



**Public Policy and Developmental Imperatives:
Theorising Governance in the Case of Social Grants
in Endumeni Local Municipality, KwaZulu-Natal**

November 2022

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**Public Policy and Developmental Imperatives: Theorising Governance in the Case of
Social Grants in Endumeni Local Municipality, KwaZulu-Natal**

By

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**Submitted in fulfilment of the requirements of Doctor of Philosophy (Development
Studies) in the College of Humanities, School of Built Environment and Development
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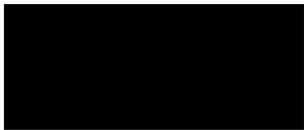
November 2022

DECLARATION

I hereby declare that this thesis is my original work. All sources used have been accurately reported and acknowledged. The thesis has not been submitted to any university to obtain an academic qualification.

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DEDICATION

I dedicate this thesis to my late friend, Melusi “Gadlaza” Shabalala, my late lecturer, Mduzi Nkosinathi Gladwin “Ingwenya” Mtshali, my late high school teacher Thokozile Miriam Nzuza, and the late ward councillor of Sithembile Township in Glencoe, Mfanafuthi “Fu” Zwane.

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ABSTRACT

This study assesses public policies in the domain of social grants and their developmental imperatives by theorising the governance of social grants in the jurisdiction of Endumeni Local Municipality (ELM) in the North-Western part of KwaZulu-Natal (KZN). It uses a triangulation of theoretical approaches, namely, the Ecosystems Perspective (EP), Empowerment-Based Approach (EBA), and Sustainable Livelihoods Approach (SLA), for their aptness to guide this study. The interpretivist case study, exploratory qualitative design, and inductive reasoning were adopted when this study was conducted. Purposive sampling was used because only information-rich participants were selected during data collection. Data was collected through one-on-one interviews, focus group discussions (FGDs), and overt observation. Interviews were conducted with 32 beneficiaries of social grants and eight officials of the South African Social Security Agency (SASSA), FGDs were done with three groups of recipients of social grants, and each group had six to 12 participants who had never been part of the interviews. The observation took place in various pay points in Endumeni Local Municipality.

The findings of this study show that social grants play a crucial role in addressing high levels of poverty and destitution among the poor. However, they are insufficient to cover the beneficiaries' basic needs as they are below the prescribed minimum wage and household-food basket, and their sustainability is uncertain. This study views social grants as untenable because South Africa's economy is fledgling, faltering and hamstrung by various socio-economic challenges that the government fails to address; as a result, this makes people disillusioned with the current government. The study recommends that a political transformation which guarantees comprehensive social protection that leads to economic freedom for every citizen is needed in South Africa for poor people to escape poverty, especially "black Africans".

It notes that patronage systems that is used when issuing tenders for disbursing social grants and corruption in the State-Owned Enterprises (SOEs), such as SASSA and South African Post

Office (SAPO), have compromised the distribution of social grants in Endumeni. This study recommends establishing the State Bank (SB) as the country's distributor of social grants because a government-to-government system between SASSA and SB could speed up the process of distributing social grants at a low cost, unlike the outsourced private banks that are profit-driven. The Sustainable Social Security Model (S3M) output is a pivotal contribution to this study's knowledge because the current social grants system inadequately empowers the beneficiaries to engage in supplementary livelihoods strategies (such as agricultural activities) to top-up social grants as these grants are insufficient to cover the needs of beneficiaries. The S3M suggests that the government must empower the beneficiaries of social grants to enhance their well-being by utilising assets such as land available in their areas to generate livelihoods as a supplementary mechanism to social grants. This requires the government to expedite the process of land expropriation without compensation for equal distribution, especially land that was unjustly confiscated from rightful owners on the basis that they were non-Europeans.

ABBREVIATIONS

4IR

4th Industrial Revolution

AA	Affirmative Action
ADB	Asian Development Bank
AI	Artificial Intelligence
AIDS	Acquired Immuno-Deficiency Syndrome
ANC	African National Congress
ART	Anti-Retroviral Treatment
ATM	Automated Teller Machine
ATVET	Amajuba Technical Vocational and Training
BBBEE	Broad-Based Black Economic Empowerment
BEE	Black Economic Empowerment
BIG	Basic Income Grant
BFP	Bolsa Família Programme
BSM	Black Sash Movement
CA	Children's Act
CCGs	Community Care Givers
CCP	Child Care Programme
CDB	Census and Demarcation Board
CDG	Care Dependency Grant
CEP	Community Employment Programme
CF	Compensation Funds
CNDC	Community Nutrition Development Centres

COSATU	Congress of South African Trade Unions
Covid-19	Corona Virus
CPS	Cash Paymaster Services
CSG	Child Support Grant
CSOs	Civil Society Organisations
CWP	Community Work Programme
DAEARD	Department of Agriculture, Environmental Affairs and Rural Development
DALRRD	Department of Agriculture, Land Reform and Rural Development
DARD	Department of Agriculture and Rural Development
DDM	District Development Model
DG	Disability Grant
DHA	Department of Home Affairs
DHET	Department of Higher Education and Training
DIC	Drop-In-Centre
DoH	Department of Health
DoL	Department of Labour
DoW	Department of Welfare
DRDLR	Department of Rural Development and Land Reform
DSBD	Department of Small Business Development
DSD	Department of Social Development
DSI	Department of Science and Innovation

DSW	Department of Social Welfare
DWPD	Department of Welfare and Population Development
EBA	Empowerment-Based Approach
EDPRS	Economic Development and Poverty Reduction Strategy
EIDP	Endumeni Integrated Development Plan
ELM	Endumeni Local Municipality
EP	Easy Pay
EP	Ecosystems Perspective
EPWP	Extended Public Works Programme
FBE	Free Basic Electricity
FC	Freedom Charter
FCG	Foster Care Grant
FP	Funeral Payment
GAA	Group Areas Act
GDP	Gross Domestic Product
GIA	Grant-In-Aid
HCBCC	Home Community-Based Care Centre
HIV	Human Immunodeficiency Virus
HSSREC	Humanities and Social Sciences Research Ethics Committee
IMF	International Monetary Fund
KZN	KwaZulu-Natal

LEAP	Livelihood Empowerment Against Poverty
LED	Local Economic Development
MDGs	Millennium Development Goals
NDA	National Development Agency
NDP	National Development Plan
NGOs	Non-Governmental Organisations
NHIS	National Health Insurance Scheme
NLA	Natives Land Act
NPC	National Planning Commission
NPF	National Provident Fund
NSFAS	National Student Financial Aid Scheme
NTSA	National Treasury of South Africa
NYDA	National Youth Development Agency
NYDAA	National Youth Development Agency Act
NYP	National Youth Policy
OAG	Old Age Grant
OSS	Operation Sukuma Sakhe
OVC	Orphans and Vulnerable Children
OVCEG	Orphans and Vulnerable Children Educational Grant
PAIA	Promotion of Access to Information Act
PAJA	Promotion of Administration Justice Act

PAYE	Pay-As-You-Earn
PFMA	Public Finance Management Act
POP	Policy for Older People
PoS	Point of Sale
PPD	Policy on Persons with Disabilities
PPPT	Promotion Provision Prevention and Transformation
RDP	Reconstruction and Development Programme
RET	Radical Economic Transformation
RSA	Republic of South Africa
S3M	Sustainable Social Security Model
SA	Southern Africa
SAA	Social Assistance Act
SAC	South African Constitution
SACP	South African Communist Party
SADC	Southern African Development Communities
SAPO	South African Post Office
SARS	South African Revenue Services
SASSA	South African Social Security Agency
SASSAA	South African Social Security Agency Act
SB	State Bank
SDA	Social Development Approach

SDGs	Sustainable Development Goals
SLA	Sustainable Livelihoods Approach
SMMEs	Small, Medium, and Micro Enterprises
SOEs	State Owned Enterprises
SRD	Social Relief of Distress
SST	Social Systems Theory
Stats SA	Statistics South Africa
TEFSA	Tertiary Education Fund of South Africa
UAA	Urban Areas Act
UDM	Umzinyathi District Municipality
UIF	Unemployment Insurance Fund
UNICEF	United Nations Children’s Fund
UNSSD	United Nations Summit for Social Development
VAT	Value-Added Tax
WB	World Bank
WHO	World Health Organisation
WPPP	White Paper on Population Policy
WPSW	White Paper on Social Welfare
WPTPS	White Paper on Transforming Public Services
WPTPSD	White Paper on Transforming Public Service Delivery
WVG	War Veteran’s Grant

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CHAPTER ONE: INTRODUCTION AND BACKGROUND

“Overcoming poverty is not a gesture of charity. It is an act of justice. It is the protection of a fundamental human right, the right to dignity and a decent life. While poverty persists, there is no true freedom...As long as poverty, injustice, and gross inequality persist in our world, none of us can truly rest” (Mandela, 2005 cited in United Nations Meetings Coverage and Press Releases (UNMCPR), 2018: n.p.).

1.1 Introduction

A growing number of people is receiving social grants as its main source of income throughout the country. This hardens a burden on the government, since the government ensures that the delivery of this service is regulated, and administered effectively, as a policy on redistribution to address poverty and inequality in the country was adopted. Social grants have become the main source of income for poorer households in Endumeni Local Municipality (ELM). It is critical to explore the administration of social grants as the number of recipients increases yearly whereas the country’s economy is underperforming (Garidzirai & Chikuruwo, 2021; Bhorat *et al.*, 2021). There is a need to study the management of social grants and the impact they bring to address socio-economic challenges, as social security policies and developmental imperatives are formulated to address issues such as poverty and inequality that affect the well-being of people. Debates on the contribution of social grants in eradicating poverty and addressing inequality in a country with high socio-economic challenges are ongoing. Again, the affordability and sustainability of social grants bring questions due to stagnant economic growth. The capability of the government to efficiently distribute social grants to recipients remains one of the issues in policy analysis. Further exploration of this challenge is, therefore, essential.

According to Barkenbus (1998); Dye (1989); Jenkins-Smith (1990); a policy is in the form of general guidelines and/or plans, documented regulations, values and/or procedures for a

particular programme or project. In other words, a policy refers to documented ideas, procedures or plans of action to achieve goals for a particular programme in government, business, or political party (Mackay and Shaxton, n.d.; Ingram & Dean, 1980). Similarly, Kingdom (1984) defines policy as a considerate set of values to direct decisions when planning to attain rational results. Hence, “public policy is a decision made by the government to either act or not act to resolve a problem” (Barkenbus, 1998: 2). According to Fransz (2012: n.p.); Cochran and Malone (1999: 3) public policy is:

...the heart, soul, and identity of governments everywhere. Elected officials are voted into power by the sovereign citizens of a country due to those citizens’ desire to affect public policy...it is the overall framework within which the actions of the government are undertaken to achieve its goals...a document that contains the broad outline as well as the detailed description of formulation and implementation of various government programmes and plans that are taken out for the goal and/ or objective of public benefit and implemented through the constitutional authorities, bureaucracy and government institutions in collaboration with Civil Society Organisations (CSOs)...

Furthermore, these definitions show that a policy emanates from individuals, organisations, and parties with legitimate authority to execute plans of action for programmes to be implemented or not implemented for the public benefit. For Mackay and Shaxton (n.d.: 1), a policy should have three key elements: “a problem definition, goals to be achieved, and the policy instruments to address the problem and achieve the goals.” Kingdom (1984); Cerna (2013); Mueller (2020) highlight that corruption, lack of resources, incompetence, and lousy governance are the challenges that make policy developments not easy. The developmental imperatives, such as the Sustainable Development Goals (SDGs) and National Development Plan (NDP) vision 2030, cover various features of economic development, social development, and environmental protection. These primary goals are to eradicate poverty, address inequality, and create a conducive environment to guarantee a healthier life for every individual (Holden *et al.*, 2017) –they are relevant to South Africa because it has a developmental state which balances social development and economic growth.

