2 UN FIVE-YEAR FOLLOW-UP TO COPENHAGEN SOCIAL SUMMIT

The General Assembly of the UN convened the Special Session on the Five-Year follow-up to the World Summit on Social Development, in 2000.
The final document, formally titled the “World Summit for Social Development and Beyond: Achieving Social Development for All in a Globalizing World”, calls for halving extreme poverty, and achieving free and universal primary education by 2015, and gender equality in pay for equal work (UN Press Release, SOC/00/15, June 2000). The document also urges reallocation of resources from “excessive” military expenditures to social programmes and for efforts to refrain from using food and medicine as “tools for political pressure”.

The follow-up document (UN Press Release SOC00/15, July 2000:1-19)) lists new activities to be undertaken in relation to the original commitments of the 1995 Social Summit and are as follows:

(i) **Commitment 1**

On the creation of an enabling environment for social development, the document regards the following as benchmarks to sustainable social development:

- when designing and implementing development policies, governments need to ensure that people are placed at the centre of development and that people have the right and the ability to participate fully in the social, economic and political life of their societies
- governments need to commit themselves to democratic, effective, transparent and accountable governance and democratic institutions responsive to the needs of people
- advancing of people-centred sustainable development through actions to develop and maintain increased equality and equity, including gender equality, polices to eradicate poverty and enhance productive employment, universal and equal access to basic social services, social protection and support for disadvantaged and vulnerable groups
- reaffirming, promoting and striving to ensure the realization of the rights set out in relevant international instruments and declarations,
such as the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights, and the Declaration on the Right to Development, including those relating to education, food, shelter, employment, health and information, particularly in order to assist people living in poverty and to ensure the strengthening of national and local institutions and vulnerable groups.

- developing national guidelines, taking into account broad definitions of productivity and efficiency, in order to undertake comprehensive assessments of the social and economic costs of unemployment and poverty to facilitate appropriate strategies for employment generation and poverty eradication.

(ii) **Commitment 2**

Regarding the eradication of poverty, the document calls for:

- the empowerment of people living in poverty by ensuring that macroeconomic policies reflect employment growth and poverty-reduction goals.

- a need to define the extent and localization of poverty and the groups more severely affected, in order to design anti-poverty strategies.

- the usage of health policy as an instrument for poverty eradication.

- ensuring community participation in the formulation and implementation of poverty reduction strategies and programmes with a view to increasing people’s self-reliance and promoting a holistic approach to the various needs of the people.

- the development and implementation of sustainable pro-poor growth strategies that enhances the potential and increases the ability of people living in poverty to improve their lives.

- developing mechanisms through which to establish and improve social protection systems covering risks that could not be mastered by the beneficiaries themselves and trap people in poverty;

- to ensure the sustainability of these systems, especially that of the aging population and increased unemployment.
(iii) Commitment 3

On the issue of the promotion of full employment, the document states that:

- effective steps need to be devised to strengthen coverage of social-protection systems to meet the needs of people engaged in flexible forms of employment
- appropriate measures must be sought to address the specific employment issues of youth, aging workers, persons with disabilities, single parents, and long-term unemployed, with particular regard to women

(iv) Commitment 4

With regard to the promotion of social integration, the document urges governments to:

- promote the effective participation of disadvantaged and vulnerable groups and persons when drawing up legislation and programmes for poverty eradication and social exclusion
- recognize the importance of the family as the basic unit of society and for greater attention to be paid to helping the family in its supporting, educating and nurturing roles, and to address the causes and consequences of family disintegration
- develop comprehensive programmes to reduce the consumption of tobacco, exposure to environmental tobacco smoke, and alcohol abuse
- promote volunteerism in the creation of caring societies
- expand policies and measures to empower persons with disabilities to play a full role in society, and to allow them access to employment
(v) **Commitment 5**

Promoting equality and equity between women and men, is seen in the following way in the document:

- the need for governments to ensure that the human rights of girls and women are respected, protected and promoted
- recognizing that despite some progress, gender mainstreaming is not yet universal, and gender-based inequality continues in many areas of most societies, and that the elimination of discrimination against women and their empowerment and full participation in all areas of life should be priority objectives at both national and international levels
- to strive to achieve a 50 per cent improvement in levels of adult literacy by 2015, especially with regard to women
- the elimination of all forms of violence against women, in domestic as well as the public sphere
- the promotion of programmes to enable women and men to reconcile their work and family responsibilities, and to encourage men to share equally with women household and child-care responsibilities

(vi) **Commitment 6**

Regarding the universal and equitable access to high-quality education and health services, the document calls for:

- appropriate steps to be taken to ensure effective expenditure of resources for universal access to basic education and primary health care
- steps to improve the performance of health care systems, in particular at the primary health-care level, by broadening access to health care
- the exploration, where appropriate, of the possibility of promoting non-profit community-based health insurance programmes
- measures to better acknowledge and support the work of teachers and other educational personnel, including, where appropriate, improved compensation and benefits
- multi-sectoral measures at the national level to enable women and men, including young people, to protect themselves and others from HIV/AIDS, and measures to protect the dignity and the human rights of, and improve the quality of life of, people living with HIV/AIDS

(vii) Commitment 8

On the inclusion of social development goals in structural adjustment programmes, the document states the following as vital actions:

- the encouragement of the development of nationally owned poverty-reduction strategies
- appropriate steps to be implemented to ensure that public services reach people living in poverty, and vulnerable groups, as a matter of priority
- the establishment of participatory mechanisms to undertake assessment of the social impact of structural adjustment programmes and reform packages before, during, and after implementation, with a view to investigating their negative impact and improving their positive impact on social development goals

(viii) Commitment 9

On the matter of resources for social development, the document firmly states the need for:

- the reallocation of public resources for investment in social development
- the enhancement of the cost-effectiveness of social spending
- a strengthening of mechanisms and policies to attract and manage private investment, thus freeing and also increasing public resources for social investments
- facilitating ways and means for the involvement and active partnership of civil society in the provision of social services

The Special Session stood in the face of the worst enemy in the world, HIV/AIDS, and affirmed their entrenched concerns regarding the disease.

With the way forward to achieving sustainable social development set by the Social Summit and the follow-up, the hope is that new commitments made during the Special Session will be translated into concrete measures.

2.5 THE MODERN WELFARE STATE

According to Briggs in Gilbert et al. (1998:37), the essence of the welfare state lies in those governmental activities that were intended to modify the play of market forces to improve the well-being of citizens not able to manage on their own.

Industrialized nations of Western Europe and North America are all deserving of the title “welfare state.”
The three Pillars of the Welfare State

<table>
<thead>
<tr>
<th>Goals</th>
<th>Policies</th>
<th>Beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Economic security: Protect citizens from</td>
<td>Social security: social insurance against</td>
<td>The working population</td>
</tr>
<tr>
<td>common life risks by replacing lost income</td>
<td>illness, unemployment, disability, retirement,</td>
<td>retirees and their families and</td>
</tr>
<tr>
<td></td>
<td>death of a spouse</td>
<td>dependants.</td>
</tr>
<tr>
<td>Material Sufficiency: Provide a basic floor</td>
<td>Public Assistance: cash relief and social</td>
<td>The poor and</td>
</tr>
<tr>
<td>of social protection</td>
<td>services</td>
<td>disadvantaged</td>
</tr>
<tr>
<td>Basic Services: Ensure access to critical</td>
<td>Education, health care, housing, nutrition</td>
<td>The broad citizenry</td>
</tr>
<tr>
<td>goods and services</td>
<td></td>
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</tr>
</tbody>
</table>

Briggs in Gilbert et al. (1998:37-38) specified three particular goals for the welfare state as outlined above.

The first goal is to help people maintain their economic security when various social issues such as unemployment, divorce or old age, make normal self-support impossible. The largest welfare state programmes, the first pillar of all welfare states, are the social insurance policies that prevent economic insecurity by offsetting lost income. The basis of eligibility for these policies is not chiefly poverty. These policies are limited to those who are made poor by events beyond their control.

The second goal, guaranteeing individuals and families a minimum income, is to ensure that people achieve at least a minimum level of material sufficiency.
This is the anti-poverty goal of the welfare state, and it is expressed in public assistance programmes aimed at the poor. Several of these policies provide services, typically aimed at building skills and independence, and helping the disadvantaged move into mainstream society and provide cash.

Anti-poverty policies, in contrast to social security, are targeted at those who earn less than a recognized minimum income. They are not meant to assist the broad spectrum of the population, but rather to aid special groups with special needs. One of the most common ways of determining eligibility for these programmes is by a means test, an administrative procedure that limits benefits to those whose income and assets are below a certain level. Because these programmes are focused on the relatively small proportion of citizens who are poor, they are considerably smaller in magnitude than universal social insurance policies.

The third welfare state goal identified by Briggs is ensuring that all citizens, without distinction of status or class, are offered the best standards available in relation to a certain range of social services. This means helping people secure those fundamental goods and services that society considers essential. The leading example of such a basic service is public education.

2.5.1 North American welfare states

Waddan (1997:4-5) writes that the United States emerged from the Second World War with the basic building blocks of its current welfare state already in place. It included social insurance for the elderly, unemployment insurance (UI) and a social assistance programme (aid to families with dependent children, AFDC) aimed at widowed and divorced mothers with children. The disabled were added to the social security system in 1955. Canada passed unemployment insurance legislation in 1940, introduced universal family allowances in 1944, and in 1951 passed the Old Age Security Act that provided $40 a month to all citizens aged 70 and over.
(a) The design of the North American Welfare State

Government involvement in social welfare is most extensive in the industrial countries. For this reason, industrialized nations of Western Europe and North America are all deserving of the title “welfare state” (Mishra, 1999:94). Compared with European countries, both Canada and the United States have continued to rely on more intensive use of means-tested forms of welfare on the one hand, and private, market-based insurance on the other. Greater reliance on means-testing and private insurance means that a smaller share of national income flows through the public purse, and aggregate social spending is smaller as a result.

In the US, means-tested assistance for the non-elderly is provided in the form of cash payments (AFDC), food stamps and medical insurance (Medicaid). Traditionally, AFDC was restricted to single-parent families. In the 1960s, states were allowed to add a programme for unemployed fathers to AFDC, and about half did so. Since 1990, states have been required to provide coverage to two-parent households when the principal wage-earner is unemployed, but only for six months in any year. The primary means-tested assistance programme in Canada is social assistance. Unlike the American system, single persons and childless couples are included, and benefit levels are considerably higher than in the US. As a result, poverty rates among welfare-dependent households are lower than in the United States, and the poverty gap, the difference between current income and the poverty line, is smaller.

Canada and the US have followed the social insurance model, earnings-related income security, in two main areas, namely old age security and unemployment. The elderly in both Canada and the US rely on public pensions, the Canada and Quebec pension plans and old-age security in Canada; and old-age security income (OASI) in the US, for most of their income. Despite the importance of social insurance in the income packages of the elderly, the liberal character of North American welfare states remains
evident in their more extensive reliance on private pensions and property income.

**(b) Public assistance programmes in the US**

Gilbert *et al.* (1998: 140-152) describe the unwidely nature of public programmes in the US to deal with different aspects of poverty and economic insecurity, as illustrated in Table 2. It lists the major forms of public assistance according to programmes that are either means-tested or not.

**Table 1 US Public Assistance Programme Characteristics**

<table>
<thead>
<tr>
<th>Program</th>
<th>Basic eligibility</th>
<th>Benefit-administration</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aid to families with Dependent children (AFDC) – Assistance to needy, dependent children in the home</td>
<td>Needy children</td>
<td>Cash-State or local administration</td>
</tr>
<tr>
<td>Food stamps- Help persons and families with low incomes obtain a more nutritious diet</td>
<td>Persons with low incomes</td>
<td>Medical-State administration</td>
</tr>
<tr>
<td>Medicaid- Furnish medical assistance to needy families with dependent children or aged, blind, or disabled individuals</td>
<td>AFDC recipients or those designated medically needy by the state</td>
<td>Medical-State administration</td>
</tr>
<tr>
<td>Program</td>
<td>Description</td>
<td></td>
</tr>
<tr>
<td>---------</td>
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</tr>
<tr>
<td><strong>Public housing</strong></td>
<td>Provide safe, decent, sanitary housing and related facilities for low-income families</td>
<td></td>
</tr>
<tr>
<td><strong>Rent-supplement</strong></td>
<td>Families of low income</td>
<td></td>
</tr>
<tr>
<td><strong>Women, Infants and Children (WIC)</strong></td>
<td>Supplemental food Programme – food for mothers, infants and children judged to be at nutritional risk</td>
<td></td>
</tr>
<tr>
<td><strong>Food vouchers</strong></td>
<td>Children up to age five who are nutritionally deficient</td>
<td></td>
</tr>
<tr>
<td><strong>Job Training Partnership Act (JTPA)</strong></td>
<td>Employment training opportunities for disadvantaged, unemployed or underemployed</td>
<td></td>
</tr>
<tr>
<td><strong>Training allowances, jobs</strong></td>
<td>Economically disadvantaged, unemployed or under-employed</td>
<td></td>
</tr>
<tr>
<td><strong>School lunch and Breakfast</strong></td>
<td>Providing cash and commodities, maintain health and proper physical development of American children</td>
<td></td>
</tr>
<tr>
<td><strong>School-age children</strong></td>
<td>From low-income families</td>
<td></td>
</tr>
<tr>
<td><strong>Food vouchers</strong></td>
<td>Local clinics</td>
<td></td>
</tr>
</tbody>
</table>
Basic Education
Opportunity Grant-
To assist qualified
students to obtain
post-secondary
education

Supplemental
Security Income
(SSI)
Low-income,
age sixty-five, blind
or disabled

Tuition and books-
Office of Education
and designated
agencies

According to Gilbert et al. (1998:65-66), the social welfare service policy of
the US is divided into four choice categories:

(i) The bases of social allocations: Selective to universal

In 1962, eligibility for social services in the US was means-tested, effectively
limited to recipients of the four categorical aid programmes – Aid to families
with Dependent Children (AFDC), Aid to the Blind, Old-Age Assistance, and
Aid to the Permanently and Totally Disabled. By 1974, eligibility criteria were
broadened to include many middle-income beneficiaries. The Social Services
Block Grant gave the states latitude to impose any eligibility criteria they
wished.

(ii) The nature of social provision: Intangible and limited to concrete and
diversified

In 1962, social services consisted primarily of social casework to help families
improve their functioning and gain economic independence. More tangible
forms of service were established in 1967, emphasizing employment training,
day care and family planning. Under the 1981 conversion to the Social
Services Block Grant, states may offer any kind of social service imaginable.
By 1990, diversification of social services had grown to include twenty-five
categories of provision
(iii) The delivery system: Public-and-linked-to-income-maintenance, to public, private and free standing

Up to 1967, social service and income maintenance functions in the US were combined and delivered by the same administrative unit. Caseworkers distributed financial aid and also provided social services. After 1967 these functions were administratively divorced, and performed by different workers, with an emphasis placed on hiring AFDC recipients to perform certain service roles related to day care and eligibility determination. Also, since 1975, an increased reliance on purchase-of-service arrangements by state and local governments has drawn an increasing number of private nonprofit organizations into what was originally a delivery system of public agencies.

(iv) Finance: Open-ended categorical grant to fixed-amount block grant

In 1962 the federal government reimbursed states for 75 per cent of all social service costs for recipients in the public assistance categories. When these services were incorporated, a $2.5 billion expenditure ceiling was established with grants allocated to states according to a formula based strictly on population size.

2.5.2 The Scandinavian welfare states

Waddan (1997:10-11) writes that the Scandinavian welfare states, Norway; Sweden, Denmark and Finland, have enjoyed an international reputation for combining generous welfare entitlements with rapid economic growth, low unemployment and very high levels of labour force participation, particularly among women. Social provisions in the Nordic welfare states cover virtually all areas in which the state provides services or benefits in any advanced industrial democracy. All services are provided by the state rather than by subsidized non-profit institutions or by subcontracted private firms.
All four countries provide flat-rate child allowances and housing allowances, which are generally related to need. In Scandinavia, health care; education and day care are citizenship rights, provided free or with a small co-payment.

Esping-Andersen (1996:36) states that broad, usually universal, coverage, high-income replacement rates, the scope of citizenship rights, and service intensity are four of the basic institutional parameters of the Scandinavian welfare states. Means, needs or income testing for benefits is not frequent in the Nordic welfare states. Housing allowances, special pension supplements for those with no or small earnings-related pensions, and social assistance, are the only programmes where such tests are required.

