

**ACCESSIBILITY OF CHILD SUPPORT GRANT**

**IN THE**

**SOUTHERN REGION OF THE  
NORTHERN PROVINCE**

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**BY**

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**DECLARATION**

I declare that the dissertation for the degree masters in Development at the University of the North, hereby submitted , has not previously been submitted by me for a degree at this or any other university, that it is my own work in design and in execution and that all material contained therein has been duly acknowledged.

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## **CHAPTER ONE**

### **1. DEVELOPMENT AND IMPLEMENTATION OF CHILD SUPPORT GRANT**

#### **1.1. INTRODUCTION AND BACKGROUND**

##### **1.1. 1. INTRODUCTION**

A democratic South Africa brought both legislative changes as well as paradigm shifts in service delivery in all spheres of government.

In the department of social welfare, population and development, a social welfare white paper was developed to guide the new paradigm of service delivery. The emphasis of social welfare white paper is to redress the imbalance of the past and equitable distribution of welfare resources in the country. It focuses on the developmental strategy which should bring about sustainable improvements in the well being of individuals, families and communities. It emphasizes a move from viewing recipients of welfare services as passive and dependant, to active and independent partners in the service delivery continuum (South Africa, 1996).

This quest for paradigm shift led to the reviewing of all welfare legislation, chiefly amongst which were those relating to child and family care such as the state maintenance grant. As this system of child and family support was not equitably distributed among different racial groups and then fragmented administrations of welfare, a committee of enquiry headed by Franscie Lund was instituted in 1996 to

look into an alternative family support system which would be sustainable, accessible, developmental and affordable.

The findings of the Lund committee culminated into the introduction of the child support grant which was legislated through the child care Amendment Act of 1998. The child support grant was introduced on 01 April 1998, while the state maintenance grant was steadily being phased out. The child support grant is a system of child support in which each child under the age of seven years receives an amount of one hundred rands (R100) per month. The grant emphasized the developmental approach as its administration centres around partnership between the primary caregivers (parent/ legal guardian) and the department of welfare (Lund, 1996).

The child support grant is accessed through the applicant's meeting the following legislative requirements:

- i. the child must have clinic immunization card;
- ii. the primary caregivers must be having South African identity document;
- iii. must prove that he/she has tried to get a job, or join in a local community project.
- iv. The child must have a thirteenth digit birth certificate;
- v. The primary caregivers proof of regular personal income, if is the biological parent of the child;
- vi. The primary caregiver must have taken efforts to secure private maintenance from the non-resident parent;

- vii. Proof that the primary caregiver is the legal guardian to the child; and
- viii. The caregiver must literally be staying with the child and taking care of the latter's daily needs (South Africa, 1998).

It is assured that as a result of these requirements and other factors such as personnel and service recipients' personal factors that the grant become inaccessible

### **1.1.2. BACKGROUND TO THE STUDY**

Since the introduction of this grant, there have been extremely low turnover in terms of applicants. The application turnover expected for this province as a whole was 75.000 needy and deserving children. Based on the provincial figure, it was expected that the Southern region would see a flux of application as three- fourth of this area is rural and without employment opportunities. The expected needy and deserving beneficiaries figure in the region was  $\pm$  15 000 for the financial year 1998/99, however, the opposite applied as by the end of 198/99 financial year, only 1928 applicants were successful.

Despite the wide publicity both before and after the introduction of the grant through workshops, radio, television, community consultations, and MEC's road shows, there was a shortfall of 13072 to reach the financial year's targeted number of 15 000.

This low turnover of applicants led to the suspicion that there may be forces in interplay which make the grant inaccessible amongst them were:

- i. the training of departmental personnel on the developmental aspect of the grant. Though training was offered to serving personnel with introduction of the grant, it became clear that the premises on which the grant is based was new and unfamiliar to most of serving personnel. This then required of the department to appropriate budget for continual training in the implementation of the child support grant in particular and in its developmental aspect for effective service delivery.

To the contrary, training on the implementation of the grant was only done on 28 March 1998. It is suspected that, due to lack of continuous training and the discomfort of departing from the usual remedial approach by officers, might have led to ineffective marketing and implementation of the grant.

The second most important factor which may have rendered the grant inaccessible to potential beneficiaries, are legislative requirements to qualify for the grant.

Despite the fact that some of these requirements were either modified or removed through amendment slip no. 20235 of 25 June 1999, their initial impact might have had a hindering impact. Also the fact that they may have taken more than six months to reach some of the functional workers may have had a negative impact on accessing the grant.

It is vital to indicate that the following requirements were removed after one year and two months of the grants implementation, I, iv, and vi while item/ requirement v, was only modified from household income to personal income of the child's primary

caregiver as there may be five working household members with only one person taking direct responsibility for the care of the child (South Africa, 1999).

Other factors suspected to be impacting negatively on accessing the child support grant are, the age of the primary caregiver. Available evidence indicates that the more elderly the primary caregivers, the less access the latter has to available resources due to lack of mobility, lack of contacts with the environment around him/her. This assumption is corroborated by Hobman, (1981) when he argues that the elderly are most likely to live alone, and that this disadvantages them in terms of social contacts, income and information.

The prospective recipients of child support grant is further suspected to be affected by the rural-urban dichotomy. It has been shown by various studies that urban residents have more access to available resources or services as contrasted to rural residents. In their study of access to social services in the United states of America, Rosenblatt and Mascovice (1982), found that rural dwellers are inherently more conservative and have delayed access to services. This is due to isolation, lack of transportation facilities and bad road conditions. In their study, to compare accessibility to medical services between metropolitan and rural residents, Straub and Walzer (1992), found that the residents of rural areas had 5.1. Physician contact per person, compared to 5.5. contact per person among metropolitan population. They conclude that the differences in utilization may further be exacerbated by the larger portion of the elderly in the rural population than in urban areas.

Educational level of the primary caregiver has also been suspected to play a significant role in accessing services in general and child support grant in particular. Evidence has shown that, more often than not, the less educated caregivers find it difficult to access valuable information about services they are entitled to. The South African deliberate policy of excluding the majority of Africans from quality education has left most black South African uneducated, particularly those in the rural areas, Thus compounding the problem of accessibility to available resources.

Finally, sex as a social variable is suspected to be playing an essential role in accessing the grant. More often than not, primary caregivers are women. Being a women in the rural area, is in itself an added disadvantage as most women are still confined to child rearing practices with little access to information around them. (Fergusson- Brown, 1997).

## **1.2. RESEARCH QUESTIONS**

Having outlined the various factors that are suspected to be impacting on accessibility of child support grant, it remains imperative to set out the objectives of this study. The study purports to examine the impact of the following factors on accessibility to child support grant:

- how personnel training equipped them for effective dissemination of information on child support grant through the developmental paradigm;
- whether qualifying requirements have a negative or positive impact on accessing the grant; and



- whether social variables as outlined above affect accessibility to the grant in either a positive or negative way.

The interactive effects of most of those factors would be proved at the end of the study whether it has negative or positive impact on accessibility to the grant.

### 1.3. AIMS AND OBJETIVES OF THE STUDY

The major objectives of this study is to uncover reasons for lower turnover of the targeted beneficiaries. To achieve this objective, the study sets three related aims:

- to determine whether training of personnel equipped them with the necessary skills to market the child support grants developmental paradigm;
- to determine whether qualifying requirements impact accessibility to the grant negatively or positively;
- to find out whether personal / or social variables of primary caregivers such as sex, age , educational level , urban and rural dichotomy make it possible for the former to access the grant.

### 1.4. DEFINITION OF KEY CONCEPTS

#### 1.4.1 Child Support Grant

Child support grant is a grant of R100-00 (one hundred rands) a month per child under the age of seven years. This cut off of seven years is based on the premise that children under this age are in their most critical developmental stages and are vulnerable to various child-related diseases such as malnutrition. The grant

contributes to the cost of raising the child in order to reduce the mortality rate in this age group. This child-centered grant is paid to the person who takes care of the daily needs of the child (primary caregiver). It's aimed at assisting needy and deserving families and people raising children under the age seven and it does not meet all the needs of the beneficiary.

In this grant, emphasis is put on partnership between the state and the civil society. The aim of the grant is that, while the state assists the primary caregiver in meeting the basic needs of the child, the latter should engage in developmental work which will have sustainable impact even after the grant is terminated. The grant covers the immediate costs of raising a child by the primary caregiver. The concept primary caregiver implies that no person would receive the grant while staying apart from the child. The grant is given to children under the age of seven years as it is believed that through the seven year period, the primary caregiver shall have been drawn to the employment or community development projects streams.

#### 1.4.2 **Accessibility**

Operationally, the concept refers to the potential beneficiary's ability to apply, and successfully receive the grant.

### **1.5. STUDY AREA**

#### 1.5.1 **Southern Region**

Southern Region in this document is defined in terms of the demarcation of the Department of Health and Welfare district system. According to this system, the region is divided into five districts, which are:

- Greater Lebowakgomo-Zebediela district, comprising of the whole Mphahlele area and the Zebediela which stretches from Khureng to Mogoto village
- Ngwaritsi-Makhudu-Thamaga-Steelpoort which covers the entire Sekhukhune, part of Nebo, as well as Tubatse area constitute the second district
- The third district is Noko-Tlou-Fetakgomo which stretches from Mafefe through to Strydskraal
- Dilokong-Eastern-Tubatse-Ohrigstad is the fourth district and covers areas such as GaKgoshi Ntwampe, Penge, Praktiseer, Ohrigstad, Leboeng and Strydom Tunnel.
- The final and fifth district called Hlogotlou-Lepelle-Nebo North encompasses the areas of GaKgoshi Mokgoma Matlala, through to Wonderboom and Goedgedatch (South Africa, 1996).

## **1.6. METHODOLOGY**

The approach followed in this study included both qualitative, participants' opinion and quantitative in the form of percentages of the number of responses. The kind of data that the study undertook to reveal was the opinions, attitudes and believes of participants on the accessibility of child support, which is one measure to alleviate poverty, administered by the department of health and welfare in the province.

Participants were expected to respond to questions ranging from the knowledge of the grant, administrative impact, the adequacy of awareness raising strategy on the grant, its developmental paradigm, the impact legislative requirements may have in accessing the grant, as well as whether personal variables such as age, education,

sex and the origin of primary caregivers may be impacting negatively on the accessibility of the grant.

The population of the study consisted of service consumers from the community, (clients) as well as service providers in the department of Health and Welfare. Fifty service recipients and service providers were studied, using both the simple random sampling and purposive sampling methods. Each category of participants consisted of twenty-five people. Convenience sampling was used mostly where sufficient information was not available about subjects or where only a certain number of participants considered important to the study were available.

The study is also based on a case study of the Southern region of the Northern Province, and in particular on greater Lebowakgomo-Zebediela district due to its accessibility to the researcher.

#### **1.6.1. Research design**

The descriptive analysis method was used in this study as it appeared the most appropriate with observational techniques of data collection (Leedy, 1974). This method enabled the researcher to elicit more information through observing reactions, feelings and attitudes of participants during the interview.

## Sampling design

Sampling in this study was done on two levels and with two sampling procedures. Both the simple random sampling and purposive sampling procedures were used in the selection of participants of the study.

Simple random sampling was done at two levels only with regard to participating nursing personnel. As the area under study (Greater Lebowakgomo/ Zebediala district) had fourteen functional clinics during the period of this study, the first level of simple random sampling involved allocating all fourteen clinics numbers one to fourteen. Each numbered clinic has a corresponding number on separate and equal square piece of paper. The numbers on a squared paper corresponding to clinic names were put into a lid container and shaken. The first number drawn from the lid container constituted participating clinic number one. The same procedure was followed until all the seven numbers were selected, which constituted fifty percent of the fourteen clinics. After the seven clinics were drawn, the second level of simple random sampling started with collecting all names of day staff per participating clinics.

These numbered names were written down and numbers corresponding to names were written on separate squared pieces of papers. Then the first number drawn from the lid container per clinic represented the name of the participant in the clinic. This procedure was done separately for every clinic to give each of the seven clinics a chance to have one participant in the study. The rationale of the latter practice was to allow representation of both semi-urban and rural participants. Five of the clinics

had an average number of seven employees, except for two which each had two and three day workers respectively.

With regard to social work offices which are nine in the area under study, simple random sampling involved taking all the fourteen names of social workers and allocating numbers to them. Corresponding numbers written on squared size pieces of papers were put in a lid container and shaken. All fourteen numbers were put together and the first number drawn constituted the first participant. The drawn number was put back in the lid container until the last number was drawn. In case the already drawn number is drawn again, another draw is made. This group of participants could not go through two levels of simple random sampling as most of them were one per office.

Social security officers are nine in number in the district under study and are the actual people involved in processing applications of prospective beneficiaries. Purposive sampling procedure was used in order to assess their level of understanding of the developmental aspect of the child support grant as well as their general understanding of problems involved in implementing the grant.

Again, there were only two social development officers in the district during the period of this investigation. As these people have to see to the smooth transition from state maintenance grant to child support grant of beneficiaries, it was deemed vital to include both of them in the study (Bless and Higson- Smith, 1995).

On the part of service consumers (client) the study was initially intended to research on the successful and unsuccessful categories. However, after a pilot survey was carried out to ascertain the validity and reliability of the measuring instruments, the following groups of participants emerged:

- recipients of the grant or successful participants;
- unsuccessful participants due to insufficient documentary prove;
- those participants who had submitted all required document, but awaiting for the first payment of the grant , and
- those who had not yet applied, but if applied would have possibly qualified.

The simple random sampling procedure was used with recipients of the child support grant. At the first level, thirty-two names of recipients registered were drawn; of which only a quarter would participate in this study. The quarter is preferred for economic reasons as most of the participants resided far apart from one another. The thirty two names were then assigned numbers. On separate equal number and size pieces of papers , a corresponding number was assigned, The numbers were then put in a lid container and the first number drawn constituted the first subject of this study in this category. The same procedure of shaking the lid container was followed until the eighth subject was drawn.

Again with those participants awaiting the first payment of the grant, twenty-eight names were randomly selected from the register of which only seven were to become participants of this study. The preference of one-fourth of the population is due to a consideration of cost reduction in terms of travelling. The same procedure of drawing participants was used as in the category on recipients of the grant.

In the third group, a purposive sampling was followed due to the problem that is mentioned below. It became a serious problem for the researcher to get numbers of unsuccessful participants as offices did not keep particulars of people who were not successful in their registers. Only four participants were obtained from one of the offices. These participants then formed the subject of this study in this category.

It also appeared an extremely difficult task to locate prospective beneficiaries who had not yet applied for the grant, as no office was expected to keep record for such people. In this category, convenience sampling was considered appropriate as the researcher only visited clinics on days and time convenient to him.

In this group, the drawn clinics were visited on prior arrangement with the sister in charge. On the days of visit clients were asked whether they had already applied for the grant, and if no is the answer, they were further requested if they were willing to participate in the survey to determine the accessibility of the grant. Once consent was obtained, all the names of consenting clients would be written on a piece of paper with a number on it. A corresponding number would be on separate pieces of papers and put in a lid container with the first name drawn out of the container constituting a participant to this study. The six clinics represented both rural and semi-urban areas with the former being in the majority were visited due proximity. Six consenting participants were interviewed. The average prospective clients per clinic were five.



## **1.6.2. Data collection**

### **1.6.2.1. Data collection instrument and tools**

Two questionnaires were administered for grant applicants and government employees respectively. Though the questionnaires were constructed in English, for participants who could not understand English, their own language was used. The questionnaires were administered by the researcher. Leedy (1997) says the advantage of this method of data collection is that, it elicits information directly from the people. Questionnaires consisted of both open and closed questions to afford participants to offer diversity of opinions.

Departmental registers served as an important source of information on applicants already receiving the grant, as well as those still awaiting for the first payment. Permission to use departmental records was applied for and granted (See appendices 1& II).

### **1.6.2.2. Activity to be performed by participants**

Once participants consented to take part in the study, they were expected to answer questions from the researcher for about fifteen minutes (see appendix III). The two interview schedules contained questions on the knowledge of the grant, effectiveness with which officers raise awareness about the grant, whether legal requirements served to make the grant inaccessible or not, whether their education, sex, place of origin and /or age impact negatively on accessibility to the grant. The few mentioned examples are central features of both questionnaires, though there

are more questions which could not be highlighted in this limited space (see appendix iv & v).

### **1.6.3. Data Analysis**

The responses from participants were analyzed through tables, graphs and percentages in order to show the relationship among accessibility to the grant and other interacting variables. The use of these tools simplified the interpretation of the collected data (Siegel, 1972; Leedy, 1997 and Groenewald, 1986).

## **1.7. SHORTCOMINGS**

The outcomes of this study may have been affected by the fact that in certain participant categories such as social development and social security officers, purposive sampling was used as these categories were assumed to be both necessary and crucial for inclusion in the study. Participants from social security were all included as they have daily contact with the beneficiaries of child support grant, while those of social development had to both market the grant as well as referring beneficiaries of the phased out state maintenance grant as well as those of child support grant to relevant developmental projects. Furthermore, participants from the social development division are only two in the district, which in itself, creates doubts about the representativeness of the category.

The second limitation may be due to lack of comprehensive records for unsuccessful participants, thus limiting the participants only to those whose record were captured by service offices.

Another source of shortcoming may be that despite the assurance given to service consumer participants on confidentiality of the information disclosed, most were not free to share information concerning the efficiency of government machinery, as they feared that the information given could be used against them either to withdraw or disapprove of their applications. There appeared less time was allocated to develop a trusting and working relationship.

#### **1.8. SIGNIFICANCE OF THE STUDY**

Practically, this study hopes to contribute to the community 's access to the grant. It could help enhance chances that many deserving people access the grant. The study could also urge government on the need to develop more appropriate and contextually sustainable awareness strategies, in case the existing strategies are found to be inappropriate. The study will also provide the basis for further research in this field.

## CHAPTER TWO

### **Review of experiences related to the development and implementation of child benefits legislation.**

Any study that purports to analyze child support grant without discussing the social welfare policy and the social security system as well as factors leading to such policy, would not have done justice to the topic, as it would not be based on the rich experiences necessary to arrive at acceptable conclusions.

The main aim of reviewing similar experiences is to ensure that the paper's findings are based on a wide spectrum of inputs that will embrace both the international and national spheres. This practice will also serve to show both similarities and differences of factors which may affect accessibility to the grant.

To show the differences among social welfare policy, social security and child support grant, it is vital to indicate that, the social welfare policy of any country is the largest of the latter two, as it includes social security in the form of pensions, health care, housing and education, to name a few. On the other hand child support grant is one component of social security, which the latter in this study will include old age pension, disability pension, war veteran's pension, foster care grant, child support grant and so forth.

In reviewing the above mentioned experiences, this text would look into, personnel training, legislative requirements as well as other social factors as indicated in the previous chapter.

The following section of the text concentrates on the broader policy framework on social security as well as child support grant in particular from the international experience.

## **2.1. INTERNATIONAL PERSPECTIVE**

There are different factors which determine the structure of the social welfare policy and consequently the social security system of a specific country. Factors such as politics and workers union movements helped shape Germany's social security system ( Rose and Rei, 1986), religion in Israel (Macarov, 1987).

It would also prove empirically naïve to analyze the child support grant of different countries without looking into the interdependence of the family and the child in whose interest the benefits are intended. Family, as the primary socialization agent of any child, seeks government assistance if it cannot take care of its children due to either poverty or unemployment, to cite only two examples.

This point is emphasized by Grant (1990) in article 18(1) of the convention of Children 's Rights, that, both parents have the responsibilities of raising their children, and the state can only come in, where parents are unable, due to either unemployment or death of breadwinners. This discussion is further supported by

Topping cited in Edmun and Chubb (eds) (1972), who indicates that, in China, the welfare system comes into play when a worker in the lower wage categories has a larger number of dependents, and with the common expenditure for food amounting to ten yen per person per month, finds his total outlay exceeds his income.

This emphasis on self-sufficiency on the part of the family augers well for developmental oriented approach (Midgeley, 1996, Edelman, 1992) whose mission is to build a self-reliant family/community in partnership with all stakeholders through integrated social welfare system which strives for the development of human potential.

This developmental approach meant that the normal or tried and tested way of doing things had to change or some of its aspects be merged into the new way of doing things. Furthermore, changing of old approaches demand changes in a variety of factors, such as retraining the existing personnel to effect changes/ or reforming attitudes, and the efficiency with which the new paradigm has to be implemented. Allocating money for retraining and informing the community/ service recipients about the new paradigm form part of the process (Midgeley, 1996).

#### **2.1.1. The effects of training of the implementation of new paradigm**

Available literature on training of personnel to implement new paradigm, has been a problem, both from the personnel as well as the state. Personnel were trained in a particular way and find it difficult to fit into the new paradigm. The state also finds it difficult to effect the new paradigm smoothly due to budgetary constraints.

It is also essential to point out that most international literature, says very little about personnel training, while putting more emphasis on training recipients of the state grants. Scandinavian countries, for examples, put more emphasis on training the recipients of services, which may be due to the fact that they already have well trained personnel before introductory a new service paradigm.

In the United States, training of personnel in the new policy on developmental social welfare, had a two fold approach, viz;

- to make available a variety of rehabilitative and social services recipients and ;
- to establish or strengthen training programmes which would prepare staff to perform these new tasks effectively. Innovative social service was needed to either incorporate or replace the traditional casework method.

Implementing the new approach was not easy due to improper / insufficient planning and lack of readiness to try changed approaches in helping families with dependent children.

