

TITLE PAGE

**REFORMED SOCIAL SECURITY: AN IMPORTANT TOOL FOR POVERTY
ALLEVIATION IN THE LIMPOPO PROVINCE**

by

S.B KOMA

Submitted in partial fulfillment of the requirements for the degree of Masters of Public
Administration

In the Faculty of Management Sciences and Law

in the Subject

Public Administration

at the University of the North

PROMOTER:

Mr. MH Kanyane

May 2002

611995853
42799786
T368.400968 KOM



DECLARATION

I declare that the mini thesis hereby submitted to the University of the North for the degree of Masters of Public Administration has not previously been submitted by me for a degree at this University or any other University, that is my own work in design and execution and that all material contained therein has been duly acknowledged.

ACKNOWLEDGEMENTS

I would like to profoundly acknowledge the contribution of the following individuals and institutions whom I firmly believe they played a pivotal role in ensuring that my research project yields the desired results namely, Professor Okpaluba, SANPAD Institutional Co-ordinator, School of Law support staff at the University of the North and the Turfloop Graduate School of Leadership based at Edupark. I am also thankful of the role played by my immediate supervisor, Mr Kanyane who continuously urged me to meet deadlines and complete the research project in time, the staff members attached to the Centre of Comparative and International Labour and Social Security Law, RAU namely, Ms Adriette Dekker, Mr George Mpedi for advice and support and Professor Olivier, Director who ensured that I receive NRF bursary for purpose of my Masters studies. I further acknowledge SANPAD Fieldworkers for doing excellent empirical research work. Last but not least, my family members and fellow friends for their moral support. *Ke re le se lahle le ka moso.*

ABSTRACT

This research advocates for the reform of social security from both policy and administrative perspectives in as far as the provision of old age grants is concerned in the South Africa context. The overall purpose of the research is to basically investigate and determine the status of poor people in respect of the provision of old age grants within the Limpopo Province. Thus, the study begins by providing detailed background and problem statement underpinning it. At the same time, essential aspects of social security and poverty are discussed as well. The research methods used for this research among other things, literature and questionnaire. In order to clearly comprehend the current challenges and complexities facing social security system particularly the old age pension, comprehensive historical developments of the system in South Africa dating prior 1902 till to date are covered. The research is based on the premise that old age grant/pension serves as a panacea for poverty alleviation. The literature study and empirical research conducted in three poor areas, notably, Ga-Kama, Mamotintane and Mankweng situated in the Limpopo Province also attest to this. The point of departure of the research, is that the reform of social security should be comprehensive, including variety forms of safety nets and more fundamentally the administrative system and speeded up with a view to alleviate poverty that continues to afflict the poor people in South Africa and particularly in the Limpopo Province.

TABLE OF CONTENTS

Chapter 1- Background

1.1 Introduction	1
1.2 Objectives of the study	2
1.3 Problem Statement	2
1.4 Motivation for research	3
1.5 Significance of research	3
1.6 Hypotheses	4
1.7 Conceptualisation and operationalisation	4
1.8 Research methodology	8
1.9 Target population	9
1.10 Sampling	10
1.11 Conclusion	10

Chapter 2- Historical developments of social security system in South Africa up to 1994

2.1 Introduction	12
2.2 Trends before 1902	12
2.3 Welfare structure during the period of British Administration (1902-10)	13
2.4 Origins of Public Assistance (1910-48)	14
2.5 Apartheid social safety net (1948-94)	16
2.6 Consequences of Public Pension Scheme	21
2.7 Conclusion	22

Chapter 3- Social security system under the current Democratic South Africa (Post 1994 to date)

3.1 Introduction	23
3.2 Democratic paradigm within the framework of welfare service rendering (1994 to date)	23
3.3 The right to social security: entitlement	24
3.4 Democratic South African Old Age Pensions	26
3.5 Coverage	27
3.6 Implementation of old age pensions for elderly people	28
3.7 Positive features of the social security system	30
3.8 Conclusion	31

Chapter 4- Research Findings

4.1 Introduction	33
4.2 Analysis and research findings	33
4.2.1 Demographics of Old age people	33

4.2.2 Monthly contribution to household budget by old age beneficiaries	34
4.2.3 Beneficiary of old age grant coupled with the amount in receipt	35
4.2.4 Suspension of grant without reason	35
4.2.5 Refund or back-pay given after reinstatement	35
4.2.6 Preferred place/point of grant payment	36
4.3 Conclusion	
 Chapter 5- Conclusions and Recommendations	
 5.1 Conclusions	38
5.2 Recommendations	41
5.3 Recommendations for further research	43
 Bibliography	44
Annexure	48

CHAPTER 1

Background

1.1 Introduction

It goes without saying that the responsibility of any state entails the promotion of the general welfare of members of the society at large. Social security forms an integral part of meeting the basic needs of the society members. The bill of rights in the South African constitution places an unambiguous obligation on the state to provide appropriate social assistance to people in need, whether they are old, disabled or young (Barborton, 1998:344) At the same time, social security is geared towards uplifting and advancing the standard of living of both the rural and urban poor populace. According to Luiz (1995:579) social security is aimed at providing households with the minimum income to ensure at least a reasonable standard of living. Its aim should be to help the poor to help themselves.

In South Africa, the most vulnerable and marginalised groups are rural and urban poor households. This is as a result of the past apartheid policies which were aimed at widening the gap between the rich and poor people along racial, gender and class lines. In essence, the former apartheid government failed to adequately address the question of social security in favour of the rural and urban poor people. However, the democratic government has so far attempted to prioritise social security issues through the Reconstruction and Development Programme (RDP) coupled with the new South African Constitution. The present government has further formulated a White Paper on social welfare of 1997 that is chiefly aimed at reforming social security system in order to meet the dire needs of the marginalised groups in South Africa. Through these policies the present government realises that social security serves as a panacea for poverty alleviation. The formulation of these new policies geared towards social security simply implies that the present government aim to embark on a holistic approach in order to alleviate poverty in South Africa.

1.2 The objectives of the Study:

- (a) Investigate and determine the status of both the rural and urban poor dwellers in respect of the provision of social security and thereby seek to provide a quantitative and empirical analysis of the nature of the poverty situation besetting the rural and urban poor households in the Limpopo Province.
- (b) Examine the appropriate ways and means with which the exclusion of the rural and urban poor could be addressed.
- (c) Enhance policy advocacy and changes geared towards influencing policy makers and policy implementers' about critical aspects of social security.

1.3 Problem Statement

Though the current government had successfully initiated comprehensive and sound welfare centered policies, the rural and urban poor households in the Limpopo Province are still afflicted by abject poverty, live below poverty line, lack access to basic welfare services and are perennially being excluded and marginalised from social security protection. The Poverty and Inequality Report of 1997 points out that poverty is deepest in Eastern Cape, Free State and Limpopo Provinces, which together make-up 36% of the population but account for 51% of the total poverty gap. There are glaring inequalities and imbalances between the rich and poor households resulting from the legacy of apartheid.

It is further estimated that 45% of the South African population, that is 18 million people live in abject poverty, they are mostly African, females and rural (Poverty and Inequality Report, 1997:5). The other important reality that cannot be ignored is that the present social security system is bogged down by bureaucratic tendencies that often delays the delivery of social grants. 89% of the beneficiaries of pension grants are Africans, 60% of these beneficiaries live in three-generation households, which suggests that there are other family members that are also dependent on pension grants (Human Rights Report on Economic and Social rights, 2000: 13).

Thus, the pressing problem is that the current social security is inadequate to fulfil the needs and interests of both the rural and urban poor households. Most of the poor live in rural areas: while 50% of the population of South Africa is rural, the rural areas contain 72% of those members of the total population who are poor (Poverty and Inequality Report, 1997: 5). Key questions that seek critical research and academic engagement are; how can social security system be improved in order to meet the needs of the poor? Is the formal social security system the only panacea to poverty alleviation? What other measures can be put in place with a view to augment on the existing social security system?

1.4 Motivation for the research

This research was triggered by the keen interest the researcher has in social security issues as well as poverty alleviation. The researcher further believes that little if any research is being undertaken primarily focused on social security issues particularly in the Limpopo Province hence this research seeks to fill the gap. The researcher's participation in the SANPAD (South Africa-Netherlands Programme on Alternatives in Development) inter-university social security research project further motivated the research of this nature. Equally, the researcher in question aims to develop expertise, authentic research skills and insight in the broader field of social security. At the same time, the research is prompted by the quest to prioritise social security system in relation to the needs and aspirations of the rural and urban poor households in South Africa. The research is informed by the immense challenges and problems facing the government of the day in respect of meeting the needs of the poor people.

1.5 The significance of the research

- (a) The research intends to outline detailed literature research pertaining to aspects of social security in order to develop broad insight and understanding of the evolution and development of the field among researchers, academics, students and practitioners.
- (b) To contribute towards the increasing authoritative publications of social security aspects particularly in the field of Public Administration.

1.6 Hypotheses:

Hypothesis one (1)

Social security serves as a panacea for poverty alleviation. This hypothesis is based on deductive reasoning. In this regard, the dependent variable refers to social security while the independent variable refers to poverty alleviation schemes.

Hypothesis two (2)

Social security if properly implemented could uplift and advance the standard of living of the rural and urban poor households. This hypothesis is based on deductive reasoning. The dependent variable refers to social security whilst the independent variable include the improvement of the standard of living of the poor people.

Hypothesis three (3)

The administrative system of social security if it is improved could ensure effective and satisfactory delivery of social grants.

This hypothesis is based on deductive reasoning. The dependent variable refers to social security and the independent variable refers to the improvement of social security administrative system.

1.7 Conceptualisation and operationalisation

The hypotheses covers important concepts that require conceptualisation and operationalisation with a view to develop understanding of aspects related to the broader area of social security.

Social security refers to a system of assistance guaranteed by the state, granted to people in need when their normal source of income has been interrupted or ended (for example

through sickness, unemployment, or retirement). It could entail assistance to certain disadvantaged groups (for instance the handicapped, the families of deceased workers, or people suffering from industrial injuries) or supplementing the incomes of pensioners. It could also include social insurance schemes but in a more strict sense of the word it refers to assistance schemes financed from taxation (Barker and Holtzhausen, 1996: 138).

Social security covers a wide variety of public and private measures that provide cash or in-kind benefits or both, first in the event of an individual's earning power permanently ceasing, being interrupted, never developing or being exercised only at unacceptable social cost and such person being unable to avoid poverty and secondly in order to maintain children. The domains of social security are poverty prevention, poverty alleviation, social compensation and income distribution (White Paper on Social Welfare, 1997: 48)

Poverty has different meanings to different people. Different authors from various academic disciplines and fields are broadly defining the concept of poverty and thus there appears to be no discrete working definition. A substantial theory is being developed pertaining issues of poverty. It is within this context that the purpose of the research seeks to outline some definitions underlying poverty aspects.

The concept poverty can be defined as the inability to attain a minimal standard of living, measured in terms of basic consumption needs or the income required to satisfy them. It is conventional to draw up a poverty line reflecting the monetary value of consumption, which separates the poor from the non-poor. For South Africa this cut-off point can be defined by considering the poorest 40% of households as poor, giving a monthly household expenditure level of R353.00 per adult equivalent (Poverty and Inequality Report, 1997: 5)

The comprehensive definition given to poverty by the World Summit for social development is:

Poverty has various manifestations, including lack of income and productive resources to ensure sustainable livelihoods, hunger and malnutrition, ill health, limited or lack of access to education and other basic services, increased morbidity and mortality from illness, homelessness and inadequate housing, unsafe environments, discrimination and exclusion. It is also characterised by lack of participation in decision-making, in civil, social and cultural life (World Development for Social Development, 1995: 41). At the same time, there are two concepts used to define poverty, absolute and relative.

On one hand, the World Bank (1975:19) describes absolute poverty as a situation where incomes are so low that even a minimum standard of nutrition, shelter and personal necessities cannot be maintained. Webster (1984:16-17) says that absolute poverty describes a situation in which people are barely existing, where the next meal may literally be a matter of life or death as the cumulative effects of malnutrition takes on an 'absolute status' since, there is nothing beyond or beneath it except death.

