



**AN EVALUATION OF THE CHILD SUPPORT GRANT POLICY AS
ADMINISTERED BY THE WESTERN CAPE PROVINCIAL DEPARTMENT OF
SOCIAL DEVELOPMENT IN GUGULETHU OFFICE**

by

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20 March 2015

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ABSTRACT

This research study sought to find out about the efficacy of the Child Support Grant Policy [CSGP] to the intended beneficiaries – namely, children at the Gugulethu Office in the Provincial Government of the Western Cape (PGWC). An attempt was made to establish whether there is any correlation between the administration of the CSG and poverty alleviation, which the latter seeks to address to a certain extent. The study was therefore undertaken to understand the perceptions of beneficiaries of the CSG, community members and officials at Gugulethu Department of Social Development offices. Furthermore, the study examined the major challenges that serve as obstacles to individuals who try to access the CSG, and sought to offer recommendations as to how these challenges may be surmounted and resolved by the Department of Social Development, which oversees the implementation of the CSG.

The study was both interpretive (qualitative) and positivistic (quantitative) in nature, Data was collected through the use of in-depth interviews and structured questionnaires. The findings of the study reveal that the Programme meets intended beneficiaries that is the poor children, though it does not all the children receive the grant. The results of the study have also indicated that the CSG is consistent with the South African government's core objectives of creating a better life for all. It was therefore established in the study that the CSG is managing to create better livelihoods for the children and their maternal families as the grant is seen as a source of livelihood. However, it was also revealed in the study that the provisioning of grant has also led to increased teenage pregnancies though there is no clear association between the two. Furthermore, the findings have indicated that there is need to perform capacity building with the Gugulethu Department of Social Development employees as it has been highlighted that most of them are not competent to administer the grant. In addition, it has be found out that there is need to ensure that the grant application forms are written in a language that the applicants can comprehend.

Key words: Evaluation, Monitoring, Efficiency, Child Support Grant, Administration, Policy, Management and Service Delivery

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DEDICATION

This work is dedicated to my fiancé, my son and my sister: Lukhanyiso and Honjiswa. We have travelled together through winds, harsh weathers and other unbearable conditions. We come from far away. We mourned, we cried, we prayed and yet we are smiling together again. We are strong again. God bless my family.

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GLOSSARY

Acronyms

Explanation

AIDS

Acquired Immune Deficiency Syndrome

ANC

African National Congress

CBOs	Community Based Organisation
CDG	Care Dependency Grant
CSG	Child Support Grant
DoSD	Department of Social Development
ESS	Extension of Social Security
IDASA	Institute for Democracy in South Africa
IDP	Integrated Development Plan
IDPM	Institute of Development and Policy Management
IMF	International Monetary Fund
ISS	Institute for Security Studies
MIG	Municipal Infrastructure Grant
NEPAD	New Partnership for Africa's Development
OAP	Old Age Pension
PGDP	Provincial Growth Development Programme
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
SASSA	South African Social Security Agency
PAWC	Provincial Administration Western Cape
PGWC	Provincial Government Western Cape
PFMA	Public Finance Management Act, 1999
PM&D	Performance Management and Development
PM	Performance Management
SPMS	Staff Performance Management System
PSC	Public Service Commission
PSR	Public Service Regulations, 2001
SMS	Senior Management Service
CMC	Core Management Criteria
DPSA	Department of Public Service and Administration
KRA	Key Result Areas

PA

Performance Agreement

CHAPTER 1

INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 INTRODUCTION

Children are our most treasured asset and the future of the country. Yet, they are silent, innocent casualties of poverty (Smart, 2003:9). According to (Smart, 2003:10), there are about 18 million children, under the age of 18 years in South Africa. As many as 60% of these children live in abject poverty. The well-being of children depends on the ability of families to support them with the basic needs of life i.e. food shelter, clothing and education. Thus, children are vulnerable; they need to grow up in nurturing and secured families that can ensure their survival, development, protection and participation in family and social life (White Paper 2002:97).

However, the high rate of unemployment in this country has become a serious handicap which renders many parents unable to support their families adequately, as expected of them. As a result of the large numbers of unemployed people, government has responded by providing financial support via Child Support Grant (CSG). CSG is intended to assist poor families raise their children by providing them with adequate sustenance.

This study, therefore, seeks to establish the degree of fairness in the awarding of CSG by the Provincial Government of the Western Cape (PGWC) in the Gugulethu Office. In other words, the study ascertains the degree of adherence to the policy stipulation regarding the administration of the CSG in the Gugulethu Office.

A policy aimed at monitoring and evaluation of the implementation of the programme is essential, to ensure that the goals of the programme are achieved.

1.2 BACKGROUND OF THE RESEARCH PROBLEM

The apartheid government and policies regarding the awarding of social security grants, to its needy citizens, was racially and urban biased. However, since 1994, there has been a significant policy paradigm shift, aimed at eradicating discriminatory policies. This was done to ensure that basic welfare benefits are provided to all South Africans, with priority focused on those who had been discriminated against (Kola, 2000:54).

To facilitate the policy implementation, the Department of Social Development was established, aimed at providing prompt and quality welfare services to legitimate beneficiaries. These services covered social grants such as Child Support Grant (CSG), Old Age Pension and Child Foster Care Grant. As such, the CSG is the South African Government's main intervention strategy for social assistance purposes i.e. to alleviate poverty in extremely needy homes. The intervention was intended to cover the homes of foster parents as well (Walker, 2005:30).

Initially, for example in 1998, the grant had a cash value of R 100.00 per child per month. This was paid to a primary caregiver (PC). Primary Caregiver refers to people who take primary responsibility for the child's needs. This is irrespective of whether or not there is blood relationship between the child and the caregiver. Over the years, CSG has kept pace with inflation. Consequently, the current rate stands at R 280.00 per child per month (Lund, 2008:50).

The government's initial plan was to reach a target of 3 million beneficiaries of the CSG, by the year 2009. Compared with 203 626 recipients of State Maintenance Grant (SMG), which was in place before 1998, the 3 million CSG beneficiaries, targeted for 2009, seemed an ambitious figure that would be impossible to attain; in real terms (Lund, 2008:53) .

However, by 2008, in the Eastern Cape alone, CSG recipients totalled 1 481 109 million. This figure came second to the KZNs number of recipients which reached 2 162 767 in that same year (Socpen system, 2008:20). The rapid rise in the number of CSG beneficiaries can be squarely attributed to poverty, of which unemployment is the root cause.

With a 2.7 % annual population growth of job seekers, in the shrinking job market place, unemployment increases rapidly, some of those who are unable to find employment, therefore, qualify for social service benefits (Mostert and Lotter, 1990:177-178).

1.3 PROBLEM STATEMENT

The researcher argues that new democratic government of South Africa made concerted efforts to improve lives of the historical disadvantages. Subsequently, the government in its efforts to alleviate poverty, to the previously disadvantaged and vulnerable segments of our communities introduced several poverty alleviation strategies. Among others, it includes the Child Support Grant which replaced the

Maintenance grant. The Child Support Grant has proven to be successful as it was able, according to the then Minister of Social Development, Mr Zola Skweyiya, to put about 8 million orphans and poor children in the safety net in 2008. However as successful as it may be the Child Support Grant as a strategy is fraught with administrative problems and fraudulent activities committed by the recipients of the grant themselves (Ntombela 2009, and United Nations 2012). These challenges are affecting the child support grant programme in Gugulethu Community, hence evaluation programmes are needed.

1.4 RESEARCH QUESTION

- What is the policy framework guiding the child support grant programme in South Africa?
- What are the challenges facing the administration of the child support grant in Gugulethu?
- Is the programme in line with the policy objectives of the programme?
- How can the child support grant programme be monitored and evaluated to deal with the administrative challenges?
- What is the impact of the child support grant programme?

1.5 HYPOTHESES OF THE STUDY

According to the Concise Oxford Dictionary (1990:582), the term hypothesis is a proposition upon which one formulates a reason for the claim he/she makes. Hypothetically speaking, the research argues that improvement of grant access challenges will improve the lives of the children.

1.6 OBJECTIVES OF THE STUDY

The following research objectives have been postulated in order to achieve the purpose of the study:

- To ascertain understanding of the policy framework guiding child support grant in South Africa.
- To identify challenges facing the administration of the child support grant in Gugulethu.
- To ascertain whether the programme is in line with the set objectives or not
- To improve monitoring and evaluation tools that can deal with the administrative challenges.
- To ascertain the intended and unintended consequences of the programme

1.7 DELIMITATION OF THE STUDY

The study is only focusing Gugulethu District Office. The Gugulethu District Office is among of the historical disadvantage communities in the Western Cape, and it highly affected by the child grant support challenges.

1.8 RESEARCH DESIGN AND METHODOLOGY

1.8.1 Research methodology

This study is using the quantitative and qualitative research methods. In the main, there are two commonly used research methodologies, within the field of social sciences. These are qualitative and quantitative research methods. Qualitative methodology encompasses research methods which produce descriptive data (Leedy, 1980:52-54).

In Bergs' (1998:7) words, this research method is deemed suitable when the researcher's objective is to examine humans and their surroundings. Usually, the aim of the investigation would be to find answers to mind boggling questions, relating to the subjects of the investigation. Thus, qualitative researchers are interested in how humans organise themselves and their surroundings. Also, they want to know how their subjects of research interpret their settings, by means of symbols, rituals, social organisations, including their roles.

This approach regards the research subjects as beings with specific traits such as customary behaviour and attitudes. These are believed to be observable and can thus be adequately measured, interpreted and explained. But this could be done on condition that there is thorough understanding of the frame of reference and contexts, on the part of the investigator, (Allan 1991: 178). With regard to qualitative approach, facts and assertions are provided in narrative and not in numbers.

Quantitative research methods are generally associated with systematic measurements, experimental and quasi-experimental methods, statistical analysis and mathematical methods. This approach takes the positivist orientation, in which knowledge is gained through scientific and experimental means. Such knowledge is accepted as an objective reality, variable can thus be identified and relationships measured. Data collected is reduced into numerical indices with abstract language used for the write-up (Baehr, 1981:22; Bulmer, 1982:71).

Babbie and Mouton (2002:28) state that quantitative research methodology is based on placing emphasis on quantification of constructs, that this is the best way of measuring the properties of phenomena, which is through quantitative measurement. This means assigning numbers of perceived qualities of things and the central role of variables in describing and analysing human behaviour.

Baehr (1981: 22) and Bulmer (1981:71) concur that quantitative research is also a form of conclusive research, involving a large number of representative samples and fairly structured data collection means. The primary role of quantitative research is to test hypothesis which is defined as a proposition or statement, regarding the relationship between more variables.

1.8.2 Literature review

The study will utilise literature review in understanding the scholarly debates and gaps that exists in the thematic area of the study. In this regard, De Wet et al (1981:80), defines literature review as a research technique aimed at obtaining the current and previous scholarly perspectives relating to the topic or theme of study. This is emphasised by, Bhattacharjee (2012:21) who indicates three purposes of conducting literature review as namely, (1) to survey the current state of knowledge in the area of inquiry (2) to identify key authors, articles, theories, and findings in that area and (3) to identify gaps in knowledge in the area of concern. This is further reiterated by De Wet et al (1981:40-41) who argues that literature review offers a complete discussion of the current or latest findings on a given topic and it also provides a clear presentation of the methodological approaches that have been utilised by other scholars in conducting a given study.

Ferreira (2005:2), further expounds on the role of literature review by highlighting that it helps the researcher in recognising and selecting information that is relevant to his or her current study. In this study, literature study will be used as the foundation and scholarly anchor of the study, books, government document and reports, journals, conference proceedings and research reports will be consulted in order to ascertain the most current scholarly arguments on the factors impacting on the administration and management of the CSG in South Africa.

1.8.3 Empirical survey

In conducting the study, the researcher carried out an empirical survey. Ferreira (2005:2-3) suggests that the concept 'empirical' implies that the study is anchored on practical experience. In this vein, the empirical survey was the utilised in the operationalization of the study. It also assisted the researcher in the sampling and collection of data on the factors impacting on the administration and management of the CSG in the Gugulethu Social Development Offices.

1.8.3.1 Questionnaires

The main instrument for data collection was a structured questionnaire. Babbie and Mouton, (2002:180-187) indicate that a questionnaire is an impersonal instrument for collecting information that has clear simply worded as the instrument is sometimes completed in the absence of the researcher. The current study utilised Likert scale type questionnaires (structured questionnaires) that deciphered data on the perceptions of the CSG recipients on the factors impacting on the management and administration of the grants.

1.8.3.2 Interviews

The study employed interviews as an additional technique for the collection of data. In this regard, Denscombe (1998:98-99) asserts that interviews are useful in getting in-depth and comprehensive information. This is supported by Babbie & Mouton (2002:289) who attest that in-depth interviews allow for probing as a way to augment and extract more information from the respondent. It is against this background that In-depth interviews were used to collect information from the senior officials who are managing the CSG in Gugulethu. The researcher has to conduct six interviews with senior officials so as to get an insider perspective on the factors affecting the administration and management of CSG in Gugulethu. Interview guides were prepared prior to the interview sessions, there were flexible and open enough to allow for generation of additional relevant data from the respondents. Hence the researcher utilised also interviews to get a better understand of the factors impacting on the management and administration of CSG in Gugulethu.

1.8.3.3 Data analysis and interpretation

Different methods and tools were used to analyse the data that was collected from the respondent in Gugulethu. Data analysis is therefore defined by De Vos et al (2005:333) as the process of bringing order, structure and meaning to mass collected data, which is further explained by Bless and Higson-Smith (2002:137) who write that the data analysis process allows the researcher to generalise the findings from the sample used in the research, to the larger population which the researcher is

interested in. For the qualitative data from in-depth interviews, codes and themes were developed to enhance the interpretational analysis of the study. Hence, the data was transcribed and analysed also relating to the literature and theoretical body.

The data generated through the questionnaires was analysed through the utilization of the Statistical Package of Social Sciences (SPSS). For the quantitative data, simple descriptive analysis involving simple frequency analysis as well as measures of central tendency and dispersion were employed in the understanding of the research findings with regard to the challenges of management and administration affecting CSG in Gugulethu.

1.9 RESEARCH POPULATION

For the purposes of the study the research population consisted of recipients of the Child Support Grant and the senior officials handling the grant within Gugulethu Office. Against this background, Neuman (2003:216) argues that a research population entails the events, things or individuals to be represented in an investigation. In particular, the term refers to any group of individuals, with one or more characteristics in common, which are of interest to the researcher. The target population for this study is child support grant recipients.

1.9.1 Sample selection

For convenience and use of a manageable sample, the researcher chose to draw the sample from CSG population in Gugulethu. The focus in particular was on the following sections under the Gugulethu District Office. These are Kana, New Rest, Luyolo Valley, Fawu Hostel and NY 121. The sample was drawn through stratified sampling and random sampling was conducted from each strata (Kana, New Rest, Luyolo Valley, Fawu Hostel and NY 121) until there were 100 respondents.

The researcher's first step was to visit the Gugulethu Social Development office. Here the researcher consulted with the relevant officials responsible for the CSG. The researcher requested the names and addresses of the recipients of the CSG in each one of the sections mentioned above. Having obtained this data, the researcher made a list of the recipients in each section as mentioned above. From the list of recipients the researcher randomly selected 20 people from each section to be participants in the study.

In order to make the questionnaires to be interpreted and understood by all the respondents.

The researcher had to use both questionnaires written in English and the other one was written in isiXhosa. The questionnaires were administered to the selected participants in person and the researcher personally collected all the responses. The interviews were conducted with officials from the Gugulethu Social Development Offices using purposive sampling. The collected data from the selected sample was compared, interpreted and also analysed based on the statistics released for service delivery in the Gugulethu office that will form part of document analysis.

1.10 SIGNIFICANCE OF THE STUDY

Previously, research had not yet been done on the evaluation of the child grant programme in Gugulethu district. The study is significant in this respect because it will be identifying key challenges that are affecting Gugulethu. More importantly, the study will check whether the operation of the programme is in line with the set objectives of the policy. Therefore, the study will give and improve key indications on the administration of the programme.

1.11 ETHICAL CONSIDERATIONS

In conducting the current study the researcher had to adhere to all ethical considerations. The researcher had to seek an authorisation letter before conducting the study, and also sought the informed consent of the respondents to participate in the study. Respondents were assured that they had the right to or not participate in the study. Furthermore, the researcher had to ensure that no private information or names were sought from the respondents and in so doing guaranteed their right to confidentiality and anonymity in the study. This implies that the researcher did not reveal the identities of the respondents and all the data collection instruments and collected data were not disclosed. The study therefore ensured that confidentiality and anonymity of all the details of the research and participant personal details were kept confidential.

1.12 CLARIFICATION OF CONCEPTS

1.12.1 Evaluation

Evaluation is viewed as a system assessment of a programme or policy, to determine the successes and progress of such program or policy. Evaluation can be conducted systematically or informally. Systematic evaluation enables the “evaluation to be conducted employing social science research techniques”. This allows for focus

outcomes that adjudicate for a thorough and more precise way of improving the programme or policy (Weiss, 1998:4).

1.12.2 Monitoring

Monitoring is the regular collection and analysis of information to assist timely decision-making, ensure accountability and provide the basis for evaluation and learning. It is a continuing function that uses methodical collection of data to provide management and the main stakeholders of an ongoing project or programme with early indications of progress and achievement of objectives. Monitoring allows the organization to redirect the intervention in achieving intended goals. When evaluation is applied, reviews of the goals and objectives regarding a particular programme or policy and sees if they have been achieved and, if not, find reasons for the deviation (Weiss, 1998:7).

1.12.3 Efficiency

Efficiency refers to the required effort to achieve a specific level of effectiveness. Efficiency has a monetary implication, for an example, policies in the public sector are considered efficient if they are amongst other things, cost-effective. So it is expected that policies in the municipalities dealing with recreational activities should not have massive cost implications for the government and lot of money should be invested in the high priority activities not wasted in small activities (Dunn, 1994:267).

1.12.4 Policy

Policy can be explained as a plan of action which is adopted by individual, government, party or business, or the public (Anderson, 1994:23-25). It can also be defined in a number of ways, but in the research of this nature it will be defined as a plan of action, devised or adopted by the government of the day to address the problems that are being faced by the public (Colebatch, 1999:69). Hanekom (1987:7-8) defines policy as a desired course of action and interaction which is to serve as a guideline in the allocation and distribution of resources and is made known either in writing or verbally. Pfiffner (1999:308) on the other hand, states that policy can be explained as an essential rule of action intended to provide relative stability, consistency, uniformity and continuity in the functioning of any institution. In this study, the concept policy will be defined as a plan of action, devised, adopted and pursued by government to address a real or perceived public problem.