Difficulties were encountered immediately in implementing the provision for increased staff training when congress failed to appropriate money for training on the new approach. Very importantly the implementation of the new emphasis depend upon the state and local initiatives readiness to move in new directions, available staff and economic resources (Costin and Rapp, 1984).

According to Hoshino (1977), “the strategy proved to be a debacle as the responsibility of administering a massive, complex and controversial programme, overwhelmed attempts to build a viable service component. Few trained welfare workers could be attracted to the programme, and former staff members who returned after receiving professional training complained that the paper work, the punitive policies and an administrative climate that emphasized investigation, precluded effective services.”

From the above discussion, it appears very clearly that implementing a new paradigm needs sufficient marketing as well as sufficient time for retraining of personnel, focusing mostly on the advantages of the new system. Creating sufficient resources such as training money; increased staff seemed vital in implementing the new programme. Of noticeable, importance in creating new programmes would be the involvement of expertise in the field to avoid haphazard implementation and to get more support and effective implementation of the programme. Attitude of service providers remain an important implementation tool, which may either wreck the ship if not sufficiently worked on or smoothen the implementation with proper and sufficient retraining emphasizing the advantages.

#### **2.1.1.1. Legislative requirements for accessing the grant child benefits**

#### **2.1.2.1. The child’s 13th digit birth certificate**

Literature from most developed countries is dearth about this requirement. It is however, assumed that, as the benefits are accessed through specific ages, authors



believe the document is automatically included. Further more, these countries technological know how, would include this requirement in applying for the grant.

It is mostly in African countries such as Mauritius, where, it is indicated that the applicant should be in the position to produce documents indicating his/her dates of birth Joynathsing, (1979). Suffice to say that this legal requirement is vital and necessary to keep pace with technological development and to safeguard the state from being defrauded by people who would qualify or apply as non-residents or even applying for the same grant in three to four different parts of the country.

#### **2.1.2.2. The primary caregivers citizenship as a qualified requirement**

Most countries require citizenship for the primary caregiver to access the social security benefits of the country. However, different countries have their different timetable for citizenship. In the case of Australia, permanent citizenship is the most vital requirement to qualify for the grant. The permanent residency status is practiced in most countries such as Sweden, and the Unites States of America. It must also be indicated that some countries or and states in the United States went to an extend of restricting legal immigrants to qualify for child support benefits in order to reduce federal spending for low income families and children (Burke, 1996; Kahn, 1996). In the United States, the primary caregivers may be a resident of a country, state or local government as indicated by American's temporary Assistance to needy families Act of 1996 (Kamerman, 1996). In Mauritius to qualify for the grant, the primary caregiver must have been a resident for the past two years.

It goes without a say that any permanent resident of a particular country would be having an identity document. The emphasis on residency ensures that the limited financial resources be used to develop the local poor.

#### **2.1.2.3.2. Involvement of primary caregiver in work related activities**

Literature review of both developed and developing countries has shown that almost all of them emphasize the work ethic. The only difference as to how a particular country effects that depends on available resources such as expertise and finances.

In the United states JOBS (Job Opportunities and basic Skills Training) programme was introduced, where recipients of child benefits, whose children were less than five years old were expected to work for twenty hours per week in order to continue receiving welfare benefits (Handler and Hasenfield, 1999). Through the personal responsibility Act of 1996, child support provision by government was tied to the recipient's participation in work and the latter's ability to make transition to employment (Hagen and Lurie, 1993).

Similarly, Australia, also emphasized training for the recipients of the welfare benefits so as to wean the latter from permanently dependent on the state (Haanses –Olsen 1972). Israel also calculated welfare benefits as percentages of wages in order to avoid creating work disincentive. The emphasis on work ethic was not only a feature of the developed countries, but also African, Middle East and the eastern block countries with the latter represented by Hungary.

From the work tied child benefits of most of these countries, it appears clearly that training was the first consideration in order to prepare recipients for the labour market. Interesting features of social investment is that most recipients will be weaned from the system. By so doing the burden on the social security system would be reduced.

Still in countries such as Israel, social benefits were tied to the primary caregiver's salary. In this case the state of social grant is meant to supplement where the primary caregiver was lacking. This practice emanates from the assumption that large amounts of child care allowance reduce work efforts in some beneficiaries. Of noteworthy importance in the emphasis on work ethics is the fact that, primary caregivers should still feel responsible for the care of the children. The state only comes in where there is a total collapse of family support.

#### **2.1.2.4 The effect of income on monthly allowance**

Different countries offer child allowance on different scale depending on income of primary caregivers. In china, for instance, accessibility to child care allowance is based on partnership between the government and employer or cooperatives. When the breadwinner's earnings divided by the number of dependent children yielded a figure of less than 12 yen per month, the employer made the difference. For factory workers, for instance, the family allowance is four yen per month for the first child, eight yen for the second, but only two for the third. (Whitaker,1972).

In most of the middle east countries, accessibility to the grant is determined through contributing to the social insurance. In Israel, this allowance is a universal programme, paying flat rate allowance beginning with the first child and continuing with subsequent children under the age of eighteen years. This flat rate allowance is accessed through the parent's contributions to social insurance while still employed.

In Australia, a child endowment programme was introduced in 1943 to assist with the cost of bringing up children. As the amounts paid to children were too little, the system underwent a major restructuring in 1976 when the cash amounts were increased substantially. This restructuring pushed weekly payments to \$3.50 for the first child, \$5,00, for the second, \$6,00 for the third and fourth, and \$7,00 for the fifth and subsequent children (Graycar, 1979).

#### **2.1.2.5 Private maintenance as determinant to access child support grant.**

Private child support is a transfer of income to a child living apart from a parent, the non-resident pays for private support. Available literature indicates that, for the state to assist children of needy families, the latter's non-resident parents should contribute something to the up-bringing of the child. However due to administrative problems, this condition is rarely achieved. In this case, the United States enforced all applicants for child care benefits to disclose the particulars of the non resident parents. Once private maintenance is being paid, one portion of the award goes to the primary caregiver while the other sum goes towards the child's insurance. Through this system, only a few eligible for support received an award, and the majority were not receiving anything.

Awards were also too low and too infrequently updated to keep pace with inflation.

Furthermore, the majority of non-resident parents paid no child support and suffered no consequences.

From the various scholars in the field, it appeared that states are unable to put enough pressure to non-resident parents to assume responsibility of their actions. As such, welfare benefits for children of non-resident parents who contribute seasonally or none to the former's development would still escalate as most mothers are either unemployed or under employed.

### **2.1.3 Social variables as determinants to access child support grant.**

The social factors influencing accessibility to child are interrelated and would be treated simultaneously in most of the cases.

#### **2.1.3.1. The effects of education on accessibility.**

Literature indicates that accessibility to available resources/services is more often a function of the individual's educational achievement. It is assumed that the more educated an individual is, the more access he/she has to resources. According to MacPherson (1982), the importance of education in accessing child support grant information is best served by the Chinese example. In china, education was used emphatically as a tool for development, both in changing attitudes and increase productivity. In both China and Cuba, literacy was part and parcel of the total

transformation. As such, almost all citizens of these countries had no problems accessing information on social services, such as child support grant.

A study conducted by Sandra and Dazinger (1996) indicated that residents of the united states with less education and skills were unable to access both the services vital to them as well as better paying jobs. Similarly a study by Adam and Sylvester as cited in Dixon (1987) found that most Ivorians were unable to access child benefits in that country due to illiteracy. Reports indicates that in 1977 3/4 of the unemployed were illiterate. It appears that education serves as key to most of life's necessities, especially in the ever modernizing world where cultural and communal way of existence is steadily being eroded.

#### **2.1.3.2. Gender and accessibility to the grant**

Studies have shown that access to resources has a gender dimension. It is indicated that, though most of males may not be educated, their access to resources is relatively better compared to their female counterparts. Since educational policies often discriminate against women, the poorest groups of woman are found in lower educated categories (World Bank Report 1992).

The world bank report (1982), indicates that female enrolments rates in the third world were well below male ones, and as such, access to resources for the former group is limited. Unequal access to education perpetuates ignorance and restricts access to the poor and exacerbates their disadvantage.

The deprived educational status of woman which ultimately deny them access to information on most national services, is further shown in the world health organization report (1987), which indicates that in the 1970's, in the developing world as a whole, forty percent of females and fifty seven percent of females aged 15 years and above, were illiterate. Above all, even if women go to school have a limited choice of subjects' as well as lower rates of enrolment.

It appears as though resistance to the provision of education for them, is the result that the role assigned to them does not imply any need for education. Moreover, many third world women, when they marry, must go to live with their husbands and families. To spend time and money in educating a daughter who is going to take whatever she gained away with her to another family, is not seen as sensible. Parents look to their children to support them in old age and would like to see any investment they made in education in this light. (Oyen, 1986)

### **2.1.3.3. The impact of age on accessibility**

Available evidence indicates that elderly people would find it very difficult to access available information and consequently resources due to psychological, social, physical, economic and administrative handicaps.

In this regard, Ruiz and Carlton-Laney (1999), indicate that changes in the family structure led to changes in the roles and responsibilities of elderly people. The elderly people are now increasingly assuming an isolated responsibility which deprive them exposure to most of their roles and peers.

Surrounding this loss of independence as a result of physical inability, lack of financial resources and most possibly lack of education turns them into observers of events around them. This also deprive them from accessing what may be considered their basic needs, such as information of child benefit allowances.

According to Rowllings (1981), most elderly are seen as living in a state of isolation and deprivation, without the comfort or company of others, with little involvement in the world around them, and with little opportunities for choice. They are dominated by feelings of loneliness. A report of the supplementary benefits commission as cited in Rowllings,(1981), estimates that about a quarter of old people in London who would be entitled to receiving a supplementary pension, do not, in fact apply, because of ignorance of what is available.

In a similar study carried out by Wang (1998) it was found that the majority of Chinese elderly people could not access social services such as child support grant due to ignorance or lack of information. Suffice to indicate that, though the majority of elderly people may not access information, it is not every elderly person who is deprived as some are educated and mobile to access such resources than young people.

#### **2.1.3.4. Rural-Urban dichotomy and accessibility**

Empirical evidence has shown that most rural dwellers do not access information on service as a result of their isolation, lack of education, lack of facilities and



conservative attitudes as compared to their urban counterparts who experience these hardships to a lesser extent.

Straub and Walzer, (1992), indicate that there is a delayed access to health care services by rural communities. According to them, the “actual utilisation of these and other social services such as child support grant, by rural communities, reflects both availability and accessibility of services as well as social and cultural characteristics of the population as they affect the individual’s expectations and willingness to contact service providers for specific services.”

Rownland and Lyons (1989), indicate that problems encountered by rural populations in accessing service such as child support grant, include lack of financial resources, inadequate number of service providers, excessive distances to providers and corresponding transport problems.

Similarly, in Zambia, the rural areas were largely left without services for long period. According to Joynathsing (1979) most rural children neither received curative nor preventative services. Rural areas are disadvantaged as most of the services that are offered to metropolitan residents are not available, most probably due to their unattractive power to large industrial enterprises.

The plight of rural areas seems to be universal in most of the world, as it can be seen in Hungary as well, social provisions only covered one third of the population, and the whole rural protestants were left out in 1939 (Oyen, 1986).

From the above scholars, it appears that the plight of rural areas still continues in most of the world. It is also noteworthy that the only solution to this problem, would be rural-urban integration strategy. Furthermore, more countries are becoming aware of lack of basic services in these areas and are taking steps to ensure that rural people enjoy their citizenship rights like any other citizen. However, the million dollar question remains as to whether these countries, would in fact implement measures to address these inequalities or the implementation would remain a paper talk?

#### **2.1.3.5. Overview of the section**

From the above experiences, it appears clear that the implementation of child benefits in the form of social grants has not been as easy task, even for developed countries. Both administrative as well as personal factors as integral ingredients of the paradigm shift plan, have to be thoroughly worked out in introducing the new programme.

It becomes clear that, even though the United States' implementation of the new/ additional programmes appeared well marketed, it was not planned with the full consultation of all relevant stakeholders. This is clearly shown by the congress' failure to appropriate funds for training personnel charged with the implementation of the new child support programme.

Furthermore, the attitudes of personnel towards implementing the new programme indicate fear to try the changed approach, which may also point to insufficient

conscientisation of implementing personnel which could have been easily done through intensive consultation and training processes.

On the legislative requirements, the thirteenth digit birth certificate and the primary care giver's residency requirements are necessary documents to determine in the first place, the age of the intended beneficiary, and secondly to target only those within the required age range. It is necessary and vital for determining those who qualify. But of greater interest are the universalistic and social insurance access to the grant practiced by most Middle East countries such as Israel, as well as some of the Scandanavan countries such as Sweden and Australia. Hunsley, (1992), indicates that the extensive, social insurance and universal benefits of Scandanavian countries puts these countries under severe financial pressures.

It becomes clear that the universalistic approach could not be continued without problems. It is important to note that the two, universalism and social insurance operated together where benefits depended on the contribution made by the working parent. In case the majority of citizens were not employed, the social insurance could not be sustained as contributions made by the few, would be far outstripped by the demand. Economic distress would result in more restricted coverage in social insurance programmes, and reduction in social grants payment in real terms.

It is also noted that, in most countries, the young population age is in the majority and increasing age limits for benefits, for instance to 16 years as in Sweden, Ivory Coast and Mauritius less than 15 years, would increase the social security expenditure and thus cause unemployment. Despite differences in age limits from

one country to another, there is a greater tendency among most countries to shift from older ages to five years in consideration of the impact the older ages may have on the country's economy.

The same also goes with the country's wish to ensure that, primary caregivers who received the grant were permanent citizen's of that country. This is vital in the sense that, if every person other than permanent citizens was considered, the country's economy would not have been used in the interests of its nation and most people would emigrate to the country in order to enjoy the benefit, thereby affecting the economy of the country negatively. This assumption is qualified by Martin (1972) when he indicates that one of the United States' qualifying requirements for social grants is that the applicant should have contributed by labour or taxes to the exact state giving assistance. This requirement also look at the length of stay in a particular area/state as well as the applicant's assets.

It was also noted that, the emphasis on work-ethic was a common feature among most developed, represented by the United States, and the developing, represented by Israel. The emphasis on work ethic to access the grant also emphasized on self-reliance and independence of recipients.

In the United States the (JOBS), job opportunities and Basic Skills and Training expects mothers of children below the ages of five years to participate in some work related training which equiped them with basic skills which would make participants less dependent on the social security system, Handler and Hasenfeld (1991). The Swedish system also emphasized full employment for mother of children under the

age of 15 year. Every parent between the ages of 20-60 years were expected to be employed (Friedman, et al 1987).

This work ethic approach is considered the most practical and desirable to foster independence on the part of recipients of the grant, however, given the lowest level of skills, the rate of unemployment, it does not seem feasible to have employment for every citizen of the country. Furthermore in most instances where insufficient investment was done in human capital, literacy classes would be the most appropriate approach before skills training can take place.

Furthermore, depending on the availability of resources, different countries follow various methods to work ethic. In most African countries (Kenya, Ivory Coast and Nigeria) an aggressive distribution of land programme was engaged in, to afford people the opportunity to develop self-reliance (Dixon, 1987).

Again this strategy may have appeared appropriate where sufficient investment in human capital was entertained. It serves no or little purpose to distribute land to people who may not put it to good use. Furthermore, land distribution alone would not be sufficient as capital to work on the land is important to realise the envisaged objectives. Suffice to say, the above mentioned efforts must be commented as they were steps towards realizing the developmental approach in the affected countries.

International experiences also indicate that private maintenance / child support had to be emphasized for a child to receive state benefits. This is due to the believe that both parents of the child must bear responsibility of bringing the child up, unless

proven otherwise. The maintenance contribution by the non-resident parent has proved emotionally and administratively costly both to the resident and the state maintenance office. In most of the cases, non-resident parents do not keep to the award, resident parents are not willing to take such cases to court for fear of victimisation or believe that the non-resident parent would return. On the whole, it is lack of effective administrative machinery that makes this maintenance (private) such an ineffective phenomenon. If the justice system was functioning properly, every non-resident parent would see the necessity of doing what is right for him/her.

Studies also indicate that there is a greater necessity to have a separate organ to enforce private maintenance grant as the state provided benefits are so meagre to enable the needy people to live above the poverty datum line. This is further corroborated by Costin and Rapp (1984), who indicate that a study carried out in New York city to evaluate the adequacy of income support in alleviating poverty, found that among families with children headed by non-aged and non disabled males, only 6 percent were made non-poor by the receipt of social benefits, leaving 94 percent of these families still poor. For families headed by non-aged and non-disabled women, 11 percent were made non poor, while 89 percent remained poor. This suggests that the majority of people in receipt of public assistance, such as child support grant, still remain poor even after receipt .

From the criticism above, it appears that Costin & Rapp (1984) do not see public assistance in the form of grant as supplementary to what the recipient does to create a living. The developmental paradigm indicates that the state only comes in to assist, but the responsibility of child upbringing still remains with parents.

Furthermore, raising the grants to higher levels would have a number of negative effects:

- first, some primary caregivers may abandon their work and;
  - secondly, the increasing number of beneficiaries may overburden the country's economy, therefore leading to unemployment and disinvestment.
- (Costin and Rapp, 1984)

Regarding different social variables as impacting on accessibility of child support grant, available literature indicates that factors like age, educational status, gender and the rural-urban dichotomy have both negative and positive effects. Studies have shown that the less educated a person is, the less access he/she has to available resource. This state of affairs may appear true in certain areas where social and communal networks have totally broken down and the vice versa may be true where communities still live as a close knit unit.

The educational status of individuals has been shown to have effects on accessing available services. This also depend on a variety of interactive forces in a particular locality. For instance, in a rural community where the parents are not educated but, have educated their children who have very close ties with them, the situation may be different.

Gender is said to be impacting differently on accessibility to available services. It is believed that a male may access services more than a female. However, the individual's upbringing and contact networks may also paint a different picture at the

end of this study. Rural areas have been seen to be more disadvantaged as a result of their remoteness, lack of communication infrastructure and transport facilities, while urban areas are said to be having different userfriendly facilities.

It is suggested that with the urban rural integration, increased provision of education, especially women empowerment, most of these problems would over time be outgrown as the majority of people would have access to most services.

## **2.2. The South African experience**

### **2.2.1. Historical development of child support grant in South Africa**

The South African child support grant / allowance has been shaped by a unique interplay of historical social, cultural, economic, geographical, administrative and political forces (Mckendrick, 1987).

Historically, child and family services in South Africa were reserved for specific race groups at the exclusion of the country's large majority of citizens, blacks. Economically, only white South Africans had access to a variety of child and family care services, such as the maintenance grant. Geographically, the then state maintenance grant was only accessed in some provinces and not in others. For instance, in the Eastern Cape a large proportion of families ± 88% accessed the grant, while in the Northern Province, there were only 2669 recipients (Lund, 1996).

Suffice to say that, the apartheid legacy resulted in the birth of the state administered child support grant. Administratively, public social security programmes such as, the



state maintenance grant, tended to punish people for not being able to cope as they were accessed through stringent eligibility requirements such as, being white and needy. Other principles which underscored the then social security arrangements involved adherence to the work ethic and the principle of individual responsibility (Patel, 1992).

During the late seventies, the South African government introduced the homeland and independent states, mostly to black inhabited areas. This system meant that every homeland would have its own department of health and social pensions. These departments were to administer state social security such as the state maintenance grant differently. The children's Act No. 33 of 1960 was the cornerstone legislation for the implementation of the grant. Lack of uniformity of application procedures in respect of the state maintenance grant led to some homeland benefiting more than others, led alone whites who remained a privileged group with better off benefits.

The inequitable distribution of the state maintenance grant and its lack of accessibility to most rural dwellers led to the institution of the Lund committee, whose primary objective was to look into the most viable and sustainable system of child and family support. In August 1996, the committee tabled its recommendations, which among others, included the introduction of the child support grant and the phasing out of the state maintenance grant over a period of five years. These recommendations were approved by cabinet on 5<sup>th</sup> March 1997, and the Welfare Laws Amendment Act No. 106 of 1997 was passed.

The child support grant was implemented on 1<sup>st</sup> April 1998. The Northern Province had targeted 75 000 beneficiaries with the Southern region figure targeted at 15 000 beneficiaries for the financial year 1998/99.

However, in the Southern region, the turnover rate of applicants remained very low. This low application turnover led to both the provincial and regional staff develop questions as to what could be the problem with the low application figure in the region. As the grant was new and employee were trained in therapeutic approach, it appeared necessary to question whether personnel training for disseminating information on the grant was sufficient to equip them with developmental, rather than curative skills.

Furthermore, some questions had to be posed regarding the legislative requirements to access the grant. Finally, some suspicion was also raised regarding the service consumers' own personal variables, such as education, age, gender and rural-urban origin. This part of the text looks into the impact of the above mentioned factors on accessing child support grant.

### **2.2.2. The effects of personnel retraining on disseminating the developmental approach information of the child support grant**

It goes without a say that the introduction of a new way of doing things demand some investment in both capital and human resources. So is the case with the introduction of child support grant, which unlike the state maintenance grant, emphasized the development approach, to which employees are not familiar. This is

clearly indicated by the social welfare white paper, which indicates that the current personnel have been trained in such a way that they are unable to respond appropriately to the most important social development needs in South African communities. This is due to the fact that the past government policies were not developmentally oriented, and training was geared towards therapeutic and restorative approaches (South Africa, 1995).

According to Mckendrick, (1998), fragmented social welfare services and lack of social policy in the past contributed to piecemeal education. Past government policies were not developmentally oriented, thus impacted negatively of developmental academic training.