2.5.3 Irish Social Welfare

In Ireland, the Social Welfare Acts are reviewed each year. Other legislation concerned with social housing, health, education and community employment has a legal framework for anti-poverty action. According to Curry (1993:14), the Irish Combat Poverty Agency (CPA) was established by statute in 1986 under the Combat Poverty Act. It is under the auspices of the Department of Social Welfare, and Curry (1993:44-47) writes that it has the following four main functions:

- to advise and make recommendations to the Minister of Social Welfare on all aspects of economic and social planning in relation to poverty
- the initiation and evaluation of measures aimed at overcoming poverty
- the examination of the nature, causes and extent of poverty, along with the promotion, commission and interpretation of research
- the promotion of greater understanding of the nature, causes and extent of poverty and the measures necessary to overcome it

The Irish National Anti-Poverty Strategy involves the following:
- the selection of key issues/policy areas which must be addressed if poverty and social exclusion are to be tackled
- education
- unemployment
- income adequacy
- regenerating disadvantaged communities with concentrations of poverty
- tackling rural poverty

(a) Local Development Programme

The Irish Local Development Programme, in partnership with local companies, facilitates the alleviation of poverty in disadvantaged areas. The Department of Social Welfare supports local self-help and community development initiatives to assist people as individuals and as members of communities, to develop the confidence and capacity to participate as partners alongside statutory agencies and local development initiatives. Curry (1993: 13-46) states that this support is available through a range of grant schemes:

(i) The Scheme of Grants for Voluntary organizations is one under which grants for equipment, premises and other such purposes can be made to a range of voluntary and community groups
(ii) The Scheme of Grants to Locally Based Women’s Groups, Men’s Groups and Lone Parents’ Groups is one under which support is provided for groups engaged in personal development, adult education, skills-based training, community development and leadership courses and activities
(iii) The Community Development Programme (CDP) provides three-year funding towards the staffing and equipping of local resource centres and other community development projects
(iv) The Money Advice and Budgeting Service (MABS) funds a network of local projects to tackle the problems of money-lending and over-indebtedness.
Funding for community development groups, women’s groups and other groups representing disadvantaged communities is supported by the Department of Social Welfare.

2.6 SOCIAL WELFARE IN THE FORMER COMMUNIST COUNTRIES AND THE THIRD WORLD

Social welfare conditions around the world are decidedly mixed. While there has been significant social progress in developed countries, social ill fare remains widespread in many developing countries. In addition, while most developed countries have high standards of living, social conditions for millions of people in developing countries are still very unsatisfactory.

The social programmes introduced in the communist countries paralleled the expansion of government welfare in the Western industrial countries. In compliance with Marxist ideology, the state was given the constitutional responsibility to promote the social welfare of its citizens. Although the state also became the primary provider of social welfare services, state welfare evolved differently from that of the West. One major difference was that the workplace served as an important unit through which welfare services were delivered. Large, collectivized industries and agricultural enterprises provided a wide range of social services for their workers. Another difference was that income maintenance programmes were directly linked to work productivity, so that workers with a good employment record received higher benefits when they retired (Burch, 1999:41-53).

According to Midgley (1997:125-40), in the developing countries, the evolution of social policy was characterized by a distinctive urban bias. Although state welfare services were also established in the rural areas, their coverage was limited. It was believed that the developing countries would undergo industrialization and that rural people would migrate to the cities to find regular employment. The expansion of the social services in the cities would, therefore, eventually cover the whole population. Today, it is
recognized that the development of the social services has been very uneven and that more effort is needed to reach the rural population and the urban poor. Since the 1970s, social welfare policy has increasingly focused on these groups.

This chapter will examine social welfare in the former communist countries and in the Third World. For the purpose of this study African, Asian and South American countries will be referred to as the “Third World”. With relation to the Third World, the chapter will focus more extensively on Africa.

2.6.1 Social Welfare in the former communist countries

The legacy of communism continues to influence social welfare policy in the former communist nations. As reformed socialist parties in these countries score election victories, attempts will possibly be made to maintain state responsibility for social welfare, even though economic pressure will impede this goal. Welfare systems of the Eastern European communist countries in varying degrees were similar to that of the Soviet Union.

(a) Features of the social welfare system in the former communist countries

According to Midgley (1997:127-130), the Soviet social welfare system had several distinctive features. First, it was entirely state-run, and voluntary organizations and church welfare programmes were suppressed. Although the trade unions were actively involved in social welfare, their activities were closely integrated with those of the state.

Another feature of the Soviet approach was the close integration of the social services with the economy and their direct link to the workplace and to work productivity. Economic development in the Soviet Union was based on centralized planning, and social welfare policies and programmes were closely integrated with national planning. This integration reflected the
Stalinist thrust for industrialization and was manifested in linking social benefits to work productivity.

However, in some Eastern European countries such as Poland and Hungary, social welfare programmes were more centralized than in the Soviet Union. In others such as Albania and Romania, social services were poorly developed.

Although it is now widely recognized that claims about the social programmes of the communist countries were exaggerated, there is sufficient evidence to show that social programmes contributed significantly to the welfare of the population. However, the economy’s ability to provide adequately for the needs of citizens proved to be limited. Faced with increased demands for military expenditure, the pressures of global economic competition and growing indebtedness, the communist economies were under enormous strain. Economic problems combined with political liberalization at the end of the 1980s caused the communist regimes to collapse. They have been replaced by new centre-right or liberal parties, and in numerous cases by reformed socialist or communist parties (Midgley, 1997: 142-147).

The new regimes have inherited serious economic and social problems. With the transition to free markets, unemployment has soared, crime and corruption are rampant, and social neglect is widespread. In addition, many former communist countries have plunged into ethnic conflicts with disastrous social consequences. The state welfare systems of these countries are now under serious strain. In countries such as Poland, the social security system is almost bankrupt. The high incidence of unemployment has placed a major strain on social budgets as governments have been compelled to support the unemployed. A variety of income support programmes have been introduced in most of the former communist countries, but in the absence of sustained economic growth and employment creation, these programmes simply drain government. Because of the increased need for income support, the share of social security expenditure as a proportion of GDP has increased. Inflation in Russia and other former communist countries has eroded the value of retirement pensions, with the result that many elderly people are now living in
poverty. As these countries continue to retrench their statutory programmes in the hope of creating market economies, social conditions may deteriorate further.

In an attempt to cope with these and other social welfare problems, many former communist countries have turned to the West for aid, and there is a belief that the introduction of voluntary organizations and professional social work will produce effective remedies. However, the experience of the industrial nations reveals that pluralistic systems of social welfare still require substantial government support.

2.6.2 Social Welfare in the Third World

The idea of the Third World emerged in the 1950s as a geopolitical concept designed to promote the non-aligned status of the nations of Africa, Asia and Central and South America. The term subsequently acquired an economic and social welfare connotation, implying that these nations were impoverished and economically underdeveloped.

The countries of the Third World have experienced different degrees of economic and social development since the end of World War II, and they are now relatively different from each other. However, while it is true that these countries are becoming increasingly differentiated, they continue to share common features. There are commonalities in their statutory social welfare systems that can be summarized in general terms. First, the countries of the Third World share a common colonial legacy that has to a significant extent shaped their government social provisions. Although this legacy is strongest in African and Asian countries, it pervades social welfare policy throughout the Third World (Midgley, 1997:63-75).

Like the industrial and communist countries, the developing countries also placed great emphasis on economic growth as the primary mechanism for promoting the welfare of their citizens. In addition, many were able to combine a free market approach with centralized planning. The developing
countries achieved high rates of economic growth during the 1950s and 1960s. During this time, economic development was accompanied by significant improvements in social conditions. It must be recognized that there are wide variations in the extent to which governments were able to bring about positive economic and social changes.

Third World countries have developed unique forms of social provision that were designed to meet their particular needs. One innovation was community development, which sought to foster development at local level by involving people in a variety of economic, infra-structural and social projects. The emphasis on activities of this kind is compatible with the need for Third World countries to optimize social development. Another Third World innovation is the promotion of micro-enterprises among low-income and special-needs populations.

State social welfare in many developing countries is also affected by demographic factors. In many of these countries the majority of the people live in rural areas and have limited access to modern government welfare programmes. The problem of coverage remains a major issue in Third World social welfare policy.

The overall trend toward economic and social improvement in the Third World was accompanied by a widening gap in development performance between the developing countries. The overall development trend has been divergent. Some countries, such as the East Asian nations, have experienced a high degree of economic modernization as well as social progress. Others such as Brazil, India, the Philippines and Thailand, have performed reasonably well in economic terms, but social conditions remain very uneven. A third group of countries, found chiefly in Africa, have not experienced a significant degree of economic or social development. In these countries, debt, conflict and other factors have impeded progress or even resulted in deteriorating social conditions (Midgley, 1997: 147-153).
(a) Conditions in Africa

The African countries are the least economically developed of the Third World and their social conditions remain unsatisfactory. These countries have not fared well in recent years as economic adversity has seriously impeded development efforts. While South Africa is the region’s most industrially developed economy, the basic needs of a sizeable proportion of the population have not been met.

According to Midgley (1997:122-135), African countries have suffered major economic reversals in recent years. This is due not only to indebtedness but also to the region’s inability to diversify the economy. In addition, the imposition of structural adjustment programmes in an attempt to meet debt obligations has harmed, rather than helped, economic growth. Deteriorating social conditions in the region are also revealed by an increase in malnutrition.

In addition to serious economic problems, HIV/AIDS infections present serious obstacles to future social progress in Africa.

SUMMARY

The UN Declaration on Social Progress and Development and the Social Summit Commitments, with an active input by the International Council on Social Welfare, emphasized the need to have effective measures in place to allow the poor to have access to basic social services. Investments in basic services such as education, health, nutrition, clean water and sanitation, will yield immediate benefits in terms of improving the capabilities of people. This process clearly needs a partnership between households and government. Almost everyone accepts the need to invest in these basic services, but to fulfil the Summit’s goals, public expenditure will have to be restructured. The aim should be to re-orient expenditures towards basic services, and especially to provide access for the poor to these services.
The North American and Scandinavian welfare states represent the modern liberal welfare states, with the emphasis on eradicating poverty. The Irish Social Welfare Policy, with its focus on the main cause of social welfare problems, namely poverty, offers possible remedies in effectively dealing with the problem of poverty and achieving a degree of sustainable social development.

Social progress in the former communist countries and Africa has been slow. These countries are still faced with poverty and conditions of under-development. Most of these countries were colonized by Western countries, and in spite of colonialism being a term of the past; the developing countries are still caught in this trap. While the industrialized nations have had success in the field of social welfare and social progress, many of the developing countries have been left behind.

If there is one central message from major international events such as the World Summit for Social Development, it is that social development today must stand on its own as a goal, linked, but not subordinate, to economic growth and policy. For this reason, developmental approaches to social welfare reforms and performance need to articulate alternative frameworks, which integrate both social and economic values into policy development and evaluation.
CHAPTER 3
SOUTH AFRICAN DEVELOPMENTAL SOCIAL WELFARE STRATEGY: THE WHITE PAPER AND BEYOND

INTRODUCTION

South Africa has made a commitment to a developmental social welfare approach, the aim of which is to build a self-reliant nation in partnership with all stakeholders. This will be achieved through an integrated social welfare system which maximizes its existing potential and which is premised on principles of equity, sustainability, access and people-centredness (White Paper for Social Welfare, 1996). Arising from these principles is the need for institutional arrangements which are guided by the key operational concepts of partnership and co-operative governance.

South African social welfare has been through a journey from the welfare approach of the past to a social developmental approach. The emphasis has shifted from the tradition of helping the poor through handouts, to empowerment of individuals and communities to be self-reliant and to be the main partners in the fight against poverty, HIV/AIDS and other diseases (White Paper for Social Welfare, Chapter 1: 7). This transformation is informed by the idea of people being the masters of their own destiny (White Paper for Social Welfare, Chapter 1:15). It is primarily in partnership with them, and on the basis of social solidarity and justice, that the challenges facing the country in general, and the Department of Social Development in particular, can and should be tackled effectively.

It is with these considerations in mind that this chapter will examine social welfare in South Africa. The chapter will start off with an overview of social welfare in the country, and then move on to the milestones and problems of the journey to social development to date.
3.1 SOCIAL WELFARE OVERVIEW

The new developmental social welfare approach is championing a new course in the country’s history, with expected far-reaching implications for millions of people, especially the poorest of the poor. It is shifting away from the welfare approach of the past to a social developmental perspective (White Paper for Social Welfare, 1996).

The Department of Social Development started as the Department of Health, Welfare and Pensions in 1994. It was then separated from the Health Department and later became known as the Department of Welfare and Population Development in 1996 (Department of Welfare Annual Statistical Report, 1996/1997). These changes to the name of the Department have been a reflection of the transition in social welfare and the concomitant change in focus.

Ongoing changes to social welfare have been introduced by the Minister of Social Development, Dr Zola Skweyiya, reflective of a new focus and holistic and integrative view that is needed to address the daunting socio-economic challenges facing the Department and the government as a whole. The full impact of this altered focus became clear with the change in name to the Department of Social Development (South African Yearbook, 2000/01) with the following set objectives:

- commitment to social transformation in line with the principles of social justice and the Bill of Rights contained in the Constitution
- to reduce poverty and promote social integration
- commitment to the Batho Pele (people first) principle
- to empower communities and engender self-reliance

From a department that disbursed "hand-outs" to the needy, the Department of Social Development has committed itself to becoming a strategic facilitator to empower the people and consequently to bring about an environment where people become self-sustained and regain their pride in themselves, their
families, their communities and their nation (Department of Social Development Annual Report, 2000/01:2). The function of the Department as set out in their mission statement clearly represents a shift away from the logistics required in administering “hand-outs” to one focusing on the people themselves.

According to the White Paper for Social Welfare (1996:15) “social welfare is an integrated and comprehensive system of social services, facilities, programs and social security to promote social development, social justice and the social functioning of all individuals”. Social welfare services and programmes are part of a range of mechanisms to achieve social development.

In the South African context, the social welfare function is divided into social welfare services, social development, and social security.

3.1.1 (a) Social welfare services

Social welfare services focus on programme delivery to the vulnerable, who have special needs, and those who are at risk (Department of Welfare Annual Statistical Report, 1996/97:7). Of the total budget, 2.9% is spent on social welfare services (Department of Social Development Annual Report, 2000/01:8). Key areas of focus are children and youth, people with disabilities, the aged, crime prevention, substance abuse, and equality and equity between women and men. These services look at policy, management and service delivery, and include facilities. Some programmes, such as unemployed women with children under the age of five, are targeted for flagship programmes.

(b) Social security

Grants are for people who do not have enough money to support themselves. They are meant for the people in the country who are most in need. The extension of social pensions became fully operational by 1993. Social grants are probably the most effective way for governments to tackle poverty.
Poverty alleviation programmes should be an integral part of government’s reconstruction and development strategies. At the moment, social security absorbs 88% of the total welfare budget (Departmental Annual Budget Report, 2000/01). According to figures from the Department, more than 3 million people, each month, receive grants for the elderly, disability grants, and parent-and-child support grants. Social pensions have been a source of household security for millions of South Africans, most of whom are marginalized from mainstream society.

(c) Social development

Social development embraces the core of a social developmental approach to the delivery of social welfare services and social security. Social development includes the goals of co-oriented, integrated and targeted poverty eradication programmes within government, and building the capacities and assets of the poor in close relationships with civil society (Department of Welfare Annual Statistical Report, 1996/97:7). This is to be accomplished by creating awareness of these issues in government, realigning and re-orienting programmes in line with the developmental approach to delivery, especially of welfare services and by establishing the institutional structure at provincial levels (White Paper for Social Welfare, 1996).

3.1.2 Developmental social welfare guiding principles

According to the White Paper for Social Welfare (1996:16-17), developmental social welfare policies and principles should be based on the following guiding principles:

(a)(i) Securing basic welfare rights

Every citizen has a right to social security and social welfare services through a combination of private and public financing methods.
(ii) Equity

Resources should be equitably distributed, and should address racial, gender, urban/rural and sectoral disparities. Equality of opportunity and the social mobility of groups of people with special needs should also be fostered.

(iii) Non-discrimination

Social welfare services and programmes should promote non-discrimination, tolerance, mutual respect, diversity, and the inclusion of all groups in society. Women, children, people with physical and mental disabilities, offenders, people with HIV/AIDS, the elderly and people with homosexual or bisexual preferences, should not be excluded.

(iv) Democracy

Appropriate and effective mechanisms should be created to promote the participation of the public and all welfare constituencies in decision-making about welfare policies and programmes which affect them. Those constituencies, which are unable to represent themselves, such as younger children and people with severe mental disabilities, should be allowed to be represented by interest groups. This principle is closely related to the principle of promoting the participation of the public in the delivery of social programmes, and in the management of social service organizations.

(v) Human Rights

Social welfare services and programmes should be based on respect for human rights and fundamental freedoms as articulated in Chapter 2 of the Constitution.
(vi) Quality services

All social welfare programmes should strive for excellence and the provision of quality services, and should lead to a dispensation which allows people to become independent and less reliant on social welfare services.