People's well-being depends on development, which is sometimes overlooked by scholars who do not think "economic freedom" is significant in the well-being of humankind. Therefore, there is a necessity for integration of public and economic policies in industrial societies. That is why in South Africa, social development and economic growth are essential and can assist in bringing about the reduction of poverty and inequality. Holden *et al.* (2017) suggest a development model grounded on three imperatives: filling human needs, guaranteeing social justice, and noticing environmental limits. This model contrasts with models of development that suggest a balance in economic, social, and environmental targets. It maintains that sustainable development creates limitations on human behaviour, such as limitations on economic activity, and economic growth cannot be one of the SDGs goals but should be considered as independent yet essential dimensions of developmental imperatives (Griggs *et al.*, 2013).

However, numerous aspects play a significant role in public policy and developmental imperatives, upright governance is regarded as the imperative value for achieving sustainable development, and it is viewed as a critical component to be involved in development policies. According to Kardos (2012: 1166), "upright governance promotes accountability, transparency, efficiency, and the rule of law at all levels and allows efficient management of human, natural, economic and financial resources for equitable and sustainable development, guaranteeing civil society participation in decision-making processes." Kardos (2012) further states that upright governance and sustainable development are often matched together; although upright governance does not ensure sustainable development, the absence of good governance can limit sustainable development and hinder it. This study discusses how upright governance of social grants can strengthen public policy and ensure sustainable development in Endumeni Local Municipality (ELM), KwaZulu-Natal (KZN).

The South African Social Assistance Act (SAA) 13 of 2004 offers a legislative framework for the delivery of various kinds of social grants such as the Child Support Grant (CSG), Old Age Grant (OAG), Disability Grant (DG), Foster Care Grant (FCG), Grant-In-Aid (GIA), Care Dependency Grant (CDG), War Veteran's Grant (WVG) and disaster interventions through the Social Relief of Distress (SRD) programme by the South African Social Security Agency

(SASSA). The South African Social Security Agency Act (SASSAA) 9 of 2004 outlines the effective ways of managing, administrating, and paying social grants and delivering services of SRD through the SASSA. The Republic of South Africa (RSA) (1996), in its Constitution, in Section 27 of Chapter 2 of the Bill of Rights asserts that:

(1) Everyone has the right to have access to... (b) sufficient food and water; and (c) social security, including, if they are unable to support themselves and their dependents, appropriate social assistance. (2) The state must take reasonable legislative and other measures within its available resources to progressively realise each of these rights.

Some academics such as Mackett (2020); Potts (2012); Haarmann (2000); Kaseke (2010); Mabugu (2015), and people in general usually ask themselves questions such as: Are social grants not causing dependency on the government in South Africa? Is the government achieving the objectives of reducing poverty and giving individuals opportunities they would not have had if the social grants were not provided? Can the government afford to offer unprivileged citizens the Basic Income Grant (BIG)? Are social grants sustainable based on the country's financial position? And, are beneficiaries of social grants using money that they are getting correctly? However, such questions require empirical evidence to be answered. There is a belief that social grants play a significant role in ensuring that needy families get their basic needs, such as food and clothes, as in many parts of South Africa, these grants are distributed in the form of cash.

Kaseke (2010); Patel (2005); Swanepoel and de Beer (2012) claim that South Africa has an inclusive and reliable social security system in Southern Africa. Whereas Bond (2014); Barchiesi (2009); Hunter *et al.* (2003) think that social grants are unable to offer comprehensive coverage for those in need because it is inadequate to cover the needs of beneficiaries and dependents completely. Both views have received a considerable critical attention in this study. Furthermore, social grants are the largest safety net against poverty and destitution; and they promote financial and social inclusion (SASSA, 2020). Therefore, people who need social grants keep growing (see Table 4.5) because of increasing levels of unemployment and poverty in South Africa.

Therefore, it is essential to unpack the provision of social grants to understand the government's role in promoting an equitable and sustainable society. Omilola and Kaniki (2014: 2) state that, "some national governments in Africa and the international community, working on the African continent, are placing a growing emphasis on social protection as a means of alleviating poverty." Many African nations are faced by the socio-economic challenges due to increasing levels of inequality, poverty, and unemployment. Consequently, South Africa is affected by population growth because of factors such as migration, as people from other African countries run away from poverty and wars in their countries (SASSA, 2020). The undocumented foreigners who need social security are increasing the load on the social security resources because they are not budgeted for such services, and as a result, that strains the social security system.

The South African government believes that to reduce those socio-economic challenges, social grants must be introduced so that the citizens can benefit in general, especially the indigent, vulnerable, and dispossessed (Patel, 2005; Kaseke, 2010; Potts, 2012). It is because social grants, in the form of cash transfers, are regarded as a convenient social protection because they are flexible (easily accessible) and responsive forms of social security for disadvantaged groups (SASSA, 2020). In other words, social grants can minimise chronic poverty, including the inter-generational perpetuation of poverty. This type of social protection not only assists in consumption but also contributes to human capital as it assists some individuals to get an education (Nicholas, *et al.*, 2010).

Similarly, Omilola and Kaniki (2014: 2) assert that, "...social protection does not only tackle an income poverty, but it provides effective support for broader developmental objectives...social protection is used to improve access to education and health, areas that are critically important for socio-economic development." Thus, a study like this assists us in comprehending public policy and developmental imperatives by theorising governance in the case of social grants, especially in countries that have previously faced racial inequality and currently facing social change and rapid economic growth like South Africa. Consequently,

this chapter contains the background of the study, problem statement, aim and objectives, main research question and sub-research questions, the significance of the study, definition of terms, chapter's outline, and conclusion.

1.2 Background of the study

This study assesses policies on social grants and their developmental imperatives by theorising the governance in the case of social grants in places that are within the perimeters of the Endumeni Local Municipality (ELM) (which consists of Dundee town, Glencoe town, Wasbank town, Sithembile and Sibongile townships) in the North-Western part of KwaZulu-Natal (KZN). Based on the census conducted in 2011, this area had approximately 51 101 population in 2001 and 64 862 people in 2011 (Population City, 2018; Endumeni Integrated Development Plan (EIDP), 2020). There was almost an increase of 13 761 population from 2001 to 2011 in ELM and nearly 69 percent of households depend on various forms of social grants to survive –such as Old Age Grant (OAG), Disability Grant (DG), Foster Care Grant (FCG), Social Relief of Distress (SRD), Grant-In-Aid (GIA), Care Dependency Grant (CDG) and War Veteran's Grant (WVG).

Like many parts of South Africa before and during the apartheid (apartness) era, places under ELM inherited a social security system whose primary objective was to assist Europeans through social insurance or social assistance. For example, in South Africa, the Old Age Grant (OAG) was introduced in 1928 (Haarmann, 2000), places under ELM had older people who benefited from this OAP but on racial conditions, while others were excluded due to the apartheid system. If one had to benefit from OAP, that individual had to be European or Coloured in pigmentation. Africans were excluded because it was believed that rural kinship offered social protection for them. Subsequently, in 1937 Europeans and Coloureds had a right to apply for Disability Grant (DG), especially for blind individuals (Bhorat, 1995). In 1944 and 1947 OAP and DG were providentially extended to Africans and Indians; nevertheless, racial inequality determined the amount of grant an individual received (Haarmann, 2000).

Bhorat (1995) mentions that in 1947 the grant for European people was five times more than for Coloured, Indian, and African pensioners. The Child Support Grant (CSG) through maintenance grants was developed in the same way as AOP and DG as it was legislated in the Children's Act (CA) of 1937. Again, European children benefited more than other racial groups. According to Bhorat (1995 cited in Haarmann, 2000), European children received 59,5 percent, while African children only received 0,9 percent of maintenance grants. This conveys that the discriminatory laws were extreme in social grants before the democratic government. When this government took over, its task was to eradicate discriminatory policies and ensure equitable distribution of resources among individuals irrespective of pigmentation (Patel, 2005). Creating inclusive policies in this context was an integral step in providing an impartial welfare system in democratic South Africa. Consequently, the formation of the White Paper on Social Welfare in 1997 and the adaptation of the Social Development Approach (SDA) to welfare were vital as they contain the outline for the reformation of welfare (SASSA, 2020).

Scholars like Potts (2012); Woolard and Leibbrandt (2010) used qualitative studies to research social grants in South Africa and these were the results: Woolard & Leibbrandt (2010) point out that not all social grants are failing to accomplish their objectives, but most of them are creating dependency. Potts (2012) states that the Child Support Grant (CSG) partially achieves its objective as there are challenges, such as non-existing children who benefit from this programme and the fact that it is not enough to cater for the needs of a beneficiary because it sometimes supports the entire family members in many disadvantaged households. Mackett (2020) did the same study and used a mixed methods approach, and these were the results: South Africa's social assistance programme has been effective in reducing poverty for vulnerable individuals and groups, but the level of unemployment impedes the sustainability and efficacy of the programme. Similarly, Baskaran *et al.* (2020); Bhorat *et al.* (2021) argue that since tax revenue finances this programme, many grant recipients are supporting unemployed individuals in their families who should find work and contribute to the tax bases, which should finance the social grants programmes.

1.3 Problem statement

For Du Plooy-Cilliers *et al.* (2014), research is conducted to find answers or solutions to questions or problems. As questions and problems on social grants are raised in the introduction of this study, there are also arguments among South African politicians (especially the opposition parties), policy developers, and researchers in various institutions as some view social grants as a limited and problematic strategy to fight the persisting poverty and inequality in South Africa. This conveys the message that social protection in South Africa, as primarily given to individuals in the form of social grants, should be studied and theorised to check its sustainability, relevance, strengths, and weaknesses as society changes. The problem in the literature that the researcher notices is that studies like those conducted by Mackett (2020); Potts (2012); Kaseke (2010); Mabugu (2015); Woolard and Leibbrandt (2010); Haarmann (2000); Duflo (2000); Case and Deaton (1998); Ardington and Lund (1995); September (2007), have been conducted on the efficacy of social grants on alleviating poverty and addressing inequality but a theoretical analysis of public policy and developmental imperatives for governance in the case of social grants has been less studied as well as other ways that the government can adopt to create a sustainable social security system.

There is a gap in South Africa's social security system as there is no unemployment grant for people who are between 18 years and 59 years and for those who fall in the missing middle category. Although the Child Support Grant (CSG) is viewed as the cause of teenage pregnancy (Mackett, 2020; Potts, 2012), pregnant women from poor households need financial support to buy basic needs during and after pregnancy –to feed themselves while waiting to deliver infants and to take care of their children immediately after delivering. There is no financial support from the government to women during pregnancy and immediately on the day of delivery – although the government has dedicated social workers to assist pregnant women with psycho-social support. This shows that there is a gap in the social grant system as the South African Constitution (SAC) envisions an inclusive and supportive society (World Health Organisation (WHO), 2018a). To get the CSG, the parents must apply for it and wait for a certain period before receiving an outcome for the application. The National Development Plan (NDP) shows that there are pregnant women who live in poverty and children who deserve CSG but are not

receiving it –this is high for children under the age of 1 year (SASSA, 2020). All these scholars, namely, Mackett (2020); Potts (2012); Kaseke (2010); Mabugu (2015); Woolard and Leibbrandt (2010); Haarmann (2000); Duflo (2000); Case and Deaton (1998); Ardington and Lund (1995) have never studied these gaps nor theorised on social grants, their efficacy in alleviating poverty and reducing inequality, and the good governance of social grants to prevent the unscrupulous deductions of social grants caused by the outsourced payment services. This study fills those gaps that have been ignored because of previous and current political decisions made to pursue political agendas.