On the other hand, relative poverty refers to a condition that can be defined by comparing the circumstance of one group of people or an entire economy with another one. The problem of defining poverty measures arises because the measures used to compare populations will depend on a whole range of assumptions about adequate standards of living, which some enjoy and some do not. Thus instead of being defined in terms of shortfall in some national subsistence, poverty might be defined in terms of the degree to which people do enjoy the basic standards of diet, living conditions, leisure activities and amenities which are socially perceived as customary (Webster, 1984: 76-79).

Poverty perhaps could also be measured in terms of incidence and depth. There again, a comparative analysis is not really significant. The fact of knowing that a particular percentage of the population of France or Bangladesh is below the bread line tells us nothing about the relative extent of poverty in those countries. The incidence of poverty is generally taken to be a percentage of the total population living below the poverty

threshold. The depth of an individual's poverty can be measured as the gap between a poverty threshold and his/her level of income-expenditure. In South Africa the poverty line is defined as an income of less than R390.00 a month. At the same time, poverty can be approached other than through estimates of income and expenditure. The question of access to public goods and services for example can only really be pinpointed usually by means of social indicators, which are difficult to quantify. A number of essential parameters (life expectancy at birth, infantile and material mortality) are also indicators and affect monetary comparisons (David, 1994:41-42).

If the European Community is to have a proper understanding of phenomenon as complex and diversified as poverty, it has to use instruments of measurement which can handle several dimensions at once and, in particular reconcile:

- (i) a global approach, at the level of a whole of society, and an individual approach, at the level of particular situations of groups of individuals or households;
- (ii) a quantitative approach (how many poor people?), to allow for comparisons, and a qualitative approach (how do they see and feel this poverty), aimed at a better understanding of the diversity of poverty conditions);
- (iii) a structural approach (determinants and cause of poverty) and a cyclical economic approach (seriousness of situations and effects of poverty);
- (iv) a static approach, describing and comparing the situation at a given moment and a dynamic approach, analysing the poverty-generation machinery and
- (v) an economic approach (analysis of stocks and flows) and a sociological approach (behavioural analysis) (David, 1994:41-42).

At first sight, defining poverty would appear to be a matter of common sense. A person who has few assets and no regular source of income, who therefore struggles to meet his/her basic needs (the needs of any dependants), would normally be considered to be poor. A locality, region or country with a large number of people living in such circumstances should in turn, also be regarded as poor (Horner, 1994:47-49).

The point of departure of this research is that the concept of poverty is multidimensional as it encompasses a number of aspects that are fundamental for understanding the nature and characteristics underpinning poverty.

1.8 Research methodology

For the purpose of this research various data collection methods were used, notably, a questionnaire, documentary research data, books, journal articles and official documents. The first component of the research entailed detailed literature research on broad aspects of social security. The second component included the empirical research.

Scrutiny of relevant literature was done with a view to obtain a general understanding of aspects related to social security. A structured questionnaire was used in order to obtain and analyse data. The questionnaire was very comprehensive and thus contained relevant aspects of social security. The questionnaire was in essence written in English, however, it was translated into Northern Sotho version. This is important in the sense that both fieldworkers and respondents were able to best understand each other and more importantly provide accurate data. Therefore, about 13 well-trained fieldworkers were recruited and utilised for the purpose of distributing and administering the questionnaire.

Prior to the commencement of the empirical research, pilot work was undertaken in all the earmarked areas for empirical research. The pilot work revealed certain shortcomings of the questionnaire such as the use of codes for entering data and the ambiguous nature of the formulation of certain research questions. As a result most of the fieldworkers found it difficult to administer the initial formulated questionnaire. Nonetheless, the pilot work presented a learning curve to the fieldworkers. Consequently, the questionnaire was redeveloped and made to suit the fundamental intentions and objectives of the overall research project taking into account the shortcomings of the pilot work.

1.9 Target population

For the purpose of this research, three areas were covered, namely, Ga-Kama (rural area), Mamotintane (rural area) and Mankweng (peri-urban) situated in the Limpopo Province under the central region and are about plus or minus 30km away from the nearest town, Polokwane. Their own location or geographical setting and classification could draw some important points drawn in line with social security aspects. However, it should be pointed out from the onset that these communities serve as a case study for the social security research project.

Historically, these communities were disadvantaged in terms of access to basic services generally and social security schemes in particular. A case in point refers to old age pension. The Old Age Pensions Act of 1928 entitled all Coloured and White males over 65 years and females over 60 years to draw old age pensions. Africans and Indians were glaringly excluded. The state argued that Africans could rely on rural kinship to assist the aged.

The segregation and separate development policy of the former Apartheid government also had serious impact on the provision of basic services such as water, electricity, health, transport, telecommunications, education and others to these poor African communities. From the historical point of view, these communities show that poverty is rife and deep and more glaringly lack social protection. However, the current poverty status of these communities in terms of access to basic services, social assistance schemes and forms of informal social security further depicts that these communities are still disadvantaged. Basic social services such as health, water, education and others are beyond the reach of majority of people of these communities. It is also worth noting that the two rural areas, namely, Ga-Kama and Mamotintane rely on Mankweng area, which is peri-urban in character for basic services. The majority of the people drawn from these communities further pursue their informal businesses around Mankweng. It is within this context and background, the poverty and socio-economic positions of these three communities should be viewed with the purpose of gaining insight about their

marginalisation, exclusion, disadvantage and significance for the social security research project.

1.10 Sampling

The sampling method that was used for this research, entail random sampling. This method ensures that every member of a population has a chance of being represented in this sample. The sample size determined for this research is 130 for households residing in the three communities. The random sampling was worked out as follows, 6 random numbers were used and thus two (2) was picked out. This number was therefore used to randomly select the unit of analysis for the empirical research. At the same time, this number was consistently used to randomly select the unit of analysis for the whole covered areas. In essence, two households were skipped in one street within an area covered for research. Therefore, 43 questionnaires were distributed in Ga-Kama, 43 in Mamotintane and 44 in Mankweng. This yields a total number of 130 questionnaires.

There were few shortcomings encountered in the administration of the questionnaires. This involved improper filling of responses and the entering of appropriate codes by the fieldworkers. As a result, additional copies were made in order to cover the determined sample size of 130. Equally, some of the targeted respondents were not found at their respective households at the time of distribution of questionnaires, because of absence and change of residents.

It should be borne in mind that the definition of unit of analysis in terms of this research refers to household, individual and community. The unit of observation refers to individual (respondent), that is, the person who is most familiar with personal details of other household members.

1.11 Conclusion

This Chapter raised a number of issues that concerns the field of social security and poverty. The concept of social security should be conceptualised from both social insurance and social assistance. However, in the context of this research social security is

confined to social assistance schemes, notably, old age grant. Hence in the problem statement a number of issues are highlighted about the inadequacy of the current government welfare policies to effectively address poverty. The comprehensive definition of poverty provided in this chapter shows the extent to which poor people should be viewed based on access to basic social services, the use different poverty measurements and global or international perspectives.

CHAPTER 2

Historical developments of social security system in South Africa up to 1994

2.1 Introduction

In order to clearly comprehend the present nature of social security particularly the Old Age Grant system coupled with the enormous challenges facing it, it is therefore important that some historical developments are outlined. The historical context of social security system in South Africa would further help one to understand the evolution, complexities and development of the system till to date. In this chapter, issues such as the welfare service structure during the period of British administration, origins of public assistance, apartheid safety net and notably, the reform of social security within the current democratic dispensation are discussed.

2.2 Trends before 1902

Social care is an integral part of all societies throughout the world. Assistance to the needy or the destitute forms part of human society, and it is therefore not strange that social welfare and the existence of organisations aimed at providing social service had virtually always been evident in civilised countries before a specific government intervened constructively (Van Eeden, Ryke and de Necker, 2000:2).

The indigenous communities of South Africa who lived here before white settlement were no exception. The members of these communities lived in close contact with each other in the search for food, shelter and clothing (Hammond-Tooke in Van Eeden et al, 2000:2). The colonial and republican governments did not play an active role in the provision of social welfare services in the 250 years after the arrival of Jan Van Riebeeck from the Netherlands at the Cape in 1652 (Van Aswegen in Van Eeden et al, 2000:2).

The South African War (1899-1902) and the devastation following that not only brought a change in the political role of the government, but also brought a change in the approach to welfare service instituted by the government. The British administration in South Africa located thousands of burgers in the former Zuid Afrikaansche Republiek

and Oranje-Vrijstaat, and provided compensation in the form of food, shelter and clothing as well as agricultural equipment (Van Eeden, Ryke and de Necker, 2000:3).

All communities in South Africa were affected by the South African War (Pakenham in Van Eeden et al, 2000:3). Although the British government assisted all communities, all people were not treated equitably, and thus contributed in a delay in the development of proper welfare service rendering (Warwick in Van Eeden et al, 2000:3).

2.3 Welfare service structure during the period of British Administration (1902-10)

The only stage where the handout approach was followed by the British administration was directly after the war of 1902-1903 (Davenport in Van Eeden et al, 2000:4). Increasing focus on the poor white problem was to the detriment of the coloured community. Some of the coloureds in the Cape Colony, for instance, lost their jobs or were reduced to unschooled labour (Warwick in Van Eeden et al, 2000:4).

Another smaller group, the Indians, was confined to Natal and the Cape in 1902. The social, economic and political positions were no better than those of the coloureds. In fact, they were regarded as an immigrant community to be repatriated to India as soon as possible (Van Eeden in Van Eeden et al, 2000:4).

The resettlement of black people who had occupied and worked on white farms during the war (1899-1902) was left to the Native Refugee Department. Black people expected the British government to allocate these farms to them (de Necker in Van Eeden et al, 2000:4). Dissatisfaction reigned when it became obvious that this expectation would not be realised. Money saved by blacks who had worked for the British forces during the war, were used in some instances by black syndicates to buy farms from the impoverished white farmers (Warwick in Van Eeden et al, 2000:4).

The reconciliation policy of the British government where white interests were put first, gave rise to dissatisfaction amongst black people about this form of welfare assistance to which they seemed less entitled (Smit in Van Eeden et al, 2000:4).

2.4 Origins of Public Assistance (1910-48)

Soon after Union of South Africa, state assistance was confined to distribution of benefits in kind and cash to needy communities and subsidies to private philanthropic organisations (Kruger, 1992:157). Activity in child welfare between 1905 and 1910 resulted in the Children's Protection Act of 1913, which provided maintenance grants for children. Very few of these grants reached African parents and none were given to rural Africans (Kruger, 1992:161), whose children were expected to be cared for in the reserves by guardians or chiefs (Pollak, 1981:165).

In 1916, the Transvaal Provincial Council started the first school feeding scheme, which partly relied on funds from parents and provided meals in the winter months only (Moll, 1985:3). The Old Age Pensions Act of 1928 entitled all coloured and white males over 65 years and females over 60 years to draw old age pensions. Whites' pensions were maximum of R5.00 a month and coloureds' R3.00 (Pollak, 1981:157).

Africans and Indians were excluded from the Old Age Pensions Act of 1928. Africans, the state argued, could rely on their rural kinship ties to assist in old age. Further, by African custom and tradition the young would care for the old. Urban Africans were excluded on the basis that they were not easily discernible from their counterparts (Bhorat, 1995:596). Department of Social Welfare originated from the Department of Labour in 1933. Welfare provision to the population now began to be channeled institutionally through the state and in this era the seeds of a segregated social policy were first sown (Bhorat, 1995:596).

The social safety net was widened considerably through state pension schemes. In 1936 white and coloured blind persons over the age of 19 could collect means-tested pensions (Pollak, 1981:152). In 1937 a disability grant was arranged for these racial groups. In 1944 blind and old-age grants were extended to Africans and Indians (Bromberger, 1982:173). Administration of African pensions fell under the Native Affairs Department. The Disability Grants Act of 1947 extended disability grants to all racial groups. In 1941

the War veterans Pension Act was passed but excluded Africans who had served in the Native Military Corps in the First World War (Kruger, 1992:169).

In the same year cost-of-living allowances were introduced to shield pensioners from inflationary conditions. Although pensions were paid to all races, stratification in payment continued. In 1947 the maximum pension for whites was five times that of Africans. Coloured and Indian pensioners were paid half as much as whites. Parity in payment for Coloureds and Indians would come to an end a year later. Thus, while all pensioners were in the welfare scheme, different payments on the basis of race continued (Bhorat, 1995:597).