1.12.5 Policy Analysis

Policy analysis can be termed as the studies of the formulation and analysis of public policies (Dunn, 1981:56, 62). It is also a principally concerned with describing and investigating how and why specific policies are proposed, adopted and implemented. The main focus of policy analysis is on explanation rather than prescription, on searching scientifically for the course and consequences of policies, and on general explanatory proposition (Dunn, 1981:102).

1.12.6 Policy-Making

Policy making is a first stage of the policy process, and entails government intervention and a responsible person for policy to formulate such a plan (Dunn, 1981:103). It also describes how policies are formulated, which factors should be taken into consideration during the formulation of the policies, it also identifies the people who have to be involved in policy formulation and why there is a need for policy formulation (Hogwood & Peters, 1985:203).

1.12.7 Policy Implementation

Policy implementation can be explained as the performance of an obligation. This is one of the most important stages, as it put a decision or a plan into effect (Anderson, 1994:32). Implementation is the carrying out of a basic decision, usually incorporated in a statute but which can also take the form of important executive orders of a high decision-making body (Anderson, 1994:38)

1.12.8 Public Administration

Public Administration as a field of study was initially regarded by Woodrow Wilson as part of Political Science, dealing mainly with the executive branch. It is mainly focused upon a definable area of study which is the formulating and implementation of policies that concern the public. It is appropriate that public administration can correctly be defined as the administrative side of government part of the executive. Public administration can also be termed as decision making and planning of the public work that needs to be done (Farhan, 1996:66). It is the formulation of government objectives and goals, establishing and revising organisation by directing, supporting and supervising the employees. Public administration can be seen as a guide that determines work methods and procedures, performance appraisal and performance management, in the context of this research. The concept Public Administration refers to the field of study while public administration refers to the practice of administering public affairs through the formulation and implantation of public policies.

1.12.9 Management

Management is a process of planning, organising, staffing, leading and controlling resources in order to achieve organisation's objectives. Management is not synonymous to administration. In fact, management in the public sector has to do with the allocation of resources. In the context of this research, however, the concept management will be referred to as the act of managing the affairs of the public within a state organ or institution (Gladden, 1953:213).

1.12.10 Organisation

Organisation can be termed as an organised body, mostly the government department, and other institutions (McNabb, 2002:41-43). Organisation can also be seen as the framing and marshalling of methods to perform certain functions. A good organization is highly needed for the success of the every institution.

1.12.11 Corruption

Corruption can be defined as the unethical behaviour of the officials or someone in the high office to his/her selfish individual gains or personal gain. Corruption will be discussed as one of the factors that adversely impacts on effective service delivery within the government (IDASA, 2002:10).

1.12.12 Civil Society

Civil society is association or other organised bodies which are intermediate between the state and the family. Civil society and interest groups play a central role in the policy making and policy implantation in number of democratic states (Patton, 2002: 69). Though civil society is independent from the government, they are bound to be liable to government intervention. This concept, together with the interest group will be thoroughly discussed in one of the chapters in this research so as to highlight the role that governmental organizations can play in policy formulation and implementation.

1.12.13 Government

Government can be explained as the authoritative expression of the state. Its formal function includes law-making, the execution and implementation of laws and the interpretation and application of law (Hanberger, 2001:36).

1.12.14 Empowerment

Empowerment can be defined as a stage where in power relations shifted towards people achieving Greater control and influence over decisions and resources that

impact on the quality of their lives through increasingly interdependent relationships (Patton, 2002:61).

1.12.15 Service Delivery

Service delivery is the provision of a product or service by a government or government body to a community to which such a promise is made, as a result of which delivery is expected by that community. Service can be defined as the performance of work or duty by the public officials. It is an act of helping others, the power to control the use of resources or an institution providing the public with something useful (Bekker, 1996:15).

1.12.16 Social insurance

Social insurance is an insurance program carried out or mandated by a government to provide economic assistance to the unemployed, the elderly, or the disabled. Social insurance is an agreement between employers and employees to contribute jointly to pension or provident funds for the purpose of providing financial cover in time of job loss or accident or injury. Government may also contribute to social insurance for the purpose of covering accidents at work (Social Assistance Act, 59 of 1994:8).

1.12.17 Social assistance

Social assistance implies a non-contributory and income-tested benefits provided by the state to groups such as people with disabilities, elderly people, and to parents and children who are unable to provide for their own minimum needs. In South Africa social assistance has taken the form of social grants (Social Assistance Act, 59 of 1992:13).

1.12.18 Citizen Participation

Citizen participation refers to the purposeful activities in which people take part in relation to a local authority area of which they are legal residents. These activities can for example, enable an organisation to display its products or services before important target audiences (Bekker, 1996:19).

1.13 ORGANISATION OF THE STUDY

Chapter 1 Introduction and Background

This chapter presents a brief background, defining the problem-statements, objectives, key questions, significance, research design and methodology, clarification of key concepts and the organisation of the study.

Chapter 2: Literature Review

This chapter presents a review of the literature on the subject of child support grants and policy developments from a national perspective.

Chapter 3: Legal Framework for Child Support Grants

This chapter deals with the theoretical-legal framework of the Child Support Grants and Social Assistance Grant policies.

Chapter 4: Data Presentation and Analysis

This chapter deals with the presentation of data analysis and interpretations of the research findings. The chapter also outline a brief description of methods that were used.

Chapter 5: Findings, Conclusions and Recommendations

This chapter presents the findings and, conclusions and proposes workable recommendations.

1.14 SUMMARY

This chapter has highlighted the main impetus for conducting the study; it has also given a preliminary literature review on the CSG as an effective tool to address the challenge of child poverty. The chapter has established the research methodology, which involves both qualitative and quantitative techniques. It indicated that both probability and non-probability sampling methods were used in the selection of respondents for participation in the study. Hence the chapter has given a preliminary or introductory overview of the study. The following chapter will look at the legislative frameworks in place to support the CSG as a social security strategy that is aimed at reducing child poverty.

CHAPTER 2

LITERATURE REVIEW ON CHILD SUPPORT GRANTS POLICY

2.1 INTRODUCTION

Nations of the world put in place democratic governments through a voting system. Arguably, such governments are voted in power for humanitarian reasons, for example, social development and security. For many governments, this can be a mammoth task. For instance, poverty alleviation, social development and ensuring justice for all in a State, are mammoth tasks. In fact, these responsibilities are usually referred to as the moral test of a government.

When the present South African government assumed power in 1994, it was faced with huge responsibility poverty and inequitable share of resources. Due to high unemployment level, child poverty became rife as well. Poverty in South Africa today is not confined to children only. It also affects those in the twilight of life i.e the elderly, and those who are in the shadows of life, the sick, the needy and the handicapped are equally affected by poverty, in this country.

Faced with the social security challenges, the South African government had to waste no time, but shoulder its responsibility. Policies deemed pertinent in addressing social security challenges were designed and are currently in use by the State Agents. Amongst these are the CSG policies. This chapter therefore, is overview of the child support grant in South Africa. Also, views perceived relevant to this study will be borrowed from the publications concerned and incorporated in the discussion in the chapter. In this chapter two, relevant literature on child support grant, policy and implementation will be reviewed.

2.2 BACKGROUND TO THE CSG IN THE SOUTH AFRICA CONTEXT

The CSG was introduced in 1998 to redress the racial and discriminatory social security policies of the apartheid administration. Another objective was to make certain that basic welfare rights are accessible to all eligible South Africans, in accordance with the needs test requirements. Furthermore, the grant was to be awarded equitable, but only to those who meet the needs test requirements. This condition remains unchanged regardless of family structure, tradition or race. The needs test is designed such that it does not only accommodate single parents, but primary caregivers of eligible beneficiaries as well.

Another CSG purpose is to provide financial support for the poor children, greater access to an integrated and sustainable social security system in the country (Llyod 2000: 48). Since its promulgation, CSG serves as the government's child poverty alleviation mechanism (Cassiem and Streak, 2001:24). The Department of Social Development was established to render prompt and quality service to the CSG recipients, foster care grants, including old age pensioners as an implementation process of CSG. This, CSG is the South African Government's major intervention strategy for social assistance, in extremely destitute households (Kola 2000:54).

In addition to the above, Economic Policy Research Unit (EPRI) (2008:2), makes a claim that CSG is viewed as one of the Government's most successful social security intervention plan. The South African Social Security Agency (SASSA) (2010:89) statistics has numerical records which show the significant growth in numbers, of the CSG recipients. By 2010, for example, there were 9 351 977 CSG beneficiaries and 5 377 476 caregivers.

Initially, the CSG had a cash value of R 100-00 per child month, payable to the child's primary caregiver. Primary caregiver refers to anyone who takes primary responsibility for the child's needs. In this case, blood relationship is not a factor. Over the years, CSG has kept pace with inflation. Currently, the cash value stands at R 280-00 per child, per month (Kola, 2000:56).

According to Guthrie (2002:5), the initial age group targeted for CSG was 0-6 years. This age group was considered most vulnerable to poverty, illness and under development. Since then, the age limit has been raised several times so as to increase the Grant coverage. Currently, the age limit for accessing the grant is 18 years and older. The limit to this level was influenced by the Taylor Committee report (Department of Social Development 2002:81). According to this report, 18 million people live on less than R450-00 per month, and children make up roughly 70% of this group.

2.3 CSG POLICY STRUCTURE

The National Department of Social Development works as a three tier form of governance. At the top is the National Department; right below it are the Provincial Social Welfare Departments, with the Social Welfare Local Authority forming a broad base of this hierarchical administration structure. These three tiers of governance are designed such that they work as one unified organisation.

Funding for the Provincial Departments is the sole competence of the National Department, and the administration and service delivery to the grant recipients are in the managed by the social welfare local authorities (Department of Social Development 1997:7). According to the Welfare Policy Guidelines, the National Department of Social Development is also tasked with the duty to give administration support to its Provincial Departments, with regard to projects and policy implementation.

In terms of the National Department of Social Development mandate (1997:15), Provincial Departments are obliged to execute their functions, in line with the manner in which things are done at National level. This includes the standards set by the National body as well. By implication, no deviations from the national norms and standards can be tolerated.

Therefore, functions assigned to the Provincial Departments, include planning, co-ordinating, reviewing, administering the CSG, within the framework of the National Policy. However, the Provincial Departments, in turn, delegate the CSG implementation to the District Offices. This means the Provincial offices have delegating powers over the Local Government Authorities. Regarding the actual awarding of Grants applicants, Local Authorities use the means test, to determine the eligible applicants. Means-test is the instrument, designed and prescribed to serve as a guide, in selecting eligible candidates for the Grant (Department of Social Development, 1997:25).

2.4 CSG APPLICATION PROCESSING

The processing of the CSG applications takes place at District Office level in the Provinces District Officials are the only responsible personnel for this function. On behalf of the children needing the Grant, mothers and application of primary caregivers. The caregivers become subjected to the screening process of the CSG applications. To be able to select a genuine, qualifying candidate for the Grant, officials are bound to be guided and use the prescribed means test instrument.

Mothers and Primary caregivers have to answer the means test questions, on behalf of the children they represent. They are also obliged to bring and produce their ID documents, for identity verification. The child for whom the Grant application is made must also be brought before the District officials handling the applications. Mothers and the caregiver have to produce proof of residence documents.

Besides the parents socio-economic conditions i.e income levels, officials processing the applications for CSG, have to seriously consider applicants. Initially, the age limit for a child to be considered for the CSG, ranged from age 0-6 years. Over the years, this limit has been extended, due to the high demand for the grant. Presently, the age limit is 18 years (Department of Social Development, 2004:3).

Other requirements to be considered in an application relate to the applicants nationality. To be eligible for the CSG, an applicant should be a South African citizen and should reside in South Africa. The caregiver should be in possession of a legal South African 13 digit, bar-coded identity document, while a child applicant should have a bar-coded birth certificate, obtainable from the Department of Home Affairs (Kola, 2000:60). Furthermore, a caregiver cannot apply for more than six wards, under her care alone, while a child cannot be awarded the Grant if the caregiver is not a South African or receives child maintenance from the biological father. By implication, a child born while the parent is temporary in this country cannot be awarded the CSG (Department of Social development 2004:3).

Moreover, government officials cannot process any application that does not meet the stipulated requirements with guidelines in the means test document. Thus, in order to ensure that the CSG is awarded to the eligible children only, the government officials need to stick to the stipulated requirements with guidelines as per the means test. The role played by the government officials in the implementation of the CSG. They are crucial in ensuring that justice is done in the selection process and also that uniformity is observed by sticking to the prescribed application selection criteria.

CSG applications are dealt with at district office level; in all the Provinces, District officials handle them. This arrangement brings the CSG service delivery closer to the people. In cases where a primary caregiver is incapacitated in whatever way, an arrangement can be made for an alternative person such as a family member or friend to stand in for the caregiver.

The Department of Home Affairs officials are obliged to assist applicants to complete application forms. District officials handling the applications are required to issue applicants with receipts. These receipts are to serve as evidence that application for the grant had been approved and submitted to the District office concerned. Receipts for submitted application serve as evidence, in cases where paybacks have to be made to a beneficiary.

Government officials are prohibited from asking for favours such as cash payments for kickbacks, in return for applications processed. More importantly, in cases where an application had been turned down, the applicant must be informed in writing immediately and reasons for turning it down given (Department of Social Development, 2004:5).

2.4.1 Registration

It is in the interest of the Department of Social Development that CSG beneficiaries are fully registered for record purposes. Also, this should be the case so as to furnish the Department with complete details of each and every CSG recipient in the country. Gerbers, (2001:215) supports the idea of registering CSG recipients. But, warns that the larger the coverage scope, the greater the need to capacitate the administrators, for efficient data management.

2.4.2 The Grant Administration

The administration of grant is an important process in child support system. Part of the process, entails the transfer of money to the beneficiaries. Before cash payments are transferred to newly registered beneficiaries, District Social Welfare officials are required to verify the eligibility of the newly admitted Grant recipients. The eligibility qualification as already explained is determined through the means test guidelines. Officials charged with the awarding of CSG are required to carefully scrutinise the application once more, before transferring cash to any newly admitted beneficiary, since CSG is solely intended for those who are genuine social security cases and in dire need. According to Gerbers (2001:217), the process of awarding Grant and cash transfer to the eligible should not be delayed for any reason. Any changes in the process should be promptly communicated to the application ensure that recipient's payments continue uninterrupted, monthly.

2.4.3 Modes of CSG Payments

Government's private contractors make cash payments to the CSG recipients, through banks deposits, post offices and institutions. The cash payment mode is preferred by most CSG recipients. This mode of payment saves them from bank charges.

2.5 THEORETICAL VIEWS IN RELATION TO PUBLIC POLICY

2.5.1 Public policy

Simply stated, public policy is a description of what the government intends to do or not to do (Howlett and Ramesh 1995:4). According to these authors, public policies are designed to achieve specific objectives and outcomes that are of benefit to the State. Hill (1997:7) goes on to say that public policy entails an undertaking or a network of decisions rather than one, which the government plans to translate into action, over a period of time. It is further argued that policy influence decisions in relation to the implementation of the law it seeks to support (James and Anderson, 1994:10). As a consequence, the nature and dynamics of policy implementation require investigation.

2.5.2 Public Policy Implementation

Not only the policy in its own right is an important factor, but, how it is implemented determines its success or failure. Policy implementation is defined as a process of interaction between the setting of goals and actions geared to achieve them (Pressman and Wildavsky 1973, in Hill and Hupe 2002:45). It is argued that, to achieve the desired policy goals, implementation process must play its pivotal role, in a very practical sense.

Pressman and Wildavsky (ibid) stated that policy implementation also depends on a number of connections involved in the implementation bond. Such connections are financial support, community building and accurate policy interpretation by the implementers. Moreover, these authors argue that favourable policy outcome are possible, depending on the availability of such conditions as clear objectives, relevant and adequate resources human and physical, clear and proper communication channels. If these conditions are seriously prioritised, the policy stands a good chance to succeed.

However, having considered the crucial conditions favourable to successful policy implantation, Barrett and Fudge (1981:10) warned that actions in policy implementation, should not be ignored or undermined, instead they should be considered the bedrock of this process. Adding to this, Hill and Hupe (2002:60), bring another view, that it does not augur well to consider the conditions discussed above here a panacea for successful implementation of a new policy.

However, at the same time, policy implementers need to be cautious and wise enough not to take for granted that newly designed policies automatically fit easily

into old organisational structures. On the contrary, an old system needs to be modified so the new policy can be well fitted into it. In Hill and Hupe words, the modification of an old system, for the new policy to fit in well, guarantees a healthy environment for the new policy to work well.

Hill and Hupe (2002:80), advance an argument that though the precautionary measures recommended in the foregoing paragraph may sound complicated and fraught with challenges, it is worthwhile to take them. In their view, government officials, in particular the foot soldiers could have negative attitude towards the new policy. Consequently, they may embark on a course of quiet resistance against it. Example of such resistance could be in the form of delaying tactics in implementing the new policy. Official's resistance to implementing the new policy could also be due to their strong allegiance to the previous administration.

2.5.3 Policy Logic

To summaries the discussion on policy implementation, Brinkerhoff and Crosbiys (2002:40), views expressed the view that monitoring policy impact, at the implementation stage is a crucial undertaking. According to these authors, implementers need to be alert all the time and constantly monitor the impact of the new policy, in terms of its strengths or weaknesses. Early identification of weaknesses, for example, can assist in effecting amendments to the policy timeously.

2.5.4 Policy Assembly

Weimer and Vining (2005:276), assert that it is important to take serious note of indispensable elements like resources. These play a very critical role in policy implementation. The cited authors appear to insinuate that individuals closely connected with the mighty and powerful, in the world of politics, enjoy preferential treatment. Dealing with government service delivery, for example, they get a lion's share of the resources to be used. By implication, the cited authors seem to be saying that, it is wise to forge links with such individuals, and include them in government services like the policy implementation programme. Also, the reason to forge links with these people is the political influence they have in changing people's minds.

2.5.5 Interveners role during the Policy Assembly Phase

Weimer and Vining (ibid) claim that interveners have an important role to play in the implementation process during the assembly phase. Their role is to assist implementers get the resources that could have been withheld for political reasons.

