

**THE IMPACT AND THE EFFECTIVENESS OF THE
CHILD SUPPORT GRANT IN GUGULETHU**

BY

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ABSTRACT

For the first time in South Africa's history, the Constitution compels the state to ensure the progressive realisation of social security. Section 27 of the Constitution commits the state to developing a comprehensive social security system. It affirms the universal right to social security, including appropriate social assistance for those unable to support themselves and their dependants.

While the Constitution clearly stipulates the rights of children and commits the state in ensuring that these rights are met, it appears that there is a widespread lack of responsibility shown by many liable parents in terms of their obligations to support their dependants. There is a perception that some parents abuse the money they receive and spend it on themselves rather than on their children.

Even though the right to access social security is granted to everyone, it is clear that the rights of children in this regard are exercised mainly through their parents and families. In the cases, where family support is available, the role of the state is restricted to providing the legal and administrative infrastructure necessary to ensure that children are accorded the protection contemplated by the Constitution.

It is not sufficient for the state to come up with social security programmes without having monitoring mechanisms in place to ensure that the people who are supposed to be benefiting from these programmes are actually benefiting from them. The findings in this study demonstrate that the Child Support Grant is only effective if it is incorporated into the household income, that recipients of the grant mainly spend it on food and in paying school fees for their children. Although the recipients share the same sentiments with regards to the amount of the grant, they all agree that it does have a positive impact on the lives of the children, especially when it is combined with the household income.

DECLARATION

I declare that this mini-thesis is my own, unaided work, except where due acknowledgements are shown in the text. It is submitted in partial fulfillment of the requirements of the degree of Master of Administration at the School of Government, Faculty of Economic and Management Sciences, University of the Western Cape, Bellville.

I further testify that it has not been submitted for any other degree at any other university or institution of higher learning.

.....
Liziwe Vinolia Jacobs



.....
Date

DEDICATIONS

I dedicate this study to my family members especially those who supported me throughout my academic journey.

To my parents for their unwavering love and support.

To my late grandfather, may your soul rest in peace.

To Sizathu Cwati for his love and support.

To all those who contributed towards the completion of this mini-thesis.



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ABBREVIATIONS

ACCESS	Alliance for Children’s Entitlement to Social Security
AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
BIG	Basic Income Grant
CDG	Care Dependency Grant
CICSSS	Committee of Inquiry into a Comprehensive Social Security System
CP	Childcare Programme
CICSSS	Committee of Inquiry into a Comprehensive Social Security System
CRC	(United Nations)Convention on the Rights of the Child
CSG	Child Support Grant
DSW	Department of Social Welfare
EC	Eastern Cape
EPRI	Economic Policy Research Institute
FCG	Foster Care Grant
GDP	Gross Domestic Product
GEAR	Growth, Employment and Redistribution
HIV	Human Immunodeficiency Virus
IDIs	In-depth interviews
KZN	KwaZulu-Natal
MDGs	Millennium Development Goals
NA	National Assembly
NCOP	National Council of Provinces
NGOs	Non- Governmental Organisations
PFMA	Public Finance Management Act
RDP	Reconstruction and Development Programme
SASSA	South Africa Social Security Agency
SOAP	State Old Age Pension

SOCPEN..... Data Administration system of the Department of
Social Development
TRC..... Truth and Reconciliation Commission
USA..... United States of America



TABLE OF CONTENTS

ABSTRACT.....	i
DECLARATION.....	ii
DEDICATIONS.....	iii
ACKNOWLEDGEMENTS.....	iv
ABBREVIATIONS.....	v

CHAPTER 1

BACKGROUND TO THE STUDY	4
1.1 INTRODUCTION	4
1.2 RESEARCH PROBLEM.....	5
1.3 PURPOSE AND OBJECTIVES OF THE STUDY	6
1.4 LITERATURE REVIEW.....	7
1.5 INTERNATIONAL TRENDS IN SOCIAL SECURITY PROVISIONING.....	11
1.6 INTERNATIONAL PERSPECTIVES ON SOCIAL SECURITY	12
1.7 RESEARCH METHODOLOGY	13
1.8 LIMITATIONS	15
1.9 RATIONALE.....	15
1.10 SIGNIFICANCE	15
1.11 GUGULETHU HISTORY.....	16
1.12 COMPOSITION OF THE STUDY.....	17

CHAPTER 2

A THEORETICAL PERSPECTIVE ON SOCIAL SECURITY NETS AND SOCIAL GRANTS	19
2.1 INTRODUCTION	19
2.2 ORIGINS OF THE CONCEPT OF SOCIAL SECURITY	20
2.3 THEORIES OF SOCIAL SECURITY	22
2.4 GENERAL ATTITUDES TOWARDS SOCIAL SECURITY.....	24
2.5 CRITICAL PERSPECTIVES ON SOCIAL SECURITY	26
2.6 SUMMARY OF SOCIAL SECURITY PROGRAMMES AND SERVICES FOR CHILDREN IN VARIOUS COUNTRIES	28
2.6.1 The United States of America	28
2.6.2 Japan.....	30
2.6.3 Australia.....	30
2.6.4 SADC and the Continent.....	31
2.7 SUMMARY AND CONCLUSION.....	35

CHAPTER 3

AN OVERVIEW OF POLICY AND LEGISLATION REGARDING SOCIAL WELFARE AND THE CHILD SUPPORT GRANT IN SOUTH AFRICA.....	37
3.1 INTRODUCTION	37
3.2 THE CONSTITUTION	38
3.3 LEGISLATION AND POLICY	40
3.3.1 Legislation.....	41
3.3.2 Policies	41
3.3.3 Legislation and policies that affect children.....	43
3.3.4 Additional laws that have major implications for children	47
3.3.5 Strengths and gaps in legislation and policy	51
3.3.6 Implications for the Child Support Grant	52
3.4 THE NUMBER AND PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA.....	53
3.5 THE NATURE AND SCOPE OF THE CHILD SUPPORT GRANT IN SOUTH AFRICA.....	59
3.6 THE FUNCTIONS AND VALUE OF THE SOCIAL SECURITY NET	62
3.7 SUMMARY AND CONCLUSION.....	64

CHAPTER 4

RESEARCH RESULTS IN GUGULETHU.....	66
4.1 INTRODUCTION	66
4.2 OVERVIEW OF ADMINISTRATION COSTS	66
4.3 FIELDWORK RESULTS	67
4.4 NUMBER OF BENEFICIARIES IN GUGULETHU	69
4.4.1 Impact and effectiveness of the Child Support Grant.....	71
4.4.2 Expenditure Patterns of the Child Support Grant Recipients	73
4.4.3 Social and Other Issues of the Child Support Grant Recipients.....	75
4.5 SUMMARY AND CONCLUSION.....	76

CHAPTER 5

RESEARCH FINDINGS.....	77
5.1 INTRODUCTION	77
5.2 FINDINGS.....	77
5.2.1 Impact and effectiveness of the Child Support Grant.....	77
5.2.2 Expenditure Patterns of the Child Support Grant Recipients	79
5.3 UNINTENDED CONSEQUENCES	79
5.4 SUMMARY AND CONCLUSION.....	83

CHAPTER 6

CONCLUSION AND RECOMMENDATIONS.....	85
--------------------------------------------	-----------

6.1 INTRODUCTION	85
6.2 RECOMMENDATIONS FOR GUGULETHU	88
6.3 POSSIBLE AREAS FOR FUTURE RESEARCH	89
6.4 CONCLUSION	90
7. BIBLIOGRAPHY	92
8. ANNEXURE: A	98
QUESTIONNAIRE / INTERVIEW SCHEDULE	98

List of Tables

TABLE 1: THE NUMBER AND PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA IN 2004 AND 2005 BY PROVINCE	55
TABLE 2: THE NUMBER AND PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA IN 2004 AND 2005 BY POPULATION GROUP.....	55
TABLE 3: THE NUMBER AND PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA IN 2004 AND 2005 BY AGE GROUP.....	56
TABLE 4: THE NUMBER AND PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA IN 2004 AND 2005 BY SEX.....	57
TABLE 5: NUMBER OF BENEFICIARIES IN SOUTH AFRICA.....	59
TABLE 6: PAY POINT CHILD SUPPORT GRANT PAYMENTS: DECEMBER 2005 & 2006.....	69
TABLE 7: EXPENDITURE PATTERNS OF THE CHILD SUPPORT GRANT IN GUGULETHU IN 2007 (N=30).....	74

List of Figures

FIGURE 1: THE PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA BY PROVINCE	55
FIGURE 2: THE PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA IN 2004 AND BY POPULATION GROUP	56
FIGURE 3: THE PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA IN 2004 AND 2005 BY AGE GROUP	57
FIGURE 4: THE PROPORTION OF CHILDREN LIVING IN SOUTH AFRICA IN 2004 AND 2005 BY SEX.....	58
FIGURE 5: EXPENDITURE PATTERNS OF THE CHILD SUPPORT GRANT IN GUGULETHU IN 2007	74

CHAPTER 1

BACKGROUND TO THE STUDY

1.1 INTRODUCTION

The change in South Africa's social security system that aims to redress past injustice is in accordance with the provisions of the Constitution of the Republic of South Africa 108 of 1996. For the first time in South Africa's history, the Constitution obliges the state to ensure the progressive realisation of social security. Section 27 of the Constitution clearly commits the state to developing a comprehensive social security system. It ensures the universal right to social security, including appropriate social assistance for those unable to support themselves and their dependants, thus enforcing the state to take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights.

While the Constitution clearly stipulates the rights of children and commits the state in ensuring that these rights are met, it appears that there is a widespread lack of responsibility shown by many liable parents in terms of their obligations to support their dependants. There is a perception that some parents abuse the money they receive and spend it on themselves rather than on their children.

Even though the right to access social security is granted to everyone, it is clear that the rights of children in this regard are exercised mainly through their parents and families. In the cases where family support is available, the role of the state is restricted to providing the legal and administrative infrastructure necessary to ensure that children are accorded the protection contemplated by the Constitution.

The right to social security in South Africa is not yet cast in stone. It is not sufficient for the state to come up with social security programmes that have no monitoring mechanisms in place to ensure that the people who are supposed to be benefiting from these programmes are actually benefiting, especially those

who cannot take care of themselves and depend on their parents, guardians and other family members for their well-being.

This chapter introduces the study and looks at the background and the reasons that the researcher chose to conduct this study, the research problem, purpose and objectives of the study, in other words, what the study is investigating. It also looks at the type of methodology that has been used in conducting the study, its limitations, rationale, significance and lastly, the chapter composition and the contents of each chapter.

The main focus of this paper is on the effectiveness and the impact that the Child Support Grant has on its recipients in Gugulethu, that is, the role and impact of the Social Security Net in our communities. It also looks at international social security systems with specific regard to children and develops a perspective on South African legislation and policy on the Child Support Grant. This paper also looks at the role that the South African government plays in poverty alleviation, through the Child Support Grant that has been put in place to assist with addressing the challenges faced by our communities. Lastly, the paper looks at spending patterns of the Child Support Grant recipients in Gugulethu. Conclusions and recommendations are then drawn from the study.

1.2 RESEARCH PROBLEM

After years of apartheid policy, the majority of South African children still lived in poverty. Until 1994, when the first democratically elected government came into power, government had nothing in place and on paper to address this problem, let alone a coherent plan to address this issue. Such was the challenge the African National Congress (ANC) government had to face when it started to restructure the Child Welfare policy at the end of 1995.

In restructuring the Child Welfare policy, the Child Support Grant was introduced in 1998 to replace the State Maintenance Grant. It was introduced because the State Maintenance Grant was limited in coverage and did not reach the poorest

sectors of the community. As the Child Support Grant represented a distribution of resources, rather than an increase in welfare spending, the grant was limited to R100-00 per child and only payable until a child's seventh birthday. However, the eligibility for the child support grant was extended from children under seven years to those under nine years on April 1 2003. From April 1 2004 those aged below eleven were eligible for the grant, and from 1 April 2005 children under the age of fourteen were eligible to apply (National Department of Social Development, Annual report: 2005-06).

During the course of her high school days, the researcher had to work with children (who were HIV positive) and were abandoned by their mothers (because of their status) because of poverty. This experience, the researcher believes, was important for herself, not only because of her learning about the many different faces of poverty in the Southern African context, but by the fact that despite everything that the government is doing to improve the lives of children living in poverty, there seems to be little improvement and progress. The researcher is also concerned about the effectiveness and the impact that the Child Support Grant (CSG) has on its recipients. The fact is that the Child Support Grant, which was R200-00 in 2007 is not nearly enough to address the needs of the child. This is despite the fact that the Minister of Finance has been increasing the grant by R10-00 every year since its introduction. Another possibility is that the mothers who receive this grant on behalf of their children could be using it for their own personal needs instead of the child's needs (this could be the case especially in townships where most of the population is living under the breadline).

This study investigates “the effectiveness and impact of the Child Support Grant in Gugulethu”

1.3 PURPOSE AND OBJECTIVES OF THE STUDY

The purpose of this study is twofold. Firstly, it aims to look at the effectiveness of the Child Support Grant in terms of meeting the child's needs. Secondly, it looks

at the impact that the grant has on its recipients and the spending patterns of the recipients.

The objectives of this study are to:

- Develop a theoretical perspective on the concept of a Social Security Net with special reference to social grants in other countries
- Develop a perspective on South African legislation and policies on the Child Support Grant
- Record and develop a case study on the effectiveness, spending patterns and impact of the Child Support Grant in Gugulethu (empirical) and
- Present findings, conclusions and recommendations.

1.4 LITERATURE REVIEW

The Child Support Grant

The Child Support Grant that replaced the Maintenance Grant is seen to have many advantages. It is seen to be the first general support measure for poor families with young children in South Africa. According to Robinson and Biersterker (1997:94), this step acknowledges the state's responsibility, not only to the old, the disabled and people with special problems, but also to the able-bodied with child rearing responsibilities. The benefits are also said to have a significant impact on the income of the poor, particularly in the rural areas, and goes some distance to establishing a basic social safety net or basic income guarantee (Haarman, 1998:321). Robinson and Biersterker (1997:94) believe that the implementation of the Child Support Grant represents a dramatic and important innovation in South African social security, particularly if the system is extended to older children when fiscal constraints allow.

The Child Support Grant helped address some of the key problems in the maintenance grant system. In particular, the maintenance grant system only targeted certain household structures (the disintegrated nuclear family). It overlooked alternative care-giving structures, such as grandparents caring for children and poor "intact nuclear families". According to new research conducted

by the Economic Policy Research Institute on behalf of the Department of Social Development (City Vision, 22 December: 2005). South Africa's social assistance programme is helping to reduce poverty, contributing to social cohesion and having a positive impact on the economic opportunities of households, this includes the Child Support Grant. The report also found that the greatest poverty reducing potential lies with the progressive extension of the Child Support Grant to 14 years of age, which would yield a 57% reduction in the poverty gap, which is an impact that is more than ten times greater. The study also found that the provision of the Child Support Grant also contributes to an increase in the number of children enrolling in schools, while living in a household that receives grants is correlated with a higher rate in finding employment.

An integrated system for social security in South Africa

The Social Assistance Act of 1992, which governed the provision of social assistance grants, was assigned to the provinces in 1997. Although the assignment was challenged in the High Court, government had made a policy decision to establish a national and integrated system of social security provision. A new Social Assistance Act of 2004 now makes this policy decision possible. The act provides a national legislative framework for the provision of different types of social grants, the delivery of social assistance grants by a national agency and the establishment of an Inspectorate for Social Security. The South African Social Security Agency Act 2004, enacted by President Thabo Mbeki on May 28, 2004, provides for the establishment of the South African Social Security Agency as a schedule 3A public entity in terms of the Public Finance Management Act (PFMA) (City Vision, 22 December: 2005).

The SASSA Act also makes provision for the effective management, administration and payment of social assistance and services through the establishment of the South African Social Security Agency (SASSA). The Act relates to an integrated and comprehensive social security system as envisioned

in the 10-point plan launched by the Minister of Social Development, Dr. Zola Skweyiya.

An overview of South Africa's social assistance system

In April 2001 an estimated 3, 5 million South Africans received social assistance through some form of income grant (The Presidency, 2003). According to the CICSSS report (2001), The State Old Age Pension (SOAP) is the largest social assistance programme with about 1,9 million beneficiaries. The important redistributive impact of this programme has been recognised by government, labour and academia. The Disability Grant is the second largest programme in Rand terms, but smaller than the Child Support Grant (CSG) in terms of beneficiaries. Disability Grant beneficiaries numbered 643 107 in April 2001. Eligibility for the grant is determined based on a medical diagnosis assessing the degree of disability, along with a means test.

The introduction of the Child Support Grant represents an important reform introduced by the government since the transition to democracy. According to the CICSSS report (2001), In April 2001, 800 476 caregivers received grants with an estimate value of R120 million. The declared goal of the Child Support Grant at that time was to reach 3 million children within the next five years. According to the above report, the Committee, through research and submissions, noted the following concerns regarding the Child Support Grant:

- Take up rate has dramatically increased and that children most in need are not targeted effectively.
- It is widely accepted that the level of the grant does not come close to meeting the basic costs of childcare.
- The age limit has no real rational basis and is not consistent with the Constitution's definition of a child, that is those under 18 years of age.
- The means test as currently applied represents a barrier to many applicants gaining access to the Child Support Grant.

- For many reasons, including those above, there is a widely held view among beneficiaries and potential beneficiaries that the grant is not operating effectively.

Other programmes include the Foster Care Grant (FCG), and the Care Dependency Grant (CDG). At the age of 18, the disabled individual can apply for a Disability Grant. In terms of numbers of beneficiaries, the State Old Age Pension (SOAP), the Disability Grant (DG) and the Child Support Grant (CSG) are the largest social assistance programmes within the government funded social security system.