3.2 POLICY FOR TRANSFORMATION

The White Paper for Social Welfare was adopted by Parliament in February 1997, and advocates a developmental approach to social welfare delivery. According to the Paper (1996:15-42), this approach entails the following:

- Promoting self-reliance and capacity-building to empower people to play a meaningful and productive role in society
- Greater use of auxiliary workers, volunteers, and family and community-based models of care, rather than institutional care
- New funding criteria for developmental welfare programmes
- A greater focus on poverty eradication
- Commitment to continuing publicly-funded non-contributory grants for the elderly and people with disabilities, a comprehensive social security system and policy, and a restorative justice approach in dealing with children, youth, and families in trouble with the law
- Re-engineering the social security delivery system to improve efficiency and eliminate fraud
- Creating a sound relationship between the government and NGOs

The 1996 White Paper for Social Welfare repositioned welfare in South Africa towards a developmental approach, shifting from reliance on institutional care towards use of community networks and care, while addressing past inequalities. The institutional approach advocated by the White Paper (Chapter 3) indicates that the national Department of Social Development is responsible for the development of national policies and legislation, a framework for social welfare financing, norms and standards for service delivery, and human
resource capacity. Provincial Social Welfare Departments are responsible for provincial social welfare policy, planning and legislation, social welfare services, social security, welfare funding, and human resource development.

According to the Department’s Annual Report (2000/01:3-5) the government’s goal for a developmental social welfare programme includes:

- attaining basic social welfare rights for all
- redressing inequities of the past, especially with regard to women, children, the youth, the disabled and people in rural communities and developing areas
- recognizing the role of organs of civil society in the welfare system, such as non-governmental development organizations (NGOs), community-based rehabilitation centres and organizations (CBOs), the private sector, religious organizations, traditional and other complementary healers, trade unions and individual initiatives, and the establishment of guidelines for mutual co-operation
- empowering individuals, families and communities to participate in addressing a range of needs and problems through local, provincial and national initiatives

In April 2001, Parliament passed the Advisory Board on Social Development Act, 2001 (Act 3 of 2001). The Board is a structure for the consolidation of partnership between government and civil society organizations in the social development sector (South African Yearbook, 2001/2002:496). The objectives of the Board are to serve as a consultative forum and to advise the Minister of Social Development on:

- the transformation and continuous improvement of social development services
- social development initiatives
- the role of local government in the provision of integrated services delivery at local government level
- new legislative frameworks for the social development sector

3.3 THE DEPARTMENT’S TEN-POINT PLAN

The Minister of Social Development, Dr Zola Skweyiya, has identified a ten-point plan as the priorities to be addressed by the Department over the next five years. These priorities were developed following the National Consultative Process, which took place in October 1999 with a range of organizations representing women, children, people with disabilities, the homeless, the poor, development workers, and professional associations. According to the Department’s input to the South African Yearbook (2000/01:447-448, 2001/02:495-496), these priorities are:

- restoration of the ethics of care and human development into all Departmental programmes, which will require the urgent rebuilding of family, community and social relations in order to promote social integration.
- implementation of an integrated poverty eradication strategy that provides direct benefits to those who are in greatest need, within a sustainable development approach (in other words, addressing poverty in rural and urban areas with the prime beneficiaries being women, youth and children). This requires that all other programmes support this orientation.
- development of a comprehensive social security system that links contributory and non-contributory schemes and priorities to the most vulnerable households. The aim is to reduce dependency on non-contributory cash payments and give consideration to food security. There is a need for the establishment of a national unit to monitor, evaluate and audit the administration of social security to deal with unacceptably high levels of fraud and leakage.
- the need for the Department to respond to the brutal effects of all forms of violence against women and children as well as effect strategies to deal with perpetrators.
the need for social welfare programmes which include the provisions of a range of services to support community-based care and support for people living with Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome (HIV/AIDS) as well as those affected, such as AIDS orphans.

developing a national strategy to reduce the number of youth in conflict with the law within the framework of the National Crime Prevention Strategy.

critical to the transformation process is making social welfare services accessible and available to people in rural, peri-urban and informal settlements. as well as ensuring equity in service provision.

redesigning services for people with disabilities in ways that promote their human rights and economic development.

basing welfare work on a commitment to co-operative governance that includes working with different tiers of government and civil society. The Department has committed itself to working in partnership with communities, organizations and institutions in civil society. A particular challenge here is to work with organizations that are located and have the competencies to reach beneficiaries. This calls for capacity building, where needed will result in re-allocation of resources.

training, educating, redeploying and employing a new category of workers in social development to respond to the realities of South Africa’s social crisis. Reviewing the training and re-orientation of social service workers to meet the development challenges of South Africa and to link these to the country’s regional and global demands.

With these priorities setting the agenda for the Department, the budget allocations for 2000/01 are set out as follows in Table 2:
Table 2  Budget allocation of the Department 2000/01

<table>
<thead>
<tr>
<th>Special Projects:</th>
<th>Budget Allocation (R’000) millions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Child Support Implementation Grant</td>
<td>19 391</td>
</tr>
<tr>
<td>Improvement of the Social Security System</td>
<td>71 300</td>
</tr>
<tr>
<td>Disaster Relief Funds</td>
<td>50 004</td>
</tr>
<tr>
<td>Poverty Relief</td>
<td>157 678</td>
</tr>
<tr>
<td>Flagship Programme</td>
<td>1 612</td>
</tr>
<tr>
<td>Secure Care Programme</td>
<td>1 223</td>
</tr>
<tr>
<td>Victim Empowerment Programme</td>
<td>2 300</td>
</tr>
<tr>
<td>Criminal Justice System</td>
<td>1 034</td>
</tr>
<tr>
<td>HIV/AIDS</td>
<td>6 800</td>
</tr>
<tr>
<td>Sub-Total : Special Projects</td>
<td>311 342</td>
</tr>
<tr>
<td>Personnel Budget</td>
<td>37 785</td>
</tr>
<tr>
<td>Operational Budget</td>
<td>34 138</td>
</tr>
<tr>
<td><strong>Total Budget</strong></td>
<td><strong>383 265</strong></td>
</tr>
</tbody>
</table>

Source: Department of Social Development Annual Report (2000/01)

The combined social development budget for the national and provincial departments is the third-largest allocation by government, following health and education. The sector’s budget for 2000/01 was in excess of R20 billion. According to the Department’s Annual Budget Report (2000/01), the budget allocation for 2000/01 was R348 706 000, which was increased to R383 265 000 through the Adjustment Estimate. The larger portion of the budget (R311 342 000) comprised allocations for special projects such as poverty relief and improving social security.

3.4 POVERTY ALLEVIATION PROGRAMME

According to the South African Yearbook (2000/01:449), for the year 1999/00, more than R200 million was made available to the Department for poverty alleviation. The main objective of the programme is to contribute...
towards poverty eradication through a sustainable development approach. The main aim is to empower households to become self-sufficient and to ensure long-term sustainable projects for poor communities, especially in rural areas where women, children and the youth are the most vulnerable.

In line with objectives set out in Chapter 3 of the White Paper for Social Welfare (1996), the Poverty Relief Programme of the Department must be implemented by the provincial Departments of Social Development. This programme is funded by a special allocation from the Poverty Relief, Infrastructure and Job Creation Fund from the national Treasury, and aims to assist communities in a range of developmental projects. The provincial Departments are given autonomy to develop provincial anti-poverty strategies, to guide their selection of projects, and to ensure a programmatic approach to poverty relief (South African Yearbook, 2001/02:498). This positions provincial social development departments to play a strategic role in poverty relief in their respective provinces.

The allocation to the Department for 2000/01 was R120 million, bringing its total allocation for the three-year period to R363 million (Department of Social Development Annual Report, 2000/01). The funds allocated to each of the social development departments and the number of projects funded by each department is shown in table 3.

<table>
<thead>
<tr>
<th>Department</th>
<th>Allocation for projects ®</th>
<th>Number of projects</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>31 691 318</td>
<td>706</td>
</tr>
<tr>
<td>Free State</td>
<td>18 140 661</td>
<td>204</td>
</tr>
<tr>
<td>Gauteng</td>
<td>21 787 407</td>
<td>197</td>
</tr>
<tr>
<td>KwaZulu-Natal</td>
<td>41 412 276</td>
<td>609</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>20 352 894</td>
<td>222</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>19 031 550</td>
<td>169</td>
</tr>
<tr>
<td>Northern Province</td>
<td>30 263 455</td>
<td>265</td>
</tr>
<tr>
<td>North West</td>
<td>16 201 629</td>
<td>248</td>
</tr>
</tbody>
</table>
In May to July 2000, the national and provincial Departments, together with the Independent Development Trust, conducted a comprehensive assessment of the poverty relief projects (Department of Social Development Annual Report, 2000/01). This assessment involved multi-disciplinary teams visiting a total of 1638 projects, interviewing communities, physical inspection of the projects, and reviewing important documentation such as financial records, bank statements, and records of the project committees (Independent Development Trust Review of Social Development, 2000). The findings of the review provided valuable lessons that have informed the Department’s approach to poverty relief. The review came up with the following conclusions:

3.4.1 Employment opportunities created by the Poverty Relief Programme

According to the Review of the Independent Development Trust (2000), a total of 25 956 employment opportunities had been created in the following categories: Women 16 800; Youth 6 100 and Men 3 056. The majority of beneficiaries were women and the Department’s poverty relief programme was therefore on track with respect to its targeting of women. It is well established that women are amongst the poorest of the poor in communities, and that they must be primary beneficiaries of poverty relief efforts. The assessment exercise estimated that 6% of employment creation opportunities were for people with disabilities.
3.4.2 Targeting rural areas

The assessment found that 72% of the Poverty Relief Projects were in rural areas, 26% in urban areas and 2% in informal settlements.

3.4.3 Long-term sustainability

The assessment found that just over half of the projects were likely to be sustainable in the long term.

3.4.4 The lessons learned

The review also highlighted the challenges faced by communities participating in the Poverty Relief Programme. The most serious constraints were the complexities of planning and managing funds, the limited access to markets to sell their products, and their general incapacity to manage their projects. The limited co-ordination and integration with poverty relief programmes of other government departments was also highlighted in the review. The imperative of the Integrated Sustainable Rural Development Strategy and the Urban Renewal Program announced by the President in his State of the Nation Address in February 2001, set the agenda to be followed. These programmes called for an integrated and co-ordinated approach to development and importantly, for the need to mobilize and capacitate communities to be active players in their own development. The review furthermore highlighted the need for thorough assessment of project proposals prior to the approval of projects.

3.5 TRANSFORMING SOCIAL SECURITY

The national Department of Social Development oversees and implements a large number of government programmes aimed at poverty alleviation, development and social integration. In line with objectives set out in the White Paper for Social Welfare (1996), these must range from the large
system of social grants to poverty alleviation projects and programmes to deal with particularly vulnerable sections of society, and institutions in need of reform.

3.5.1 Payment of social grants

Monthly benefits are paid to nearly 3 million beneficiaries at a cost of nearly R1.4 billion per month (Annual Statistical Report, 2000/01). These means-tested benefits are disbursed to certain categories of the elderly, the disabled and families with children. These payments (at a maximum of R570 per grant per month for the elderly and disabled) have as a main objective, targeting the poor, and in particular, reaching the rural poor, a group that is very difficult to reach with other government programmes and services.

The Child Support Grant, which was introduced in March 1998, is paid to caregivers with children up to the age of six years. The Department sees the Grant as a major step in improving equity in welfare expenditure, as well as representing a substantial widening of the safety net. According to the South African Yearbook (2000/01: 448), in January 2000, 217 000 children received this grant of R100 per month, with an average of 20 000 children per month being added. By April 2001, there were 1.2 million children in payment and the Department is expected to exceed its three-year target of 3 million children.

**Table 4 Number of beneficiaries receiving grants (March 2001)**

<table>
<thead>
<tr>
<th>Provinces</th>
<th>Aged Persons Grant</th>
<th>Child Support Grant</th>
<th>Foster Care Grant</th>
<th>Disability Grant</th>
<th>Care Dependency Grant</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>400 222</td>
<td>111 009</td>
<td>10 062</td>
<td>140 149</td>
<td>6 619</td>
</tr>
<tr>
<td>Free State</td>
<td>114 410</td>
<td>47 309</td>
<td>4 667</td>
<td>35 067</td>
<td>956</td>
</tr>
<tr>
<td>Gauteng</td>
<td>225 982</td>
<td>101 360</td>
<td>7 814</td>
<td>63 577</td>
<td>3 046</td>
</tr>
<tr>
<td>---------------------</td>
<td>--------</td>
<td>-------</td>
<td>-------</td>
<td>-------</td>
<td>--------</td>
</tr>
<tr>
<td>Kwazulu-Natal</td>
<td>393 194</td>
<td>166 878</td>
<td>8 688</td>
<td>134 290</td>
<td>9 808</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>134 277</td>
<td>69 792</td>
<td>1 347</td>
<td>34 849</td>
<td>1 400</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>42 625</td>
<td>14 468</td>
<td>3 859</td>
<td>30 310</td>
<td>697</td>
</tr>
<tr>
<td>Northern Province</td>
<td>290 135</td>
<td>138 021</td>
<td>1 961</td>
<td>58 426</td>
<td>3 453</td>
</tr>
<tr>
<td>North West</td>
<td>153 928</td>
<td>71 617</td>
<td>1 900</td>
<td>55 655</td>
<td>2 217</td>
</tr>
<tr>
<td>Western Cape</td>
<td>148 888</td>
<td>37 274</td>
<td>12 344</td>
<td>90 579</td>
<td>3 256</td>
</tr>
</tbody>
</table>

Source: Department of Social Development Annual Statistical Report 2000/01

More than half the beneficiaries of social grants are the elderly. Women qualify at the age of 60 years, and men at the age of 65. The disability grant is paid to people who have been assessed as permanently or temporarily disabled. Foster-care grants are paid to caregivers of children who have been placed with them by the courts. Caregivers of disabled children up to the age of 18 years are eligible for the Care Dependency Grant and once the child turns 18 years old, he or she is eligible for the Disability Grant (Social Assistance Act, Act 59 of 1992).

The improvement in the delivery of social assistance was one of the Department’s key priorities for 1999/2000, and to this end the technological infrastructure in the Eastern Cape, Mpumalanga and the Northern Province was given a boost with the roll-out of communication infrastructure in areas where none existed, thus giving district offices online access to information and the processing of applications (Annual Report, 2000/01).

The total budget allocation for the payment of social assistance by the Provincial Departments of Social Development was R18.798 billion in 2000/01 (Annual Statistical Report, 2000/01).
Expenditure per capita provides a basic measure of relative levels of welfare delivery in the provinces. Table 4 shows estimated per capita welfare expenditure for the provinces for 1999/00.

Table 5  Welfare and social security expenditure per capita, 1999/00

<table>
<thead>
<tr>
<th>Province</th>
<th>Population</th>
<th>Welfare expenditure</th>
<th>Social Security</th>
<th>Other welfare</th>
<th>Poverty rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>6 648</td>
<td>554</td>
<td>518</td>
<td>35</td>
<td>70,7</td>
</tr>
<tr>
<td>Free State</td>
<td>2 779</td>
<td>441</td>
<td>392</td>
<td>49</td>
<td>63,4</td>
</tr>
<tr>
<td>Gauteng</td>
<td>7 794</td>
<td>304</td>
<td>247</td>
<td>58</td>
<td>17,3</td>
</tr>
<tr>
<td>Kwazulu-Natal</td>
<td>8 911</td>
<td>427</td>
<td>401</td>
<td>26</td>
<td>51,9</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>2 999</td>
<td>355</td>
<td>326</td>
<td>29</td>
<td>57,3</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>874</td>
<td>696</td>
<td>616</td>
<td>80</td>
<td>54,9</td>
</tr>
<tr>
<td>Northern Province</td>
<td>5 329</td>
<td>400</td>
<td>382</td>
<td>19</td>
<td>59,1</td>
</tr>
<tr>
<td>North West</td>
<td>3 577</td>
<td>393</td>
<td>364</td>
<td>29</td>
<td>62,1</td>
</tr>
<tr>
<td>Western Cape</td>
<td>4 164</td>
<td>528</td>
<td>447</td>
<td>81</td>
<td>28,0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>43 055</strong></td>
<td><strong>429</strong></td>
<td><strong>389</strong></td>
<td><strong>41</strong></td>
<td><strong>50,0</strong></td>
</tr>
</tbody>
</table>

Source: Department of Welfare Annual Statistical Report, 1999/00

*Stats South Africa estimates for 1998, increased by the average annual growth rate between 1996 and 1998

The proportion of the provincial population below the poverty line places 50 per cent of the country’s population in poverty.

As indicated in the Table, the Northern Cape spends the highest per capita amount on welfare, followed by the Eastern Cape and Western Cape. Gauteng and Mpumalanga are at the bottom of the list, with per capita spending about half that of the Northern Cape amount. Per capita
expenditures are also well below the national average in the Northern Province and North West, despite the high levels of poverty.

The pattern of per capita expenditure on social security is much the same as for total expenditure. The low level of expenditure in Gauteng is in line with its fairly youthful population and the tendency for people to retire to other provinces. Gauteng and the Western Cape are also noticeably less poor than the other provinces. Since grants are means-tested, this will tend to reduce per capita expenditure. Below-average per capita expenditure in the Northern Province, North West and Mpumalanga contrasts with high rates of poverty in these provinces. This raises the question whether these provinces are likely to increase per capita expenditure on social security to the national level.