Interveners could be the people who favour the policy being implemented. For example, they could be administrators as well. Interveners will automatically be the people well connected with those in control of the needed resources. Because of their favourable political standing, interveners are able to determine whether the policy stands a chance to secure the required resources for its implementation. Should there be challenges in the way of the policy implementation; interveners are obliged to get to the root cause of these, in order to fix them. Monitoring and evaluation are also incorporated in the activities of interveners as well. This is meant to guide the interveners (Weiner and Vining 2005:279).

2.6 MODES OF POLICY IMPLEMENTATION

Hill and Hupe (2002:48), state that policy implementation can be a top-down or bottom up Approach. According to the cited authors, these are the only appropriate approaches for public policy implementation.

2.6.1 Top-Down Approach

In this approach, the government top brass alone wields power on decision making. This is the case from policy conception to the implementation phase. The completed policy document is then simply imposed on the subordinates according to their hierarchy of authority, for implementation (Hill and Hupe, 2002:48).

However, the role played by the powers that be, the top brass, excludes the practical side of work performance. Their specific role is only the transfer of authority and work performance. Their specific role is only the transfer of authority and work to their immediate subordinates, who in turn transfer these down to the lowest bureaucratic level in government service delivery, which are the foot soldiers. This is where policy implementation takes place in essence. The top-down approach allows for no community involvement in policy formation and implementation process as well (Anderson 1994:215).

This approach therefore, is only concerned with planning, control and hierarchical transfer of instructions to the subordinates, who are the actual policy implementers. According to Hill and Hupe (2002:175), the top brass specific focus is on establishing appropriate methods, suitable for policy implementation. Once that is achieved, the method is then subjected to scrutiny, to check its strengths and suitability for implementing the policy for which it is intended.

2.6.2 Forward Mapping

Forward Mapping is a favourable public policy implementation strategy, to those who prefer a top-down policy decision-making. In their view, using this strategy is to ensure that the implementation process is well planned. Firstly, this strategy studies the chain reaction process, which links policy to the intended outcomes. The strategy also involves specification of what must be done, when and by whom (Weimer and Vining 2005:281).

With regarding to Forward Mapping, the individuals tasked with planning policy implementation, have to be people of good foresight. People who are able to predict the implementer's behaviour. In the event of implementers showing unacceptable behaviour, the persons in charge of the implementation, should be ready with a strategy to counter the undesirable behaviour at once (Weimer and Vining 2005: 282).

Forward Mapping enables the top brass to exert power to control the policy implementation process. According to Hill and Hupe (1994:175), top dictate how things should be done. With the power they have, the top brass expect nothing else from the implementers, but compliance only.

Anderson (1994:216) argues that the nature of the Top-down approach is hierarchal and therefore authoritarian. This approach monopolises power and control for the top brass. It gives no authority to the lower level bureaucrats, for decision-making. This is the situation irrespective of the extent, to which the matter directly concern their line function. For example, lower level bureaucrats are restricted to observing protocol when reporting occurrences. This condition applies, no matter the urgency or seriousness of the matter needing reporting. In the use of top-down approach explains the delays and red tapes in government service delivery programmes, for example, the delays in governments full policy scale implementation, could be attributable to the rigidity of this approach.

Other critiques view it as an approach that only supports the regime. Consequently, allows all decisions on policy implementation to be taken by political leaders (Hill and Hupe 2002:174). The argument therefore is that the system and its ideologies are likely to be perceived more important than the issues on the ground.

2.6.3 Bottom-Up Approach

Lipsky (1980:14) argue that bottom-up approach to policy implementation is a direct opposite of the top-down approach. Bottom-up is only concerned with the manner in which policy implementation is carried out by the implementers. The approach also focuses more on the lower level bureaucrats, in relation to their activities. Consequently, the approach appears flexible, focusing mainly on production than anything else. Its flexibility is demonstrated by the exemplary manner in which lower level bureaucrats perform their duties and shoulder policy implementation which is their main responsibility as well (Hill 1997:140).

2.6.4 Backward Mapping

Backward Mapping takes the implementers along during the implementation phase. Lower level bureaucrats are allowed to participate in decision-making situations affecting them, in terms of problem solving. By implicating, they are afforded an opportunity to influence the policy making process (Weimer and Vining 2005:283).

In this approach, problem solving can be studied from the lowest bureaucracy levels, the implementers, up to the top most bureaucrats, in order to establish the root cause of the problem. Hill and Hupe (2002:56) guarantee that the methods used by street-level bureaucrats, in policy implementation, are capable of altering the very policy being implemented. For this reason, policy implementation process, needs to be constantly monitored, from beginning to the end of the implementation phase.

2.7 ORGANISATIONAL DEVELOPMENT

According to Grindle (1997:8), different strategies are employed for capacity building of an organisation. Normally capacity building focuses on developing specific competence aspects, thought to be more important than others, in helping an organisation to perform well, in its mandate. In Griddle's view, efficiency, effectiveness and responsiveness could be rated extremely important competences to be developed in an organisation,

Grindle asserts that availability of resources and time required to achieve specific goals in the organisation, indicates efficiency. In addition, the use of suitable endeavours towards attaining a desired goal implies effectiveness. Furthermore, sensitivity to issues and situations calling for sympathetic response is indicative of an organisation that is responsive to need brought to their attention.

For capacity-building to be relevant and effective, needs analysis of the organisation, in terms of its development, ought to precede it. For example, gaps in the system should be identified, to ensure that amendments made to the system are relevant to the organisation specific areas of need. In addition, it should be understood that in the context of organisational development, both physical and human resource need capacity-building since they complement each other.

For example, provision of physical resources to the exclusion of manpower would not help the organisation completely. Vice versa, good and sufficient physical resources may not be a total replacement of competent human resource. Consequently, both resources are worth capacitating. Grindle (1997:12) further argues that capacity-building is the basis for strengthening the organisation, for good performance.

2.8 MONITORING AND EVALUATION

In the world of employment, monitoring and evaluation are very important elements, associated with various types of jobs, in an employment environment. These elements are used for verification purposes. This is to establish whether the piece of work, project, programme or policy, assigned to the employees, is performed according to specification.

Through closely related, each element has its own utility value put simply, evaluation is viewed as an assessment of work still in progress or completed. It can be systematic or informed. Systematic evaluation provides an opportunity for the evaluation to be conducted by means of research techniques borrowed from the social science discipline. The utilisation of these techniques guarantees validity and reliability of evaluation results. This in turn could be a good guide, in selecting appropriate response to the flaws and weaknesses of the programme policy or work, exposed by the evaluation. On the other hand, Palumbo and Hallet (1993:13) are of the view that the validity of evaluation results also depends on the evaluator as well. For example, should an evaluator be subjective, this could surely influence the evaluation results negatively.

Views commonly expressed in relation to informal evaluation give it no merit. It is argued that informal evaluation lacks seriousness, necessary for producing valid and reliable evaluation outcomes. In valid evaluation outcomes can mislead decision making if it is based on them. The weakness that stands out concerning this method of evaluation can be attributable to false procedures used as the evaluation process unwinds (Weiss, 1998:42).

Furthermore, critics of this method claim that it lacks authority since it offers no formal procedures to be followed. However, despite these criticisms Wortham and Fitzpatrick (1997:7) assert that informal evaluation still has a place in the realm of work assessment. According to these authors, some organisations, not geared to formal assessment, still make use of other means, with good judgement outcomes.

According to Weiss (1998:7) evaluation implies measuring something, by means of appropriate measuring tools and, thereafter, passing judgement on its merits and demerits, that is, its success rate or failures. On the basis of the evaluation outcomes, the evaluator must then give possible reasons for the outcomes.

2.9 MONITORING

Monitoring is another crucial element in public policy implementation. In the main, monitoring provides good opportunity for possible problems in the implementation phase to be identified timeously and thus soon dealt with. Rossi and Freeman (1989:98) perceive monitoring as the evaluation corner stone. These authors further assert that, when monitoring is done well, it helps redirect the intervention towards the desired outcome. This happens because normally, the outcomes of the monitoring process of the indication of the picture of what takes place with the implementation of public policy.

Worthan et al (1997:15) state that effective monitoring makes it possible for public policy designers to find solutions that are capable of counteracting challenges, attributable to policy implementation. Barrette and Fudge (1981:9) are of the view that every implementation has its challenges. Nonetheless, they suggest that with accurate diagnosis of the challenges during the evaluation process, these problems could be easily resolved, before it could be a mammoth task to resolve them.

2.10 SUMMARY

The first part of the chapter gives a precise summary of the social grant policies during the apartheid era, the rationale behind the formation of the Child Support Grant Policy and its main objectives. The chapter then moves on to provide an overview of the CSG policy framework. The reason for this overview is to give readers a birds eye view of the theoretical side of the policy, so the theory can be compared with what obtains in the real world of this policy implementation.

The literatures reviewed in relation to CSG Policy overwhelmingly agree that the government's policy decision on establishing the grant was an excellent idea. Poverty in South Africa affects an exceptionally large section of the population, children, the elderly and those that are in the shadows of life, for example, the disable and the sick reveals that 18 million people live on less than R 450-00 per month.

Most of the literature reviewed uncovers the dynamics of public policy implementation. It discusses the roles played by the bureaucrats at various levels of seniority. But, it becomes clear that the role played by implementers themselves is most crucial one. These are the officials at the District level. Literature expresses the need for these people to be fully capacited for this job. And also, that physical resources should sufficiently provided since these two complement each other.

The mode of policy implementation is also an important factor highlighted in the literature. Nevertheless, it would appear disappointing that one of the modes that sound authoritarian is the one that is the favourite of top government leaders. This is the top-down approach. However, one of the key issues discussed in the literature reviewed is the role of monitoring and evaluation. It became clear that these two elements play a very important role in ensuring that the policy succeeds in achieving the intended goals. The following chapter will focus on the research methodology.

CHAPTER 3

LEGAL FRAMEWORK FOR CHILD SUPPORT GRANT POLICY IN SOUTH AFRICA

3.1 INTRODUCTION

In this chapter, we probe the legislative and policy frameworks, designed for service records keeping. In particular, the study looks at the extent to which these two, facilitate service delivery to the Gugulethu community, in an affordable and sustainable manner. In addition, the study also examines various policies and Acts, in relation to the Child Support Grants, to establish the impact these have, in the administration of these grants. Also, the chapter focuses on devising service delivery mechanisms, aimed at improving the quality of public service, so as to make government operations more efficient, and thus increase the chances of the current policies, to be implemented effectively. Furthermore, the chapter looks at public management reforms that will yield immediate benefits. This must include monitoring the involvement and control of politicians in the bureaucracy. The aim is to free servicing public officials, from the bureaucratic constraints, which minimize their opportunities, to manage and bring to bear, the government's accountability, to the legislature and the citizenry, concerning its policies and programmes. In a nutshell, the researcher strongly believes that, for public service initiatives or service delivery to the citizen to succeed, be effective and efficient, government needs to develop, monitor and evaluate its policies, on a regular basis.

Such policies are necessary to help reduce corruption, mismanagement as well as maladministration, by government officials, politicians and all the other people who are involved in the service of child support grants. The purpose of this chapter, therefore, is to introduce a simple policy framework so as to manage effectively, the child support grants, in the department of social development, in the Gugulethu Office.

3.2 CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996 (ACT NO. 108 OF 1996)

The Constitution of 1996 (Act 108 of 1996), as adopted on 08 May 1996 and amended on 11 October 1996, by the Constitutional Assembly, is the overarching legislation in the country and accordingly, all other national and provincial legislation is subordinate to it. Section 2 of the Constitution (108 of 1996) states that any “.....

law or conduct inconsistent with it, is invalid". The founding provisions in Section 1, declare that South Africa is one sovereign democratic state that is founded on the following values:

Human dignity is the value that ensures achievement of equality and advancement of human rights including these values:

- Non-sexism and non-racism;
- The supremacy of the constitution and especially the rule of law; and the
- Universal adult suffrage, which is a means to ensure accountability, oneness and responsiveness.

The Bill of Rights in Chapter 2, states that the Constitution (108 of 1996), "... is the cornerstone of democracy in South Africa". It affirms, ensures for all citizens, the democratic values of human dignity, equality and freedom. Equality is the value and key concept which is provided for, in the Constitution (108 of 1996). It emphasizes the inherent dignity of all people, as well as acknowledging the right to have that dignity observed and protected. Equality is explained in greater detail within Section 9 of the Constitution (108 of 1996), as follows:

- Everyone is equal before the law and has the right to equal protection and benefit of the law. Equality includes the full and equal enjoyment of all human rights and freedoms;
- The Government may not unfairly discriminate directly or indirectly, against any citizen, on one or more grounds, including race, gender, sex, pregnancy, marital status, ethnic or social origin, colour, sexual orientation, age, disability, religion, conscience, belief, culture, language, and birth.

The Constitution of the Republic of South Africa section 27 (1) (b), provides for the right of everyone to have access to social security, which cover the following: inability to support themselves and their dependants, appropriate social assistance.' Also, section 9(1) (2) provides for the right to equality. Section 7 (2) obliges the State to respect, protect, promote and fulfill the right contained in the bill of rights.

The objectives of the Constitution of the Republic of South Africa (No. 108 of 1996) are closely related to social security goals: healing the injustices of the past, removal of social injustices, improving the quality of life for all South African citizens (inter alia by alleviating poverty and suffering), and freeing the potential of each citizen (South Africa, 2002:49).

Section 2 of the Constitution deals with the role of the Constitution in relation to social security regulations, policy-making and administrative practices. It states that the Constitution is the supreme law of the country; whatever law or conduct inconsistent with it is invalid, and the obligations imposed by the constitution, must be fulfilled. It

provides for socio-economic rights and requires the state to provide constant provision of social security within its available resources. To ensure protection of citizens, Section 27 (1) (c) states that everyone has the right of access to social security, if unable to support him or herself or their dependants.

Midgley (1995:1-3) states that, economic growth without social development is meaningless, for growth on its own does not benefit the whole population. This basic principle implies social welfare that is concerned, not only with destitute individuals, but has a broader perspective of welfare. It looks at wider social processes and structures and aims at security changes in society as a whole. The ultimate goal of the Social Welfare Policy, and the underlying approach is to facilitate provision of appropriate developmental social welfare service, to all South Africans, especially those living in poverty, the vulnerable and those with special needs. These services should include rehabilitative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes, and the social improvement in general (Midgley, 1995:3-4).

3.3 CONSTITUTIONAL AND LEGISLATIVE FRAMEWORK GOVERNING SOCIAL ASSISTANCE IN SOUTH AFRICA

The South African Constitution in Section 27(1) (c) includes the right of everyone to have access to social security, including those who are unable to support themselves and their dependants, appropriate social assistance. The state's obligation, in relation to the rights in Section 26 and 27, of the Constitution, including the right to social assistance, are qualified by a clause that says, it should take reasonable measures, within its available resources, to provide progressive realization of the rights. Hence, the South African Constitution is transformative in its nature: it does not simply place limits on the execution of power....but, requires collective power to be used to advance ideas of freedom, equality, dignity and social justice (Brand, 2004:1).

The Constitution demands that when interpreting the right to social assistance and the other rights in the Bill of Rights (BOR), the courts are obliged to consider international law as well. The state obligations in respect of international law, depend on which international rights instruments they have signed, and thus are binding to them. South Africa has ratified the CRC, International Convention on the Elimination of all forms of Racial Discrimination (CERD), the Convention on the Elimination of all forms of Discrimination against Women (CEDAW) and the African Charter on the Rights and Welfare of Children (ACRWC) (Rossi, 2004:6).

3.4 THE INSTITUTIONAL FRAMEWORK GOVERNING SOCIAL ASSISTANCE PROVISIONING

Schedule 4 of the Constitution lists welfare services as a functional area of concurrent national and provincial legislative competence. The White Paper for Social Welfare (Department of Social Welfare, 1997) proposes the following division of labour: The National government is responsible for developing generic norms and standards for providing services, and for ensuring that uniformity, in the performance of particular functions, is maintained. Provinces are responsible, concurrently, with the national department, for planning, development of programmes and provision of services. However, where mutual co-operation between national and provincial departments is essential, powers are assigned concurrently.

In practice, this boils down to a separation between the policy, administration and delivery aspects of the social assistance programmes: overall responsibility for policy and administration rested with the national Department of Social Development (DSD), while Provincial Departments managed the payment of social grants (Van der Berg et al, 2009:19). In 2004 the institutional arrangements for social assistance delivery changed, with the promulgation of the South African Social Security Agency Act 9 of 2004, and the creation of the national entity SASSA. SASSA's mandate is regulated by this Act. The Act gives SASSA responsibility for administration and service delivery of all social assistance programmes, including the CSG. The claims made are worthy of respect for the establishment of these National entities was intended to reduce fraud, and increase efficiency (including by ensuring that sufficient funds are made available for paying grant beneficiaries) (Budlender & Woolard 2006:7). Following the transfer of these responsibilities to SASSA, provincial social development departments now have responsibility only for budgeting, responsibility, for social security policy (social assistance and welfare services), including development of a legislation relating, to social security. They also have a responsibility for monitoring policy implementation.

Whereas prior to 2004, social development officials were the front line government officials, who had the responsibility to interact with grant applicants and process their applications, SASSA officials now play this role (Dunkerley, 2009). SASSA officials operate both in and of SASSA offices, which are established throughout the country, and in every Province. There are also mobile units that serve remote areas. SASSA officials are responsible for capturing all information related to grant applicants once

the data is entered into the computer, calculation of whether the applicant passes the relevant means test, for the grant, to be awarded, is done electronically. There is currently a process under way the introduction of an electronic workflow system for the processing of grant applications. This system has standard questions that officials need to ask of grant applicants, and is aimed at ensuring that all officials use the same procedure in dealing with grant applications and that the procedure is in line with the Social Assistance regulations (Dunkerley, 2009:194).

Both SASSA and DSD have the responsibility to inform the public, about grants that are available, and how to apply for them (Dunkerley, 2009: 195). The communication, which is vital for effective implementation of the grant programmes, is done via media (radio is thought to be most effective), pamphlets and officials interacting with non-governmental agencies and parliamentarians involved in social welfare programmes. The actual payment of grants is sub-contracted to private companies. Currently, three companies are involved in the payment of these grants: All Pay, Cash Paymaster Services and Empilweni. In addition, the SA Post Office (through Post bank accounts) and all the major banks are also involved in making the cash payments grants, although on a smaller scale (Dunkerley, 2009: 197). Beneficiaries have a right to choose how they are paid. They can either be paid in cash (at pay points), or by an electronic payment, made directly to their bank accounts. All grant applications, including those for the CSG benefit, are accompanied by a consolidated affidavit confirming that all information supplied is true. With respect to the application for the CSG, the particularly important pieces of information that the affidavit confirms are who the child's primary caregiver is and the level of income of the primary caregiver's (Dunkerley, 2009: 199). At present, police officers are the primary officials who sign these affidavits. A process is underway, to give SASSA officials the power to sign these affidavits (which should save resources, for the state and time spent by applicants during the application process).