Impact of the current social assistance system

An assessment of the social implications of the current system by the CICSSS (2001) indicates that:

- In the absence of social assistance transfers, 58 per cent of South African households would fall below the subsistence line of R401 per adult equivalent.
- Out of a projected 23 840 471 people in the bottom two quintiles, the study estimates that 11 840 597 individuals (50 per cent) live in households that receive no social assistance.
- Existing social security programmes reduce the average poverty gap by 23 percent.

According to the Minister of Social Development Mr. Zola Skweyiya (City Vision, 22 December: 2005), the government recognises that the grants on their own are inadequate to address the huge challenges facing poor families and communities and is therefore taking a multi-pronged approach to poverty alleviation including the implementation of a comprehensive Social Security System. In his 2004 State of the Nation Address, President Thabo Mbeki said the government would continue to build a Social Security Net to alleviate poverty in the country, as well as to implement other Social Security initiatives such as the School Nutrition

programme and the provision of free basic water and electricity services. He also stated that a society in which large sections of the population depend on social welfare could not sustain its development. This is, in the opinion of the researcher, a key element to be considered.

1.5 INTERNATIONAL TRENDS IN SOCIAL SECURITY PROVISIONING

According to the CICSSS report (2001:36), the term “social security” first originated in the developed countries and refers to the following:

- **Social assistance:** This refers to state provided basic minimum protection to relieve poverty, essentially subject to qualifying criteria on a non-contributory basis (CICSSS, 2001:36).
- **Social insurance:** This refers to a mandatory contributory system of one kind or another, or regulated private sector provision, concerned with the spreading of income over the life cycle or the pooling of risks (CICSSS, 2001:36).

Social security, as defined in its European origins, developed as a complement to the formal employment relationship.

Western Europe

In many Western European countries, welfare systems are undergoing significant change. It is also believed that Western Europe has a welfare crisis and the causes are that welfare states stifle the market and erode the incentive to work (CICSSS, 2001:36). Another reason for this welfare crisis is the demographic challenge in that long-term effects of ageing are undermining inter-generational based solidarity systems. Finally, it is held that that the global economy punishes high government social expenditure and uncompetitive economies (CICSSS, 2001:36).

South East Asia

According to the CICSSS report (2001:37) due to Competition from even cheaper economies, the competitive wage cost advantage is evaporating, which is forcing

these countries to push towards new social programmes. Further, the recent global economic crisis, which centred on South East Asia, has led to rapid job losses and expanding unemployment. This has motivated the development of unemployment insurance in these countries that, until recently, have achieved close to full employment (CICSSS, 2001:37).

The United States

In the United States (US), the main focus in recent times has been to promote “back to work” schemes, through a combination of incentives and disincentives. However, inequality and polarisation have risen even with increased levels of job creation. Hence the US has a very large proportion of its population without healthcare, for example, and social polarisation and exclusion is extensive (CICSSS, 2001: 37).

Developing Countries

In developing country contexts such as Latin America and Africa, the problem is poverty, chronic inequality and exclusion from the informal sector. The majority of the population often stands outside formal systems of social security, being involved in rural and self-employment. Therefore the European social security focus on the risk of formal sector job loss is generally less relevant here (CICSSS, 2001:37).

The implication of the above analysis is that there is no uniform system that is generally applicable across countries. Rather one can advise that a country’s social security system needs to address its own particular set of risks and challenges in a manner that best reflects its societal values and resource base.

1.6 INTERNATIONAL PERSPECTIVES ON SOCIAL SECURITY

According to Wickenden (1966:520), Social welfare refers to a response to social needs, not social problems. This is a reminder that over the world people share many social needs, and that ideally social welfare's business is to make certain that these needs are satisfied promptly for all citizens. A decent income, housing,

education, health care, personal safety, and the ability to participate in community affairs are amongst the basic needs.

It is clear that social security in Western Europe is undergoing an evolution. Over a period of more than 100 years, various national social security systems were established to insure as many people as possible against social risks and abject poverty. In a common economic market and monetary union, the cross-border movement of persons, goods and services has increased enormously, fueling the demand for more harmonisation with regard to social protection (Olivier et al., 2001:59).

Social protection will have to be retooled in the post-industrial knowledge society. It must adjust to evolving resources and the needs of the population as we move into the 21st century. Social issues are driven by economic reality (Olivier et al., 2001:38). Many countries face demographical and financial problems and have to deal with new social and moral issues such as the social integration of all citizens. It seems there is a growing trend for a more active approach to social risks and a desire for a greater social cohesion. Comparison with the American system nevertheless reveals that Europe has a greater collective responsibility in this area. According to Olivier et al. (2001:44), a new social system will have to take continuing globalisation into account. Increasingly, there are greater calls for social protection and solidarity in non-European countries as well. In this respect it is important for different countries and continents to learn from each other's experiences.

1.7 RESEARCH METHODOLOGY

This study has used both documentary sources and interviews with key role players who are the primary care givers of the children receiving the Child Support Grant. Documentary sources included documentation published by the Department of Social Development and legislation that deals with the issue of grants. An assessment and selection of theoretical frameworks has also been used in the study.

A selection of theoretical frameworks by different authors has been used by the researcher to get a sense of what the other researchers have found with regards to the Child Support Grant.

The fieldwork included thirty (30) households in Gugulethu which comprised of (10) houses from each area, section 3, the hostels and informal settlements, whose residents are beneficiaries of the Child Support Grant. All the interviews were conducted at the homes of the respondents, and in their home language. Fieldwork took place in May 2007. No training sessions were provided to the researcher because of time and budget constraints. There were no fieldwork teams, the researcher conducted the interviews on her own. The reason for this was to ensure that the correct respondent was interviewed and that the questionnaire was completed correctly.

A series of in-depth interviews (IDIs) was conducted with the beneficiaries of the Child Support Grant. The purpose of the interviews was to establish the impact and effectiveness of the Child Support Grant in Gugulethu.

In conducting the fieldwork, the researcher has made use of random sampling to make the study more empirical and to ensure that the researcher does not use respondents that are known to her. A sample of recipients consisting of parents, and grandparents receiving the Child Support Grant in Gugulethu has been used. The sample included thirty (30) households in Gugulethu whose residents are beneficiaries of the Child Support Grant. The households were randomly selected from the SOCPEN database obtained from the Department of Social Development using the table of random digits. Because the researcher is very familiar with Gugulethu, the beneficiaries who did not have an adequate home address were not filtered out and the researcher went to a considerable effort to track down the appropriate beneficiary. Substitutions were allowed for in cases where the original selected recipient was not available.

At the time of the study, the total number of beneficiaries in Gugulethu was 35,646. Section 1 had 3,659 beneficiaries, Section 2 had 3,636 beneficiaries and Section 3 had 4,178 beneficiaries. Gugulethu is divided into four sections, which are section 1, 2, 3, 4, the hostels and the informal settlements. In sections 1, 2, 3 and 4 is where one will find the council houses and hostels that were built during the apartheid era. The informal settlements are mostly found on the outskirts of Gugulethu. With the new developments that have come with democracy, Reconstruction and Development houses were built in an effort to eradicate the informal settlements and to provide people with proper houses. The RDP houses form part of Gugulethu under section 3. This study used section 3, the informal settlements and the hostels to draw out the sample, other Child Support Grant beneficiaries in Gugulethu come from the RDP houses, section 1, 2 and 4.

1.8 LIMITATIONS

Research findings that have come out from the study may not be applicable to other communities, towns and provinces. The results may also not necessarily be applicable to other grants. Because of time and resource constraints, the sample of the study was limited to not more than thirty households. The fieldwork only covered section 3, the informal settlements, and the Hostels. Only 10 households were selected in each area, which made it thirty households.

1.9 RATIONALE

This study will provide insight into what the Child Support Grant is being spent on and how it contributes to the household income, and whether it does improve the social condition of the child who is supposed to be benefiting from this grant. The study will also provide government and researchers with crucial information for them to be able to undertake their tasks in a manner that will benefit the country.

1.10 SIGNIFICANCE

This study is one of the first studies on the Child Support Grant to be done in Gugulethu. This study will provide original research on the Child Support Grant in

Gugulethu. Apart from the two points that are mentioned above, it will have policy implications for government in terms of what is happening in the township of Gugulethu and on how to improve their policies. Another important significance of this study is that it will provide information on Gugulethu for comparative studies in other areas.

1.11 GUGULETHU HISTORY

Gugulethu (Our Pride) is one of the oldest black townships in South Africa. It was established as a result of the migrant labour system. Gugulethu grew as the number of migrant workers from the Transkei increased and Langa became too small to accommodate them.

In 1958 Nyanga West was established and later became known as Gugulethu. The people were allocated rooms in the hostels designed in zones. In these hostels three men had to share a tiny single room. The hostels were for men only, no wives were allowed to visit their husbands. Women were left behind in the former Transkei and Ciskei homelands. Even though women were not allowed to live with their husbands in the hostels, they followed their husbands into the city. Later, women were allowed to live with their husbands in the hostels, the conditions were not good. Families had to share a bathroom and a kitchen. As a result of these poor living conditions, most migrant workers moved out of the hostels and built themselves shacks for privacy. Later, formal houses with four rooms were built to accommodate some of the people. The hostels remain the oldest buildings in Gugulethu. Poverty, oppression and overcrowding characterised life in Gugulethu under the apartheid rule. The schools were not equipped and under funded. The housing lacked both electricity and plumbing up until the 1980s. In 1976, during the uprisings, Gugulethu students protested against the use of Afrikaans as the first language in schools. On 3 March 1986, seven young activists were ambushed in a roadblock set up by police in NY-1street. The "Gugulethu Seven" as they are known, is one of the most callous examples of security forces operations. On 25 August 1993 Gugulethu became the focus of the international media when American student Amy Biehl was

attacked and killed by a mob of students returning from a political rally. The matter was brought before the Truth and Reconciliation Commission (TRC) under Bishop Desmond Tutu and later, the killers were granted amnesty.

1.12 ORGANISATION OF THE STUDY

This research paper is composed of six chapters that include:

- **Chapter 1:** Introduction and background to the study

This chapter introduces the study and also looks at the background to why the researcher chose this study. It also looks at the research problem, purpose and objectives of the study, in other words, what the study is investigating. The chapter also looks at the type of methodology that has been used in conducting the study, its limitations, rationale, significance and lastly, the chapter composition and contents of each chapter.

- **Chapter 2:** A theoretical perspective on social security nets and social grants

This chapter looks at the different definitions of Social Security and what the different authors say about Social Security systems. This chapter also discusses the theoretical and international perspectives on Social Security and the nature of their discussion. Lastly, this chapter looks at the different grant systems in the developed and developing countries with specific reference to children.

- **Chapter 3:** An overview of policy and legislation regarding social security and the Child Support Grant in South Africa

This chapter looks at what the South African government has done and is still doing to ensure that children receive first priority with regard to social security and in making sure that they are protected. It also looks at the

strengths and gaps in South African legislation and policy and what the implications are for the Child Support Grant.

- **Chapter 4:** Research Results in Gugulethu

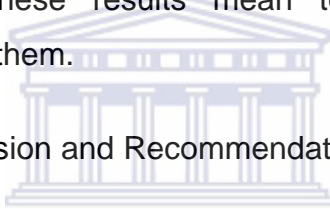
This chapter presents the research analysis and research findings which include: The number of beneficiaries, overview of the total costs, cost of administration, whether the Child Support Grant is effective or not and the unintended consequences of having such a grant.

- **Chapter 5:** Research Findings

This chapter looks at what the implications of the research results are for the country. What these results mean to the researcher and the researcher's views on them.

- **Chapter 6:** Conclusion and Recommendations

In this chapter, conclusions are drawn from the research and a set of practical recommendations are made for decision makers and practitioners.



CHAPTER 2

A THEORETICAL PERSPECTIVE ON SOCIAL SECURITY NETS AND SOCIAL GRANTS

2.1 INTRODUCTION

Academic research into human welfare institutions is still comparatively new, but in the few decades since the subject first became established at universities in Europe and North America, huge progress has been made (Bell, 1987). Social scientists concerned with social policy issues have produced a substantive body of knowledge about human needs and the way that society has responded to these needs. They have traced the historical emergence of modern systems of welfare and documented the nature, organisation, funding, and functions of the social services. In addition, they have debated many significant and complex issues arising out of the provision of welfare in modern societies. Social policy as this research is known is now recognised as a legitimate field of academic endeavor in many developed and developing countries (Baldock, Manning & Vickerstaff, 2003). Social policy is also taught and studied at departments of political science, sociology, economics and public administration and this shows the subject's multidisciplinary character. In addition, many research institutes, government agencies, and public policy centers today engage thoroughly in the study of social policy

This chapter focuses on theoretical perspectives of social security. It will start by looking at the concept of social security and its origins by providing different definitions by different authors. It will also look at the different theories/ideologies by the different theorists on how they view social security. It will examine the different social security programmes for children in various countries. It will touch on general attitudes to the above subject and provide a section on what the critics of social security are saying about it. Lastly, it will give a summary and conclusion of the chapter with regard to the above mentioned issues on social security.

2.2 ORIGINS OF THE CONCEPT OF SOCIAL SECURITY

In order to understand the meaning of social security, a short overview of typical origins is necessary. Both legitimacy and legality are important features (Olivier, 1999:11). Research shows that the social security share in GDP is determined by the degree of economic development, as well as the number of years that a system has been in place (Olivier, 1999:11). The industrial revolution served as the impetus for income protection schemes. It brought new working conditions and urbanisation, but also solidarity (mostly trade-union driven) and state interference (Olivier, 1999:11).

Under the Beveridge system in Europe, emphasis is placed on minimum income protection for the whole population, whilst the Bismarckian system favours a number of schemes devised for earnings –related benefits (Olivier, 1999:11). The Scandinavian model in contrast maintains relatively high minimum universal protection to all its citizens and residents funded by taxation, based on accepted moral and humanitarian principles, and not on market forces. It presupposes high employment and a good system of taxation and tax-collection (Olivier, 1999:11).

The concept of social security was (re)-introduced into the South African legal system through the inclusion of a right to access to social security in section 27 of the Constitution Act 108 of 1996. There still appears to be a focus on social risks and the traditional division of social security into social assistance and social assurance. Nevertheless, international instruments, South African Policy documents and academics provide numerous definitions of social security. According to Olivier (1999:10), many definitions include an enumeration of social risks, others are defined in terms of the involvement of the state, employers and/or the private sector, or in terms of the aims and /or benefits or financing of the scheme. In the USA social security refers to the social federal insurance system and social welfare benefits, insuring not only against loss of income, but also against new costs incurred (that has a public benefit), such as child rearing (Olivier, 1999:11). Below are the different definitions of social security by various researchers.

Defining Social Security

“By social security we mean a mechanism that allows for collective state-led measures, implemented by the state and its partners – the private sector, civil society and international development partners. Social security is geared to ushering in the best possible socio-economic conditions, addressing the structural irregularities in wealth and means of production distribution, ensuring greater equality for all, and correcting market shortcomings, thereby protecting the most vulnerable groups” (Olivier, 1999:11).

“Social security is the provision of income and services by governments and public institutions to enable individuals to cope with life problems that they cannot surmount through their own efforts, including illness, old age, disabilities, and unemployment. Social security systems are extremely important to vulnerable members of society and those whose rights tend to be ignored, including workers, the aged, mothers and children, and orphans” (Olivier, 1999:11) .

According to Wickenden (1966:520), Social security refers to a response to social needs, not social problems. This is a reminder that over the world people share many social needs and that ideally social security's business is to make certain that these needs are satisfied promptly for all citizens. A decent income, housing, education, health care, personal safety, and the ability to participate in community affairs are amongst the basic needs.

Recent social security thinkers define social security as:

“A state of complete protection against the loss of resources” (Olivier, 1999:10).

Social security, as defined by its European origins, developed as a complement to the formal employment relationship.

According to Saiyid (1969:190) social security seeks to provide income, services, and other benefits to individuals and families whose incomes have been temporarily or permanently discontinued or reduced, or who have been victims of certain risks or contingencies including unemployment, sickness, disability,

maternity, old age, or death. The overall objective is to provide a minimum standard of living for all members of a society. Social security schemes represent only one of the measures a state may undertake to fulfill this objective. Other measures include the maintenance and promotion of full employment through social and economic policies; the provision of adequate income in return for work done, through minimum wage legislation and other necessary measures; and the encouragement of private savings through tax concessions and other incentives (Saiyid,1969:190). In an underdeveloped economy, these considerations are of particular relevance to the formulation of social security programmes.

Social Security includes schemes for social insurance, public services and public assistance. Social insurance, which is usually the major form of social security, includes employment insurance, old age pension, insurance against sickness and other similar schemes.

From all the above definitions of social security, I would define social security as: “Measures that are put in place by the government assisted by civil society and the private sector, to provide basic necessities and to promote human dignity for those citizens who are less capable of providing for themselves”.

2.3 THEORIES OF SOCIAL SECURITY

Theories of social security can be divided into two broad categories: political theories and efficiency theories.

Political theories view social security as redistribution, the outcome of a political struggle. Two or more groups of citizens fight (politically) to extract resources from each other (Casey & Sala-i-martin, 1999:20).

Efficiency theories identify market inefficiencies and explain how a social security strategy might be created to alleviate them. Typically, although not always, these theories explain why it must be the government who administers a social security program. For example, a theory may argue that the market fails to provide a certain kind of insurance for children so that the government needs to step in.