As indicated by the Table, the Western Cape and the Northern Cape spend the highest amounts per capita on other welfare services, followed by Gauteng. Kwazulu–Natal and the Northern Province spend the least per capita, about a third of the amount in the Western Cape. This confirms the unequal distribution of welfare facilities and the backlogs in certain provinces.

3.6 Social welfare provision

In South Africa, the provision of social welfare services is a partnership between the private and public sectors. Private welfare organizations render most welfare services, and they are financially assisted by the State.

<table>
<thead>
<tr>
<th>Centres</th>
<th>1996/97</th>
<th>1997/98</th>
<th>1998/99</th>
<th>Decline expressed as %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Drug Dependents</td>
<td>1846</td>
<td>1053</td>
<td>495</td>
<td>-71%</td>
</tr>
</tbody>
</table>
A comparison between the capacity of the provincial welfare facilities for children, and youth in conflict with the law, reveals a disparity between the various provinces. Provinces with more capacity are also those with larger numbers of juveniles in prison (such as Gauteng, the Western Cape and KwaZulu-Natal). However, the Eastern Cape lags behind in the provision of accommodation, compared to the Western Cape and Gauteng.

### Table 7  A Provincial Comparison of Places of Safety

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Free State</td>
<td>1</td>
<td>108</td>
</tr>
<tr>
<td>Eastern Cape</td>
<td>5</td>
<td>422</td>
</tr>
<tr>
<td>Gauteng</td>
<td>6</td>
<td>608</td>
</tr>
<tr>
<td>KwaZulu-Natal</td>
<td>8</td>
<td>529</td>
</tr>
</tbody>
</table>
According to the South African Yearbook (2000/01:449-450), a holistic, integrated policy framework for developmental social welfare services has been finalized, to bring about the transformation of social welfare services in line with the strategic directions of the government, the developmental approach of the White Paper on Social Welfare, and the already established Transformation of the Child and Youth Care System. The framework has four levels of service delivery, functioning as a continuum (prevention, early intervention, statutory process, and continuum of care). It integrates special development areas such as poverty alleviation, HIV/AIDS, crime prevention, survivor support and development, disability within each level, and across the focus groups of children, the youth, families, women and older persons.

3.7 FAMILY PRESERVATION

According to the White Paper for Social Welfare (Section 1, Chapter 8) the majority of South African families and children find themselves trapped in unsafe, unhealthy and disadvantaged communities. Overcrowding, a lack of housing and basic amenities such as sanitation and recreational facilities, and a lack of public transport have serious consequences for the stability and security of families. The lack of services and amenities in disadvantaged communities impacts on the quality of social services and facilities. A lack of knowledge about life skills results in insecure and unstable family life. The conditions prevailing in communities, coupled with extreme poverty and lack of family support networks, are some of the causes of the growing numbers of individuals and families who are living on
the streets, particularly in urban areas. Thus, the well-being of children depends on the ability of families to function effectively.

3.7.1 White Paper Priority Programmes to promote family life

The White Paper (1996:59-63) has set the following programmes as priorities towards ensuring sustainable family life:

- The Department of Social Development is to negotiate with the Department of Education about the implementation of social support and development services including life-skills training programmes which can be run throughout the school-going years and can be incorporated into the curriculum. This training should include personal relationship skills, education regarding sexuality and substance abuse, and other appropriate programmes. It should be aimed at teaching interpersonal skills, the development of self-esteem, and decision-making and problem-solving skills.
- Preparation for marriage, remarriage and family life enrichment. Strengthening the relationship between partners, family life skills and parenting programs are critical to promoting the well-being of families.
- The business sector must be encouraged to create environments which are supportive of family life.
- A network of trained community members is to be developed to assist troubled families, to enhance networking between families and within the community, and to support each other and promote family life. Capacity-building programmes must be provided for the various helping professions and for religious and community leaders, to enable them to deal more effectively with families in need.
- The Department of Social Development needs to liaise with the Departments of Housing and Public Works and with local authorities regarding the needs of destitute/homeless individuals and families living on the streets.
- Programmes must be developed to address the needs of families affected by domestic violence.
In line with the provisions set out in the White Paper, the Department of Social Development and other government departments have committed themselves to a number of initiatives to strengthen families and enhance their role as a resource within the social welfare system. The Domestic Violence Act, (Act 116 of 1998), was implemented on 15 December 1999. The Act applies to couples, married or not, and provides that any peace officer may, without a warrant, arrest any person at the scene of an incident of domestic violence if the officer reasonably suspects that a violent act has been committed. Police may also confiscate any firearms or other dangerous weapons. Cases may not be withdrawn.

Victims of domestic violence are to be included in a protection programme on the same day. The Department of Social Development is to publish a directory of resources for domestic violence, to be made available to police stations, with details of the shelters for victims closest to each station. The Department has also contributed R250 000 to each province to help establish shelters, with local government as a stakeholder, and involving NGOs.

The Adoption Matter Amendment Act, (Act 56 of 1998), affords biological fathers the right to participate in deciding whether a child born out of wedlock can be given up for adoption. It gives biological fathers the right to adopt their own children born out of wedlock. In terms of the Act, such fathers have to register their acknowledgement of paternity with the Department of Home Affairs. The Act excludes biological fathers of children born as a result of rape, and incestuous or abusive relationships, from the right to consent to the adoption of their children.

3.8 PROMOTING AND PROTECTING THE RIGHTS OF VULNERABLE GROUPS

The legacies of the past, the current economic crisis, and political and social changes, have generated great social costs, which have had to be borne by
individuals, families and communities. This resulted in social disintegration in terms of family disorganization, domestic violence, mental health problems, rising crime, illegal drugs, substance abuse, and an illicit arms trade which contributes to growing societal violence.

The capacities of families to survive and to adequately meet the needs of their families are greatly influenced by urban and rural poverty. Families caring for members who are elderly, chronically ill, or disabled, or who have special needs and problems, are often faced with additional care-giving roles. This in turn can lead to financial vulnerability and increased psychological stress.

Large numbers of children are living in difficult circumstances, and the youth are faced with increasing obstacles to integrating into social and economic life. Elderly people have to cope with increasing vulnerability owing to poverty and their growing isolation from the rest of society. Discrimination against women, persons with disabilities and people with HIV/AIDS, has contributed to their marginalization from all social processes.

Chapter 8 of the White Paper for Social Welfare (1996) outlined a strategy to promote and protect the rights of the following vulnerable groups:

3.8.1 Children and Youth

The White Paper (Section 1, Chapter 8) established set guidelines of strategies for programmes dealing with family and children:

- The rights of families and children should be protected
- Families in need should receive comprehensive protection and support from the State and organizations of civil society. Family support programmes should address the fundamental causes of family disintegration
- Poor families and children should be given first priority in the allocation of resources, the transfer of information and skills and the determination of priorities for socio-economic development
- Respect for human dignity, family responsibility and autonomy, should be upheld. Social welfare personnel need to foster self-reliance and promote the personal growth and social competence of families and children through capacity-building and empowerment programmes. Opportunities should be created for the development of families, for equal access to resources, and for the appropriate representation of children and families in decision-making structures.
- Efforts are to be made to ensure that families and children have equal access to appropriate social welfare services, which will promote social competence in the different stages of the life cycle.

(i) **New Child Care legislation**

The Child Care Amendment Act, (Act 96 of 1996), became operational on 1 April 1998, and an information guide to facilitate the implementation of the amendment was published in September 1998. The rationale behind the amendment was to align the Child Care Act, (Act 74 of 1983), with the Constitution of South Africa, (Act 108 of 1996), and the UN Convention on the Rights of the Child. The Minister of Social Development, together with the Minister of Justice, requested the South African Law Commission to appoint the Project Committee on the Review of the Child Care Act.

The aim was to draft comprehensive child care legislation. The South African Law Commission commenced the drafting of new comprehensive child care legislation to replace the existing Child Care Act of 1983, which is inconsistent with the Constitution and with the United Nations Declaration on the Rights of the Child.

(ii) **Protection of Children**

The increasing level of reporting of child abuse, while reflecting an increased willingness on the part of people to report child abuse, is a source of major concern. The advancements in information technology have had a negative impact with Internet child pornography. Child labour continues on farms, and
access to education for children of farm workers remains a problem. The reality of child-headed households and its consequences for children with limited resources at their disposal, and their increased vulnerability to exploitation and abuse, looms large. These are among the many issues raised at the International Conference on the Convention on the Rights of the Child addressed by the Minister in September 2000 (Annual Report, 2000/01). The conference revealed that, for many children, the rights afforded to them by the UN Convention on the Rights of the Child are out of reach.

The Department, with its partners in the NGO sector, has developed a draft Child Protection Strategy to respond comprehensively to the needs of children. The Department also proposes to undertake a comprehensive review of services and programmes for children, to ensure that the strategy focuses on the most critical areas requiring intervention.

(iii) The Child Support Grant

Many families have accessed the Child Support Grant since the grant's inception in 1998. There has been a significant increase in the take-up rate of the Child Support Grant over the past two years, as shown in Table 8 below. As at March 2001, there were 1 129 672 beneficiaries of the Child Support Grant (Annual Statistical Report, 2000/01). However, it needs to be stated that the current amount of the grant may not necessarily be sufficient to address the scale of child poverty, and that the age limitation for beneficiaries does not address the needs of children of school-going age. The grant nevertheless remains a vital source of income for many poor families. The need exists for the strengthening of other programmes for children, such as the Primary School Nutrition Programme, within the framework of the National Plan of Action for Children.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>58 541</td>
<td>175 458</td>
</tr>
</tbody>
</table>
Parliament ratified the UN Convention on the Rights of the Child in 1995. The provisions of the Convention stipulate that the State must accept responsibility for promoting and upholding the rights of children. The Cabinet identified and mandated seven government departments, NGOs and other service-providers, to develop and implement the National Plan of Action for addressing the commitment to children.

All programmes designed for children must be aligned with the Convention on the Rights of the Child, the goals of the 1990 World Summit for Children, and the Reconstruction and Development Programme.

(iv) Youth Development

“To educate the youth and then not create jobs for them is like sitting on a time bomb. We need to have an integrated strategy for youth development as a matter of urgency if we are to avoid an explosion that many countries have experienced if they did not integrate their youth effectively into the economy.”

(Minister of Social Development addressing the Consultative Workshop in March 2001) (Eastern Province Herald, May 2001)

An emphasis has been placed on supporting a range of youth development programmes through the Poverty Relief Fund, to provide the youth with life skills to enter the labour market or to create their own economic opportunities.
The transformation of the child and youth care system is based on a number of principles, including the one that a child’s best interests are paramount, and that a child is best cared for within the family. Where other interventions are necessary, the guiding principle is that the child should be cared for in the least restrictive and most empowering environment, and that the intervention should take into account his or her developmental needs (White Paper for Social Welfare, 1996).

According to the Department’s Annual Report (2000/01), statistics have shown that by mid-2000, there were approximately 70,000 children in foster care and 15,000 in 186 residential care facilities. Growth in the number of foster care and care dependency grants has been rapid over the past two years. The Department provides a range of social security, social services, child protection, social relief and development programmes for families and the youth.

“Project Go” is an intersectoral project initiated by the Department of Social Development, which essentially centres around the unblocking of the residential care system for young people, namely places of safety, schools of industry, reform schools, children’s homes and shelters. The aim is to ensure that children remain in the least restrictive environments, as well as to prepare them for the outside world.

The report by the Inter-Ministerial Committee on Young people at Risk emphasizes the importance of Early Childhood Development (ECD) and Adult Basic Education Training (ABET) programmes in the prevention drive. ECD programmes are important in improving children’s chances to complete their schooling successfully, especially those from disadvantaged communities.
(vi) Provincial breakdown of the number of imprisoned children in South Africa

Table 6 shows that 4060 children aged 18 and younger were in prison on 31 December 2000. More than 72% or 2964 of them fell into the “awaiting-trial” category. Kwazulu-Natal had the largest number of awaiting-trial children (722), followed closely by Gauteng (589) and the Western Cape (473).

Table 9  Number of sentenced and awaiting-trial children in prison at 31/12/2000

<table>
<thead>
<tr>
<th>Province</th>
<th>Sentenced</th>
<th>Awaiting trial</th>
<th>Percentage Awaiting trial</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Free State</td>
<td>80</td>
<td>234</td>
<td>75%</td>
<td>314</td>
</tr>
<tr>
<td>Eastern Cape</td>
<td>174</td>
<td>453</td>
<td>72%</td>
<td>627</td>
</tr>
<tr>
<td>Gauteng</td>
<td>165</td>
<td>589</td>
<td>78%</td>
<td>754</td>
</tr>
<tr>
<td>Kwazulu-Natal</td>
<td>233</td>
<td>722</td>
<td>76%</td>
<td>955</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>57</td>
<td>151</td>
<td>73%</td>
<td>208</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>45</td>
<td>128</td>
<td>74%</td>
<td>173</td>
</tr>
<tr>
<td>Northern Province</td>
<td>67</td>
<td>76</td>
<td>53%</td>
<td>143</td>
</tr>
<tr>
<td>North West</td>
<td>110</td>
<td>139</td>
<td>56%</td>
<td>249</td>
</tr>
<tr>
<td>Western Cape</td>
<td>178</td>
<td>473</td>
<td>73%</td>
<td>651</td>
</tr>
<tr>
<td>Total</td>
<td>1110</td>
<td>2964</td>
<td>73%</td>
<td>4074</td>
</tr>
</tbody>
</table>

Source: Department of Correctional Services, February 2001

3.8.2 Women

The special focus of social development services to women derives from the premise and concern that the inequality that exists between women and men in South Africa is deeply entrenched and has characterized South African society for many years. Women are subjected to discrimination, exploitation and violence, despite the protective measures in the Constitution, which
affirms the democratic values of human dignity, equality and freedom. An unprecedented effort is therefore needed to ensure that the status of women is elevated, to protect their rights and speed up gender equality.

3.8.2 (a) White Paper guidelines for the development of women

The White Paper (1996: Chapter 8, Section 2) has set the following guidelines as imperative to the developmental needs of women:

(a) (i) Violence against women

- A range of support services are to be provided for women who have been battered, raped or sexually abused. Such women must be given assistance in dealing effectively with both the immediate crisis and the long-term effects of the trauma. Women must also be supported through legal proceedings, and programmes must promote the personal safety of the survivors of violence
- Education about women’s rights must be provided. Improved policies and legislative and procedural reforms must be advocated to improve the response of the criminal justice system in addressing violence against women
- Police officers, magistrates and criminal justice personnel need to be trained in the management of violence against women.

(ii) Poverty

- Strategies are needed to address poverty. Community development programmes must be encouraged, to promote and strengthen capacity-building programmes, micro-enterprises, small business development, and co-operative enterprises for women. Access to credit and skills training is also needed
- Welfare personnel must advise business and unions of the needs of women and families, in order to ensure that the rights of women to job security, health, safety and childcare are secured. In addition, the welfare departments are to liaise with the public works programme to ensure that such programmes are effectively targeted at women in need.

(iii) Women’s needs as caregivers

- Community and home-care programmes must take into account the social and economic needs of women, who are most often the primary caregivers of family members who have special needs. Women’s contribution in this regard has not previously been acknowledged. Options such as employment opportunities and financial support should be fully explored.

(iv) Gender-sensitive welfare services

- Welfare services are to be re-orientated to become more gender-sensitive and to promote the dignity, self-esteem and well-being of women. Welfare programmes must also actively network with other governmental and non-governmental sectors to address the developmental needs of women. In order to achieve this goal, training of welfare personnel in developmental social work practice, and community development with a focus on gender issues, are to be implemented, especially in the management of violence against women. Research to inform policy formulation and social welfare intervention in the area of women’s empowerment is vital.

- Welfare departments and organizations will need to ensure that gender issues are integrated into social policies and social welfare programmes.
(b) **Economic empowerment**

The Department established the Flagship Programme: Developmental Programmes for Unemployed Women with Children under Five Years, to provide developmental opportunities and services to unemployed women and their young children. It involves a series of pilot developmental social welfare services. Sixteen projects have been designed, to create income that is distributed amongst the participating women. The various projects have different economic opportunities that include such activities as car wash, beauty salon, vegetable gardens, poultry and egg production, bread baking, leather works, child minding, and paper and fabric painting (Annual Report, 2000/01).

(c) **Victim Empowerment Programme**

A Domestic Violence Resource Directory, which includes protocols and services on domestic violence, has been compiled through the partnership between the Department and the National Network on Violence Against Women. Central to the Victim Empowerment Programme is the establishment of 100 projects which provide needed services to victims, especially women and children. The majority of these projects attempt to operate on the basis of “24-hour one-stop service”, where victims receive a range of services rendered by trained professional and volunteer staff.

3.8.3 **Older Persons**

On many occasions the government has stated that it attaches high importance to the management of ageing. South Africa is experiencing a phase of demographic change, in which the median age of the population tends to be higher and the age group 65 years and older is gradually increasing.
In the past, services to older persons were rendered mainly in urban areas, and generally consisted of expensive institutional care. There is a lack of appropriate and affordable services to the frail and destitute older persons in the disadvantaged and rural communities (Eastern Province Herald, 8 June 2001).