It is suspected that since personnel still used old modes of operating, one day training session would not have done justice to equipping them with the necessary skills. The impression created here, is that training on a new approach, needed to be continual, acquainting officers with the technicalities of the new approach. Furthermore, Brian, (1998) indicates that development professionals must realize that the key to creating a culture of continuous learning, lies in improving the capabilities of all members. There appears to be broad consensus among scholars and trade unions that training offered timeously, broadly and continuously lead to effective service delivery among employees (Cosatu, 1998). Furthermore, budget allocation is an important factor for continuously influencing the attitudes of personnel about the importance of the new approach.

In addition, Coetzee (1987), indicates that social work education should focus on developmental approach during training, to raise levels of living, including higher incomes, the provision of more jobs and better education.

### **2.2.3. Legislative requirements to access the grant**

#### **2.2.3.1. Child 13<sup>th</sup> digit birth certificate**

The need for a thirteenth digit birth certificate has been a vital and essential document to avoid duplication of services. In the past, people would apply for a child support allowance in one province and another in the other province. This would make the person qualify for the allowance twice every month from the two provinces. However, there were feelings that rural people are unable to access the document especially in remote rural areas where people are found to be illiterate. This is especially so where the primary caregiver is an elderly person without sufficient education (Mabetoa, 1999).

Despite problems related to locality, the birth certificate of the child remains an important document, especially that child benefits are targeted for specific age groups. This computerisation of birth certificates makes it vital to also avoid duplication of receipt of the grant by one individual. Age in this case, is used as a cos-containment mechanism.

### **2.2.3.2. Primary caregiver citizenship**

One requirement to access the grant was that the primary caregiver must be a citizen in this country. The implication here is that, if this means tested benefit could be paid to any person from any other country, the country's financial position could be heavily compromised. Furthermore, extending the status of primary caregiver to non-citizens could attract most neighbouring country citizens who only come during the date of payment and then return to their country of residency.

### **2.2.3.3. Involvement in work-related activities**

The Lund committee recommended that primary caregivers be linked to available community projects or employment, while the child is still receiving the grant. This condition was also included in the application checklist, though it was not made a rigid qualifying requirement. This means, that even though the applicant was not employed or did not belong to a local community project, he/she would still qualify to receive the grant. The work ethic policy was practiced even during the period of apartheid (Patel, 1992).

This situation did not auger well as welfare services were tied to employment. This served to control the workers through passivity. Demands for workers' rights often resulted in loss of employment and consequently loss of benefits. Furthermore, as benefits were tied to employment rural unemployed people were disadvantaged.

Available literature reveals that most social security based along the wages and contribution lines favors the rich. Even where the regressive impact may be minimized, social security based on rights established through formal employment will do nothing for the poor South African majority, who have at most only a marginal place in the formal wage economy. The vast majority of South African residents are outside the economy. (Patel, 1992)

Despite all the above insinuations, it would be appropriate for the country to introduce some programmes to ensure sustainability. The removal, of proof to the effect that the primary caregiver took efforts to secure a job or join the local community project through amendment slip number 20235 of June 1999, has negative economic consequences for this country. It is true, that to be sustainable, the grant needs to carry a child from age 0 - 6 years, after which the child needs to continue developing.

Another implication of the removal of this condition, would be, although it is understood that job opportunities are not available in the region by virtue of its rural nature and lack of industries, what remedy do we bring along to keep the minimum living standard of the poor child after the grant has been terminated?

There could also be arguments that the government pumps millions of rands in other integrated poverty alleviation programmes, but the million dollar question is, are they really integrated and making the desired impact on the targeted beneficiaries, taking into account that these programmes are run by different departments which rarely

communicate with one another? Furthermore, how sustainable are such segregated programmes?

It is also worth noting that most Department of Welfare run poverty alleviation programmes have thus far proved unsustainable, most probably due to lack of proper management of such projects as a result of lack of skills on the part of project members. Furthermore, as the projects are of small scale nature and uncoordinated, they do not reach sufficient people and do not create sufficient sustainable independent livelihoods. Finally, it would appear that people participate in projects which have in immediate pay offs.

#### **2.2.3.4. The means test as determinant for accessing monthly allowance**

To access the child support grant, the primary caregiver, in this case a biological parent, if resident in urban area must be earning R13200 per annum, while those resident in rural and informal settlements must be earning R9800 per annum. If both parents are employed, this figure must reflect joint parental annual income. This means test does not apply in case the primary caregiver is a guardian or non-biological parent.

Once found falling above the definition of the amounts stipulated, the child would not qualify for the grant as it only targets the rural poor. The grant is made to target mostly the poor rural dwellers (Lund 1996).

On the means test as a determinant of accessibility, the household income was used to assess the suitability of the child. This in itself had serious flaws as it would take into account the income of every member in the household even those who do not contribute to the upbringing of the child in question. The possibility being that the deserving child may be excluded on the basis of the joint income of household members. However, recently, the condition was modified to include only the personal income of the primary caregiver and his or her spouse.

Furthermore, unlike, the state maintenance grant, child support grant does not limit the number of qualifying children within the same household. This situation could theoretically lead to, particularly with less educated and unemployed caregivers, giving birth to more children in order to get more income out of the grant. Suppose one household has six teenagers which is mostly the case in rural areas, and each of the residents give birth to a child. This would bring an income of six hundred rands per month, thereby paying more than the state maintenance grant was doing. This would end up defeating one objective of the Lund committee, which was to ensure that welfare expenditure does not increase.

#### **2.2.3.5. Non-resident parent's private maintenance**

It is further indicated that the primary caregiver must prove efforts taken to claim private maintenance from the non-resident parent. However, this situation does not seem to be holding, maybe as a result of failure on the part of the justice system or ignorance of procedure on clients (Van Zyl, 1993).



It is also noted that due to the non-functional nature of private maintenance, many children are being brought up by single parents and the non-custodial parent rarely contributes to their upkeep, despite a legal obligation to do so (Teixeira and Chambers, 1995).

It is a clearly known fact that private maintenance grant has been ineffectively implemented for various reasons, including, fear from resident parents to give information on the non-resident parent, lack of information on procedures of implementing the maintenance and the non-functional administrative procedures of the legal system.

This condition has since being removed from the list of qualifying requirements in terms of the amendment slip number 20235 of 25 June 1999. Though this requirement was to ensure that legally both parents take responsibility for the upbringing of their children, its removal poses questions as to whether as a country we indicate to non-resident parents that the state is always there for irresponsible parents? Its removal may also lead to many primary caregivers flocking to the application points, while budgeted funds have already been committed, thus reducing public trust in the type and efficiency of services being rendered by the government.

### **2.2.3.6. The child's immunisation history as a prerequisite to access the grant**

In order to effectively apply for the grant, a child's immunisation history was necessary. This was done in order to ensure an effective functional complementarity between the health and welfare branches, as well as to ensure that most children do not die of preventable diseases. It was also done to ensure a close relationship between primary health and primary welfare service delivery on the ground. The forging of this relationship was due to the fact that in developing countries, basic development indicators for welfare are much the same as those for health. It is clear that where welfare services are failing, clients in great need will fall back on the health services, and vice versa (McCoy, 1996).

Though various studies agree that in most rural areas there are health facilities, it must be realized that in most rural areas where health facilities are remote, birth takes place in the family. Furthermore, most rural people only visit clinics when they are ill, and not for normal physical monitoring. Suffice to say that accessibility to health care has shown remarkable improvement even in the most remote rural areas.

### **2.2.4. Social variables as determinant to access child support grant**

The social variables which follow will be discussed interchangeably as they are closely linked to one another.

#### **2.2.4.1. The effects of education on accessibility**

Studies have shown that lack of or insufficient education has negative impact on accessing available service or resources. The deliberate policy of discrimination is said to have allocated blacks inferior education. Their educational facilities and access to education were poor. This lack of access to basic education for blacks and large differences in education, led to differences in educational attainment of the former group and non blacks (Wilson and Ramphela, 1989; Christie, 1985; Hartshorne, 1992).

In his study Hartshorne (1985) indicates that, as a results of lack of access to quality education, the standards of performance of black matric students in science subjects has declined remarkably from 1978 to 1983. This drop makes it impossible for such children to access available services. Sadie (1987) also indicates that in 1980, 53 percent of the economically active blacks were unable to compete effectively in the scientific technological milieu. This indicates that these residents were not able to contribute or participate actively in the country's economy, and thus unable to share in the resources of this country.

It is worth noting that education is vital in accessing essential services and resources, especially in this technologically advanced world. However, education may not be the only vital tool where the cultural solidarity and bondage still exists among the residents. In short, the sustained prosperity of a nation depends on the general availability of knowledge and information.

#### **2.2.4.2. Gender and accessibility to the grant**

Available evidence points to the fact that women experience problems in accessing available resources and services. According to South Africa (1997), women face additional hardships as a result of customary marriages and inheritance laws, which have reduced opportunities. They have restricted access to information, education and training. They face most of the drudgery of collecting water and fuel wood, and they shoulder the care of children, the old and the infirm without access to adequate social services.

This discrimination against women, which includes more limited choice of subject which prepare them for low paying and unskilled work, deprives them access on various services including information on child support grant. Indications are that women are deprived of taking their rightful place in the economy, not only through the customs, but also the laws of the country, particularly black rural women. Failure to access education, means future unemployment as well as the inability to raise children independently, especially for single parents.

#### **2.2.4.3. The impact of age on accessibility**

Available literature points to the fact that the more elder the person is, the less likely that the individual would be able to access available services and resources. As a person grows older, it becomes difficult to compete, physically because of ill-health, economically because of limited pension. This make elderly people to loose independence and become increasingly dependent on others for various aspect of

daily living. Most elderly disengage themselves and become less involved in the world around them. They are mostly dominated by feelings of loneliness (Lund, 1993). Though elder people are said to be generally having a greater number of problems, it appears that not every older person experiences the various symptoms as indicated by the differently scholars. The most affected elderly people are those who are poor and have little access to medical care. With current improved medical access by the elder people, most play an extremely valuable role to their respective communities and remain mentally active more than most of the young generation.

#### **2.2.4.4. The rural-urban dichotomy and accessibility**

Various scholars have alluded to the fact that most rural dwellers are unable to access available services due to lack of income, age, gender, lack of infrastructure and bad road conditions. The rural elderly have to travel significant distances more frequently to receive care for their chronic illness. This low income also restricts their activities due to lower health status.

According to Mabetoa (1999), rural communities have experienced chronic underdevelopment and disadvantages for many years because of the apartheid policy. This policy exacerbated the poor living conditions in rural areas and led to failure of the state to develop essential services such as schools, health facilities, transport, infrastructure and job opportunities. These communities were encouraged to be self-reliant inspite of their poverty caused by unemployment and the depletion in rural areas of resourceful people as these emigrated to urban centres in search of employment.

Mabetoa's assertion is substantiated by Ardington and Lunds (1995) survey which indicated that rural dwellers were found to be having lower levels of education than urban dwellers. It further indicated that the percentage of persons with post school education was very low (5 percent) and deep rural areas were far more worse at (2.2. percentage). Furthermore the percentage of the population which was non-resident increased from urban to rural areas. In rural areas, almost half the men aged 20 to 59 years, were absent as migrant workers.

From the different commentators on the subject, it appears that rural areas are disadvantaged in different ways which affect accessibility to different services. This is due to the fact that the nature of these areas is unable to attract both industries and the intellect to ensure improved service delivery to these areas' citizens.

It would also be too generalising to regard all rural areas and people as disadvantaged to the same extent, as there are deep rural areas which do not have or only have limited exposure to resources. There are also rural areas who enjoy a certain amount of services and whose dwellers are not altogether disadvantaged and are able to access available resources. All this facts are expected to become very clear in this survey.

#### **2.2.4.5. Overview of the South African experiences**

Despite, obvious practical problems with the early implementation of this grant, it would appear that the government will learn from these problems and come up with new ways of making the grant work and reach the targeted majority of beneficiaries. Above that, the recommendations of this survey would add some possible solutions to this impasse.

## CHAPTER THREE

### 3. RESULTS OF THE SURVEY AND THEIR DISCUSSION

#### 3.1. Analysis of the survey

The participants of this study consisted of fifty subjects. Twenty-five of whom were personnel serving in the department of health and welfare, while another twenty-five consisted of service consumer / clients. The service providers were derived from the following vocational categories:

- Nine of the participants were drawn from the social security (pensions) group;
- Seven came from the social work category;
- Two from the social development component, while eight were derived from the health care section, represented by day clinic nurses.

To understand how the social variables of the different vocational groups may assist or hinder accessibility to the child support grant and their understanding of the developmental paradigm, of welfare, it became essential to provide their profile before analyzing the actual data. This analysis will only give a general picture of the factors that are deemed to have an impact on accessibility of the grant rather than to look into their individual characteristics.

The social development category consisted of one male and one female, all in their early thirty. They were all university graduates and are holding different senior



positions beyond the entry level. Their work experience is seven and seventeen years respectively.

This category was included in the survey as they are an important link between families removed from the state maintenance grant and/ or child support grant and community development project. (See table 1(a) & (b).

The second category consisted of social workers who were all females of between ages twenty three and forty two years. They are all university graduates and are holding different ranks in their employment. Three of them were entry-level workers, three were a level above while one was a chief social worker. Their average years of service were five years. This group assists in counseling and advising as well as referring clients weaned from the social security system (state maintenance grant child support grant as well as disability grant) to relevant resources such as projects, as well as those clients who would want to make new applications (refer to tables 1(a) and (b)).

The social security category was the third one, which consisted of seven males and two females. Their age structure was between twenty-six and forty seven years, with the majority of participants in the early and late thirties. Six of the participants in this group had obtained standard 10, two university degrees, while only one had a teacher's diploma. While 56 percent were senior admin officers, 11 percent were chief administration clerks, and 22 percent administration clerks, only 11 percent were admin officers. Their average years of service was ten years.

This group is vital as they come into daily contact with prospective applicants of the grant and the information they disseminate to clients determine whether the latter would effectively access the child support grant or not (refer to tables 1 (a) and b).

The last but most important referral category consisted of nurses. Seven (87.5 percent) of those category consisted of females while one (12,5percent) consisted of males. Their ages ranged from 30 to 58 years with the average age being forty two years. Seventy five percent of participants in this category had different nursing diplomas such as general nursing, midwife and psychiatry as well as community nursing. One (12,5percent) participant had standard seven and basic nursing courses, while another had standard eight and basic nursing.

Twenty five percent fell within the category of assistant nursing, while 37.5 percent were professional nurses and the remaining 37.5 percent constituted the rank senior professional nurse. This group's average service was eleven years.

This category is a group of real community workers as most of them spent most of their time in the communities. In relation to this study, the nurses are supposed to monitor the physical development and personal health of the child that are referred to social security for child support grant. Furthermore, the child must be undergoing clinic regular checks to assess the status of the latter's development. As nurses spent most of the time in the clinics/ communities, they refer clients to a variety of resources including to social workers (refer to tables 1(a) and (b)).

**TABLE 1a: PERSONAL VARIABLES OF SERVICE PROVIDERS PER VOCATIONAL CATEGORY**

Vocational group	Gender		Marital status		Age in years	Qualifications	Post held	Years of service
	M	F	M	S				
Social Development	1	1	1	1	35 32	Diploma B.A Degree	Principal; Senior com Development officer	17
Social Work		7	2	5	23,32,42 28,35,28 30	B.A. Social Work degree	3 social workers; 3 senior social workers; 1 chief social worker	3= 3 yrs 1= 10 yrs 1 = 6 yrs 1 = 2 yrs 1 = 7 yrs 1 = 5 yrs
(Pension officers) Social security	7	2	6	3	26,30,33 36,36,38 39,42,47	6 standard 10 1B Admin 1BA Computer 1 Std 10 +9 Diploma Courses	5 senior admin clerks 1 chief admin clerk 2 admin clerk 1 admin officer	1 = 11 mts 1 = 5 yrs 1 = 6 yrs 1 = 7 yrs 1 = 9 yrs 1 = 12 yrs 2= 15 yrs 1 = 23 yrs
Nursing services	1	7	2	6	30,34,38,39 39,46,49,58	1 Std 7 1 Std 8 6 Midwifery	Assistant nurses; 3 senior professional nurses; 3 professional nurse	1 = 23 yrs 1 = 18 yrs 1= 6 yrs 1 = 7 yrs 1 = 17 yrs 1 = 2 yrs 1 = 3 yrs 1 = 11 yrs

**TABLE 1b: PERSONAL VARIABLES OF SERVICE PROVIDERS CATEGORIES IN PERCENTAGES**

Vocational group	Gender		Marital Status		Average age in years	Qualifications	Post held	Average years of service
	M	F	M	S				
Social Development	50	50	50	50	33.5	50 diploma ; 50 degree	50 Senior community development 50 Principal community development	12 yrs
Social Work	-	100	29	71	33.5	100 all BA social work degree	43 Social workers 43 Senior social workers 14 Chief social workers	5 yrs
(Pension officers) Social security	78	22	67	33	36	67 Std 10; 22 BA degree; 11 Diploma	56 Senior admin clerks 11 Chief admin clerk 22 Admin clerks 11 Admin officers	10 yrs
Nursing services	12.5	87.5	25	75	42	75 general nursing diploma and additional one; 12.5 Std 7; 12.5 Std 8	25 Assistant nurses 37.5 Professional nurses 37.5 Senior professional nurses	11 yrs

As indicated earlier on, the different variables may positively or negatively impact on access to the grant in the following ways:

- Gender, there is sufficient empirical evidence that by virtue of their traditional role, women show more empathy to a deprived situation than males. This is indicated by one female participant when she volunteered to offer the child from a destitute family whose grandmother refused to give her money to apply for an identity document money to do so.
- Age, this variable is also assumed to be important with regard to empathy. Sporadic evidence indicates that, the older the person, the more sensitive he or she is to suffering. It must also be indicated that in all the two instances, the individual personality plays a pivotal role than making generalizations.

- Qualifications, seniority and experience. These attributes are said to be having positive impact at their highest level.

It is believed that the more qualified a person's, the more able he/she is able to read and impart appropriate information for accessing the child support grant and services in general. However, the opposite scenario is that, the person may value information for his/her sake and not disseminate it to those it may assist effectively.

On the issue of seniority, the assumption is that, the more senior a person is, the more responsible one would feel or is expected to be. This aspect also goes with the character of the person and surrounding circumstances.

Experience is said to be vital in knowing most of the resources in order to assist poor communities. However, outdated experience and a non- caring personality are not good ingredients for effectively marketing the child support grant, especially if a person is found to be occupying one rank for a very long period.

The service consumer (recipients') personal profiles remain important for accessing or failure to access the grant. The category of service consumers was found to be falling within the following categories:

- i. those in receipt of the grant ;
- ii. applicants awaiting the first payment of the grant;
- iii. unsuccessful applicants and those applicants
- iv. who have not yet applied for the grant,

**i. Those in receipt of the grant**

In this category, 100 percent of respondents were in receipt of the child support grant between September 1999 and March 2000. The majority of these participants (62,5) percent were married, while 37,5 percent were single (refer to table 3b). It was clear with the latter group that it may no longer be possible for them to get married as their ages ranges from 33 o 60 years (see table 3a). Of all the respondents in this group, only 12,5 percent did not receive any state pension other than child support grant as she was only 42 years of age and was not disabled. One of the single parent recipients of child support grant also received disability grant, while one had her household income in the form of her mother's old age pension. Only 37.5 percent of child support grant recipients did not have personal income, which pointed to the fact that they only relied either on family handouts or state pension of self, parent or grandparents. The highly educated recipient in this study had passed standard ten and one aged 60 years had standard three as the highest qualification. All three came from the rural areas of Mphahlele and Zebediela.

Thirty seven and half percent of the participants were married, two of whom were aged forty one and fifty-four years respectively, while the third one did not know her age, but were in receipt of an old age pension. It is also worth noting that the latter respondent had never went to school, and above all, she was born and bred in a rural area of Mphahlele. She also did not have any form of personal income.

The second participants among the married respondents aged fifty-four years also lived on her husband's old age pension and had no any other source of income

(refer to table 3a). Her highest educational standard was three and she also originated from the rural areas, but now resident in semi-urban town of Lebowakgomo.

The third participant among the married subjects of this survey had passed standard six and was forty-one years old, but does not have any source of income other than her husband's contributory pension. She is resident in Lebowakgomo Township.

Twenty five percent of participants in this group were widowed and aged forty-seven and sixty-seven years respectively. One received old age pension over and above the child support grant for her grand child. She had never been to school and staying with her son around Lebowakgomo.

The second widowed participant aged forty-seven years received no state pension and brought her children up through working for neighbours who at most pay her R300-00 after having done them the work, and she sometimes relies on handouts from sympathetic relatives and friends. She only managed to pass sub "A" and is resident in Mphahlele area (refer to table 3a).

#### **(ii) Applicants awaiting payment of the grant**

The applicants in this category have satisfied all the requirements of the grant, but as to the reasons of their not being paid, in time (before expiry of three months) shows something about the logistical accessibility of the grant and the bureaucracy involved in processing of applications (refer to table 3a).

The seven participants who had met all the requirements of accessing the grant also had different personal profiles. Only 12,5 percent of the participant was married and was aged thirty-six years, but had no any other source of income other than doing household jobs and handouts from either relatives or friends. Her husband was not employed due to lack of employment opportunities in the area where they reside. Though the applicant had passed standard seven, she could not further her studies due to lack of money and the attitude of the role of the women in the family.