According to Mabugu *et al.* (2015: 23), “in 2012, expenditure of social grants grew to R157.9-billion, more than what was spent on basic education (R152.1-billion).” Consequently, these questions are stemming up: are social grants an effective strategy for reducing poverty and eliminating inequality, unemployment, and crime? If they are not, what contributes to the persistence of “poverty and inequality” despite the government’s effort to inject huge funds into social grants system? Although the system of South African Social Security Agency (SASSA) has glitches, the South African government had to add the beneficiaries of the Social Relief of Distress (SRD) grant in the system in the year 2020 during the outbreak of Corona Virus (known as Covid-19) in South Africa to secure the livelihoods of vulnerable people with R350 for six months which was later extended to one year (Mackett, 2020; Baskaran *et al.*, 2020). Moreover, there have been uncertainties about the governance and sustainability of social grants in South Africa as it is unclear whether the social grants system is addressing the socio-economic challenges –such as poverty, inequality, unemployment, poor economic growth, and crime – or not. The abovementioned questions remain unanswered in the social policy space in South Africa. Therefore, an extensive investigation of these challenges is necessary.

The situation of Covid-19 brings the need for temporarily executing Basic Income Grant (BIG) for unemployed individuals and not receiving the Unemployment Insurance Fund (UIF) or other forms of grants. It is predicted that this might require much money, as before Covid-19, the expenditure of social grants was 3,5 percent of the South African Gross Domestic Product (GDP). Seekings (2011) states that in the 2010/ 2011 financial year, 3,5 percent of South

Africa's GDP is allocated to social assistance. This shows a gap in social assistance as not only children, people with disability, and older people need social safety, but also people who are vulnerable because of unemployment, which results in poverty and inequality (Patel, 2005). The cause of this is the rate of unemployment and poverty in South Africa due to low economic growth. The social grants increment and the pronouncement of SRD grant are necessary because of the lockdown, which brings a devastating impact on the earnings of employees and their dependents.

Thus, the economic damage caused by this pandemic on the poor needs to be addressed urgently, as it is projected by the South African Social Security Agency (SASSA) that the poverty rate among vulnerable households is going to deteriorate (Mackett, 2020). Annually, the Minister of Finance (MoF), on behalf of the South African government, presents the budget to inform the citizens about the government's achievements in the previous year/s. Furthermore, the challenges the country is facing, what the government has planned to achieve in that particular financial year; how various departments have used their budgets and how funds will be allocated in every department for that current year (Brunette *et al.*, 2019). Like many places in South Africa, most of the people under the Endumeni Local Municipality (ELM) listen to the budget speech that is normally delivered by the Minister of Finance annually and they want to know how much increment each grant category gets (Endumeni Integrated Development Plan (EIDP), 2017).

The increment in social grants is one of the aspects that many low-income individuals urgently want to know since the government added 1 percent to the Value-Added Tax (VAT) –which increased the VAT from 14 percent to 15 percent since the 1st of April 2018. That made food prices and other commodities (such as gasoline, diesel, paraffin, and oil) increase as well. As a result, the cost of living became higher. That negatively impacted other countries (such as Botswana, Lesotho, Swaziland, and Zimbabwe) that trade with South Africa. Although the South African government allocates considerable funds to social assistance and protection, the levels of poverty and inequality remain high (Patel, 2005). Nevertheless, these phenomena have not been properly addressed in places such as Dundee town, Glencoe town, Sithembile township, Sibongile township, and Wasbank town (areas under the Endumeni Local

Municipality (ELM) demarcation) as there is worsening poverty and inequality. One would claim that it is like this because of the apartheid regime, which distributed resources (such as support grants) inequitably among Indians, Coloureds, Europeans, and excluded Africans. However, this made many African households fail to escape poverty and avoid inequality because of policies promoting an inter-generational wealth mobility among Europeans (Mbetse, 2015).

1.4 Aim and objectives

This study assesses the efficacy of public policy to achieve developmental imperatives in the case of social grants in Endumeni Local Municipality (ELM), KwaZulu-Natal.

The objectives are as follows:

- To explore the role of social grants in reducing poverty and addressing inequality in ELM
- To evaluate the efficiency of social grants distribution to beneficiaries by the South African Social Security Agency (SASSA)
- To recommend other means for distributing social grants
- To theorise public policy and developmental imperatives on the governance of social grants
- To develop a policy framework for the disbursement of social grants that informs the configuration of social grants

1.5 Research questions

The main research question of this study is: How effective is the public policy in achieving developmental imperatives in the case of Endumeni Local Municipality (ELM), KwaZulu-Natal?

The sub-questions are as follows:

- What role do social grants play in reducing poverty and addressing inequality in ELM?
- How effective is SASSA in ensuring that social grants are distributed effectively?
- What other alternative means can be adopted to distribute social grants?
- How can theories on public policy and developmental imperatives describe the governance of social grants?
- How can policy frameworks for the disbursement of social grants inform the configuration of social grants?

1.6 Significance of the study

According to Du Plooy-Cilliers *et al.* (2014: 287), a researcher should show how his or her research “could help to solve a practical problem, influence a policy, change the way things work, improve a system, and so forth.” In this section, the researcher gives a clear rationale for the significance of the study. Similarly, Creswell (2009) states that a thesis should include the significance of the study to show various groups and individuals what they may get by using and reading the entire study. Thus, this study on social grants is vital for many reasons. It assesses the efficacy of public policy and developmental imperatives by theorising governance in the case of social grants in Endumeni Local Municipality (ELM) –which consists of Dundee town, Glencoe town, Wasbank town, Sibongile township, and Sithembile township. These places have high unemployment rates, poverty and inequality, and unplanned teenage pregnancy (Statistics South Africa (Stats SA), 2020). In other words, it critiques the role of social grants in reducing poverty and addressing inequality in ELM. According to the Endumeni Integrated Development Plan (EIDP) (2020), places under this municipality have high rates of poverty and inequality.

Moreover, this study assesses what national imperatives on social grants contribute to the social security system in Endumeni Local Municipality (ELM) as the number of beneficiaries of social grants increases yearly. This sometimes makes the system fail to cater for all

beneficiaries of social grants on the date proposed by the government –which is usually the first week of every month (South African Social Security Agency (SASSA), 2020). It ensures that policies formulated by the state to assist and guide the efficient and effective provision of social grants are correctly implemented at a local level. It seeks the ideas of beneficiaries of social grants regarding ways that the government can implement to pay their grants. However, it also assesses challenges faced by SASSA employees that negatively impact on the beneficiaries of social grants. This study contributes to academia (research institutions), politics, and policy interventions. In academia, it contributes to building and enlarging the current knowledge on policies and developments of social grants by diagnosing the modern complexities faced by the government in implementing and developing policies on social grants. It also addresses the gap in the literature by undertaking an empirical study which contributes to theory by synthesizing multiple theoretical approaches and engaging with past and present theoretical ideas. Therefore, politicians can utilise the results of this investigation to ensure that policies on social grants are implemented neutrally and impartially, as they (politicians) are often responsible for formulating, managing, deciding on policies, and carrying oversight on policy implementation.

In many ways, this study assists the government in identifying areas that should be strengthened to ensure that policies that improve the standards of living of individuals who need state support are adequate and properly implemented. Furthermore, it informs the public about the impact of social grants on the economy and the impact of social grants on the livelihoods of beneficiaries receiving those social grants. It also informs the government about the challenges and achievements of those beneficiaries. It is significant that policymakers keep on evaluating the principles, standards, procedures, and methods to ensure that government department's goals are achieved (Mackay & Shaxton, n.d.). Therefore, there is a necessity for a study of this nature to be conducted to theorise the governance of social grants in Endumeni Local Municipality (ELM) so that appropriate strategies can be formulated to reduce the increasing rate of poverty and inequality in a proper context. This means that this study also informs the policymakers about relevant strategies to alleviate poverty and address inequality in ELM. Several stakeholders can benefit from this study, such as the government departments and entities (e.g., Department of Social Development (DSD) and South African Social Security Agency (SASSA), Non-Governmental Organisations (NGOs) and multidisciplinary teams (e.g.,

“*Operation Sukuma Sakhe*” (OSS)) that improve the living standards of poor people in South African communities.

1.7 Definition of terms

The following are the definition of terms used in this study:

Public policy “...is a decision made by the government to either act or not act to resolve a problem” (Barkenbus,1998: 2).

Developmental imperatives are policies, legislation, and white papers with various features of economic development, social development, and environmental protection with the primary goal of eradicating poverty, addressing inequality, and creating a conducive environment to ensure a better life for every individual (Holden *et al.*, 2017).

Basic Income Grant (BIG) is an unconditional grant given to citizens or permanent residents to meet their basic needs (Potts, 2012). It aims to reduce poverty and raise living standards like any other grant.

Care Dependency Grant (CDG) assists parents, foster parents, or primary caregivers with a child suffering from mental or physical disabilities. This grant ends when a child reaches 18 years (South African State Security Agency (SASSA), 2020). The child must be assessed medically by a medical doctor chosen by the South African Social Security Agency (SASSA).

Child Support Grant (CSG) is for South African children to get basic needs, whose parents or primary caregivers cannot give enough support because of unemployment and poverty (Potts, 2012). The means test, which checks a person's financial conditions to determine his or her eligibility for a grant, must allow an individual to apply for this grant.

Disability Grant (DG) offers support to adults, who are unfit to work because of physical or mental disability to get their basic needs (Mackett, 2020). Again, there must be a confirmation in the form of a medical report from a medical doctor indicating whether the disability is permanent or temporary.

Foster Care Grant (FCG) is for children who are orphans and placed in the care of foster parents by a court, and it is for the child's basic needs. This grant is given to foster parents with children between 0 and 18 years (SASSA, 2020). It can be extended until a child reaches 21 years only if a child is still schooling.

Grant-In-Aid (GIA) is for adults who cannot care for themselves. To get this grant, a medical doctor must confirm that a beneficiary needs care from someone (SASSA, 2020). It is added to the Old Age Grant (OAG), War Veteran's Grant (WVG) or Disability Grant (DG) that an adult receives.

Older Age Pension (OAP) is also known as the Older Person's Grant (OPG). It is a monthly grant for citizens and refugees who are 60 years and above, regardless of gender and sex, with no other financial income (Potts, 2012).

Social Relief of Distress (SRD) is a provisional support grant in the form of a voucher, food, or cash (SASSA, 2020). It is for people who are in disaster and require instant assistance to

survive. This grant is usually equal to the voucher an individual would qualify for and is terminated after a few months.

War Veteran's Grant (WVG) is for the citizens and permanent residents who were soldiers and fought in World War II (1939-1945) or Korean War (1950-1953) and cannot support themselves (SASSA, 2020).

Social welfare is “a system of programmes, benefits, and services that help people meet those social, economic, educational and health needs that are fundamental to the maintenance of society” (Zastrow, 2014:3).

Social grants are in the form of cash transfers and vouchers. They were implemented to improve the lives of needy people in society and are received by people who are exposed to poverty and need government's intervention. These usually include elderly people, individuals with children, and people living with disabilities (SASSA, 2020).

Nationalisation is the method of taking privately-owned assets, industries or businesses and placing them in control of the state (Quiggin, 2002).

Expropriation is the process whereby the state claims the privately controlled assets, against owner's desires, to benefit the entire public, such as the expropriation of land without compensation for equal distribution. This involves a compulsory acquisition of resources such as land from people by the government for constitutionally permitted purposes (Marx, 2021).