(a) National Strategy for transformation

The White Paper (1996:71-72) set the following objectives to address these issues, and introduced a new dispensation, which incorporates the following:

- appropriate and affordable community services with the family as the core support system
- the principle that older persons should live at home or in communities for as long as possible
- preparation for a meaningful and productive retirement and old age
- the viewpoint that older persons are a valuable pool of knowledge, expertise, skills and wisdom
- the promotion of an age-integrated society where older persons are full and equal citizens

The approach is that residential care should be a last resort for frail older persons in need of 24-hour care. An instrument for the assessment of frail older people for admission to government-subsidized homes has been finalized, to ensure that only people in need of 24-hour care are accommodated in frail-care facilities. Along with this, models of community-based care are being piloted in a number of provinces. The Aged Persons Amendment Act, (Act 100 of 1998), aims to combat abuse of the elderly. It provides for harsh sentences for those found guilty of elderly abuse, and establishes a register of such incidents. The Act also ensures democratic governance of residential care facilities for the elderly, and outlaws discrimination in the admission of persons to such facilities. The Department of
Health, together with a number of role-players, is developing a national strategy on prevention of abuse of the elderly.

(b) Regulations to the Aged Persons Amendment Act 100 of 1999

The Regulations to the Aged Persons Amendment Act were published in August 2000. The Act provides for harsh sentences for those found guilty of abuse of the elderly, and establishes a register of such incidents. The Act also provides for the transformation of governing boards of residential facilities, and outlaws discrimination in the admission of older persons to such facilities (Aged Persons Amendment Act 100 of 1999). The original Aged Persons Act has become outdated and is not entirely consistent with international conventions on the rights and protection of older persons. The Department has therefore commenced the drafting of a new policy on the status of older persons.

The Minister of Social Development announced on 16 September 1999 that the government had decided to extend 1999 as the International Year of Older Persons for another 10 years, as many of the more than two million elderly in South Africa were vulnerable to a multitude of abuses (Eastern Province Herald, 10 June 2000). The government had aligned itself with the International Federation of the Aged in dedicating a decade to older persons. According to the South African Council for the Aged, about 1 600 cases of abuse of the elderly were reported to the Council in 1999.

3.8.4 People with Disabilities

According to the White Paper for Social Welfare (Chapter 8, Section 3), people with disabilities in South Africa face extreme levels of inequality and discrimination. Road accidents, violence and poverty – which includes malnutrition, genetic disorders and other trauma – are some of the more significant causes of disability. While the prevention of disability is a priority,
greater importance needs to be placed on the social integration of people with disabilities.

(a) **White Paper guidelines**

The White Paper (1996: Chapter 8, Section 3) has indicated the following as important to achieve development of the disabled:

(i) **Self-representation**

- People with disabilities have the right to represent themselves in all processes and structures of decision making which affect them. People with mental disabilities and deaf people have the right to be represented by persons acting on their behalf. The Department of Welfare must develop appropriate mechanisms in consultation with stakeholders to facilitate the participation of people with disabilities in policy development, planning and monitoring of service delivery.

(ii) **Co-ordinated national strategy**

- Social welfare will need to be a component in a co-ordinated national strategy to facilitate the meeting of needs and the promotion of the rights of people with disabilities. A shift from "care-taking" to a social development approach is needed, and intersectoral co-operation is critical, particularly in relation to welfare, health, education, labour, transport, housing and recreation. A national co-ordinated disability strategy will equalize opportunities in all spheres of social life, promote social integration, and address poverty among people with disabilities.

- A variety of programmes, which are intersectoral and multidisciplinary in nature, are being implemented.
(iii) **Guidelines to meet special needs**

- A generic approach to addressing the needs of people with disabilities will need to be promoted. It is, however, recognized that people with different disabilities have special needs, which may require specific interventions and care. In this regard, appropriate strategies must be developed in consultation with stakeholders. Programmes will need to be supported by government in partnership with NGOs.

(iv) **National Strategy**

The Department, through the South African Federal Council on Disability (SAFCD), pledged to involve the Disabled Children Action Group in all activities relating to children and youth with disabilities. By mid-2000, the Group had 2 623 children under its care in 180-day care centres throughout the country.

The White Paper has developed strategies to address issues facing the disabled, such as health care, rehabilitation, public education, barrier-free access, human resource development and housing. It is the first time that government has developed a policy paper on the needs of disabled people. The document states that 99% of the disabled are excluded from employment in the open market. It proposes better co-ordination between government departments, and the establishment of policies to manage people with disabilities.

The Department of Social Development participates in an inter-departmental consultative process for the transformation of protective workshops, aiming at a comprehensive model for the socio-economic integration of people with disabilities. It is accepted that there will always be a need for a facility for people with more severe disabilities – a responsibility that needs to be shared by the Departments of Social Development and Health, as well as NGOs.
The Department of Labour is one of the major role players involved in vocational rehabilitation. Persons with disabilities could, according to their potential, be admitted to one of the 13 sheltered facilities where they would be employed. Persons who have more severe disabilities may be accommodated at protective workshops run by the welfare fraternity. In 1999, the Department entered into a contract with the Thabo Mbeki Development Trust for Disabled People, to assist with the transformation of approximately 179 protective workshops (Input into the South African Yearbook:2000/01). In addition, the Trust promotes and facilitates the broader economic empowerment of disabled people. All this is made possible through the allocation of R20 million to the Trust from the Poverty Alleviation Fund. By mid-2000, 40 projects country-wide were being funded to the amount of some R8.4 million. The process of identifying protective workshops for transformation is continuing. In line with the new financing policy for developmental social welfare services, the Department is consulting with the SAFCD on developing an assessment tool for admission to residential facilities. The transformed SAFCD was launched on 3 December 1999. It functions from the Office on the Status of Disabled People, established in May 1997.

3.8.5 Responding to the impact of HIV/AIDS

According to the White Paper for Social Welfare (1996:88-89), HIV infection rates in the country rose dramatically in the '90s, and are almost doubling each year. HIV/AIDS affects all races, but is rapidly becoming a problem of the urban poor. Young adults in the economically active age-categories are most severely affected, which has far-reaching consequences for the family as a whole, as well as for individual family members. HIV/AIDS also affects access to social and economic resources.

The White Paper (Chapter 8, Section 4) emphasizes the needs and concerns of people living with HIV/AIDS. It has been projected that the HIV epidemic in South Africa will increase and will reach a plateau between the years 2005 and 2010.
Nearly four million South Africans are infected and living with the disease, with an estimated 1500 infections taking place daily (Annual Statistics, 2000/01). The AIDS crisis poses a number of special challenges in the field of social welfare, as it will impact on social security welfare services to families, especially children who will be orphaned. The Social Welfare Plan on AIDS was developed and approved to serve as a framework for all welfare constituencies to enable them to develop strategies to address HIV/AIDS according to their specific needs.

(a) White Paper approach

The White Paper (1996:90) advocates the following approach:

(i) Attitudes

- Attitudes of acceptance and support towards people with HIV/AIDS should be promoted. Employers, trade unions, NGOs and government AIDS programmes all have responsibility in this regard.
- In the light of fears and myths surrounding the epidemic, the departments of welfare are to adopt a non-discriminatory approach to people living with HIV/AIDS. The departments should commit themselves to providing all their services in non-discriminatory fashion.

(ii) Rights of people with HIV/AIDS

- HIV infected people’s rights to continued employment and to public social benefits need to be protected at all costs. This will serve to protect the economic integrity not only of individuals, but of whole households. Concerted efforts are needed to educate employers about workers’ rights, to develop legislation which will protect workers, and to monitor employer conduct.
Every effort must be made to protect the rights of people living with HIV/AIDS to confidentiality and privacy surrounding their disease. This must include educating the staff of the departments of welfare regarding the need for confidentiality and reassessing current procedures for the allocation of social grants.

(iii) Appropriate services

- Appropriate and innovative education and prevention programmes as well as social services must be promoted in partnership between government, civil society and the private sector. Home-based, family-oriented and community care strategies are the preferred options for coping with the social consequences of HIV/AIDS and the need for care.

(b) White Paper strategy

The White Paper (1996:90-91) advocates the following strategy for dealing effectively with the HIV/AIDS crisis:

(i) Children and other dependants

- The departments of welfare are to assess, monitor and promote the meeting of the needs of children whose parents are ill as a result of AIDS, children who have already lost either a mother or both parents from HIV/AIDS, and other dependants in the household such as grandparents or disabled members of the family.
- The departments of welfare will assess, monitor and enhance the capacity of existing mechanisms to meet the needs of children whose parents have AIDS, and children who have been orphaned. These mechanisms are:
  - the extended family
- family homes (support to women of the community who live with and care for orphaned children)
- foster care and/or adoption
- institutional care

(ii) Services outside the family

- For those families who are unable or unwilling to provide support and care for the AIDS-ill and orphans, systems outside the family will be mobilized and supported, such as hospices, which will be supported in partnership with stakeholders

(iii) Legislative reform, education and advocacy

- Legislative reform, education and advocacy must be initiated urgently to ensure that the rights of people with HIV/AIDS to employment, social security and tolerance are protected and entrenched

(iv) Employment

- Since people with HIV/AIDS are vulnerable to unemployment and may become too ill to work full-time, the development of informal sector employment is critical
- Obstacles such as the lack of access to credit and skills will need to be addressed if the development of informal sector employment is to be effective
- Targeted public works programmes designed to assist HIV-infected people who are still able to work and who do not qualify for a disability grant, are to be encouraged
(v) Social Relief

- Disadvantaged families who are meeting their needs at an unacceptable social cost will be assisted with social relief and concessions, for example nutrition, transport, rent, burial costs and school books.

(vi) Social security

- An assessment will be made of the potential impact of HIV/AIDS on the welfare system and on social security programmes in particular. Efforts must be made to enhance efficiency in the social security system to meet needs more speedily.

(c) Responding effectively to HIV/AIDS

Notwithstanding the limitations of existing data on HIV/AIDS, the severity of the social and economic impact of the disease, especially on the poor, is indisputable. HIV/AIDS has posed a major challenge, and to respond effectively and creatively to the situation and the needs of children and youth requires a central focus.

(i) National Integrated Plan

In October 1998, a national Partnership Against AIDS to mobilize all sectors of South African society, was launched. The Department of Social Development together with the Office on the Status of Women, facilitated the Women in Partnership Against Aids Campaign, launched in March 1999. The premise that women are more vulnerable and susceptible to AIDS formed the basis of the campaign. The Partnership supported initiatives aimed at promoting public awareness, prevention, disclosure, family care, and training about HIV/AIDS. The Department of Social Development has compiled the National Strategic Framework (NSF) for children infected with, and affected by, HIV/AIDS. The
NSF are to form the framework for the development and implementation of approaches that effectively capacitate and mobilize children, families and communities, to combat many of the effects of the HIV/AIDS pandemic. The projected outcome is for children who are affected by HIV/AIDS to have access to integrated services that address their basic needs for food, shelter, education, health care, family or alternative care, and protection from abuse and maltreatment. It is an intersectoral strategy that necessitates a proactive response from all sectors of South African society, and which focuses directly on the rights and needs of children affected and infected by HIV/AIDS. This grouping incorporates children who have contracted HIV and those who live in an environment in which the epidemic’s presence impacts on their lives. The NSF will address the immediate needs of children and develop a longer-term strategy that will prepare South Africa adequately for future challenges. The NSF complements the National Integrated Plan (NIP) for Children Infected and Affected by HIV/AIDS, for which the Cabinet has approved the setting aside of funds in the national budget (South African Yearbook, 2000/01:455-456). The NIP is a joint venture between the Departments of Health, Social Development and Education. The NIP consists of four programmes, namely:

- life-skills programmes in primary and secondary schools
- voluntary testing and counselling services
- community and home-based care
- health promotion and community mobilization

The Department of Social Development, and the Departments of Education and Health, are involved in a joint implementation of the National Integrated Strategic Framework and Plan for children infected and affected by HIV/AIDS. Cabinet has allocated a total of R450 million for this programme stretching over a three-year period. It is the task of the Department of Social Development, together with the Ministry of Health, to provide support for the implementation of family- and community-based care programmes for infected and affected children.
The implementation of the Integrated Plan has been a slow process, as it involves community mobilization and the involvement of various stakeholders.

According to the Department’s information in the *South African Yearbook* (2000/01:456), the NIP is to be implemented in six pilot sites in provinces selected on the basis of the high prevalence of HIV/AIDS and poverty levels. The selected provinces are the Eastern Cape, the Northern Cape, the North West, the Northern Province, Mpumalanga and the Free State. The focus will mainly be on community-based care and support through replicating components in existing structures. Engaging and building the capacity of CBOs, volunteers, care-givers, families and provincial and district officials from the welfare sector, to deliver, among other things, the following services:

- early identification of families and children in need
- addressing the needs of child-headed households
- ensuring that the basic and psycho-social needs of families and children are met
- linking families to poverty alleviation programmes and services
- securing alternative placement for orphaned and vulnerable children in the community
- creating an enabling environment and providing families and communities with information to increase accessibility to grants and other support services

**II) Developing capacity of government officials**

According to the Department’s *Annual Report* (2000/01), it has, in collaboration with the South African Development Institute (SAMDI), developed a curriculum for planners, analysts and researchers in the public sector to develop a common base of understanding of the impact of HIV/AIDS on service delivery. The programme was launched in July/August 2001 and is expected to reach 1200 officials over a period of three years.
(iii) Extending social assistance to families and children

The existing system of social grants affords assistance to families and children infected and affected by HIV/AIDS (Annual Report, 2000/01). Families with children under the age of six, can access the Child Support Grant. The Foster Care Grant is available to caregivers of orphans who have been placed by the court. A Care Dependency Grant is also available to caregivers of children who are chronically ill and need constant care, and this includes children infected with HIV/AIDS. The Disability Grant is available to people with disabilities, and this includes people suffering from AIDS-related illnesses who are incapacitated.

3.9 SUBSTANCE ABUSE

According to the White Paper for Social Welfare (1996:81), substance abuse is recognized as one of the greatest health and social problems in South Africa. It has vast consequences, including physical and chronic impairment, injuries, marital and family problems, child abuse, violence in families and communities, trauma, depression, crime, traffic accidents, work stress, social misery, and economic costs. Alcohol continues to be the most popularly used drug, and informal settlements and rural areas have been greatly affected by this. The South African market is also dominated by dagga, mandrax, cocaine, ecstasy, heroin and LSD. The sniffing of glue is also prevalent. Of grave concern is the increase in the number of liquor outlets, and drug smuggling and selling as a means of income. The Paper further states that approximately 5.8% of South Africans over the age of 15 are dependent on alcohol. High-risk groups include the youth, children, homeless adults, and people living in townships, informal settlements and rural areas.

Provisions were made, in terms of Section Two of the Prevention and Treatment of the Drug Dependency Act, (Act 20 of 1992), as amended, for the establishment of a Central Drug Authority. It is responsible for the implementation of the National Drug Master Plan and is to report to the
Minister of Social Development. Emphasis in the implementation of the Plan will be on the following

- intensifying programmes directed at the youth
- integrating drug-related crime programmes
- mobilizing communities in the context of health and welfare
- focusing on research and a database on information and trends in the use and abuse of substances
- intensifying international co-operation and funding

The Department of Social Development has started with a process of developing social welfare action plans for the welfare sector, in line with the National Drug Master Plan. The Minister of Social Development signed an agreement with the South African National Council on Alcoholism and the UN Office for Drug Control and Crime Prevention in this regard. This project, worth R6 million, is in the process of being implemented.

3.10 CRIME PREVENTION

Crime in South Africa poses one of the greatest threats to sustained and harmonious development. In view of this, the White Paper (1996:84) advocates the following approaches to the problem:

- to ensure a reduction in offences, crime needs to be addressed from a wider social and economic perspective
- the need for an integrative programme for crime prevention and restorative justice exists, and is to be developed by the Department of Welfare in collaboration with other departments and stakeholders in civil society. These programmes are to address the social and economic factors which contribute to crime. The prevention of crime and the reduction of offences through social welfare programmes will
be based on social support services and development programmes.

3.10.1 National Plan

Crime prevention programmes that have been initiated by the Department of Social Development (Annual Report, 2000/01) include the Khulisa Project with the Gauteng Department of Welfare, the One-stop Youth Justice Centre, the school-based parenting skills programmes, and the substance abuse awareness programme.

Other examples of crime prevention through social development include the departmental Poverty Alleviation Fund, early childhood development programmes, family preservation, economic empowerment programmes, youth development programmes, substance abuse programmes, child protection awareness programmes, the Victim Empowerment Programme (VEP), and HIV/AIDS programmes.