Despite the ambiguity of the United Party's (coalition government) welfare policies, attempts had been made to extend social security provision to all races. The ethos of this era is perhaps best reflected by the 1944 Social Security Committee, which envisaged a wide network of means-tested social services for all irrespective of domicile and race (Kruger, 1992:173). Influenced by the Beveridge Report, issued in the United Kingdom during the Second World War (Dixon & Schrenell, 1989:311), the Committee's Report was a blueprint for a future social safety net. It set out to capitalise on the marginal gains made by blacks in welfare provision and to reverse losses sustained by them (Bhorat, 1995:597).

Funds made available by Carnegie of the United States of America for researching white poverty in the early thirties were eagerly accepted. Decisions were made during congresses about welfare by amongst others, sociologists, psychologists and economists. The Government was therefore made increasingly aware that welfare in South Africa needed attention, and of the request for direct government involvement. The Carnegie Commission's report of 1932 was of particular importance (Van Eeden, Ryke and De Necker, 2000:6).

During the period after 1937 up to and including the taking over of government of the Herenigde National Party in 1948, several welfare structures were put in place whilst others were consolidated (Theron in Van Eeden et al, 2000:6). Nevertheless by 1948

there was, in spite of the gaps, considerable progress in the Government's social welfare function based upon residual model in the rendering of social services. With this, it moved away from institutional model and the political ideological paradigm of conciliation and unity (Van Eeden, Ryke and De Necker, 2000:7).

2.5 Apartheid social safety net (1948-94)

The white voters mandated a new government in the 1948 elections. This government, known as the Re-United National Party (NP) government established further welfare services as well as the planning and development of diversified services on a racial basis. Racial diversification on the basis of colour was influential on the government's ideologically initiated philosophy of life (Posel in Van Eeden et al, 2000:7). The government did, however, provide more welfare services to all other culture groups at this stage. Each of these groups was placed under the management of its own government department, whilst policy development was left in the hands of the white central government.

The South African government initially ordered its Department of Social Welfare to render services to white, coloured and Indian communities, whilst the Department of Native Affairs, which had handled the affairs of the black community in South Africa since 1910, continued with this work. In 1951 the separation of services commenced when a section of coloured affairs was established within the Department of Interior Affairs. An independent Department for Coloured Affairs was formed in 1951. A Department for the Indians followed two years later (Van Eeden, Ryke and De Necker, 2000:8). According to the constitutional paradigm of the government shortly after 1948 each black group would be afforded the opportunity to develop its own homeland and to develop fully-fledged nation. The Act of Bantu Authorities of 1951 made provisions for this. For the South African government this form of diversification, in view of its ideology was completely acceptable and morally justifiable (Posel in Van Eeden et al, 2000:7).

Irrespective of the fact that there was no sign of an integrated welfare service in South Africa, the welfare focus of the government was intensified. More attention was paid to

child, youth and family welfare. The needs of the physically handicapped, the elderly and the extremely poor were inspected and gratuity contributions were improved. The government's contributions to social welfare service was however, directly influenced by the association between the government and voluntary initiative. The government saw itself in the role of co-ordinator, whilst the private organisations who were in direct contact with the destitute would have been the obvious bodies to assist (Van Eeden, Ryke and De Necker, 2000: 9).

The division of responsibility of social welfare services amongst various government departments and the direct control of this assistance by whites continued up to 1984. In the new Three-Chamber Parliament, the Coloured and Indian communities also received representation in the government. The implication of this for welfare was that the Coloured and Indian communities had a bigger say in the provision of welfare services to their communities. The welfare of the black community was divided between the government of the various homelands and the Department of Cooperation Development (Van Eeden, Ryke and De Necker, 2000:9).

The main idea with the provision of welfare services was, according to the government, that the individual "should be helped in order to help himself". Government schemes and services that were rendered to the various population groups all followed the same pattern unlike the period prior to 1948, the idea was that of remediation and prevention than of upliftment. For instance, crèches, children's homes, old age homes, settlements for the destitute and institutions for the disabled were provided. The extent of this assistance and the finances coupled with it, however, showed an even distribution amongst population groups (Van Eeden, Ryke and De Necker, 2000: 9).

The drafting of the welfare policy for the delivery of welfare services for South Africa's four main groups was handled by the white Department for social welfare (later called the Department for Social Welfare and Pensions and still late the Department of Health and Welfare) until late in the eighties. The projects of the various communities were co-ordinated by frequent contact in the interdepartmental consultative committee on social

welfare matters (Report of the Department of Social Welfare and Pensions for the period 1st April 1962 to 31st March 1964, 1964:2-3).

At the same time, the Second Carnegie Report which dealt with the poverty of blacks and ways of enhancing development was published in 1984. As was the case in the 1932 Report, the investigation was encouraged by private initiative. The government could not ignore the shocking revelations that were made. The Report emphasised that urgent action was necessary and the realisation by role players should be that only more involvement with welfare services could help change the circumstances in the country. The Carnegie Commission, however, pointed out that there were no instant solutions. Among others it was suggested that steps should be taken to start a pension scheme for black pensioners as soon as possible (Saunders, 1993: 242-248).

The gap between white and African means-tested old-age pensions widened steadily (See Table 1). Increases in white pensions became both larger and more frequent (Pollak, 1981:157). Africans, it was argued, needed to be provided for under a system more in keeping with their indigenous practices and customs (Pollak, 1981:159).

All finance for African pensions was assigned to the Native Trust for disbursement. The Trust had an abysmal record, only disbursing half of its pensions revenue. The logic of the apartheid mindset had National Party members arguing also that white taxes were paying for black pensions (Kruger, 1992:175). Hence black pensions had to be reduced to reflect the taxation capacity of blacks. Indians and coloured pensions diverged in value to be equalised only in 1970 (Bhorat, 1995:598).

Table 1: Maximum old-age pensions to 1960 (rands per month, 1990=100)

Year	white	coloured	Indian	African
1929-37	R167	R100	N/A	N/A
1947	R227	R114	R114	R46
1950	R280	R130	R110	R50
1960	R329	R132	R118	R49

Source: Pollak (1981:157), CSS (1992).

Payments were also differentiated spatially. There were eleven different pension rates up to 1960 and eight afterwards (Pollak, 1981:155). Coloureds and Indians were able to collect a pension by being classified by the District Pensions Officer as of a “superior class” (Pollak, 1981:161). Needless to say, this sharply reduced the number of eligible beneficiaries. The application of the means test also became increasingly discriminatory. Administrative delays, corruption and inefficiency, particularly in rural areas, were a form of covert discrimination for disenfranchised communities (Bhorat, 1995:598).

The ratio of African to white pensions improved marginally between 1966 and 1971 (See Table 2), but the absolute gap widened in real terms (See table 3). Another discriminatory aspect of the pension system was that a maximum free income allowance was granted to the aged. As this remained constant in nominal terms from 1944 to 1969, the real value of African free income declined by 54 per cent (Pollak, 1981:156)

Table 2: Old-age pensions by race, 1960-71 (whites=100%) (Pollak, 1981:158).

Year	White	Coloured	Indian	African
1960	100%	40,1%	35,9%	14,9%
1965	100%	50,1%	40,9%	13,1%
1966	100%	46,8%	38,4%	12,4%
1970	100%	47,1%	47,1%	14,2%
1971	100%	47,4%	47,4%	15,2%

Table 3: Difference between monthly pensions for Africans, Coloureds and Indians (in 1990 rands)

Year	African	Coloured	Indian
1960	R280	R197	R211
1965	R312	R179	R212
1966	R324	R197	R228
1970	R326	R201	R201
1971	R329	R204	R204

Source: Pollak (1981:157), CSS (1992).

The 1931 Pension Law Amendment Act stated unequivocally that in future, when determining whether any person should be granted a pension, the ability and opportunities of applicants to support themselves or contribute towards their support by their own exertions is to be taken into consideration. (This clause proved to be of utmost importance in the state's efforts to cut down the number of African pensioners in the early 1950's). Ultimately, the 1931 Pension Laws Amendment Act constructed social pensions *de facto* as privileges rather than as a social right (Sagner, 2000:529).

Moreover, the 1931 Pension Act provided that when, in view of the pension commissioner, children could support their parents, no pension should be awarded. The responsibility was thus thrown on the children or rather the parents who were supposed to prosecute their children under the Roman-Dutch common law, in cases of non-support (Sagner, 2000:529) mentioned in line with the original Old Age Pensions Act of 1928 provision, the state had to provide a pension, even if the children of a (needy) pensioner were wealthy. In such cases, however, the state was legally bound to prosecute the children for repayment of the granted pensions.

The separate provision of services to the main population groups in South Africa continued. By 1990 the primary welfare services were well established, and co-operation between national, regional and local government enjoyed further attention. The African, Coloured and Indian communities at this stage felt that the individual communities could be better served by one government department for welfare instead of the four different departments (Lund, 1994:22-27).

2.6 Consequences of the Public Pension Scheme

The pension scheme came into operation between September 1944 (that is in city areas) and October 1945, when Africans in reserves were finally included (Sagner, 2000:545). From early on, social grants constituted a significant income for many households. Especially for rural households, pension money soon became an all-important source of cash income. Asked about the significance of the Pension Scheme of 1944 Act, many of our elderly interview partners recalled the scheme's introduction as a turning point in the social history of old age: "When my grandparents got the pension money everything changed completely. Before that we had nothing. We were starving, but then they got the money. It helped us to survive. Before that it was not nice to be old. It is, better now than it used to be (interview, Mrs. F.X. 7 December.1997 in Sagner, 2000:545)."

The introduction of old-age pension implied a double process. On the one hand, the pension money made elderly persons, despite the beneficiaries' direct dependency on the state-financially more self-sufficient, even if it stopped short of turning them into potential self-providers. On the other hand, the second-hand money, ironically, reinforced their dependent status as it heightened the moral pressure on them to furnish certain services, such as the care of grandchildren and increasingly, support of unemployed family members (Sagner, 2000:549).

State social security benefits under the apartheid were divided into the following categories, namely those benefits dealing with elderly people, disabled people, family and childcare and relief of distress. The primary pension available to elderly people was the Old-Age Pension which was supplemented by the War Veterans' Pension, both of which

was non-contributory, universal but racially discriminative. From 1948 onwards, the gap between white and African means-tested Old-Age Pension widened steadily (Liebenberg: Poverty and Inequality Hearings Social Security Scheme Theme 5,1998).

People with disabilities benefits were paid out in the form of grants, which were also non-contributory and means-tested. As was now common practice, benefits were far less for Blacks in comparison to other racial groups. In the area of family and child care benefits, grants and allowances were provided for in the form of maintenance grants and foster care grants. There was little uniformity about these benefits across races or between the various departments as opposed to the situation with old age pensions and disability. For example, the family allowance grant was only available to white and coloureds (Lund, 1993:11).

The democratic elections of April 1994 and the takeover by the African National Congress saw the establishment of a Department of welfare where the needs of all communities could be served on an equal basis for the first time (Department of welfare, Annual Report for the year 1994: RP 104/1995:2).

2.7 Conclusion

The conclusion that could be drawn from these historical developments of social security system is that, under apartheid a safety net was created for poor whites that were in reality not poor relative to other racial groups particularly blacks. By and large, the past social security system primarily marginalised and excluded the majority of poor Africans. Poor African elderly people were glaringly excluded statutorily and socially. The erstwhile Old Age Pension Law particularly of 1928 attest to this point. The former apartheid clearly disregarded the plight of the poor African people and ensured the improvement of standard of living of whites. At the same time, racial groups such as Indians and Coloureds are not immune from this historical position. Thus, social security under apartheid could safely be construed as being racially discriminative, exclusive and unjust.

CHAPTER 3

Social Security System under the current Democratic South Africa (Post 1994 to date)

3.1 Introduction

This Chapter would primarily focus on the provision and administration of social security under the new democratic order. Thus, aspects related to the new Constitution of the Republic of South Africa, the role of both national and provincial Departments of Welfare, new policy framework for social welfare (White Paper), coverage of old age pension and others are succinctly discussed.