In most provinces, for many years, sufficient funds were allocated to meet demand, for social grants. However, there were a couple of instances in which provinces were allocated too little to meet demand. For example, in January 1998, Eastern Cape ran out of funds to pay pension entitlements (Streak, 2004:20). This led to litigation and calls from human rights advocates for the social assistance budgeting function, to be removed from provinces and transferred to the national level (Wehner & Streak, 2002:20).

With the establishment of SASSA, the budgeting responsibility for social grants, has been transferred to the national office. Provinces only have responsibility for allocating funds, for the social welfare service component, of social security. In terms of the present budget framework, social assistance of transfers are shown in the Comprehensive Social Security Framework programme, on the budget of the department of social development, from there it is transferred to SASSA for disbursement. The provincial equitable share formula was amended accordingly, by scrapping the welfare component and, re-weighting the other components as well.

3.5 CONSTITUTIONAL VALUES AND PRINCIPLES GOVERNING PUBLIC ADMINISTRATION IN SOUTH AFRICA

In terms of Section 196 (4) (a), of the Constitution of South Africa, Act 108 of 1996, which is responsible for promoting the values and principles, enshrined in the Constitution including the following principles:

- A high standard of professional ethics must be promoted and maintained;
- Efficient economic and effective use of resources must be encouraged; and maintained
- Public administration must be development orientated;
- Services must be provided impartially, fairly, equitably and without bias;
- Peoples needs must be responded to and the public must be encouraged to participate in policy-making; and
- Public administration must take cognizance of accountability
- Transparency must be pressurized to provide the public with timely, accessible and accurate information;
- Good human resource management and career development practices, to maximize human potential must be enhanced;
- Public administration must be broadly representative of South African People with employment and personnel management activities, based on ability, objectivity, fairness, and the need to redress the imbalances of the past, to achieve broad representation; and
- Resources to be utilized efficiently, economically and effectively.

3.6 SOCIAL ASSISTANCE ACT (ACT NO. 59 OF 1992)

The Social Assistance Act, 1992 provides for the rendering of social assistance to individual persons, National Councils and Welfare Organizations. This Act was amended in 1994, to further regulate the provisioning of grants and financial awards to certain persons and bodies.

Up until 2004, the primary legislation, giving effect to the right to social assistance was the Social Assistance Act 59 of 1992. This Act and the Regulations which governed the administration of social assistance and gave responsibility for the delivery to the Minister of Social Development and the department of Social

Development. However, the Act was assigned to the Provinces via Proclamation R.7 of 1996 (Rosa et al. 2005:10). In 2004, the South African Social Security Agency Act 9 of 2004 was added as a primary piece of legislation governing the administration of social assistance. As explained below, this Act shifted the responsibility for the administration of social assistance, to a national entity, the South African Social Security Agency (SASSA). Since 2004, this Act and the various regulations surrounding it (which have been updated a number of times, to cater for policy changes) has been the primary piece of legislation, governing the administration of social assistance, including the CSG programme.

3.7 SOCIAL ASSISTANCE ACT (ACT NO.13 OF 2004)

The Social Assistance Act (No. 13 of 2004) makes provision for the payment of grants. Grants are provided in support of the mission of the Department of Social Development (DoSD), which is to look after, and empower the poor and to secure a better life for those in need. It is one of the safety nets in South Africa, aimed at providing relief for the poorest of the poor. A social grant refers to adult grants, that is, disability grant, old age grant and a war veteran's grant. As from April 1, 2006, (South Africa, 2004b), the responsibility for the management, administration and payment of social assistance grants was transferred to the South African Social Security Agency (SASSA) (South Africa, 2007e:1).

The Social Assistance Act of 2004, provides the national legislative framework for the provision of social assistance, in the form of grants or financial awards, from government to those who are unable to support themselves. The Child Support Grant (CSG) is the state's largest social assistance programme, in terms of the number of beneficiaries reached, and is currently the key poverty alleviation strategy targeting children. The primary objective of the grant is to ensure that caregivers for young children, living in extreme poverty, are able to access financial assistance, in the form of a cash transfer, to supplement rather than replace household income. Since April 2008, the cash value of the grant is R210 per month per child. At the inception of CSG in 2008, the intention for accessing the grant was follows:

The child and primary caregiver must be a South African citizens or permanent residents and must be resident in South Africa.

- The applicant must be the primary caregiver of the child/children concerned.
- The child/children must be under the age of 14 years (this would increase to 15 years in 2009). The applicant and spouse must meet the requirements of the means test.

- The applicant must be able to produce his or her 13 digit bar coded identity document (ID) and the 13 digit birth certificate of the child.
- The applicant cannot apply for more than six non-biological children.

The CSG is a targeted grant, intended for those in need of social support. Applicants must therefore provide information about their income so that SASSA (South African Social Security Agency) officials can determine whether or not an applicant's total income is less than a stipulated amount. For the CSG, the means test requirements are currently as follows:

An income of less than R1 100 per month, if living in a rural area or in an informal dwelling, in an urban area. The South African Constitution enshrines the right of all to access 'appropriate social assistance' from the state, if they are unable to support themselves, and their dependants. Social assistance refers specifically to an income transfer, provided by government, in the form of grants or financial awards, to poor households or individuals.

The Social Assistance Act of 2004, established an independent Inspectorate for Social Assistance, funded by money appropriated by Parliament, to combat abuse of the social assistance system, and to audit compliance by SASSA with regulatory and policy measures and instruments (Van der Berg et al. 2005:19). SASSA and DSD do not monitor how the grants, including the CSG, are spent. However, if a case of suspected misuse is reported to SASSA or DSD, SASSA has the responsibility to investigate and may appoint an alternative person, to receive the grant on behalf of the child (Dunkerley, 2009).

3.7.1 The Act premised on the following principles:

- Maintain and promote the care and interest of older persons;
- Regulate the registration of facilities for older persons;
- Monitor and evaluate compliance with the Act, regulations and Minimum service standards;
- Monitor the functioning of facilities and services;
- Criminalize certain actions committed against older persons; and
- Combat abuse of older persons and manage therapeutic and legal response thereto (South Africa, 1967:7).

3.8 THE PUBLIC FINANCE MANAGEMENT ACT (ACT NO. 1 OF 1999)

Approved funding is a critical and indispensable element in the provision of reasonable accommodation measures for child support grants, in the public sector. The purpose of the Public Finance Management Act, 1999 (29 of 1999) is to regulate financial management, within the National and Provincial Government. Chapter 4 of

the Act (29 of 1999), gives effect to the timing and content, for the budget process of national and provincial budgets and provides for the allocation of departmental budgets. It follows that the Act (29 of 1999) serves as the mechanism for procuring the necessary funding, for social assistance grants budgets, within the social development.

The Public Finance Management Act (PFMA) gives effect to the general public finance provisions in the constitution. This includes the requirement that the budgetary process must promote and uphold transparency, accountability and the effective financial management of the economy, debt and the public sector. Although the applicability of the Act is largely limited to duties and obligations of officers who have provisions in the act, pertaining to the duties and obligations of departmental officials, tasked with the control and management of public finances. Thus, for example, an official must take effective and appropriate steps to prevent, within that officials area of responsibility, any unauthorized expenditure, irregular expenditure as well as fruitless and wasteful expenditure including any under collection of revenue.

They must be honest and accountable, in dealing with the public funds, and must use the public service property and other resources appropriately, efficiently and for authorized official purposes. In terms of section 40 (d) read with section 40 (3)(b) of the PFMA, an accounting officer must make available for inclusion, in an annual report and audited financial statements, particulars of lost assets, through criminal conduct, unauthorized or irregular expenditure, as well as fruitless and wasteful expenditure.

The act also defines misconduct and also provides procedures for disciplining public officials guilty of financial misconduct. Provision is also made, for criminal prosecution, in instances of misconduct. Public Financial Management Systems will have to achieve the highest level of the capability model, used by auditor General, and cases of poor service delivery of financial management should be regarded as unusual. Regular and accurate reports, of processes used in achieving targets, should be provided in the public domain, and key stakeholders should hold government accountable, for performance and use of public funds incorrectly. In terms of Financial Management, all public service institutions should have adequate control systems in place and be able to provide detailed information for use, in benchmarking and performance improvement. The effective implementation of accurate performance management systems, remains a key step in becoming more

accountable. These systems should assess the effectiveness of sub-programs, in terms of financial management and service delivery.

Three broader sets of reforms, during the past decade or so, have affected the budgetary framework governing social assistance. The first is the introduction of the Medium Term Expenditure Framework (MTEF) approach to budgeting. Under this framework, which began with the presentation of the Medium Term Budget Policy Statement (MTBPS) in late 1997, the national treasury presents a mini, pre-view budget (the MTBPS) around three months ahead of the Budget (presented in February) and presents fiscal policy, expenditure and revenue projects, for a three year rolling budgeting cycle. This system was introduced to bring greater certainty and efficiency, to programme planning and implementation.

The second reform is the promulgation of the Public Finance Management Act (PFMA) of 1999, which represented a major step to increasing the transparency and accountability of fiscal policymaking, in South Africa. The Act emphasizes regular financial reporting, sound internal expenditure controls, independent audit and supervision of control systems, improved accounting standards, and training of financial managers, and greater emphasis on outputs and performance monitoring. Furthermore, it compels the South African fiscal authorities, to disclose their longer-term objectives and views, about future trends in fiscal policy annually, along the lines of the existing medium-term budgeting framework.

The third reform is the introduction, also in the late 1990s, of a performance based approach to budgeting. Within this system, government departments present their spending plans with performance indicators that show past performance, as well as future goals, for programme outputs and outcomes. This shift is part of the international movement, towards an evaluation culture in public sector management (PFMA, 1999).

3.9 THE PROMOTION OF ADMINISTRATIVE JUSTICE ACT NO. 3 OF 2000

This act provides members of the public, with legal actions; they may take, against relevant government officials, in the event of a violation of their rights, to access social welfare grants. One of the instances of the public's rights infringements is the failure by government officials, to stick to the regulations for service delivery or see to it that they are put in place, publicized and thereafter make sure that application of these are carefully monitored. There could be less chances of failure, to meet public expectations, in terms of service delivery. Furthermore, the process of peer review

mechanism is recommended, as one of the best ways, to monitor compliance with regulations governing service delivery.

3.10 THE PROMOTION OF ACCESS TO INFORMATION ACT (ACT NO. 2 OF 2000)

This act gives effect to the citizens' constitutional right of access to information, held by the state and any information that is held by any other person, which is required, for the exercise or protection of any rights, in order to:

- Foster a culture of transparency and accountability, in the public service, by giving effect to the right of access to information and
- Promote a culture in which the people of South Africa have complete access to information, to enable them to exercise and protect all their rights.

The act gives effect to section 32 of the Constitution, subject to justifiable limitations, including the reasonable protection of privacy, commercial and confidentiality as well as effective, efficient and good governance in a manner that balances the right of access, to information with other rights, which include the bill of rights, as stipulated in chapter 2 of the Constitution of South Africa act 108 of 1996.

Since 1994, the South African government has done so much to address, with the aim of alleviating the plight of the needy children. For example, the government has ratified several international children's rights charters. Also, it has introduced new legislation, aimed at promoting the children's well-being. Children's rights are enshrined in the Bill of Rights, in the South African Constitution. Section 27 of the Bill of Rights 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, the state is therefore, obliged to address child poverty, by supporting caregivers who are looking after the children whose parents are unable to care for their offspring adequately.

3.11 THE WHITE PAPER ON PUBLIC SERVICE DELIVERY (BATHO PELE 1996)

According to the White paper (1996:80), the existing social security system should be transformed, in order to facilitate a universal access to an integrated and sustainable system. Such a transformed system, could enable every South African to have a minimum income, sufficient to meet basic subsistence needs, without having to live below minimum acceptable standards.

For the alleviation of poverty the social security system would work intersectorally, while also aiming for co-responsibility between employers, employees, citizens and

the state. The national government department of social development acknowledges the essence of the social security system for healthy economic development, in a rapidly changing economy. While actively contributing to the development process, social assistance can play a stabilizing role in a society of great inequality. Social assistance is important for alleviating poverty and serves as a mechanism for active redistribution (Government Gazette, 1996:80).

The Batho Pele Principles note that the development of service orientated requires active participation of the wider community. Provincial government needs constant feedback from service consumers, if they are to improve their operations. Community can be mobilized to assist in building a service delivery culture. For example, community development or non-governmental organizations may assist with funding and help line, providing information about specific services, identifying service gaps or conducting customer care surveys.

The principles described below have been discussed in detail in the White Paper on transforming service delivery.

There are eight Batho Pele Principles which are as follows:

1. Consultation

Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given choice about services that are offered.

2. Service Standards

Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.

3. Access

All citizens should have equal access to the services to which they are entitled.

4. Courtesy

Citizens should be treated with courtesy and consideration.

5. Information

Citizens should be given full and accurate information about the public services they are entitled to receive.

6. Openness and Transparency

Citizens should be told how National and Provincial governments are run, how much they cost and who is in charge.

7. Value for Money

Public services should be provided economically and efficiently in order to give citizens the best possible value for money.

8. Customer Impact

Looking at benefits we have provided for our customers both internal and external.

3.12 THE WHITE PAPER UMBRELLA POLICY

The White Paper for Social Welfare (Department of Welfare 1997) has served as the umbrella policy guideline for the development of the welfare system, in post-apartheid South Africa. The White Paper defines social security as: a wide range of public and private measures, that provide cash or in-kind, benefits, or both, in the event of an individual's earning power permanently ceasing, being interrupted, never developing, or being exercised only at unacceptable social cost and such a person being unable to avoid poverty, in order to maintain children (Department of Welfare, 1997).

The concept of shifting to developmental social welfare delivery and away from welfares' approach, is the main message of the White Paper. As Lund (2008:13) explains, there is a problem in the White Paper, in that the concept of developmental social welfare is not clearly defined. However, it can be seen to embody a commitment to overcoming inequality and racial discrimination. Also, its aim is to stimulate movement away from provision of curative welfare services towards preventative programmes and towards linking welfare clients with opportunities for young or new generation (Lund 2008:13).

The White Paper was an attempt to break away from the stagnant and paternalistic old model of welfare, and meant to be the pathway, for those in the under-resourced sector, into the new "South Africa" and into the Reconstruction and Development Programme, through the support of the activities of community based grassroots programmes. The Lund committee raised concern about the call for welfare agencies, to shift towards the developmental approach. It argued that, in the context of under-funding, the heavy emphasis on welfare services, creating work opportunities would deepen the crisis, in statutory service delivery. It also cautioned government, not to

be too ambitious about the power of social welfare, in relation to poverty reduction. Most particularly, in this respect, it argued that the welfare department could and should not take on too great a responsibility, in relation to job creation, skills development and other kinds of programmes that are seen to form a bridge, out of poverty. This, it argued, was because of the fact that, other departments (such as Agriculture, Trade and Industry, Public Works, Labour and Education) are better capacitated in this regard.

The White Paper puts an emphasis on developing a partnership between government and civil society, in social welfare delivery. As Lund (2008) and Haarmann (1999) state, the Lund committee met with much criticism from civil society, for insufficient consultations in the process of the CSG policy development. It also met with criticism for arguing that- the CSG programme was not sufficiently developmental. Whilst the 1997 White Paper, for Social Welfare, laid out a new direction towards developmental social welfare and called for increased attention to be given to social welfare services, relative to social assistance. It still committed South Africa to the continuation of social assistance as a cornerstone in poverty alleviation. Ironically, even if there has been some success, in expanding social welfare service provisioning. Since the release of the White Paper, for example, increasing access to centre-based ECD programmes amongst poor children, age 0 – 4 (Streak, 2004), social assistance has continued to dominate poverty alleviation measures (Streak, 2004).

An area of service delivery where government has paid particular attention to developing, over the last five years, as part of the EPWP, is expanding centre-based ECD programmes, for children age 0 – 4. Informed by President Nelson Mandela's special interest in supporting poor children, the White Paper further entrenched the call, embodied in the special set of rights, and afforded children, in the Constitution, for prioritizing children, particularly young children, in social security.

3.13 THE WHITE PAPER ON SOCIAL WELFARE

In 1997, the Government of South Africa published its White Paper for Social Welfare, with a mission to redress imbalances of the past, through “restructuring services and private sector. “It proposed a national strategy encompassing a vision for a welfare system, that facilitated the development of human capacity and self-reliance within a caring and enabling socio- economic environment (South Africa, 1997b:5). It stipulated national goals that expressed a need for poverty reduction, (particularly in rural areas, with regard to basic needs such as food security) , for restructuring past imbalances in service provision, for establishing partnerships within

the Government and between the Government and civil society and for ensuring quality, efficient and transparent service delivery accountable at all levels. The strategy underlined the importance of information systems and integrated institutional frameworks. Emphasis was also placed on promoting a spirit of mutual support, within communities/organizations (South Africa, 1997b:6).

Furthermore, concern was with contextualized social welfare programmes, methods and approaches that “complement and strengthen the efforts of individual’s families, and communities, enhance their self-respect and independence, recognize the need for sustainable use of human, material and the earth’s natural resources for the benefit of future generations. Particularly important was the White Paper that required national and provincial departments of welfare, to develop a five –year strategic plan of action, to provide details on goals, objectives, activities, time frames, progress indicators, costing and the parties responsible for the implementation of programmes (South Africa,1997b:10).

3.14 SUMMARY

This chapter has provided the legislative policy for Social Grant Policy context, relevant for the evaluation of the Child Support Grant Policy. The Child Support Grant, through the Social Development, could ideally divert demands from the social security system. Policies can be formulated but if they are not implemented they are meaningless. The public service officials need to be guided by the policies when performing their duties. These policies give direction on how the government projects are going to be developed and implemented.

The government has, over the past five years, put in place a range of policies to transform the social grant system, with the aim to improve service delivery as well as to ensure equity. With the policy framework largely in place, the challenge is now on implementation. Successful implementation depends mainly on an adequate supply of equitably distribution and willingness on the part of the government officials to deliver the service efficiently.