Constitution consists of vital principles which specify how the state should govern. It specifies how the components of government are ordered and it comprises guidelines about how power

is exercised, who exercises it and over whom, it is exercised in governing a nation. It is viewed as a guideline for those ruling the country and the citizens because it outlines citizen's rights, responsibilities, duties, and ways to keep those in power accountable (Ball *et al.*, 2005).

Democracy is a system of ruling that is grounded on the will of citizens. A government for people by other people through fair-voted representatives. This means that citizens have the opportunity to choose their representatives and to partake in decisions taken on matters that affect them and other people in general (Heywood, 2019).

Capitalism is an economic system whereby private owners possess and control assets to make more profit so that the “rich people become richer”. Those who own the means of production, called capitalists, employ workers and pay them low salaries. They (capitalists) then sell goods and services manufactured and rendered by workers at a huge profit (Giddens, 2006).

Social democracy is a type of democratic socialism that intends to realise socialism slowly and peaceably through created political procedures rather than social revolution (Marx, 2021).

1.8 Chapter outline

The chapters contained in this thesis are as follows:

Chapter One

This chapter provides an introduction of the entire study, the background of the study, problem statement, main aim and objectives, main question and sub-research questions, the significance of the study, definition of terms, chapter's outline, and conclusion.

Chapter Two

Chapter two presents the theoretical framework, which describes the theories that guide this study on social grants and the problems that exist in Endumeni Local Municipality (ELM). Therefore, this chapter discusses various theories, such as Ecosystems Perspective (EP), Empowerment-Based Approach (EBA), and Sustainable Livelihoods Approach (SLA) and their relevance to this study.

Chapter Three

This chapter discusses legislative and policy frameworks that promote service delivery, such as social grants, implemented by the South African government to ensure that it delivers services to the people. In other words, it looks at policies that guide the execution of social security services, such as social grants, to alleviate poverty and ensure equitable opportunities for every South African citizen.

Chapter Four

In this chapter, a literature review is given on social security and social grants, particularly in various contexts and levels i.e., international, continental, regional, national and local. It discusses the social security systems of various countries based on regions, namely, the United States of America (USA) which is in North America (NA); Brazil which is located in South

America (SA); the United Kingdom (UK) and France which are situated in Europe; China which is located in East Asia (EA); India which is located in South Asia; Egypt which is situated in North Africa (NA); Ghana which is located in West Africa (WA); Rwanda, Kenya and Ethiopia which are situated in East Africa (EA); Namibia, Mozambique, Swaziland, Lesotho and South Africa which are located in Southern Africa (SA).

Chapter Five

This chapter concentrates on the methodological procedure that is used in this study. It contains the background and setting of ELM where the study is conducted, research design, the paradigm that guides this study, the reasoning of the study, population and sampling, data collection procedures, data analysis, trustworthiness, limitations and delimitations, and illumination on ethical considerations of this study.

Chapter Six

This chapter examines and interprets data by analysing the perceptions of recipients of social grants and workers of the South African Social Security Agency (SASSA) regarding the role of social grants in eradicating poverty and addressing inequality in ELM, KwaZulu-Natal. Their perceptions are analysed in themes guided by inductive reasoning. It focuses on perceptions of poverty and inequality, poverty and inequality gaps, economic development to address poverty and inequality, economic inclusion, social grants contrasted with a decent education system, government support in high unemployment conditions, and structures fighting poverty and inequality in ELM.

Chapter Seven

This chapter analyses and interprets data on the methods of social grants payment that is mostly used by beneficiaries in Endumeni Local Municipality (ELM), the places where the beneficiaries obtain and spend their social grants in ELM, the distance they travel or walk on average to the pay points, the duration they (beneficiaries of social grants) wait for their money at the pay points, movement of queues at the pay points, activities taking place at the pay points, people who fetch the social grants most and how social grants corruption is addressed and by whom, who among them is the most aware of investing through banking, and the role that can be played by the 4th Industrial Revolution (4IR) in distributing social grants in ELM.

Chapter Eight

This chapter is based on data concerning the perceptions of officials of the South African Social Security Agency (SASSA) and beneficiaries of social grants in ELM on the implementation and implications of statutory and regulatory policies on social grants. Policies such as legislation, acts, plans, goals, and white papers are used to theorise governance in the case of social grants.

They include the following: National Development Plan (NDP) of 2012; White Paper on Social Welfare (WPSW) of 1997; White Paper on Transforming Public Services (WTPS) of 1995; White Paper on Transforming Public Service Delivery (WTPSD) (*“Batho Pele”* “People First”) of 1997; White Paper on Population Policy (WPPP) of 1998; Policy on Persons with Disabilities (PPD) of 2016; Policy for Older People (POP) of 2005; South African Social Security Agency Act (SASSAA) 9 of 2004; Social Assistance Act (SAA) 13 of 2004; Public Finance Management Act (PFMA) 1 of 1999; Promotion of Access to Information Act (PAIA) 2 of 2000; Promotion of Administration Justice Act (PAJA) 3 of 2000; Sustainable Development Goals (SDGs) of 2015; District Development Model (DDM); Broad-Based Black Economic Empowerment (BBBEE) Act 53 of 2003; National Development Agency (NDA) of 1999 and National Youth Development Agency Act (NYDAA) 54 of 2008.

Chapter Nine

This chapter analyses and interprets how social grants are administered, managed, and disbursed in Endumeni Local Municipality (ELM), how the social grants system is funded, and how effective and sustainable this system is. It also comprises the contribution to knowledge from this study, as it recommends the Sustainable Social Security Model (S3M) to be adopted by the South African government to ensure the sustainability of the social security system in South Africa. This means that the chapter explains how this S3M works by looking at its foundations which are things that need to happen to have a sustainable social grants system; structures that must be involved when implementing this model; the difference from other frameworks from which it (S3M) draws; the sustainable source of funding for social grants system; and the bureaucracies, technologies, processes, and systems this model brings. The S3M's strengths and weaknesses are also analysed and discussed, together with the application of this model to other agencies that administer social grants system in other countries.

Chapter Ten

This chapter argues the crucial points to connect the final arguments that are correlated to the analysis of the research findings of this study. It gives the discussion, a conclusion from the findings, the realisation of objectives, recommendations, and areas for further research based on findings of this study from data collected on public policy and developmental imperatives by theorising governance in the case of social grants in Endumeni Local Municipality (ELM), KwaZulu-Natal (KZN). It comprises information connected to the interpretation of the findings grounded on literature and theories (Sustainable Livelihoods Approach (SLA), Ecosystems Perspective (EP), and Empowerment Based Approach (EBA)).

1.9 Conclusion

This chapter has provided an introduction of the entire study, background of the study, problem statement, main aim and objectives of the study, main research question and sub-questions, the significance of the study, and the definition of terms. It has also discussed the developments of social grants and how they were provided to South Africans in the 20th century in South Africa –before, during and after the apartheid era. The role played by the democratic government in ensuring the establishment of an inclusive and non-discriminatory welfare system, guided by the Social Development Approach (SDA) to welfare, which in 2004 led to the establishment of the South African Social Security Agency (SASSA). The democratic government tries to achieve this by implementing various social grants that aim to give poor people, regardless of race, the support reserved for certain races during apartheid.

Still, social grants are viewed as a tool used by those in power to govern those that may be poor and the majority in society. So, the claim that distributing social grants to poor people can eradicate poverty and address inequality needs to be critically analysed. This is because SASSA is made from limited frameworks and principles that intend to break the economic and social marginalisation of the poor and decrease the escalating rate of poverty and inequality. Consequently, the state of social security in South Africa is unsatisfactory because of worsening socio-economic challenges despite measures put by the government to address them. The next chapter presents the theoretical framework which describes the theories, namely: Ecosystems Perspective (EP), Empowerment-Based Approach (EBA), and Sustainable Livelihoods Approach (SLA), that explain why the problem of social grants exists in Endumeni Local Municipality (ELM).

CHAPTER TWO: THEORETICAL FRAMEWORK

“Theory and fact are equally strong and utterly interdependent; one has no meaning without the other. We need theory to organise and interpret facts, even to know what we can or might observe. And we need facts to validate theories and give them substance.” (Gould, 2010: 151)

2.1 Introduction

This chapter discusses the theories used to study public policy and developmental imperatives by theorising the governance in the case of social grants within the perimeters of the Endumeni Local Municipality (ELM). These theories are Ecosystems Perspective (EP), Empowerment-Based Approach (EBA), and Sustainable Livelihoods Approach (SLA). They are most suitable for this study because they view people in their environment. According to Terre Blanche & Durrheim (1999); Creswell (2009); Abend (2008), a theory is a set of interconnected thoughts that gives the understanding of a particular phenomenon, it specifies the kinds of facts to be systematically analysed, and it seeks to clarify problems, actions, and behaviour. Similarly, Sharf (2007) defines a theory as “a set of ideas proposed to describe and explain a certain phenomenon.”

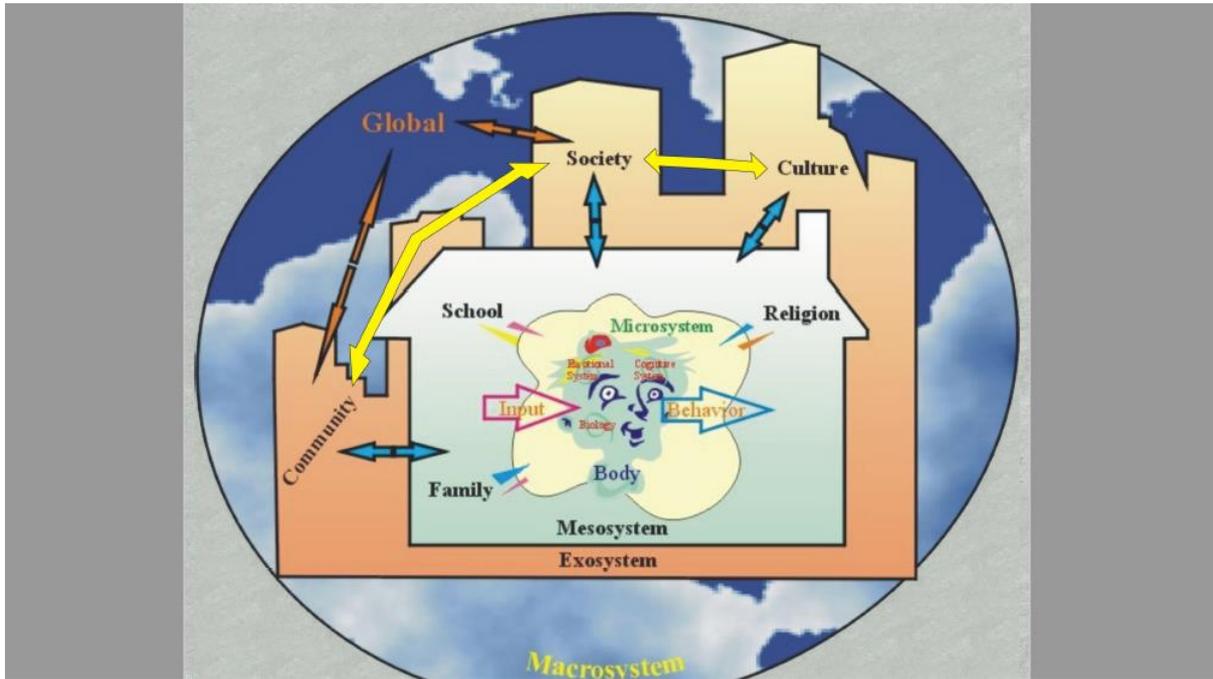
In chronological order, EP explains the significance of the mutual interdependence of systems and how a change in one system affects change in another, as it clarifies why people act the way they do in different situations or environments. Subsequently, the EBA explains how beneficiaries of social grants can obtain resources that will enhance their economic, social, spiritual, and political strength to gain greater power over their environment and move towards their goals. Eventually, the SLA clarifies how beneficiaries of social grants can use assets to change and enhance their lives. The practical examples from the case studies of other developing countries are given under SLA. This assists in showing the relationship between theory, policy, and practice. These three related theories provide a framework for the

governance of social grants and help identify various areas where social grants can be strengthened and improved.