3.2 A democratic paradigm within the framework of welfare service rendering (1994 to date)

According to the Constitution of the Republic of South Africa, social welfare is located in national and provincial departments of welfare. At present local government has a limited welfare function. Previously, welfare functions were combined with health and or were split across various other departments. Since the new Government came into power, one single coordinated National Department of Welfare was established. Unfortunately, in many of the provinces, health and welfare service are still in the same department, a situation that is viewed as not ideal, because of the unequal status enjoyed in comparison to health in the past (Editorial, Maatskaplike Werk/Social Work, 1995: pp.vi-vi).

According to the Constitution of the Republic of South Africa, the powers and functions at the national and provincial levels of Government are concurrent. The national department is responsible for national norms and standards, for the rendering of services, and to ensure that uniformity in the implementation of specific functions is maintained. Provincial departments are responsible, in conjunction with the national department, for the planning, development and rendering of services. However, where mutual co-operation between national and provincial departments is essential, powers are allocated concurrently (White Paper for Welfare, 1997:15).

Handwritten signature

The White Paper proposes that effective mechanisms should be developed between national and provincial departments in order to reach consensus on concurrent powers. It is expected that these mechanisms should facilitate a co-operative spirit between national and provincial levels of government, unify commitment to the broad goals of developmental social welfare and promote a needs-sensitive and consensus approach to decision-making in provinces.

The new Constitution of the Republic of South Africa provides for a Bill of Rights. The Bill of Rights also introduced a new paradigm for social welfare. Government cannot exercise absolute power and control anymore, because democratic principles apply in the democratic dispensation. The Bill of Rights not only provides fundamental rights (first generation rights), but also for welfare and economic rights, which involves questions about social priorities and the distribution of resources. This places an obligation on the Government not only to protect rights, but also somehow provide for rights. While this would mean that Government is obliged to put in place policies and programmes to realise these rights, citizens and lobbying groups are increasingly weighing up what they are receiving from Government as opposed to what they are offered by the Constitution (Howes, 1996: 205-214).

3.3 The right to social security: entitlement

The Bill of Rights in the Constitution of the Republic of South Africa places an unambiguous obligation on the state to provide appropriate social assistance to people in need, the elderly, disabled, young or simply vulnerable. This is viewed as the creation of entitlements. A person merely has to fulfil the eligibility criteria and applied for the relevant grant to establish an entitlement which an organ of state responsible for administering the function is bound to honour (Barborton, 1998:344).

Table 4 The content of social security entitlement (Barberson, 1998: 345)	
Characteristic	Content of entitlement
Eligibility	Linked to some or other physical characteristic of individual (age, disability, etc) and that of individual's low income
Commencement	As soon as an individual applies for a social security grant they register their right to the entitlement, and should the state approve the application they are entitled to payment from the day of application
Durability	So long as the individual fulfils the eligibility criteria they remain entitled to the grant
Value	Usually less or more than R500 per month
Spread of payments	Paid monthly for, as the individual remains eligible, which in the case of disability grants can be for a very long time
Enforceability	Individuals can apply to a court of law to have their entitlement enforced. This may involve reviewing the state's decision to turn down an application, applying for an order to force the state to process an application timeously, and applying for an order to force the state to fulfil its obligations with regards to payments

It should be noted that the state's obligation to provide 'appropriate social assistance' is constrained by various words and phrases in Section 27(2) of the Constitution of the Republic of South African Act 108 of 1996. For instance:

- (i) 'reasonable': what constitutes reasonable legislative and other measures?
- (ii) 'within its available resources': how does one measure the state's available resources, given that it has the capacity to raise taxes, and given the scope for reprioritising expenditures?
- (iii) 'progressive realisation' : what constitutes reasonable progress in the realisation of this right? How fast is the state expected to proceed?

Ultimately the answer to each of these questions is normative. It becomes a matter of interpretation, by the Constitutional Court in the final analysis, whether the state is taking appropriate action to realise the right to social security or not. Looked at differently, these clauses also place positive obligations on the state. Firstly, the fact that the state must take 'reasonable legislative and other measures' means it cannot sit back and do nothing. Secondly, the obligation to ensure the right to social security is realised 'progressively' implies that the present content of the right should not be allowed to erode. Thirdly, the requirement that the state act within 'available resources' is likely to encourage efficiency of delivery. It also means that as more resources become available the state should seek to extend the coverage of social security (Barborton, 1998: 345-346).

3.4 Democratic South African Old Age Pensions

It has been argued that social security issues are more relevant in South Africa because of:

- (i) The degree of inequality together with its racial bias which is both morally and politically unacceptable;
- (ii) Visibility of poverty in recent years; and

(iii) Social change and growth in the number of the poor have reduced the ability of the traditional support networks-the extended family, the tribal system and even subsistence-to provide a safety net, thus strengthening the need for a safety net to fulfil this function (Van der Berg, 1997:500).

Particularly in respect of social old-age pensions, Van der Berg (1997:27) states that “social old-age pensions play a crucial role in combating poverty in South Africa, not only because many pensioners would otherwise be amongst the poorest, but also because pension money circulates widely in many poor communities.

Social old-age grants form part of the social assistance component of the South African social security system. Social assistance is constitutionally mandated only in situations where the needy are “unable to support themselves and their dependants” (Constitution of Republic of South Africa, section 27(1)(c). Social assistance is operationally defined as non-contributory and income-tested benefits provided by the state to groups such as people with disabilities, elderly people and unsupported parents and children who are unable to provide for their own minimum needs (White Paper on Social Welfare, Chapter7). In this paradigm, benefits are not tied to employment, but to demonstrable need. It is needs-tested and meagre amounts are usually paid out barely enough to provide for minimum need (Olivier, et al, 1999:57-58).

3.5 Coverage

Social old-age pensions are paid, subject to a means test, to men above the age of 65 and women above the age of 60. The eligibility requirements include amongst other things, residence in South Africa at the time of application, together with South African citizenship; proof of the applicant’s (and spouse’s) inability to support themselves; proof that applicant is not in receipt of any other social grant (Social Assistance Act 59 of 1992 as amended by the Welfare Laws Amendment Act 106 of 1997), section 3).

The current amount of state old age pension is R600. The increase of this amount was announced by the Minister for Finance in his 2002/2003 budget speech before

Parliament. In this new democratic dispensation all racial groups are getting the same amount of money for state old age grant, unlike in the past apartheid order. Though the social old-age pension is non-contributory, statutory and universal, it is subject to a means test. “In order to prove eligibility for the receipt of the means test, elderly persons who wish to apply for social pensions have to provide a detailed account of all their sources of private income and their assets, and this needs to be confirmed by a person familiar with the applicant. If such income and assets fall below the exclusion level, such persons qualify to receive a pension. They only receive the full (maximum) pension, though, if their income and assets fall below an even lower threshold (Van der Berg, 1994:35).

3.6 Implementation of old age pensions for elderly people

Many barriers may stand in the way between a person who is of an age to qualify for the OAP (old-age pension) and the actual receipt of the money. Some of them are common to pension systems throughout the world, while others are specific to South Africa. “First, the prospective pensioner may not know of the system at all, however, this is becoming increasingly rare. Then, she or he may know about it but not apply, not wanting to become dependent on the money of the government. The person may know of the system but not know how to apply, and may live beyond the reach of the welfare service offices that help applicants. The person may know of the system and how to apply, but be unable to afford to do so”. Applying for a pension is expensive. The person may have to pay the local headmen to vouch for her or his age: to pay for transport to the magistrate’s office where the application is made: to pay a local tax before being able to apply and pay for the identification document that is a prerequisite for getting the pension (Lund, 1993:12-13).

In the rural areas the payout of pensions usually occurs at trading posts or other nodal points to which the elderly come to queue and wait for the arrival of the pension van. As pensions are often the only major economic injection into many rural villages, groups of hawkers follow the pension van as do private debt collectors and the agents of furniture stores. Pensions are used to pay for food, transport, clothes, and building material and

school fees. This is illustrated by the recent pension debacle in the Eastern Cape in January 1998, when the late payment of pensions promoted human sufferings and left many schools depleted of pupils through inability of many families to pay school fees (Makhanya in Fox and Nel, 1998:109).

Pensions for Coloured, Indian and White people have predominantly been paid through the post office, whereas African people have been paid in cash at various mobile and fixed sites, such as administration offices, trading stores, schools or under trees. At the provincial level, the Cape and Orange Free State have introduced the option of being paid by cheque, through the post office or through a bank (Lund, 1993:14). It is certainly not necessarily the case that switching to banks or post offices would automatically be in the interests of all pensioners, as there are few such facilities in many rural areas-far fewer than there are mobile pay points (Ardington, 1989).

However, the present situation is that in other provinces the payment service of old age grants is undertaken by private contractors who have tendered with respective provincial government departments for social welfare. There are also campaigns made by these provincial departments aimed at encouraging all the recipients of the old age grants to open bank accounts for the purpose of getting payments. This would in a way attempt to avoid the problem of long queues, robbery and abuse experienced by the pensioners.

Any system that is as porous as this holds possibilities for corruption for personal gain. This can be by people within the delivery system, the pensioners themselves, and interest groups in the environment of the pensioners, which help give them access to the system. On the side of those working for the system, well-known examples are of pension money going to buy cars for the civil servants at senior level; clerks taking advantage of the lack of literacy and numeracy of the pensioners at the paypoint; vans which deliver the money being robbed at gunpoint; and pensioners having to pay middle-men in the tribal authority in order to get access to the system (Lund, 1993:15).

In 2001 the Minister for Social Development, Dr. Zola Skweyiya appointed a Ministerial Committee on abuse, neglect and ill treatment of Older Persons. This Committee made intensive investigations throughout the provinces of South Africa and thus reported that older people in South Africa are still experiencing serious problems and sufferings with regard to payment and delivery of their pensions. This Committee further revealed amongst other things, pension applications take long time to be processed, pensions are suspended without reasons, back-pays are not made to pensioners whose grants were suspended, bribes are prevalent, officials are rude and hostile to pensioners, and private contractors are inefficient and ineffective (Report of the Ministerial Committee on Abuse, Neglect and Ill Treatment of Older Persons, February 2001).

The Ministry of Social Development has further appointed a Committee of Inquiry into Comprehensive Social Security System headed by Professor Vivienne Taylor, that is basically tasked with the responsibility of investigating and recommending sound and appropriate measures aimed at reforming the current social security system in order to ensure social protection for the poor people in South Africa. The appointment of this Committee also shows that the present government recognises the importance of meeting social security needs of the poor. It is expected that the Report of this Committee would significantly lead to the fundamental change and overhaul of the whole social security system.

3.7 Positive features of the social security system

The South African old age pension has brought a number of positive aspects particularly on the part of the rural dwellers. Amongst the positive aspects include, the amount of the pension, the pension as a household asset and the pension as a source of access to credit. These aspects are thus clearly and specifically discussed below:

In rural areas, the amount of pension has a different meaning. The receipt of the pension is very often the first or at least the most important source of cash income the elderly have had. The case studies of rural income and expenditure patterns reported on the Carnegie Conference on Poverty showed that pensions were the second most important

source of income after migrant remittances, or after local wages and remittances (Wilson & Ramphele, 1989).

For the African rural population, the old age pension is claimed by individuals, but it is largely consumed as a household asset in the three generational families in which most rural pensioners live. Thus many more people than the elderly themselves get the benefit of the pension. This consumption of the pension by households is unlike that pertaining to white South Africans pension money, which all accrues to the pensioners themselves when they live on their own (Pringle, 1984).

Ardington (1988), shows how the pension is itself often a household source of access to credit. People in her Nkandla Study spontaneously expressed the view that only pensioners could get access to credit at the local store. This was borne out by the fact that 58 per cent of households with pensioners had credit as opposed to 38 per cent of households without access to credit. Another 11 per cent of households with pensioners said they could have got credit had they wanted it. The same study points to the broad coverage of the pensions more than 50 per cent of households had pensioners. It is impossible to generalise this result more broadly, however, and comparable empirical evidence is needed for other rural as peri-urban and urban areas (Lund, 1993:21).