Sometimes, the theory shows why social security of the kind we observe is the optimal way to eliminate the inefficiency. Sometimes it is only shown that social security partially alleviates the problem. It is interesting to notice that, even though there are many examples of both political and efficiency arguments, theories within these two basic groups share a number of characteristics and predictions. One characteristic shared by all purely political theories of social security is that the outcomes of political struggles are likely to be economically inefficient. Hence, these theories suggest that there are social security reforms which may increase welfare. The problem is that the same theories tend to predict that social security reform may not be feasible without political reform. In contrast, to the extent that they argue that social security is the optimal policy to combat some kind of market malfunction, efficiency models will tend to predict that social security reform is less likely to increase welfare (Casey & Sala-i-martin, 1999:20).

Another prediction shared by all political models is that other dimensions of government activity such as regulations and mandates should favour the children (if, through whatever political means, the children are powerful enough to get a social security programme, they should also be powerful enough to get other political benefits such as regulations favouring them (Casey & Sala-i-martin, 1999:20). This prediction is not shared by efficiency models.

According to Casey and Sala-i-martin (1999:20), some political theories are built upon explicit game theoretic political models. These models tend to predict that the amount and type of redistribution is highly sensitive to the form of the game. Hence these models will tend to be inconsistent with the similarity of programmes across countries with very different political institutions (even across democracies and non-democracies).

Efficiency models do not explain how large groups of individuals make collective decisions. This is both a virtue and a drawback of the efficiency approach. On the one hand, an explicitly political model could generate refutable predictions about

the relationship between political activity and social security. On the one hand, the efficiency approach suggests that the design of social security depends more on economic considerations than political considerations assuming that the inefficiency that the social security is trying to correct appears in all economies, regardless of their political system, a suggestion which according to Casey and Sala-i-martin (1999:21) is consistent with the finding that democracies and non-democracies have similar social security programmes. In political models, it is only natural that benefits be paid as an annuity rather than a lump sum and that fewer benefits be paid to non-participants in the political process, such as emigrants and the institutionalised. It is tougher for a political model to explain why benefits are payable to emigrating retirees, as they are in some countries (Casey&Sala-i-martin, 1999:29). With the above discussion on social security theories, it is crucial that one not only understands the theories but also understands the general attitudes toward social security.

2.4 GENERAL ATTITUDES TOWARDS SOCIAL SECURITY

As the postwar welfare state began to experience the pressures of rising unemployment, the conservative people's party became ever more critical. Friedman (1962:18) criticized social insurance schemes as forms of state compulsion which infringe upon the freedom of individuals and which are less efficient than a market-based system (Baldock, Manning & Vickerstaff, 2003:22). As an alternative, he advocated that social security should become a purely means-tested system which aims to relieve the proven need of those whose income falls below a certain level. F.A.Hayek argued that there was a need for an 'assured minimum income' to be provided outside the market, and was not against the principle of social insurance (Baldock, Manning & Vickerstaff, 2003:22). However, he was opposed to the monopolization of such schemes by the state which, he thought should provide only for those who experience absolute destitution.

By contrast, many have interpreted social security not so much as a system for poverty prevention or relief but as a system of social control (Baldock, Manning & Vickerstaff, 2003:24). Marxists have argued that cash transfers function according to wider socioeconomic requirements: they help to camouflage the exploitative nature of capitalism and they enforce the values and behavioural norms which enable capitalism to function more effectively (Baldock, Manning & Vickerstaff, 2003:24). For instance, according to Ginsburg (1979:20), the social security system can be charged with having three repressive functions. First, it depresses wage levels because benefits are so low that people are effectively forced into low-paid jobs. Second, it maintains the labour supply because in order to claim benefits people are expected to be capable of, and actively looking for, employment, so providing a cheap pool of labour where people can be hired and fired at will. Also, since eligibility for insurance benefits requires the kind of long-term employment histories which women are less likely to have, they are thrown back into their domestic roles as carers, reproducing the present and future generations of male workers. Finally, the system disciplines claimants and workers alike: the former are rendered powerless, the latter are effectively disciplined into accepting the capitalist labour market since, for all its faults, being a wage-earner is demonstrably better than being a claimant.

Some feminist theorists have argued, along similar lines, that social security reinforces gender divisions. There may have been talks between men and women, but this did not square with the assumption that most women would be dependent upon a husband so that their entitlements to benefits could reasonably be determined by the employment records of their spouses. What this has done, feminists argue, is to weaken women's independence within marriage and to restrict their freedom to leave an unwanted partnership (Baldock, Manning & Vickerstaff, 2003:18). Howard et al. (2001:33) shows that women and children in the U.K are more likely to be in poverty than men and that 61 per cent of lone parents (90 per cent of whom are women) were in poverty in 1999-2000. Of the above critiques it was those from the political Right which were to be the most

influential in actual policy-making. By the 1980s the Thatcher government was explicit in its belief that social security should aim to relieve destitution rather than to prevent poverty- a concept which they disputed. Therefore the benefit system should have three aims: the system must meet genuine needs, i.e. those of the deserving poor; it should be consistent with the general aims of the economy; it must be simple to understand and administer. The benefit reforms of the Thatcher government consequently introduced into the system more means testing, more targeting, more discretion and greater enforcement of the work ethic.

Overall, the experience of the last century has shown that the basic and fairly simple aims of the Beveridge social security system needs to be understood in the context of the more complicated realities that emerge in trying to fulfill those aims. Barr and Coulter (1990:280) summarise the strategic aims of the social security system as: income support, which encompasses poverty relief, the protection of living standards, and redistributing an individual's income throughout the lifecycle; the reduction of inequalities, i.e. class, racial and sexual inequalities; social integration, so that benefits permit social participation without stigma. However, they argue that these will only be achieved if a transfer system can adhere to certain operational principles: efficiency, so that incentives to work and save are not adversely affected; equity, which implies providing an adequate minimum income to those who need it the most; and administrative simplicity.

2.5 CRITICAL PERSPECTIVES ON SOCIAL SECURITY

Criticisms of the fiscal difficulties encountered by Latin American social security schemes were echoed by the argument that social security expenditures were impeding economic growth (Hall & Midgley, 2004:249). This argument was directed at social security in the industrial nations where social security expenditures are very sizeable. Critics claimed that these expenditures reduce savings and thus limit the availability of capital needed for investment and economic development. However, opponents of social security continue to claim

that social security harms economic development (Hall & Midgley, 2004:249) and some have even argued that economic development in the United States in the 1990s would have been even better if social security had been abolished. Many economists also argue that social security is an expensive luxury that countries today simply cannot afford. With an ageing population and persistent high rates of unemployment in many parts of the country, governments cannot continue to tax the working population to maintain so many dependants on income benefits (Hall & Midgley, 2004:249).

In many industrial countries, almost a fifth of the population is retired and receiving benefits. Another large proportion of the population in these countries are children who do not contribute to economic development. Consequently, they argue, a relatively small proportion of productive workers must support a large number of unproductive people. Since this situation cannot continue, ways must be found to reduce the fiscal burden placed on the working population. One way of reducing this burden is to abolish social security, and to require people to save for their retirement and meet their own needs (Hall & Midgley, 2004:250).

Although the developing countries do not have a large proportion of unproductive old people, critics claim that it is only a matter of time before they encounter the same problem. For this reason, they argue, governments should create mandatory retirement savings schemes that can replace social insurance. Governments that are contemplating the introduction of social insurance schemes should be discouraged from doing so. This point of view has been actively promoted by officials at the World Bank (1994) who believe that commercially managed savings accounts such as those introduced in Chile and other Latin American countries are far preferable to social insurance (Hall & Midgley, 2004:250).

Another argument is that social security has a negative effect on economic development because it reduces work incentives. By providing generous income

benefits through social security programmes, governments in advertently reduce the motivation to work hard and in this way undermine the very basis of economic development (Hall & Midgley,2004:250).A related argument is that the payroll taxes impose on employers to fund social insurance distort labour markets and have a negative effect on employment creation. This argument is particularly relevant to the North. Faced with high payroll taxes, employers in the industrial countries seek to reduce the numbers of workers they employ by using labour-saving technologies, otherwise, they relocate to countries in the South where labour is cheap. The result is high unemployment and economic stagnation. Today, it is widely believed that social security and other government social programmes are a major of high unemployment and slow economic growth in the North and particularly in Europe where levels of unemployment have remained high for most of the 1990s (Hall & Midgley,2004:250).

2.6 SUMMARY OF SOCIAL SECURITY PROGRAMMES AND SERVICES FOR CHILDREN IN VARIOUS COUNTRIES

It is increasingly recognised that children are one of the greatest national assets and that children's programmes should find a prominent place in the national plans of any country.

2.6.1 The United States of America

In the USA, children are individuals under the age of 18 years (Segal, 2004:385). Child services in the USA are those that promote the total well being of children and include protective and supportive services, supplementary services and substitute services. Protective and supportive services provide assistance to families in the home, supplementary services are delivered outside the home and are provided to help fulfill the needs of the child that are not being met in the home, and substitute services replace the familial responsibilities by providing out of home care, usually in a foster home or residential or group home facility (Segal, 2004:385).

Services to children can best be categorised as being developmental, preventative or rehabilitative or curative. Social Security has tended to focus primarily on the rehabilitative or curative needs of children in most countries (Segal, 2004:374). However, increasingly there is a recognition that it should attend to prevention and even development. Only in developing countries has there been a major thrust by social welfare toward addressing developmental needs, because many parents cannot meet children's most elemental needs. Clearly, the problems faced by children have their roots in the prevailing socio-economic conditions of particular countries, and these problems can be ameliorated or further exacerbated by cultural values, beliefs and taboos (Segal, 2004:374).

According to Segal (2004:375), the USA has a network of services, which includes home based care, day care, foster care, residential care and adoption. The primary aim of the social services is to strengthen the family to enable it to remain intact. Public child social services are provided through a variety of programmes:

The division of Health provides public healthcare for the treatment and control of health problems while emphasising prevention;

The division of Family Services fulfills the responsibilities of income maintenance, medical care and children's social services; and

The division of Youth Services provides custodial and rehabilitative care for delinquent youth (Segal, 2004:375).

However, private agencies administer a majority of the necessary social services. In addition, the Department of Education is responsible for the supervision of instruction in the public schools and for administering school lunches, special education, vocational education, and state financial aid programmes.

2.6.2 Japan

As in the USA, Child welfare programmes in Japan focus on prevention, developmental care, supportive and substitute or interventive care. A major focus of child welfare services is maternal and child health, beginning with medical and social support for prenatal care, through the delivery, infancy and early childhood of the offspring. Supportive and interventive services focus on identifying and addressing the needs of children experiencing difficulties, and as necessary, residential homes meet the needs of children in out of home placements (Crosson-Tower, 2004:374).

Given the shrinking child population, Japan has placed great effort on prevention and developmental opportunities for its children and on ensuring that providers of these services are qualified and well-compensated. Preventative efforts have included both financial and practical assistance to enable healthy growth and development in children (Crosson-Tower, 2004:374). A large segment of the developmental programmes in Japan are funded and maintained through public monies, providing further evidence of the importance placed on the health and development of its children. Intervention services for children and families in distress in Japan may be categorised in a manner similar to those in the USA. These may include family counseling, family support services, child protection, services for juvenile delinquents, services for emotionally disturbed children, foster care and group or residential care (Crosson-Tower, 2004:374).

2.6.3 Australia

In Australia, financial assistance, government cash benefits, including family payments is provided solely by the Commonwealth Government, while children's services and family support services are funded and provided by all three tiers of government, Commonwealth, State and Territory governments, and Local governments. The Commonwealth Childcare Programme (CP), which is administered by the Department of Family and Community Services, provides funding for the majority of child care services in Australia. The Commonwealth Government provides most of the funding for the CP, State and Territory

governments also contribute some funding to the programme under joint arrangements with the Commonwealth (AIHW,1999:101).Funding for the neighbourhood model occasional care services is administered by the Commonwealth, States and Territories (Moyle, 1997:73).The aims and objectives of Commonwealth and State Territory children's services programs are to provide services that are accessible , affordable and of high quality and that support parents in their child rearing and other activities. The Commonwealth Government's primary objective is to provide child care for children whose parents need this care for work related reasons. As a condition of funding and / or licensing, the services provided must promote and enhance children's emotional, intellectual, social and physical development (AIHW, 1999:101).

2.6.4 SADC and the Continent

Ethiopia:

Ethiopia provides no social security benefits to or in respect of children or youths. Although Ethiopia has a young age structure and a growing population under the age of 15, the range of welfare services available to this group is extremely limited. Institutional care is available in Addis Ababa but is virtually absent throughout the rest of Ethiopia (Quentin & Emmy, 1987: 14). Even though Ethiopia provides no security for children, its population structure is heavily biased in favour of the young and the government places a great deal of emphasis on child welfare, especially with respect to children who have lost their parents in the wars that have occurred in recent years.

Kenya:

Recent surveys, mostly in the rural areas, show children aged between 8-14 years to be part of the active workforce. In rural areas, children work along with the total family to secure the family income. This is often in line with the cultural tradition of many of the families. Voluntary and international agencies operate family and child welfare services. The orientation is toward prevention rather than remedial treatment. The

government provides consultation and supervision for those agencies from the council of Social Services. A modest range of services are available to children in urban areas. No social security programmes are aimed at this target group (Gethaiga & Williams, 1987:100).

Mauritius:

In this country, the government's social policy is geared towards redistribution in favour of families with dependent children. According to Joynathsing (1987:154), an obvious answer to the problem of families with many dependent children is the provision of family allowances. In Mauritius there is a scheme of helping dependent children which gives no encouragement to parents to have more than three children. A modest family allowance is granted to families with three or more children below the age of 15 subject to the family not having an income of more than R10,000 a year. There is no payment in cases where there are less than three dependent children and no increase of benefit if there are more than three children. This scheme was originally designed to popularise the three child family and the spacing of children. The qualifications for a claimant's eligibility are:

- That one is normally resident in Mauritius and has a family of three or more children under the age of 15
- That one should have resided in Mauritius for a period of at least two years immediately before the month in respect of which the allowance is claimed
- That one is not in receipt of a child's allowance or orphan's pension under the National Pension Scheme and
- That the yearly income does not exceed the prescribed threshold.

There are also provisions for child allowances in the income tax system for up to three children. The allowance varies according to the age of the child. There is an additional allowance for children studying abroad (Joynathsing,

1987:155). The payment of family allowances and the provision of both fiscal and occupational welfare are all linked to the government's policy on population. Families who have more than three children under the age of 15 are disadvantaged since family allowance is paid in respect of only three children. The income tax system allows for deductibles in respect of three children only (Joynathsing, 1987:155).

Nigeria:

Primary socialisation in Nigeria is the responsibility of parents. Governments provide a variety of institutions for secondary socialisation through the primary schools, the secondary schools and the universities and technical colleges. At the same time however, government comes to the aid of brilliant but disadvantaged children and youth through the provision of scholarships for their education beyond the levels at which provisions are made for free education (Sanda,1987:178).

The government's role with respect to the welfare of children in this country is restricted to that of protecting those at risk. The voluntary sector however, does provide a range of services to support this population group. Resource limitations have seriously limited the extent of support available to children and youths.

Tanzania:

According to Maiya and Mwankanye (1987:235), general government concern has been directed at the mobilisation of young people for participation in development and their preparation for taking up citizen responsibilities. At the same time, the government is ensuring that the social welfare system is restructured and expanded to cater for the emergent needs of the children and youths with a view to preparing them for useful roles in national development. The state's attitude towards providing the children with welfare support is based on the principle that the family, including the village family, should still be responsible for them. Children of working mothers and

those deprived of parental care and support receive welfare protection from the local community or voluntary organisations, at little or no cost to the state (Maiiya & Mwankanye, 1987:237).

Zambia:

The only social security benefits paid with respect to children in Zambia are those provided for orphans. Thus, it can be said that health and education are the major areas of service to children and youth. There is no family allowance for the rearing of children and the main parents are expected to care for their own offspring (Brooks & Nyirenda, 1987:265). Some minor attempts are being made to service those whose needs are not being met by their own family. Any service that is being provided tends to be in the urban area.

Zimbabwe:

In efforts to provide guidance to parents, guardians and communities, the Zimbabwe government has in place several Acts of Parliament that are meant to work together for the protection of children. The most prominent piece of legislation promulgated so far is the Children's Act (formerly known as the Children's Protection and Adoption Act) which is administered by the Department of Social Welfare (DSW) and provides for public assistance, protective custody and foster care (Mushunje, 2006:22). In protecting children, the government, through the various legal and policy frameworks, established safety nets to provide for lean times. Zimbabwe administers two types of safety nets, namely, those that provide for situations of crises (such as supplementary feeding) and those that provide for children under normal circumstances such as public assistance.

Today, much of the care of children in need in communities is being done by well doers such as volunteers who give up some of their time to work with non-governmental organisations. Communities thus constitute a key agent in the provision of child welfare services in Zimbabwe. However, the community can only do so much, and their interventions may be limited by resource

scarcity, hence the need for interplay with other institutions such as civil society organizations.

In Zimbabwe, the role of civil society organisations and NGOs in child welfare has generally become very significant given that state interventions have become limited and greatly reduced. More humanitarian assistance is being provided by civil society organisations and NGOs than any state body (Mushunje, 2006:22).

2.7 SUMMARY AND CONCLUSION

This chapter has addressed a number of issues with regards to social security. Firstly, it has looked at how the different authors define the subject. This chapter also looked at the different ideologies and the different social security systems in a variety of international countries. It dealt with attitudes and critiques of different authors and theorists on social security.

What was evident from the above arguments is that the aims of the actual cash transfer system are complex and even contradictory. In some respects it seems to have a benign aspect to it in terms of fulfilling basic needs and relieving poverty, whereas in others it may appear less than benign in terms of controlling behaviour and reproducing underlying social disadvantages.

The various duty-bearers that include the government, civil society organisations and communities owe it to the children to give undivided attention to their plight. The role of the family in child welfare cannot be over-emphasised. While it is the responsibility of the family to take care of the child, it can only be effective with the full support of the various layers of duty-bearers. It is also clear that the government should take a lead role in the promotion of the welfare of the child.