The Department of Social Development and three other departments are involved in the National Crime Prevention Strategy. The Department is responsible for the VEP, which aims to provide survivor support and development services. The Department views its developmental programmes (poverty eradication, early childhood development, family preservation, survivor support and development, youth development and community development initiatives) as a deterrent to crime. The VEP, with a special focus on women and children, is stated as being a government priority. The programme is co-ordinated and implemented by the Department of Social Development, together with an interdepartmental and intersectoral Victim Empowerment Management Team consisting of the Departments of Social Development, Health, Correctional Services, Justice and Constitutional Development and Education, the SAPS, relevant NGOs and provincial co-ordinators (South African Yearbook, 2000/01:458).
The establishment of 50 victim empowerment projects at provincial level is central to the programme. The majority of these projects operate on the basis of 24-hour one-stop service centres. Trained professional and volunteer staff render a range of services to victims.

3.11 Population and development

According to the Department’s Annual Report (2000/01) and its input into the South African Yearbook (2000/01), while the National Population Unit (NPU) is hosted by the Department of Social Development, the NPU’s mandate extends to all parts of government, in particular the Departments of Health; Education; Water Affairs and Forestry; Land Affairs; Environmental Affairs and Tourism; and Home Affairs. South Africa’s population policy was endorsed by Parliament in April 1998.

The need to create an environment in which everyone can enjoy long, healthy and productive lives without compromising the ability of future generations to meet their own needs and objectives, forms the main basis of the policy. The policy identifies 17 major population challenges confronting South Africa, including poverty, unemployment, education, housing, health, and a range of other social services.

The rising incidence of HIV/AIDS, which affects sustainable human development, is regarded as a source of concern by the policy. According to the policy, 27 strategies are identified to guide the implementation of the policy. Population units, located in welfare departments at national and provincial levels, are mandated to provide technical support for multisectoral action planning, monitoring and evaluating processes aimed at implementing the policy. The main focus areas are poverty reduction by meeting people’s basic needs and improving the status of women, the youth and children, especially by addressing the issue of violence against women.
The policy clearly reiterates the elimination of all forms of discrimination based on gender, and encourages government departments to promote responsible and healthy sexual behaviour among adolescents and the youth. It further calls upon the government to ensure that strategies aimed at improving access to education and creating employment-generating growth with a focus on economic opportunities for young people and women, are developed. The NPU is analyzing population and development issues in

- the Working for Water programme
- the Flagship programme
- HIV/AIDS
- adolescent health care and rights,

**SUMMARY**

The concept of social welfare refers to the extent of prosperity, well-being and health in a society. It includes opportunities for development, and whether there are opportunities to meet and manage social needs and social problems that exist for individuals, groups and communities. Social welfare is thus a broad concept, which focuses on the well-being of an entire nation.

The RSA Constitution is unique in the world in its specific references to the rights of access to housing, health care, food, water and social security, to an environment that is not harmful; to health and well-being, and the right to basic education.

Social welfare policy in South Africa is based on a social developmental approach. Social development is a specific approach to social policy, which enables a society to have a commitment to improve and sustain its quality of life. The White Paper for Social Welfare (1996) advocates a new approach to social welfare in line with a social developmental approach. The Paper acknowledges the inadequacy of past governance structures which, amongst other things, lacked legitimacy and inclusivity, and perpetuated disparity and
selective delivery of services. The Paper is underpinned by goals set at the World Summit for Social Development, and places the key areas identified at the Summit as priorities.

In spite of the policy being up to international standards, it still needs to be argued that current trends and problems experienced within the welfare sector, are in contrast with the new paradigm shift articulated in the White Paper. Millions of South Africans still do not have access to even the most modest and basic elements of the rights stated above. There still exists an urgent need for the acceleration of social, economic and human development of those disadvantaged persons in our society, in order to create and sustain a self-reliant society. Efforts to improve the welfare of the people of South Africa must be focused on job creation and skills development, so that all South Africans have the opportunity to become economically independent, and to regain their self-respect, sense of dignity, and greater freedom.

But the reality is that dire poverty still continues to be an enormous and unavoidable problem, and millions of people will continue to need help and support from state welfare services. Government needs to ensure that these services really do operate in the best interest of those who need them.

The emphasis in terms of the Department of Social Development needs to shift from talking to doing. There exists a great need for the guidelines and strategies as set out in the White Paper, to be effectively and efficiently implemented.
CHAPTER 4

RESEARCH METHODOLOGY

INTRODUCTION

This chapter discusses the research methodology used in the study to test the relevance of the 1997 White Paper for Social Welfare to the social welfare policy of the Eastern Cape Province. The chapter focuses on the literature review, the research questions the study sought to answer, and the hypothesis that underpinned the study.

A review of international and national literature relative to the research focus was carried out. This focused on the acceptance of a social developmental approach to social welfare as the most effective approach. The main focus was on the United Nations (UN) and how it evolved the importance of applying a social developmental approach to social welfare policy. This framework formed the basis for evaluating the national social welfare policy of South Africa by international standards. Provincial welfare departments have been given the autonomy to implement the White Paper. The aim of the literature review was to determine whether the Eastern Cape social welfare policy is in line with the national policy, namely the 1997 White Paper for Social Welfare. The research problem was formulated and the questionnaire structured according to information gathered from the literature review.

4.1 LITERATURE REVIEW

In order to obtain information relevant to the study, use was made of books, legislation, the Internet and newspapers.
Social development transcends the residual and institutional approaches, which have dominated social welfare thinking in the past. The social developmental approach links social welfare directly to economic development policies and programmes. The approach is relevant to all societies where efforts are underway to promote economic development. It stresses the need for a wider commitment to economic development, and emphasizes the importance of social interventions that are compatible with economic development objectives (Midgley 1995:20-22).

The study is based on a social developmental approach to welfare, and covered policies of the North American and Scandinavian countries in this regard. In the North American countries efforts to address the problems of the deprived through a combination of economic development and social programmes, are a further indication of recognition of the need for purposeful action. The Scandinavian countries have amongst the highest standards of living in the world today, not because of their economic achievements, but because of their systematic efforts to promote social development.

According to Midgley (1995:50-54), after the United Nations embraced the social development approach in the 1960s, it endeavoured to disseminate the ideas of developmental social welfare throughout the world. This acceptance by the United Nations of the importance of social development, was indicative of an international concern for people’s welfare. Most promising has been the decision of the United Nations to convene the World Summit on Social Development in 1995 and its follow-up in 2000.

Social welfare in South Africa has traditionally been perceived as a mechanism to provide a safety net for people who live in poverty, and those who are vulnerable to social exclusion. The focus has constantly been on integrating those living in poverty and those socially excluded into mainstream society, by changing them, without changing society. With the paradigm shift to developmental social welfare as articulated in the 1997 White Paper for Social Welfare, the provision of
programmes and social security services for the vulnerable is considered an important function of social welfare. But the function extends further. It encompasses the need to build the capacity of the poor to access resources and to empower them to participate actively in efforts to improve their conditions and transform society, thus creating a climate for sustainable development. According to the Department of Social Development Annual Report (2000/01:2-4), this policy is to inform the basis of all provincial social welfare policies and involves:

- Capacity-building and the promotion of self-reliance to empower individuals to play a meaningful and productive role in society
- Greater use of auxiliary workers, volunteers and family- and community-based models of care, rather than institutional care
- New funding criteria for developmental welfare programmes
- A greater focus on poverty eradication
- Commitment to continuing publicly-funded non-contributory grants for the elderly and people with disabilities, a comprehensive security system and policy, and a restorative justice approach
- Creating a interactive and good relationship between the government and NGOs

From this literature review the research problem was formulated.

4.2 RESEARCH PROBLEM

From the literature review on international approaches to social welfare in a social developmental context, it was apparent that the 1997 White Paper for Social Welfare was in line with contemporary policies in countries concerned with a developmental approach to social welfare. With provinces having the autonomy to implement the White Paper, the question now arising is whether the province of the
Eastern Cape is following this social developmental approach to social welfare policy as articulated in the national policy.

The 1997 White Paper for Social Welfare repositions welfare towards a developmental approach, shifting from reliance on institutional care towards use of community networks and care, while addressing past inequalities. The evaluation of the selected welfare policies focused on two interrelated types of evaluation, namely process and impact evaluation.

**Process evaluation** in this research study is concerned with the extent to which the selected social welfare policies and programmes are implemented according to stated guidelines in the 1997 White Paper for Social Welfare.

The **Impact evaluation** is concerned with examining the extent to which the selected social welfare policies cause a change in the intended direction. It calls for delineation of operationally defined policy goals, specification of criteria of success, and measurement of progress toward the goals.

The Eastern Cape province is one of the poorest provinces in South Africa. Media reports over the past three years have certainly indicated that severe problems with regard to service delivery and the implementation of poverty alleviation programmes have been taking place at a painfully slow pace. For this reason, it was decided to embark on this study to fully understand why service delivery and programme implementation with regard to social welfare, are not being implemented.

It is of critical importance to evaluate the social welfare policy of the Eastern Cape, considering the highly publicized problems in the province with respect to social welfare.
4.3 HYPOTHESIS

The hypothesis to be tested was:

Social development opportunities to social welfare policy in the Eastern Cape are still neither followed nor implemented.

4.4 MAIN OBJECTIVES OF THE RESEARCH

The research attempted to gather information on the relevance of the 1997 White Paper for Social Welfare to the social welfare policy of regional and district welfare offices in the Eastern Cape. Effective and appropriate developmental social welfare policy is not just an impulsive response to problems, but a reasonably well thought-out long-range plan. Taking this into consideration, the research attempts to provide a relatively systematic way of evaluating regional and district social welfare policy in terms of the following:

(a) Considerations related to values

- Is the policy compatible with important and enduring cultural values, particularly equity, fairness and justice?

- Is the policy compatible with approaches and goals set out in the national policy?

(b) Dimensions of influence

- Is the policy acceptable to those in formal decision-making positions?

- Does the policy satisfy relevant interest groups?
(c) Knowledge considerations

- Are senior personnel in both district and regional departments knowledgeable on goals and approaches set out in the White Paper?

- Is the policy workable? That is, can the programmes that flow from the policy be carried out in the real world?
- Does the policy minimize problems for both the Department and the intended beneficiaries?

(d) Elements related to costs and benefits

- Is the policy reasonably effective?
- Is the policy efficient?

It was also imperative to establish whether disparities existed between the policies of urban and rural areas under study. In particular, the research examined this in terms of programmes and funding.

4.5 RESEARCH QUESTIONS

The research sought to elicit the knowledge of senior personnel in the selected regional and district welfare departments regarding the following critical questions:

- Whether the 1997 White Paper for Social Welfare is used by welfare departments as a basis for their developmental social welfare policy
Whether the selected welfare departments have a comprehensive capacity-building training programme for personnel in terms of the new developmental approach to welfare.

What the department’s priorities are, as well as who the prime beneficiaries of their poverty eradication strategy are.

What developmental welfare community projects are operational within each Department.

4.6 RESEARCH METHODOLOGY AND DESIGN

This research study follows both a qualitative and quantitative research approach because of the nature of the problem being studied. The qualitative aspect of the study refers to the questionnaire utilized to obtain the data. Qualitative research refers to any type of research that produces findings not arrived at by statistical procedures or other means of quantification. It refers to a non-mathematical process of interpretation, carried out for the purpose of discovering concepts and relationships in raw data, and then organizing these into a theoretical explanatory scheme. According to Strauss and Corbin (1998:6), researchers using this methodology generally hope that their work has direct or potential relevance for both non-academic and academic audiences. This is because the methodology enjoins taking with immense seriousness the words and actions of the people studied.

The importance of this methodology is that it provides a sense of vision, of where it is that the researcher wants to go with the research. The techniques and methods furnish the means for bringing that vision into reality.
4.6.1 Methodology for policy evaluation

Scientific disciplines are formed around a set of questions or problems, viable and testable theories, and rigorous and systematic methodologies. Whereas impact evaluation research has formed its basic set of questions, there is no theory of evaluation per se or one methodology for evaluation.

Most policies and programmes to be evaluated are grounded on the established body of interdisciplinary knowledge. Yet few if any evaluation studies include presentation of the theory or theories involved in the selection of variables by means of which the relations are investigated. Queries such as why a particular policy is expected to accomplish its goals, are generally not articulated. Obviously, if there are no solid theoretical grounds for expecting that a particular policy will accomplish its goals, one should not be too surprised if in fact the policy does not accomplish them.

At the heart of all policy evaluation research activities is the idea of causality, that is to say, a policy is expected to produce a change in the target population in the direction and of the magnitude intended by the policy makers.

4.6.2 Units of Analysis

The units of analysis for this study included the following:

1. Directors of selected welfare departments from (a) provincial (b) regional and (c) district levels
2. Senior personnel at the selected welfare departments, specifically chief social workers and senior personnel in the social security unit
4.6.3 RESEARCH DESIGN

Having identified the goals of the policy, the researcher proceeded to construct an impact model, the empirical analyses of which could provide evidence of the extent to which the policy has accomplished its goals.

According to Leedy and Omrod (2001:98-102), a model is an abstraction of a part of the real world. It is a representation of reality that is adequate for the problem of concern. Models are made up of variables that are relevant to the problem of concern and the relations among these variables. The notions of causality, modelling reality and testing the models to infer cause-and-effect relationships, can be applied for the purposes of evaluation research through impact models. Models in general are fundamental to public policy research. An impact model translates theoretical ideas about the modification of behaviour and/or societal conditions into a set of variables relevant to the policy under evaluation, and into a number of concrete propositions pertaining to the relationships among these variables.

Once the impact model had been developed, the researcher was confronted with the task of structuring the process of collecting, measuring, analyzing and interpreting data. This is the aim of the research design. A research design is a logical model of proof that guides the investigator in the various stages of the research.

4.6.4 Measurement and standardization

A policy’s goals are to be expressed in measurable terms. Measurements that focus on immediate and intermediate goals are especially significant when evaluation results are needed before the ultimate goal is realized.

The obtrusive method of an interview with a structured questionnaire was used in this study.
(a) Instrumentation

Most quantitative studies that are conducted on individuals, and most field research, focus on the average person or the poor and powerless. Social researchers understand that they also need to study powerful elites if they are to understand society. Many important research questions in public management can be answered only by finding out how certain individuals think and act. Owing to the nature of this study, elite interviewing was required. Researchers cannot study elites with random samples because they are too rare, and because they are unlikely to participate (Leedy et al., 2001: 91-106).

According to Welman and Kruger (1999: 194-97), the interview is a face-to-face interpersonal role situation in which an interviewer asks the respondent questions designed to obtain answers pertinent to the evaluation study. Only senior personnel in the selected welfare departments were interviewed, because it was assumed that these were the people who were extensively informed and knowledgeable on departmental social welfare policy. The interview, although relatively structured, was in the form of a focused interview with the following attributes:

(a) interviews were conducted with respondents involved in social welfare
(b) questions referred to situations that had been analyzed prior to the interview
(c) it proceeded on the basis of an interview guide that specified topics related to the 1997 White Paper for Social Welfare

The questionnaire consisted mostly of closed-ended questions, but open-ended questions were included for yes/no questions. This assisted the researcher in the qualitative analysis of responses and the conclusions drawn. The questionnaire sought to establish the knowledge of senior personnel about the White Paper, as well as to measure the extent to which departmental social welfare policy was
informed by the White Paper. Respondents’ responses were categorized according to set categories. The questionnaire also included an “other” (x) category for some questions, in instances where respondents added extra information.

4.6.5 DELIMITATION

The study was limited to the Nelson Mandela Metropole, East London and Queenstown. The rationale behind this delimitation was to determine whether there was any difference between the policies of the metropole, a city, and a peri-urban area in the same province.

4.6.6 SAMPLING

The objective of the study, as previously stated, was to evaluate regional and district social welfare policies in the Eastern Cape province, to determine whether the province follows and is guided by the 1997 White Paper for Social Welfare.

Senior personnel from the selected welfare departments were sampled. Because elite interviews were conducted and only 14 of respondents were willing to be interviewed, the sample was as representative as possible. Directors in the selected departments, together with 3-4 senior personnel, were sampled for the study.

4.6.7 MAINTAINING A BALANCE BETWEEN OBJECTIVITY AND SENSITIVITY

In this methodology, data collection and analysis occur in alternating sequences. Analysis begins with the first interview and observation, which leads to the next interview or observation, followed by further analysis and further interviews.
Therefore, there is a constant interplay between the researcher and the research act. Because this interplay requires immersion in the data, by the end of the enquiry the researcher is shaped by the data, just as the data is shaped by the researcher (Strauss et al., 1998:147-148). This implies that the researcher is sensitive to the issues and problems of the persons or places being investigated. The problem that arises during this mutual shaping process is how one can immerse oneself in the data and still maintain a balance between objectivity and sensitivity. Objectivity is essential to arrive at an impartial and accurate interpretation of events. Sensitivity is required to perceive the subtle nuances and meanings in data and to recognize the connections between concepts. Both objectivity and sensitivity are necessary for making discoveries.