3.8 Conclusion

The historical developments of social security in South Africa discussed in this chapter provide a democratic framework underpinned by the Constitution of the Republic of South Africa. The Constitution of the Republic of South Africa enshrines a Bill of Rights that provides for social security rights. This poses a critical challenge for the government departments responsible for the provision of social security to seriously realise social security rights through implementation of sound social security programmes in the most impartial, equitable and effective manner. This new democratic framework requires these government departments to deal with the inaccessibility of social grants such as old age grant in order to ensure broad coverage and maximum take up rate taking into account the laid down eligibility requirements. This should further entail the use of convenient

methods of payment such as Post Offices, Banks and others so as to provide efficient and prompt services to the immediate beneficiaries.

At the same time, the recommendations made by Ministerial Committee and hopefully by the Commission of Inquiry into Comprehensive Social Security should be taken into account with a view to proper implementation. This would help reform the social security system from the inherent problems that developed under apartheid and thus pave a democratic and sustainable system.

CHAPTER 4- Research findings

4.1 Introduction

The research findings reflected in this Chapter are drawn from the comprehensive questionnaire used for the South Africa-Netherlands Research Programme on Alternatives in Development (SANPAD) social security research project from August 2001 to May 2002. This questionnaire contained specific aspects related to the broader domain of social security. As such, important questions on state old age coupled with the administrative system of social assistance were asked in the questionnaire. Statistical Package for Social Sciences (SPSS) was used in order to capture data for purposes of analysis and interpretation. The Data Desk based at the University of Stellenbosch helped to capture data. Through the SPSS, data was captured in relation to certain questions of old age grant, beneficiaries and its administration. However, it should be noted that the integration of data into the SPSS by the research co-ordinator at the University of Stellenbosch failed to draw distinction between the rural and urban poor areas. As a result, these research findings are a reflection of both rural and urban communities, that is, Ga-Kama, Mamotintane and Mankweng. This fundamentally qualifies the original intention of this research project as that of drawing comparison between rural and urban poor people from social security point of view.

4.2 Analysis and research findings

4.2.1 Demographics of Old Age People

Sex	
Female	83,0%
Male	17,0%
Age	
58-70	61,9%
71-96	36,1%
Marital status	
Single, never married	6,4%
Married traditional/customary law	23,4%
Married common law	23,4%
Divorced	2,1%

Widowed	42,6%
Home language	
Sepedi	97,9%
Population group	
African	97,9%

The demographic profile contained in the above table reflects a high percentage of females relative to males. Secondly, a significant percentage of respondents are in the age category of 58-70 compared to the age category of 71-96. The marital status of the respondents also shows that a significant percentage of them are widowed with 42,6%, whilst 46,8% are married equally through traditional and common law. The majority of respondents is using Sepedi as home language and are thus African.

4.2.2 Monthly contribution to household budget by old age beneficiaries.

The following amounts and percentages were revealed.

0	6,4%	R450	2,1%
R100	4,3%	R500	6,4%
R150	8,5%	R560	2,1%
R200	14,9%	R570	14,9%
R250	4,3%	R800	2,1%
R300	19,1%	R870	2,2%
R400	10,6%	R940	0%
R410	2,1%	R1200	0%
Total	Count	Total	Count
R1810	70,2%	R5890	29,8%

The above table suggests that a high percentage of grant recipients is contributing around R300, R200, R400 and R570 respectively towards household budget per month.

An important point that should be mentioned in this case is that in households where there is no person in employment the amount of the old age grant serve as essential

income for the household. This is further confirmed in some research reports that the old age grant is a vital poverty alleviation tool in poor households. This research finding also confirms both hypothesis one and two that postulates that social security serves as a panacea for poverty alleviation and the other that says social security if properly implemented could uplift and advance the standard of living of the rural and urban poor households.

With this in mind, it can safely be inferred that old age pension is a panacea for poverty alleviation in households with unemployed persons and poverty stricken too.

4.2.3 Beneficiary of Old Age Grant coupled with the amount in receipt

100,0 per cent of respondents were in receipt of the grant and receive R570.00 per month. This question sought to figure out whether among the respondents there are those who benefit from old age grant or not. More importantly, the question attempted to determine the percentage of those who are excluded from social security particularly old age grant. It is thus clear that a considerable number of people both from rural and urban areas in the Limpopo Province benefit from old age grant.

4.2.4 Suspension of grant without reason

13,0 per cent indicated yes, while 87,0 per cent said no. This denotes that there is low percentage of recipients whose payments were suspended relative to those who were affected. However, this research finding confirms the postulation that the administration system of the social security should be improved to ensure effective and satisfactory delivery of social grants.

4.2.5 Refund or back-pay given after reinstatement

33,3 per cent indicated yes. 66,7 per cent of the respondents indicated no. This shows that a high percentage of respondents were not given back-pays as a result of suspensions of

their grants. At the same time, the research finding attest to the hypothesis that the administration system of social security should be improved to ensure effective and satisfactory delivery of social grants.

4.2.6 Preferred place/point of grant payment

17,9 per cent of the respondents reflected that they would prefer to get payment from bank/building society. Equally, 7,7 per cent of the respondents preferred to get payment from Post Office. 7,1 per cent of the respondents indicated that they would like to get payment of the grant from the government directly. Only 2,6 per cent of the respondents preferred to get payment of the grant from the nearest community hall.

An interesting point worth to be mentioned in this regard is that there is high percentage of respondents in receipt of grants who still prefer to get payment directly from the government. However, there is also a reasonable percentage of respondents who prefer to get payment from the Bank/building society.

4.3 Conclusion

This Chapter fundamentally focused on important research findings drawn from the questionnaire developed for South Africa-Netherlands Research Programme on Alternatives in Development social security research project. The research findings reflected on a number of aspects such as recipients of old age, administrative system of social assistance and the contribution of recipients of old age grant to household budget on monthly basis. The research findings clearly highlight that there are a number of people in receipt of old age grant, and others who are eligible to benefit from the grant. Administrative setbacks are still prevalent in the administration of old age grants particularly with respect to payments of arrears or back-pays. The research findings also depicts that there are a number of recipients who are content with payment provision and methods of old age grant, and thus the government, Post offices as well as banks are amongst the preferred service providers. More fundamentally, the research findings highlighted the impact of old age pensions in respect of poverty alleviation in households.

In rural areas, old age pensions seem to be the most essential source of income. In households where elder people are found and thus recipients of old age pensions, there is a clear picture about the role and effect of old age pensions in alleviating poverty.

*The central
purpose of the
research.*

CHAPTER 5

Conclusions and Recommendations

5.1 Conclusions

Generally speaking, the research has covered broad aspects related to social security and poverty both from theoretical and empirical contexts. Thus, important conclusions could be drawn based on the aspects contained in the preceding chapters.

Chapter one of the research provided introduction and problem statement underlying this research. The role of the state as well as constitutional considerations was highlighted. This serves to indicate that the state has the moral and legal obligations to realise social security needs for the most vulnerable and marginalised people in the society. At the same time, constitutional considerations denotes that the provision of social security by the state is underpinned by rights entitled to citizens in line with the new Constitution of the Republic of South African Act 108 of 1996. In this chapter, some important statistics are reflected with a view to show how the poor people in general and old age pensioners in particular are covered by the existing social security system. Evidently, the current social security system is inadequate to fulfil the needs of the poor people.

The theoretical framework of this research focused on concepts such as social security, poverty and its concomitant dimensions. The research is based on the premise that the concepts of social security and poverty are multidimensional and hence should be construed from a holistic perspective. The definitional framework shows that the concepts of social security and poverty are complex and dynamic. The research thus adopts broad and inclusive definitions of social security and poverty.

The research further focused on the most critical historical developments of social security in South Africa. These historical developments are discussed in both Chapter two and three. The relevance and significance of discussing historical developments of social security system help to develop and deepen understanding and insight about the evolution, complexities and prospects of the system per se.

The research traces historical developments of social security system before 1902 coupled with the world wars that gave birth to the formal establishment of the system. In contrast, it should be noted that the South African social security existed prior the advent of white settlement and consequent British administration. African communities developed and relied upon indigenous forms of social security as means for survival prior white settlement.

From the beginning of the British administration welfare service in South Africa was fragmented and racially discriminative. This manifested through the provision of social security schemes for people who participated in the world war that took place in the period between 1902-1903. Whites were given superior status relative to Africans in particular.

The origin of social assistance shows that racial differentiation in the provision of social grants for both the needy and poor people played a key role. The most notable of this was the Old Age Pensions Act of 1928 which entitled all white and coloured males over the age 65 years and females over 60 years to get old age pensions. Equally, these racial groups receive different payments. Africans and Indians were statutorily excluded from the legislation.

Historically, the South African social security was developed or crafted based on the ideological orientation of the government in power. The former apartheid government is a case in point. This government pursued racially biased social security system for the South African people. The provision and administration of social assistance was fragmented and at worst segregative. Hence, there were different administrations for different racial groups.

However, the democratic breakthrough of April 1994 ushered welfare service and social security in a new dispensation characterised by racial integration and holistic reform of the system through new policy measure. This was further consolidated by the formulation and implementation of the Constitution of the Republic of South African Act

108 of 1996, which among other things, unambiguously provides for the protection and promotion of Bill of Rights, including social security rights and more importantly elimination of discrimination. The formulation of the White Paper on Social Welfare of 1997 also added impetus for the transformation and reform of social security in South Africa.

Under the new democratic order, the implementation social security schemes, notably, old age pension continues to be saddled with enormous problems. These problems entail amongst other things, lack of access, inadequate information, fragmentation, lack of efficient and effective administration and corruption. Some of these problems could be argued as historically inherent, while others cropped up in the new democratic order. The appointment of the Committees, that is, the Ministerial Committee on abuse, neglect and ill treatment of the older persons and the Committee of Inquiry into a Comprehensive Social Security System reflect the necessity to reform the system and the importance given to social security needs. It is within this context that this research sought to outline the historical developments and challenges facing social security system in South Africa

It is worth to be mentioned that in some poor households old age pensions serves as a sole income and fundamentally help to fulfil the needs of the entire household members. The research also utilised various data collection methods including among other things, a structured questionnaire, documentary research data, books, journal articles and others. At the same time, two components underlined this research, namely, the theoretical and empirical.

The empirical research was done through both pilot work and fieldwork. The pilot work was intended to look at the feasibility of administering the questionnaire. As such no data was collected for purposes of analysis. This involved the use of 13 well-trained fieldworkers. The empirical research covered three identified areas, namely, Ga-Kama, Mamotintane and Mankweng, the former being classified as rural while the latter is peri-urban. For data capturing, the Statistical Packages for Social Sciences (SPSS) was utilised which proved to be effective.

The research findings drawn from the questionnaire developed for SANPAD social security research project shows that there are a number of people in receipt of old age pension. Equally, some administrative deficiencies are still abound and prevalent in the administration of social assistance.

5.2 Recommendations

1. Given the historical developments of social security in South Africa, it is evident that old age pension has and continues to serve as an important income for poor people. More importantly, it plays a key role in the alleviation of poverty. Thus it is recommended that old age grant should be continued and strengthened. This simply implies that the current government should earnestly provide and expand the provision of social grants in the most equitable manner.
2. Given the fact that old age pension not only serve the needs of the pensioner but the entire household, it is imperative that other poverty alleviation measures are employed with a view to ensure total safety net for the poor. These measures could include both informal forms of social security such as kinship, remittances, community based savings schemes and indirect social security measures such as the provision of housing, water, education, health and transport. Therefore, it is recommended that the reform of social security system should be comprehensive and be geared towards creating social protection for both the urban and rural poor African people.
3. At the same time, given the current administrative shortcomings that still plague the grant administration system, it is recommended that appropriate ways and means be considered to reform the administration of social assistance. All peculiar problems associated with the grant administration such as, the suspensions of old age grants without good reasons, long queues and unnecessary delays, corrupt actions by officials and others should be immediately and effectively dealt with. This requires the current government to explore the implementation of business focused processes

that first and foremost take into account the needs and interests of the customer such as convenience, satisfaction and user friendliness of the delivery of social grants.