However, the task of child protection should not be left to government and families alone. Civil society and communities play a significant role in supporting efforts of the government to provide for child welfare. The following chapter will

focus on the South African government and what it is doing to improve the lives of the children. It will also look at the legislation that is in place to facilitate the implementation of government's initiatives with regard to children.

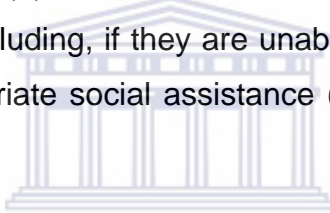


CHAPTER 3

AN OVERVIEW OF POLICY AND LEGISLATION REGARDING SOCIAL WELFARE AND THE CHILD SUPPORT GRANT IN SOUTH AFRICA

3.1 INTRODUCTION

For the first time in South African history, inaugurated by the interim Constitution of 1993, superseded by the Constitution of the Republic of South Africa, fundamental human rights have been safeguarded and guaranteed by their entrenchment in the Bill of Rights (The Constitution, Act 108 Of 1996). The socio-economic right contained in the Constitution refers to both social security and social assistance. Section 27(1) of the Constitution establishes that everyone has the right to have access, including, if they are unable to support themselves and their dependents, to appropriate social assistance (The Constitution, Act 108 of 1996).



South Africa, compared to other middle-income developing countries, has one of the worst track records with regard to social indicators such as education, health, safe water and fertility (Liebenberg, 2002:40). In the field of social security provisions in South Africa, the development of social security reflects the contemporaneous enigma of immense achievement and at the same time failure (Liebenberg, 2002:40). In South Africa, immense poverty exists simultaneously with extreme wealth. A large amount, which amounts to about one third of all South African households, are living in poverty, of which most of them are African families. The harsh reality is that, in the South African framework, countless members of the population are either atypically employed or unemployed. Many are not blanketed by the occupation based social insurance schemes. This dilemma manifests in the endless reliance of the marginalised groups on state aided social assistance benefits (Liebenberg, 2002:40).

According to Monson, Hall, Smith & Shung-King (2005:8), the government is obliged to support children directly when their parents or caregivers are not able to support them adequately due to poverty. This is done primarily through social assistance programmes such as the CSG. The fundamental purpose of the right to social assistance is to ensure that persons living in poverty are able to access a minimum level of income sufficient to meet basic subsistence needs so that they do not have to live below minimum acceptable standards.

Since our Constitution states that every child (that is, all those between zero and eighteen years) have the right to social assistance, where their parents are unable to support them, it is unjustifiable that the CSG is limited to under fourteen year olds. Considering the extreme levels of poverty and that most of our children live in dire poverty, it is morally unacceptable that so many children are excluded from support. As already stated in the first paragraph, it is the government's obligation to ensure that the grant reaches the poorest and that the most vulnerable are no longer excluded.

This chapter looks at literature on Child Welfare and focuses on the legislative developments with regard to children's rights and what they are entitled to be receiving from the government since the attainment of democracy in South Africa. It also looks at government's progress in keeping its promises to reduce child poverty and increasing child protection through child law reform developments.

3.2 THE CONSTITUTION

The Constitution is the supreme law of South Africa and sets out the fundamental goals and values that must guide the construction of a new democratic society.

The goals of the constitutional order include:

- Redressing the injustices of the past
- Establishing a society based on social justice
- Improving people's quality of life and freeing the potential of each person.

These commitments are particularly reflected in the socio-economic rights included in the Bill of Rights. One of the socio-economic rights included in the Bill of Rights is the right to social security (May, 2000: 21).

Section 27 (1) (c) reads as follows:

“Everyone has the right to have access to social security, including, if they are unable to support themselves and their dependants, appropriate social assistance.”

In order to give effect to this right, the state is required to-

“take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right.” [s.27 (2)].

In addition, every child has the right-

“to basic nutrition, shelter, basic health care services and social services.” [s. 28 (1) (c)].

The state must respect, protect, promote and fulfill these rights [s.7 (1)]. This means that it must both refrain from conduct which unreasonably deprives people of access to social security, as well as taking positive measures to improve and advance access to social security by all in South Africa (May, 2000: 21).

Other rights which are highly relevant to social security are:

- The right to equality, which prohibits direct or indirect unfair discrimination on a number of grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language, and birth [s. 9]; and
- The right to administrative action that is lawful, reasonable and procedurally fair, including the right to written reasons for decisions adversely affecting a person’s right [s. 33].

The right of access to social security is guaranteed to everyone and is not expressly restricted to citizens. Any limitation of this right to citizens would have to pass the test of the general limitations clause [s. 36]. In other words, the limitation must be reasonable and justifiable in an open and democratic society based on human dignity, equality and freedom.

This is the framework within which welfare policy is formulated and operating in South Africa. All legislative and policy initiatives in the field of social security are striving to give effect to these rights by making them real and meaningful in the lives of ordinary people.

3.3 LEGISLATION AND POLICY

South Africa's Constitution defines children as persons aged less than 18 years (Jacobs, Shung-king & Smith, 2005:16). According to the 2001 Census, children thus represent a significant proportion of the country's citizens and therefore constitute a group worthy of special consideration (National Department of Social Development Annual Report, 2002/03,). Throughout the apartheid years, children in South Africa carried a large burden of discrimination and violation of their rights to survival, development, protection and participation. In an attempt to address this legacy, children have received priority attention since 1994, and have been made new promises by those charged with bearing duty for them—namely government and civil society.

In its first few years of democratic rule, the new South African government adopted a framework for a comprehensive national plan of action for children, with the principles of the Convention on the Rights of the Child (CRC) and the Constitution forming the core of this framework. The plan identified all duty bearers across government and civil society sectors with specific responsibility for ensuring the realisation of child rights. But despite the adoption of the plan of action by the government, and its wide endorsement by civil society, the plan has yet to be implemented in a comprehensive way (Jacobs, Shung-king & Smith, 2005:18). Notwithstanding the foundation of a progressive and child-friendly

Constitution, the pace of the legislative and policy reform required for the implementation of the plan has been slow.

Despite the slow pace, Jacobs, Shung-king & Smith (2005:8) believe that much progress has been made with child rights in South Africa. In compliance with the requirements of the CRC and the Bill of Rights in the Constitution, duty bearers for child rights in the past decade have moved from promises to action in different ways. The government has initiated a range of child –sensitive legislative reforms, policies and programmes, where civil society has also played an important role in advocacy and action for advancing child rights. A significant civil society contribution has been to restore alliances on advocacy issues through organised responses to legislative reform; through the establishment of non-governmental organisations (NGOs); and through setting up formal and informal networks aimed at complementing the government’s social services for children (Jacobs, Shung-king & Smith,2005:16). In addition, several academic and research initiatives were established to inform interventions for children.

3.3.1 Legislation

The government has drafted important legislation in the fields of juvenile justice, social security and health. However, while the social security laws make reference to children, the health laws are almost silent on children’s special needs and requirements. In this context, civil society made a very strong call for a comprehensive piece of legislation for children – the Children’s Bill which, after more than a decade of widespread dialogue and debate, is now reaching finalisation (Jameson & Proudlock, 2005:18).

3.3.2 Policies

The primary social security policy document is the White Paper for Social Welfare which was released by the Ministry for Welfare and Population Development in 1997. In the White Paper, a national developmental social welfare strategy is set out. It includes a vision in which the welfare system which facilitates the development of human capacity and self-reliance within a caring

and enabling social economic environment. The basic principles of developmental social welfare are stated as: securing basic welfare rights, equity, non-discrimination, democracy, improved quality of life, human rights, people-centred policies, investment in human capital, sustainability, partnership, intersectoral collaboration, decentralisation of service delivery, quality services, transparency and accountability, accessibility, appropriateness and ubuntu (Liebenberg & Tilley, 1998:26).

In chapter 7 of the White Paper, dealing specifically with social security, government commits itself to the building of a comprehensive national social security system. According to the White Paper, this system will require comprehensive social assistance to those without other means of support, such as a general means tested social assistance scheme. Secondly, it will require the restructuring of social insurance including the retirement industry, unemployment insurance and health insurance (Liebenberg & Tilley, 1998:26).

The ultimate goal of the system is to ensure that-

“There will be universal access to an integrated and sustainable social security system. Every South African should have a minimum income, sufficient to meet basic subsistence need, and should not have to live below minimum acceptable standards. The social security system will also work intersectorally to alleviate poverty” (Liebenberg & Tilley, 1998:26).

The White Paper is supported by the Social Welfare Action Plan which has a set period of five years to implement the policies contained in the White Paper.

While there have been many specific sectoral policy and programme interventions for children, macro-development policies have not always been made in the best interests of children. While the government is committed to addressing the immediate realities of poverty and its consequences, its focus in recent years on the long-term economic development of the country has taken precedence, which has direct implications for child policies and programmes. On

the one hand, according to Jameson and Proudlock (2005:18), the principles of the Reconstruction and Development Programme (RDP) provided a framework for taking action in the interest of children. For example, the recommendations of the 2002 report of the government appointed Committee of Inquiry into a Comprehensive System of Social Security emphasised a response to poverty through social development measures. These included universal cash grants; a package of services to enable everyone including children to live and function in society; strategies to ensure access to food and income generation; and consideration for children and adults with special needs. On the other hand, the macro economic policy for Growth, Employment and Redistribution (GEAR), which evolved from the RDP, has given prominence to strategies towards long-term economic growth, with much less attention to the immediate challenges of addressing the dire situation of children, especially those living in poverty (Jameson & Proudlock, 2005:18).

Since 1994, many policies in support of child rights have been drafted in the fields of health, education and other basic social services. Interventions by various government departments, such as justice, social development, health, education, sport and recreation, have resulted in the implementation of many child oriented policies and programmes, such as the Child Support Grant, the Foster Care Grant and many other policies that protect the rights of children.

3.3.3 Legislation and policies that affect children

In reflecting on recent child law reform developments, there is no doubt that the Children's Bill dominated the agenda during 2004 and 2005. This bill is aimed at providing a legal framework for the realisation of children's rights in terms of family care, protection from abuse and neglect, social services, and legal representation in civil matters. It is also concerned with elaborating on the principle of the 'best interests of the child' and with promoting substantive equality for groups of children in especially difficult situations, such as children with disabilities. Apart from the Children's Bill, there has also recently been much

other activity in the area of law reform that affects children (Jameson & Proudlock, 2005:15).

The process of drafting a new Children's Act began in 1996 and it is now in its final stages. The first part of the Children's Bill, which was passed by the National Assembly (NA) in June 2005, deals with areas over which the national government has exclusive competence. It introduces provisions and systems that will greatly advance South Africa's capacity to care for and protect children. Thus, the passing of the first part of the bill by the NA is seen as a major milestone for South Africa in the struggle to protect children from abuse and neglect (Jameson & Proudlock, 2005:15).

The first part of the Bill has been debated by the National Council of Provinces (NCOP). The second part of the Bill has been tabled in parliament. This second part deals with issues where the national and provincial governments share competency. It can be anticipated that the new law will be put into effect in late 2007 or early in 2008 (Jameson & Proudlock, 2005:16).

According to Proudlock (2005:15), to give effect to rights, the government needs to adopt laws, policies and programmes. To ensure their full realisation, each right in the Constitution needs to be supported by a law. All the chapters in the Children's Bill are aimed at giving effect to and realising the following three very important children's rights:

- The right to family care, parental care or appropriate alternative care.
- The right to social services.
- The right to protection from abuse, neglect, maltreatment and degradation.

All the chapters in the Children's Bill also emphasise the core international and constitutional principle that, in every matter affecting a child, the child's best interest should be the main consideration. This is an important development because the Children's Bill will eventually replace the 1983 Child Care Act, which was not written from a child's perspective. It was written by the apartheid

government at a time when South Africa did not have a bill of rights, or a democracy. It therefore did not take into account key concepts such as equality for all children, equality for parents regardless of their gender, and the principle of the best interests of the child.

Children with a disability are more likely to be abused and neglected than other children. This is, firstly, because of their increased vulnerability to abuse as a result of their disability. Secondly, this is because the child protection system has many barriers restricting equal access for children with disability and so does not adequately protect children (Proudlock, 2005:15). The Children's Bill says that these barriers must be removed and that the necessary support services must be provided to enable children with disability to have equal opportunities and equal access to protection (Proudlock, 2005:15).

Protecting children from abuse and neglect is a task that involves at least seven different government departments at the national, provincial and local spheres of government. At present, a major problem affecting the protection system is the lack of coordination between all the different departments and spheres of government. As a result, many children are not protected and many suffer secondary trauma when they are placed in the system. Two high court judgments ordered the different government departments involved to sit down together and jointly plan their services for children (Proudlock, 2005:15). In recognising this problem of a lack of coordination between different departments and spheres of government, the Bill contains two clauses that strongly oblige all role players to coordinate their services to ensure integrated delivery to children and to cooperate with one another. Although the actual mechanism to ensure coordination is not stipulated in the Bill, it could be set out in the regulations.

In section 4 of the Bill the words 'maximum extent' have been included before 'available resources'. This is a major victory for children. It means that all departments need to prioritise children when they are making decisions about budgets and the allocation of resources. These words come from Article 4 of the

United Nations Convention on the Rights of the Child and are aimed at ensuring that children's issues are prioritized in budget decisions (Proudlock, 2005:15).

With regards to the regulation of adoption and inter-country adoption, the Bill closes the loophole on backdoor inter-country adoptions. It streamlines adoption processes and provides adequate protection for children involved. Now any application for guardianship or the right to remove a child from the country will be regarded as an inter-country adoption and will have to go through a well regulated procedure. This is a particularly important provision as it protects orphaned children and those living in unregistered children's homes from being removed from the country without the proper procedures being followed. Many of these children have relatives who are available to care for them. However, these relatives are not approached or supported with financial aid to enable them to care for these children. With this support these children would not have to be removed from their place of birth, cultural identity and family ties. The Bill also makes it clear that the adopting parents may not pay the biological mother compensation for loss of earnings. This removes a possible form of unfair incentive that could be used to put pressure on the mother to give her consent to the adoption of her child (Proudlock, 2005:16).

On the whole, the Children's Bill is a major step forward for children in South Africa, but there are still a few problem areas that should be addressed. One of these areas is protecting the property rights of orphans. When children's parents or caregivers die, leaving them with a house or a shack, the children need assistance to protect their property rights from unscrupulous people. Children cannot own a house or conclude contracts related to house ownership because of their age. Therefore, they need an adult to represent them and protect their property rights. If the children have a living parent, the parent normally provides this protection. If the children have been orphaned and are living with a relative, such as a granny or an aunt, it is important that the relative has the necessary legal status to protect the children's property.

Unfortunately, the Bill does not allow magistrates' courts to grant guardianship to relatives. This means that relatives will need to go to the High Court to obtain guardianship over the children so that they can protect the children's right to their inherited property. The High Court is inaccessible to most families, as it is located far away from most people, and the process involves a considerable amount of expenses. An accessible solution still needs to be found in this regard (Proudlock, 2005:17).

3.3.4 Additional laws that have major implications for children

Sexual Offences Bill, Child Justice Bill and SASSA Act

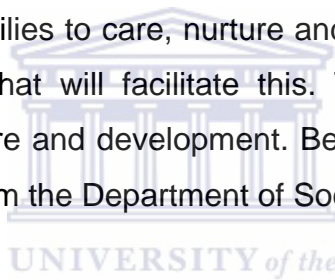
Other additional laws that are in draft form and awaiting tabling in parliament are the Sexual Offences and Child Justice Bills. Public hearings on these two Bills were held in 2003 in parliament shortly before the 2004 general elections. However, both Bills were withdrawn from parliament in 2004 and taken back to cabinet for revisions. The current Parliament will need to call for a second round of Parliamentary hearings before deliberating and passing the Bills. Both these Bills are way overdue and need to be prioritised (Proudlock, 2005:16).

The new Social Assistance Act 13 of 2004 and the National Health Act 61 of 2003 were both passed in late 2003 and signed and assented to by the President. However, neither of the laws has been put into effect as their regulations are still being finalised. The 2004 Social Assistance Act replaces the Social Assistance Act of 1992 and provides a new legislative framework for the realisation of the right to social security. It stipulates the eligibility criteria and procedures for gaining access to social grants for the elderly (Old Age Pension), children living in poverty (Child Support Grant), people with disabilities (Care Dependency Grant and Disability Grant), children in need of foster care (Foster Care Grant), and the people in social distress (Social Relief of Distress Grant) (Proudlock, 2005:17).

The SASSA Act, 2004 creates a unitary but flexible service-delivery mechanism to ensure that government pays the right amount to the right person, at the right

time in a dignified manner. The Social Assistance Act 2004, creates uniform norms and standards that apply countrywide. It provides for the publishing of regulations on performance management and on adherence to the Batho Pele principles of customer service. The Act provides for the rendering of social assistance to persons, mechanisms for the rendering of such assistance, the establishment of an inspectorate for social assistance, and related matters. The Act relates to an integrated and comprehensive social security system as envisioned in the 10-point plan that was launched by the Minister of Social Development, Dr.Zola Skweyiya and elaborated on below.

Central to the Minister for Social Development's Ten Point Plan is the action point of rebuilding family and community life. This includes the importance of young children, the capacity of families to care, nurture and support young children and the availing of resources that will facilitate this. The Ten Point Plan largely supports early childhood care and development. Below is the 10 Point Plan and its supporting arguments from the Department of Social Development.



- Rebuilding family, community and social relations

The primary level of support and care for young children rests with the parents and family or in the absence of parents and family members other primary caregivers. The holistic needs of young children are particularly the responsibility of the family environment and parents and family members and other primary caregivers need the support and capacity development to make sure that young children rights and needs are addressed.