(a) Maintaining an Objective stance

In qualitative research, objectivity does not mean controlling the variables. Rather it means openness, a willingness to listen and to “give voice” to respondents, be they individuals or organizations. It means hearing what others have to say, seeing what others do, and representing these as accurately as possible. It means having an understanding, while recognizing that the researcher’s understanding is often based on the values, culture, training and experiences that he/she brings to the research situation, and that these might be quite different from those of the respondents. Strauss et al. (1998: 20-25) give that the following techniques to increase awareness and help control intrusion of bias into analysis:

- **To think comparatively.** By comparing incident to incident in the data, researchers are better able to stay grounded in them
- **Obtaining multiple viewpoints of an event,** that is to attempt to determine how the various actors in a situation view it
- **Maintaining an attitude of scepticism.** All theoretical explanations, hypotheses and questions about the data arrived at through analysis, should be regarded as provisional. These should be validated against data in subsequent interviews or observations.
(b) Developing sensitivity to the meanings of Data

Having sensitivity means having insight into, and being able to give meaning to, events and happenings in data. It means being able to see beneath the obvious to discover the new. This quality of the researcher occurs as he or she works with data, making comparisons, asking questions and going out and collecting more data (Welman et al., 1999: 185-192). Through these alternating processes of data collection and analysis, meanings that are often illusive at first, become clearer.

Two things are important here:

- Always to compare what one sees with what one sees at the property or dimensional level, because this enables the researcher to use experience without putting the experience itself into the data
- It is not the researcher’s perception or perspective that matters, but rather how research participants see events or happenings

4.6.8 VALIDITY AND RELIABILITY

Essentially, “validity” is concerned with the question of whether one is measuring what one intends to measure. A measuring instrument is said to be valid if it does what it is intended to do. “Reliability” is an indication of the extent to which a measure contains variable errors. That is, it is assumed that any measure consists of a true component and an error component, and that the proportion of the amount of variation in the true component of the total variation estimates reliability (Welman et al. (1999:97-102).
(a) Validity

The problem of validity arises in policy evaluation research because measurement, with few exceptions, is indirect. Under such circumstances, it is always necessary to provide evidence that a measure does in fact measure what it appears to measure. Validation always requires some kind of evidence, the nature of which depends on the type of validity. The type of validity used in this research study is sampling content validity.

The primary concern of sampling validity is whether a given population of situations, events or behaviours is adequately sampled by the measure in question. That is to say, does the content of the measure adequately represent the content population of the variable being measured?

(b) Reliability

Some error is involved in any type of measurement. “Reliability” is an indication of the extent to which a measure contains variable errors, that is, errors that differed from one object to the next during any given measurement and that varied from time to time for a given object measured twice by the same measure (Welman et al., 1999:142-144).

Applying this approach allowed a focus on district and regional social welfare policies in a natural setting, and gave the opportunity to study the policies in all their complexities with reference to the White Paper.

4.6.9 DATA ANALYSIS AND INTERPRETATION

The data was analysed to determine whether the Eastern Cape Province follows a developmental social welfare policy as outlined in the White Paper. Interpretations
of the findings in terms of the Impact model and the goals set for the policy concluded the analysis of the data.

SUMMARY

This chapter discussed the research methodology used in the study. The study followed both a qualitative and a quantitative research approach. The research design dictates the form and sequence of decisions and determines how the research is focused. The research design was determined by the nature of the problem being studied. The study followed a qualitative approach, complemented by a quantitative approach in the form of a questionnaire, and statistical reports acquired for the Eastern Cape Department of Social Welfare.
CHAPTER 5

DATA ANALYSIS AND INTERPRETATION

INTRODUCTION

This chapter discusses the research findings following an analysis of the data collected from the respondents, using a structured questionnaire. The results are analyzed and presented according to the two categories of respondents, and to the four sections identified in the questionnaire.

5.1 DATA ANALYSIS

Analysis of the results is presented according to the categories of subjects interviewed. Graphic presentation of the data is according to information obtained from respondents.

5.1.1 Demographics

Information on the respondent’s name and position in the selected department, date of interview, location, and the time and length of the interview, were established to determine whether this had any impact on responses regarding the main questions in the questionnaire.

(a) Position within department

Directors (category 1) from the four selected welfare departments were interviewed. This involved an interview with the Bisho Provincial Director for Policy Planning, Research and Information Systems. The Regional Director of Welfare in
Port Elizabeth, as well as the two District Directors for East London and Queenstown respectively, and three or four senior personnel (category 2) in each selected department were also interviewed. This category included interviews with Chief Social Workers, Chief Development Officers and Senior Social Security personnel.

Grouping the respondents into these two categories, produced certain conclusions:

- Respondents from category 1 were fairly knowledgeable on the White Paper and its goals, but fairly ill-informed of developmental programmes operational within their departments.
- Respondents from category 2 were generally knowledgeable on the White Paper and aware of developmental programmes running.
- The length of interviews with the second category of respondents generally took longer, except for the interview with the provincial director.

5.1.2 Knowledge of White Paper

Knowledge of the White Paper was measured by responses to the following:

- A direct question on whether the White Paper was used, and how it was used.
- If respondent had a copy of the Paper in his/her office.
- A direct question on what goals were pursued in the White Paper.
(a) Description of findings

A score of between 5-8 points would indicate that the respondent was knowledgeable about the White Paper. 80% of respondents from category 1 (Directors) achieved scores of between 6-8 points. 40% of respondents from category 2 (senior personnel) obtained scores between 6-8 points.

Fig. 5.1(a) Knowledge of White Paper

![Bar chart showing knowledge of White Paper between Category 1 and 2](chart1)

Fig.5.1(b) Difference in knowledge of White paper between category 1 and 2

![Pie chart showing difference in knowledge between Category 1 and 2](chart2)

This is fairly indicative that the most senior personnel were more aware of the White Paper and thus of the policy to be followed.
5.1.3 The training of personnel in developmental social welfare

According to the White Paper for Social Welfare (1997), personnel in all welfare departments were to be trained in the new developmental approach to social welfare.

This was measured in the questionnaire by the following:

- If existing personnel in selected welfare departments were trained in developmental approaches to social welfare
- If there was a comprehensive capacity-building programme for personnel in terms of in-house training, training provided by government organizations, and training provided by non-governmental organizations

(a) Description of the findings

An interesting phenomenon became apparent through data analysis: there exists a disparity in this section between the urban areas and the rural area. Although the training of personnel in the new developmental approach had begun to a certain degree in the urban departments (Port Elizabeth and East London), it was non-existent in the rural department (Queenstown).

Furthermore, while responses from category 1 indicated the process being in place, responses from category 2 reflected to a certain degree that the process had been very slow, having been implemented only at the top levels with the most senior personnel, such as category 1 respondents.
Fig. 5.2 (a) : Training of Personnel in Developmental Approaches to Social Welfare

![Graph showing training methods for different categories.]

Fig.5.2 (b) Responses to training being in place between category 1 and 2

![Pie chart showing responses.]

It is clear from the results that response on whether there was capacity-building training for personnel, were conflicting. In spite of category 1 responses indicating that personnel were indeed trained in the new developmental approach to welfare, category 2 responses included answers that this type of training was non-existent.
The results also reflected a disparity between urban and rural welfare departments with regard to personnel being trained in the new developmental approach to social welfare.

5.1.4 The development and implementation of a poverty eradication strategy

This was measured by the following:

- **Poverty eradication priorities**
  - employment creation
  - provision of basic social services
  - social relief programmes
  - social care programmes
  - effective social security provision and delivery services

- **Prime targeted beneficiaries**
  - women
- children and youth
- the elderly
- the disabled
- people living with HIV/AIDS
- those affected by HIV/AIDS

The aim of the poverty alleviation programme as outlined in the White Paper, was the provision of social development programmes aimed at promoting poverty eradication and the promotion of people-centred development in the province.

5.1.4 (a) Description of the findings

The results of responses at provincial level were positive, and resulted in the following data analysis:

The programme for poverty alleviation through social development had received a provincial budget of R3,776,000 for the administration of social development, a national grant of R14,838,900 for Poverty Eradication programmes, and R200,000 for two Flagship programmes (Eastern Cape Welfare Department Annual Report, 2001). This sub-programme was responsible for development, facilitation, evaluation of business plans, allocation of funds, and monitoring of projects.

In 2000/01 the sub-programme approach emphasized a shift from funding of projects to funding of programmes. The department allocated weights to assist in the distribution of poverty eradication funds, and these were in line with poverty pockets. The programme had as prime targets the beneficiaries as indicated above.
The national grants had been allocated amongst 26 programmes as tabled below:

**Table 10  Anti-poverty programmes, No. of beneficiaries and Budget Allocation 2000/01**

<table>
<thead>
<tr>
<th>Region</th>
<th>No. of Programs</th>
<th>No. of Beneficiaries</th>
<th>Budget Allocation</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Male</td>
<td>Female</td>
</tr>
<tr>
<td>Western</td>
<td>5</td>
<td>10</td>
<td>415</td>
</tr>
<tr>
<td>Northern</td>
<td>5</td>
<td>225</td>
<td>402</td>
</tr>
<tr>
<td>Central</td>
<td>6</td>
<td>161</td>
<td>993</td>
</tr>
<tr>
<td>Eastern</td>
<td>5</td>
<td>132</td>
<td>830</td>
</tr>
<tr>
<td>North Eastern</td>
<td>5</td>
<td>61</td>
<td>736</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>26</strong></td>
<td><strong>589</strong></td>
<td><strong>3376</strong></td>
</tr>
</tbody>
</table>

Source: Eastern Cape Welfare Department, 2000/01
5.1.5 (a) Social Security

The Constitution makes provision for the payment of Social Grants to all South African citizens who cannot provide for themselves, who meet the relevant qualification criteria. Social Security is therefore one of the key poverty alleviation programmes of government.

Social Security Services are composed of the following:

- Social Assistance
- Social Relief

This involves social grants to children, the aged, the disabled and social relief to families in distress.

(a)(i) Welfare Budget of the Eastern Cape Province

According to the provinces’ Annual Welfare Report (2000/01) during the year under review, a total budget allocation of R3.7 billion was allocated. Of this amount R3.6 billion was for social grants and was distributed as follows:

- Maintenance Grant (MG) = R47,881,000
- Foster Child Care (FCC) = R70,819,000
- Care Dependency (CD) = R32,000,000
- Combination Grants (CG) = R3,500,000
- Child Support Grant (CSG) = R141,600,000
Old Age Grants (OAG) = R2,467,323,000
War Veterans (WV) = R6,700,000
Disability Grants (DG) = R847,171,000
Total = R3,616,994,000

Fig. 5.4  Distribution of Budget per Grant Type 2000/01

It is quite evident from the diagram that Old Age Pension grants payouts comprised the largest part of the budget.
(ii) Social Assistance

This entails ensuring the effective and efficient welfare financing and evaluation of programmes. The Directorate of Social Assistance is responsible for transferring subsidies to welfare-funded organizations. It must also support, evaluate and monitor the subsidized organizations.

This purpose translates into:

- Provision of welfare financing
- Registration of non-profit organizations (NPOs)
- Assessment and approval of welfare programmes
- Development of norms and standards, and monitoring and inspection
- Evaluation of welfare programmes

A budget of R130,000,000 for the transfer payments and R3,938,000 for administrative purposes was voted for by the legislature for the financial year 2000/01 (Department of Welfare, 2000/01).
Fig. 5.6 Distribution of budget and expenditure (R’000) – 2000/01

Source: Department of Welfare, 2000/01

Table 11 Transfer payments per programme type – 1 April 2000 to 31 March 2001

<table>
<thead>
<tr>
<th>Facility</th>
<th>Number</th>
<th>Beneficiary</th>
<th>Budget</th>
</tr>
</thead>
<tbody>
<tr>
<td>Children’s Homes</td>
<td>20</td>
<td>2348</td>
<td>R13,530,700</td>
</tr>
<tr>
<td>Places of Safety (Accommodated in Children’s Homes)</td>
<td>20</td>
<td>2348</td>
<td>R1,464,000</td>
</tr>
<tr>
<td>Educare Centres</td>
<td>1385</td>
<td>72,000</td>
<td>R35,104,624</td>
</tr>
<tr>
<td>Welfare Organizations (ACVV, Child and Family Welfare, NICRO, etc.)</td>
<td>64</td>
<td>464 Social Work posts</td>
<td>R21,328,800</td>
</tr>
<tr>
<td>Service</td>
<td>Number</td>
<td>Code</td>
<td>Amount</td>
</tr>
<tr>
<td>----------------------------------------------</td>
<td>--------</td>
<td>-------</td>
<td>------------</td>
</tr>
<tr>
<td>Hospices</td>
<td>5</td>
<td>745</td>
<td>R3,863,100</td>
</tr>
<tr>
<td>Homes for the Disabled</td>
<td>14</td>
<td>3316</td>
<td>R5,572,124</td>
</tr>
<tr>
<td>Homes for the Aged</td>
<td>55</td>
<td>3533</td>
<td>R39,886,364</td>
</tr>
<tr>
<td>Service Centres for the Elderly</td>
<td>52</td>
<td>11684</td>
<td>R4,214,000</td>
</tr>
<tr>
<td>Treatment Centres (Drugs)</td>
<td>1</td>
<td>403</td>
<td>R480,000</td>
</tr>
<tr>
<td>Protective Workshops for people with disabilities</td>
<td>15</td>
<td>515</td>
<td>R881,200</td>
</tr>
<tr>
<td>Shelters for Children and Adults</td>
<td>4</td>
<td>4315</td>
<td>R2,150,412</td>
</tr>
<tr>
<td>Day Care Centres for the Profoundly Mentally Disabled</td>
<td>15</td>
<td>1871</td>
<td>R1,524,676</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td></td>
<td><strong>R130,000,00</strong></td>
</tr>
</tbody>
</table>
Figure 5.7 shows that the major share of the transfer payment allocation in 2000/01 went to the Western Region.

5.1.5 (b) Results Discussion

Results from responses in category 1 and 2 indicated that departments were making fair progress towards implementing poverty eradication priorities as outlined in the White Paper.

**Fig. 5.8 (a) Priorities in Poverty Eradication Strategy**
Fig.5.8 (b) Priorities as a percentage

What became very apparent from the results, was that employment creation and incoming generating programmes as part of poverty eradication, were being effectively pursued.

The results indicated (Figure 5.9) a difference in targeted beneficiaries for poverty eradication per department.

Fig.5.9 (a) Targeted beneficiaries per department
What is apparent from the results is that prime targeted beneficiaries for most departments, were women and children and youth. The HIV/AIDS issue was relatively focused on throughout. The results clearly indicate a low level of importance given to the disabled.

5.1.5 Section four: Developmental community projects that were operational

Programmes for the following focus areas measured this:

- Children
- Street children
- Women
- The Elderly
- The Disabled
- HIV/AIDS

This involves the provision of developmental Social Welfare Services to vulnerable groups (people who cannot provide for themselves), targeting children, youth, families, older persons and people with disabilities.
The key sub-programmes include:

- Children, Youth, Families
- Special Development Areas (HIV/AIDS, Victim Empowerment Programme, Older Persons and Disability Integration)

The total budget allocation of this programme in the financial year 2000/01 was R99,077,000 (Eastern Cape Welfare Department Annual Report, 2000/01).

**Fig.5.10 Expenditure pattern 99/00 and 00/01 (R'000)**

The whole expenditure for this financial year had been reduced by 0.25% compared to the previous financial year. The above may be attributed to the non-appointment of professional social workers who are central to the delivery of these social services.
Conditional grants were received by the Department for the following programmes:

<table>
<thead>
<tr>
<th>Programme</th>
<th>Voted ('000)</th>
<th>Actual Received ('000)</th>
</tr>
</thead>
<tbody>
<tr>
<td>HIV/AIDS</td>
<td>950</td>
<td>950</td>
</tr>
<tr>
<td>VEP</td>
<td>430</td>
<td>430</td>
</tr>
<tr>
<td>Criminal Justice</td>
<td>1590</td>
<td>1590</td>
</tr>
<tr>
<td>Total</td>
<td>2970</td>
<td>2970</td>
</tr>
</tbody>
</table>
5.1.6 (a) Welfare facilities

This programme provides physical and technological infrastructure for use by Welfare service providers, Children’s Homes, Places of Safety, and so on.

Fig.5.12 (a) Voted amount vs. Expenditure

Fig.5.12 (b) Voted amount vs. Expenditure (%)

This clearly indicates the difference between the amount voted and the expenditure.
5.1.6 (b) Results

Developmental welfare projects were measured according to the following:

(b)(i) Children and Youth

- Life skills
- Youth Development
- Holiday Programmes
- Youth at Risk
- Prevention
- Educational projects
- Skills training

The transformation of the Child and Youth Care System was implemented in 1996 to introduce a paradigm shift in the care of children and youth involved in, or at risk of, falling into criminal activities, from a remedial and institutional approach, to a preventive and developmental approach.

The Family Preservation project was implemented in 1999/2000 and sought to strengthen family relationships and to integrate children in conflict with the law with their own families through three critical activities, namely intensive family support to parents, youth mentorship, and community conferencing. Twenty-five families with young people who were at risk of being removed from their homes successfully participated in the programme.