2.2 Ecosystems Perspective (EP)

For Teater (2014), a perspective outlines a framework or ways of understanding and viewing certain conditions. Therefore, Ecosystems Perspective (EP) is used to theorise the governance of social grants in ELM. According to Sullivan (1996: 2), “the ecosystem perspective emerged in the 1970s from two bodies of scientific theory, namely, ecological theory and Social Systems Theory (SST).” The nature of this perspective recognises the unity and dependence of existing organisms (Teater, 2014). For Sullivan (1996), Bertalanffy’s SST in the 1920s and cybernetic ideas in 1948 created the ecosystem’s relevance in scientific spheres since they merged the natural sciences with the variety of social sciences. After a while, Bronfenbrenner refined and developed this conceptual framework by focusing on the interrelatedness of human-environment interaction between 1979 and 2005 (Jones & Lindblad-Goldberg, 2002). The following demonstration shows how this perspective operates:

Figure 2.1: Illustrating the Ecosystems Perspective (EP) process



Source: Bronfenbrenner (1990: 1)

Allen-Meares (1987) clarifies that the concept of ecology was coined by Haeckel in 1869, who suggested that science must study the interrelatedness between the environment and the organisms. It was further endorsed by the writings of Richards on human ecological theory in the 1890s, and in 1935, Tansley presented the term ecosystem as a different level of examining the movement of energy inside and outside of biological systems (Bubolz & Sontag, 1993). This perspective originates from ecology, which looks at the interaction and interdependence between organisms and their environment (Gitterman & Germain, 2008). Therefore, EP and SST hold the same idea and assumption. They both focus on the transformation and development of systems and the relationship and interaction between them (Teater, 2014). Nevertheless, the difference is that they both have different terminologies since social systems theory has a non-human language.

As in the SST, a system's purpose and definition are also vital in EP. Buckley (1967 cited in Teater, 2014); Kirst-Ashman & Hull (2002) define a system as multipart components that are

directly and indirectly connected. This means that various components of a system do not work independently but work by depending on each other or one another to keep an entire system functional. This also applies to human beings because they also have different components, namely, biological, physiological, and psychological. When an element is separated from a system, a system cannot function efficiently, especially when any of the components is removed (Preston-Shoot & Agass, 1990 cited in Teater, 2014). In this context, for a person to live in a poverty-free environment, institutions must come up with sustainable Poverty Reduction Strategies (PRS) regulated at a macro level –this will ensure that Social Assistance System (SAS) functions accurately at a micro level and meso level. For one to have a functional system, different components must work together. That is why Forder (1976 cited in Teater, 2014) describes a system as open and goal-directed because there is a continuous movement of information inside and outside a system. Forder (1976 cited in Teater, 2014) further states that a system should be goal-directed to keep homeostasis –when a system maintains a continuous state of equilibrium while responding to change.

The primary function of the Ecosystems Perspective (EP) is to view people in their environment, which Teater (2014) expresses as “person-in-environment” because this theory emphasises the interdependence and interaction between individuals, groups, families and communities and their environments. “It focuses on the growth, development, and potentialities of human beings and with the properties of their environments that support or fail to support the expression of human potential” (Gitterman & Germain, 2008: 8). Therefore, this theory believes that the government, especially when distributing social grants, should direct its services on developing the transactions and interactions between people and their environment to promote sustainable economic growth which will ensure development. So, it is vital to examine the connection between a person and an environment and look at the physical and social characteristics of the environment and how culture impacts them (Gitterman & Germain, 2008). The physical elements of the environment comprise the built world (building of the environment by society), while the social aspects of the environment comprise human relations and communication with society. Whereas both the social and physical environments are determined by the society’s culture, norms, and values.

With reference to Berk (2001:41), “the Ecosystems Perspective (EP) views the person as developing within a complex system of relationships affected by multiple levels of the surrounding environment.” Therefore, while the government is giving social grants, it should instil self-sufficiency in people, groups, families, and communities by capacitating them to prevent dependency. Thus, this theory involves an Empowerment-Based Approach (EBA) as it enhances people’s identity, relatedness, independence, and competence to their environment. It suggests the collective relationship between the community structures and deprived people to improve resources to eradicate poverty. The main idea of the EP is that the structures of society influence the regulation and governing of social relations, e.g., the apartheid system, which propagated European domination (Ngcobo, 2011). Therefore, the researcher then incorporated the micro, meso, exo, and macro systems to review the policies on social grants and their developmental imperatives by theorising the governance of social grants in Endumeni Local Municipality (ELM):

2.2.1 Microsystem level

According to Berk (2001: 32), “a microsystem is part of the social system and physical reality which a person interacts with directly every day.” In this study, the microsystem contains beneficiaries of social grants and their siblings, spouses, and children –structures a beneficiary directly interacts with daily. This is the minor level of society comprising the individual, the family, and the small group. Dano (2007 cited in Ngcobo, 2011) highlights the interaction of family subsystems and how culture and society influence it.

2.2.2 Mesosystem level

This level controls and impacts the operation of the microenvironment. It also looks at relationships between microsystems. “A mesosystem comprises the interrelations among two or more settings in which the developing person actively participates” (Newman, 2019: 1). It could be relationships between or among groups, organisations, and institutions that impact the person’s life, such as the welfare organisations, industries, and workplaces. According to Bronfenbrenner (1979 cited in Calkins, 2018), a person’s development happens through his or her lifespan and is influenced by dynamic and mutual interactions between that person and the experiences he or she has because of immediate and broader social situations. For example, how a person behaves as a parent/ a spouse at home is determined by experiences at work. The emphasis of intervention is at an organisational and group level.

2.2.3 Exosystem level

The exosystem contains organisational factors that connect to an individual’s work, comprising people, incidents, and things inside an organisation, such as media, the legal system, the government, and friends of family (Sullivan, 1996). This system relates to societal structures that operate autonomously of the individual but influence the immediate environment within which a person develops.

2.2.4 Macrosystem level

It refers to the largest level of intervention at local, provincial, national, regional, and international levels (Berk, 2001). This is a broader structure in which meso groups operate and could include the economic, health, cultural, social, educational, political, and religious systems. Also, issues on poverty and human rights are part. This level is based on laws, values, resources, customs, and policy frameworks (Yeh, 2017) – such as policies on social grants. For example, in the South African policies on poverty alleviation, the country implemented a developmental policy framework (at the macro level) to welfare rather than a residual framework, as it is more likely to impact the lives of individuals at a micro level.

2.2.5 Strengths and Weaknesses of Ecosystems Perspective (EP)

Most theories have strengths and weaknesses, as EP has; knowing them gave the researcher an understanding of things that might hold him back so that he could find ways to avoid them from pulling his study down. According to Tudge (2008), “the EP can be used in conjunction with other theories as a complimentary level of explanation to supplement and support individualist accounts of psychosocial development.” This theory gives a holistic approach to understanding human development and acknowledges the common responsibility of ensuring human development and forming support systems that brings holistic development. The EP helps us know why individuals behave in a particular way; nevertheless, the model still has limitations. Overton (2015) states that the EP is broad in finding causes of specific circumstances or problems; it focuses on changes based on environment and does not clarify when and how the developmental changes happen, making it challenging to test it empirically. The literature does not give much on this theory because it is recent in relation to human development theories (Tudge *et al.* 2009).

In this study, the EP is chosen to understand the perceptions of beneficiaries of social grants in the governance of social grants and to comprehend how various systems in beneficiary’s environment ensure that his or her right to social security is being realised since there is high poverty and inequality rate in places under Endumeni Local Municipality (ELM). This theory guides this study to organise and understand facts and to grasp what to study. Consequently, it is used in conjunction with the Empowerment-Based Approach (EBA) and the Sustainable Livelihood Approach (SLA) to have a more comprehensive system of ideas expanding the public policy and developmental imperatives by theorising governance in the case of social grants in ELM. These theories are used to explain and understand these phenomena and expand existing knowledge and thesis that clarify why the research problem exists.

2.3 The Empowerment-Based Approach (EBA)

According to Leadbetter (2002 cited in Teater 2014), the beliefs of empowerment can be traced back to the beginning of the eighteenth century in Britain, whereby mutual aid and friendly societies empowered the marginalised, dispossessed, and vulnerable people. Adams (2009 cited in Teater, 2014) states that such a society permitted poor individuals to save and borrow money from not-for-profit schemes. Even in the United States of America (USA), during the 1960s, empowerment was evident in the oppressed groups, especially during the civil rights movement. One of the proponents of the Empowerment-Based Approach (EBA) who expanded this approach was Rappaport, a social scientist around 1981, but the origin of this approach is linked to the Marxist sociological theory (Zulkifli, 2010). Scholars such as Friedmann (1992); Gruber and Trickett (1987); Gutierrez and Ortega (1991); Homan (2008); Ibrahim and Alkire (2007) are the contemporary proponents of this approach who have developed it over time. Academically, disciplines such as Social Work and Development Studies adopted the Empowerment-Based Approach (EBA) from other fields, such as Sociology, Political Science, Psychology, Religion and Economics (Lee 1996 cited in Teater, 2014; Ife and Tesoriero, 2006).

For Gitterman and Germain (2008), EBA is derived from the Ecosystems Perspective (EP), which views people as connected and influenced by the environment and perceives the interdependence of economic and social justice. Since there are interactions, interdependence, and interconnection between people and the environment, the EBA can be used when working with individuals, groups, communities, and societies. There is a narration that poor people often struggle to uphold power over their lives and are sometimes unable to obtain adequate resources to meet their needs. Therefore, poor people need to be empowered as well. Hasefeld (1987 cited in Teater, 2014) defines empowerment as involving communities and individuals getting resources that will develop their political, spiritual, economic, or social strength to obtain control and power over their conditions and reach their communal or personal needs. Like many other academic theories, different scholars define the Empowerment-Based Approach (EBA) differently (in many ways). This means that this approach has no specific definition since empowerment is not similar for everyone. What someone or some group may see as empowering, someone or some group may see as disempowering (Adams, 1996).

Zimmerman (1995) agrees with Hasefeld's definition by stating that the need for a 19-year-old mother to be empowered may differ for a recently widowed man. This means that these two people may be empowered differently. For Zimmerman (1995:48), "empowerment is context and population-specific, and it takes on different forms for different people in different contexts." Generally, Teater (2014) states that empowerment occurs when referring people to relevant support systems or being involved in political or economic activities to advocate for equitable service delivery. While Solomon (1976); Mancoske and Hunzeker (1989) view empowerment as involving people controlling their lives and influencing their environment to get essential resources. Nevertheless, EBA can be used to help individuals, groups, or communities (Teater, 2014). Likewise, Zimmerman (1995); Teater (2014) believe that to understand EBA, one must know that empowerment is a process and an outcome. For Zimmerman (1995: 46):

...the process is empowering if it helps people develop skills to become independent problem-solvers and decision-makers. Empowering methods vary across levels of analysis...empowering processes at the organisational level might include shared leadership and decision-making, and empowering processes at the community level might consist of accessible government, media... Empowered outcomes refer to the operationalisation of empowerment, so we can study the people's attempts to gain greater control in their community,...in individuals, outcomes might include situations, skills, and proactive behaviours...in organisations, outcomes might include organisational networks, effective resource acquisition, and policy leverage.