The remaining 86.5 percent of participants were single, and one of whom was aged thirty-nine years had no household income, except for the three hundred rands which she receives while doing washing for neighbours, and had only passed standard four as her highest qualifications. The urban environment from which she comes would not help her so much as a result of her educational qualifications, other than to assist neighbours with household chores (refer to table 3a and b).

**TABLE 3a: PERSONAL VARIABLES OF SERVICE CONSUMERS PER APPLICATION STATUS**

	Gender		Marital Status		Age in years		Household income in rands				No Schooling	Education		Locality		No. of children under 7 years	
	F	M	M	S	20 - 45	46 - 67	200 - 500	501 - 1200	1200 - 501 - 1200	Matric		Non-matric	Rural	Urban			
Successful	8		5	3	3	5	4	2	-	4	-	2	1	5	6	2	4
Un-successful	2	2	2	2	3	1	2	-	-	1	-	2	1	3	3	1	4
Awaiting payment	7		1	6	5	2	6	-	-	1	-	1	1	6	4	3	8
Not yet applied	6			6	6	-	1	4	-	1	-	-	3	3	5	1	9



**TABLE 3b: PERSONAL VARIABLES OF SERVICE CONSUMERS PER APPLICATION STATUS IN PERCENTAGES**

Application status/ Categories	Gender		Marital Status		Average age in years		Household rands		Personal income in rands		Respondents without schooling	Education		Locality	
	F	M	M	S	20-45	46-67	200-500	501-1200	200-500	501-1200		Matric	Non-matric	Rural	Urban
Successful	100	0	62.5	37.5	37.5	62.5	50	25	50	50 had no income	25	12.5	62.5	75	25
Unsuccessful	50	50	50	50	75	25	50	50 no income	25	75 without income	50	25	75	75	25
Awaiting payment	100	0	14.3	85.7	71.4	28.6	0	0	14.3	0	14.3	14.3	85	57	43
Not yet applied	100	0	0	100	100	0	17	67	17	0	0	50	50	83	17

The second single parent respondent, aged sixty-nine years, was in receipt of an old age pension to take care of her grand children, and had only passed standard three.

The other applicant was only twenty-one years old and had no parents, but was maintained by her maternal uncle at an amount of two hundred rands per month. She is still doing standard nine, something which gives hopes that she may be in the position to leave the social security system and get a job if she proceeds to professional training (see table 3a).

One other single respondent aged forty-seven years had only personal income in the form of assisting neighbours with washing and is paid one hundred and twenty rands per month. She has never been to school in her life, though she resides in Lebowakgomo Township (refer to table 3a).

The fifth single parent aged twenty-one years live on her grand mothers' old age pension and is presently doing standard nine at Lebowakgomo high school.

The final most pathetic, but promising respondent in this group is a twenty-four year old mother of two, who has completed her Bachelor of Commerce studies with the University of the North but cannot find employment. She and her children live on her parents' old age pension in Mphahlele rural area of Maijane (see table 3(a).

### **Unsuccessful applicants**

The four participants falling under this category had problems with submitting to social security officers, the required documents such as married certificates, children's birth certificates and affidavits relating to the availability or absence of non resident parent as well as those relating to employment status of the applicant. Their ages differed from twenty-six to sixty-five years respectively. Fifty percent of the participants were married while the other fifty were single.

For the two married participants one aged forty-four years had her husband unemployed and she get her income from assisting neighbours with household chores upon which she receives three hundred rands per month. She has never been to school and is resident in the rural area of Zebediela called Ga-Rafiri (see table 3a and b).

The second married applicant is a sixty-five year old man who receives old age pension and had never been to school. He resides in the rural area of Ga-Madishaditoro.

From the other two participants who were single, one aged forty years only passed standard two, and relies on the mercy of next of kin to bring handouts for a livelihood (refer to table 3a).

The second single parent participant has completed standard ten and lives on her parents' pension. However lack of employment opportunities in her area of resident makes it impossible for her to realize personal income to take care of her children (see table 3a).

### **Not yet applied**

Twenty four percent of the participants of this study had not yet applied either due to lack of the required documents, lack of information or disinformation. All participants in this category were single parents with ages ranging from twenty one to thirty nine years.

Eighty-three percent of respondents in this category lived on parents' old age pension and only seventeen percent survived on the being phased out state maintenance grant.

Eighty- three percent of participants did not have any source of income, while seventeen percent worked for the local shopkeeper who paid her three hundred rands per month.

Three of the participants had passed standard ten, while one was still in standard nine and the other two had standard seven and eight respectively. Eighty-three percent of the participants in this group reside in the rural area while the seventeen percent come from semi-urban area (see table 3a and b).

Having analyzed the social and personal profiles of both service providers as well as service consumer, it becomes imperative to look into how these variables impact on their accessibility to the grant for the latter group, and the effective marketing of the developmental aspect of the grant by the former group.

Questions ranging from the participants knowledge of the grant, by both the service providers and recipients, the effectiveness of the marketing strategies from service providers as a result of personnel training and to the impact legislative requirements may have, were asked.

On the first question on whether participants heard about the grant, it was found that 96 percent knew about it, though they differed on the sources from which they learned about it. Depending on the category in which the participants fell, that is either consumer or provider of service, almost 99 percent of service providers learned it through the media, such as television, radio, newspaper or MEC's roadshows.

Forty-six percent of service consumers learned about the grant from the public, which included schools, neighbours and pre-schools. The majority heard about it from social workers, clinic nurses, pension payout points, radio and social security offices. Only two participants did not hear or know about child support grant as at 15 January 2000. These participants had not yet applied for the grant. The essence of this question which falls within aim number two was to find out whether the majority of the public knew about the grant (see figure I).

On the analysis of the effectiveness of the marketing strategy and whether qualifying requirements or employee ineffectiveness made the grant inaccessible, a question on how long the respondents knew about the grant, the study compared the dates on which participants allege to have heard about the grant since inception. Sixteen percent of the participants knew about the grant after seventeen months. Twenty-eight percent of the respondents did not remember the dates on which they first heard about the grant. Eight percent of the participants knew about the grant after sixteen months since it was in operation, while four percent knew about it fifteen months since its inception. Another four percent knew about the grant thirteen months after its implementation, while another four percent knew about it nine months later. Eight percent of participants admitted having known about it only a month since it started. Still eight percent of respondents did not know about the grant as at 31<sup>st</sup> January 2000, while four percent failed to respond to the question (refer to figure II).

The question to assess the urgency with which the participants responded in applying for the new child support grant was based on how quickly did respondents react after hearing about the grant in submitting applications.

Only twenty percent of participants indicated that they managed to apply for the grant three months after they knew about it. Eight percent said they responded within the same month of knowing about the grant, while twenty-four percent applied after four months they had heard about the grant. Four percent responded after six months of hearing about the grant. Twenty percent of the respondents could not remember as to after how long they reacted after hearing about the grant, while twenty-four percent had not yet applied by 31<sup>st</sup> January 2000 (refer to figure III).

On a related question to assess the effectiveness of personnel and the administrative bureaucracy associated within government, participants were asked as to how long they waited before receiving the first payment after application was lodged. Twenty percent of participants indicated that it only took them three months to receive the first payments while eight percent did not remember how long it took them before receiving the first payment. Still four percent indicated that, the first payment was received after six months of application date. Forty percent of participants were still awaiting the first payment by the time of research, which is 31<sup>st</sup> January 2000. Sixteen percent of participants did not submit all required documents while twelve percent had not yet submitted their applications for the grant (refer to figure IV).

The other question which only applied to service providers about their giving appropriate and complete information for accessing the grant was targeted at the knowledge base and understanding of the developmental approach in relation to child support grant. Ninety-six percent of officers referred mostly to administrative requirements such as availability of children's birth certificates, identity documents of the primary caregivers, death of marriage certificates of primary caregivers, statutory qualifying age requirements of seven years and below and prove of unemployment. Only four percent of the respondents alluded to the developmental approach which indicates that the primary caregiver should engage in some work so that after the age of seven years the child's development can still be entertained (see figure V).

A related question involved both the service consumers and service providers on the sufficiency of the monthly support grant. Eighty percent of the respondents felt that the monthly grant of one hundred rand was not enough, citing reasons such as a young child takes special meal, the value of rand versus commodities is less, it being below poverty datum line, the distance and cost the recipient takes to collect or apply for the grant outspent the grant, too little to cover the child's basic needs such as food, clothing and medical care. These sentiments were echoed by a study conducted in America by Burgess and Price (cited in Costin and Rapp, 1984) who found that the social security provisions given to aid families with dependent children were inadequate to provide even a minimum level of living. A vast majority can be considered living in dire poverty. These participants feelings were further corroborated by study done by Blackwell and Gould (cited in Constin and Rapp, 1984) in Columbia and Alaska which found that the chief deficiency of children's grants was inadequacy of income.

Eight percent of respondents responded positively to the sufficiency of the monthly grant, citing as some of their reasons, that the grant is complementary to other government programmes such as public works programme, others were to avoid unnecessary population explosion through teenage pregnancies, still some indicated that the grant is not meant to cater for the entire family, but for the child alone. Another respondent argued that the grant is not meant to take the responsibility of the parent away, but only to assist the latter to bring up a child. Some respondents went further to say that why should we worry because the grant assists in buying children's basic needs such as food, clothing and pay for crèche fees. Furthermore, it is for free. Twelve percent of the respondents declined to comment may be because they had not as yet applied for the grant (see figure VI).

As a way of ascertaining the most appropriate strategy for awareness raising about the grant, a relevant question as to how service providers make sure the information on the grant reaches a wider population of the intended beneficiaries was asked. On this question ninety-six percent of the respondents raised a variety of strategies being employed, ranging from personal consultations, community meetings, conferences, seminars, pension paypoint information, involvement of health committees, transitional local councils, South African police services, clinic health talks, crèche and community, coordination of plans for awareness campaigns in the three sections of welfare, project meetings, information brochures to the MEC's roadshows. Only four percent respondents did not feel comfortable to sharing this nature of information with the researcher.



However, having strategies is one thing, and getting them functioning effectively is another. This led to the second question on the effectiveness of the strategies being employed. Eighty-eight percent of the participants reported that the strategies being employed were being effective as most of the service consumers make inquiries regularly and give continual feedback. These inquiries were cited to be taking place in district clinics and social work offices, while the local pension offices reported an increased number of applicants since the campaigns started. Eight percent of the participants felt that the strategy was not being effective as there is insufficient information on the grant at district level. They also advocated for the inclusion of the mobile clinic in awareness raising campaigns, the distribution of additional brochures and giving more resources such as photocopy machines, faxes and computers to districts. Only four percent of the respondents was not sure whether the strategies were effective or not.

On the question of possible obstacles to accessing the grant twenty-three (92 percent) employee respondents alluded to various administrative and social contexts as obstacles to accessing the grant. Among some of the obstacles identified were that most of the deserving children were above the age requirements of the grant, insufficient information on the grant to officers involved with functional work, lack of documents such as birth certificates, inaccessible service points which make transport more expensive for prospective applicants, unwillingness of grandparents to get affidavits on the non-resident parent of their grandchildren and that of confirming the unemployment status of both their children as well as that of their grant children's non-resident parents, household income disclosures became another problem, lack of money to go and register for vital documents with the department of home affairs, to tedious application procedures for both the vital

documents as well as the grant itself, and lack of independence and initiatives on the part of client. Only two officers indicated that they did not know the main obstacles for accessing the grant (refer to figure VIII).

To address some of the obstacles indicated above, both the government employees and the prospective beneficiaries of the grant were asked a question as to how they feel the application procedures of the grant could be made more user friendly. Again different responses were received depending on whether the respondent knew the current procedures or not. For example, all those service recipients who had not yet applied were not able to give inputs as they have never been to the office and experience the application process. Almost all respondents referred to the raising of the age limit to either twelve or eighteen years, increased monthly grant from one hundred rand per month to the maximum of three hundred rands. Some referred to the collaboration of the department of health and welfare, home affairs and education. Still others felt there must be more collaboration among the three divisions in welfare, that is social security, social development and social work. Most social security personnel felt that the application procedure is bureaucratic and that documents such as affidavits that the applicant is not the parent of the child should bring documentary prove, that he/she is the legal guardian of the child, affidavits that the parent of the child is unemployed and that the non-resident parent of the child's whereabouts are unknown or is deceased as well as the marriage certificates of parents in case they are married, do not prove so crucial, as they make the grant inaccessible.

Most personnel who were not in the social security services felt that more information should be made available to those officers who are suppose to market the grant, and it should be uniformly applied by the different service points. About four officers still felt that there must be compulsory regulation to all recipients of the grant to engage in some employment.

Some employees felt that it would be more effectively marketed if mobile services are offered to the most remote rural areas and that community based organizations be empowered to market the grant in their own communities. Four of the successful participants felt that the waiting period between application and the actual receipt of the first payment was too long and felt it need to be shortened.

Regarding the question on the knowledge of recent legislative changes with respect to the grant, sixty-four percent of the employees responded affirmatively, though forty percent could only communicate one amendment, and others would indicate that we have heard but not seen the actual amendment documents. Thirty-six percent did not know about such amendments, eighteen of which came from the social security section which must apply those amendments on daily interaction with the service consumers (see figure XI).

As a response to aim number two which investigate whether qualifying requirements made the grant inaccessible, it was found that only twenty percent did not have birth certificates for their children while eighty percent already had them. This twenty percent was comprise of those participants who had not yet applied for the grant. It was also found that among the eighty percent with birth certificates, thirty-five

percent of them had already applied, but still awaiting the first payment, while twenty percent did not have all the vital documents.

On the clinic visit as a qualifying requirement, all participants reported having completed all the required clinic visits, though only thirty-two percent had already accessed the grant (refer table 4).

**TABLE 4: SUCCESSFUL / UNSUCCESSFUL APPLICANTS**

<b>CATEGORY</b>	<b>PERCENTAGES</b>
Successful	32%
Unsuccessful	68%

**TABLE 5: EMPLOYED VERSUS UNEMPLOYED PARTICIPANTS**

Employed in informal sector	20%
Unemployed	80%

**TABLE 6: PARTICIPATION IN LOCAL COMMUNITY PROJECTS BY RESPONDENTS**

Participation in projects	0%
Non participation	100%

**TABLE 7: EMPLOYMENT BACKGROUND AMONG RECIPIENT OF THE GRANT**

Employed	0%
Unemployed	100%

On the question of whether participants were employed both in formal and/or informal sector, eighty percent reported to be unemployed, while only twenty percent were employed in the informal sector such as street trading (refer to table 5). All participants in receipt (eight in number) were reported unemployed (table 7), while three of the unsuccessful were also unemployed, and four of those awaiting the first payment and five of the not yet applied were not employed. One participant from the unsuccessful, three from those awaiting payment and one from those not yet applied were reporting to be employed (refer to tables 2a and b).

**TABLE 2a. : LEGISLATIVE REQUIREMENTS PROFILES OF SERVICE CONSUMER PARTICIPANTS**

Category	Birth certificate		Clinic visits		Employment		Community project		Status of non resident parent		Child support assistance	
	Y	N	Y	N	Y	N	Y	N	Alive	N	Y	N
Successful	8		8			8		8	4	4	2	6
Unsuccessful	4		4		1	3		4	3	1	2	2
Awaiting payment	7		7		3	4		7	7			7
Not yet applied	1	5	6		1	5		6	6		1	5

**TABLE 2b: LEGISLATIVE REQUIREMENTS PROFILE OF SERVICE CONSUMER PARTICIPANTS IN PERCENTAGES**

Respondents per application	Birth certificate		Clinic visit		Employment		Community project		Status of non resident parent		Child support assistance		Obstacle to accessing the grant
	Y	N	Y	N	Y	N	Y	N	Alive	Not alive	Y	N	
Successful	100	0	100	0	0	100	0	100	50	50	25	75	96 documents / 4 unaware of the grant
Unsuccessful	100	0	100	0	25	75	0	100	75	25	50	50	50 documents / 50 no interest
Awaiting payment	100	0	100	0	43	57	0	100	100	0	0	100	85 no interest/ 15 lack of knowledge
Not yet applied	17	83	100	0	17	83	0	100	100	0	17	83	96 documentary proof/ 4 lack of travelling money
Social development													50 average children/ 50 lack of reliable information and documents
Social workers													71 documentary proof/ 14.3 legislative requirements are many/ 14.3 dependency on government employment/4 proximity ad financial constraints.
Social security													56 birth certificates & legislative requirements/ 44 no information
Nursing services													50 birth certificates/12.5 poverty/12.5 requirements/12.5 no information /12.5 road to health information

On the question of participating in local community projects all participants responded with a “no” answer (refer to table 6). Regarding the question on whether the non-resident parent of the child was alive or not, eight percent of participants said the former were alive while only twenty percent responded with a “no”. Fifty percent of those participants in receipt of the grant had non-resident parents alive, while the other fifty percent reported to be widows. Seventy-five percent of those unsuccessful applicants responded that the non-resident parents were alive, while only twenty-five percent reported to be widowed. One hundred percent of awaiting first payment of the grant respondents indicated that non-resident parents were alive.

Similarly, all those who have not yet applied, reported that the fathers of their children were still alive (refer to table 2a and b).

On whether those non-resident parents who are still alive are assisting in supporting their children, twenty-five percent of those in receipt of the grant responded affirmatively while the other seventy-five percent reported in the negative. Fifty percent of those unsuccessful participants responded in the negative while fifty percent responded positively.

All of those participants awaiting the first payment of the grant responded negatively to the question while twenty percent of those who have not yet applied for the grant responded positively to the question. Eighty percent of those who had not yet applied reported that the non-resident parents do not assist in maintaining the children (refer to tables 2a and b).

On the third objective, which involved the effects of personal/social factors in accessing the grant, it was found that ninety-two participants were females while the remaining eight percent were males (refer to tables 3a and b on this objective).

On the issue of marital status, it was found that only thirty-two percent of participants were married while the remaining sixty-eight percent were single parents.

The age range in years of participants was between twenty and sixty-seven. Sixty-eight percent of participants fell between the age range of twenty and forty-five, while thirty-two percent fell within the forty-six and sixty-seven years of age. From all



successful participants, 62,5 percent fell within the age range of fifty-six and sixty-seven, while 32,5 percent were within the age range twenty and forty-five years.. Seventy-five percent of the unsuccessful were aged twenty and forty-five years, while twenty-five percent were between ages forty-six and sixty-seven years (see table 8). Of those participants awaiting the first payment, twenty-five percent were aged between twenty and forty-five, while seventy percent fell between ages forty-six and sixty-seven years. All those who had not yet applied were aged between twenty and forty-five years.

**TABLE 8: AGE RANGE OF SUCCESSFUL PARTICIPANTS AND PERCENTAGE**

<b>AGES</b>	<b>PERCENTAGES</b>
20 - 25	-
26 -30	-
31 - 35	12.5
36 -40	-
41 - 45	25
46 - 50	12.5
51 - 55	12.5
56 -60	12.5
61 - 65	12.5
66 - 70	12.5

This age range was determined by the ages of the participants of this study. The youngest participant was twenty years while the eldest was sixty-seven years.

On the question of household income, it was found that the minimum household income of some participants was two hundred rands while the highest income was

one thousand and two hundred rands. It was found that the ranges could be divided into two categories, one starting from the two hundred to five hundred rands while the other ranges from five hundred and one to one thousand and two hundred rands. Seventy-six percent of the participants in this study fell within the household income range of two hundred to five hundred rands, while twenty-four percent were in the income bracket of five hundred and one to one thousand and two hundred rands.

From those participants who were in receipt of the grant, fifty percent fell in the range of two hundred and five hundred and one rands, while the other twenty-five percent fell within the household income of between five hundred and one, and one thousand and two hundred rands. The other twenty percent did not have a household income.

Regarding the household income of the unsuccessful participants, it was found that fifty percent with income fell between the ranges of two hundred to five hundred rands. The remaining fifty percent reported no household income.

Eighty-six percent of participants awaiting the first payment of the grant, reported household income of the salary between two hundred and five hundred rands, while fourteen percent reported no household income.

Seventeen percent of the participants who had not yet applied reported household income of between two and five hundred rands, while sixty-seven reported to be having an income in the bracket between five hundred and one and one thousand and two hundred rands. Sixteen percent reported no household income.

Before an analysis on personal income can be engaged in, it would be expedient to differentiate between the two, that is personal and household income. The former relates to income received by the child's primary caregiver, while the latter relates to the income earned by all working members in the family.

Going back to the task at hand, it was found that twenty-eight percent of participants in this study had personal income in the bracket between two and five hundred rands only, while the rest indicated that they have no personal income. In addition, it was found that fifty percent of those in receipt of the grant had personal income, while only twenty-five percent of the unsuccessful participants had personal income. Fourteen percent of participants waiting the first payment of the grant also had personal income. It was also found that seventeen percent of those who had not yet applied had personal income.

On the question of educational qualification as either a barrier or facilitator to access child support grant, the researcher divided it into three categories of, matric, non-matric and no schooling as records for applications indicated that the majority of applicants went as far as matric academically.

The study found that twenty percent of the participants had passed matric while four percent had a Bachelor of Commerce Degree. The entire seventy-six percent of participants had qualification less than matric. Analytically, broken down, twelve percent of the participants passed nine, while another twelve percent also passed standard seven. Only four percent of the respondent passed standard six while another four percent passed standard four. It was also found that twelve percent of

participants only passed standard three while four percent managed to pass standard two. Twenty percent of participants indicated that they have never been to school, while only four percent managed to school as far as sub "B".

From analysis by categories it becomes clear that among those who have not yet applied, fifty percent had matric, while thirty-three percent managed to pass standard seven and still seventeen percent only passed standard nine. From those who were unsuccessful in accessing the grant, twenty-five percent had passed matric, while another twenty-five percent had managed to pass standard nine.