4. It is recommended that where a grant has been suspended for no good reason, reinstatement should automatically include back pay and there should be clear avenues of redress such as attorneys, legal aid clinic and Public Protector should be explored, if this does not occur. This is in conformity with constitutional provisions of administrative justice. In essence, the suspension of old age grant should be in writing and sound reason provided to respective recipients. The reform of the grant administration system should take place within the framework of Batho-pele service delivery principles, notably, consultation, service standards, accessibility, information, courtesy, redress and value for money.
5. The eradication of corruption and fraud should be prioritised and dealt with. This would help create clean, credible, and reputable administration of the grant system. It is further recommended that appropriate norms and standards applicable to the national department and all nine provincial departments for social welfare should be developed and implemented as well. This should involve the implementation of the Public Service Code of Conduct, punitive measures like dismissals should be effected and ethics education and training programmes should also be implemented for the purpose of capacitating public officials.
6. Effective, efficient and prompt payment methods should be considered in light of the prevalent problems of long queues and service delivery delays and thus various payment methods should be explored such as Banks, Postal offices and private contractors. This would lead to responsive, fast and efficient service delivery. The national department should also develop appropriate and workable service level agreements with private contractors underpinned by continuous monitoring and evaluation. The monitoring of private contractors should be done regularly, that is, every month after delivery of services.

7. The enhancement of access points should be considered in order that potential beneficiaries of old age grant are able to apply without difficulty and inconvenience. This should include the creation of internet in order to broad accessibility of grants in the rural communities and subcontracting non-governmental organisations that focuses on welfare issues should be considered as well. Help Desks should also be established as short term facilities and thus located at community levels. This would further lead to high take-up rate of old age grant.

5.3 Recommendations for further research

1. Though the role of local government has not been touched in this research, however, further research on social security provisioning particularly at the local government level should be considered. This should entail examining the feasibility of providing social security schemes at the local government level taking into account constitutional, international and comparative perspectives. This would lead to the development of an effective, efficient and client-centred social security administration and provisioning of social grants. More importantly, this would help to enhance social security research in the field of Public Administration.

BIBLIOGRAPHY

1. Ardington, E. 1988. Nkandla revisited. A Longitudinal Study of the Strategies adopted to alleviate poverty in rural communities.
2. Ardington, E. 1989. Developing appropriate and effective welfare policies for the aged in Ferreira M et al (eds) Ageing in South Africa. Social Research Papers. Pretoria. Human Sciences Research Council.
3. Ardington, E and Lund, F. 1995. Pensions and development: Social security as complementary to programmes of reconstruction and development. *Development Southern Africa*. Vol. 12. No. 4. August.
4. Barberton, C. "The Institutional placing of social security: an option analysis" in *Economic Globalisation and Fiscal Policy*. Iraj, A and Biggs, M (Eds). 1998. Oxford University Press. Cape Town.
5. Barker, F and Holtzhausen, M. 1996. South African Labour Glossary.
6. Bhorat, H. 1995 "The South African Social Safety Net: Past, Present and Future". *Development Southern Africa*. Vol. 12. No 4. August
7. Bromberger, N. 1982. Government Policies affecting the distribution of income 1940-1980 in Schrire (Ed) South Africa: Public Policy perspectives. Juta. Cape Town.
8. Davenport, TRH in Van Eeden et al. 2000. The welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk*. Vol. 36. No.1.
9. David, D. 1994 "From poverty to exclusion": The Courier-Africa Caribbean Pacific. European Union. No 143.
10. De Necker, CM in Van Eeden et al. 2000 "The Welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk* 36(1).
11. Department of Welfare Annual Report for the year: RP 104/1995.
12. Dixon, J & Schrenell, RP. 1989. Social Welfare in Developed Market Economies.
13. Editorial, "Towards a single Department of Welfare at a national and provincial level". *Social Work/Maatskaplike Werk*. Vol 31. No 2. 1995
14. Hammond-Tooke, WD in Van Eeden et al. 2000 "The Welfare function of the South African Government before and after Apartheid". *Social Work/Maatskaplike Werk*. 36(!)
15. Horner, S. 1994. Measuring poverty. The Courier. January-February. No. 143.

16. Howes, F. 1996. The implications of a human rights culture in a social work practice. *Maatskaplike Werk/Social Work*. Vol 32. No 3.
17. Interview, Mrs. FX. 7 December 1997 in Sagner, A. 2000. Ageing and Social Policy in South Africa: Historical perspective particular reference to the Eastern Cape. *Journal of Southern African Studies*. Vol 26. No 3. September
18. Kruger, J. 1992. State provision of social security. Some theoretical, comparative and historical perspective with reference to South Africa. M.Comm Thesis. University of Stellenbosch.
19. Liebenberg, S. 1998. Poverty and Inequality Hearings, Social Security Theme 5.
20. Luiz, JM. 1995 "Welfare Policy and the Transformation of social security in South Africa". *Development Bank Southern Africa*. Vol 12. No.4. August.
21. Lund, F. 1993. State Social Benefits in South Africa. *International Social Security Review*. Vol.1
22. Makhanya, JM in Fox R and Nel, E. 1998 "Pension payouts, periodic marketing and the continuance of urban dependence in rural South Africa. *South African Geographical Journal*. 80(2).
23. Moll, P. 1985. A Supplementary Children's Feeding Program. Second Carnegie Inquiry into Poverty and Development in South Africa. Post-Conference Paper. No 5. SALDRU. University of Cape Town.
24. Olivier, MP et al. 1999. Social Security Law-general principles. Butterworths. Durban.
25. Pakenham, T in Van Eeden et al. "The Welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk*. 36(1)
26. Pollak, H. 1992. State social pensions, grants and social welfare in Van der Horst, ST & Reid (Eds). *Race Discrimination in South Africa. A Review*. Cape Town. David Phillips.
27. Posel, D. in Van Eeden et al. 2000. "The Welfare function of the South African before and after Apartheid. *Social Work/Maatskaplike Werk*. 36(1).
28. Poverty and Inequality Report. 1997. www.polity.org.za/govreports.
39. Pringle, V. 1984. The South African social pensioner. SALDRU. Carnegie Conference paper.

30. Report of the Ministerial Committee on the Abuse, Neglect and Ill treatment of the Older Persons. 2001. [www.polity.org.za/govdocs.welfare/2001/main.html](http://www.polity.org.za/govdocs/welfare/2001/main.html)
31. Sagner, A. 2000. Ageing and Social Policy in South Africa: Historical Perspective with particular reference to the Eastern Cape. *Journal of Southern African Studies*. Vol 26. No 3 September
32. Saunders, S. 1993. Putting the history of white poverty on the agenda. *South African Historical Journal*, 28.
33. Social Assistance Act 59 of 1992 as amended by the Welfare Laws Amendment Act 206 of 1992.
34. Smit, P in Van Eeden et al. 2000. "The Welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk*. 36(1)
35. South Africa (Republic), 1996. Constitution of the Republic of South Africa, no 108, 1996. Pretoria: Government Printer.
36. South Africa (Republic). Department of Social Welfare and Pensions. Report of Social Welfare and Pensions for the period 1st April 1962 to 31st March 1964.
37. South African Human Rights Commission 2nd Report on Economic and Social Rights 1998-1999. Executive Summary 2000.
38. South Africa (Republic). White Paper on Social Welfare. GN 1108 of 1997 in Government Gazette 18166. Government Printer. Pretoria.
39. Theron, E in Van Eeden et al. "The Welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk*. 2000. 36(1)
40. Van Aswegen, HJ in Van Eeden et al. 2000. "The Welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk*. 36(1)
41. Van Eeden, IJ in Van Eeden et al. 2000. "The Welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk*. 36(1)
42. Van Eeden, Ryke, EH and De Necker, KM. 2000. "The welfare function of the South African Government before and after Apartheid". *Social Work/Maatskaplike Werk*. 36(1)
43. Van der Berg, S. Issues in South African social security 1994. Commissioned paper prepared for the World Bank. Mimeo. Washington DC. World Bank.
44. Van der Berg, S. 1997. Social Security under Apartheid and beyond. *Development Bank Southern Africa*. Vol. 14. No. 4.

45. Warwick, P in Van Eeden et al. 2000. "The Welfare function of the South African Government before and after Apartheid. *Social Work/Maatskaplike Werk*. 36(1).
46. Webster, A. 1984. *Introduction to Sociology of Development*. London. Macmillan.
47. Wilson, F and Mamphela. 1989. *Uprooting poverty. The South African Challenge. Report for the Second Carnegie Inquiry into Poverty and Development in Southern Africa*.
48. World Bank. 1975. *The assault on World Poverty. Problems for rural development, education and health*. Baltimore, MD. John Hopkins.
49. *World Development for Social Development*. 1995. Washington DC. World Bank.

SANPAD NON-LEGAL TEAM

QUESTIONNAIRE FOR:-

EMPIRICAL RESEARCH

THEME C: THE RURAL AND URBAN POOR AND THE INFORMALLY EMPLOYED AMONGST THEM

TO BE ADMINISTERED IN THE FOLLOWING AREAS:

- WESTERN CAPE
- NORTHERN CAPE
- KWAZULU-NATAL
- NORTHERN PROVINCE

Protection of Privacy of Respondents
Respondents are free to refuse to answer questions. If that happens, indicate refusal to answer with a R/A.

Questionnaire number:

--	--	--

SANPAD PROJECT: QUESTIONNAIRE

Interviewer name	
Supervisor name	
Coder name	
Place of interview	

Particulars of visit(s):

Original address:

FIRST VISIT Date	d d m m y y <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> </tr> </table>							Response <table border="1" style="width: 100%; height: 20px;"></table>	Time <table border="1" style="width: 100%; height: 20px;"></table>
SECOND VISIT Date	d d m m y y <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> </tr> </table>							Response <table border="1" style="width: 100%; height: 20px;"></table>	Time <table border="1" style="width: 100%; height: 20px;"></table>
THIRD VISIT Date	d d m m y y <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> </tr> </table>							Response <table border="1" style="width: 100%; height: 20px;"></table>	Time <table border="1" style="width: 100%; height: 20px;"></table>

Substitute address:

FIRST VISIT Date	d d m m y y <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> </tr> </table>							Response <table border="1" style="width: 100%; height: 20px;"></table>	Time <table border="1" style="width: 100%; height: 20px;"></table>
SECOND VISIT Date	d d m m y y <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> </tr> </table>							Response <table border="1" style="width: 100%; height: 20px;"></table>	Time <table border="1" style="width: 100%; height: 20px;"></table>
THIRD VISIT Date	d d m m y y <table border="1" style="width: 100%; text-align: center;"> <tr> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> <td style="width: 20px; height: 20px;"></td> </tr> </table>							Response <table border="1" style="width: 100%; height: 20px;"></table>	Time <table border="1" style="width: 100%; height: 20px;"></table>

Codes for visits:

Response:

1. Questionnaire completed
 2. Respondent not at home but appointment made
 3. Respondent at home but not available and appointment made
 4. No one home → substituted
 5. Wrong address → substituted
 6. Respondent cannot communicate with interviewer because of language
 alternative interviewer arranged →
 7. Respondent refuses to be interviewed substituted →
- Other (specify):

PART A: DWELLINGS

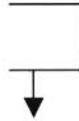
A1. Province:

--

1. Western Cape
 1. Zoar
 2. Atlantis
2. Northern Cape
(specify area: _____)
3. Northern Province
(specify area: _____)
4. KwaZulu-Natal
(specify area: _____)

A2. Neighbourhood classification

1. Formal metropolitan
2. Informal metropolitan
3. Formal urban/town
4. Informal urban/town
5. Rural village (not on farm)
6. Rural on-farm settlement
7. Rural scattered settlement



A3. If apply A2.5, A2.6, A2.7 apply
What is the distance to the nearest town? _____ km.

If not applicable insert 0 in block provided

A4. Which type of dwelling/structure does this household occupy? (If the household lives in MORE THAN ONE dwelling, circle all the codes that apply.)

1. Formal house
 2. Part of house
 3. Flat/town house
 4. Hostel/compound
 5. Informal house (“shack”) in informal backyard
 6. Informal house (“shack”) in informal settlement
 7. Traditional hut/dwelling
 8. Caravan/tent/zozo
 9. Outbuilding/servant’s quarters
- Other (specify)

A5. Who owns this dwelling?