The EBA grants the beneficiaries of social grants the power to use in their own lives and society by working on matters that they describe as essential. It also advocates self-sufficiency and self-determination in beneficiaries of social grants. This allows them to present their concerns and perceptions self-determined and securely. This is because Zimmerman (1995) states that EBA promotes that underprivileged people become confident and courageous in controlling their lives and claiming their rights.

2.3.1 Strengths and weaknesses of EBA

EBA recognises human problems from the perspective of a social, economic, and political environment that is repressive and stratified to the poor (Teater, 2014). It also puts human

problems in an individual-in-environment perspective, not only identifying the interconnection and mutual effect of people and communities but also suggesting that effective involvement in human issues happens at the interpersonal, intrapersonal, and community levels concurrently (Adams, 1996). The EBA interventions may assist people in advancing their mental health, self-efficiency, or coping skills to adapt to the current social environment. Abrar ul haq *et al.* (2019) state that the EBA often not queried the unfair relationship between clients and experts. It is uncertain whether people, especially the vulnerable, can make their own choices without the involvement of a person who empowers them. Since they tend to leave that responsibility to experts and allow experts to determine their participation (Gitterman & Germain, 2008). To prevent that, this study uses another theory that analyses and changes the lives of those suffering from poverty and inequality and recognises that individuals have abilities and assets that can be used to assist them to enhance their lives.

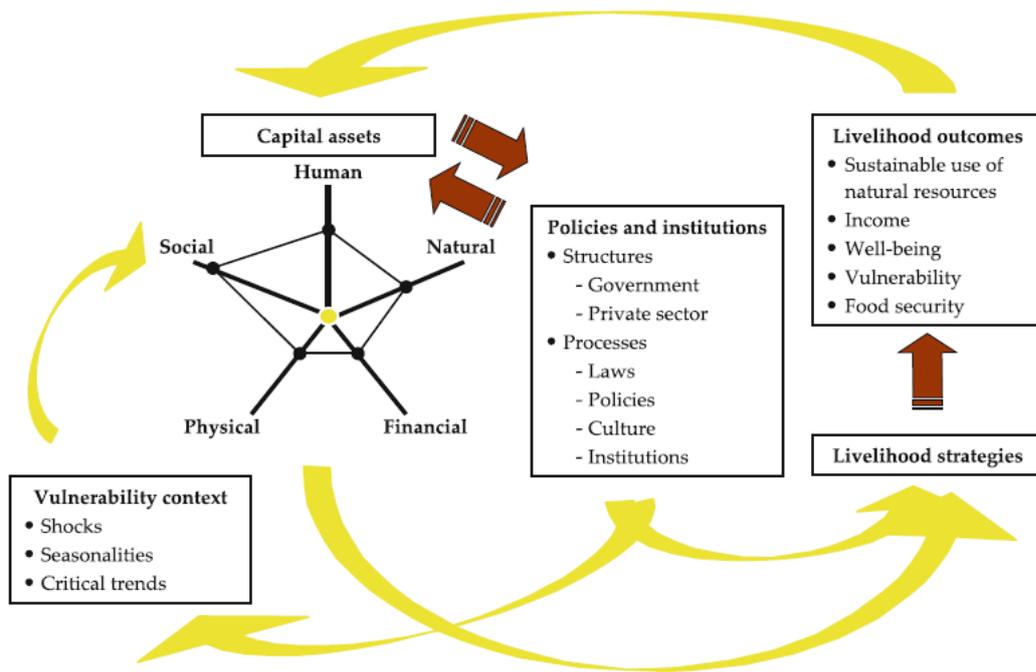
2.4 Sustainable Livelihoods Approach (SLA)

According to Serrat (2017), the phrase “Sustainable livelihoods” started when development and environmental studies interconnected to offer an effective way when assisting vulnerable people. It was initially applied in a rural context, used by Chambers and Conway in 1992 and later revised by Gibson-Graham, Cameron, and Healy during the Brundtland Commission which highlighted how a person’s well-being contributes to his or her ability to survive well (Holland, 1997). In this context, “Sustainable” means providing for yourself for a long time, being ready to experience outside pressures or shocks, and recovering from such shocks by providing or enhancing your livelihoods (Sarker *et al.*, 2019). Therefore, this approach gives a format for a poverty alleviation strategy focusing on dynamic and human-focused programmes designed to reduce poverty and address inequality.

The maintainable means of support in South Africa is significant; therefore, the Sustainable Livelihoods Approach (SLA) can assist in assessing the role of social grants as a Poverty Reduction Strategy (PRS) in places that have underprivileged people such as those in the

geographical area of Endumeni Local Municipality (ELM). The case of Bosa Familia in Brazil is a relevant case study of a successful SLA through social grants. This is one of the existing cases where such a programme has worked, as this poverty reduction strategy reduced poverty by 27,7 percent in Brazil (Mbajiorgu, 2019). According to Norton and Foster (2001), SLA changes the lives of deprived people and analyses how they can get different assets to make a livelihood strategy. It is an emancipatory approach that views people with assets and abilities that can be developed to assist them in enhancing their lives. It looks at capital assets, policies and institutions, vulnerability context and livelihood strategies (Asian Development Bank (ADB), 2014), as Figure 2.2 below illustrates:

Figure 2.2: Shows how the Sustainable Livelihoods Approach (SLA) framework functions



Source: Norton and Foster (2001: 22)

2.4.1 Capital Resources/ Assets

The purpose of SLA is to assist in organising the factors that improve the way of living of beneficiaries of social grants and to convey how their livelihood tactics are connected. The SLA states that every household has different resources for livelihood, which SLA aims to develop (ADB, 2014). However, many beneficiaries of social grants in Endumeni Local Municipality (ELM) have different resources that assist them to survive in their households, which the deprived should make choices about; those livelihood resources include social capital, human capital, financial capital, natural capital, and physical capital:

2.4.1.1 Social capital

According to Leenders and Gabbay (2013: 1759), “social capital is the glue that holds society together and is often regarded as the contextual match to human capital because human capital refers to individual ability, while social capital refers to opportunity.” Most of the beneficiaries of social grants in ELM, especially those who receive Disability Grant (DG), Foster Care Grant (FCG), Child Support Grant (CSG), Old Age Grant (OAG) and War Veteran’s Grant (WVG), are also supported by the institutions such as Non-Governmental Organisations (NGOs) in South Africa. This is because of the assumption that grants they are receiving from the government cannot cater for their fundamental needs (Potts, 2012). There are support groups that community members create to assist beneficiaries of social grants.

Bhandari (2009) asserts that effective networks among people who stay in the same community are essential because they enable society to function well. Since most of the beneficiaries of social grants are vulnerable, marginalised, dispossessed, and at-risk, people, most do not receive collective representation when facing problems (Mackett, 2020). In ELM, this is because of political differences among community members, which affect the public participation in departments like the South African Social Security Agency (SASSA), Department of Social Development (DSD) and Endumeni Local Municipality (ELM), and because of unstable council and management that is changing over time because of political squabbles among local political parties. The case study of the Livelihood Empowerment Against Poverty (LEAP) programme in Ghana is a relevant reference where social capital has been used amongst beneficiaries of social grants. This programme supplements the basic subsistence needs by giving access to complimentary services, including livelihood and welfare, by strengthening social capital for deprived and vulnerable groups (Osei, 2011).

2.4.1.2 Human capital

Human capital includes knowledge, habits, personality, and social attributes (as well as creativity) found in a person’s capability to perform work that will bring economic value (Kucharčíková, 2011). Again, human capital can be improved through education and training, which result in development. The high number of social grants beneficiaries and a small number of small businesses owned by local people in ELM indicates that most of the people

are not active in Local Economic Development (LED). Some of them claim to be unemployed as they never got a chance to pursue their studies in institutions of higher learning; as a result, they depend on the government to live. According to Houghton (2017), people who invest in training and education are more likely to increase their knowledge and skill levels and become more creative than those who are less skilled, making them come up with sustainable livelihood strategies through human asset. Similarly, Becker (1993: 19) recommends that “schooling raises earnings and productivity mainly by providing knowledge, skills and a way of analysing and solving problems.”

The case study of Kenya is a relevant reference where social grants are used to promote human capital. In this country, there is a programme called Cash Transfer for Orphans and Vulnerable Children (CT-OVC), which was introduced to enhance the well-being of Orphans and Vulnerable Children (OVC), especially those who are affected and infected by Human Immunodeficiency Virus (HIV) and Acquired Immuno-Deficiency Syndrome (AIDS). World Bank (WB) (2012) states that this programme aims to support families to nurture OVC and uphold their human capital development. The Livelihood Empowerment Against Poverty (LEAP) programme implemented in Ghana is also a relevant case study. This social cash transfer programme offers cash and health insurance to poor families to fight poverty and promote long-term human capital development. Similarly, the *Bolsa Família Programme (BFP)* in Brazil, one of the world’s most extensive social grants programmes (Hall, 2008), fights poverty and inequality by focusing on developing the human capital of the poor.

2.4.1.3 Financial capital

Although the government gives financial support to vulnerable people, financial capital is the minor available asset for the beneficiaries of social grants in ELM. The financial support given to poor people by the government, family members depend on it (Curtiss, 2012). They cannot even save for the future; some borrow money from moneylenders and rely solely on social grants. Nnaeme (2018) states that social grants beneficiaries seldom invest cash because most of them live from ‘hand to mouth’ as they bear the brunt of meeting their instant needs due to

lack of money, which makes them fail to invest for the future. Most of the beneficiaries of social grants, especially in rural areas and informal settlements, do not have other stable sources of income except the money they only receive from the government (Nair, 2010).

Even the money they get is insufficient to buy nutritious foods, making them fail to adapt to modern society with increasing levels of inequality, poverty, and unemployment (Mackett, 2020). The government is not capacitating the beneficiaries of social grants, in ELM, such as children from vulnerable households, with skills that would help them to get supplementary resources when the social grants are terminated at the age of 18 years. The Ethiopian government has a Productive Safety Net Programme (PSNP) that promotes financial capital by distributing food and cash transfers to nutrition-insecure families through labour-intensive public works for families with non-disabled individuals (Kakwani *et al.*, 2005). In addition, it gives cash transfers to families with individuals who cannot work due to disability.

2.4.1.4 Natural capital

Agricultural activities are the crucial areas that beneficiaries of social grants should be encouraged to participate in because it is where they can get resources that might supplement their social grants. Patel (2005) states that the beneficiaries of social assistance should work together with the government in fighting poverty (food insecurity) by saving money to start their vegetable gardens rather than buying vegetables from retail stores. According to Khanyile (2012: 1), “food security exists when the issue of poverty is addressed.” So, the KwaZulu-Natal (KZN) Department of Agriculture, Environmental Affairs and Rural Development (DAEARD) initiated the “One Home One Garden” campaign, which supports every household to create a vegetable garden inside the yard. The government provides seeds and garden tools to those families and individuals who cannot afford to buy them (Endumeni Integrated Development Plan (EIDP), 2017). Some lazy individuals take those seeds from the government and fail to use them but sometimes sell them to others.

Moreover, the issue of land and mineral resources ownership is still a challenge that hinders many African countries from growing their economy more than overseas countries with fewer mineral resources. In South Africa, many people are limited to use natural capital for livelihoods, especially in urban areas. This is a common problem in most the African countries as many countries with abundant natural resources grow slower than economies without ample natural resources. Mehlum *et al.* (2006:1) state that "... growth losers, such as Nigeria, Zambia, Sierra Leone, and Angola, are all resource-rich, while the Asian countries such as Korea, Taiwan, Hong Kong, and Singapore are all resource-poor. On average, resource-abundant countries are behind economically than countries with fewer resources." This shows that countries with plenty of natural capital struggle to use this asset grow their economy.