- Integrated poverty eradication strategy

Poverty has a severe impact on young children and more often than not contributes to malnutrition, stunting, infant and child mortality. Any poverty eradication strategy or programme will be most beneficial to young children, especially as the first years of life are sensitive, vulnerable and an opportunity for rapid growth and development.

- Comprehensive social security system

The social security grants are a major lifeline for families. Though all grants in some way or the other may contribute to the well-being, protection and development of young children, the Child Support Grant in particular focuses on the young child and his or her primary caregiver.

- Addressing violence against women and children, older persons and other vulnerable groups

Protecting mothers from all forms of violence and providing them with support programmes creates an environment where they feel safe and confident to provide more attention, care and support for their young children. Similar, young children often become the victims of violence and efforts should be made to ensure that prevention and intervention programmes to combat violence against children are inclusive of the needs and rights of young children by being age appropriate.



- Addressing HIV and AIDS

HIV and AIDS have a devastating effect on the whole South African population. The impact is worse for those who are vulnerable, especially young children. Very few programmes are aimed at young children and often they have to deal with loss of parents, limited psychosocial support, malnutrition, multiple care giving (being taken care of by older siblings, grandparents or other family members) and many other situations that hamper their growth and development.

- Youth Development

Early childhood care and development stretches far beyond addressing the needs of the child only. The youth provide an opportunity to give future generations the best possible start in life.

- Accessibility to social welfare services

Accessibility of the physical provision of the services are essential, but equally important in terms of accessibility is that the service providers in the social welfare sector should understand and be able to respond to the needs of young children and their caregivers.

- Services to people with disabilities

Early identification of any disability can both prevent the progression of that disability and provide an opportunity for intervention to ensure that children access as early as possible the necessary care, support and treatment for that disability.

- Commitment to co-operative governance

The work related to services for young children cuts across sectors and tiers of government. A national, provincial and local understanding on the role and contribution that each has in ensuring a holistic, integrated and responsive service to young children and their parents and primary caregivers.

WESTERN CAPE

- Train, educate, redeploy and employ a new category of workers in social development

A holistic approach to early childhood care and development requires a range of appropriately trained volunteers and workers that will address the needs of young children and their caregivers and families.

According to Proudlock (2005:16), none of these grants are new. They were all present under the 1992 Social Assistance Act and there are no substantive changes to the eligibility criteria. In its preamble and its objects clause, the National Health Act says that it is aimed at giving effect to children's rights to basic healthcare and basic nutrition. However, this intention is not followed through in the rest of the Act as it does not entrench an approach that gives priority to children within the health system. The author states that the Children's

Bill does not contain any provisions on nutrition and health care either, other than stipulating ages of consent for medical treatment. In light of South Africa's unacceptably high infant mortality and child death rates we need a focused approach to children's health care services. Many child health providers and policy experts are now calling for a new law on child health services in order to prioritise child health.

3.3.5 Strengths and gaps in legislation and policy

The above legislation and policy with regard to children is an excellent move by the government and civil society in the struggle to ensure that children enjoy the benefits of our democracy. These documents actually address many of the issues that affect children in a negative manner and the issues range from inter-country adoption, health care, family abuse (which includes a whole range of abuse). It also obliges all government departments to take responsibility in terms of delivering services in an integrated, coordinated and uniform manner rather than allowing a situation where children's welfare becomes a responsibility of certain government departments. It also obliges all departments to take reasonable measures to the maximum extent of their available resources in ensuring that children do not become victims of the system that is supposed to protect them.

It is also clear that what is protected by section 27 of the Constitution of the Republic of South Africa 1996 is the right to access social security. This means that the state may not deny anyone access to these benefits, but it also does not mean that everyone has the right to social security since the availability of this service is dependent on the resources at the disposal of the state. The constitutional obligation of the state in terms of this section is to take reasonable legislative and administrative measures, within its available resources, to achieve the progressive realisation of this right. The constitutional approach is pragmatic, not only in terms of the availability of the resources but also in terms of the time frame for delivery.

The new challenge, however, is to ensure that the substantive clauses in the Children's Amendment Bill do in fact provide the necessary legislative framework for the realisation of these rights. The bill does not explicitly state that government has a duty to provide or fund all the services that the Bill is regulating. The Bill is not clear which spheres of government are being allocated the duty of providing or funding the various services. A recent costing of the Children's Bill by Cornerstone Economic Research has shown that the government is only providing and funding 25% of its current obligations to children under the Child Care Act (Monson, Hall, Smith & Shung King, 2006:16). There is therefore major under-provisioning to a very vulnerable category of children by the state. This area of budget allocation and spending needs urgent attention. Improvements will be seen if the new Children's Act of 2005 is strengthened to include clear provisioning clauses obliging the national and provincial spheres of government to allocate sufficient funding (Monson, Hall, Smith & Shung King, 2006:16).

3.3.6 Implications for the Child Support Grant

The implications from these policies and pieces of legislation are both positive and negative. They are positive in the sense that these policies will put pressure on the government to review the amount of money allocated to the Child Support Grant so that it is in line with every piece of paper that has to do with child protection and child rights. They are also positive in the sense that the state has committed itself through the policies and legislation that it will look out for the best interest of the child and with that there is no turning back. The policies and legislation also play a big role in ensuring that the state takes reasonable legislative and administrative measures, within its available resources, to achieve the progressive realisation of this right.

The negative side of the policies and legislation is that they are silent on non-South African citizens and as a result, people from neighboring countries flock into the country so that their children can benefit from the Child Support Grant. This in turn disadvantages our children because the number of children receiving

the Child Support Grant rapidly rises and that then impacts on the amount and the number of years that a child can qualify for the Child Support Grant.

3.4 THE NUMBER AND PROPORTION OF CHILDREN

LIVING IN SOUTH AFRICA

In 2004, there were just over 18 million children in South Africa (Monson, Hall, Smith & Shung King, 2005:52). They make up just over one-third (39%) of the country's population. Most children live in either KwaZulu-Natal (KZN) (21%) or the Eastern Cape (E.C) (17%). A further 15% live in Gauteng and 14% in Limpopo. Girl and boy populations are almost equal. Of all children, 39% are currently aged between six and twelve years old, while one third (33%) of all children are younger than six. These gender and age patterns apply nationally, as well as provincially. In presenting a demographic profile of South Africa's children, a breakdown by population group has been included (Monson, Hall, Smith & Shung King, 2005:52).

Table 1: The number and proportion of children living in South Africa in 2004 and 2005 by province

Province	2004		2005	
	Number	%	Number	%
Eastern Cape	3,215,848	18	3,137,425	17
Free State	1,063,842	6	1,114,138	6
Gauteng	2,641,734	15	2,656,467	15
KwaZulu-Natal	3,792,376	21	3,841,255	21
Limpopo	2,615,605	15	2,614,998	14
Mpumalanga	1,307,862	7	1,351,142	7
Northern Cape	337,193	2	337,494	2
North West	1,488,648	8	1,461,484	8
Western Cape	1,558,710	9	1,572,127	9
South Africa	18,021,815	100	18,086,530	100

Source: Statistics South Africa (2005; 2006) General Household Survey 2004, Pretoria, General Household Survey 2005, Pretoria, Cape Town: Statistics South Africa. Analysis by Debbie Budlender, Centre for Actuarial Research, University of Cape Town (UCT).

Figure 1: The proportion of children living in South Africa in 2004 and 2005 by province

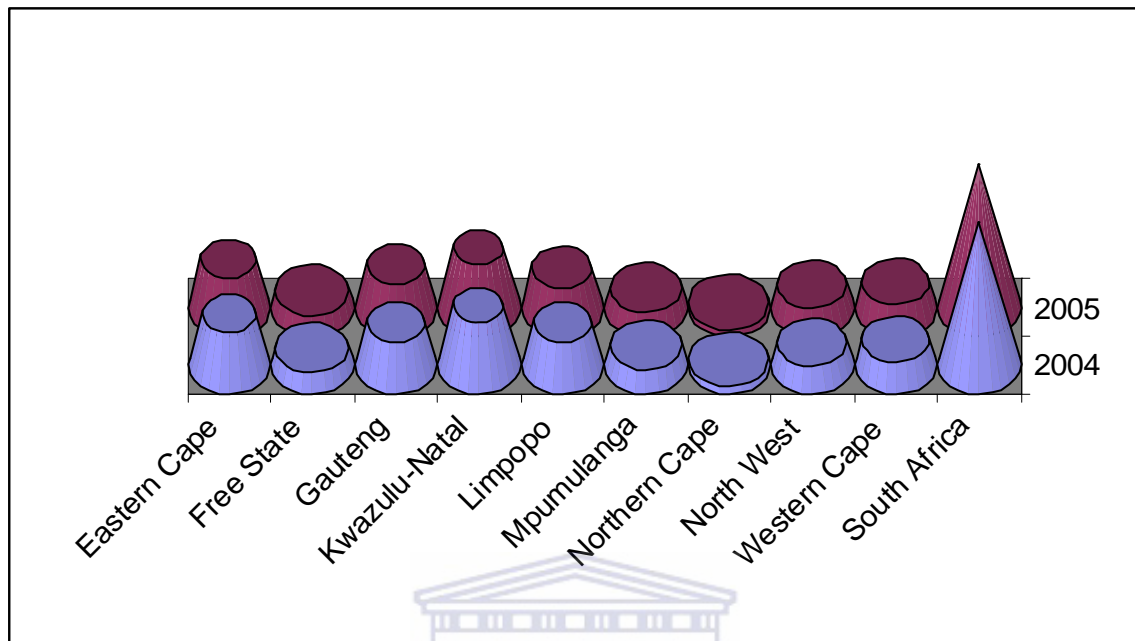


Table 2: The number and proportion of children living in South Africa in 2004 and 2005 by population group

Population Group	2004		2005	
	Number	%	Number	%
Black	15,070,504	84	15,171,869	84
Coloured	1,533,496	9	1,520,850	8
Indian	310,162	2	345,712	2
White	1,098,909	6	1,037,661	6
South Africa	18,013,071	100	18,076,092	100

* 'Other' and 'unspecified' categories have been excluded, therefore totals are not the same as in Tables 2 and 4.

Source: Statistics South Africa (2005; 2006) General Household Survey 2004, Pretoria, General Household Survey 2005, Pretoria, Cape Town: Statistics South

Africa. Analysis by Debbie Budlender, Centre for Actuarial Research, University of Cape Town (UCT).

Figure 2: The proportion of children living in South Africa in 2004 and 2005 by population group

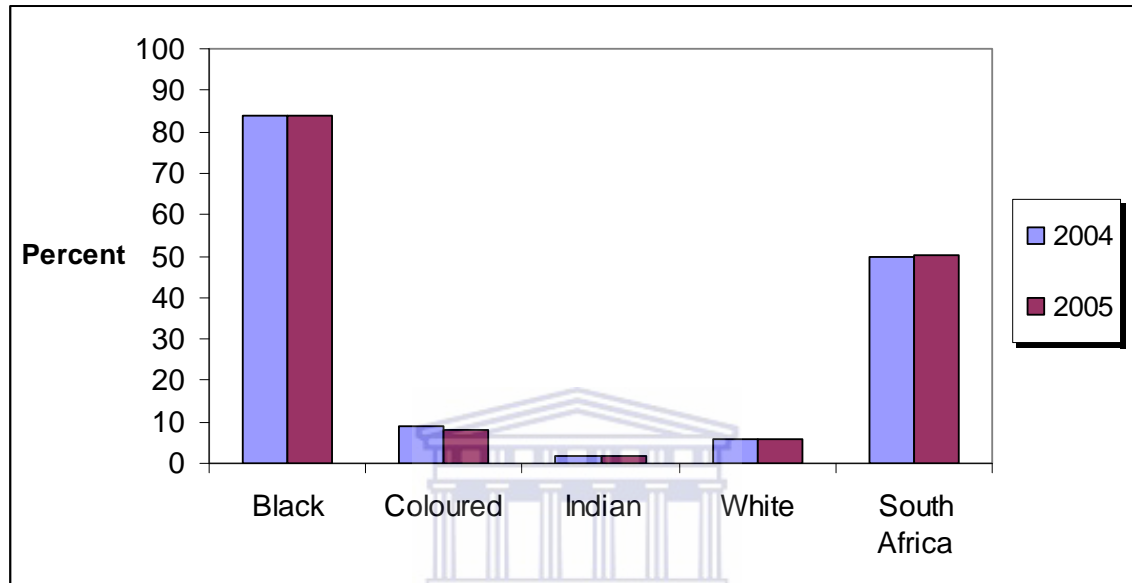


Table 3: The number and proportion of children living in South Africa in 2004 and 2005 by age group

Age group (years)	2004		2005	
	Number	%	Number	%
0-5	5,949,840	33	6,047,373	33
6-12	7,124,436	40	6,998,372	39
13-17	4,947,539	27	5,040,785	28
Total	18,021,815	100	18,086,530	100

Source: Statistics South Africa (2005; 2006) General Household Survey 2004, Pretoria, General Household Survey 2005, Pretoria, Cape Town: Statistics South

Africa. Analysis by Debbie Budlender, Centre for Actuarial Research, University of Cape Town (UCT).

Figure 3: The proportion of children living in South Africa in 2004 and 2005 by age group

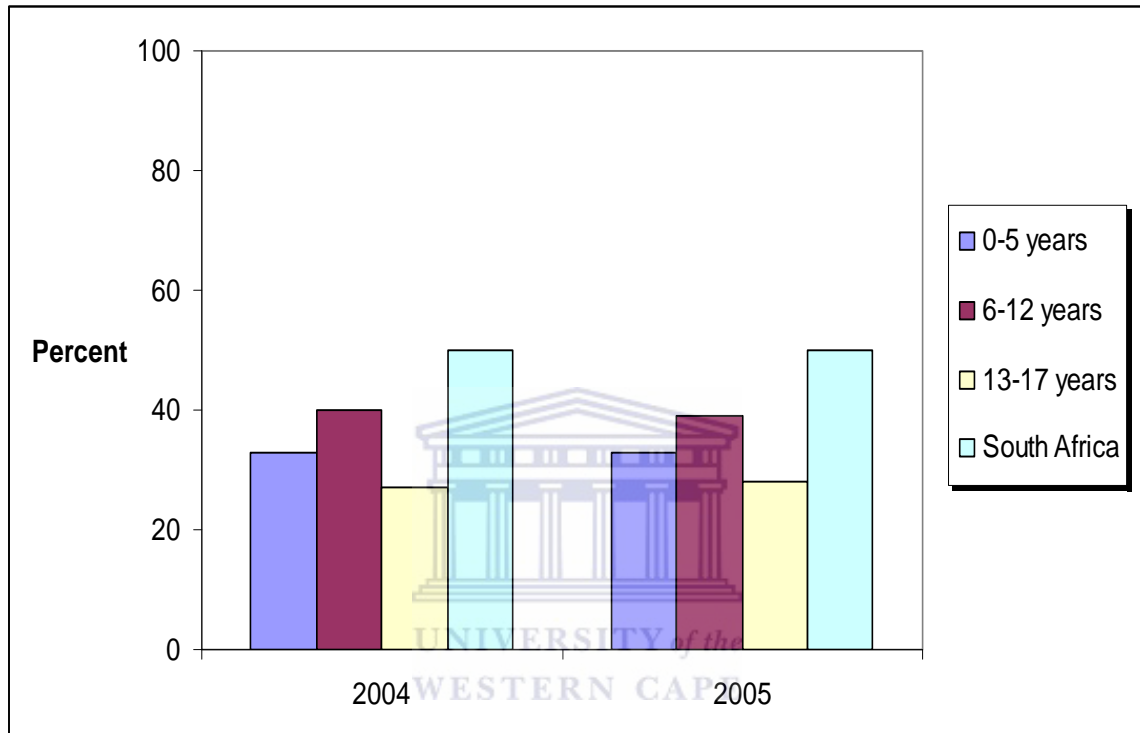


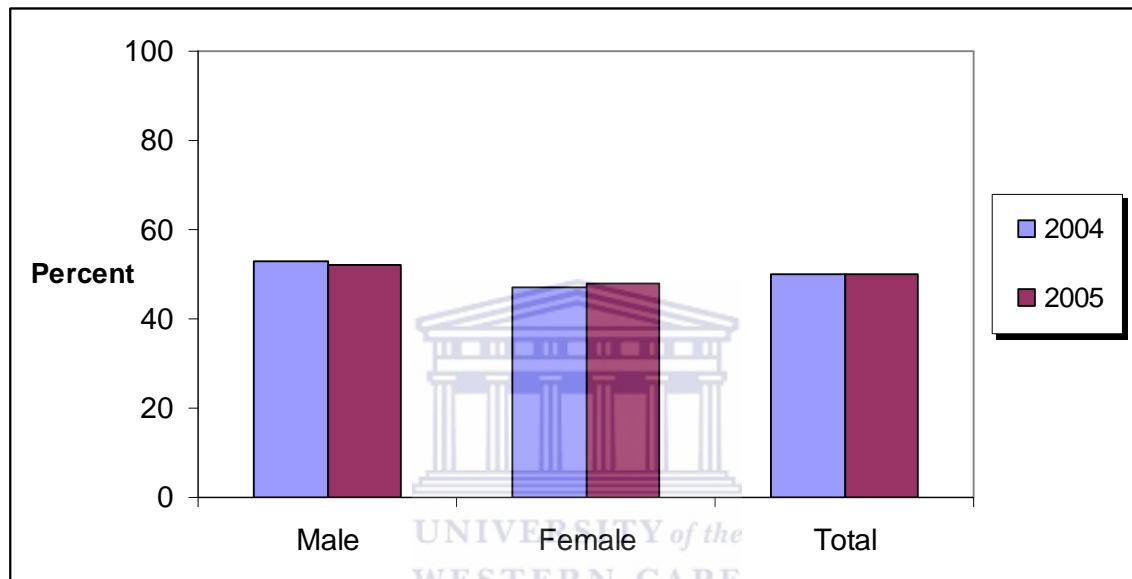
Table 4: The number and proportion of children living in South Africa in 2004 and 2005 by sex

Sex	2004		2005	
	Number	%	Number	%
Male	9,495,370	53	9,487,940	52
Female	8,525,502	47	8,595,335	48
Total	18,020,872	100	18,083,275	100

* 'Unspecified' categories have been excluded, therefore totals are not the same as in Tables 2 and 4.