1. Site and dwelling owned by someone in household – fully paid for
 2. Site and dwelling owned by someone in household – partly paid for
 3. Only dwelling owned by someone in household – partly paid for
 4. Only dwelling owned by someone in household – fully paid for
 5. Rented
 6. Stay for free (as company/job benefit)
 7. Stay for free (other)
 8. Allocated on land belonging to someone else (e.g. traditional arrangement)
- Other (specify)

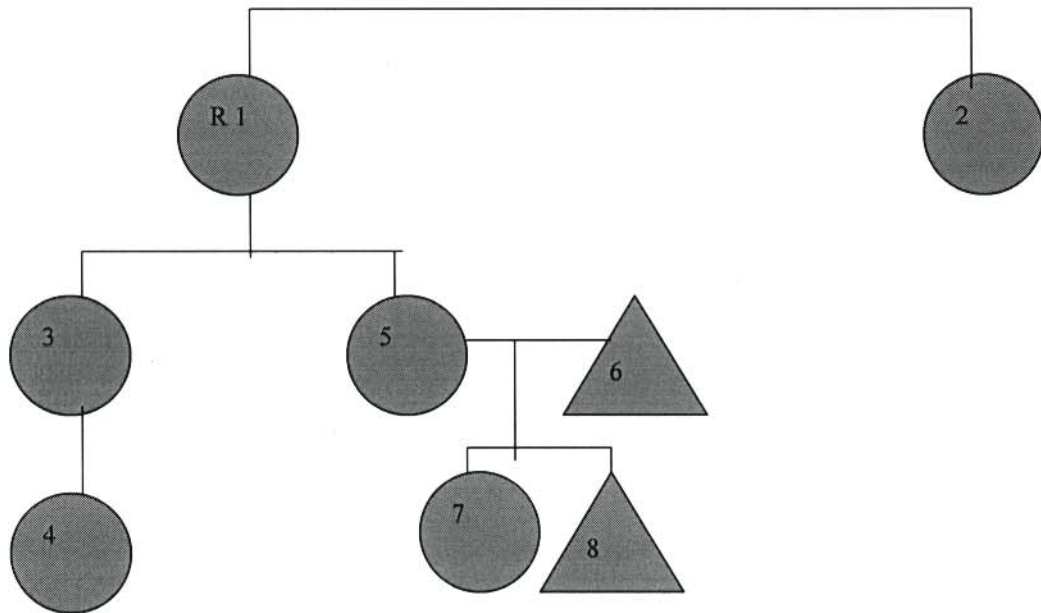
PART B: HOUSEHOLD

The questions in this section apply to all household members.

Fieldworkers must draw a picture of the household provided. The picture should reflect all household members. See the definition of "household" below. Women should be indicated with a circle and men with a triangle.

EXAMPLE OF GENOGRAM:

A mother (1), and her sister (2) live in the household. The mother has a daughter (3) who has a daughter (4). She also has a daughter (5) who lives with a man (6) and they have two children, a daughter (7) and a son (8). A genogram of the household will look as follows:



- Respondent is the person who is most familiar with personal details of other household members.
- Indicate the Respondent with R on the genogram.
- Each person in the household gets a number. The respondent is number 1 (an ID-number from 1-10, not as in an ID book in the normal sense of the word) that is indicated on the genogram.
- Also write the names, sex and age of the household members next to their "ID" numbers on the NAME CARD and use it to complete PART B of the questionnaire.

Who are members of this household? INCLUDING:

1. Everyone who stays here during the week and is partly dependent on/contribute to this household.
2. Dependent children at school elsewhere and who come home on weekends and/or holidays.
3. Students who study elsewhere and who come home on weekends and/or holidays.
4. People who work elsewhere and return home regularly (once a month or more) and who help support this household, e.g. husband who works elsewhere and who does not have another household elsewhere.
5. People who are looking for work elsewhere and who are still dependent on this household.



DRAW THE GENOGRAM HERE:

REMEMBER TO INDICATE RESPONDENT AS NUMBER 1 AND WITH AN R ON THE GENOGRAM

B: GENERAL PARTICULARS OF HOUSEHOLD MEMBERS:

	<u>B1. To everyone.</u> Indicate the sex of every household member. 1. Female 2. Male	<u>B2. To everyone</u> How old is each person? Indicate age at last birthday?
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

	<u>B3. Who is the primary caregiver of a child/children?</u> The primary caregiver is the person who mainly takes responsibility for the child's well being, e.g. for food, clothes and care of the child. Indicate the primary caregiver of a child with a 1 next to the name of the caregiver, all others indicate with 0.	<u>B4. Only applies to children 0-17 years</u> Is the primary caregiver the child's biological parent? 1. Yes 2. No, grandmother 3. No, mother's sister 4. No, other family or relative 5. No, other non-family 5. Not applicable, child-headed family	<u>B5. Only to children 0-17 years</u> Do both parents support the child? 1. Yes 2. No, only mother, father dead 3. No, only father mother dead 4. No, only mother, father unknown/no contact 5. No, only father, mother no contact 6. No, both parents alive, no contact 7. No, 1 alive, no contact 8. Both dead
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			

	<p><u>B6. Only applies to children 0-17 years</u> Is the child's birth registered? Indicate the following number next to every child, for the following responses:</p> <ol style="list-style-type: none"> 1. Yes 2. No 3. Don't know
1	
2	
3	
4	
5	
6	
7	
8	
9	
10	

	<p><u>B7. Only to women 12 years and older:</u> How many children have you given birth to? (living or dead). Put 0 next to women (12 yrs or older) who have never had any children.</p>	<p><u>B8. Only to women 12 years and older</u> How old were you when you had your first child? (living or dead). Include age. Indicate with <u>-1</u>, if she does not remember.</p>	<p><u>B9. Only to women 12 years and older</u> How old is your youngest child?</p>
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			

	<u>B10. To every one Marital status</u> 1. Single and have never married 2. Married in terms of customary/traditional law 3. Married in terms of common law 4. Divorced 5. Separated 6. Widowed 7. Living together with partner	<u>B11. Only 16 years or older Do you have a bar-coded ID-book?</u> 1. Yes 2. No 3. Don't know	<u>B12. To every one: Home language</u> 1. Afrikaans 2. English 3. IsiNdebele 4. IsiXhosa 5. IsiZulu 6. Sepedi 7. Sesotho 8. Setswana 9. SiSiswati 10. Tshivenda 11. Xitsonga Other (specify)	<u>B13. To every one Race</u> 1. Black 2. Coloured 3. Indian 4. White
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				

	<u>B14 Only those 17 yrs or younger: Where do children stay during the day?</u> 1. Day-care/crèche 2. Pre-primary class 3. Primary school 4. Secondary school 5. Tertiary institution (e.g. technikon, university) 6. Stays with someone for free (here or elsewhere, e.g. granny) 7. Completed education 8. Education interrupted / not at school Other (specify):	<u>B15 Only to children 17yrs or younger whose educational is interrupted or who are not attending school.</u> What is the main reason why these children are not attending school? 1. Left school (did not complete) and working now 2. Left school (did not complete) and looking for work now 3. Fell pregnant 4. Became ill and cannot attend school any longer 5. Cannot financially afford it to go to school 6. Child is handicapped and does not attend school Other (specify)
1		
2		
3		
4		
5		
6		
7		
8		

9		
10		

	<u>B16. Only adults (those 18yrs & older)</u> Highest level of education of every adult?	<u>B17. To ALL adults (18yrs & older)</u> Who is busy with current training?	<u>B18. To ALL adults (18yrs & older)</u> If busy with training specify with what type of training.
	1. No formal education 2. Gr. 1/Sub A 3. Gr. 2/Sub B 4. Gr. 3/Std. 1 5. Gr. 4/Std. 2 6. Gr. 5/Std. 3 7. Gr. 6/Std. 4 8. Gr. 7/Std. 5 9. Gr. 8/Std. 6 10. Gr. 9/Std. 7 11. Gr. 10/Std. 8 12. Gr. 11/Std. 9 13. Gr. 12/Std. 10 14. Diploma without matric 15. Diploma with matric 16. Some university 17. Degree/post graduate degree 18. Don't know 19. Refused Other, specify	1. Yes 2. No 3. Don't know	
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			

	<p>B19. Everyone Employment status</p> <ol style="list-style-type: none"> 1. Employed full-time 2. Employed part-time (regular) (e.g. char who always works 3 times a week) 3. Self-employed (not subsistence farming) 4. Casual/seasonal labour (irregular) (e.g. works 2 days on a farm this week and the next week you don't work at all) 5. Unemployed (looking for work) 6. Unemployed (not looking for work) (e.g. not actively looking for work but will take any type of work when it is offered) 7. Subsistence farming 8. Retired / old age pensioner 9. Student at tertiary institution 10. Scholar at school 11. Toddler (not yet in school) 12. Housekeeper on full-time basis (housewife) 13. Unable to work (due to illness, disability, etc.) 14. Don't know <p>Other (specify)</p>
1	
2	
3	
4	
5	
6	
7	
8	
9	
10	

	<p>B20. ALL adults (18 years and older) What would they consider as their main occupation, even if they are unemployed? Describe the job of everyone in detail.</p>
1	
2	
3	
4	
5	
6	
7	
8	
9	

	<p>B21. Everyone What is your wage/salary per month for paid work (after tax)? Those who do not receive a salary/do paid work indicate with a 0 (also for children)</p>	<p>B22. Only those currently doing paid work What type of work do you do? If more than one, indicate main occupation</p> <ol style="list-style-type: none"> 1. Work in private sector 2. Work for State 3. Self-employed (formal sector) 4. Self employed (informal sector) 5. Work in informal sector 6. Farmer 7. Work for Church/NGO/CBO 8. Work for private person (e.g. domestic worker) <p>Other (specify)</p>	<p>B23. ALL adults: Do you contribute to a private or employer/work-based pension scheme?</p> <ol style="list-style-type: none"> 1. Yes, private based scheme 2. Yes, employer based scheme 3. No <p>Other, specify</p>
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			

THIS SECTION APPLIES TO THE UNEMPLOYED.

	<p>B24. Since when are you unemployed? (year)</p>	<p>B25. Did you get unemployment money (UIF or retrenchment benefits) at any stage?</p> <ol style="list-style-type: none"> 1. Yes 2. No 3. Don't know 	<p>B26. Do you get unemployment money now?</p> <ol style="list-style-type: none"> 1. Yes 2. No 3. Don't know 	<p>B27. How do you support yourself when unemployed?</p> <ol style="list-style-type: none"> 1. Household helps 2. Family / Relatives helps 3. UIF payments 4. Piece work 5. Retrenchment benefits <p>Other, specify</p>
1				
2				
3				
4				
5				
6				
7				
8				

9				
10				

Does anyone in the household receive any of the following grants?

	<u>B30. State old age grant.</u> Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	<u>B31. Veteran's Pension</u> Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	<u>B32. ALL adults</u> Did anyone in the household receive the State maintenance grant (SMG) until April 2001? 1. Yes 2. No 3. Don't know
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			

Does anyone of the CHILDREN in the household receive any of the following grants?

	<u>B33.</u> Indicate child beneficiaries of the SMG with CB	<u>B34.Everyone</u> Child Support Grant Indicate amount each person gets. <u>Indicate 0 for everyone not receiving it.</u>	<u>B35.Only to children</u> Indicate children beneficiaries of grant with CB	<u>B36.To everyone</u> Foster child grant Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	<u>B37.Only to children</u> Indicate children beneficiaries of grant with CB
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					

Does anyone in the household receive any of the following grants?

	<u>B38. Disability grant.</u> Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	<u>B39. Care Dependency Grant</u> Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	<u>B40.</u> Unemployment Insurance (UIF) Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	<u>B41.</u> Own retirement fund (not state pension) Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				

ONLY TO THOSE HOUSEHOLDS WHO RECEIVE GRANTS, INDICATE TO EACH RECIPIENT'S NAME (excluding those who have previously received a State Maintenance Grant)

	B42. If you receive a grant, was it ever suspended without reason? 1. Yes 2. No 3. Don't know	B43. If it was suspended, was a back-pay given? 1. Yes 2. No 3. Don't know	B44. If you have not received any back-pay, did you attempt to undertake legal action? 1. Yes 2. No 3. Don't know	B45. If you took legal action, which legal avenues did you use? 1. Not applicable 2. Legal Aid Clinic 3. Lawyers for Human Rights 4. Private attorney Other, specify
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				

Complete for everyone: Does anyone in the household receive any of the following monies?