2.4.1.5 Physical capital

The infrastructure, such as the Automated Teller Machines (ATM), is not user-friendly towards the beneficiaries of social grants and some find it hard to access their money. Banks used by most of the beneficiaries of social grants are owned by the private sector and are not made to serve every beneficiary of social grants. This is because most people with disabilities, especially beneficiaries of Disability Grant (DG), cannot access their grants due to architectural hindrances (Mackett, 2020). This is also evident during the outbreak of Corona Virus (known as Covid-19). The government executes the lockdown and encourages people to keep physical/ social distancing. Some individuals cannot physically apply for the Social Relief of Distress (SDG) grant at Local Service Offices (LSOs) of the South African Social Security Agency (SASSA) but are instructed to make self-help applications via mobile cell phones and computers (SASSA, 2020). As a result, some glitches cause the application processes to delay while the applicant is suffering from poverty. In developing countries with poor physical infrastructure, social grants are disbursed manually. The adoption of electronic payment method in developing countries brings new prospects for disbursing social grants (Aker *et al.*, 2016). A study conducted in Niger shows that households that use an electronic payment model to collect their social grants access their cash transfers and can instantly buy food.

2.4.2 Vulnerability context

According to Asian Development Bank (ADB) (2014), vulnerability has two sides, “an external side of shocks, seasonalities, and critical trends; and an internal side of defencelessness caused by lack of ability and means to cope with these.” This also states that vulnerability is considered as insecurity in the lives of people, groups, and communities due to the changing environment. The vulnerability allows change processes more appropriately than poverty line measurement (Sarker *et al.*, 2019). The vulnerability context in this study contained the following:

2.4.2.1 Shocks

The corruption of stealing money from beneficiaries of social grants electronically such as buying airtime (prepaid) without their consent created shocks. Social grants are not only reducing poverty but can protect individuals against financial crises that result in upsets. United Nations International Children’s Emergency Fund (UNICEF) (2019) states that social assistance, especially the Child Support Grant (CSG), significantly reduces the impact of financial crises for children and family members. Yet, Corona Virus (Covid-19) increases retrenchment cases in many companies; since children are economically dependent on parents or guardians, this affects children’s well-being and survival (Mackett, 2020). Likewise, the economic shock of job loss and less income because of looting in KwaZulu-Natal (KZN) and Gauteng Province (GP) is devastating for adults who must support family members, especially children.

2.4.2.2 Seasonalities

Employment opportunities are scarce in South Africa because of low economic growth, making most South Africans depend on social grants, and food prices are increasing yearly (De Jager & Baard, 2020). The South African government has increased the Value-Added Tax (VAT)

from 14 percent to 15 percent. While the government increases social grants yearly, they seem insufficient to cover all the basic needs of beneficiaries (Nnaeme, 2018).

2.4.2.3 Critical trends

Due to low economic growth and increment in VAT, the cost of living for many beneficiaries of social grants becomes too high. The increment that the government puts in social grants slightly changes people's lives (Gutura & Tanga, 2014). Since the government terminated its contract with Cash Paymaster Services (CPS) and transferred beneficiaries of social grants into banks, most of them cannot access their money as they hardly use Automated Teller Machines (ATMs). They join long queues to access their cash in congested ATMs (Nnaeme, 2018).

2.4.3 Policies and institutions

According to the Asian Development Bank (ADB) (2014), livelihood strategies and outcomes are not solely dependent on capital asset availability or complicated by the vulnerability context but are also influenced by structures and processes. Processes include regulations, laws, policies, institutions, and societal norms that affect structures' operations. In this study, these structures and processes are applied in the following way:

2.4.3.1 Structures

The governance of social grants includes methods of governing –whether by a state, a market, a system, or a public– through laws and regulations, norms and standards, and power. In this context, it is about how institutions and the public decide to regulate, distribute, and spend the social grants. According to Patel (2005), social grants reduce poverty significantly, and South Africa would be more unequal without social grants because they (social grants) provide a valuable support base for poor people and a social protection floor for a minimum standard

below which people should not fall. Although the aim of social grants is supposed to be assisting people in need and elevating them from poverty, not to get votes from the people. According to Jenkins-Smith (1990), structures are composed of government (public) and private sectors. The private and public sector organisations formulate and implement policies and legislations that directly or indirectly affect the people's livelihoods (Kingdom, 1984). These structures fail to identify that there is a gap in the South African social security system since the sustainability of the social grants system is uncertain, yet the demand for implementing Basic Income Grant (BIG) is increasing as there is no grant for people who are between 18 years and 59 years and for those who fall in the missing middle category.

2.4.3.2 Processes

The laws, policies, and institutions are part of processes (Barkenbus,1998). Processes are one of the crucial components of livelihoods because they give incentives that make people create appropriate choices. For ADB (2014), policy formulating structures are effective when suitable institutions that represent people affected by vulnerability are involved in the process. However, one of the challenges the deprived and vulnerable people encounter is that processes influencing their livelihoods may limit them unless the government adopts pro-poor policies and legislation.

2.4.4 Livelihood Strategies and Outcomes

For Serrat (2007), livelihood strategies aim to get livelihood outcomes that improve people's lives. Those outcomes might include more income, less vulnerability, improved well-being, better food security, human dignity, and environmental sustainability (Holland, 1997). The livelihood strategies, including non-natural resource-based, natural-resource-based activities, off-farm activities, pensions and grants, migration, short-term versus long-term outcomes and intensification versus diversification, may challenge one another (Asian Development Bank (ADB), 2014). While livelihood outcomes can raise sustainability, income, well-being, and

food security and reduce vulnerability, they can also bring challenges to some people; since development favours some people, it can disadvantage others (Sarker *et al.*, 2019).

2.5 Conclusion

This chapter has discussed the theories used to study public policy and developmental imperatives by theorising the governance in the case of social grants in places within the perimeters of the Endumeni Local Municipality (ELM). Those theories are Ecosystems Perspective (EP), Empowerment-Based Approach (EBA), and Sustainable Livelihoods Approach (SLA). The EP explained the significance of the mutual interdependence of systems and how a change in one system affects change in another. The EBA explained how beneficiaries of social grants could obtain resources that would enhance their economic, social, spiritual, and political strength to gain greater power over their environment and move towards their goals. The SLA clarified how beneficiaries of social grants could use assets to change and enhance their lives. These three related theories guided this study to review the governance of social grants in ELM and helped identify various areas where social grants can be strengthened and improved. The next chapter discusses policies that guide the execution of social security services, such as social grants, to alleviate poverty and ensure equitable opportunities for every needy person. Therefore, it is about the legislative and policy framework used by the South African Social Security Agency (SASSA) to ensure that it delivers its services of distributing social grants to deserving people.

CHAPTER THREE: LEGISLATIVE AND POLICY FRAMEWORK

“No political democracy can survive and flourish if the mass of our people remains in poverty, without land, without tangible prospects for a better life. Attacking poverty and deprivation must therefore be the priority of a democratic government.” (Reconstruction & Development Programme (RDP), 1994 cited in Knoetze, 2019: 147)

3.1 Introduction

This chapter discusses policies, acts, and white papers that promote programmes that intend to alleviate poverty and address inequality, implemented by the South African government to ensure that it delivers services to poor people –mostly the beneficiaries of social grants. The South African Social Security Agency (SASSA) needs to be supported by various policies, acts, and white papers to ensure that comprehensive social assistance is provided to people. In other words, it looks at policies, acts, and white papers that guide the execution of programmes that intend to alleviate poverty and ensure equitable opportunities for every South African citizen and permanent resident, especially the vulnerable and dispossessed recipients of social grants. It explains how these policies, acts, and white papers are relevant in this study which assesses the efficacy of public policy and developmental imperatives by theorising the governance in the case of social grants in Endumeni Local Municipality (ELM), KwaZulu-Natal (KZN).

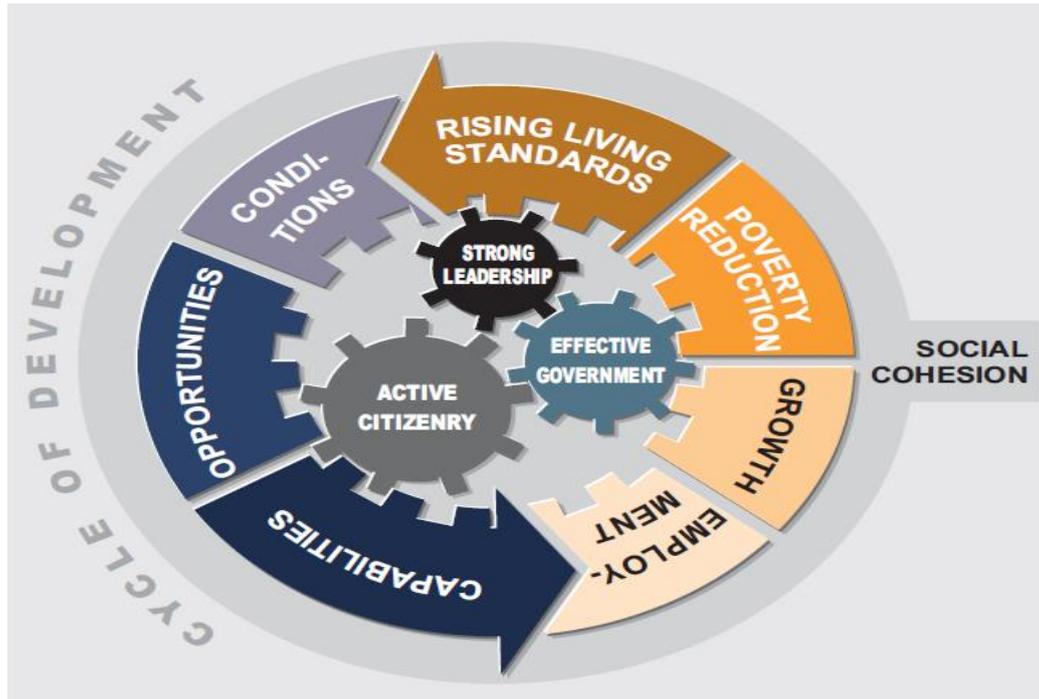
These policies, acts, and white papers are the National Development Plan (NDP) of 2012; White Paper on Social Welfare (WPSW) of 1997; White Paper on Transforming Public Services (WTPS) of 1995; White Paper on Transforming Public Service Delivery (WTPSD) (“*Batho Pele*” “People First”) of 1997; White Paper on Population Policy (WPPP) of 1998; Policy on Persons with Disabilities (PPD) of 2016; Policy for Older People (POP) of 2005; South African Social Security Agency Act (SASSAA) 9 of 2004; Social Assistance Act (SAA) 13 of 2004; Public Finance Management Act (PFMA) 1 of 1999; Promotion of Access to Information Act (PAIA) 2 of 2000; Promotion of Administration Justice Act (PAJA) 3 of 2000; Sustainable Development Goals (SDGs) of 2015; District Development Model (DDM); Broad-Based Black Economic Empowerment (BBBEE) Act 53 of 2003; National Development Agency (NDA) of 1999 and National Youth Development Agency Act (NYDAA) 54 of 2008.

3.2 National Development Plan (NDP) of 2012

The distribution of social grants as a poverty reduction strategy is found in the National Development Plan (NDP) of 2012, which is South Africa's policy document that contains various ways of eliminating poverty and reducing inequality before 2030 (National Planning Commission (NPC), 2012; Zarenda, 2013). As the South African Constitution envisions a prosperous, inclusive, united, non-sexist, and non-racist society; "a nation that belongs to all who lives in it, united in its diversity" (World Health Organisation (WHO), 2018b: 25). This plan is relevant in this study because it identifies the roles that should be played by various sectors of society for the country to accomplish its vision 2030, as the first objective of this study is to critique the role of social grants in reducing poverty and addressing inequality in ELM. In this context, these sectors include the departments and agencies responsible for providing services and initiatives to ensure that policies on eradicating poverty and reducing inequality are implemented so that poor people can live better lives.