Source: Statistics South Africa (2005; 2006) General Household Survey 2004, Pretoria, General Household Survey 2005, Pretoria, Cape Town: Statistics South Africa. Analysis by Debbie Budlender, Centre for Actuarial Research, University of Cape Town (UCT).

Figure 4: The proportion of children living in South Africa in 2004 and 2005 by sex



The data above shows us that there were just over 18 million children in South Africa. They make up almost half (49%) of the country's population. The most children living in either KwaZulu-Natal (21%) or the Eastern Cape (18%). A further 15% live in Gauteng and 14% in Limpopo. Most children are black. Only in the Western and Northern Cape provinces are coloured children in the majority. Girl and boy populations are almost equal. Of all children, 40% are currently aged between 6 and 12 years old, with one third of all children being younger than this. These gender and age patterns apply nationally, as well as provincially (Monson, Hall, Smith & Shung King, 2005:52).

Table 5: Number of beneficiaries in South Africa

GRANT TYPE	MARCH 2005	MARCH 2006	GROWTH
Old Age	2,087,765	2,131,820	
War Veterans	3,379	2,858	
Disability	1,298,003	1,312,726	
Foster Care	245,798	300,119	
Care Dependency	85,507	91,604	
Child Support Grant	5,600,526	6,961,046	
Growth	9,320,978	10,800,173	1,479,195

Source: National Department of Social Development Annual Report 2005/06.

3.5 THE NATURE AND SCOPE OF THE CHILD SUPPORT GRANT IN SOUTH AFRICA

The Child Support Grant (CSG) is a grant payable to a primary caregiver of a child, and at the time of the study, in respect of a child under the age of fourteen and of a monthly amount of R200-00 (National Department of Social Development, 2003, Social Assistance Procedural Manual, Chapter 11: Child Support Grant ,www.welfare.gov.za). A primary caregiver is any person who takes primary responsibility for the daily needs of the child and who may or may not be related to the child (National Department of Social Development, 2003, Social Assistance Procedural Manual, Chapter 11: Child Support Grant, www.welfare.gov.za).

In order to qualify for the Child Support Grant the child and the primary caregiver must be resident in South Africa at the time of application, the applicant must be the primary caregiver of the child concerned and he/ she must not already be in receipt of a grant in respect of the child. The primary caregiver will be paid to the maximum of six non- biological children and unlimited biological children. At the time of the study a child under the age of fourteen qualified for the Child Support

Grant. At the same time, non-governmental organisations that are fighting for children's rights were arguing for the Child Support Grant to be extended to the age of eighteen (National Department of Social Development, 2003, Social Assistance Procedural Manual, Chapter 11: Child Support Grant, www.welfare.gov.za).

With the application the applicant will have to provide certified copies of the following documents:

- Proof of the personal income of the primary caregiver and her/his spouse.
- Proof of efforts made by the primary caregiver to obtain maintenance from the parent(s) of the child.
- Proof that the applicant is the primary caregiver of the child.
- Valid 13-digit birth certificate of the child and the applicant's bar coded Identity Document. Where applicable, consent from the parents, guardian or custodian to take care of the child and proof of financial contributions (proof of private pension, interests/dividends earned on investments and bank accounts, bank statements for the period of three months).
- Wage certificate and if unemployed, a UIF card or discharge certificate from previous employer.

The Child Support Grant is a means tested grant. A primary caregiver will qualify if she/he and the child live in a rural area in either a formal or informal dwelling and the personal income is below R13 200 per annum. For a primary caregiver who lives in an urban area in an informal dwelling his/her personal income must be below R13 200 per annum, or if the primary caregiver lives in an urban area in a formal dwelling his/her income must be below R9 600 per annum (National Department of Social Development, 2003, Social Assistance Procedural Manual, Chapter 11: Child Support Grant, www.welfare.gov.za).

The grant's value has increased at a rate slightly above inflation as it has increased by R10-00 every year since its implementation. The department's intention in introducing the Child Support grant was to extend a basic poverty alleviation grant to all eligible South African children. The grant is funded through the provincial equitable share and own provincial revenue. The age extension of the Child Support Grant is being funded through a Child Support Grant extension conditional grant introduced in the 2003/04-year under review.

Since the introduction of the Child Support Grant, only children under the age of fourteen have been able to benefit from the grant. However, not all children under fourteen have, in fact benefited from this. In 1998, the government targeted 3 million children to be reached by April 2003. But by early March 2003 only 2.3 million children had been registered, leaving 0.7 million to be reached by April 2003 for the target to be realised. According to the Alliance for Children's Entitlement to Social Security (Acess), the major weakness in the present system is that children between fifteen and eighteen are excluded. For that reason the Alliance for Children's Entitlement to Social Security (Acess), which is part of the Basic Income Grant (BIG) Coalition, has proposed the extension of the Child Support Grant to all children under eighteen years old in South Africa living in poverty without any assistance, of whom more than 2.5 million are living in dire poverty. There has been some progress though with the Child Support Grant, as announced by President Mbeki in the State of the Nation Address on 14 February 2003. The extension of the Child Support cut off age has been increased from seven to fourteen years. The government has not abolished the means test.

Social security provision to children has increased substantially over the 2003/04 year in terms of the number of children receiving grants and the total amount disbursed as grants by the Department of Social Development (National Department of Social Development Annual Report 2003/04). There has been a steady increase in the number of children accessing the grants targeted at them as poverty alleviation and to meet special needs.

On the last day of March 2003, approximately 2.6 million children were receiving the Child Support Grant through 2 million primary caregivers (National Department of Social Development Annual Report 2003/04). Exactly one year later, nearly 4.3 million children were getting the Child Support Grant through slightly more than 3 million primary caregivers. This is a 62% increase in the number of child beneficiaries over one year (National Department of Social Development Annual Report 2003/04). This substantial increase is made up of a continued growth in the number of children under the age of seven accessing the grant, as well as the age extension to children aged seven and eight. There was a 29% increase in the number of children under the age of seven who received the grants, and nearly 900,000 children were reached by the first phase of the age extension (National Department of Social Development Annual Report 2003/04). The monthly amounts paid out in grants increased drastically. In March 2003, the Department of Social Development, through its provincial offices, disbursed 419.5 million Rand in Child Support Grants. In March 2004, the total monthly figure disbursed had risen to 728 million Rand (National Department of Social Development Annual Report 2003/04).

3.6 THE FUNCTIONS AND VALUE OF THE SOCIAL SECURITY NET

IN OUR COMMUNITIES (WITH SPECIFIC REFERENCE TO THE CHILD SUPPORT GRANT)

Contrary to what is happening in most other countries, South Africa still recognises the importance of cash transfers as part of its system of social security. Most other less developed countries have no system of cash grants and even in many developed countries, systems of state transfers are being dismantled (Vorster, 2000: 54).

According to Olivier et al. (2001:36), social assistance capital plays a significant role in the alleviation of poverty. Surveys indicate that the households that are in

receipt of the cash grants are affected positively in such a way that they are able to support their families. Social security is the very means of existence for millions of people whose social conditions are such that they have little assurance of being able to participate meaningfully and productively in society.

The institution of a new cash grant for children by the South African Department of Social Development illustrates the importance assigned to cash transfers (Olivier et al., 2001:36). In comparing cash grants with other options of poverty alleviation for children, the Lund Committee concluded that grants are easier to administer and more cost effective, as the bigger part of the budget allocated to the benefit reaches the beneficiary directly (Lund Committee, 1996:121). Research administered also assisted this argument as it was illustrated that the grants reached many more poor people. When delivered efficiently, cash benefits hold out greater possibilities than do most other development initiatives, that resources will go into the pockets of the really poor rather than be skimmed off by intermediaries (May, 2000:69).



According to the South African Council of Churches, The Child Support Grant has had a positive impact on many families. It is stated that local and international evidence shows that increasing family income through cash transfers or subsidies reduces poverty levels in households, and enhances the children's development, educational achievement and health status (May, 2000:69). Cash transfers provide effective, immediate relief for the needs of poor children. Increasing household income therefore has a huge influence on all members of the household. As other members of the household are better able to meet their own basic needs, the chances of targeted grants reaching their intended beneficiaries also rises. However, it should also be borne in mind that poor households must share everything in order to survive, even income earmarked for child support. It is not always the case that in every household the Child Support Grant acts as a supplement to whatever income is already there. In some households, the situation is so bad that there is no other income other

than the Child Support Grant. This raises a question of whether sharing the Child Support Grant does not further disadvantage the needs of the child? R200-00 does not even come near to sustaining the child for one month.

3.7 SUMMARY AND CONCLUSION

One cannot deny the role that Social Security plays in many lives in the different countries. It is clear from the literature above that Social Security plays a very crucial role to those who fall below the bread line. In the South African case, the government has made great progress in improving the lives of the poor through the allocation of the grants. There is still a lot of work to be done in ensuring that people who are eligible to get the grant are not excluded as is happening in some cases.

Although the government has not abolished the means test, there have been new developments around the issue. The Minister of Social Development (Dr Zola Skweyiya) has requested a review of the means test. According to the Minister, the means test that is currently being used for the allocation of the grants was developed in 1992 and this was in the apartheid era. The Minister also alluded to the fact that many children are still not able to gain access (are excluded) to the Child Support Grant because they do not fully meet the criteria that is set by the means test for them to gain access to the grant.

It's been over Twelve years since South Africa attained its democracy. Much progress has been made with transforming the state of Social Security in South Africa. In compliance with the requirements of the Constitution, duty bearers for human rights in the past decade have moved from promises to action in different ways. The government has also initiated a range of child-sensitive legislative reforms, policies and programmes, while civil society has also played an important role in advocacy and action for advancing child rights.

Legislative reform for children is now on the agenda. This is one indication that there is a strong and vocal children's sector within civil society and a growing

awareness amongst government decision-makers of the extent and nature of the challenges facing children. The result is a committed drive from both government and civil society for efficient solutions that can be implemented. Although the government is trying to do its best for children by developing this legislation, what is most important is the implementation of the legislation and monitoring whether they are working as they are meant to be working. It would be a very futile exercise to develop and implement all these laws if at the end of the day the people who are supposed to be protected by these laws and benefiting from the laws are not receiving the benefits.

Besides the policies and legislation, the government also needs to put in place mechanisms that will monitor the effectiveness and impact of the Child Support Grant as that would really make a difference in the number of beneficiaries receiving the grant and would also give an indication of the spending patterns of recipients and would also make it easier for the government to cancel the grants for those people that misuse the money. The following chapter will be looking at the impact and the effectiveness of the Child Support Grant and spending patterns of the recipients in Gugulethu. It will further look into the unintended consequences of the Child Support Grant and draw conclusions on the matter.

CHAPTER 4

RESEARCH RESULTS IN GUGULETHU

4.1 INTRODUCTION

Research and theory that has been done suggests that social grants play a critical role in reducing poverty and promoting development in South Africa especially in the historically disadvantaged communities.

In South Africa, unemployment is at critical levels, and continues to rise. Apartheid policies relentlessly stripped black South Africans of access to productive resources such as land and business ownership, and systematically excluded the majority from adequate education and health care. How then, are the poor families, the inheritors of deprivation and unlikely to get a job, to provide for their children?

It is against this background of poverty and increasing unemployment that social security has become crucial to the survival of many South African families. This chapter evaluates the impact of the Child Support Grant in the Gugulethu community. It further looks at the spending patterns, cost of administration, number of beneficiaries, adequacy and unintended consequences of the grant.

4.2 OVERVIEW OF ADMINISTRATION COSTS

According to the National Department of Social Development Annual report (2005/06:72), budgets are developed based on SOCPEN take-up rates and funds transferred to provinces in terms of the Conditional Grant Framework. Provision is also made for the administration component in the provinces, covering operational costs of disbursement, personnel and professional and special services. In this regard there was a saving as a result of the anti-fraud campaign. However more still needs to be done to enhance the capacity to improve the quality of services.

In relation to the administration costs for the social grants, the Western Cape Province was allocated R236, 234.00 for the year 2005/06 to run the administration of the grants. Out of the allocated R 236,234.00, they overspent by R446.00 which took the amount up to R236, 680.00. This is a clear indication that there is a need to reconsider the amount allocated to the Western Cape Province for the administration of the grants. As the number of grant beneficiaries increases, the number of staff trained to offer these services should also increase so as to facilitate service delivery.

4.3 FIELDWORK RESULTS

According to Leatt (2004:19) the Department of Social Development also records demographic data on the recipients of the Child Support Grant; the primary caregivers accessing the grant, and the children for whom they care. With this information it is possible to compile a profile of the recipients. Before looking at the biographical details of the Child Support Grant Recipients in Gugulethu, the researcher feels that it is imperative to first have a look at the demographics of the Child Support Grant recipients in South Africa.

The demographic report compiled by the Department of Social Development includes the location of the children receiving the grant across South Africa: providing a snapshot of their residence in rural and urban areas by March 2004. The provinces themselves define rural and urban areas under their jurisdiction, so there is no guarantee that the same definition is being used across the provinces (Leatt, 2004:19).

Poverty is deeper and more widespread in rural areas than urban areas in South Africa. May (2000) calculated that 71.6% of poor people reside in rural areas and that 70.9% of all rural people are poor. Leatt (2004:19) also believes that it is more difficult to provide services in rural areas because of the relatively weaker infrastructures, greater distances to be covered by both providers and beneficiaries, and because in South Africa, many rural areas are the inheritors of previous Bantustan administrations. It is therefore not surprising that provinces

with large rural areas have the highest poverty shares, and for the most part, the lower Child Support Grant coverage of poor children in their jurisdiction.

It is therefore very pleasing, according to Leatt (2004:19) that the substantial majority of Child Support Grant recipients reside in rural areas.

A large number of the Child Support Grant beneficiaries are unmarried, which makes up 76.5% of the total number of recipients. Marital status is self reported in all cases except for “married”, which requires documentary proof and may therefore be under-reported. Nearly 18% beneficiaries are married, while the others are made up of widows (4.5%), divorced people (1%) and widowers (0.1%) (Leatt, 2004:21).

According to Leatt (2004:21) a large number of poor South African children are being cared for by women. Less than 1.5% of children who are registered for a child support Grant have men as primary caregivers. In the provinces, there is very little difference with regard to the issue. Limpopo, Mpumalanga, North West, Gauteng, and the Western Cape all have more than 99% women recipients. The Eastern Cape (97.4%), KwaZulu-Natal (98%), Free State (98.3%) and the Northern Cape (98.5%) all have marginally higher proportions of male primary caregivers (Leatt, 2004:21).

At the national level, the vast majority of children are the biological offspring of the person registered as the primary caregiver for the purposes of receiving the Child Support Grant. There are four provinces where more than 10% of recipients are receiving grants through caregivers who are not their biological parents. They are the Northern Cape (13%), North West (11.4%), Eastern Cape (10.9%) and KwaZulu-Natal (10.3%). There are only three provinces which have less than 5% of their Child Support Grant recipients receiving care from people other than their parents. They are Limpopo (97%), Gauteng (96.3%) and the Western Cape (96.1%) (Leatt, 2004:22).

These figures probably reflect a wide range of childcare and social parenting practices as well as children's mobility between households. However, it is likely that, in the absence of a substantial roll-out of anti-retroviral medication to reduce mortality caused by AIDS, this picture will change in the next few years. We can anticipate more children being cared for by people who are not their biological parents (Leatt, 2004:22).

The relatively low rates of caregivers accessing grants on behalf of children that are not their own biological offspring are problematic in light of the analysis done by Case (Leatt, 2004:22) on data from the Hlabisa district in KwaZulu-Natal. They found that the probability that a child receives a grant depends in large part on the presence of a child's mother. In fact, children whose mothers are non-resident, or dead, or whose survival status is unknown, are significantly less likely to receive a grant, holding constant the father's status. They note that when a mother is absent, the children's primary caregiver may be less able to access the relevant documents necessary for registering the child's birth (Leatt, 2004:22).

Below are the results from the fieldwork done by the researcher in Gugulethu.

4.4 NUMBER OF BENEFICIARIES IN GUGULETHU

Table 6: Pay Point Child Support Grant Payments: December 2005 & 2006

Region : 185 - Gugulethu		
Pay Point	2005	2006
185101 - Gugulethu 1: Allpay	3,080	3,155
185102 - Gugulethu 2: Allpay	3,594	3,636
185103 - Gugulethu 3: Allpay	4,123	4,178
185104 – Crossroads: Allpay	2,527	2,475
185105 - Browns Farm: Allpay	6,611	7,811

185106 - New Crossroads: Allpay	942	937
185107 - Nyanga - Zolani: Allpay	6,821	7,939
185108 - Ktc: Allpay	468	382
185109 - Gugulethu: Begrafniseise	2	1
185110 - Nyanga - Presbyterian: Al	6,173	5,132
TOTAL	34,341	35,646

Source: ALLPAY – Western Cape Provincial Department of Social Development

According to the numbers on the table above, the number of recipients receiving the Child Support Grant in Gugulethu has increased between 2005 and 2006. This shows that every year there are new recipients for the Child Support Grant even though the increase is not as substantial as expected. This is also an indication that more people are relying on the Child Support grant. They see the Child Support Grant as a means to increasing their household income.