Community participation is considered an important element, for the CSG, to be administered equitable and justly. This means that community members for whom the service is intended must take the initiative and become assertive at all levels of administration of the service. Community members need to be seen as change agents, responsible for empowering those who are not empowered, to gain greater

control over the political, economic, social and environmental factors that negatively affect their lives

In this context, communities are sources of ideas, such as the direction towards which they should head, in future and how they should get there. Not only is this often an avenue for coming up with innovative ideas, it is also an excellent way of getting people committed to the plans, and particular ideas about future courses of action. The following chapter will focus on the literature review.

CHAPTER 4

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter focuses on the research methodology that was employed to extract data from the sources identified as well as the design that forms the theoretical framework of the research. The chapter deals with design as a form of structure that the research study assumed, by highlighting the theoretical framework which informs the study.

The methodology section of this research focuses mainly on what methods were utilised to attain the data that was analysed and is translated to findings in the following chapter.

4.2 RESEARCH DESIGN

Research design is the plan according to which the study obtains research participants and collects information. The research design describes exactly what it is going to do with the participants, with a view to reach an informed and consolidated conclusion about the research problem (Leedy, 1980:58).

4.2.1 Research methodology/ies applied

Wideman (2005:2) explains research methodology as a process that outlines all the steps and procedures the researcher needs to follow, in order to successfully complete an investigation. Two types of approaches are commonly used for research purposes. A researcher may choose to use one of these or both, for the subject of research. The approaches commonly used in the research field are qualitative and quantitative methods of data collection which are briefly discussed below.

4.2.2 Qualitative research

In Bergs' (1998:7) words, this research method is deemed suitable when the researcher's objective is to examine humans and their surroundings. Usually, the aim of the investigation would be to find answers to mind boggling questions, relating to the subjects of the investigation. Thus, qualitative researchers are interested in how humans organise themselves and their surroundings. Also, they want to know how their subjects of research interpret their settings, by means of symbols, rituals, social organisations, including their roles.

This approach regards the research subjects as beings with specific traits such as customary behaviour and attitudes. These are believed to be observable and can thus be adequately measured, interpreted and explained. But this could be done on condition that there is thorough understanding of the frame of reference and contexts, on the part of the investigator, (Allan 1991:178). With regard to qualitative approach, facts and assertions are provided in narrative and not in numbers.

4.2.3 Quantitative research

Quantitative research methods are generally associated with systematic measurements, experimental and quasi-experimental methods, statistical analysis and mathematical methods. This approach takes the positivist orientation, in which knowledge is gained through scientific and experimental means. Such knowledge is accepted as an objective reality, variable can thus be identified and relationships measured. Data collected is reduced into numerical indices with abstract language used for the write-up (Baehr, 1981:22; Bulmer, 1982:71).

Babbie and Mouton (2002:28) state that quantitative research methodology is based on placing emphasis on quantification of constructs, that this is the best way of measuring the properties of phenomena, which is through quantitative measurement. This means assigning numbers of perceived qualities of things and the central role of variables in describing and analysing human behaviour.

Baehr (1981:22) and Bulmer (1981:71) concur that quantitative research is also a form of conclusive research, involving a large number of representative samples and fairly structured data collection means. The primary role of quantitative research is to test hypothesis which is defined as a proposition or statement, regarding the relationship between more variables.

For the purposes of this study, both quantitative and qualitative research methodologies have been used. Accordingly, this study relies on literature review, questionnaires, empirical survey, interviews and data analysis and interpretation as tools of data collection. These methods have been used for data gathering in the study.

4.2.4 Empirical survey

The researcher conducted a survey with respondents from Gugulethu. The respondents were therefore members of the following locations, Kana, New Rest, Luyolo Valley, Fawu Hostel and NY 121 which are all in Gugulethu. The respondents

who participated in the survey were selected using stratified sampling of Gugulethu into five locations (Kana, New Rest, Luyolo Valley, Fawu Hostel and NY 121). It is from these five stratas that a random selection of 20 respondents was conducted from each to make a total sample of 100 respondents to participate in the study. The sample was made small since the researcher could not reach all the respondents and also time was a constraint hence the choice of 100 respondents in all. The questionnaires for the survey were self-administered by the researcher with the help of some field officers. It was through the questionnaires that the research sought to get information on the grant holders or recipients perceptions on the on the factors impacting on the management and administration of the grants.

4.2.5 Interviews

To further understand the factors or challenges affecting the management and administration of grants in Gugulethu, the researcher had to conduct interviews with senior official who work for Social Development. The researcher had to conduct six interviews with senior officials so as to get an in-depth insider perspective on the factors affecting the administration and management of CSG in Gugulethu. In this vein, in-depth interview guides were prepared prior to the interview sessions. Additionally the researcher had to debrief the participants on the objectives of the study, role and rights of the participants, in so doing the researcher had to seek informed consent of the interviewees to participate. They were also guaranteed of their anonymity and confidentiality as their names were not sought in the study. The researcher had to ensure that the interview guides as mention earlier were flexible to allow probing. Furthermore, the researcher had to use the Xhosa language since most of the respondents understood this language and this also was seen as a way to promote a conducive environment for the respondents to freely express their views.

According to Babbie and Mouton (2002:202) there are two types of interviews, and these are the open-ended and closed interviews. In this regard, Denscombe (1998:98-99) asserts that interviews are useful in getting in-depth and comprehensive information. In support, Babbie & Mouton (2002:289) attest that in-depth interviews allow for probing as a way to augment and extract more information from the respondent. Furthermore, Babbie and Mouton (2002:202) argue that the purpose of open-ended or in-depth interviews is to collect rich data that can provide a wealth of information, to the researcher. It is against this background that in-depth interviews were used to collect information from the senior officials who are managing the CSG

in Gugulethu. Hence the researcher utilised also interviews to get a better understand of the factors impacting on the management and administration of CSG in Gugulethu.

4.2.6 Data Analysis and Interpretation

Various techniques of data analysis were employed in this study for the purpose of giving meaning to the data that was collected on the factors impacting on the management and administration of grants in Gugulethu. In this vein, De Vos et al (2005:333) defines data analysis as the process of bringing order, structure and meaning to mass collected data, which is further explained by Bless and Higson-Smith (2002:137) who write that the data analysis process allows the researcher to generalise the findings from the sample used in the research, to the larger population which the researcher is interested in. For the qualitative data from in-depth interviews, codes and themes were developed. This was done to promote interpretational analysis, which is the examining of data for constructs, themes and patterns that can be used to describe and explain the phenomena studied (Leedy, 1980:67). Hence the data was transcribed basing and analysed also relating to the literature and theoretical body.

Quantitative data generated through the questionnaires was analysed through the utilisation of the Statistical Package of the Social Sciences (SPSS) Version 21. Simple descriptive analysis involving simple frequency analysis as well as measures of central tendency and dispersion were employed in the understanding of the research findings with regard to the challenges of management and administration affecting CSG in Gugulethu.

4.2.7 Collection of data

4.2.7.1 Pilot study

Prior to conducting the final data collection of the study, the researcher had to pre-test the instrumentations (questionnaires) of the study in Gugulethu Township. The pilot study was conducted to test the instrument if it was prepared properly and also to get a quick glimpse at the time frame the respondent would take to complete the questionnaires. In this regard, the researcher had to administer twenty questionnaires to the public and conduct two interviews with senior officials in Gugulethu. Furthermore, the pilot was conducted to make the researcher to get acquainted or to familiarize with his instruments and also to ensure adjustments are done before the final data collection to the data collection tools. According to Strydom (2002:210) the pilot study serves in ensuring that researcher has thorough background knowledge

about the research to be focused on. Hence for this study, the researcher utilized the pilot for examining the response rate, completion time, willingness to respond and also for cross examining areas in the instrumentation that need to be changed or corrected.

4.2.7.2 Questionnaire

A questionnaire is an instrument for data gathering beyond the physical reach of the investigator. This is usually the case when the sample population is large and diverse. Because of its impersonal nature, a questionnaire must be designed such that it contains clear questions. These must be worded as simple as possible, to avoid confusion or ambiguity. This is imperative, since the researcher probably may not be available to explain what is meant, by what is not understood by a respondent, (Babbie & Mouton, 2002:180-187).

According Babbie and Mouton (2002:187) it is imperative that a questionnaire should be designed such that it fulfils a specific research objective, and should be brief, with questions following a logical sequence. Three types of questionnaires are commonly used for research purposes. These are structured, semi-structured and unstructured questionnaire.

Questionnaires should be in the language the respondents understand best. This explains the reason why in this study the questionnaire administered to the participants was in both Isixhosa and English, according to the language preferences, expressed by the participants. Also, in this study, the researcher used a structured questionnaire, designed in Likert scale format, and administered to a randomly selected sample of 100 CSG participants.

The researcher distributed questionnaires to one hundred (n=100) respondents. Sampling for the public was done using stratified sampling procedure, it is within the five strata that the researcher had to randomly select 20 respondents each from the strata. The researcher due to time and economic constraints found it feasible to choose a sample of 100 respondents from Gugulethu. The questionnaires were structured and were designed in Likert scale format. They were distributed to various respondents in Gugulethu and these respondents included individuals, social groups and community development members. For the selection of the respondents to participate in interviews the researcher utilised purposive sampling, as the respondents who participated in the in-depth interviews were deemed to have enough knowledge about the factors affecting CSG in Gugulethu. In this regard, a 'purposive

sampling' method was used; which means, some of the respondents were purposely selected on the basis of their knowledge and position. The response rate of the questionnaires and return rate was 100% and that means the respondents completed and returned the questionnaires successfully, since the questionnaires were self-administered by the researcher with the help of some field officers. The data was collected in a period of nearly 12 weeks.

4.2.7.3 Sample Selection

As already stated in chapter one, the population from which the study sample was drawn involved the Gugulethu community CSG recipients. In addition, six officials in the CSG office were also interviewed for the study data collection as well. The following is how the researcher went about the selection process.

The researcher visited the Social Development Offices in the Gugulethu Township and met the officials in charge of CSG there for authorisation to conduct the study. He identified himself and explained the purpose of his visit, that he was there seeking consent from them as the management of the CSG programme, and administration including, getting the depth of the recipients feeling in terms of their satisfaction with the administration as well as management of the grant in the Gugulethu Township.

Furthermore, the researcher informed officials of the ethics and conditions governing research. For example, the researcher mentioned these concerns, harm, consent of the subjects of the investigation, confidentiality of collected data and privacy. The researcher stated categorically all these conditions guiding the research are to be observed and applied during the research process.

The consent of the officials to be interviewed, in respect of their official duties as managers of the CSG, was also requested. The researcher reiterated that his visit to their office was to seek permission to conduct an investigation on CSG and to use the recipients of the grant as participants in the investigation.

He also explained to them that, should the findings of the investigation reveal any corruption practices, in respect of the illegitimate people found to be abusing the CSG; this could be reported to the government, so that action could be taken against such people.

Furthermore, six officials in the CSG office were also requested to be interviewed by the researcher, for further data collection, in respect of the investigation under

question. The researcher was interested to establish whether there could be any challenges that handicap them in the management and administration of the CSG.

The researcher also got the names and addresses of the recipients of the CSG in Gugulethu. He later had to use stratified sampling to divide Gugulethu into five strata namely; Kana, New Rest, Luyolo Valley, Fawu Hostel and NY 121. It is from these stratas that a random sample of 20 respondents each was selected until the total sample was composed of 100 respondents.

4.3 LIMITATION AND DELIMITATION OF THE STUDY

Van der Waldt (2011:14) argues that limitations are potential weaknesses relating to the instruments and the sample of the study, as well as threats to the internal validity of the study that may have been impossible to avoid, minimise and explain. Van der Walt (2011) also opines that delimitations refer to the parameters that form the scope of the study. For this study, respondents who used the questionnaire had language challenges as they were more conversant in the Xhosa language and the questionnaire was written in English this posed a challenge to them. Furthermore, the time period for the study was a challenge as some respondent were working or busy with their daily chores when they were sought for participation. This also can be argued to be the weaknesses of the study. The study was delimited to Gugulethu Township only, due to limited finance it did not cover more areas. This therefore makes the findings of the study to be not generalizable to other research areas or geographic areas.

4.4 DEMOGRAPHIC DESCRIPTION OF THE RESPONDENTS

TABLE 4.1: THE MARITAL STATUS OF RESPONDENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	Single	54	54.0	54.0
	Married	46	46.0	100.0
	Total	100	100.0	

Of the one hundred research participants, 46% were single parents and 54% were married couples. The study revealed that a higher percentage of CSG recipients are children of married couples. On the other hand, children of single or unmarried mothers are by comparison fewer.

TABLE 4.2: THE LANGUAGE GROUP OF THE RESPONDENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	IsiXhosa	85	85.0	85.0
	English	12	12.0	97.0
	Afrikaans	2	2.0	99.0
	Other	1	1.0	100.0
	Total	100	100.0	

Concerning the participants linguistic groupings, 85% of them were IsiXhosa speakers, 12% were English, and 2% Afrikaans and 1% represented other language groupings.

The study also reveals dominance of the IsiXhosa language grouping in the sample since the study was conducted in an area of predominantly Xhosa speaking people. Of equal importance is to note the significance of the linguistic diversity of the sample itself, which is strongly suggestive of the need to observe the linguistic rights of all the participants in a study. The importance of such an observation is to ensure that respondents in the study experience no problem in understanding what is being asked, either in a questionnaire or interview.

TABLE 4.3: THE OCCUPATION OF THE RESPONDENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	Unemployed mother	39	39.0	39.0
	Employed mother with low income	28	28.0	67.0
	Unemployed father	8	8.0	75.0
	Employed father with low income	7	7.0	82.0
	Unemployed guardian	11	11.0	93.0
	Employed guardian	7	7.0	100.0
	Total	100	100.0	

39% of the respondents were unemployed mothers and 28% were employed, but earned very little. Also, 8% of the sample represented unemployed fathers while 7% were employed fathers with very insignificant earnings. In addition, 7% represented employed guardians, while 11% were unemployed guardians.

Participant’s details expose the challenge facing the nation, that of unemployment amongst the women, this is notable 39 women who participated in the study were unemployed. Therefore it can be argued that instances like these, the CSG becomes important as a means of sustenance for both the child and the mothers.

TABLE 4.4: THE NUMBER OF THE CHILDREN IN THE HOUSEHOLDS OF THE RESPONDENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	1 child	21	21.0	21.0
	2 children	48	48.0	69.0
	3 - 4 children	25	25.0	94.0
	5 - 6 children	6	6.0	100.0
	Total	100	100.0	

21% of the respondents represented households with only one CSG beneficiary per household. 48% of the study participants represented homes with two CSG recipients per home. Respondents with 3-4 CSG recipients per household counted 25% of the households represented in the sample and 6% of the sample represented homes with 5-6 number of CSG recipients per home. This indicates that there is need to ensure that families are given CSG and that these grants should be given to children as the study indicates that some families have more than one child and so as to ease this burden on rearing children it can be argued that there is therefore need to ensure that grants are properly administered.

TABLE 4.5: THE AGE GROUPS RESPONDENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	Under 20	15	15.0	15.0
	21 – 30	39	39.0	54.0
	31 – 40	27	27.0	81.0
	41 – 50	16	16.0	97.0
	51 plus	3	3.0	100.0
	Total	100	100.0	

15% of the sample were parents and guardians aged below 20 years. 39% of the study participants aged between 21-30 years old, 27% of the participants were between 31-40 years of age, while 41-50 years olds formed 16% of the sample. Only 3% of the sample represented 50 and above year olds.

The age groupings of parents and guardians who participated in this study do not seem to be much of a concern. The age 21-30 category has the highest percentage i.e. 39%. In all respects, this age is viewed normal for child rearing, for the following reasons: Parents in this age group are normally endowed with good health, mental maturity and immense energy. These attributes are necessary for parents to cope with the demands of child bearing and rearing, quite easily. On the other hand, the under 20 age group can pose problems, mainly due to physical underdevelopment, mental and emotional immaturity, which this age group could experience and thus fail to cope with the job of raising children well as expected of mothers.

4.5 DESCRIPTION OF THE SIX INTERVIEWEES

A: Question One

What is your personal view of child support grant management and administration in Gugulethu office? Is it properly done?

Out of six respondents, three expressed the view that there is still a need for office staff capacity building. One of these three went further stating that “the, process is not properly done”, and cited the fact that there are some backlogs and unlawful actions taking place in the office.” However, two of the six participants were adamant that the management and administration is professionally done.

Indeed, these responses reveal a lot of negativism in terms of attitudes of some office staff members towards their work. It could be said that those who see nothing wrong

at all with the programme management, perhaps have no sense of judgement or duty, whereas, those who are on the opposite side, i.e. those who see the need for staff capacity building demonstrate a sense of care for their work and sound judgement as well. The good thing is the fact that those who see that all is not well in the management of CSG programme are in the majority. This therefore promises future survival of the CSG programme.

B: Question Two

What challenges do you face with regard to the implementation of child support grant procedures?

Four out of the six interviewees pointed to the lack of evidence, in the CSG application form for the potential beneficiaries. This refers specifically to the legally appointed caregivers and or parents or guardians. One respondent though, explained the challenge as due to non-compliance with the PFMA policy stipulations. On the other hand, another respondent expressed the view that there is absolutely no problem in the implementation of the CSG programme. We can see therefore that there is a challenge in the implementation of the CSG programme as witness by the majority of the respondents in this question. This is expressed as non-declaration of the real child's parents or guardians. Insufficient provision of the legally required information that is necessary to pave way for the applicant to access or not access the grant. The non-declaration of who the child's parents/guardians are seems a dominant hurdle that prevents the affected children from getting the grant even if they deserve it.

C: Question Three

What changes should be introduced to addressing the challenges in child support grant process?

Two respondents were more on the vague and irrelevant side. Nonetheless, one respondent raised the issue of language barrier that must be addressed in the CSG application forms. The respondent was specific, stating that application forms for the grant should be in the languages CSG applicants are comfortable with, whatever the language of choice that could be.

Another plausible response recommended internal control measures to be in place as well as accountability on the part of the officials charged with managing the grant. Also on-going staff workshops, on the policies and procedures in the CSG office, were highly recommended.

The remaining two respondents suggested the use of vouchers by the grant beneficiaries. The motivation behind the recommendation being that this would eliminate the abuse of the recipient's grant by caregivers.

D: Question Four

What needs to change at different levels to improve child support grant process in Gugulethu office?

One respondent recommended the enforcement of the Batho Pele Principle by all in the CSG office. Another suggested the need to amend the policy governing the grant, for stricter and effective control of easy access to it, by people who do not meet the required criteria. Two others suggested the use of vouchers to eliminate the abuse of the recipients grant money by caregivers, another participant gave no response to this question while the sixth one was totally irrelevant to the question.