Among those awaiting the first payment of the grant, fourteen percent had passed a Bachelor of Commerce degree, while the second highest qualified had passed standard nine. Another fourteen percent of participants in this category passed standard seven while a corresponding figure passed standards four and three respectively. Only fourteen percent did not entertain any schooling in life.

Surprisingly enough, among those participants in receipt of the grant, only 12,5 percent had passed matric, primary teachers' course and typing, while another 12,5 percent managed to pass standard six and seven respectively. Twenty-five percent of these participants passed standard three only, while 12,5 percent went as far as sub "B" and still twenty-five percent of the respondents in this category have never been to school in their life (see table 9).

**TABLE 9: EDUCATIONAL QUALIFICATIONS OF SUCCESSFUL PARTICIPANTS IN PERCENTAGES**

LEVEL OF SCHOOLING	PERCENTAGES
1. No Schooling	25
2. Sub B	12.5
3. Standard 3	25
4. Standard 6	12.5
5. Standard 7	12.5
6. Standard 10	12.5
Total	100%

**TABLE 10: SUCCESSFUL RESPONDENTS AREA OF ORIGIN IN PERCENTAGE**

AREA OF ORIGIN	PERCENTAGE
Rural respondents	75%
Semi urban respondents	25%

The area from which participants come, has been assumed to play a vital role in either accessing or inaccessing resources and services in general. In this study, seventy-two percent of respondents came from the rural areas, while twenty-eight percent were interviewed from the urban/semi-urban areas. It was found that seventy-five percent of the successful candidates came from the rural area, while only twenty-five percent were from the urban area (see table 10). Among those participants who fall within the unsuccessful category, seventy-five percent were drawn from the rural communities, while twenty-five percent resided in the urban areas.

From those awaiting the first payment of the grant, seven percent participants came from the rural areas, while forty-three percent only came from the urban areas. As regards those who have not yet applied for the grant, eighty-three percent participants were drawn from the rural locality while seventeen percent were resident in the urban areas.

The total number of children below the age of seven year were twenty-five. Sixteen percent of which belonged to successful participants, sixteen percent from unsuccessful participants, while thirty-two percent came from those participants who were still awaiting the first payment of the grant, and still another thirty-six percent belonged to those participants who had not yet applied.

### **3.2 INTERPRETATION OF SURVEY RESULTS**

It appeared that the majority of participants (96 percent) knew about the grant though at different times in terms of months as well as from different sources. Results reveal that the potential beneficiary's inability to access the grant was not due to lack of information. Surprisingly enough, even those participants who were more elderly knew about the grant's existence. Most respondents only heard about the grant, but did not have full information as to where and how to access it. This may explain in part the tardiness with which applications were received in the region. A further interesting situation is that the 4 percent who indicated that they did not know about the grant, had passed standards seven and ten respectively. This brings in the question of interest in something in order to know about it (refer to figure I). It is further realized that elderly applicants who were in receipt of the grant did so on

behalf of their children who were able to guide the former on where to get more information on the grant. Studies reveal that the widespread knowledge of the grant by many rural communities may be attributed to both effective marketing and the communal type of existence led by the rural communities who share information on most of the issues around them. As Friedman et al. (1987) put it that the most valuable indigenous social welfare resource available to the underdeveloped country is the traditional system of mutual aid based on the family.

On the time taken by respondents before they knew about the grant, the majority reported to have known about it after twelve months of its inception which also indicates the inability of rural communities to rise to opportunities as they present themselves. A further assumption may be that, though the information was communicated through different media, workshops, awareness campaigns and roadshows, the message may not have been sufficient to enable the respondents to react actively to it. It was further indicated that twenty-eight percent of respondents did not remember the dates on which they first heard about the grant. This may relate to lack of sufficient education on the part of respondents and it may also relate to the seriousness with which the communities regarded the matter. Lack of access to information by remote rural communities may be another reason. This can be confirmed by two respondents who by 31<sup>st</sup> January 2000 did not know about the grant. Lack of accessibility to information about the grant is further suspected on the basis that only eight percent of participants knew about the grant a month after it had started while the ninety-two percent, majority knew about it on the maximum after seventeen months of its inception (refer to figure II).

On the urgency with which potential beneficiaries responded in applying for the grant, it was found that only twenty percent, applied for the grant three months after they knew about it (refer to figure III). This reaction timeframe also indicates the reluctance with which the respondents reacted to the grant, possibly due to lack of sufficient information and the necessary documents such as the new identity document and the child's birth certificates (see figure vii). The same can be said of the four percent respondents who applied for the grant six months after being informed about it. Still twenty percent of the respondents did not remember as to after how long they applied, after learning about the grant while another twenty-four percent had not yet applied by 31<sup>st</sup> January 2000. This situation is succinctly summarized by Jones (1990) when he says that third world countries are poor and their people are subject to different forms of deprivation, powerlessness, hunger, illiteracy, and that most of the poverty is concentrated in rural areas where most of the people live.

To assess the effectiveness of personnel and the effect the bureaucratic nature of government can have on accessing the grant, participants were asked the duration they waited before receiving the first payment. It was realized that one-fifth of the respondents received the first payment of the grant three months after application, while the majority took six months before receiving the first payment (refer to figure IV). Another two-third of applicants had not yet received the grant, as the state bureaucracy was also elongated where applications are processed at district level through to the regional and then the final approval at the provincial level (see figure vii). Furthermore, the fact that even those officers who were assisting daily on the grant did not have sufficient information about what constitute a successful



application in terms of the required documents lengthened the process. This insinuation excludes those participants who failed to tender all required documents as well as those who have not applied.

Furthermore, the nonpayment of some successful beneficiaries towards the latter part of the 1999 financial year may have been due to budget constraints.

On assessing whether personnel were able to disseminate sufficient information to prospective applicants, the former were asked to treat researcher as client and explain to the latter complete information about the grant. It was found that ninety-six percent of officers referred specifically to administrative requirement such as birth certificates, identity documents, immunization cards as well as prove that the applicant is neither employed nor married or prove that the non-resident parent of the child's whereabouts are known (refer figure II). This indicated to the reporter that though training was geared to equip personnel with the developmental approach, the latter were far from understanding it, and as such were unable to effectively communicate it to the potential applicants so as to understand that the grant is merely intended to assist the latter in raising the child while they are expected to engage in some income generating activities or employment so that once the grant is terminated, the child can still continue with his/her normal development.

Still there is further suspicion that employees may have deliberately ignored to talk about projects simply because of lack of sustainable community projects as Lund (1996) indicates that, welfare and development projects are mostly small and unsustainable and also that small business enterprises are inaccessible.

However, only four percent of respondents alluded to the developmental approach, arguing that the child's need must still be met after the termination of the grant. This showed that the latter group of respondents understood both the administrative and developmental processes of the child support grant.

To assess whether the sufficiency/insufficiency paradigm of the grant might serve as an obstacle to accessing it, both personnel and recipients responded almost similarly, as most indicated that the monthly grant of one hundred rands was insufficient. The majority of respondents (80 percent) felt the grant was not enough, as young children need special diets.

Various reasons given by respondents compared the child support grant's one hundred rands monthly allowance to that of state maintenance grant which had parent allowance of ± R430.00 (four hundred and thirty rands) and the child allowance component of R 135.00 (one hundred and thirty five rands).

Again this shows (though true when considering the poverty profile of 70 percent in the rural areas where unemployment is rife), dire lack of appreciation of paradigm shift on the part of respondents.

It is important that respondents, both from service providers as well as service consumers, must understand that child support grant is not intended to take away the parent's responsibility of caring for the child, but to assist parents in raising children in the latter's most vulnerable developmental stage.

This attitude among respondents indicates that they are prepared to wholly depend on the grant even beyond the stipulated period. This also may have had a negative impact in accessing the grant, as potential beneficiaries considered the money they would use to travel to the service point versus what they would receive once the application was approved as too little.

Another factor may be that, as most prospective beneficiaries reside far away from the service points, it becomes very difficult for them to travel to and from the centralized service points.

It is also noted that other responses to this question were different, where eight percent of the respondents felt that the child support grant monthly payment, was sufficient as it signifies partnership between the government and the civil society. A further interesting argument was that once the monthly allowance was increased, there will be a corresponding increase in teenage pregnancy, which to a certain extent carries water as the grant does not limit the number of child recipients per household. Contrary to this belief was the French family allowance policy of the seventies, which stimulated the birth rate by encouraging larger families. The difference between the two scenarios merely serves to indicate how varied the two countries are in terms of resources and culture. The choice of certain method of birth control also depends on the size of the population and the economic situation of particular country. For example, in France, families were limited to giving birth only to two children. This made the French policy makers to fear a decline in population, which would lead to reduction in labour force and a change in consumer demands

for basic necessities to luxury items. This was also feared to lead to a slowing of economic growth. (Ellington, 1979).

However, the South African situation is different in that most families give birth to more than five children per household who are normally fed by one employed person or pensioner, hence the justified fear of teenage pregnancy boom. Increasing the number of birth could lead to serious economic consequences in the light of high rate of unemployment. This then suggests that both the economic and social policy of countries must be appropriate to local economic circumstances. This is due to the fact that once provision expands, so did the extent to which it is financed by taxes that stretched further down the income distribution. (Jones, 1990).

It is further noted that twelve percent of the respondents declined to comment on the adequacy or inadequacy of the grant, may be due to the fact that they have not yet applied for the same or feared victimization by the survey conductor if they said something negative about a government provided pension/ social grant.

To assess the effectiveness of awareness raising strategies for ease access to the grant, most personnel (96 percent), alluded to a variety of awareness raising strategies ranging from individual consultations to coordination with other stakeholders. From the responses of personnel, it appeared that the information was widely disseminated to the communities and the assumption of the study is that, most potential beneficiaries may have delayed to respond due to their conservative and rigid ways of existence.

It has been noted that various factors seem to have been in interplay in the potential beneficiaries' inability to access the grant, factors such as financial constraints, distances from service points, cultural/ attitudinal educational as well as the fact that most of the first bundle of child support grant information brochures were written in English.

Above all, most rural people, react promptly to situations, which are communicated by their local leaders with whom they are at ease in sharing some unclear information. The local leaders' active and creative involvement in disseminating the information to access the grant was sporadic or limited to individual consultations. This lack of proactive involvement by the transitional local government leaders could have had a hindering effect in accessing the grant.

The other group of local leaders, who are traditional leaders in whom most potential beneficiaries would feel confident to confide in, due to the knowledge the former have of the latter's social circumstances, had very little information on the grant.

On the question of how employees measure the effectiveness of their awareness campaigns on the grant, there appeared two categories of respondents, the one being the referral offices consisting of nurses, social workers and social development officers. The majority of this group felt that at the beginning/inception of the grant, they had large numbers of prospective applicants inquiring, while at a later stage, the numbers declined. They indicated that most of prospective applicants gave feedback as to how they were helped at the service points, which helped the former to assess the degree of success of their awareness raising strategies. However,

lack of record keeping by these offices made it very difficult to assess as to how many potential beneficiaries were referred to the application service points and how many were successful.

The second group of employee respondents were social security personnel who deal directly with the application process. This group of respondents indicated that, at the beginning of the campaigns, they had a lower turnover of applicants, that is, about five applicants per day, but after six to seven months they experienced an influx of application which were up to thirty applicants per day. The only problem encountered with this group was that they did not have a record of those applicants who were unsuccessful, except for one office.

Eight percent from both groups felt that the strategy was not very successful as there was no sufficient information on the grant. One officer went to an extent of indicating that he recently heard about the amendments to the grant on 15/2/2000 while the amendments were made in June 1999. Other respondents felt that more information brochures on child support be made available, while others felt more resources such as photocopy machines, faxes and computers need to be made available at district level to make the process more effective. It appeared from the various responses that there is more commitment on the part of personnel to make the grant accessible to the larger community of deserving beneficiaries, but lack of transparency and resources to effectively render services had been the most serious handicap.

To ascertain the impact of barriers in accessing the grant, personnel were asked a question on obstacles mostly encountered when assisting service consumers. The twenty-five respondents pointed to various administrative and demographic processes as impacting on service consumers to access the grant. Amongst the most important were the inability to produce the vital documents such as birth certificates and marriage certificates. This partly accounts for most service consumers' delay in applying for the grant. It would appear as though most service consumers did not have essential documents when the grant was introduced. This then meant their first step was to go and make an application of the vital documents whereby in most cases a person waits for approximately three months before the necessary documents can be processed by the department of home affairs. Furthermore, most beneficiaries stay with their grandparents whose mobility and access to information and services is severely curtailed.

Still sixty percent of employees/service providers felt that the age ceiling of the grant exclude most deserving children. As this is a statutory requirement, the only thing that can be done is to participate actively in the advocacy on public policy transformation.

This entails that, as part of the transformation efforts, welfare workers need to take active interest in social policy and use it as an instrument of social change designed to correct past imbalances. This could be achieved through advocacy in order to draw the attention of policy makers and the general public to the plight of the poor and marginalized groups in society. Advocacy would entail the sensitization of policy

makers to the shortcomings of the national policies and their negative impact on the satisfaction of basic human needs.

Furthermore service points are normally far away from recipients of services, especially those resident in the most remote rural communities where lack of transport further exacerbates the problem of accessibility. Comparing the cost of travelling to a service point with expensive hired transport, service consumers choose to sit back until urged to do so or until they find a relative's transport going to the direction of service point.

Apart from financial constraints experienced by potential beneficiaries, rural people appear more sensitive and secretive when asked about their income. One example was, one teenager who could not access the child's birth certificate because her mother could not give her both travelling and application money to the department of home affairs. What appeared clear in this case, the teenager's mother had money (pensioner), but did not want to give the daughter or research or details about it.

It is also worth of noting that the long application procedures for both vital documents and the grant are exhaustive. As indicated earlier, most deserving children stay with their grandmothers or single parents who are teenagers and unemployed. To spend the whole day queuing for services due to long queues and procedures discourages beneficiaries who are themselves indigent to come again for the same service.

Only two officers of respondents did not know the obstacles, most probably because they were in referral service points or did not have much interest in the grant's



administration. Having enumerated some obstacles to accessing the grant, a further question was to find alternative ways to address some of the barriers which were possible to solve, and this question was asked for both government employees and the potential beneficiaries. Again various responses were given depending on the knowledge the participant had of the current procedures.

It was noted that all participants who never applied for the grant did not give any input, as they had no direct experience with the processes.

Forty percent of the respondents, the majority of which were service providers, emphasized the raising of the age ceiling to eighteen years rather than the current seven years. They argued that, it was not easy to get employment or belong to any community development project due to lack of opportunities in rural areas. This assumption supports available evidence, which indicate involvement of welfare officers in policy formulation. It calls for changes in knowledge base and skills for welfare workers. New skills in areas such as lobbying, negotiating, advocacy and social change are vital in order to alleviate poverty of the deserving.

The other most important point relate to the raising of the monthly allowance to three hundred rands per child per month. This indicates lack of appreciation of the relationship between social spending and the macro economic policy of the government as well as the mandate given to the Lund Committee, that the government is committed to reducing the fiscal deficit and promoting economic growth. This meant that social services such as welfare should not anticipate significant budgetary increases in the short-term. Furthermore, the department of

welfare's reorientation towards developmental social welfare and to programmes of reconstruction and development hopes, over time to reduce the number of South Africans relying on social security as a means of support. (South African, 1996).

Other efforts at trying to make application for the grant easy was that the paper work involved in applying for the grant was too much. For example, the majority of personnel felt that documents such as prove of employment of the applicant and that of marriage certificates were not so vital, especially that no home visits are done to verify the authenticity of the collected information. The impression created here is that these documents bear very little value to the application for the grant except that it mostly exclude more applicants who do not have sufficient resources to travel to and fro.

A further concern raised was that there is lack of coordination among the principal role players in applying for the grant. There was a feeling that the departments of health and social welfare, home affairs, education trade and industry, agriculture, public works should forge closer functional cooperation in order for developmental paradigm of social welfare to be realized. This assertion implies, for instance that inaccessibility of the grant is caused by the delay in offices of home affairs. The longer the prospective applicant waits, the less interest he/she shows in going back to the same long waiting process.

About 20 employee respondents in the department of health and welfare, felt that to coordinate services with other departments effectively, there must be similar coordination within the welfare sub-directorate represented by social work, social

development and social security services. They felt that it becomes difficult to market a product of which you only have basic information. This means, full daily operational information should be made available to officers who market the information. Furthermore, within the same social security division, the information was mostly communicated very late or only verbally which prevents practitioners to effectively inform their client about new changes or amendments.

The question of uniformity between the different districts was also a bone of contention. Some districts kept information on unsuccessful applicants, while others did not have any record. Keeping information on all applicants is necessary to make future recommendation about the grant, as the information would be available to support inputs made.

Four officers felt that there must be compulsory regulation to all recipients of the grant to engage in some employment. This view is echoed by various authors who refer to the American, Swiss, Middle East and most African countries who emphasize work ethic for the recipients of the grant. The assumption in itself would auger well for developmental social welfare's new paradigm shift, but due to lack of employment opportunities and high rate of unemployment it appears far from being realized. This type of situation would demand of the government to put in place programmes such as basic education, skills training and effective land distribution as well as unleashing of funds to start small business enterprise to mostly the poor and voiceless. Having achieved the above few examples, most beneficiaries would be weaned from the social security system, it is supposed.

It was also the feeling of four service recipients that the waiting period before the first payment of the grant is effected may be an obstacle to other prospective applicants going to application stations. The fact that, those who had applied earlier on, but had waited longer for the first payment to be made, gave the others the impression that the targeted number had already been reached and as such no further applicants would be accommodated. Some went to speculation that the money had finished and as such applying would serve to waste the few cents one could use to buy basic needs. There was this outcry which led applicants suggesting the active streamlining of the bureaucracy in the interest of effective delivery of services. This delay in processing payments for the grant make clients believe that poor relief was not approached from the point of the applicant's neediness and urgency, but as a public duty to be performed, no matter how long it takes before the applicant could receive it.

On the question relating to officer's knowledge of recent legislative changes on the grant, it appeared that the majority of employees learned generally about them and had no specific details. This was shown during the interview (31 January 2000) when one officer said that she/he had heard about the changes the day before, despite the fact that the changes/amendments were made on 25 June 1999. The majority indicated that they have heard about the amendments, but have not seen them in black and white. Indeed, the amendments together with the regulations on the grant were distributed on 17<sup>th</sup> March 2000 in the welfare managers' meeting held in Groothoek College Hall.

It was also amazing that among the thirty-six percent of personnel who did not know about the amendments, eighteen percent were working directly with pension issues on daily basis. The timeous delivery of such amendments to serving personnel may have had a drastic positive impact on the number of applicants for the grant. It appeared once more that the question of communication would have served more meaningful purpose.

Though communication may have had an increased impact on the number of applications, the inability of most of personnel not to create time to read may have had some misinformation impact. This may not in itself result from laziness, but the educational orientation of some personnel and their inability to strive for higher academic honors and proper continual reorientation may be another contributory factors, especially that government legislation is written in the most difficult legal language to interpret even for most graduates. Factors such as age, experience did not seem to be significant in either increasing or curtailing access. However, gender proved to be a vital factor as some officers has contributed financially to needy client's access to the grant through contributing transport money to service points.

The second and third objectives would be treated simultaneously as they are intimately interrelated. On these objectives of the study, which focused on (eligibility) whether qualifying requirements and personal factors had a negative or positive effect on accessing the grant by service recipients, it was found that only twenty percent of the respondents did not have birth certificates for their children. Eighty percent of participants had birth certificates for children. The twenty percent respondents who did not have birth certificates had not yet applied for the grant, an

indication that they will only apply after securing these document. All participants who were successful had birth certificates, while also all those unsuccessful and those awaiting the first payment had reported having birth certificates for their children. Only one respondent who had not yet applied for the grant had reported possessing the birth certificate. Among those without birth certificates, two of them had standard ten education, two had standard seven, while only one attempted standard nine. Among those without birth certificates for their children had ages ranging from 21 to 39 years.

It would also appear that contrary to the general assumption that educational level and age may play an important role in accessing resources, in this study prima facie evidence points to the contrary. However, the findings alone may provide a very gloomy and unscientific picture without looking into other factors which may have influenced this results. The results of this study indicate that the most uneducated participants had birth certificates for their children. It therefore suggests that lack of birth certificates alone may not be the contributory factor to inaccessibility of the grant. Furthermore, various factors interact, such as lack of fund to reach service stations. Travelling too far away service office had been found to be having a deterring effect especially in rural areas where transportation is scarce, ignorance of the difference that one hundred rands can make in taking care of the child's basic needs. Still there is a negative feeling among those who regard themselves as educated to go and queue for social grant, especially women in their young ages as indicated earlier.

Among those who had not yet applied, it may be that they are still awaiting money from parents to apply for birth certificates and then the grant. Still others may be so dependent on their parents' pension that they see no need to apply for the grant as long as their parents can still support them.

Insufficient information on the grant may have contributed to the lower number of applicants. Again some people find it difficult to readily embrace a new idea until they are sure others have succeeded with it.