Biographical Information of the Child Support Grant Recipients in Gugulethu

Age and Gender

From the data that was collected during the interviews for this study, it is clear that the poor children of South Africa are, almost exclusively being cared for by women. Most of the respondents were aged between 18-30. Across all the areas where the interviews were done, respondents were young adults and only 10 respondents were above the age of 40. Respondents equally came from section 3, the hostels and informal settlements. None of the respondents are married, most are single and some have live-in partners.

Respondents came from an average of 8-10 members in a family. Where the breadwinner is a domestic worker; children, sisters and brothers are still at school and at times, even the respondent herself is still at school or unemployed being looked after by the mother, aunt or older sister.

Relationship of care giver and child

The majority of the respondents are the biological parents of the child receiving the Child Support Grant. There were those caregivers who are not the biological parents of the child but are receiving the Child Support Grant because they are taking care of and raising the child.

4.4.1 Impact and effectiveness of the Child Support Grant

On average, the households in the sample derive one third of their total income from the Child Support Grant, a quarter from other state transfers, and just over one third from employment. A significant proportion of households are wholly dependent upon the Child Support Grant and other transfers.

Households in the informal settlements and hostels where the Child Support Grant accounts for 51% of the household income are the most dependent on the Child Support Grant. The council houses in Gugulethu, although they use the Child Support Grant, are in a much better position in terms of generating income for themselves by renting out their backyards to people who are desperately looking for a place to stay but do not want to stay in the informal settlements and hostels.

From the interview questions, respondents reported that the Child Support Grant has improved the lives of their children by providing them with the opportunity to attend crèche or school, being able to pay school fees and buy uniforms for their children. Other respondents have reported that they add the Child Support Grant money to the money that they receive from their partners (in most cases, it is the father of the child) and the money that they get from doing small jobs.

Three quarters of the primary care givers in the survey reported that the Child Support Grant assists a great deal in supporting the child. Those in the informal settlements and hostels generally rely to a greater extent on the Child Support Grant than those staying in the council houses. More than three quarters asserted that the Child Support Grant had improved their ability to take care of

the child, particularly by allowing them to obtain food and other basic necessities for the child as some of the respondents were unemployed when they applied for the Child Support Grant.

Almost all the respondents expressed the same concern that the R200-00 received for the Child Support Grant is too little and doesn't last at all as the money is not used exclusively for the child but was incorporated into the household income and used for the entire household so that even those children who do not qualify for the Child Support Grant can benefit from it and be able to lead a normal life. Below are some of the comments made by the recipients on the impact and effectiveness of the Child Support Grant.

"It does make a difference but the budget will always be more than that".

"It lasts about three weeks and after it is finished I use the money that I receive from the father of my children"

"The grant in itself is good because my mother adds it to what she is getting from her job as a domestic worker but a person would not be able to survive on it alone without any type of additional support".

"I think it works because it adds on to what I receive from my baby's father, although it is little"

"I really appreciate the grant even though it is little. It goes a long way because no one would just give you R200-00 every month for doing nothing".

"It is very little, one hardly sees what it does. If only the government would increase it, it would be nice".

"It is not such a bad idea as it does take care of the needs of the creche"

“I think that it does make a difference in such a way that I can now afford to buy the disposable nappies instead of the cloth ones. The disposable nappies are very helpful especially in winter when it is cold and raining”.

“It gave me and my child a chance in life. When the father of my child was nowhere to be found, I had hope in receiving the Child Support Grant”.

“My mother is the only breadwinner at home so I feel good in knowing that I can at least assist her with the Child Support Grant”.

Looking at the amount of the Child Support Grant, one would expect that it does not have much of an impact. But gathering from the statements provided by the recipients, it actually shows that no matter how small the amount, the grant does have an impact in the lives of those who receive it.

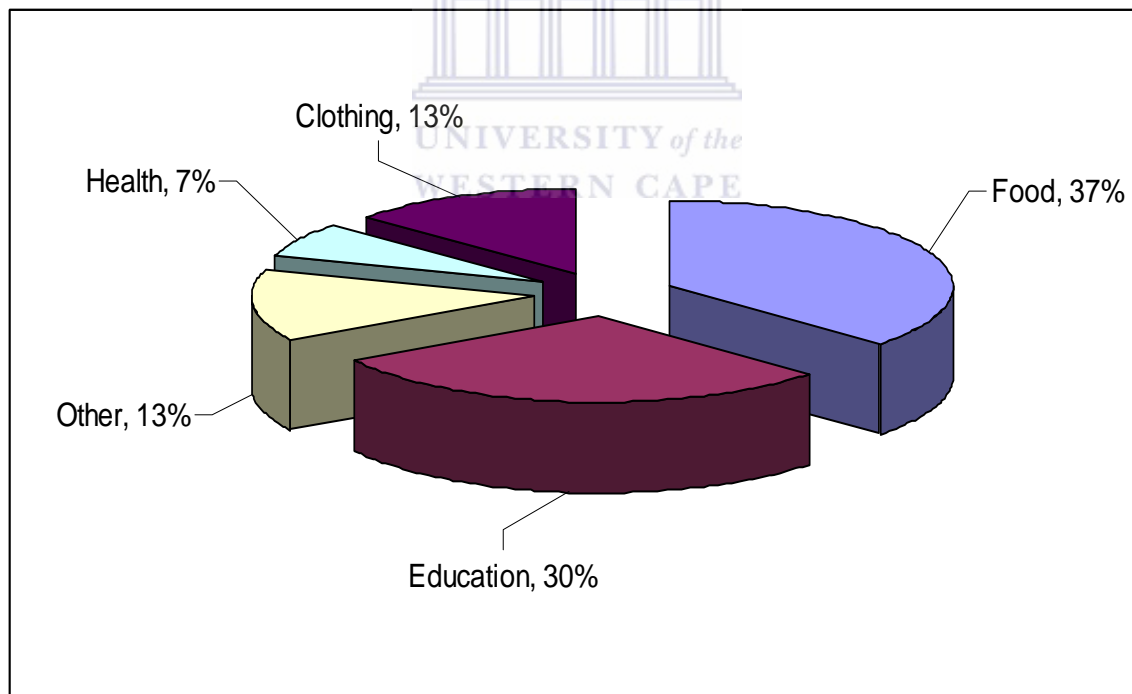
4.4.2 Expenditure Patterns of the Child Support Grant Recipients

Respondents were asked to identify the core monthly expenses their households have. From the multiple response table 7 below, it is clear that food is the most important as it was mentioned as one of the top expenses by the respondents, then followed by education (in the form of School Fees), then clothing (depending on whether the child is at primary school or attending crèche) in which case, if it is primary schooling, then the type of clothing would be a uniform. If the child is still attending crèche, then the type of clothing would be casual. Health ranked last in the table of expenses. Respondents agreed that they do not spend the money on transport because their children attend local schools that are a walking distance from their homes. Respondents were then asked if they do not need transport when they go and collect the grant, they responded that the pay points where they receive the grants are just a walking distance, so one does not necessarily need transport money to get there.

Table 7: Expenditure patterns of the Child Support Grant in Gugulethu in 2007 (n=30)

Item	Number of responses	Percentage of responses
Food	11	36.6
Education	9	30
Clothing	4	13.3
Health	2	6.6
Other	4	13.3
Total	30	100

Figure 5: Expenditure patterns of the Child Support Grant in Gugulethu in 2007(n=30)



It is not surprising to note that school fees received the second most responses after food, as it is expected that beneficiaries will pay more on a monthly basis for

school fees than transport or health. This should not be taken as an indication that the health of their children is not important to the beneficiaries but should be understood in a manner that they do not have sickly children and therefore do not need to spend more money on medicine or health.

Respondents were also asked about the amount of money they spend on themselves and the child over and above the grant. Most respondents indicated that the money that they spend is for buying toiletries for themselves and once in a while, they would buy something to wear but that is not often as their priority is ensuring that their children benefit from the grant money.

It can also be noted that education is a very important aspect in the lives of the respondents due to the manner in which they budget. Many indicated that they use the Child Support Grant for very specific items, one of which is school fees. To many, it is a shame not to pay school fees as they also believe that the way out of poverty is through education.

During the interviews the respondents clearly stated that they also receive other forms of support from their family members and partners. The support that they speak about is emotional support from the older and younger siblings and financial support from their parents and partners.

4.4.3 Social and Other Issues of the Child Support Grant Recipients

Respondents were asked to state the reasons they applied for the Child Support Grant and answers to this question ranged from unemployment to wanting to supplement the household income. It was also clear from the interviews that job opportunities are very limited for the respondents and that it is a struggle for them to secure jobs. Apart from factory and domestic work, there are not many employment opportunities for these respondents. Most of the respondents have only matric and no further tertiary education and at the time of the research were still not registered for any higher education course in order to maximise their opportunities.

Most of the respondents also did not take part in any income generating projects, largely because they are not available, but have expressed interest in taking part in them. Most respondents clearly stated that irrespective of whether they do get employment or not, they will not stop the Child Support Grant as long as the child still qualifies.

All the respondents from the interviews agreed that the impact of the grant is limited by its small amount, its cessation at fourteen years and they all agreed that the grant is also being used for the entire household. The respondents also agreed on two main issues, which are:

- The age limit be extended to eighteen years (this would mean that not only would the child's needs during its schooling years be covered, but also that there would effectively be more children in the household receiving the grant and therefore increasing the overall household income.
- The amount of the grant is increased to more realistically represent the costs of providing the basic essentials for a child.

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4.5 SUMMARY AND CONCLUSION

From the data collected during the course of this study, it is crystal clear that people are happy with the current social security system. Although they do make it clear that the amount of the grant is too little to survive on it alone, they also appreciate the efforts made by the government in improving the quality of their lives, especially the children. It has also become evident in the research that the grant is not used solely for the beneficiary. All the recipients agreed that it is combined with other household income so as to boost the impact of this grant. Peltenburg (2003:16) agrees with the recipients that in order to improve the social security system to alleviate poverty, the government needs to consider increasing the Child Support Grant both in terms of money and age.

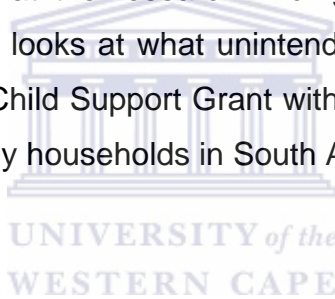
CHAPTER 5

RESEARCH FINDINGS

5.1 INTRODUCTION

The aim of this research is to investigate the impact that the Child Support Grant is having on the community of Gugulethu and whether the community sees it as an effective mechanism of alleviating poverty in our communities. From the above results, it is clear that the community of Gugulethu see the Child Support Grant as the beginning of a better future for their children and grandchildren. Although they agree that it is not nearly enough to address the needs of the child, they are still positive about the commitment of the government to its people.

This chapter actually looks at the research findings from the fieldwork. What these findings mean. It also looks at what unintended consequences may have been brought about by the Child Support Grant without overlooking the positives that it has brought to so many households in South Africa.



5.2 FINDINGS

5.2.1 Impact and effectiveness of the Child Support Grant

The results of this study provide evidence that even though the amount of the Child Support Grant is little, people would rather receive it than not. The results indirectly show that the grant plays a vital role in reducing hunger and in promoting a better life for the children. These results are also an indication that household impacts of South Africa's social grants are developmental in nature. The findings from this study are consistent with previous studies of South Africa's system of social security.

Poverty and its associated consequences erode the opportunities for children and youth to attend school, forming a vicious cycle of destitution by undermining the household's capacity to accumulate the human capital that is necessary to break the poverty trap (Guthrie, 2002:25). The researcher completely agrees with

Guthrie because according to the findings from this study, children from households that receive social grants however are more likely to attend school. This is indicated by the fact that most parents would ensure that they rather use the money to pay for school fees than do anything else with it. The money would also be used on other basic needs like food and clothing. Transport was not their first priority as in most cases, the child would attend a local creche or school where no transport is needed.

What is not clear in the findings of this study is how the grant has played a role in increasing employment in those households that are receiving the money. The reason that this is being raised is because, the researcher has noticed that most of the grant recipients from the research sample were not participating in any income generating activity other than receiving the grant. It was also obvious from the research findings that workers in households receiving the grant have realised more rapid wage increases. This is consistent with the findings that the grant is used to increase household income. As Guthrie (2002:3) puts it, that social security benefits cannot target children alone, but must use their family, usually the primary care giver, as the channel for reaching the child. She also states that while the grant would be spent directly on the child's needs, this cannot be tracked nor ensured, and therefore it is assumed that by increasing the household income, the well-being of the child will be automatically enhanced.

This study also supports many international studies to prove that generally poor households spend the majority of their income on food and other basic necessities, which then directly benefit the child. In addition, Guthrie (2002:4) states that when grants are paid directly to women, the evidence proves direct benefits to the children in the household. This is not to imply that if the grant were to be paid to men, the outcome would be different. The challenge is that very few men are the primary care givers of children and thus no research has been done to exclusively look at how well they take on the responsibility of being a single parent.

5.2.2 Expenditure Patterns of the Child Support Grant Recipients

It became very clear during the research the Child Support Grant is not used only for the intended beneficiary. Even though the situation is like that, the respondents showed responsibility in the manner in which they used the money. They use the money in ensuring that their children get food. They make sure that they also get the opportunity to go to school and that they are warm in winter. From their responses, they also showed great gratitude in what the government is doing in trying to curb poverty and bringing a better life to those living under the breadline. The respondents' spending patterns also reveal a fact that the Child Support Grant recipients take their child rearing responsibilities very seriously.

Looking at these results also triggers a thought that the government really has to look very deeply at the impact that this grant has on many people's lives, especially the children.

Although the Child Support Grant was developed with good intentions and has managed to improve the lives of those receiving it, it is also very important to note that it has also come up with some unintended consequences especially for the youth. The unintended consequences are discussed below.

5.3 UNINTENDED CONSEQUENCES

Increased rate in teenage pregnancy

Although the Child Support grant is believed to increase household income and is able to improve the lives of the children who are receiving it, there are cases where teenagers view falling pregnant as an opportunity to get access to the Child Support Grant. The information below has been taken from primary research that has been done by the Special Assignment Programme in the province of KwaZulu-Natal. In this province, they call the Child Support Grant a "womb or waist fee". The footage was broadcast on SABC 3 on the 25th of July

2006 at 21h30 and was titled “Imali Yeqolo-Rent a womb”. Below is evidence that some teenagers do in fact fall pregnant so that they can gain access to the grant.

Special Assignment (25/07/06) visited a pay point in rural Kwazulu-Natal where Child Support Grants were being handed out and spoke to several young mothers there. And these were some of the comments the young mothers expressed.

“I can do whatever I want with the Child Grant because its mine. It is for the child so I’ll do with it what I want. The father doesn’t know I’ve registered. That’s why I collect it in town. It’s meant for the child, so I don’t see a problem using it. As long as I feed the Child, it’s fine.”

“The law says I can get a Child Support Grant. I use fifty rand for the Child and the rest is mine”

According to Special Assignment (25/07/06) not only women and teenagers know about the womb fee, elders also know about it as they hear about it. Below is what one elder had to say about the matter.

“In Zulu culture a girl is not allowed to have a child at an early age. They say they are sleeping with their waist, that’s why they fell pregnant. Hence they call the grant the waist fee because they have been sleeping with their waist.”

Although this research was only done in one province and may seem as small evidence. It is evidence enough to believe that even though this has not been done in the other provinces, there is a chance that similar findings may come out if the same type of primary research could be done.

Education

In the interview survey conducted with the respondents, it was clearly indicated that the main expense of the Child Support Grant is food and followed by education. This is a good indication that the Child support has a positive

contribution in the lives of those receiving it. There is also a consequence to the Child Support Grant especially for the young mothers who are still at school.

As a result of collecting the Child Support Grant, teenage mothers miss classes as some tend to accompany their own mothers to collect the grant fearing that their mothers might pocket the grant intended for them. As a result, the number of learners absent from schools on grant payout days has increased as a result, payday resembles a holiday at schools (Mkhabele, Citizen, 06/07/05). During payday there are hardly any children to teach and classes have to be suspended until pupils return from the grant pay stations. During payday, some of the pupils come to school with their babies strapped to their backs. Some pupils do not return to classes until a day or two days later by which time they have missed many lessons. Some pupils only manage to come to classes after first break. As young mothers, they have limited time to study and are often absent, so school work is difficult. In some schools, instead of the usual extra-mural activities, they have established a Teenage Mother's Forum to give one another support (Special Assignment, 25/07/06). Some of the teenage mothers agreed that it is difficult balancing school and parenting and below are some of their comments from the Special Assignment programme.

"The week before last my child was very sick. She wasn't eating and it stressed me out. I had exams the following day but I couldn't study. I was running around trying to make sure my child was ok. I asked for money so I could take her to the clinic or to the doctor. Being a parent and a learner is stressful."

"In the morning, the first thing you do is bath, then bath the child. That makes morning very tense and busy. We tell ourselves that children's fathers are very supportive. But they are not there. They are there for some of the time. As soon as they turn their back you are alone. So we end up missing school, if I miss school I'll fail. I'll have to struggle for another year. It's very hard."

These are some of the testimonies from the teenage mothers on how their education is being affected by having a child. It also clearly shows that it is not

only about receiving the grant but goes beyond that. One may be receiving the grant but the truth of the matter is that some teenage mothers do realise that the consequences are far too much to pay for the amount that they are receiving for the grant.