The above information comprised of participants in leadership positions in the Social Development in the Gugulethu Office. Interviews were held with staff members from Social Development who are responsible for the CSG and who hold middle and senior level positions within the department. These were structured interviews that were guided by set questions to keep the focus of what is being investigated, and to allow for an opportunity to compare different responses from the same questions. The aim of these interviews was to obtain insight from these managers regarding problems that are experienced and how they went about trying to overcome them. The type of questions that comprised the interviews was open-ended questions, which allowed respondents to give as much feedback as possible.

The researcher was interested to establish whether there could be any challenges that handicap them in the management and administration of the CSG. The researcher also got the names and addresses of the recipients of the CSG in Gugulethu.

4.5.1 Conclusions drawn from interviews

It can be inferred from the interviews that while there are some concerns in some circles about the need for capacity building of office staff, a few beneficiaries have expressed their faith in the efficiency and professionalism of the officials. To further enhance this professionalism it was suggested that one of the ways in which this could be done is by enforcing the principles of Batho Pele. From the side of the beneficiaries it was suggested that more stringent measures be adopted to ensure that only legitimate people benefit from the grant. In a similar vein, the language used

in the form should be more user-friendly to ensure that it is accessible to legitimate beneficiaries. All in all, this chapter has demonstrated by using responses from interviews what the general consensus is on the need for the efficiency of managing child grants.

4.6 DATA ANALYSIS AND INTERPRETATION OF QUESTIONNAIRE RESULTS

Statement One

There are many parents that are recipients of the support grant in Gugulethu Township.

TABLE 4.6: THERE ARE MANY PARENTS THAT ARE RECIPIENTS OF THE SUPPORT GRANT IN GUGULETHU TOWNSHIP

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	38	38.0	38.0
	Agree	46	46.0	84.0
	Unsure	5	5.0	89.0
	Disagree	3	3.0	92.0
	Strongly disagree	8	8.0	100.0
	Total	100	100.0	

Descriptive analysis

In statement one, 84% agreed with the statement. This percentage combines responses for those who strongly agree with those who just agree. 5% of the respondents were not sure of what to say and 11% disagreed.

Interpretation

The fact that 38% of the respondents strongly agree with the statement and 46% agree provides ample indication a significant number of people in Gugulethu believe that many parents are awarded or receive the CSG. However, 11% of the respondents perceive that the CSG is not reaching all the people in need of it. This can be interpreted as implying that the Gugulethu respondents perceive that not all people are receiving the grant. At the same time it can also be deduced from the findings that a small percentage of the respondents (5%) are neutral or unsure on whether all people receive the grant. This indicates that as mentioned earlier the grant is not reaching all its targeted people, hence the perception by the respondents that they are unsure if the grant is being received by all. It can therefore be argued from these findings that the respondents perceive that the grant is being received by

a larger group of people though there is need to make it to reach all the recipients or to ensure that all the targeted beneficiaries receive it.

Statement Two

Many of the child support grant beneficiaries are the intended recipients.

TABLE 4.7: MANY OF THE CHILD SUPPORT GRANT BENEFICIARIES ARE THE INTENDED RECIPIENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	16	16.0	16.0
	Agree	49	49.0	65.0
	Unsure	19	19.0	84.0
	Disagree	13	13.0	97.0
	Strongly disagree	3	3.0	100.0
	Total	100	100.0	

Descriptive analysis

For statement two, 65% of the respondents seem content that the grant is justly awarded to deserving children. Only 16% is discontent with the statement while 19% were unsure.

Interpretation

The findings of the study do therefore indicate that most of respondents in Gugulethu agree that the CSG are responsive and target the rightful respondent. However, it should be noted that these findings do not posit that the grants are properly awarded in the entire South Africa but only shows that in Gugulethu it is the perception of the respondents that the grant are properly awarded target the real beneficiaries and people in need of assistance. This is also confirmed with the 13% of the respondents who disagree and the 3% who strongly disagree that the grants are given to intend beneficiaries.

Statement Three

Gugulethu offices for child support grant offer quality services to its clients.

TABLE 4.8: GUGULETHU OFFICES FOR CHILD SUPPORT GRANT OFFER QUALITY SERVICES TO ITS CLIENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	11	11.0	11.0
	Agree	38	38.0	49.0
	Unsure	27	27.0	76.0
	Disagree	20	20.0	96.0
	Strongly disagree	4	4.0	100.0
	Total	100	100.0	

Descriptive analysis

The responses to this statement were as follows: 49% supported the statement, 24% disagreed with it and 27% were unsure of how to respond.

Interpretation

It can be noted from the findings that most of the respondents agree that CSG offices in Gugulethu offer quality services this is indicated by the 49% who agree and the 11% who strongly agree. This indicates that in terms of promoting quality service delivery the respondents perceive the CSG officials to be good. However, 20% disagree and 4% strongly disagree with the statement that CSG offices offer quality services. Hence it can be argued that irrespective of the results which denote that most of the respondents view the CSG offices to be promoting and providing quality services, there is need provide mechanism that ensure that services are of good quality to all.

Statement Four

Some legitimate child support grant beneficiaries do not receive the grant.

TABLE 4.9: SOME LEGITIMATE CHILD SUPPORT GRANT BENEFICIARIES DO NOT RECEIVE THE GRANT

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	28	28.0	28.0
	Agree	26	26.0	54.0
	Unsure	25	25.0	79.0
	Disagree	13	13.0	92.0
	Strongly disagree	8	8.0	100.0
	Total	100	100.0	

Descriptive analysis

The study reveals that not all deserving children benefit from the CSG. 54% of the respondents are of the view that some legitimate beneficiaries are, in fact, not receiving the grant at all. However, 25% of the respondents were unsure of what the situation is, in terms of who benefits from the CSG. Nonetheless, 21% of the respondents disagree that legitimate beneficiaries do not receive the grant at all.

Interpretation

It can therefore be deduced from the findings that the people perceive that the granting awarding process is not inclusive of all the legitimate beneficiaries. This is confirmed by the results which show that 54% of the respondents agree that some legitimate beneficiaries do not receive the grant. For instance, in statement one of the questionnaires as many 84% of the respondents to this statement agree that many parents are recipients of the CSG. The results from Table 4.8.4 do highlight that the CSG administration and awarding process in Gugulethu is not targeting all the beneficiaries and has contributed to most of the respondents (28% strongly disagree and 26% disagree) having a perception that the grant is not reaching all the legitimate beneficiaries. Hence, there is need to ensure that the awarding process becomes inclusive of all legitimate beneficiaries and targets all.

Statement Five

The entire community is aware of the child support grant programme.

TABLE 4.10: THE ENTIRE COMMUNITY IS AWARE OF THE CHILD SUPPORT GRANT PROGRAMME

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	14	14.0	14.0
	Agree	34	34.0	48.0
	Unsure	11	11.0	59.0
	Disagree	26	26.0	85.0
	Strongly disagree	15	15.0	100.0
	Total	100	100.0	

Descriptive analysis

Responses to this statement are as follows: 48% agree with it, 41% disagree and 11% are not sure if all community members are aware of the CSG programme.

Interpretation

From the findings of the study it can be noted that 48% of the respondents are of the view that the community is well informed or knowledgeable about the existence of the CSG. At the same time 41% refute the statement, where as 11% are not even sure if the community knows about the CSG. It is in this regard that it can be argued that this might be one of the reason why there is a perception amongst people in Gugulethu that the legitimate beneficiaries of CSG are not receiving the grant. It therefore can be argued that there is need for the CSG offices to come up with programmes and strategies that are meant to ensure that all the inhabitants of the Gugulethu community are informed and become knowledgeable about the existence of the CSG.

Statement Six

The programme is delivered at a high satisfaction level to recipients.

TABLE 4.11: THE PROGRAMME IS DELIVERED AT A HIGH SATISFACTION LEVEL TO RECIPIENTS

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	10	10.0	10.0
	Agree	27	27.0	37.0
	Unsure	26	26.0	63.0
	Disagree	26	26.0	89.0
	Strongly disagree	11	11.0	100.0
	Total	100	100.0	

Descriptive analysis

It is interesting to note that both those who agree and disagree with the statement counted 37%, while 26% were unsure of what the situation is.

Interpretation

It can be argued from the results that 37% of the respondents perceive that the CSG programme is provided at a high satisfactory rate to the beneficiaries. This also shows that the 37% respondents perceive the programme to be administered in an effective and efficient way. However, most of the respondents do indicate or are of the perception that the programmes are not satisfactory delivered to responded. This is seen when 63% of the respondents are unsure, disagree and strongly disagree. These findings are in line with the findings of the study which have indicated that people perceive the CSG to be not being received by all beneficiaries, hence the perception that the programmes are not satisfactory.

Statement Seven

Staff in Gugulethu Offices offer a professional service as they handle children grants.

TABLE 4.12: STAFF IN GUGULETHU OFFICES OFFER A PROFESSIONAL SERVICE AS THEY HANDLE CHILDREN GRANTS

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	10	10.0	10.0
	Agree	27	27.0	37.0
	Unsure	20	20.0	57.0
	Disagree	32	32.0	89.0
	Strongly disagree	11	11.0	100.0
	Total	100	100.0	

Descriptive analysis

Responses are as follows: 37% agree with the statement 43% disagree and 20% are unsure.

Interpretation

These responses demonstrate clearly that the respondents perceive the Gugulethu CSG officials to be not offering professional service as they handle children grants. This is so because 37% perceive professionalism whilst the majority falls within the range of being unsure (20%), disagreeing (32%) and strongly disagreeing (11%). This indicates that most of respondents perceive the CSG handing of the grants to be unprofessional. The results therefore depict perceptions of lack of professionalism as a challenge in the administration and awarding of CSGs.

Statement Eight

Child support grant programme coordination with other programmers by other agencies for social welfare works well.

TABLE 4.13: CHILD SUPPORT GRANT PROGRAMME COORDINATION WITH OTHER PROGRAMMERS BY OTHER AGENCIES FOR SOCIAL WELFARE WORKS WELL

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	12	12.0	12.0
	Agree	37	37.0	49.0
	Unsure	33	33.0	82.0
	Disagree	10	10.0	92.0
	Strongly disagree	8	8.0	100.0
	Total	100	100.0	

Descriptive analysis

This is how participants responded to statement eight: 49% agreed with it, 18% disagreed and 33% were unsure.

Interpretation

The results show that the respondents perceive that there is good coordination of the CSG with other programmes by other agencies of social welfare. This indicated by most of them agreeing that there is good coordination of CSG with other programmes. Nonetheless, it can also be noted that some respondents are of the perception that the coordination is not good, this is revealed or shown by the 18% who agreed and 33% who are unsure. Succinctly the findings show a perception of low coordination of the Child support grant programme coordination with other programmers by other agencies for social welfare.

Statement Nine

Adequate resources (such as enough staff, reliable technology support and security clearance systems) are allocated for the provision of child support grant in the Gugulethu Office.

TABLE 4.14: ADEQUATE RESOURCES ARE ALLOCATED FOR THE PROVISION OF CHILD SUPPORT GRANT IN THE GUGULETHU OFFICE

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	22	22.0	22.0
	Agree	30	30.0	52.0
	Unsure	28	28.0	80.0
	Disagree	8	8.0	88.0
	Strongly disagree	12	12.0	100.0
	Total	100	100.0	

Descriptive analysis

Here are the responses to this statement: 52% agree, 20% disagree and 28% are not sure.

Interpretation

There is an overall perception that the Gugulethu CSG offices are well resourced and capacitated to perform the functions of administering and awarding the grants. This is shown by 52 % of the respondents agreeing that the Gugulethu CSG offices have the adequate resources. However, 28% of the respondents were unsure and 20% disagreed that the CSG offices are well resources to effective perform the duties of the administration and awarding of grants.

Statement Ten

The programme is in full compliance with legal requirements prescribed by national government.

TABLE 4.15: THE PROGRAMME IS IN FULL COMPLIANCE WITH LEGAL REQUIREMENTS PRESCRIBED BY NATIONAL GOVERNMENT

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	7	7.0	7.0
	Agree	32	32.0	39.0
	Unsure	19	19.0	58.0
	Disagree	31	31.0	89.0
	Strongly disagree	11	11.0	100.0
	Total	100	100.0	

Descriptive analysis

This is how the participants responded to the statement: 39% agree with the statement, 42% disagree and 19% were not sure.

Interpretation

A small proportion of the respondent are of the perception that the awarding of grants follows the legal requirement and procedures laid out by the national government. This is indicated by the 39% who agree with the statement, and therefore it is their perception that the CSG process follows all the legal requirements as laid by the government. However, most of the respondent perceive this as not true as 42% disagree and 19% are not sure. Hence it can be argued that the CSG processes are perceived by most respondents as not adhering to the national legal requirement

Statement Eleven

The programme meets the intended objectives of the child support grant programme such as maintenance of child.

TABLE 4.16: THE PROGRAMME MEETS THE INTENDED OBJECTIVES OF THE CHILD SUPPORT GRANT PROGRAMME SUCH AS MAINTENANCE OF CHILD

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	11	11.0	11.0
	Agree	38	38.0	49.0
	Unsure	22	22.0	71.0
	Disagree	19	19.0	90.0
	Strongly disagree	10	10.0	100.0
	Total	100	100.0	

Descriptive analysis

These are the responses to this statement: 49% agree, 29% do not agree and 22% are unsure.

Interpretation

Nearly half (49%) perceive the grants be sufficient or able to meet the maintenance needs of the children. However, it can also be deduced from the findings that 29% of the respondent do not agree that the grant does not meet the maintenance

requirements of the children, whilst 22% are unsure or neutral when it comes to this. Nonetheless, what should be considered is the fact that at least the programme does meet the intended requirements even if it is not affirmed by a big majority of respondents.

Statement Twelve

The programme is continually consistent with department and government-wide priorities of creating better life for all.

TABLE 4.17: THE PROGRAMME IS CONTINUALLY CONSISTENT WITH DEPARTMENTAL AND GOVERNMENT-WIDE PRIORITIES OF CREATING BETTER LIFE FOR ALL

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	22	22.0	22.0
	Agree	35	35.0	57.0
	Unsure	17	17.0	74.0
	Disagree	20	20.0	94.0
	Strongly disagree	6	6.0	100.0
	Total	100	100.0	

Descriptive analysis

57% agree, 26% do not agree and 17% are unsure.

Interpretation

The majority of the respondents (57%) indicates that the grant is promoting better life for all. This perception therefore shows that the CSG has contributed to changes in well-being livelihoods of the people and therefore indicates that it is reducing poverty which one of the main national government goals. However, 26% of the respondents who do not agree and 17% are unsure which indicates that some of the people perceive the grant to be not changing their lives or contributing to poverty reduction in their households or community.

Statement Thirteen

Child support grant realistically addresses the basic child needs which include maintenance of the child and educational needs.

TABLE 4.18: CHILD SUPPORT GRANT REALISTICALLY ADDRESSES THE BASIC CHILD NEEDS WHICH INCLUDE MAINTENANCE OF THE CHILD AND EDUCATIONAL NEEDS

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	26	26.0	26.0
	Agree	42	42.0	68.0
	Unsure	2	2.0	70.0
	Disagree	13	13.0	83.0
	Strongly disagree	17	17.0	100.0
	Total	100	100.0	

Descriptive analysis

68% agree with the statement, 30% do not agree and 2% are unsure.

Interpretation

The statement which is overwhelmingly affirmed by the respondents is indicative of the CSGs effectiveness to its beneficiaries as 68% have perceived it as addressing the basic child needs which include maintenance of the child and educational needs. However, 30% do not agree and 2% are unsure that the grants caters for the maintenance and educational needs of the child.

Statement Fourteen

There is lot of improvement that could be done to deliver the child support grant programme more efficiently.

TABLE 4.19: THERE IS LOT OF IMPROVEMENT THAT COULD BE DONE TO DELIVER THE CHILD SUPPORT GRANT PROGRAMME MORE EFFICIENTLY

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	21	21.0	21.0
	Agree	28	28.0	49.0
	Unsure	26	26.0	75.0
	Disagree	15	15.0	90.0
	Strongly disagree	10	10.0	100.0
	Total	100	100.0	

Descriptive analysis

49% agree with the statement, 25% disagree and 26% are unsure.

Interpretation

Most of the respondents, which is 49% have perceived that there is need to improve the mechanism and process of the CSG to ensure that it becomes more efficient and effective. These findings call for efforts targeted at ensuring that the CSG processes are made effective and efficient, thus promoting delivery improvements on the CSG programme. This is supported by responses in statements four, five, six and seven. 25% who disagree and 26% who are unsure can again be read as an expression of uncertainty on this aspect.

Statement Fifteen

The child support grant programme has resulted in many unintended outcomes such as teenage pregnancy and fight for child custody right.

TABLE 4.20: THE CHILD SUPPORT GRANT PROGRAMME HAS RESULTED IN MANY UNINTENDED OUTCOMES SUCH AS TEENAGE PREGNANCY AND FIGHT FOR CHILD CUSTODY RIGHT

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	32	32.0	32.0
	Agree	24	24.0	56.0
	Unsure	19	19.0	75.0
	Disagree	15	15.0	90.0
	Strongly disagree	10	10.0	100.0
	Total	100	100.0	

Descriptive analysis

56% concur with the statement, 25% do not agree and 19% are unsure.

Interpretation

It can deduced from the result that most of the respondents are of the view that the CSG have given rise to many unintended outcomes such as teenage pregnancy and fight for child custody right. This is noted as 56% have agreed that CSG indeed have unintended consequences. However, 25% do not agree and 19% are unsure. This indicates that CSG have not or cannot be the reason for the rise in teenage pregnancies or child custody issues.

Statement Sixteen

The child support grant allocation and recipient means test practice in its current model needs to be reviewed.

TABLE 4.21: THE CHILD SUPPORT GRANT ALLOCATION AND RECIPIENT MEANS TEST PRACTICE IN ITS CURRENT MODEL NEEDS TO BE REVIEWED

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	17	17.0	17.0
	Agree	33	33.0	50.0
	Unsure	26	26.0	76.0
	Disagree	20	20.0	96.0
	Strongly disagree	4	4.0	100.0
	Total	100	100.0	

Descriptive analysis

50% agree with the statement, 24% disagree with it and 26% are unsure.

Interpretation

The results of the study do indicate 50% or half of the respondents perceive that there is need to review the current model of test practice. In this it can be argued that it is the of the respondents that the current model of test practice is not effective and has to be reviewed. However, not all the respondents perceive this model to be needing reviewing, 24% seem to be content with the current model of the test practice and the other 26% seem to be indecisive in this regard. Hence it can be argued that when it comes to the need of reviewing the current test practise the respondent seemingly are agreeing, therefore it can be concluded that there is need to review the test practise in CSG policy praxis.