With regard to the marital status of the respondents, sixty-eight percent were single and females. Only thirty-two percent were married and were of grown up ages. The majority of these single mothers had their personal particulars and income as follows: among the successful ones, five were married and three single, all of them females. Among the married ones, two were in their early and late forties, one in the early fifties and two in the early and late sixties respectively, while the single ones were one in the sixties, one in the forties and another in the thirties. All the eight were neither employed nor belonged to a local community project. Their income structure was as follows: four had household income in the form of social pensions between two hundred and five hundreds while two earned above the five hundred rands mark. Still unconvincingly, there were two who reported nothing about household income which gives the impression that they have virtually nothing to live on, even in the form of social pensions. On the personal income, four of the successful recipients of the grant reported income of between two to five hundred rands which is most probably earned through assisting in local shops, selling informally on streets and working for other local people in their houses. It appears

that the majority of those participants who successfully applied for the grant were themselves or their parents which also indicates that some participants of this study were not actual parents of the beneficiaries but the latter's grandparents.

Furthermore, when looking into the successful group's academic qualifications, two never attended school, one had matriculation certificate while five were non-matriculants. The latter group's qualifications range from sub B to standard seven. Furthermore, there appears to be correlation between age of the responded and the level of educational attainment. The older generations, those in their fifties and sixties had gone as far as standard three while those in the thirties through to forties had passed through to standard ten, with the exception of one respondent in the late forties (47) who went only as far as sub B.

This further supports the assumption that most successful applicants had teenage children on whose behalf they applied for the grant.

It was also remarkable to note that even rural communities have now become more aware of health issues as all successful applicants had gone through clinics which are locally based, and that the community is taking health matters very seriously.

On the question of status of the non-resident parent, four respondent reported that the former are alive, while the other four were reported dead either through an accident or illness. Only two respondents indicated that the non-resident parents do assist in child upbringing while the other two were not. Evidence indicates that respondents normally do not mention the true status of the non-resident parents as



they fear that the grant would be withdrawn and the father of the child pursued. However, the four who mentioned that the non-resident parents are alive, gave reasons that they are not employed or their whereabouts were not know. Some indicated that they find it inappropriate to force the father of their children if he does not see it necessary.

There is also a feeling among the rural people (as six of these respondents were from remote rural areas) that once you force the father of your child to maintain, he will bewitch the child to death.

Among respondents who were unsuccessful due to unavailability of documents such as marriage certificates and evidence that they were unemployed and so forth, it was reported that they all had birth certificates for their children and that the latter had completed all clinic visits schedules. This group of unsuccessful applicants consisted of two males and two females. The ages of the participants were one male aged sixty years and were all married. The two females aged twenty-six and forty years respectively were single. Only one of the two females in this group was informally employed as a shop assistant, while the other three were unemployed.

They all did not belong to any local community project and two had household income between two and five hundred rands, most probably one respondent was a pensioner. The other two reported no income indicating that they owe their existence to relatives and other handouts from friends. It was also realized that only one respondent had personal income which also indicates the degree of poverty, a most probable reason of their inability to access the required documents from local

authorities as they may have failed to pay certain communal rites required by local authorities. Of the four participants, three came from rural areas while one was resident in the suburban area.

This degree of poverty in rural area is corroborated by South Africa, (1995) on its household survey on indicators of poverty in South Africa, which indicated that most poor live in rural areas. It reported that seventy-five percent of the poor live in rural areas, though fifty-three percent of the population lives there.

The report further confirmed that rural areas have much higher poverty rates than their urban counterparts.

There was also a high number of unemployed women which may be attributed to various factors such as lack of skills and training in a particular field, the traditional assumption of the family, where fathers are regarded as breadwinners, while mothers become child raisers and homemakers (Ellington, 1979). Furthermore the dependency syndrome on the social pension of parents may play debilitating role.

On the question of the status of non-resident parents, three reported that the latter are alive, while only one was reported dead. It was further reported that two non-resident parents were supporting their illegitimate children, while one is unemployed. Respondents reported that no attempts are taken to force the non-resident parent support their children as the court procedures were intimidating, slow and administratively inefficient. Some feared that the forced maintenance might have negative effects on the health of their children.

It was further realized that two of the respondents never schooled, while one had passed matric and did not have money to further her studies; still one had passed standard two. Surprisingly the two who had never schooled were old males whose parents may not have appreciated the importance of education during then. It is also possible that by then the respondents did not take education so serious that they saw no value in it. They may have preferred to work in the mines in Gauteng instead of going to school. The other female who only passed standard two lost her parents while still young and had no relative to assist her in furthering her studies.

The third category of participants in this study comprised of those applicants who had submitted all the required documents but have not yet received the first payment of the grant. This consisted of seven females who reported to have submitted all documents for a period ranging from three to six months. Only one participant was married, while the other six were single mothers. Two of these single mothers were twenty-one years old and were in standard nine. One depended on the two hundred allowance send monthly by her uncle while the other was dependent on her grandmother's pension. The third participant had a Bachelor of Commerce degree, was aged twenty-four and dependent on the income from her mother who does street trading. The fourth participant was aged thirty-six years with standard seven as her highest educational qualification and she also lived on the two hundred rands she earns in the village while doing washing. The other aged thirty-nine years only managed to pass standard four and was also employed by the local shopkeeper who paid her three hundred rands per month.

The other two aged sixty-six and forty-seven years respectively passed standard three and one had never attended school. The former lived on old age pension, while the latter worked in households for two hundred per month. They all did not participate in local community projects.

Regarding the status of the non-resident parent, all seven were reported alive but none was assisting in child maintenance. Four of the participants came from rural areas, while three originated from urban areas. From the above information it appears clearly that most of the applicants are single mothers, most of whom still of school going age.

The study goes on to indicate that single parents face serious problems of carrying family decisions and child care and that their probable limited income, meeting normal needs becomes harder to deal with.

Though this practice still persists in some remote rural communities, it is not the only handicap factor for women's access to education and employment. The (Job Summit April 1998) views women's access to employment as constrained by various factors, including inequality in access to education, training and productive resources, household responsibilities and gender stereotypes. The unemployment of women in South Africa, particularly rural women is seen as rife by the summit.

Moreover, due to lack of skills, women even if employed, are exposed to lower paid jobs with meagre wages to buy basic needs. This situation compels women to leave

out perfectionist needs such as paying transport to apply for a birth certificate or a grant and concentrate on the most immediate needs.

It was also noted that most children in this category attended their set clinic visits schedule to the last. This may be due to sufficient marketing of clinic/health care services as well as the proximity these facilities have with the rural communities.

A phenomenon worth noting was the fact that out of all surviving non-resident parents, none made any contributions toward the upbringing of their children. This may be as a result of the cultural belief held by most rural communities that once you force the father of the child to assist in supporting the child, the latter may be bewitched and die through the maintenance money. Other assumptions are that most women bear children with men who they know had their own families and fear that taking the man up for maintenance may destroy the communal relationship that existed.

It must also be mentioned that some do make efforts to secure maintenance through courts, but due to bureaucracy involved, they decide to abandon the course. Still some refrain from doing so out of fear for their lives, while others still entertain hopes to the effect that the non-resident parent may change his heart and come back. The imposition of the efforts taken to claim maintenance from the non-resident parent, though may have as its advantage, the creation of responsibility among parents for the children, may also have had a negative impact in terms of the increased number of applications for the grant.

The last group of participants in this study were those who have not yet applied for the grant due to various reasons. This group consisted of relatively young and educated single mothers who mostly depended on their parent's social pension to raise their children.

From the above responses, it became clear that various reasons contributed towards inaccessibility of the grant. Both personal and administrative reasons related to poverty had an influence in accessing the grant.

On the personal level, prospective beneficiaries indicate that they could not believe the grant was true and that others told them that no new applications would be accepted as the process was completed. It is also vital to indicate that the majority of participants were rural residents and only one came from the semi-urban area. This indicates the fact that most rural people experience social and cultural constraints in as far as accessing services are concerned. The cultural part can be seen in one respondent's answer saying, the child is still young (4 months) as such she cannot take her out of the house before a certain period had expired. It is also noted that some respondents did not know about the grant until 31<sup>st</sup> January 2000, which indicates that most rural dwellers find it difficult to access essential information.

From the responses of this group, it was realized that the majority were single teenage unemployed mothers who mostly depend on their parents' old age pension for bringing their children up. According to Duncan (1991), single black mothers represent disproportionately the poor and welfare dependent. Though the majority of

participants have comparatively the highest educational qualifications, they do not possess the skills necessary to secure them competitive employment. Above all, there are no job opportunities in rural areas. This is clearly illustrated in Rowland and Lyons (1995) comparative study of the state of employability among rural and urban residents in the United State of America, in which they found that residents in rural areas are poorer than their urban counterparts. They found that 14,7 percent of rural families were living below poverty level in 1995, compared to 10,3 percent of metropolitan families. Employment opportunities increase in urban areas.

Furthermore, the employment of underemployed people in jobs that do not use the training required by the job means that their compensation is less than it would otherwise be. Many rural areas lack resources or talent/skills. This merely indicates that even if most of the respondents of this group were to be employed lack of skills would still be a problem. They would mostly find themselves employed by local small businesses such as shops and hawking along the street.

From the above analysis, accessibility is a function of various interacting factors such as availability of services, accessibility of service offices and information dissemination. The question of poverty to access the required documentations to apply for the grant, the change in social and cultural believes among prospective beneficiaries as well as the necessary training to access available services are vital.

### 3.3. DISCUSSION OF THE RESULTS

From the analysis of factors, which either positively or negatively affects accessibility to the grant, it has become clear that the inability of various respondents, is a function of different interacting processes. Both the personal and structural factors were found to contribute to the inaccessibility to the grant.

On the whole, it was found that the inability of prospective beneficiaries to access the grant was due to lack of sufficient information. It appears that most respondents only heard about the grant over the media and in public places like pension paypoints where detailed information could not be provided. This conclusion seems supportive of previous literature that lack of information may lead to inaccessibility to a variety of services such as child support grant. As this survey was done mostly in rural areas, it is not surprisingly to conclude, that lack of resources in this area has played a prominent, though not the only unabling role.

A further finding suggests that, the rural community's ignorance may also have led to delayed response in serving vital information about the grant. Despite the fact that information brochure about the grant was distributed to communities as early as the beginning of March 1998, lack of interest, illiteracy and ignorance are believed to have militated against the prospective recipients.

Coupled with the community's lack of access to basic information about the grant, was an equal lack of sufficient information on the part of personnel who were



supposed to market the grant. Most officers only knew the basic administrative aspects of the grant and could not provide service recipients with a full package of the required information.

Furthermore, officers were not able to access valuable functional information in time. This could be indicated by the fact that amendments on the grant which were enacted on 25th June 1999, only reached serving personnel in written form on 17<sup>th</sup> March 2000. This delayed delivery of information (presumably as a result of regulations, which were designed late) had a serious negative impact on effective service delivery. The implications being that most personnel used outdated information for a period of nine months, while efforts to make a grant more accessible had already been made. Thus most offices used the most stringent qualifying requirements, thereby denying service recipients access to the grant.

The cumulative effect of lack of information also led to service recipients visiting service office several times in order to establish exactly which documents are vital for accessing the grant. Having this type of clients, with limited financial resources, it becomes virtually unaffordable for them to visit service points several times, thus leading to the grant's inaccessibility.

It would not give a composite picture to lay blame squarely on the foot steps of the department's administrative machinery. Service recipients have failed to show a proactive stance when new ventures emerged. The tendency among the rural people to stick to the usual also contributed to the grant's inaccessibility. Different

scholars in this area have unanimously shown that rural people have the tendency to disadvantage themselves by failure to rise to the occasion when opportunities arise.

The lack of readiness on the part of the community to embrace new developments and exploit them served a disadvantage in accessing the grant, especially in rural area. This conservative condition of rural dwellers is further exacerbated by inconveniences they encounter such lack of access to information, geographic distances, a spatial isolation and persistent poverty which impact negatively on respondents of this study to access child support grant.

A further finding regarding accessibility to the grant was a conspicuous lack of vital documents by most of the service recipients. The majority of the respondents did not have documents such as children's birth certificates, identity documents and married certificates. It would have been very difficult for respondents to access the grant without these documents, which are aimed at preventing fraud. The in-availability of these documents, then suggested that before the respondents can go to apply for the grant, she/he has to first go to the department of home affairs and apply for the vital document which takes a minimum of three months to arrive. This scenario led to inaccessibility of the grant as most perspective applicants had to wait for more than five months to receive their vital documentation.

Surprisingly, there did not appear to be significant differences between those educated and uneducated in accessing the grant. Contrary to most literature, most uneducated respondents accessed the grant than those who were educated.

Several reasons may have influenced this situation:

- the child support grant was mostly marketed at pension paypoints;
- most young /teenage mothers would not like to be seen as beggars by going to pension paypoints;
- the dignity of better educated teenage mothers was at stake here and;
- most teenage mothers send their parents to apply on their behalf.

However, there appeared to be a significant relationship between the educational level of respondents and remembering events and dates of application and receipts of the grant. The majority of older persons interviewed could not remember the dates of which they first heard about the grant; made applications and dates of receiving the first payment of the grant, compared to the young and relatively better educated respondents.

Some scholars have associated the above state of affairs with low educational status. It is felt that older people with less education as a result of the attitude that they are childcarers, have little access to resources such as information to services. Furthermore, being less educated and elderly is associated with feelings of loneliness and reduced mobility, which may further reduce one's ability to access and remember the most vital events in one's life. The fact that most elderly people never attached any importance on dates leading to accessing the grant may have also played an important role in forgetting the dates.

The other most important factor related to accessibility was that training may not have sufficiently prepared the district personnel of what constitute a successful

application. This is due to the fact that, though applicants may have had all the required documents, the districts staff would only do functional work of filling the application forms, while the approvals were done at either the regional or the provincial office. This meant that the district worker could not with any certainty tell the applicant that the latter's application has been successful and would be receiving the first payment on a specific date/ month. Thus most applicants had to wait between three to six months before they could receive their first payment. This then gave the prospective applicants the feeling that this grant was not available and as such government was not being sincere about it. Thus very few applicants were prepared to adventure.

This situation was further exacerbated by the lack of resources such as computers at district level. For any applicant to make a satisfactory enquiry, she/he had to travel to the regional office for which most applicants did not have money.

A further finding was that, although officers had a one day training on the developmental paradigm of the child support grant, lack of continual training led to the former emphasizing the administrative aspect of the child support grant. Their daily interactions with applicants did not reflect what was taught in a one day workshop, instead officers concentrated specifically on the administrative processes. This in itself shows how the officers' previous training impacted on their service delivery. Most officers were trained in the administrative approach and it was not possible to easily change to the unknown, without continual training and change of attitudes.

The majority of employees in this study confirmed the assertion that social welfare education has been traditionally therapeutic in orientation, and lacked the ability to address immediate needs of the community. Most welfare officers were trained and got used to react to presenting conditions. It shows how difficult it is to automatically change to the demands of the new paradigm shift.

Another reasonable assumption about the officers' continued practice of the administrative approach, may be as a result of lack of sustainable projects in the region to which service recipients could have been referred. Whether the understanding and communication of the developmental approach to applicants would have been an obstacle to access the grant or a facilitative factor, remains a question to be explored in the grant's impact assessment studies. However, what was apparent among employees, was lack of readiness to try the changed approach.

The findings on a related issue to developmental approach, that is whether the child support grant monthly allowance of one hundred rands was sufficient or insufficient, it was found that the majority of respondents cited the cost of raising a young child as high as the latter takes special diet from the rest of the grant, is suspected to have impacted negatively on most recipients accessing the grant. The fact that most rural dwellers spent more money to apply for the grant in terms of travelling, made most feel it was not worth the efforts.

The findings of this study confirms earlier studies which indicated that the nation's poorest citizens are its youngest. In one similar study it was found that the

percentage of children under the age of six who live in poverty (23 percent) is greater than that of any age. (Costing and Rapp, 1984).

In his study, Van der Berg (1998) found that the new child support grant is regarded by many critics as too small, though in his opinion, the government has set the initial level in order to reach more children. He assumed that the benefit would grow with inflation once a year. This points out to the inadequacy of child support grant, which also misses its initial objective of assisting the family in raising the children. Hence most commentators in this regard seem to be missing the very emphasis of the developmental paradigm. It is the considered objective of the developmental paradigm of child support grant that the primary care giver should also be engaged in some income generating efforts while the child is still being assisted with state grants. In the opinion of most respondents the insufficiency of the grant had a negative impact in accessing it.

This picture is further exacerbated by the fact that the grant has a cut off age of seven years and as such excludes, most poor children beyond this age. The cut off age indicates the government's commitment to adhere strictly to the macro-economic policy as well as to keep welfare spending as reasonably low as possible. Thus effectively bringing the welfare developmental approach in operation. Increasing the qualifying age to eighteen years would automatically increase welfare expenditure, which some commentators believe leads to less investment, lower productivity, less competitiveness and more unemployment. While it may be true that increasing welfare expenditure is met with the poor reducing their work effort,

this is not a universalistic phenomenon, as some poor people still feel the need to increase their earning capacity while on welfare.

Another administrative hurdle to access the grant, which may have contributed to the lower number of applicants, is the distance potential beneficiaries had to travel before being serviced. When potential beneficiaries, think of the long distances ( $\pm 50$ kms) on average, scarcity of transportation in rural areas, bad roads and lack of financial resources to sustain more than one trip to the service office, it becomes very difficult for the applicants to reach the service points. These negative factors associated with the rural disadvantages affect the applicant's ability to effectively access the grant.

As indicated earlier, most respondents to this study come from the most remote rural areas and are faced with a myriad of problems before they can access the service. A combination of these factors together with the lack of knowledge of the exact documentation needed and long waiting hours are contributing negatively to the respondent's accessing the grant.

Reaching a service point full of other service recipients, slow manual processing of applications, some applicants end up being left out at the knock off hours and that makes it difficult for applicants to return the following day for the same service, due to financial stresses as a results of unemployment.

Previous studies have also indicated that rural residents enjoy lesser access to variety of services compared to their metropolitan counterparts. It is clear that living

in rural area where most of resources such as transport and good road conditions are not available is a disadvantaged that deprives residents of access to essential services.

The study further identified access to health care facilities, through the attendance of clinics by children as not impacting negatively on the accessibility to the grant as all respondents had their children-attending clinic as scheduled. Accessibility to clinics is attributed to availability of such facilities within reach, as well as the aggressive marketing of such services by the department, and the increasing awareness of communities about health as a basic right of every citizen as stipulated in the country's Constitution (South Africa, 1986). Moreover, the availability of free medical services to children under the age of seven as practiced in Cuba might be a boon to the nation.

The free medical services to children under the age of seven served to encourage the nation to use such services and is also associated with development as a healthy nation give rise to a healthy productive community.

The discussion on how community employment participation, age, marital status, locality, gender and education level affect accessibility to the grant, would be dealt with interchangeably as their impact is interrelated.

Another dimension on legislative requirements was to investigate whether respondents belonged to community projects or were employed. Findings revealed that all respondents to this study did not belong to any community projects, most



probably due to lack of such projects in their area or due to the unavailability of sustainable projects.

On the employment, unemployment continuum, the study found that due to lack of employment opportunities in the rural area, most probably as a result of the latter's inability to attract investment, only twenty percent were employed in the informal sector such as street trading while the remaining were not employed. The inability of respondents to get employment had negative impact on accessing the grant as applicants had either to borrow money first before they can go to service points or rely on pension of their parents. This findings is in line with available empirical evidence which points to the fact that most unemployed people find it very difficult to be independent as they mostly depend on the few employed to achieve their set goals. (Burman, 1996).

The findings further indicated that the majority of participants were single, uneducated and unemployed women. These people are faced with a variety of hardships which prevent them accessing the grant. These respondents were found to be having obstacles such as customary marriages and inheritance laws which have reduced their ability take up economic opportunities. Furthermore, most respondents indicated that they had restricted access to education, training and information which in itself show that they may not be able to participate meaningfully in the reconstruction of the country's development. It was found that unequal access to education perpetuate ignorance and restricts access to the poor and exacerbated their disadvantage. (Mabetoa, 1999) .

Available evidence indicated that the rural area is the most hard hit when it comes to quality education. To cite but one example, Jone (1990) indicates that about 50 percent of the rural poor have no education or only completed primary education. This accounts for differences in employment opportunities between the rural poor and the rich. The report further indicates that the majority of lower achievers are women.

This could be attributed to the widely held attitude, that women's traditional role has been that of a caretaker of family and home, a role which was economically functional to the family unit. Participation of women in the labor force is viewed as a supplementary role, secondary to their primary function.

From the findings of this study as supported by available empirical evidence, the long held attitude of the role of woman is used to justify their continued oppression in a variety of life spheres. Lack of competitive education and skills had a negative impact on the subjects in this study in securing employment which would make them independent and allow them to access the necessary services. (Christie, 1985).

Furthermore, being a single parent has shown to be a handicap in accessing the grant due to limited economic resources. Most respondents always referred to asking money from either the uncle, grandparents or friends, in order to apply for both the birth certificates and the child support grant.

Another noticeable feature of the respondents of this study was that most families live on social grants of either parents or grandparents which in itself might have a

negative impact, as most pensioners would wish to see their pension money used for basic necessities, rather than things which they do not consider essential. This dependence on pensions was found to be particularly strong in remote rural area. This may be due to the fact that most Africans live a communal existence. Unavailability of employment opportunities, lack of skills and appropriate education may be some of the factors in interplay in this regard.

On whether there could be a relationship between accessibility to the grant and assistance given by the non resident parent as one of the qualifying requirements, the study found that various administrative and personal factors were also involved. The results show that this factor may have had a direct negative effect on accessibility, as most respondents become sensitive when asked about the role of the non-resident parent in child upbringing.

The finding indicate that only twenty percent of non-resident parents were able to assist in child upbringing. It may be possible that the percentage may be higher than this, but most respondents felt once they tell the truth about the non-resident parent's contribution, this may jeopardize their chances to qualify for the grant.