Contraction of Sexually Transmitted Infections

About five million people are infected with HIV in South Africa. AIDS is killing approximately 600 people a day. The HIV/AIDS epidemic is without doubt one of the biggest challenges for South Africa's reconstruction and development after the apartheid era (South African Council of Churches, fact sheet 7:1). According to the South African Council of Churches, poverty increases people's vulnerability to HIV/AIDS by increasing their likely exposure to unsafe sexual practices. Migrant workers, most of whom are from poor households, are often at greater risk because they cannot live with their families. Some children see sex work as their only means of survival. Poor women and children living in overcrowded households are in greater danger of being sexually assaulted.

In view of all the above mentioned, the fact that the teenagers are falling pregnant so that they can gain access to the Child Support Grant may be posing a problem for the government. This means that there will be an increase in the number of HIV/AIDS and STI cases among teenagers. It is very obvious that teenagers do not practice safe sex as a result exposing themselves to various infections such as HIV/AIDS and others. This also means that more children will become orphans, despite the fact that South Africa already has a problem of having too many orphaned children due to HIV/AIDS. The country is facing a problem because there are not enough safe houses to accommodate and take care of these children and people are also not willing to take in children that are not theirs because of poverty. HIV/AIDS is posing a great challenge to the youth of South Africa. The government needs to intensify the message with regard to HIV/AIDS to the youth of South Africa. Without very intense interventions, this could mean that the vision of having an HIV/AIDS free generation will only remain talk and an unreachable dream.

5.4 SUMMARY AND CONCLUSION

The CSG that replaced the Maintenance Grant seems to have many advantages. It is seen to be the first general support measure for poor families with young children in South Africa. According to Robinson and Biersterker (1997:94), this step acknowledges the state's responsibility, not only to the old, the disabled and people with special problems, but also to the able-bodied with child rearing responsibilities. The benefits are also said to have a significant impact on the income of the poor, particularly on the rural areas, and goes some distance to establishing a basic social safety net or basic income guarantee (Haarman & Haarman, 1998:321). Robinson and Biersterker (1997:94) believed that the implementation of the CGS would represent a dramatic and important innovation in South African social security, particularly if the system is extended to older children when fiscal constraints allow.

The Child Support Grant helped address some of the key problems in the maintenance grant system. In particular, the maintenance grant system only targeted certain household structures (the disintegrated nuclear family). It overlooked alternative care-giving structures, such as grandparents caring for children and poor "intact nuclear families". South Africa's social assistance programme is helping to reduce poverty, contributing to social cohesion and having a positive impact on the economic opportunities of households, this includes the Child Support Grant. The report also found that the greatest poverty reducing potential lies with the progressive extension of the Child Support Grant to 14 years of age, which would yield a 57% poverty gap. The study also found that the provision of the Child Support Grant also contributes to an increase in the number of children enrolling in schools, while living in a household that receives grants is correlated with a higher rate in finding employment.

Research done by the researcher reveals that the Child Support Grant is not used solely for the child. In most families, it is incorporated in the household income to increase it. It was evident during the research that most respondents use the grant money to buy food and to pay school fees for the children. The

researcher also found it brave for some of the respondents to actually agree to using the grant money for themselves at times. Another discovery that the researcher found was the response from almost all the respondents with regard to whether they will stop using the grant when they get employed and the answer to that question was “no, not as long as my child still qualifies to get the grant”.



CHAPTER 6

CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

Studies have shown that a strong link exists between adverse circumstances experienced early in life and future success. The nature of this link is of fundamental importance to overall social policy (Samson et al., 2004). Understanding and removing adversity for families with children must become the priority of any government. Some of the main issues highlighted by Samson et al. in the EPRI study indicate the following:

- There is a significant relationship between adverse social and economic conditions in childhood and later success in life. Independent impacts are detectable from family structure and income.
- A life of poverty is statistically associated with higher rates of activities detrimental to individuals and society, such as crime, violence, under employment and isolation from the larger community.
- The chances of unemployment later in life are higher for children who experience periods of poverty than for those that do not.
- Increased incomes for single mothers with children through social transfers have a significant impact on educational performance of children. (Samson et al., 2004).

Below are some issues highlighted by the author's research in Gugulethu:

- The Child Support Grant does not only benefit the child but the entire family.
- Child Support Grant is mainly spent on Food and Clothing.
- Children receiving the Child Support Grant are more likely to attend primary school.
- Recipients were not participating in any income generating activities other than receiving the Child Support Grant.

- The Child Support Grant increases the household income of those who receive it.
- Child Support Grant recipients have no intention of stopping the grant even if they should get employment.
- Recipients admitted to partially using the money on themselves.
- For the Child Support Grant to be effective, it has to be incorporated into the household income.

In relation to the above points, the South African government has responded to widespread poverty and very high levels of unemployment with a well-developed social security system that delivers grants to a substantial proportion of the population. This goes some way in delivering on Section 27 (1) (a)- (c) of the Constitution, which states that everyone has the right to have access to social security, including if they are unable to support themselves and their dependants, appropriate social assistance. In addition to the Constitution and other legislation in ensuring equal access to social assistance, the world leaders introduced and agreed to what is called the “Millennium Development Goals” (MDGs). The Millennium Development Goals are an eight point road map with measurable targets and clear deadlines for improving the world’s poorest people. World leaders have agreed to achieve the MDGs by 2015.

This chapter is the last chapter of this paper. Its purpose is to draw conclusions from all the research that has been done in this paper and provide recommendations.

The Child Support Grant is one of the most successful poverty alleviation programmes in that it reaches high numbers of care givers and their children and has a positive impact on their lives. According to the SOCPEN database of the Department of Social Development, (July 2006) over 7.2 million Child Support Grants were being distributed around the country. People can receive their grants through bank or postbank accounts, or through a pay point operated by a company contracted by the department. In the research that was done for this

paper in Gugulethu, it was found that receiving a Child Support Grant increases the chances that a child will attend school. Research on the impact of Social Security, led by Michael Samson of the Economic Policy Research Institute (Samson et al., 2004), states that a household's receipt of a Child Support Grant is associated with a reduction of approximately twenty to twenty five percent in the school non-attendance gap, which is counterposed by the teenage pregnancy reports.

According to Monson, Hall, Smith & Shung-King (2006:40), increased school enrolment of Child Support Grant Recipients points to the cross-cutting issue of integration in government poverty alleviation programmes. Some schools insist that fees should be paid from social grants. This means that in effect funds are transferred from the Department of Social Development to the Department of Education via Children's care givers. This is contrary to the intention of poverty alleviation policies and unlawful in terms of the 2006 amended National Norms and Standards for School Funding.

The Child Support Grant has also been shown to have a positive impact on nutrition, growth and hunger. A study by Woolard, Carter and Agüero (2006) found that receipt of the Child Support Grant for two Thirds of the period of a child's life before the age of 26 months resulted in a significant gain in height, an important indicator of nutritional status. The study showed the importance of grants accessible as soon as possible after a child's birth to access this window of nutritional opportunity (Monson, Hall, Smith & Shung-King, 2006:40).

The study conducted by Samson et al.(2004) also found that spending in households that receive social grants focuses more on basics like food, fuel, housing and household operations, and that less is spent on tobacco and debt than in households that do not receive grants. They also found that households that receive social grants have lower prevalence rates of hunger for young children and adults, even compared to those households with similar income levels.

These findings from the EPRI study are similar to the findings from the research that was done for this paper. This is an indication that care givers actually use the grant money for more or less the same items and that they put the welfare of the children that they are taking care of first.

It is the constitutional and international obligation of the state to provide social security to children. Through providing social assistance, and with the concurrent development of services and development programmes, the state can and must attempt to improve the standard of living of children.

6.2 RECOMMENDATIONS FOR GUGULETHU

The various duty-bearers that include the government, civil society organisations and communities owe it to the children to give undivided attention to their plight. While the government plays a critical role in the protection of children, it can only be effective with the full support of our communities and civil society. Efforts therefore, need to be made to strengthen and coordinate the services offered by civil society organisations and communities. Such efforts would include:

- Networking amongst communities, civil society/ parallel projects for information sharing of sound practices which are geared towards child protection.
- Engaging government in dialogue for policy formulation, implementation and review where appropriate.
- Continuously monitoring state obligations in relation to child protection.
- Working with each other to put into action national policies.
- Strengthening child protection committees that exist and establishing new ones.
- Working with the government in ensuring proper implementation of the policies and legislation.

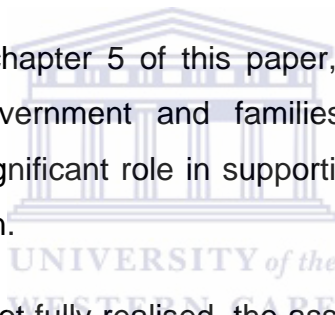
The government has taken the lead in the promotion of the welfare of the child. The government has also developed legislation in relation to child protection but

if these are not properly implemented, they serve no purpose. The government needs to:

- Set up teams to monitor expenditure patterns of the Child Support Grant
- Increase the amount of the Child Support Grant so that it is on the same level as the Foster Care grant.
- Make the national budget child friendly and sensitive.
- Increase the age take up of the Child Support Grant to Eighteen years.
- Create more awareness on the Millennium Development Goals in our communities and how they relate to poverty reduction programmes.

The Gugulethu community can use platforms such as Imbizo's and Community forums in ensuring that their voices are heard with regards to social issues.

However as alluded to in chapter 5 of this paper, the task of child protection should not be left to government and families alone. Civil Society and Communities play a very significant role in supporting efforts of the government to provide for child protection.



When children's rights are not fully realised, the assumption is that duty-bearers, including government, civil society organisations and communities, would have chosen to ignore their responsibilities by failing to enforce legislation that protects the child. It is therefore very crucial for stakeholders to play their part, and play it to their full might.

6.3 POSSIBLE AREAS FOR FUTURE RESEARCH

- Assessing the role of men as primary care givers to Child Support Grant recipients in South Africa.
- The impact of the absence of monitoring mechanisms on the Child Support Grant in Gugulethu.
- Assessing spending patterns of the Child Support Grant with men as primary care givers.
- Unintended consequences of the Child Support Grant in South Africa.

6.4 CONCLUSION

It has become clear from this research that Social Protection is developmental and increases the chances of many children receiving it of leading better lives. It is developmental because it allows for better spending on nutrition, education and health.

The Child Support Grant is one of the instruments that the government is utilising in reducing poverty. There are a number of other interventions that the government has introduced and put in place in order to fight the scourge of poverty. One of the recent interventions is the Millennium Development Goals (MDGs). The researcher agrees that the Millennium Development Goals are not sufficient for a development programme. On their own, they are insufficient to tackling the huge task of eliminating poverty and inequality and in getting our societies to participate in the democratisation of our societies that is much needed.

The researcher believes that this study will be beneficial for the Southern African region as a whole in achieving its goals for 2015 with regards to the Millennium Development Goals. The research results of this study are an indication that the Child Support Grant can be used in eradicating extreme poverty and hunger as the beneficiaries mainly use the money to buy food so that their children can get better nutrition. The fact that children now have a better chance of receiving good nutrition means that there is a chance that the rate of child mortality can be reduced especially when the grant is combined with the household income. The study also indicates that children now have a better chance of attending primary schooling as their parents are now better able to pay school fees. Also, the Department of Education has introduced what is called “no fee schools” and also has a system of school fee exemption that is in place. All of this means that the goal of achieving universal primary education can be achieved.

Through the recommendations made in this study for Gugulethu and the government, the researcher believes that the goal of developing a global

partnership for development is attainable. This will especially require that government, civil society and communities work together and very hard in achieving this goal.

The researcher believes that the Millennium Development Goals combined with studies and research that has been done in the various fields of poverty and other interventions that the government has put in place are able to eradicate extreme hunger and poverty, achieve universal primary education, reduce child mortality, and develop a global partnership for the country's development.

According to the researcher, South Africa as a nation is not doing bad with regard to its progress in the Millennium Development Goals but the goal of achieving the goals by 2015 does not seem to be realistic. The goals are attainable, but it will take the country some time to get there. In the Southern African region, South Africa is leading by good example compared to its neighbouring countries in terms of the interventions that are in place to facilitate the achievement of the Millennium Development goals.

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The Southern African countries could learn from what South Africa has been able to achieve since post apartheid era and try to adapt the interventions that South Africa has in place to suit their own countries.

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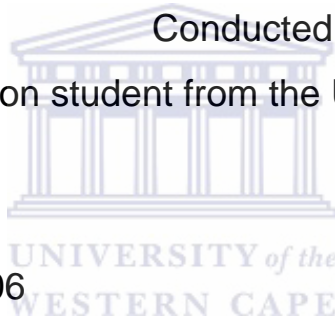


8. ANNEXURE: A

QUESTIONNAIRE / INTERVIEW SCHEDULE

THE EFFECTIVENESS AND IMPACT OF THE CHILD SUPPORT GRANT IN GUGULETHU, WESTERN CAPE PROVINCE, SOUTH AFRICA

Conducted by Liziwe Vinolia Jacobs
A Master of Administration student from the University of the Western
Cape



Contact no: 083 567 9006

MAY 2007

GENERAL:

This questionnaire has been developed for the purposes of research undertaken for the M admin degree which focuses on determining the effectiveness of the Child Support Grant in terms of meeting the child's needs and secondly, it also aims to look at the impact of this grant on the recipients and the spending patterns of the recipients. Results will reflect on the impact and the effectiveness of the grant and how the grant is being used. The questionnaire covers four dimensions, namely:

- Biographical information of the Child Support Grant recipients
- Family information of the recipient who is receiving the Child Support Grant
- Expenditure patterns of recipients of the Child Support Grant

- Social and other issues of the Child Support Grant recipients

This questionnaire and interview schedule will be used as a framework for discussion with interviewees in an interview situation. Respondents should note that the identity of interviewees will be protected and individual names or statements will not be used in the report. Responses will be consolidated and research findings will be presented in aggregated fashion.

DATE OF COMPLETION OF QUESTIONNAIRE:

Day



20	0	7
Year		

0	5
Month	

--	--

**SECTION A: BIOGRAPHICAL INFORMATION OF THE CHILD
SUPPORT GRANT RECIPIENTS**

Question 1: Name of respondent.

.....
.....

Question 2: Age of respondent:

Question 3: Area / ward / section

Section 1	<input type="text"/>
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Section 2	<input type="text"/>
-----------	----------------------

Section 3	<input type="text"/>
-----------	----------------------

Section 4	<input type="text"/>
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Hostel	<input type="text"/>
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Informal settlement	<input type="text"/>
---------------------	----------------------



Question 4: Marital status

Single	<input type="text"/>
--------	----------------------

Married	<input type="text"/>
---------	----------------------

Partner	<input type="text"/>
---------	----------------------

Live in Partner	<input type="text"/>
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Question 5: Number of family members in household.

Family Member	Age	Occupation
Other Members	Age	Occupation

Question 6: When did you start receiving the Child Support Grant?

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WESTERN CAPE

.....
.....
.....

SECTION B: FAMILY

Question 7: How has the Child Support Grant improved the life of the child?

.....
.....
.....
.....
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Question 8: What is the total amount of grant money that you receive for the child?

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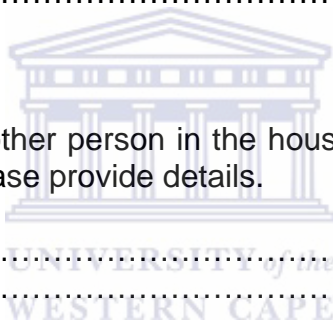
Question 9: Is there any other source of income or other support that you are receiving over and above the Child Support Grant?

.....
.....
.....
.....

Question 10: How many days of the month do you use the Child Support Grant before it runs out? And after it is finished, how do you cope?

.....
.....
.....
.....

Question 11: Is there any other person in the household receiving a pension or other income? Please provide details.



.....
.....
.....
.....

Question 12: How much money do you spend on yourself and the child over and above the grant?

.....
.....
.....
.....

Question 13: Other than expenses on your child, how much money do you spend on yourself and what are your main expenses? (please specify amounts and items).

.....

SECTION C: EXPENDITURE PATTERNS OF THE CHILD SUPPORT GRANT RECIPIENTS

Question 14: What is the money being spent on and how much?

.....

Please mark next to the appropriate box and indicate amount

Item	Amount	
Food	R	
Health	R	
Clothing	R	
Education	R	
Transport	R	
Other (please specify)	R	

Food	Health	Clothing	Education	Transport	Other	
Staple	Hospital	School Uniform	Creche	Public		
Fruits	Clinic	Casual	Lower Primary	School bus		
Vegetable	Pharmac	Other	Higher	Other		

Food	Health	Clothing	Education	Transport	Other
s	y		Primary		
Sweets	Other		Other		
Meat					
Milk products					
Other					

Question 15: Are there any donations or other support that you are receiving from your family, friends, the community or government to supplement the Child support Grant that you are receiving on behalf of the child?

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SECTION D: SOCIAL AND OTHER ISSUES OF THE CHILD SUPPORT GRANT RECIPIENTS

Question 16: Why have you applied for the Child Support Grant? Provide reasons.

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Question 17: Are there any other children receiving the child support grant apart from your own child in this household?

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Question 18: How long will you be using the grant?

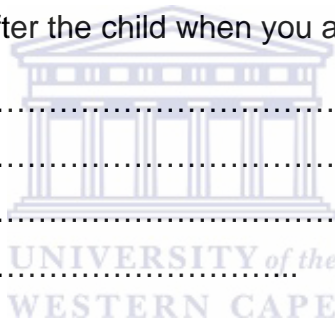
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Question 19: How often do you look for work and have you had any positive results?

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Question 20: Who looks after the child when you are out looking for work?

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Question 21: Where do you collect the Child Support Grant and what problems do you encounter if any?

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Question 22: What are your views with regards to the effectiveness of the Child Support Grant? (What is working / not working regarding the grant?)

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Question 23: Is there anything else that you wish to comment on?

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THANK YOU FOR YOUR PARTICIPATION!