	B46. <u>To everyone</u> Money from lodgers or property rent. (FIELDWORKER calculate to monthly amount) Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	B47. <u>To everyone</u> From a person outside the household (excl private maintenance). (FIELDWORKER calculate to monthly amount) Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	B48. <u>To everyone</u> Private maintenance (Father/mother sends money for children) Indicate the amount which each person gets. <u>Indicate 0 for everyone not receiving it.</u>	B49. <u>To everyone</u> Other source(s) of income and Rand per month. Any other source(s) of income? Write down the source and the amount received per month next to it. <u>NOTE: Fieldworker has to probe at this question. Indicate 0 for everyone not receiving</u>
				Source Amount R/m
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				

	B28. How much money does everyone contribute to the household budget on a monthly basis? Indicate against each person's name what s/he contributes. If nothing indicate 0. (Use the last 3 months to calculate a mean if the amount varies per month)
1	
2	
3	
4	
5	
6	
7	
8	
9	
10	

	B50. Who makes decisions on the household budget? Indicate for each person a 1 if the person decides on it alone, 2 against more than one name if more than one person decides on it, 3 if the person does not work with it. (It would for example not be possible to have a 1 next to the name of one person and a 2 next to the name of another person.)
1	
2	
3	
4	
5	
6	
7	
8	
9	
10	

	B29. Who delivers a service to the household regularly? 1. Nothing 2. General cleaning/cooking 3. Caring for children/the elderly/disabled 4. Fetching water/firewood Other (specify) (If combinations indicate codes e.g. 2+3)
1	
2	
3	
4	
5	

6	
7	
8	
9	
10	

	<p>B51. To everyone Are you a member of a medical aid fund scheme?</p> <ol style="list-style-type: none"> 1. Yes 2. No <p>(Indicate everyone who are covered, e.g. children of an adult)</p>	<p>B52. Only those covered by a medical aid scheme What is the nature of the scheme?</p> <ol style="list-style-type: none"> 1. Private based 2. Work based <p>Other, specify</p>
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

	<p>B53. To ALL adults Has anyone in the household received money for an injury/illness on duty?</p> <ol style="list-style-type: none"> 1. Yes, state 2. Yes, employer 3. Yes, private insurance 4. No <p>Other (specify)</p>	<p>B54. If you receive a lump sum what was the amount?</p>
1		
2		
3		
4		
5		
6		
7		
8		
9		
10		

	B55. To everyone Does anyone in the household have a loan? Indicate from which institution/ person 1. Does not have a loan 2. Yes, at bank/building society 3. Yes with employer 4. Yes, state 5. Yes, individual money lender Other, specify	B56. To everyone Who belongs to a community savings scheme like a stokvel, gooi-gooi, credit association etc? (NOT BURIAL SOCIETY) 1. Yes do belong 2. No do not belong 3. Do not know	B57. Only those who contribute to B56 What do you contribute to the schemes? 1. Money (amount – rework to annual amount) 2. Services 3. Money and services Other, specify	B58. Everyone Who belongs to a burial society? 1. Yes, do belong 2. No do not belong 3. Do not know	B59. Only those who contribute to B58. What do you contribute to the schemes? 1. Money (amount – rework to annual amount) 2. Services Other, specify
1					
2					
3					
4					
5					
6					
7					
8					
9					
10					

	B60. Do you do favours/services in exchange for food/money, eg look after children etc. 1. Yes daily 2. Yes, weekly 3. Less than weekly 4. No Other, specify	B61. Did you/ anyone in the household contribute to other households on a regular basis during the past year? (money/food/services etc) 1. Yes, 1x a month or more 2. Yes, less than 1x a month but more than 3x every year 3. Yes, 1x or 2x per year 4. No/ hardly ever 5. Don't know	B62. Only those who contribute. What do you contribute / How do you help? 1. Money 2. Food 3. Clothes 4. Services Other (specify, including combinations)
1			
2			
3			
4			
5			
6			
7			
8			
9			
10			

**PART C: INFORMAL SOCIAL SECURITY AND INDIRECT SOCIAL SECURITY
(INCLUSIVE OF SOCIAL SERVICES)**

Service/ Facility	C1 Do you have the following facilities in this community? 1. Yes 2. No	C3 How do you feel about the service irrespective whether it is here or elsewhere? 1. Satisfied 2. Unsatisfied 3. Uncertain	C4 If you are unsatisfied with the service, what is the main reason?
a. Primary school			
b. Secondary school			
c. Clinic			
d. Doctor			
e. Feeding scheme at school			
f. Social worker			
g. Welfare office (other)			
h. Police			
i. Magistrate's office			
j. Post office			

k. Bus service				
l. Agri-cultural aid				
m. Free legal aid				
n. Taxi service				
o. Hunting ground				
p. Fishing spots				
q. Home Affairs				

ACCESS TO PROGRAMMES SUPPLIED AND FUNDED BY STATE

Since June last year, have you/ or somebody else from your household been employed in one of the following projects/programmes?

Project/programme		<u>C6. Specify duration of contract</u>	<u>C7.If your answer was yes, who referred you/that person to it?</u>
		<ol style="list-style-type: none"> 1. A month or less 2. More than a month, but less than 4 months 3. More than four months up to 6 months 4. More than 6 months, but less than a year 5. A year or more 6. Uncertain 	<ol style="list-style-type: none"> 1. Government staff 2. NGO 3. Leader from community /politics 4. Friends/relatives 5. Own initiatives 6. Advertisement <p>Other, specify</p>

	1. No, not in community to my knowledge 2. No, had opportunity but no interested 3. Ni, in community, enquired but unsuccessful 4. Yes		
a. Housing project			
b. Working for Water project			
c. Community infrastructure (Public Works, Telkom, Eskom)			
d. Voter education programmes			
e. AIDS awareness programmes			
f. Flagship programme			
g. NGO programmes			
h. Dpt Transport roadside clearing			
Other, specify			

C8. Is your name on a list to become involved in a project?

1. Yes
2. No

3. Don't know

C9 Do you/ a member from your household collect food from the veld, bush, forest/sea to eat?

1. Yes, regularly (once in 2 weeks/more)
2. Yes, but not regularly (less than once in 2 weeks)
3. No

C10 How much would you say does this food contribute to feeding the household?

1. The greater part
2. Significantly, but not the greater part
3. Only a little bit

C11 Did anyone have to go without a meal in the last month because there was not enough money to buy food?

1. **Yes**
2. **No**

C12 **If yes, how did the household manage to get food?**

1. Family (other than household) helped us
 2. Neighbours, friends or other non-family community members
 3. Church or other religious organisation
 4. CBO/NGO
- Other (specify) _____

C13 Was there any time in the last three years that any child in this household was withdrawn from school because there was no money for it?

1. **Yes**
2. **No**
3. **Not applicable, no school-going children**

Did you or other members of the household during the last year get additional support for your household from / have done any of the following?

	<u>C14.</u> 1. Yes 2. No	<u>C15.</u> If yes, how regularly during last year? 1. Once 2. Twice 3. Trice 4. More
a. Church/charity support (e.g. food baskets, clothes)		
b. Hawking / selling goods		
c. Exchange of goods (ruil/swop)		
d. Using products from veg. garden / livestock etc. (not sell)		
e. Begging		
f. Move in with other people		
g. Take in lessee		
h. Sell some furniture or other assets of household, e.g. cattle		
i. Take children out of school		
j. Loans from:		
j.1 Other community members		
j.2 Employers		
j.3 Family/friends		
j.4 Village money lenders		
k Local services such as fetching water, ironing, washing		
l. Food vouchers from state welfare		

C16 Which two of the above contributed the most to the support of your household during the last year?

First _____ (specify letter)

Second _____ (specify letter)

C17 Do you personally or another member of the household make use of people with more knowledge/power in times of need?

1. **Yes**
2. **No, but I know people who can assist me**
3. **No, and I do not know people who can assist me**

C18 How many rooms are in this dwelling (including bedrooms and kitchens, excluding toilets and bathrooms)?

C19 How many bedrooms are in this dwelling? _____

C20 Is there a telephone in this dwelling (including mobile phones)?

1. Yes and it is connected
2. Yes, but it is not connected
3. No, but have access to a phone e.g. public or neighbour's phone
4. No, and do not have access to any other phone nearby

C21 Do you have electricity in this dwelling?

1. Yes
2. No

Where do you usually get water:

C22 For washing and cooking	C23 For other domestic use (not washing and cooking)
1. Tap inside dwelling	1. Tap inside dwelling
2. Tap outside, but on the site of the dwelling	2. Tap outside, but on the site of the dwelling
3. Tap outside the site of the dwelling	3. Tap outside the site of the dwelling
4. Tank on site	4. Tank on site
5. Tank off site	5. Tank off site
6. River/stream	6. River/stream
7. Borehole on site	7. Borehole on site
8. Borehole off site	8. Borehole off site
9. Well on site	9. Well on site
10. Well off site	10. Well off site
Other (specify)	

C24.

How far is the water if it has to be fetched?

1. Less than 100m
2. 100m – less than 300m
3. 300m – less than 500m
4. 500m – less than 1km
5. 1km or more

C25. Does the household have to pay for its domestic water?

1. Yes, always
2. Yes, sometimes
3. No

C26. Does this household have access to land, other than land where the dwelling is on?

1. No
2. Yes, but do not utilise it
Why not? _____
3. Yes but rent it out or give out to other people
4. Yes and use for grazing
5. Yes and use for growing food, e.g. maize and vegetables
6. Yes and use for eco-tourism
7. Yes and use for tuck-shop
8. Yes, and use for combinations of the above

C27. Only if people have access to land and utilise it.

How much does it contribute to the food supply of the household?

1. All or most of
2. Not most of, but significant
3. Only a little
4. Nothing

C28. What are the three most important sources of energy for the following in this household?

	Most important source	2nd most important source	3rd most important source
a. Cooking			
b. Lighting			
c. Heating			

List of sources, enter codes in cells:

1. Electricity from public supply
2. Electricity other (generator, solar system, battery)
3. Wood that is bought
4. Wood that is collected from the area, not paid for

5. Crop waste/ animal dung
 6. Paraffin
 7. Coal/charcoal
 8. Gas
 9. Candles
- Other, specify
-

C29. What shocks have the household experienced in the past year?

	1. Yes	2. No
a. Death of household member or other family member	1	2
b. Serious injury or illness keeping household member from doing normal activities	1	2
c. Loss of a regular job of a household member	1	2
d. Cut-off or decrease of remittances to household	1	2
e. Abandonment or Divorce	1	2
f. Theft, fire or destruction of household property	1	2
g. Major crop failure due to e.g. hail, drought, flood etc.	1	2
h. Widespread death/ disease of livestock	1	2
i. Retrenchments	1	2
Other, specify		

C30. After any of the above occurred, did the household?

	1. Yes	2. No
a. Sell assets or use savings	1	2
b. Borrow money from a stokvel or money lender	1	2
c. Take kids out of school	1	2
d. Use insurance	1	2
e. Rely on family members	1	2
Other, specify		

C31. Did anyone in the household receive support/help/assistance from one of the following during the last year during time of need/difficulty?

	1. Yes regularly	2. Yes, but not regularly	3. No, but is available in need	4. No, it is unavailable
a. (extended) Family/clan members	1	2	3	4
b. Other Non-family persons	1	2	3	4
c. Community garden group	1	2	3	4
d. Farmer's Association	1	2	3	4
e. Sewing group	1	2	3	4
f. Sports group	1	2	3	4
g. Study group	1	2	3	4
h. Singing/ music group	1	2	3	4
i. Religious group	1	2	3	4
j. Youth group	1	2	3	4
k. Informal trader's group	1	2	3	4
l. Men's association	1	2	3	4
m. Women's association	1	2	3	4
n. School Committee	1	2	3	4
o. Tribal Authority	1	2	3	4
Other, specify				

C32. Where do you prefer to get the payment for the grants from?

1. Bank/Building society

2. Post Office

3. Private company

4. Government

Other specify

END OF QUESTIONNAIRE

THANK YOU FOR Y