It is also assumed that if most of the non resident parents were contributing to their children's upbringing this would contribute positively towards the parent accessing the grant as she would not go about begging money to go for application for both birth certificates and child support grant.

Most reasons for non resident parents not contributing to the welfare of their children were that, the resident parent was either reluctant to institute statutory maintenance or the administrative machinery of the maintenance court was not functional or procedures were not clear to the resident parent. The fear to institute or disclose particulars of maintenance of the non resident parent, may be related to the United States' workforce, where applicants were expected to disclose particulars of the non resident parent before qualifying for state assistance. This fear may also have served to prevent most prospective beneficiaries from accessing the grant, as most feared to answer questions on paternity. The situation of low applicant's turnover in this region may be adversely affected by this requirement as once the applicant reports, for example, that her non-resident partner is either unemployed or dead, documentary prove from the local area head is required as prove.

In conclusion, accessibility to the grant in this region has remained low despite the provincial office's report that the provincial targeted number had been reached. In analyzing the December 1999 regional statistics, it was found that the Southern region ranked the third highest with 4 276 beneficiaries as contrasted the 7 282 beneficiaries for the Northern region which is small in population figure and Lowveld region being the highest on beneficiaries numbers of 11573.

Overall the results of this study show that a combination of both direct and indirect factors interact to make accessibility to the grant impossible. Inaccessible service points, lack of infrastructured facilities in rural areas, lack of vital documents on the part of respondents, persistent poverty and lack of accessibility to proper information

and the department's administrative processes are among the most impediments to accessing the grant.

In summary, the differential effects of factors contributing to inaccessibility are indicated below:

Graph viii indicates that several factors interact in making the grant inaccessible. Results further indicate that lack of documents such as identity documents, marital certificates and affidavits have been the main negative contributing factor in accessing the grant. Lack of information among the respondents of this study is due to various factors, chief amongst which, are lack of funds to apply for essential documents, lack of time, bureaucratic process, insufficiency of the grant etc.

The second highest (see figure viii) contributing factor to accessibility was found to be the bureaucratic and administrative processes. This includes most people not being given feedback on the results of the application, inability on the part of officers to tell the respondents the process the application would take before the results are made known.

A third highest ranking factor that impacted negatively on accessibility of the grant (see figure viii) was inaccessible service points due to distance, lack of resources such as transport, bad road conditions, travelling money to make applications for identity documents as well as the child support grant.

Insufficient information ranked the fourth in terms of negatively impacting on accessibility to the grant. Twenty percent of responses indicate that the information did not filter through easily and sufficiently. This may have been due to the medium of instruction first used to make the grant known. Information was briefly given at pension payout points where no sufficient basic information was given to the most illiterate community of the elderly and disabled. Furthermore, the first written information brochures were written in English, a foreign languages to mostly rural residents, especially illiterate elderly.

Three categories of factors formed the joint fifth position in negatively impacting on accessing of the grant, though so insignificantly. Factors such as poverty, the applicant staying with grand parents and the inability of other respondents to respond to the question seemed very insignificantly impacting on accessibility to the grant. The two mentioned factors of poverty and the applicant staying with the grand parents have had a greater impact than the last mentioned factor. The two factors may also contribute to hardened attitudes on the part of the grandparent such as, I cannot take my money and give to a person to go to apply for identity document, I would rather buy basic commodities such as food. It may also contribute to continued different surnames between the applicant and the primary caregiver.

## CHAPTER FOUR

### 4.1. RECOMMENDATIONS AND CONCLUSION

In view of the discussion on different factors impacting negatively on accessibility of the grant, the researcher makes following recommendations which are deemed to bring accessibility to the grant in the Southern Region.

As insufficient information has been found to be one of the direct causes which led to inaccessibility of the grant, it is suggested that in future, before any new service which needs creative thinking and complex reasoning can be implemented, proper planning needs to be entertained. This planning would include strategic training of personnel in the new paradigm as well as ensuring that the information is widely spread and sufficiently understood even by the ordinary citizen of the country. Furthermore, written and clear information should be entertained over verbal hasty instructions. Strategic planning for these services needed some localized budget as a cost driver. With enough time allocated to planning, where sufficient budget had been put aside for both the training and awareness campaigns, enough personnel, including the district officers could have been thoroughly in-serviced for effective service delivery. The district personnel are the backbone of the implementation process and feeding them with sufficient operational information would have improved the take up rate by a certain percentage higher than the present one. This would also have removed the trial and error approach where prospective beneficiaries would be requested to bring bits and pieces of information whenever

they visit service offices. The same applies to the delivery of information on amendments, which when delivered earlier than late would have improved service delivery to the prospective beneficiaries.

It was also indicated that remote rural areas had virtually or little information about the grant. Areas such as, Motshane at Mafefe have proved disadvantageous as they are removed from most essential services due to their remoteness and lack of proper roads. Though the department is initiating moves to have satellite offices, the process seems more of a boardroom talk which does not seem real to make an impact on the community in the near future. This recommendation affects different departments to render holistic services to the community. It is therefore vital, in order to reduce inequity to service delivery, to create a comprehensive service delivery strategy, such as one stop service centre in such areas.

The question of integrated service delivery to remote rural areas can also be applied in a situation where most of the respondents of this study indicated that they did not have birth certificates when the grant started, which is further indicated by the inability of majority of the respondents to apply for the grant immediately it was implemented. It would appear that, departments, in this case led by the department of local government need to actively market their service out in the communities, rather than doing armchair philosophy to service recipients who may not have another money to come for similar services the following day. Raising awareness about the availability and importance of services remains vital.



Furthermore, as most remote rural communities do not have advanced education, as indicated in the study, it would have been far more better to involve the local elites in child support grant committees to raise further awareness as the latter have a more and better understanding of the local environments.

This point clearly indicates that working with rural communities requires models that were amenable to developmental work in order to empower the people and to encourage self-reliance and self-help. The culture, economic systems, infrastructure and educational needs of the targeted community had to be considered, for example, life in a South African rural community is different from that in urban areas, in the sense that people are traditionalistic and outsiders are expected to adhere to their customs. (Mabetoa, 1999).

It is also important, that informal resources such as mutual aid structures and other helping methods among villagers are considered to enable intervention strategies that involve people in what they are familiar with instead of introducing foreign methods which may discourage local people's active participation.

It is also important to contextualise indiginisation as implying revitalizing local ideas and processes of problem solving and service delivery. This involves understanding and articulating local indigenous resources, relationships and problem solving networks, and the underlying ideas, rationale, philosophies or values. In indiginising a model, the researcher should ensure that the various components are in line with the needs and customs of the people. In short, taking into account what

environmentalists refer to as social impact assessment is the most important tool towards developing and empowering the community.

The other recommendation will centre around uniformity of information keeping. As indicated earlier, written information dissemination may to an extent solve the problem of other offices keeping some information which some offices do not have. Some offices were able to give information with authority and figures, while others felt without giving exact numbers that what they believed was an obstacle to accessing the grant was lack of, for example, birth certificates. Creating a uniform information recording system would give the accuracy and efficiency in reporting.

It was further realized that district service providers' work was confined to filling the application form and forwarding it to the regional office without telling the applicant as to when the latter would get his/her first payment of the grant. This showed a great deal of disempowerment on the part of personnel, as the applicant would continually call at the pension paypoint without actually getting paid. This in itself indicated that the one-day training should have gone beyond collecting required documents and filling forms, but giving personnel more information such as what constitute a qualifying application and which exact date should the officer give the applicant to collect her first payment of the grant.

It also calls for continued skilling and empowering the employees, thereby indirectly empowering the prospective beneficiary as well as entrenching confidence on the part of the community about the availability and accessibility of the grant. Available empirical evidence indicate that a remarkable consensus currently exists among

employers, trade unions, academic and policy makers concerning the benefits of investing in training and development. Interest in skill formation is due to lack of productivity and effectiveness in service delivery. Competitive success in the future is argued to be dependent on a reintegration of conception and execution within a continuous learning environment. This requires a workforce with the types of broad and high skills which allow for flexible adaptations. Training also assists in motivating employees and secure commitment to the company's goals. While the authors indicate that empowering service providers continuously improve the effectiveness of the organization, Brian (1998) lends support by indicating that developmental professionals realize that the key to creating a culture of continuous learning lies in improving the capability of all organizational members to continuously learn. The trainer must design the infrastructure for continuous learning and develop the capacity for each individual to be empowered. To be effective information importers, service offices, should have received continuous in-service training about various aspects of the grant.

It is also important to note that though district offices do not have working tools such as computers, the department is engaged in the process of availing them, though very slowly as this task was supposed to have been accomplished in 1999. The installation of service tools would improve service-delivery as applicants would enquire about the status of their applications at the offices at which they applied.

One other area which deserves thorough and continuous in-servicing is the developmental paradigm which was introduced with the Child Support grant. It was indicated earlier that officers at district levels only do one part of the grant which is

administrative in nature and the developmental part thereof has not yet been understood. Despite the repeated emphasis and serious focus beyond the seven years period during training, officers do not seem to be doing anything about that. They are only concentrating on the administrative services delivery. This may be due to the academic training which emphasized traditionally on therapeutic work.

Various scholars emphasize change in approach to a more developmental stance, starting from training, through to on job reorientation (Mazibuko 1996; Midgeley 1995; Lombard 1996; Thomas 1987). They indicate as the advantage of shifting to developmental paradigm the following: -

- Sustained improvement in people's well being which rests upon an understanding of human needs. As Max-Neef (1991) argues, quality of life depends on the possibilities people have to adequately satisfy their fundamental needs.
- This shift in orientation of social welfare, calls for changes in knowledge base and skills for welfare workers. New skills in areas such as lobbying and negotiating are essential. This cannot be pragmatic unless is accompanied by achievement of material resources through providing the needy with opportunities to engage in productive activities.

This analogy bodes well for the insufficiency of the child support grant alluded to by the majority of the respondents. To meaningfully appreciate the importance and contribution of the one hundred rands child support grant as a transit poverty alleviation measure aimed at giving both the welfare worker and the beneficiary the

opportunity to look for alternative post seven years sustainable livelihood, productive activities aimed at the poor can have a positive impact on the amelioration of poverty which will in turn enhance the quality of life. This could be achieved by welfare officers' efforts to improve the economic development through the following activities:

- mobilization of human capital development;
- the creation of social capital and
- the promotion of productive employment and self employment among low income and specific needs groups

According to Midgeley (1996) social development seeks to harmonize social and economic policies. This approach insists on economic development strategies that maximize people's participation in the productive economy. It calls for the adoption of policies that create mass employment and enhance self-employment opportunities, invest extensively in human and social capital and ensure that incomes are equitably raised for all citizens. Social expenditure must contribute to economic development. To invest into social capital formation, involve the establishment of community based programmes which establish social as well as economic infrastructure and facilitates the emergence of productive and cooperative enterprises that generate income and raise the standards of living among the low income communities.

As the results of the study indicated that most respondents were single, uneducated, unskilled and under or unemployment, it would be appropriate that the departments

of labour, trade and industry, education and health and welfare corroborate their activities, starting with mass literacy class for those less educated, to skills training for those with secondary education.

The important contribution of mass educational programmes in accessing available services in the country is clearly demonstrated by China which used it emphatically as a tool for development, both in terms of changing attitudes and increasing production. The World Bank (1975) report indicated that 32 percent of the world's adults were illiterate and further emphasizes that the provision of minimum education as an essential condition for effective participation in the development process.

It is indicated that there have been highly successful mass literacy campaigns in both China and Cuba. In these countries, literacy was part and parcel of the total transformation.

Once mass literacy has been achieved, then the skills training begins as in the American's (JOBS) Job Opportunities and Basic Skills. Once skills have been imparted in the low income, single and rural mothers, the dependency on child support grant would assumably be reduced, as low level of education of parents results in limited occupational skills. In short, what is indicated here, is that lack of resources, in particular, financial resources lead to inaccessibility to the grant and that the grant should not be taken as an end in itself, but a means to an end. To reach that end, which is to develop the quality of life of the community and encourage self-reliance on the latter, several processes need to be entertained such as those in Sweden, which emphasizes work ethic in the provision of social benefits.

This is achieved by employment generating strategies of job training and referral to the unemployment agency. Its social welfare programmes maximize economic participation and labour force development. (Friedmann et al, 1987).

Likewise, Asian welfare officers invested in the capabilities of their clients to become self-sufficient through placing them in productive employment and self-employment. Economic projects such as communal vegetable gardens, small irrigation schemes, crafts and other forms of small scale manufacturing, feeder roads producers, credit and retail cooperatives are created together with social programmes that address the health, education, material and child welfare needs of the local people.

The results of this study indicate that, inaccessibility is more a function of poverty and unemployment which Sadie (1991), indicates by 2005 South Africa's unemployment rate would have risen to 48 percent, and this poses a serious problem for welfare officers in Africa today. To achieve what Ntebe (1994) refers to as relevant and effective intervention role, welfare officers will have to address poverty and unemployment issues as they impact on the quality of human life. The problem of unemployment is due to insufficient jobs. There is chronic inadequate demand for labour as the economy is unable to generate enough jobs to absorb the labour, thus the necessity for entrepreneurship and small and medium enterprises as answers to unemployment and revitalizing the economy.

In line with many scholars in this field, Snyman (1993) suggests that: -

- Welfare agencies should impart marketable skills and facilitate income generating activities;
- Rural development with an income-generating component so as to slow the flight to urban areas. Zastrow (1993) also finds the elimination of unemployment as a solution to reducing dependency on social benefits and inaccessibility thereto.

In a study conducted by Kim et al (1996) to examine potential interactions that results from the combined programmes and to identify the direction and size of that interaction, found that, the effects of the programmes interacting with one another were much larger than the sum of the effects produced by each programme alone. This analogy indicates that accessibility to child support grant needs to be supported by other income generating programmes which are sustainable over a longer period. This indicates that multifaceted programmes to reducing poverty and unemployment may succeed where a single programme fails. Furthermore, whatever the nature of programmes, they need to take account of the way of existence of the indigenous people and must be fully run by the local people with the active involvement of the local leadership.

It is also essential to start where the local people are in order to bring about change in attitudes and behaviour which may deprive them of the most deserved services. The community need to be educated sufficiently about statutory maintenance services and procedures, while our legal system should remain very stringent on



forcing fathers to resume a socially acceptable pattern of responsibility and at the same time avoid depriving children of public aid when and where it was needed.

In order to extend these services to the rural masses, welfare workers would have to be trained in larger numbers and the public private partnership with community based organizations would have to be strengthened and where possible, the mushrooming of strong community based organisation with sufficient capacitation would be a strong recommendation. The existing welfare staff would also need to be sufficiently inserviced in order to have expertise equal to the task of assisting the remote, rural communities with effective services. The decentralization of welfare services office would be essential in order to make services more accessible to the rural communities.

Furthermore, social work academic institutions should embark of developmental research which is directed towards analysis, development and evaluation of human service innovations. There is a need to revise the practice framework which arises out of changes in welfare and social welfare personnel should be competent in developmental methodologies and practices. It is vital that welfare education should produce cadres who are capable of responding to the socio-economic needs of the communities they serve. (Thomas, 1987).

Further research needs to be embarked on about the impact of the child support grant on the lives of those affected, most probably with larger samples. It is also hoped that with most of the problems mentioned in the text solved, the number of applicants may rise dramatically.

In conclusion accessibility to child support grant in this region was influenced by a variety of factors, both human and non human, some of which could be easily improved through improving certain service delivery aspects, while others such as those involving the attitudes of the community would still need a protracted campaign of awareness raising.

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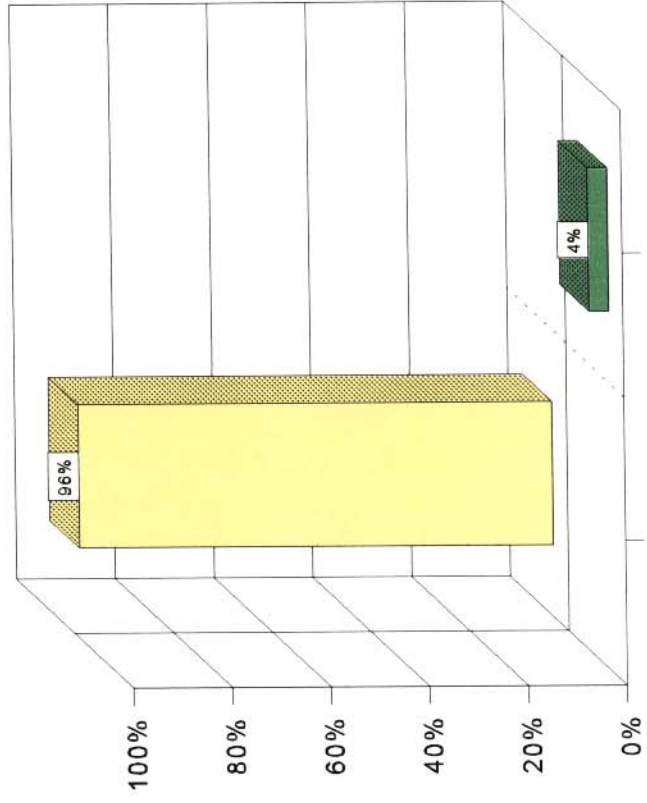
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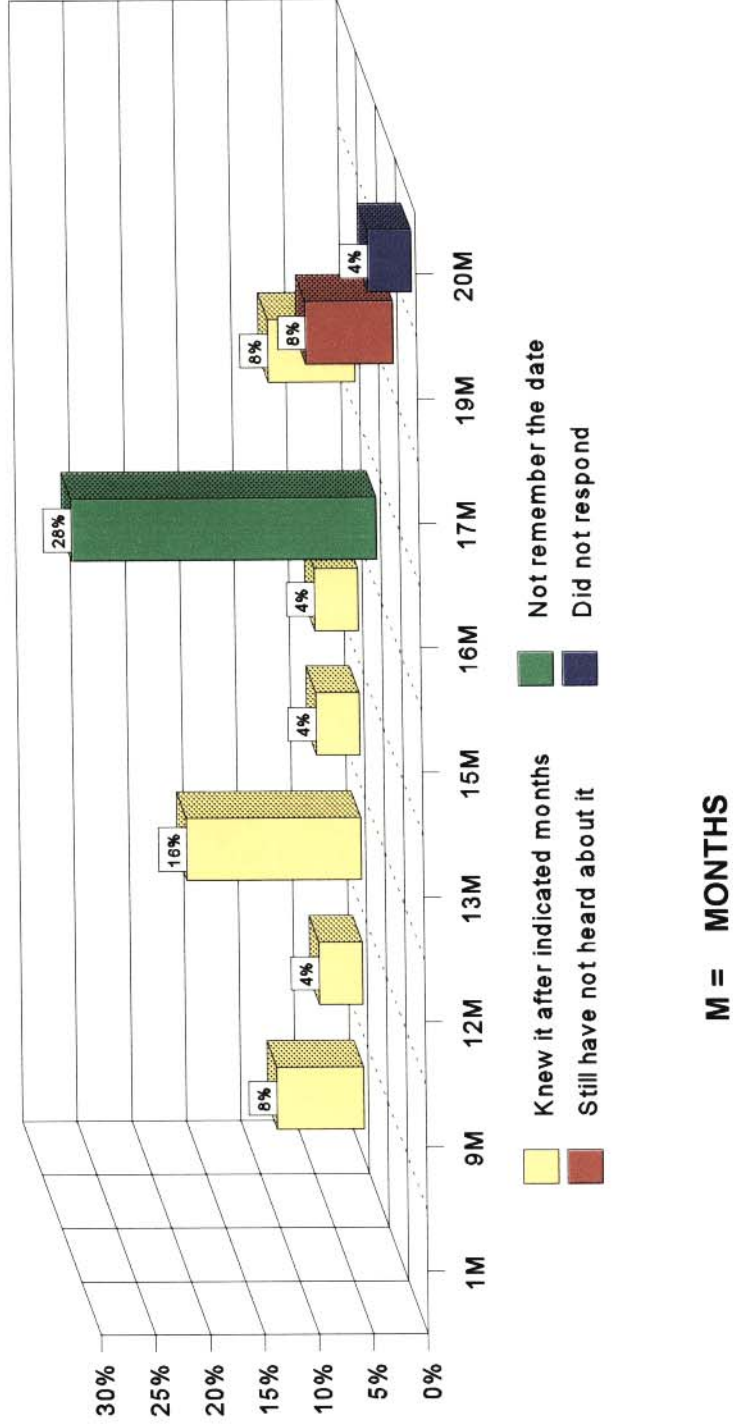
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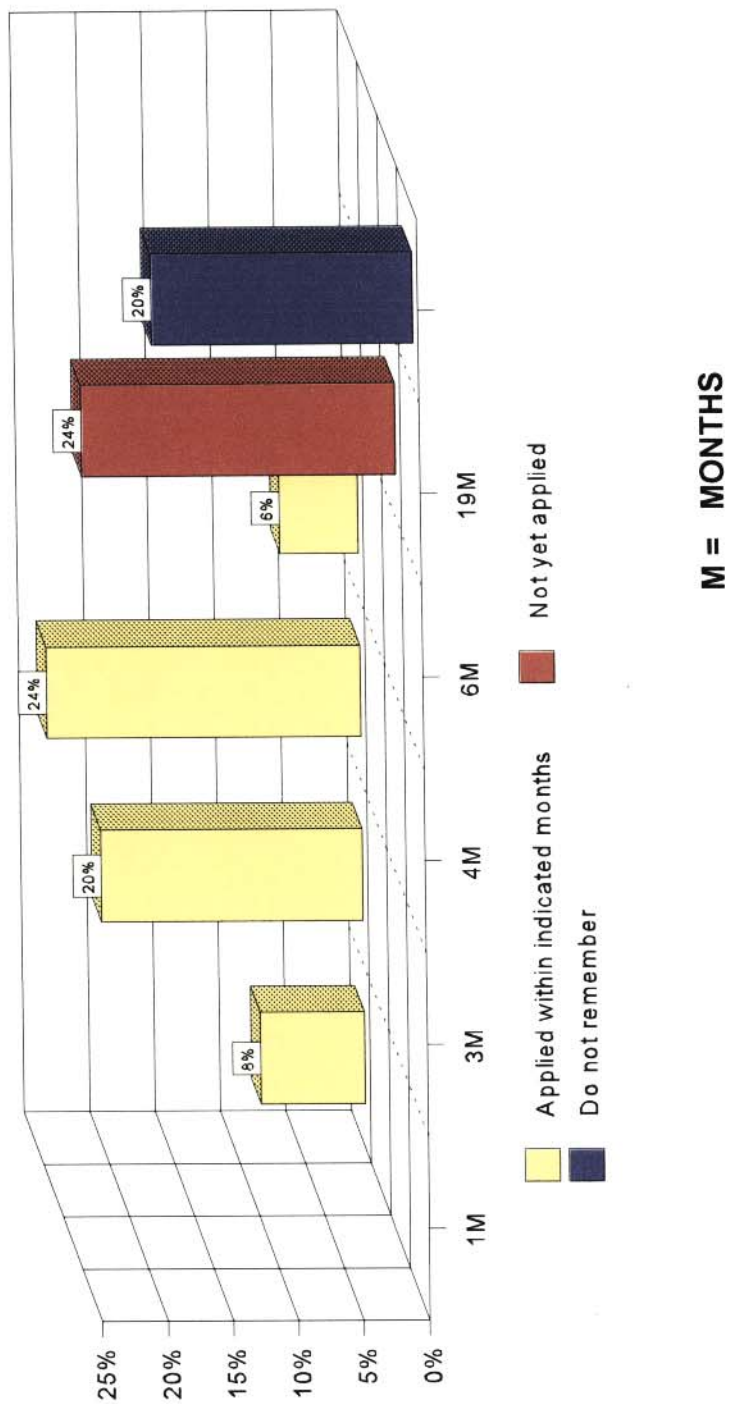
FIGURE I : KNOWLEDGE OF THE GRANT IN PERCENTAGE