Statement Seventeen

The Social Development Department faces an administrative challenge of capacity in the Gugulethu office.

TABLE 4.22: THE SOCIAL DEVELOPMENT DEPARTMENT FACES AN ADMINISTRATIVE CHALLENGE OF CAPACITY IN THE GUGULETHU OFFICE

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	20	20.0	20.0
	Agree	36	36.0	56.0
	Unsure	19	19.0	75.0
	Disagree	10	10.0	85.0
	Strongly disagree	15	15.0	100.0
	Total	100	100.0	

Descriptive analysis

56% agree with the statement, 25% do not agree and 19% are unsure.

Interpretation

There is an indication from the respondents' perception that the CSG offices in Gugulethu are having administration challenges. This is noted when 36% of the respondent have agreed and 20% strongly agreed that the offices are facing an administrative challenge of capacity. However, 10% of the respondents have disagreed and 15% strongly disagreed. This therefore shows a clear indication of the need to ensure that there are capacity building mechanisms in place to ensure that the employees at CSG offices are trained and skilled to effectively administer and award the grants.

Statement Eighteen

There are strong monitoring tools to monitor effective implementation of the child support grant programme.

TABLE 4.23: THERE ARE STRONG MONITORING TOOLS TO MONITOR EFFECTIVE IMPLEMENTATION OF THE CHILD SUPPORT GRANT PROGRAMME

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	5	5.0	5.0
	Agree	12	12.0	17.0
	Unsure	33	33.0	50.0
	Disagree	31	31.0	81.0
	Strongly disagree	19	19.0	100.0
	Total	100	100.0	

Descriptive analysis

50% of the respondents disagree with the statement, 17% agree with it and 33% are unsure.

Interpretation

The respondent perceive that there are no strong monitoring tools that are aimed at ensuring that the CSG are awarded in an effective and efficient manner. This is noted when 50% of the respondents are of the perception that there are no strong monitoring tools. There is a need therefore to promote monitoring and evaluation stratagemms or tools that will ensure that the grant process is implemented in an effective and efficient manner. The availability of such monitoring and evaluation tools will also result in less corruption and fraud, will contribute towards that grant process being perceived as satisfactory.

Statement Nineteen

Sometimes there are parents or guardians that receive the child support grant while they do not qualify.

TABLE 4.24: SOMETIMES THERE ARE PARENTS OR GUARDIANS THAT RECEIVE THE CHILD SUPPORT GRANT WHILE THEY DO NOT QUALIFY

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	49	49.0	49.0
	Agree	27	27.0	76.0
	Unsure	12	12.0	88.0
	Disagree	6	6.0	94.0
	Strongly disagree	6	6.0	100.0
	Total	100	100.0	

Descriptive analysis

76% concur with the statement, 12% disagree with it and another 12% is unsure.

Interpretation

The results have shown that the respondents from Gugulethu perceive that in most cases some parents who are not legitimate or are illegal receive the grants. This is indicated by 49% of the respondents strongly agreeing and 27% agreeing. In this case it can be argued that the respondent perceive the grant awarding process to be

benefiting the illegitimate and hence not targeting the rightful or legitimate intended beneficiaries. Hence there is need to ensure that the process is effective and targets only the rightful beneficiaries.

Statement Twenty

R250 per month is in enough to address basic needs of the child.

TABLE 4.25: R250 PER MONTH IS IN ENOUGH TO ADDRESS BASIC NEEDS OF THE CHILD

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	7	7.0	7.0
	Agree	4	4.0	11.0
	Unsure	2	2.0	13.0
	Disagree	36	36.0	49.0
	Strongly disagree	50	50.0	99.0
	42	1	1.0	100.0
	Total	100	100.0	

Descriptive analysis

86% disagree with the statement, 11% agree and 3% are unsure.

Interpretation

The findings of the study have indicated that the respondents perceive that the CSG amount (R250) awarded to each beneficiary is not enough and does not cater for all the expenses needed. In this it can be argued that the people perceive that there is need to raise the figure of the amount so that it can help them address some of the basic needs of the child beneficiaries.

Statement Twenty One

It may be possible that the child support grant result in / promote teenage pregnancy.

TABLE 4.26: IT MAY BE POSSIBLE THAT THE CHILD SUPPORT GRANT RESULT IN / PROMOTE TEENAGE PREGNANCY

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	20	20.0	20.0
	Agree	19	19.0	39.0
	Unsure	6	6.0	45.0
	Disagree	33	33.0	78.0
	Strongly disagree	22	22.0	100.0
	Total	100	100.0	

Descriptive analysis

55% disagree with the statement, 39% agree with it and 6% are unsure.

Interpretation

The results of the study do indicate that most of the respondents perceive that the CSG does not promote teenage pregnancy. This is due to 55% of the respondents disagreeing with the statement that CSG result in teenage pregnancy. Hence the findings do corroborate the fact that CSG do not promote or result in pregnancy. This confirms the findings by Makiwane and Udjo (2006) who conducted utilized national surveys and administrative data to analyze and explain teenage fertility trends and age patterns of CSG recipients, so as to understand if CSG contribute to teenage pregnancies. Their findings indicated that there is no association between teenage pregnancy and CSG, they therefore argued that teenage pregnancy has commenced to decline before the grants were introduced in 1998.

Statement Twenty Two

In cases where a child no longer qualifies for a grant, the grant is cancelled.

TABLE 4.27: IN CASES WHERE A CHILD NO LONGER QUALIFIES FOR A GRANT, THE GRANT IS CANCELLED

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	25	25.0	25.0
	Agree	33	33.0	58.0
	Unsure	33	33.0	91.0
	Disagree	5	5.0	96.0
	Strongly disagree	4	4.0	100.0
	Total	100	100.0	

Descriptive analysis

58% agree with the statement, 9% disagree and 33% is unsure.

Interpretation

It is the perception of the respondent that if a child no longer qualifies for the grant he or she is cancelled from getting it, this is indicated by 33% agreeing and 25 strongly agreeing. Whilst it can be noted that a small proportion of the respondents (5%) disagree and 4% strongly disagree with this assertion that once a person reaches the grant limit age they are terminated from being recipients of the grant. These findings to a larger extent do indicate that the grant administration process is effective as it makes sure that once a person has reached the grant age limit he or she has to be cut from being a recipient.

Statement Twenty Three

The child support grant is often characterized by fraud and corruption from the side of government officials.

TABLE 4.28: THE CHILD SUPPORT GRANT IS OFTEN CHARACTERIZED BY FRAUD AND CORRUPTION FROM THE SIDE OF GOVERNMENT OFFICIALS

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	52	52.0	52.0
	Agree	39	39.0	91.0
	Unsure	3	3.0	94.0
	Disagree	3	3.0	97.0
	Strongly disagree	3	3.0	100.0
	Total	100	100.0	

Descriptive analysis

91% agree with the statement, 6% disagrees and 3% is unsure

Interpretation

Most of the respondents agree 39% and 52% strongly agree that the grant is fraught with fraud and corruption by government officials. Hence it can be argued that fraud and corruption are a major challenge in the administration of the CSG as government officials also have to utilise the funds for their own persons needs and this forces them to be fraudulent and corrupt. Therefore there is need to promote transparency and accountability in the awarding and administration of the grant to ensure that the amount budget for the grant is used for the legitimate beneficiaries. There is also need to ensure that auditing is done frequently so as to curb corruption and fraud in the administration of social grant funds.

Statement Twenty Four

There are cases where the whole family is dependent on the child support grant to survive.

TABLE 4.29: THERE ARE CASES WHERE THE WHOLE FAMILY IS DEPENDENT ON THE CHILD SUPPORT GRANT TO SURVIVE

		Frequency	Valid Percent	Cumulative Percent
Valid	Strongly agree	55	55.0	55.0
	Agree	29	29.0	84.0
	Unsure	3	3.0	87.0
	Disagree	3	3.0	90.0
	Strongly disagree	10	10.0	100.0
	Total	100	100.0	

Descriptive analysis

84% agree with the statement, 13% disagree and 3% are unsure.

Interpretation

The 84% that agrees with this statement confirms that recipients of this grant are totally dependent on it for their livelihood. This shows that many people who took part of the study perceive the CSG to be also helping or contributing to sustenance in some families. In this case it can be argued that the grant is not only helping the intended children but also the entire families. However, these findings do not depict the views of the entire Gugulethu community and it cannot be argued that these findings are a clear picture of the usage of CSGs in South Africa.

4.7 SUMMARY

The current chapter has highlighted the methodological orientations that were taken to conduct the study, it has in this respect indicated that the researcher utilised a mixed method approach. For the purposes of the study both qualitative and quantitative research design were utilised in ensuring that the objectives of the study are achieved. The chapter has further illustrated the data collection techniques that were used and these are namely the questionnaire and the interviews. The questionnaires were in Likert Scale format and the interviews were structured in nature. The data collected from the study was analysed using descriptive statistics and the qualitative data was analysed thematically. It has also given a description and discussion of the findings from the data collected. The following chapter five, gives a summary of the findings, conclusions and recommendations for future studies.

CHAPTER 5

FINDINGS, RECOMMENDATIONS AND CONCLUSIONS

5.1 INTRODUCTION

In this chapter, the researcher draws together key issues discussed at length in each of the five chapters, concerning the investigation. Thus, a brief overview of the chapters well is given. Also, findings of the study are presented. The researcher also makes recommendations on the basis of the findings obtained through the administration of a questionnaire, to a selected sample of participants, in the study.

5.2 SUMMARY OF FINDINGS

5.2.1 Effectiveness of the CSG

The findings reveal that the programme, to a certain extent, meets its intended objectives i.e. maintenance of the needy children this, the CSG programme is to a certain degree continual and consistent with the Departmental and Governmental wide objectives of creating a better life for all. Whether the programme realistically addresses the basic child needs is however a moot point as there was a substantial number of respondents that were sceptical of this. Granted, there are for example, situations, where the whole family depends entirely on the CSG to survive. This is revealed in the participant's responses to the questionnaire questions. However, there is ample evidence, as revealed in the survey that there is a lot of room for improvement.

5.2.2 CSG Beneficiaries' experiences with the Programme

The investigation confirms that CSG has remarkably unintended outcomes. For example, teenage high rate pregnancy in terms of which some teenagers are seen as becoming pregnant with the aim of getting the grant; there have also been accusations of maladministration and corruption levelled against the authorities. Also, beneficiaries view the means test practice, in its current model, as not adequate enough. Most responses to a statement inquiring about child grants expressed a feeling that it needs to be reviewed.

5.2.3 Language and Terminology in CSG Application forms

In addition, for most respondents, the language used in the application forms for CSG was viewed as a concern. It appeared to be a barrier that impedes their comprehension of what is actually being asked of them in order to fill in the form. Hence, the findings have indicated that the language and terminology used in the

CSG application forms is not conducive or does not take into consideration the large masses who are not able to articulate or deduce the meanings of the terms utilised.

5.2.4 Management and Leadership of the CSG

The questionnaire statements three, six and seven are very closely related for they all relate to service delivery quality, offered by the Gugulethu CSG officials. Responses to these statements are all closely linked as well they reveal that there is a relative degree of service delivery, and that some measures could be taken to improve administrative efficiency amongst staff in the Gugulethu CSG Office.

The questionnaire statements four and five are also closely linked most responses to these statements point to the weaknesses in the management of the CSG programme. For example, responses to statement four reveal that not all legitimate beneficiaries receive the CSG. On the other hand, statement five reveals that not all community members are aware of the availability of the CSG benefit.

In addition, most responses from the officials interview state categorically the need for capacity building for the officials responsible for the CSG in the Gugulethu Office specifically the staff seem not to be coping with the work load either the office is said to be dogged with malpractices.

What emerged from the interviews is that there may be a need to train the staff on Public Finance Management Skills. As it were, it came out clearly that the CSG programme is not in full compliance with the legal requirements as prescribed by the National Government.

5.3 RECOMMENDATIONS

According to Ntonzima (2004:150) the term “recommend” has various meanings, though the author would prefer recommendation to imply an advice for a course of action to take. The recommendations of the study regarding the evaluation of child support grant policy in Gugulethu have to be viewed as advice for a course of action for the purpose and objective of making the policy praxis of grants effective and responsive. The following are the recommendations emanating from the current study:

Recommendation One

There is need to ensure that there is constant monitoring and evaluation of the CSG as the findings of the study have indicated that in Gugulethu the grant is not

benefitting the intended beneficiaries. Hence, the Department of Social Development has to ensure that beneficiaries are thoroughly examined so as to ensure that the fund does not continue to benefit the wrong recipients or beneficiaries. Furthermore, the implementation of monitoring and evaluation will foster a system of accountability, responsiveness and efficiency in the administration of the CSG.

Recommendation Two

The South African government through the Department of Social Development should promote training and development of officials who administer the CSG. This enhances their skills and competences as the study has revealed the need of capacity building for the officials handling CSG. Hence, there should also be a programme for capacity building of the CSG officials in terms of managerial skills including PFMA skills.

Recommendation Three

The South African government should seriously consider raising the value of the current grant of R 250-00. Most respondents to the statement inquiring about their satisfaction with the R 250-00 per month were a resounding no.

Recommendation Four

The application process and documentation should be made in mediums of communication that are inclusive of both the literate and illiterate. In this regard, there is need to ensure that CSG documents, e.g. application forms, should be in all the languages used in a given area so; no one could miss the benefit of CSG because of inability to read the document well so as to be able to fill in the required information correctly.

Recommendation Five

The study reveals that a great number of households depend, perhaps entirely, on the CSG for survival. This is due to the high unemployment rate prevailing in this country; the government therefore should seriously consider facilitating job creation programmes or projects in Gugulethu Township.

5.4 CONCLUSIONS

Chapter 1: The chapter has given an introduction to the study, laying the foundation of the arguments and orientations of the study. It has therefore illustrated the need for the study and has indicated the impetus or motive behind the study being undertaken. It is in this chapter that the researcher has indicated the objectives and research questions that the research sought to answer by conducting the study. The chapter has also offered the conceptual or theoretical framework of the study and it has concisely outlined the methodology and ethical issues that were considered in the study. Furthermore it has highlighted the structure of the study by giving a layout of the dissertations chapters.

Chapter 2: The chapter was mainly on the legislative frameworks and policies on child support grant. It has indicated the main legislations and policies that South Africa has put in place as social security to promote the child grant. It has indicated that South Africa as a nation support human dignity, social security and welfare provisioning through legislative frameworks such as; The Constitution of South Africa (Act No.108 of 1996) , Social assistance act (Act No.13 of 2004), Public Finance Management Act, 1999 (Act no. 29 of 1999), amongst others. It has be argued in the chapter that South Africa has put in place various legislations that are geared at ensuring the human flourishing and capabilities are enhanced through social welfare mechanisms. The chapter has therefore indicated that the Child Support Grant is one such stratagem that has been put in place as a social welfare policy. The chapter has also argued that while the policies and the legislative framework are admirable, what is really crucial is the translation of those policies into reality.

Chapter 3: The literature reviewed in this chapter concurs that the idea of child support grant is an excellent idea which stems from the pragmatism of the necessity for poverty alleviation. The chapter has highlighted that the CSG has been put in place as a poverty alleviation mechanism. The CSG as argued in the chapter is financial support that is targeted towards poor children and seeks to ensure that they are not vulnerable to poverty and other social ills. It has been indicated that the CSG is one of South Africa's most successful social security programmes. The chapter has also given a description of how the application, selection and awarding of the grant goes on. The chapter has also offered some theoretical statements and argument on public policy that are in line with the provisioning of the CSG as a social security mechanism.

Chapter 4: The chapter has highlighted the methodology ethical considerations and the findings of the study. It has been indicated in the chapter that in order to achieve the objectives of the study a mixed method approach was undertaken, and data was collected through the use of Likert scale questionnaires and structured interviews. The data collected from the study was analysed using descriptive statistics and the help of thematic analysis when it comes to the qualitative data. The last chapter (Chapter 5) which is the current chapter has given a synthesis of the whole study and has given the findings and recommendations emanating from the study.

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APPENDICES

APPENDIX A: COVER LETTER

Cape Peninsula University of Technology
Business Faculty
CAPE TOWN
8000
July 2012

Dear Sir / Madam

Research on *'An evaluation of child support grant policy as administered by the Western Cape Provincial Department of Social Development on its Gugulethu Office'*.

I am Lukhanyo Mpambani studying towards completion of my Masters in Public Management, your kind co-operation is sought for the completion of a questionnaire which is part of a survey of an evaluation of child support grant policy as administered by the Western Cape Provincial Department of Social Development in its Gugulethu Office. I have requested and have been granted permission to conduct the study by the Provincial Department of Social Development.

One of the requirements of the course is to conduct a research. My chosen research topic is; - *'An evaluation of child support grants policy as administered by the Western Cape Provincial Department of Social Development on its Gugulethu Office'*. It would be appreciated if you could be of assistance to me by completing the attached questionnaire. The information in this questionnaire is being collected as part of the research study. The results of the questionnaire will be used purely for academic purposes and will not impact on your current functioning in any way. All information obtained will be treated with the strictest confidence. Your response will remain anonymous. Respondents will be guaranteed that their names will not be used in the final report.

Your participation in this research questionnaire is required to substantiate the importance of my study and will furthermore be utilized to benchmark the effectiveness and efficiency of delivery of the child support grants policy at Gugulethu office as well as the effected community's response to it.

Thank you for your co-operation.

Mr. Lukhanyo Mpambani (Researcher)
Student Number: 205244297; Cell: 084 276 0434

Supervisor: Mr Ntonzima, L
Contact number: 021 460 3637

APPENDIX B: QUESTIONNAIRE FOR CHILD SUPPORT GRANT POLICY

Facilitated by Lukhanyo Mpambani in consultation with Mr L Ntonzima for Master's Thesis at the Cape Peninsula University of Technology

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Mr L Ntonzima: Tel. No. (021) 460 3637

Cell No. 079 1966 379

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JULY 2012

Block for the intended people such as,

1. Marital status of parent or guardian receiving children's support grant			
Single		Married	

2. Language group		
IsiXhosa		1
English		2
Afrikaans		3
Other (Please specify)		4

3. Occupation of Parent and guardian who receive children's support grant											
Unemployed mother		Employed mother with low income		Unemployed father		Employed father with low income		Unemployed Guardian		Employed Guardian	

4. Number of children of each parent or guardian that are recipient of support grant	
0-1 Children	1
1 -2 Children	2
3-4 Children	3
5-6 children	4

5. Age group of a parent and guardian receiving a children's support grant	
Under 20	1
21 – 30	2
31 - 40	3
41 – 50	4
51 plus	5

Please indicate your agreement or not to the following statements by marking the appropriate cell.