(ii) Street children

- Feeding projects
- Safe House project
- Reintegration
• Life skills training
• Shelters

(iii) Women
• Flagship and self-help programmes
• Self-empowerment
• Income- generating projects

(iv) The Aged
• Information services at pay points
• Feeding schemes
• Social groups/ Clubs
• Empowerment skills and training
• Programmes on elder abuse and reporting thereof

(v) The Disabled
• Skills training
• Job creation
• Support groups

(vi) HIV/AIDS
• Awareness projects
• Educational programmes
• Family-based care
• Community-based care
Results indicated that all projects were performed within the framework of the Victim Empowerment Programme together with the Child Protocol.

**SUMMARY**

This chapter analyzed the data collected from the two groups of respondents, using a structured questionnaire. The chapter discussed the research findings and graphically presented the data according to information obtained from respondents. The chapter presented the data according to questions asked in the questionnaire and, where possible, made comparisons regarding the two categories of respondents interviewed, as well as regarding the different areas under study. The chapter focused on major points taken from the questionnaire.
CHAPTER 6

GENERAL CONCLUSIONS AND RECOMMENDATIONS

INTRODUCTION

In the preceding chapters various perspectives and approaches to developmental social welfare were described. Research into the relevance of the 1997 White Paper for Social Welfare in the Eastern Cape social welfare policy was conducted. What follows is a summary of the contents of each chapter.

The introductory chapter provided an overview of the whole study. It discussed the focus and nature of the problem investigated.

Chapter 1 provided a background to policy, policy analysis, and the role of policy evaluation in policy analysis. The chapter discussed the various approaches to policy analysis and highlighted those relevant to this study.

Chapter 2 examined a normative approach to social welfare, with perspectives from developed countries, the United Nations, and developing countries. The chapter also described the terms “social welfare”, “social development” and “social welfare policy” within the realms of an international approach. Of main importance in this chapter was the United Nations (UN) and its advocacy of developmental social welfare policy within a social developmental approach. The chapter focused particularly on conferences convened by the UN with regard to social development. The social welfare policies of the United States, Canada, Ireland and the Scandinavian countries were analyzed to draw relevant knowledge on developmental social welfare policy. The chapter also discussed social welfare in the former communist countries and in the Third World, with the emphasis on Africa.
It is because of the experience of the industrial nations that the role of economic growth in social progress is today widely recognized. Indeed, the idea of progress is closely linked to the notion of economic development. It is sustained economic growth that is widely regarded to be the driving force for social improvements. It is also recognized that economic development of itself is not a sufficient condition for social welfare. As the experience of the industrial nations reveals, economic and social welfare policies need to be effectively integrated to ensure social improvements for all.

Chapter 3 provided an overview of welfare in South Africa. Most points argued were in line with the 1997 White Paper on Social Welfare. The chapter mainly focused on how the shift from welfare to a social developmental approach to welfare was incorporated by the National Department of Social Development. The White Paper for Social Welfare, adopted by Parliament in 1997, advocated a social developmental approach to social welfare.

Chapter 4 discussed the research methodology used in the study. The chapter described the objectives of the study, and its research methodology, the units of analysis, sampling procedure, and the research instrument used in the collection of data.

In Chapter 5 all data collected was analyzed in terms of the two personnel categories, as well as various departments.
6.1 GENERAL CONCLUSIONS

The major conclusions which can be drawn from the study, are based on the responses of the majority of participants in the research.

The data collected supports the hypothesis: Social development opportunities to social welfare policy in the Eastern Cape are still neither followed nor implemented.

All opportunities offered by the new social developmental approach to social welfare were still not being followed or implemented in the province. Information given by respondents reflected this non-implementation of programmes and objectives as set out in the White Paper. The White Paper was clearly not being used a guideline.

6.1.1 Knowledge of the White Paper

From the data collected it is evident that functional personnel (category 2) in the selected welfare departments were ill-informed about the White Paper. This is quite disturbing, considering the fact that these were the people charged with implementing this policy. It is clear that functional personnel in the rural area of study were unaware of the existence of the White Paper. Less than half of functional personnel in the urban areas were knowledgeable about the White Paper.

6.1.2 Training of personnel

The data collected revealed that a disparity existed between urban and rural welfare departments with regard to training of personnel in the new social developmental approach to welfare. This is cause for concern, considering that most of the province’s poor people reside in rural areas.
The Ten-Point Plan as set out by the National Department was not being completely adhered to in the Province, and much still needed to be done to reach these goals.

6.2 RECOMMENDATIONS

The recommendations will be presented in relation to the variables that directed the research throughout.

In March 2001 we witnessed the debate in the National Assembly on the Advisory Board on Social Development Bill. The Board is a structure for consolidation of partnerships between government and civil society organizations in the social development sector, and represents an important legislative milestone in the transformation of the sector. The objectives of the Board are to advise the Minister on:

- measures to promote the transformation and continuous improvement of social development services
- measures to promote social development initiatives
- measures to include local government in the provision of integrated service delivery at local government level
- proposals for new legislative frameworks for the social development sector and amendments to existing legislation
- the introduction of local and international best practices in social development services

The Board to act as a consultative forum for the Minister to discuss social development matters, including:

- Improving the quality of provincial and national social development services
• The introduction of new policies and successful policy implementation in the government and non-government environment
• Facilitating consultation between stakeholders and government regarding the implementation of social development policies and programmes
• Ensuring effective review of the formulation, implementation and evaluation of social development policies, programmes and legislation, as informed by the needs and priorities of society
• Inputs from the social development sector to international forums and protocols

The legislation represents a significant milestone in building partnership and enhancing governance in the sector. In many ways, the Bill reflects the Department’s transition from welfare to social development. When originally introduced in Parliament in 1999, the Bill was entitled the Welfare Governance Bill. The Portfolio Committee, grasping the significance of the paradigm shift to social development, effected amendments to align the legislation with the social development approach.

6.2.1 Management by Project Approach

For the purpose of this study, it is recommended that the Eastern Cape Department of Social Development implement a Management by Project approach to realize the objectives of a social developmental approach to welfare.

According to Van der Walt and Knipe (1998:89-00), management by projects involves the entire institution, and systems that support it must also span across multiple levels and departments. With this approach, all functional activities are treated as projects, beginning with evaluation of potential projects against the corporate strategy. Operational plans for all functional groups are prepared with a project orientation, and area reviewed as such. The output of the complete process
is a set of projects (programmes) and resource plans aligned with the institutional strategy. Figure 7.1 below illustrates this approach.

Figure 7.1 illustrates how the White Paper, as a strategy, should be converted to projects for implementation.

**Figure 7.1 White Paper implementation**

<table>
<thead>
<tr>
<th>Strategic planning base</th>
<th>Results required</th>
<th>How?</th>
<th>Implementation</th>
<th>Review</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental scanning</td>
<td>Vision</td>
<td>Strategies</td>
<td>Projects</td>
<td>Performance indicators</td>
</tr>
<tr>
<td>↓</td>
<td>↓</td>
<td>↓ Programs</td>
<td></td>
<td>↓ Standards</td>
</tr>
<tr>
<td>Assumptions</td>
<td>Mission</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>↓</td>
<td>Objectives</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

An advantage of this integration is that projects (service delivery) will be evaluated according to predetermined performance indicators or criteria.

The current welfare situation in the province necessitates the use of this model with regard to successfully implementing programmes. This model allows monitoring and evaluation of programmes to ensure that the needs of the community are met.
It is suggested that this model be used in the training of personnel with regard to the new social developmental approach to welfare. Training courses should be brought in line with this model.

**Fig. 7.2 Converting strategic objectives to projects**

<table>
<thead>
<tr>
<th>Strategic Intent (Management by Projects)</th>
<th>Project Management</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Strategic Management</strong></td>
<td><strong>Project 1.1→Action 1.1.1</strong></td>
</tr>
<tr>
<td><strong>Statement of Direction</strong></td>
<td><strong>Project 1.2→Action 1.1.2</strong></td>
</tr>
<tr>
<td><strong>Objective 1</strong></td>
<td><strong>Project 1.3→Action 1.1.3</strong></td>
</tr>
<tr>
<td><strong>Objective 2</strong></td>
<td><strong>Project 1.4→Action 1.1.4</strong></td>
</tr>
<tr>
<td><strong>Objective 3</strong></td>
<td></td>
</tr>
</tbody>
</table>

This figure illustrates the importance of staff, which in this approach will become project team members, determined by their functional responsibilities and competencies. They should know what their individual contribution towards the implementation of the project should be. Thus they must know:

- what the project is all about
- where the project will be executed (geographical locations)
• who will be involved (units, sections, directorates)
• when to start with individual tasks of the project
• how they must perform a specific activity and how they will be evaluated (quality)

These aspects should be used with staff through the performance management system of the institution. At various stages of project implementation, staff members will therefore be involved in specific tasks associated with a specific service delivery project.

6.3.1 (a) Project Implementation

According to Van der Walt et al. (1998:82-85), a number of key variables should be considered when projects are implemented according to the Management by Projects approach.

(i) Customer orientation

In line with the White Paper on Service Deliver (Batho Pele principles), the purpose of each member of the project team is to fulfil the needs of someone, in other words customers, who can be internal or external to the public institution. Opportunities must be created to understand customers’ needs in order to have an immediate impact on improving project quality.

(ii) Work Breakdown Structure (WBS) and control

The behaviour that is fostered with a WBS is one of control. One approach to controlling projects is by dividing them into smaller pieces and controlling the pieces. If the pieces are still too large and complicated to control the project, those pieces are then subdivided into yet smaller pieces.
(iii) **Project performance baseline (budget)**

The project budget serves as a performance baseline and therefore control. A performance baseline is a prerequisite for project control. People cannot work at their maximum effectiveness if they do not know what their goals are, or how well they are doing in relation to these goals.

An effective project management action is to request team members to develop their own budgets as functions of time. The behaviour created by this is that they have to break down the work into tasks, determine the various work products in each task, and then determine the interdependence of these work products. The arrangement of work products in time is the foundation by which the performance baseline is established, in order to control the work.

(iv) **Measuring and evaluating**

Measuring is determining the degree of progress being made in the project. The indices to be used to measure progress would be determined in the planning process. Indices should be true indicators of progress, and are gathered in such a way that they will be statistically significant.

Evaluating is the process of determining causes for deviations and predicting what should be expected in the future. It involves determination of possible ways to avoid or correct problems. Acting on these actions involves communication of progress to appropriate participants of the project, their management and the customer, as well as taking actions to correct deviations.
6.3.2 Training of personnel

Training has a key role to play in ensuring the effective transition to social developmental welfare, and applies equally to both senior management and the remainder of the personnel. It is imperative that training towards this new developmental approach to welfare is implemented equally amongst departments, with special emphasis on rural departments. The most successful approach to training is to select courses that can be tailored where necessary to suit different levels of the institution.

6.4 CONTEXTUAL PROBLEMS EXPERIENCED WITH SURVEY RESEARCH

It should be noted that several problems were experienced with regard to conducting the empirical part of this study. As previously mentioned, the study areas included the Nelson Mandela Metropole, East London (not a metropole at the time of study) and Queenstown. Appointments were made prior to going into the field to conduct the interviews. The study involved travelling from Port Elizabeth to Bisho, East London and Queenstown.

When the researcher arrived in Bisho for the interviews, numerous of the potential interviewees were conducting tours around the province, and several were abroad. The Director for policy planning agreed to the interview and provided additional information. Staff in the provincial department were not very friendly or cooperative.

Appointments for the interview were not kept by many of the Directors, resulting in delays, and having to spend several more days in an area than planned. It was evident that most Directors were not very open to the study, and it clearly showed when they were approached. In several instances, days were spent at one office without any interviews being conducted.
SUMMARY

It is evident that much still needs to be done in order to ensure successful implementation of the new social developmental approach to welfare. Data collected from the study clearly indicates that the regional departments need to employ a programme of action that will work and be effective.

The study was based on the assumption that opportunities for the new social developmental approach to social welfare in the Eastern Cape were not being followed or implemented. Information gathered supported this assumption. It is clear that a great deal still needs to be done in the province before it can be said that all opportunities to bring welfare in the province into line with a social developmental approach, are being implemented.
QUESTIONNAIRE : SOCIAL WELFARE

DEMOGRAPHICS

1.1 Respondent’s Name
1.2 Date of Interview
1.3 Place of Interview
1.4 Respondent’s position within department
1.5 Time and length of Interview

KNOWLEDGE OF 1997 WHITE PAPER FOR SOCIAL WELFARE

2.1 Is the 1997 White Paper for Social Welfare used by the Department as a basis for it’s developmental social welfare policy ?
1 = Yes 2 = No
2.1.1 If yes, how ?
2.1.2 If no, why not?

Do you have a copy of the White Paper in this office?
1 = Yes 2 = No

2.2 Do you know which goals are pursued in the White Paper ?

| 1 = basic welfare rights for all |
| 2 = equitable distribution of resources |
| 3 = raising the quality of life of the disadvantaged |
| 4 = employing a developmental approach to all social welfare programmes |
| 5 = strengthening partnership with relevant groups |

2.3 Are the existing personnel in the Department trained in developmental approaches to social welfare ?
1 = Yes 2 = No

If yes, does the Department have a comprehensive capacity building programme for personnel in terms of the following:

| 1 = in-house training |
| 2 = training provided by government organizations |
| 3 = training provided by non-governmental organizations |
3.1 Has the Department developed and implemented a poverty eradication strategy?

1 = Yes 2 = No

If yes, what priorities does the strategy focus on?

<p>| | | | | | |</p>
<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>employment creation</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>provision of basic social services</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3</td>
<td>social relief programmes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>social care programmes</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>effective social security provision and delivery services</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>x</td>
<td>other (specify)</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

3.2 Who are the prime targeted beneficiaries?

1 = women 2 = children and youth 3 = the elderly 4 = the disabled 5 = people living with HIV/AIDS 6 = those affected by HIV/AIDS

3.3 What developmental welfare community projects are operational within the Department?

<table>
<thead>
<tr>
<th>Focus Area</th>
<th>Project</th>
</tr>
</thead>
<tbody>
<tr>
<td>1=Children</td>
<td>1= Life Skills</td>
</tr>
<tr>
<td></td>
<td>2= Youth Development</td>
</tr>
<tr>
<td></td>
<td>3= Holiday Programmes</td>
</tr>
<tr>
<td></td>
<td>4= Youth at Risk</td>
</tr>
<tr>
<td></td>
<td>5= Prevention</td>
</tr>
<tr>
<td></td>
<td>6= Educational</td>
</tr>
<tr>
<td></td>
<td>7= Skills training</td>
</tr>
<tr>
<td>2= Street children</td>
<td>1= Feeding Project</td>
</tr>
<tr>
<td></td>
<td>2= Safe House project</td>
</tr>
<tr>
<td></td>
<td>3= Reintegration</td>
</tr>
<tr>
<td></td>
<td>4= Life skills training</td>
</tr>
<tr>
<td></td>
<td>5= Shelters</td>
</tr>
<tr>
<td>3= Women</td>
<td>1= Flagship and self-help programmes</td>
</tr>
<tr>
<td>---------</td>
<td>-------------------------------------</td>
</tr>
<tr>
<td></td>
<td>2= Self-empowerment</td>
</tr>
<tr>
<td></td>
<td>3= Income-generating projects</td>
</tr>
<tr>
<td>4= The Aged</td>
<td>1= Information services at paypoints</td>
</tr>
<tr>
<td></td>
<td>2= Feeding schemes</td>
</tr>
<tr>
<td></td>
<td>3= Social groups/clubs</td>
</tr>
<tr>
<td></td>
<td>4= Empowerment skills and training</td>
</tr>
<tr>
<td></td>
<td>5= Programmes on elders abuse and reporting thereof</td>
</tr>
<tr>
<td>5= The Disabled</td>
<td>1= Skills training</td>
</tr>
<tr>
<td></td>
<td>2= Job creation</td>
</tr>
<tr>
<td></td>
<td>3= Support groups</td>
</tr>
<tr>
<td>5= HIV/AIDS</td>
<td>1= Awareness projects</td>
</tr>
<tr>
<td></td>
<td>2= Educational programmes</td>
</tr>
<tr>
<td></td>
<td>3= Family-based care</td>
</tr>
<tr>
<td></td>
<td>4= Community-based care</td>
</tr>
</tbody>
</table>

3.4 Would you say that the Department is following a social developmental approach to social welfare policy?  
1=Yes 2=No

3.4.1 If yes, why?

3.4.2 If no, why not?

<p>| Social problems are managed | | |</p>
<table>
<thead>
<tr>
<th>Neatly stated</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Needs are met</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Opportunities for advancement are provided</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Knowledge and skills related to White Paper**

<table>
<thead>
<tr>
<th>Poor</th>
<th>Average</th>
<th>Good</th>
<th>Excellent</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-15</td>
<td>16-25</td>
<td>26-35</td>
<td>36-57</td>
</tr>
</tbody>
</table>

\[ \sqrt{} = 1 \quad \otimes = 0 \quad \oplus = 0.5 \]