**FIGURE II : DURATION OF KNOWLEDGE OF THE GRANT SINCE ITS INCEPTION**

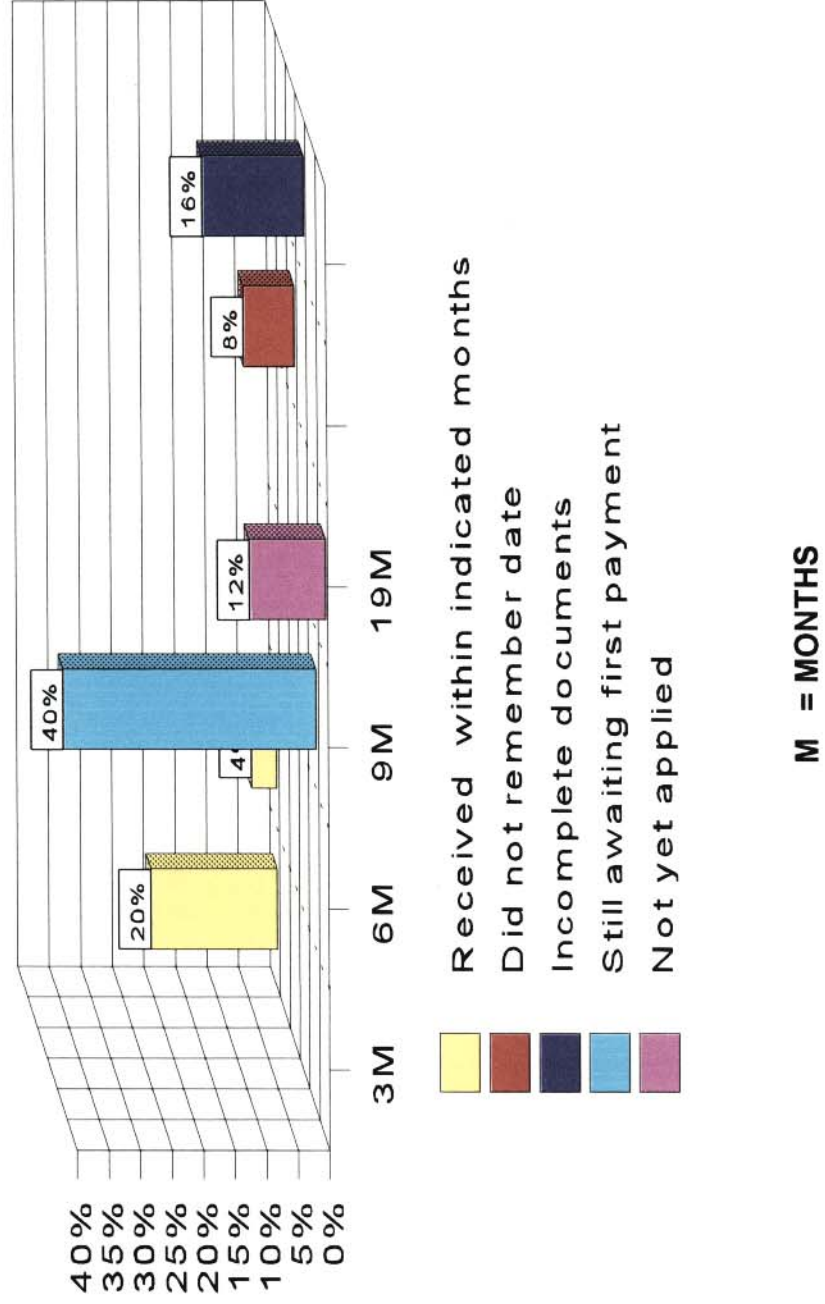


**FIGURE III : THE URGENCY WITH WHICH THE CHILD SUPPORT GRANT WAS APPLIED FOR BY PROSPECTIVE BENEFICIARIES**





**FIGURE IV : THE DURATION IN MONTHS PARTICIPANTS WAITED BEFORE FIRST PAYMENT OF THE GRANT WAS MADE**



**FIGURE V : PERSONNEL'S UNDERSTANDING OF DEVELOPMENTAL VERSUS ADMINISTRATIVE APPROACH**

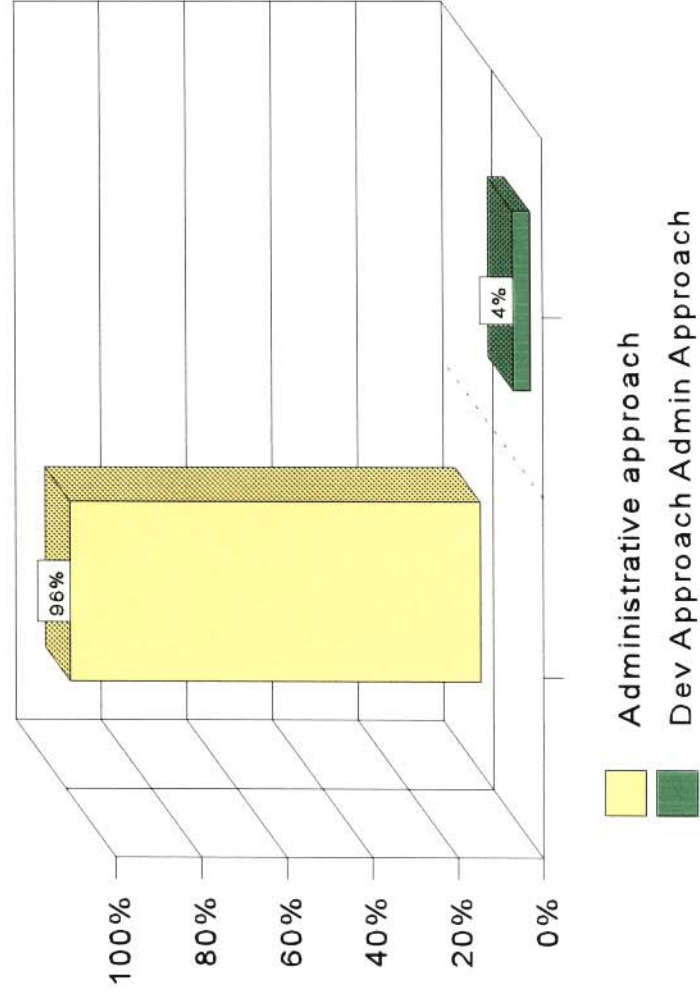


FIGURE VI : SUFFICIENCY VERSUS INSUFFICIENCY OF THE GRANT (R100 PER MONTH PER CHILD)

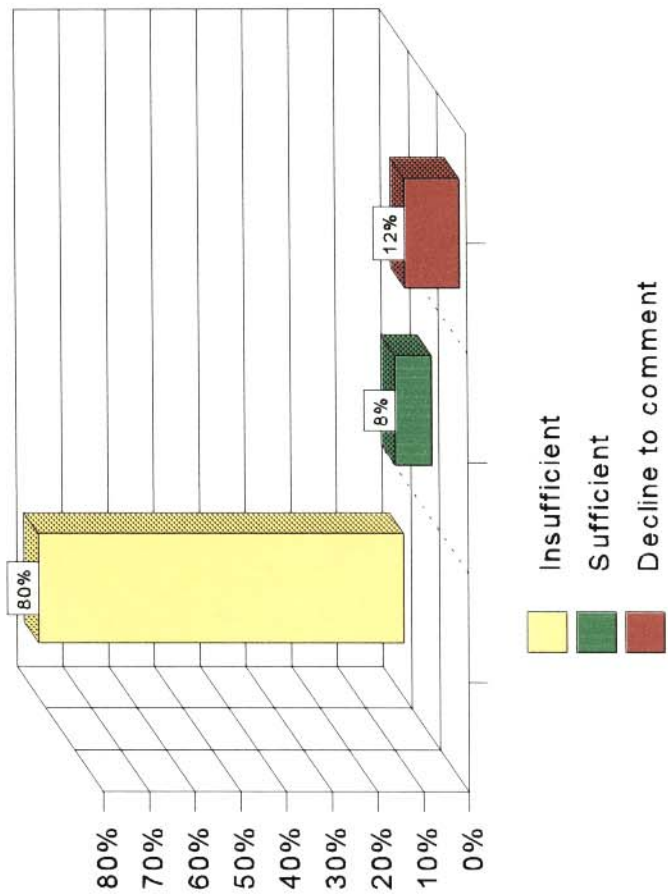
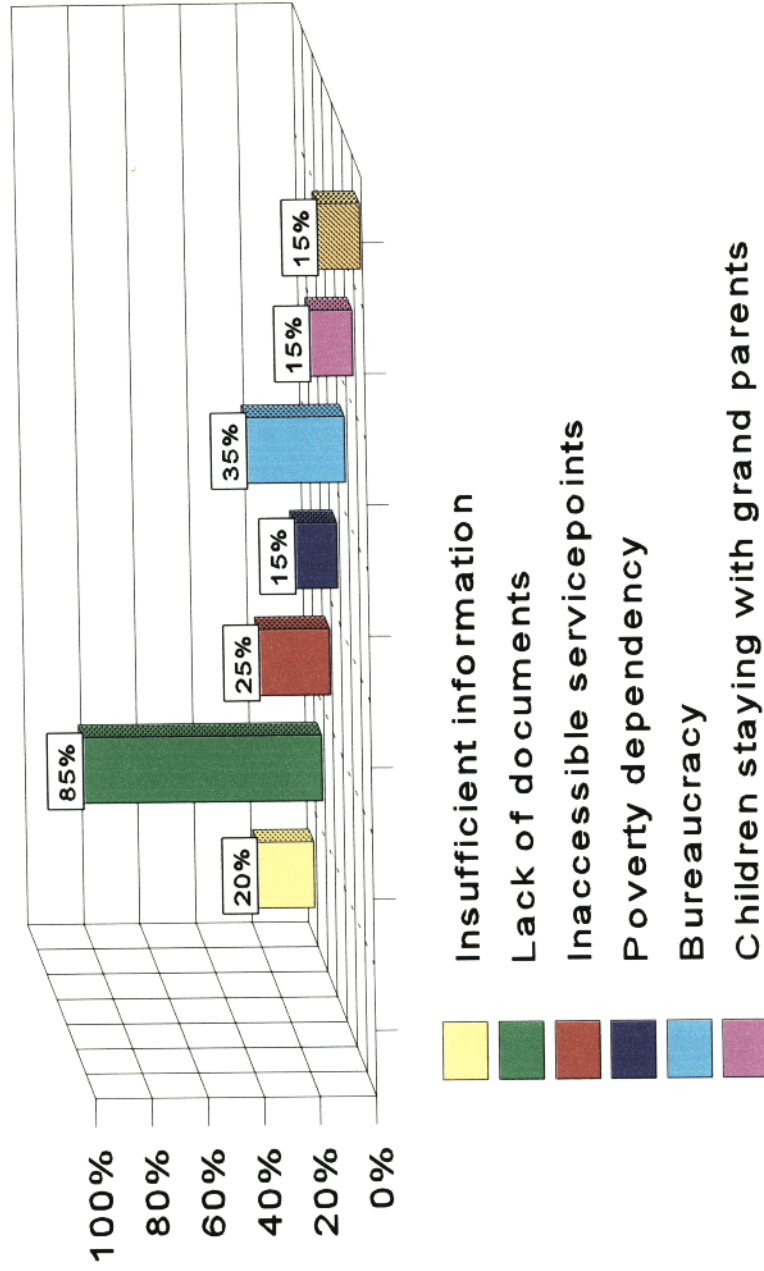


FIGURE VII : EFFICIENCY / INEFFICIENCY OF THE AWARENESS RASING STRATEGIES



FIGURE VIII : POSSIBLE OBSTACLES TO ACCESSING THE GRANT



**APPENDIX I**

**PO BOX 372  
CHUENESSPOORT  
0745**

**REF. RESEARCH  
ENQ: MONYELA L.J.  
TEL. 015 – 633 7100**

**THE SUPERINTENDENT GENERAL  
DEPARTMENT OF HEALTH AND WELFARE  
PRIVATE BAG X 9302  
PIETERSBURG  
0700**

**RE: APPLICATION FOR PERMISSION TO CONDUCT RESEARCH ON CHILD  
SUPPORT GRANT**

I am a Social Worker attached to the Department of Health and Welfare in the Southern Region, and am currently a part-time Masters degree student with the University of the North doing Developmental studies.

One of the requirements to complete the degree is the submission of a dissertation of limited scope on any topic dealing with development. I have chosen to research on the accessibility of child support grant in the Southern Region.

The rationale for researching this newly introduced grant is informed by the lower number of applications received by our offices, contrary to the department expectations.

If permission is granted, the study would benefit the department in re-looking at our marketing strategies for the grant in particular and for services in general. Furthermore, it would indicate problems clients encounter in accessing the grant.

I therefore, request that I be granted permission to access:

- Approved files of child support grant;
- Interview the following personnel;
- Social workers, clinic nurses, social security and social development personnel;

- Access all information , i.e. national, provisional and Regional concerning the subject under study.

This will include information on meetings and workshops.

Attached find the following for your information:

- Research proposal;
- Interview schedules; and
- Letters to respondent.

Hoping my request does not inconvenience your office.

**Yours in service**

  
L.J. MONYELA

Cc: the Regional Director: Southern region  
The Deputy Director: Welfare Services



Northern Province  
DEPARTMENT OF HEALTH & WELFARE

Enquiries: Sinah Mahlangu  
Reference: Research  
27 OCT 1999


P.O Box 372  
CHUENESPOORT  
0745

Dear Mr Monyela

CHILD SUPPORT GRAND

1. Permission is hereby granted to conduct a study on the above topic in the Southern Region, Northern Province.
2. The Department of Health & Welfare needs a copy of the research findings for its own resource centre.
3. The researcher should be prepared to assist in interpretation and implementation of the recommendations where possible.
4. Permission should be requested from institutional management to do research.

Sincerely,

  
SUPERINTENDENT-GENERAL  
DEPARTMENT OF HEALTH & WELFARE  
NORTHERN PROVINCE



## APPENDIX III

### APPEAL

#### TO: DEAR PARTICIPANTS ON CHILD SUPORT GRANT RESEARCH PROJECT

My name is Lesetja Johannes Monyela, a social worker attached to the Department of Health and Welfare in the Southern Region. For the purpose of this communique, I am a Master's degree student at the University of the North in the Faculty of Management Sciences.

As part of the requirement to complete the degree, I am expected to conduct research in one of the current issues related to development. I therefore deemed it appropriate to research on a newly introduced child and family support system, known as child support grant.

One of the reasons for choosing this topic is due to the fact that when it was introduced on 1.4.1998, we targeted 75 000 needy and deserving children in the Northern Province. But to the Department amazement only few people have applied to date. The Southern Region, rural as it is and without employment opportunities has performed equally bad. The purpose of this study, is t find out the reasons for such low turnover on applications for the grant.

You are therefore requested to take active, faithful and loyal part in this study in order to assist those needy and deserving children. Though the research may not benefit you directly, your relative, your neighbor and most needy and deserving members of the community would benefit from your contributions. If you are interested in making a difference in your community, you will be informed in advance of a researcher or research assistants who will have a twenty minutes interview with you.

So feel free, as your opinion, feelings and experiences may help reshape our marketing strategy for the grant and benefit the poorest of the poor. Results of the study would be made available in the University of the North Library, Department of education Library and the Department of health And Welfare; Southern Region and Provincial office. Finally, every district in the Southern Region will have a copy in the office of the Chief Executive officer of the Department of health and Welfare.

Thank you for your time and contribution

**Yours in service**

...*Lesetja Johannes Monyela*.....

**Lesetja Johannes Monyela**  
**Researcher**

**APPENDIX IV**

**QUESTIONNAIRE : GOVERNMENT EMPLOYEES**

**IDENTIFYING PARTICULARS**

Name of organization attached to : .....

Designation/ Post held : .....

Qualifications required for the post: .....

Years of service in the organization: .....

District and village stationed at : .....

Female	
Male	

**Age in years**

15 – 25	
26 – 35	
36 – 45	
46 - 55	
56 – 60	
61 and above	

**Marital Status**

Married	
Single	

1. Have you heard about Child Support Grant?

Yes	
No	

2. If yes, where did you hear about it? .....

3. On average, how many people did you help access the grant per month?

.....

4. If in your opinion the number of applicants is lower than expected, what do you think could be the reason for such low turnover?

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

5. If the number is high, what do you attributes this increase in numbers to?

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

6. Take me as a client who know nothing about the grant, what information would you give to access the grant?

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

7. Which methods does your organization use to raise awareness about the grant?

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

8. In your opinion, is there awareness raising strategy used by your organization effective in making people access the grant?

Yes	
No	

a. If yes, what gives you hope that you are successful?

.....  
.....

b. If no, do you think should be done to improve your organization's awareness raising strategy?

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

9. What would you consider the obstacle of most people to qualify for the grant?

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

10. Do you find the monthly child support grant enough to take care of the needs child/ren?

Yes	
No	

a. If yes, please substance

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

b. If no, please indicate reasons

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

11. Given the opportunity to make inputs about the procedure, administration and requirements for qualification of the grant, who would you recommend?

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

**APPENDIX V  
QUESTIONNAIRE  
PROSPECTIVE APPLICANTS, UNSUCCESSFUL APPLICANTS AND  
BENEFICIARIES**

**Identifying particulars**

Village name / Township House number: .....

**Sex**

Female	
Male	

**Marital Status**

Married	
Single	

**Age in years**

10- 20	
21 – 30	
31 – 40	
41 – 50	
51 – 60	
61 and over	

**Household income**

0 – R 200	
201 – 300	
301 – 400	
401 – 500	
501 – 600	
601 – 700	
701 – 800	
801 – 900	
901 – 1000	
1001 – 1100	
1101 –1200	
Others	

Personal Income

0 – 500	
501 – 700	
701 – 900	
901 – 1200	
Others	

Educational level .....

Number of children under the age of seven (7) years.....

1. Do you know about Child Support Grant?

Yes	
No	

2. If yes, how did you know about it? Specify.

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

3. For how long did you know about the grant?

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

4. If already applied, how many months ago?

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

5. Are you already in receipt of the grant?

Yes	
No	

a. If so how long did it take before you receive your first grant?

3 – 6 months	
6 – 12 months	

b. If yes, is the grant enough to support the child/ren?

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

c. If not, how much more would you like to receive? Substantiate.

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

6. If you did not apply what could be the reasons?

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

7. Do the children have thirteen digit birth certificates?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

8. If no, when are you likely to get it?

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

9. Do you take your children regularly to the clinic?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

10. Are you employed?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

11. Do you participate in the activities of local community project?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

12. If you are not employed and do not participate in local community project activities, how do you raise your children?

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13. Is the non-resident parent of the child / ren still alive?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

14. Is he or she employed?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

15. Does he or she help support the child?

Yes	<input type="checkbox"/>
No	<input type="checkbox"/>

16. If the non-resident parent does not assist in supporting the child, what efforts have you take to see to it that he/she helps with child upkeep?

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17. If you were given the opportunity to make recommendations about the grant what would you like to see changed?

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18. Are there any legislative changes to accessing the child support grant you are aware of?

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