	Statement	Strongly agree	Agree	Unsure	Disagree	Strongly disagree
1	There are many parents that are recipients of the child support grant in Gugulethu township.	1	2	3	4	5
2	Many of the child support grant beneficiaries are the intended recipients.	1	2	3	4	5
3	Gugulethu offices for child support grant offer quality services to its clients.	1	2	3	4	5
4	Some legitimate child support grant beneficiaries do not receive the grant.	1	2	3	4	5
5	The entire community is aware of the child support grant programme.	1	2	3	4	5
6	The programme is delivered at a high satisfaction level to recipients.	1	2	3	4	5
7	Staff in Gugulethu offices offers a professional service as they handle children grants.	1	2	3	4	5
8	Child support grant programme coordination	1	2	3	4	5

	with other programmes by other agencies for social welfare improvement works well.					
9	Adequate resources (such as enough staff, reliable technology support and security clearance systems) are allocated for the provision of child support grant in the Gugulethu office.	1	2	3	4	5
10	The programme is in full compliance with legal requirements prescribed by national government.	1	2	3	4	5
11	The programme meets the intended objective of the child support grant programme such as maintenance of a child.	1	2	3	4	5
12	The programme is continually consistent with departmental and government-wide priorities of creating better life for all.	1	2	3	4	5
13	Child support grant realistically addresses the basic child needs which include maintenance of the child and educational needs.	1	2	3	4	5
14	There is lot of improvement that could be done to deliver the child support grant programme more efficiently.	1	2	3	4	5
15	The child support grant programme has resulted in too many unintended outcomes such as teenage pregnancy and fight for child custody right.	1	2	3	4	5
16	The child support grant allocation and recipient means test practise in its current model needs to be reviewed.	1	2	3	4	5
17	The Social Development Department faces an administrative challenge of capacity in the Gugulethu office.	1	2	3	4	5
18	There are strong monitoring tools to monitor effective implementation of the child support grant programme.	1	2	3	4	5
19	Sometimes there are parents or guardians that receive the child support grant while they do not qualify.	1	2	3	4	5

20	R250 per month is in enough to address basic needs of the child.	1	2	3	4	5
21	It may be possible that the child support grant result in / promote teenage pregnancy.	1	2	3	4	5
22	In cases where a child is no longer qualifying for a grant, the grant is cancelled.	1	2	3	4	5
23	The child support grant is often characterised by fraud and corruption from the side of government officials.	1	2	3	4	5
24	There are cases where the whole family is dependent on the child support grant to survive.	1	2	3	4	5

THANK YOU FOR YOUR PARTICIPATION!

APPENDIX C: QUESTIONNAIRE FOR CHILD SUPPORT GRANT POLICY

Facilitated by Lukhanyo Mpambani in consultation with Mr L Ntonzima for Master's Thesis at the Cape Peninsula University of Technology

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JULY 2012

ISIHLOMELO A:

Xa uphendula umbuzo ngamnye sebenzisa u X kulo ndawo ishiyelwe ukuba uphendule kuyo/ubhale kuyo impendulo.

1. Imeko yomtshato yomzali okanye lowo unegunya lokugcina abantwana abafumana uncedo ngokwemali karhulumente			
Awutshatanga na?		Utshatile na?	

2. Ulwimi olusebenzisayo khetha kula angezantsi apha.		
IsiXhosa		1
English		2
Afrikaans		3
Other (Please specify)		4

3. Yintoni umsebenzi aqeshwe kuwo umzali/ onegunya lokugcina amnkele l granti yomntwana																
Ndingumama ongaqeshwanga			Ndingumama owamkela imali encinci			Ndingutata womntwana ongaqeshwanga			Ndingutata oqeshwe/ esamkela umvuzo ophantsi			Ndingummeli womntwana ongaqeshwanga			Ndingummeli womntwana oqeshiwevo	

4. Inani labantwana elifumana inkxaso mali liphantsi komzali okanye ummeli omnye kuphela	
1 Abantwana	1
2 Abantwana	2
3-4 Abantwana	3
5-6 Abantwana	4

5. Wena uphendulayo le mibuzo, bonisa ukuba ubudala bakho ngeminyaka bundawoni koluludwe lobudala lingezantsi apha. Bonisa ngoku beka u X kulo ndawo ukuyo ngeminyaka	
Ngaphantsi 20	1
21 – 30	2
31 - 40	3
41-50	4
51 plus	5

Nceda phonononga le miba ibekwe ngezantsi apha, uthi wakugqiba wenze uphawu X apho uvumelana nkcasana khona nomba ngamnye okanye ungavumelaniyo nomba lowo

	Inkcazo/Imiba	Ndiyavumelana ngamandla	Ndiyavumelana	Andiqinisekanga	Andivumelani	Andivumelani kwaphela tu
1	Uninzi lwabazali luyaxhamla/ luyayifumana inkxaso ngezemali zikarhulumente ezijongene nokubancedisa ekukhuliseni nokondla abantwana abaselula le mali iza kubo iphuma ngehlomela ledolophu yase Kapa I Gugulethu.	1	2	3	4	5
2	Uninzi lwabazali abaxhamlayo kwezi mali zikhutshwa ngurhulumente ngabazali abafanelekileyo ngenene ukuba bazifumane ngokwemigaqo ayibekileyo urhulumente.	1	2	3	4	5
3	I-Ofisi yaseGugulethu ekhupha ezimali zenkxaso yabantwana iwenza lo msebenzi ngenkathalo nononophelo olukwelona zinga liphezulu kakhulu.	1	2	3	4	5
4	Kukho abantwana abanelungelo lokuzifumana ezi mali zikarhulumente zenkxaso yaba, kodwa noko kungalo abazifumani tu kwaphela.	1	2	3	4	5
5	Bonke abahlali abangabemi base Gugulethu banolwazi olupheleleyo ngenkxaso yezi mali yabantwana abanelungelo layo nekhutshwa ngurhulumente.	1	2	3	4	5
6	Le nkqubo yokunikezela ezi mali zika rhulumente zokuxhasa abantwana abanabazali abangathathi ntweni	1	2	3	4	5

	zikumgangatho ophezulu, oncomekayo nowanelisayo kuye wonke umntu.					
7	Izisebenzi zikarhulumente eziqeshelwe lo msebenzi wokunikezela ezi mali kwabo banelungelo lokuzifumana ziwenza lo msebenzi ngendlela ephucukileyo kakhulu, nezi mali baziphatha ngendlela ezimelwe/ faneleke ukuba ziphathwe ngayo.	1	2	3	4	5
8	Iinkqubo zobonelelo lwabantwana ngezimali zesondlo ezingekho phantsi korhulumente zona, zisebenza ngeyona ndlela encomekayo nazo.	1	2	3	4	5
9	Izixhobo zokusebenza (resources) ezinje ngee technoloty, abaqeshwa abaneleyo, ukhuseleko oluluqilima (security) Zikhona kwi ofisi zaase Gugulethu ukwenzela ukuba lo msebenzi wokuhambisa iinkonzo zokukhupha imali yabantwana usebenzeke lula.	1	2	3	4	5
10	Le nkqubo yenkxaso mali yabantwana iqhutywa ngokupheleleyo ngokwemigaqo nemithetho ebekiweyo ngurhulumente kandlu nkulu (National Government) womzantsi Afrika.	1	2	3	4	5
11	Le nkquboyenkxaso mali karhulumente ihlangabezana nkcasasana neenjongo zokuba ibekho ezikuku ncedisana nabo bazali bangathathi ntweni, ekukhuliseni nasekondleni abantwana babazali abahlelekileyo kakhulu.	1	2	3	4	5
12	Le nkqubo isoloko iqhuba njalo ngcembe ihambisana neenjongo ezibekwe phambili kumasebe karhulumente kwakunye nezo zikarhulumente wonke welizwe ephela ezikukudala ubomi obububo kubemi bonke	1	2	3	4	5

	baseMzantsi Afrika.					
13	Le nkqubo, yenkxaso ngezimali yabantwana ebunyanisweni injongana nezona mfuno zingundoqo zabantwana ezinje ngokondliwa nokunxitywa kwabo ukuya kwezo zihlangabezana nemfundo yabo.	1	2	3	4	5
14	Inkulu impucuko ebonakalayo kolu nikezelo lwenkxaso yabantwana.	1	2	3	4	5
15	Le nkqubo ixhasa abantwana ngezimali zikarhulumente ibonakala inazo neziphumo ezitenxileyo ezingezizo kwaphela ezo zi nqwenelwa ngurhulumente nasisizwe siphela, umzekelo le nkqubo igqwaliswa kukumitha kolutsha olungatshatanga, kunye nabo balwa babe bomvu befuna ukugcinaabo.	1	2	3	4	5
16	Le nkqubo ixhasa abantwana ngezimali zikarhulumente ifuna ukusoloko ibekwe esweni elibukhali, kujongwe ukuba ingaba kuyinene na ukuba bonke abo baxhamlayo na kuyo banelungelo na ukwenza njalo, kuphinde kuqwalaselwe nokuba ingaba ipolisi le yona inkcakasana ayinabuthathaka, nazikroba abathi oozungulichele bangene ngalo kuyo na.	1	2	3	4	5
17	Isebe likarhulumente elijongene nezokuphuculwa kwabantu nentlalontle lijongene nomngeni/ingxaki ngokwamandla elinawo wokulawula le ndlela liyisebenzisayo yokukhupha ezi mali zenkxaso kula ofisi yase Gugulethu.	1	2	3	4	5
18	Kubonakala ngathi banazo nook izixhobo zokuphonononga nokuqwalasela banzi ukuba le nkongo yoxhaso ngezimali inikwa ngeyona ndlela ikumgangatho ophezulu	1	2	3	4	5

	noncomeko Kunene.					
19	Kubonakala ngathi ngamanye amaxesha kubakho abazali okanye abameli babantwana abaxhamlayo kule nkxaso mali karhulumente yabantwana. Oko kuyenzeka nangona sukuba bengenalo ilungelo lokuxhamla.	1	2	3	4	5
20	Amakhulu amabini anamashumi amahlanu erandi ngenyanga onele ukufezekisa iifundo zomntwana.	1	2	3	4	5
21	Kubonakala ngathi le nkxaso ngemali yabantwana, ekhutshwa ngurhulumente yiyo kanye ekhuthaza eli zinga liphezulu lokumitha kweentanjane kule mihla.	1	2	3	4	5
22	Xa kuthe kwafumaneka ukuba umntwana ufumana inkxaso zimali kurhulumente ebengafanelanga kuyifumana, iyohlutwa ngoko nangoko inkxaso leyo.	1	2	3	4	5
23	Le nkxaso zimali karhulumente kufumaniseka ukuba isisisulu sorwaphilizo, nobuqhetseba obenziwa ngabaqeshwa baka rhulumente uqobo.	1	2	3	4	5
24	Kukho imeko apho ufumanisa ukuba usapho lomzi lonke luxhomekeke kule nkxaso mali yabantwana evela kurhulumente ukuze luphile.	1	2	3	4	5

NDIYABULELA KAKHULU NGENTSEBENZISWANO YENU.

APPENDIX D: INTERVIEW QUESTIONNAIRE FOR CHILD SUPPORT GRANT POLICY

Survey to evaluate the child support grant policy as administered by the Social Development in Gugulethu Office

Dear Sir/ Madam

This questionnaire/interview is designed to evaluate whether the community development of Gugulethu Office objectives as stated by the government departments implementing them do meet their objective and whether the intended beneficiaries were included in the initiation and planning of the project.

The result of this survey will assist in determining the pattern of implementing management that assists in making community development of Gugulethu Office a success and whether community involvement does play a role in the success of child support grant policy.

Your co-operation is greatly needed in making this study a success and in assisting the researcher to complete his study. All information retrieved from this study will be treated with confidentiality and will only be used for the purpose of this study.

For any queries, comments and additional information, please contact Mr Lukhanyo Mpambani on:

Cell 0842760-434

Office 043 783-1802

Email: Lukhanyo.mpambani@dpw.ecape.gov.za

Fax: 0865562066

Thank you for your co-operation

Lukhanyo Mpambani

M -Tech Research Student

Faculty of Business

Cape Peninsula University of Technology

Interview Questionnaire- for Officials who manage the Child Support Grants Policy in Gugulethu Office

1. What is your personal view of child support grant management and administration in Gugulethu office? Is it properly done?

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2. What challenges do you face with regard to implementation of child support grant procedures?

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3. What changes should be introduced to addressing the challenges in child support grant process?

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4. What needs to change at different levels to improve child support grant process in Gugulethu office?

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APPENDIX E: APPLICATION LETTER FOR AUTHORISATION TO CONDUCT STUDY



TO WHOM IT MAY CONCERN

This letter serves to confirm that Mr Lukhanyo Mpambani is a registered Masters of Public Management student at the Cape Peninsula University of Technology. As part of the requirements for the degree, students are required to submit a thesis on an approved topic. Mr Mpambani case the title of his thesis is:

“An evaluation of Child Support Grant Policy as administered by the Western Cape Provincial Department of Social Development on its Gugulethu Office”

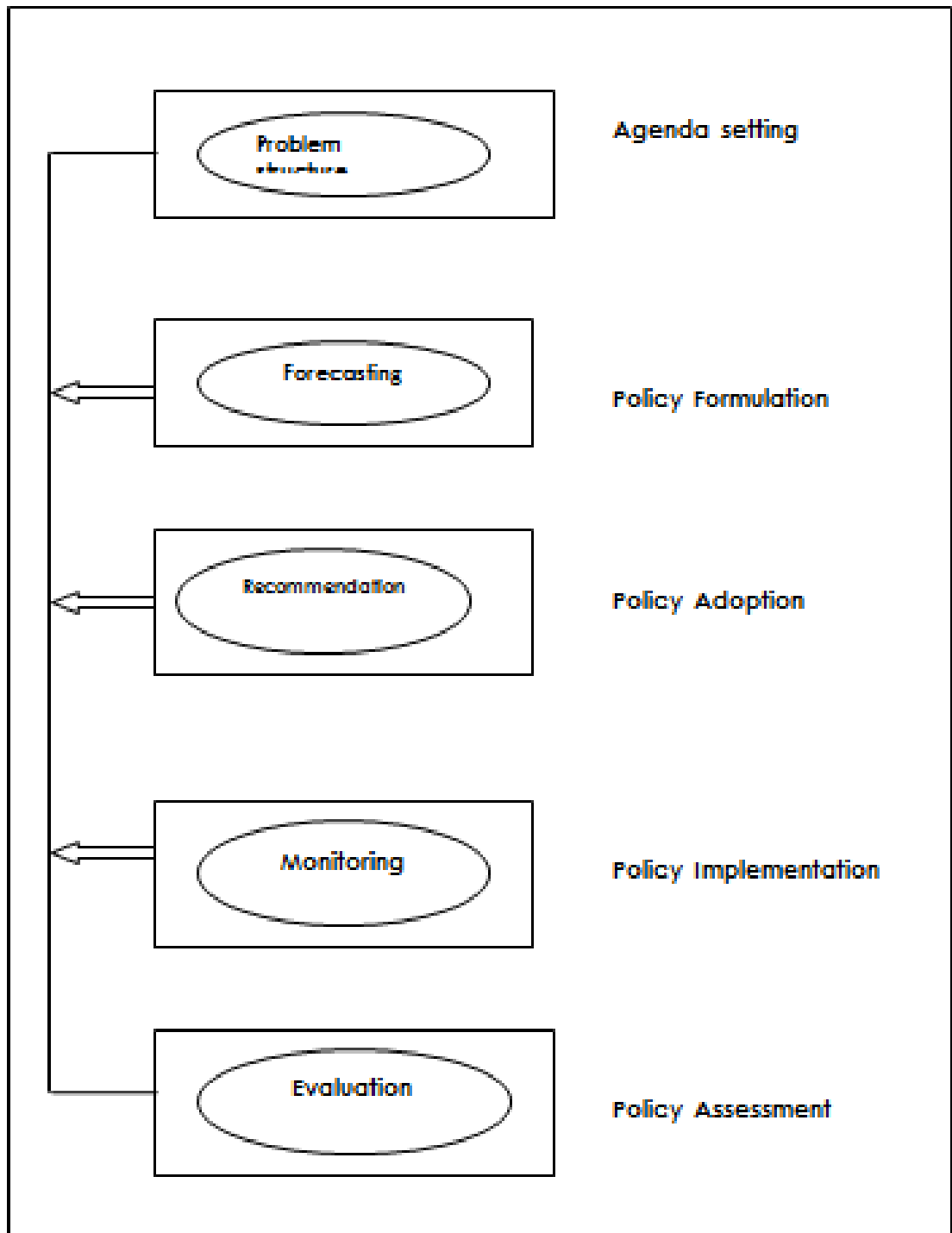
It will be appreciated if you kindly assist Mr Mpambani regarding access to information that will help him with his research efforts. Please feel free to contact the writer hereof should you require any additional information pertaining to this matter. My contact details are telephone (W) 043 783 1802 and email address: Lukhanyo.mpambani@dpw.ecape.gov.za

I thank you in anticipation of your kind assistance to Mr Mpambani.

Yours Faithfully

Mr Lulamile Ntonzima
Supervisor
Post-Graduate programmes in Public Management

APPENDIX F: DUNN'S POLICY MAKING MODEL



Source: Dunn (1994: 17)

APPENDIX G: CERTIFICATE FROM STATISTICIAN



To whom it may concern:

Lukhanyo Mpambani (Student Number 205244297) – MTech dissertation

This is to certify that the I assisted in the statistical analysis of the data in this research project (using SPSS 21).

My function was not to be involved in the interpretation thereof – that should be the student's own work.

C Uys.

Corrie Uys, M.Sc (Statistics)

23 June 2014

APPENDIX H: LETTER FROM GRAMMARIAN

University of Fort Hare

Department of English

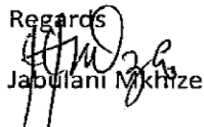
East London

RE: Proofreading or Editing

This serves to confirm that I proofread and edited Mr L. Mpambani's Master's thesis.

If there are any questions in this regard please contact me via my email address as provided below.

Regards


Jabulani Mkhize

Email: jmkhize@ufh.ac.za

13/01/2014