Furthermore, NDP aims to grow a comprehensive economy, build skills, create jobs, enhance the capability of the state, and endorse partnerships and leadership throughout South Africa so that people can be self-reliant, escape poverty, and live in an egalitarian society (Naidoo & Maré, 2015; NPC, 2012). Figure 3.1 shows the link among employment, economic growth, poverty reduction, human development, conditions, capabilities, and opportunities when fighting poverty and addressing inequality. It also displays how strong leadership, effective government and an active citizenry can contribute to developing a cohesive environment for deprived people, such as recipients of social grants.

Figure 3.1: A cycle of development in South Africa



Source: World Health Organisation (WHO) (2018b: 16)

The following paragraphs explain the goals that are aligned with this study that the National Development Plan (NDP) wants to accomplish by 2030 in South Africa:

3.2.1 Comprehensive social protection

According to WHO (2008: 43), “social protection brings social solidarity to life and ensures a basic standard of living and also plays an important role in helping households and families manage life’s risks, and eases labour market transitions, contributing to a more flexible economy.” Therefore, by 2030 in South Africa, it would be wise to implement an inclusive system of social protection that has social grants (including the Basic Income Grant (BIG)), life insurance and obligatory retirement investments and voluntary retirement investments (Naidoo & Maré, 2015; Chilenga, 2017). The NDP’s approach to social protection is based on social wage, which involves free essential services, no-fee schools, and support for public transport (South African Social Security Agency (SASSA), 2020; Zarenda, 2013).

Additionally, expanding public works programmes ensures that many households, recipients of social grants, escape poverty.

The NDP shows that there are children who deserve Child Support Grant (CSG) but are not receiving it (this is high for children under the age of one year), and the total percentage for CSG (all age groups) was 63 percent in March 2014 (Chilenga, 2017; South African Social Security Agency (SASSA), 2020). Nevertheless, for children below one year, the total percentage was 39 percentage of the population in March 2014. In December 2019, this percentage increased to 51 percentage of the entire population of children under the age of one year (SASSA, 2020). There is a need to address this challenge since parents from low-income families struggle to support their children from birth.

3.2.2 Job creation and poverty reduction

The NDP has a broader strategy for employment creation and opportunities through learning, career training and work experience, interim employment programmes and access to information –as measures to attack poverty (Chilenga, 2017; Zarenda, 2013). In South Africa, most non-disabled individuals want jobs; thus, the economy should create jobs for unemployed people, young and low-skilled, while advancing their skills and knowledge to be relevant to the changing work environment –but they end up depending on social grants because of lack of job opportunities (Statistics South Africa (Stats SA), 2020; Zarenda, 2013). For World Health Organisation (WHO) (2018a); NPC (2012), the increasing employment rate assists people to invest in education for their children, refurbish their houses and be less dependent on the state –as education and employment can make people improve their lives.

The poor economic growth in South Africa brings challenges such as the electricity price rise from eight percent to ten percent, which depressingly affects the accessibility of basic needs by the beneficiaries of various social grants (Zarenda, 2013; Xesibe & Nyasha, 2020). The poor economic growth results in unemployment and increased hardship to people, leading to the

number of people seeking social grants. SASSA (2020: 21) states that “the unemployment levels have a direct impact on the demand for social assistance particularly the Child Support Grant (CSG) and Social Relief of Distress (SRD). This results in communities requiring support to cushion the effect of poverty and unemployment to ensure resilience.”

3.2.3 Economic growth and enhancement of human development

“South Africa needs an inclusive economic growth that creates more jobs” World Health Organisation (WHO) (2018b: 28). Similarly, NDP (2011: 45) states that “South Africa needs an economy that is more inclusive, more dynamic and in which the fruits of growth are shared equitably.” This means that by 2030, South Africa’s economy must allow the government to create more employment, train individuals to get skills and ensure that production in industries and investment in physical and human capital grow speedily –although it might be challenging since the outbreak of Corona Virus (Covid-19) brought challenges in many countries. In the 21st century, South Africa’s economy shows low growth, and many job seekers hardly fit in the labour market because universities and colleges produce graduates with inadequate skills that the job market needs (Stats SA, 2020).

Therefore, by revitalising the academic curriculum and ensuring that it is aligned with what the government wants to achieve through policies, acts, and white papers, there might be increasing employability and productivity, South Africans getting increased earnings, less inequality and better living conditions. According to Naidoo and Maré (2015) this would assist in lowering the cost of living for low-income families and industries through microeconomic reforms, particularly in food, transport, telecommunications, and public services. National Planning Commission (NPC) (2012) proclaims that to create sustainable jobs means that the percentage of economic growth should be more than five percent annually.

3.3 White Paper on Social Welfare (WPSW) of 1997

In 1997, the Department of Welfare and Population Development (DWPD), currently known as the Department of Social Development (DSD), issued the White Paper on Social Welfare (WPSW) which contains the policy approach for the reformation of social welfare in South Africa (Weyers, 2013; DWPD, 1998). The inclusion of WPSW is relevant in pursuing this study's second objective, which is to evaluate the efficiency of social grants distribution to beneficiaries by the South African Social Security Agency (SASSA). Brown and Neku (2005) state that this approach is grounded on the notion of developmental social welfare, which emphasises that social development cannot occur without economic growth that goes together with the enhancements in the social welfare system. Haarmann (2001: 24) states that:

...the South African government sought not only to restructure the existing welfare system in an equitable and non-racial way but also to define the roles and responsibilities of the welfare radically. Thus, post-apartheid South Africa committed itself to proactively use welfare as a poverty alleviation programme, linking social and economic development strategies and assigning an interventionist role to the state to bring about change and well-being in society.

The White Paper on Social Welfare (WPSW) has an approach and strategies to inform the reformation of social welfare services and programmes, such as social grants, in the public and private sectors (September, 2007). It has strategies, principles and recommendations for developmental social welfare policies and programmes which are gradually implemented. "The WPSW provides details on goals, objectives, activities, time frames, progress indicators, costing, and the parties responsible for the implementation of social welfare programmes" (SASSA, 2020: 30). The social development approach allows South Africans to participate in the advancement of an equitable, democratic, people-centred, and suitable social welfare system (Ku & Hsueh, 2016). As developmental social welfare promotes a peaceful, humane, caring and just society which supports welfare rights, basic human needs, human self-reliance and capacity, and the involvement of ordinary individuals in spheres of economy, society, and politics (Patel, 2005; Swanepoel & de Beer, 2012).

The WPSW suggests that there must be a social grants system comprising legislative reforms, computer systems advancement and the development of a nationwide social grants records and computerised fingerprints system. These measures promote the economic and administrative efficacy of the system. Therefore, an interdepartmental response is required in government, between government and society at large, to address welfare needs effectively, past inequalities, and the disintegration of the institutional framework in the distribution of welfare services. SASSA (2020) states that DSD can accomplish the above goals in a cooperative partnership with individuals, Civil Society Organisations (CSO) and the private sector guided by the goals, values, and priorities of the National Development Plan (NDP).

3.4 White Paper on Transforming Public Services (WPTPS) of 1995

The White Paper on the Transformation of the Public Services (WPTPS) also guides the South African Social Security Agency (SASSA), to keep the upright governance in the case of social grants and to make sure that it addresses the changing needs of deprived individuals and groups (SASSA, 2020). This White Paper is relevant to this study in pursuit of its third objective, which is to recommend other means of distributing social grants, and its problem statement which is about government's failure to fill the gap in the social security system by creating the grants for underprivileged individuals, who are non-disabled, between 18 years and 59 years and for those who fall in the missing middle category. Furthermore, pregnant women from poor households need financial support to buy basic needs during and after pregnancy –to feed themselves while waiting to deliver their infants and to take care of children immediately after delivery.

There is no grant created explicitly for these groups and individuals in South Africa, yet they are vulnerable and need social assistance. The significant transformations that WPTPS raises for agencies like SASSA are to improve service delivery to address past inequalities, meet the basic needs of the poor, and keep a united, cohesive, and inclusive public service. A transformed South African public service is judged by its efficacy in delivering services, such

as social grants, which keep citizens' basic needs (Patel, 2005; Lues, 2007). Therefore, advancing service delivery should be the objective of the transformation plan of SASSA. The aim of WTPSD and its significance on social grants is to guide the initiation and execution of new legislation and policies that aim at transforming the delivery of social grants programmes (Swanepoel & de Beer, 2012).

3.5 White Paper on Transforming Public Service Delivery (WTPSD) (“*Batho Pele*” “People First”) of 1997

The White Paper on Transforming Public Service Delivery (WTPSD) of 1997, known as “*Batho Pele*” principles, is about how public services are delivered and about improving how services are provided to people –it is not about the kinds of services to be provided but about the quality of service given to service users (Kgobe, 2020; Munyai, 2017). It focuses on “*Batho Pele*” approach that relies on consultation with service users and perceptions on whether standards of services are met in practice by civil servants (Byrne & Twinomurinzi, 2008). The justifiable inclusion of the WTPSD of 1997 in this study is in pursuit of understanding challenges often faced by the applicants and recipients of social grants in the offices of SASSA and pay points. To make strategies to be adopted to make application processes and access to social grants convenient and client-friendly, to understand the efficacy of workers in offices of SASSA, South African Post Office (SAPO), and pay points in ensuring that social grants are distributed accordingly without glitches to affect recipients. According to Makhetha (2015: 96) “there are eight “*Batho Pele*” principles for transforming public service delivery, and they are expressed to enable national, provincial, and local departments to apply them per their own needs and circumstances.” These principles are essential when treating service users as clients at the Department of Social Development (DSD), SOPA, and at SASSA. They (“*Batho Pele*” principles) are discussed below:

- Consulting service users: This is about workers of SASSA, SOPA, and DSD asking their clients what they need and finding out how can best meet their needs. The questionnaires

may be used, or a verbal talk, because it is vital to consult clients about the service they have received and to utilise the information to improve their services. As SASSA (2020) states, it is imperative to report back to clients so that they can familiarise themselves with what to expect and to workers, so they become aware of what is expected from them.

- **Creating service standards:** Nzimakwe and Mpehle (2012) argue that while the workers try to improve the services they offer the clients, it is also important to promise to deliver services at any time during work hours. The workers should know what is imperative to their clients to create service standards that should be accurate depending on the available resources (Patel, 2005). These standards should be measured so that seniors can see whether they are met or not met.
- **Increasing access:** Access should be increased in previously underprivileged community sectors and individuals with special needs. These needs consist of access to departments for people living with disabilities and having service departments which are not distant from people. For Swanepoel and de Beer (2012); Nzimakwe and Mpehle (2012), upright staff member's conduct and address clients in the language they know makes access easier for them.
- **Keeping courtesy:** "Courtesy is not only being polite to customers, but being friendly, helpful and treating everyone with dignity and respect" (Egan, 2014: 22). It is vital for SASSA, DSD, SAPO, and pay points to inscribe a code of conduct, train and evaluate staff members in customer care. The managers must observe the rapport between staff members and clients and assist staff members in offering a friendly and warm service to every recipient of social grants.
- **Giving enough and better information:** The information should reach clients so they would be knowledgeable about the services an office, department, or agency offers (Pillay, 2018).

One may do this via radio, television, newspapers, leaflets, and posters as different clients have unlike needs and understand and speak other languages. A service commitment charter must be distributed to inform clients about an office's services.

- Ensuring transparency and openness: The "*Batho Pele*" principle promotes that workers in government ministries to be authentic and transparent about their work. An annual report must be produced to inform the service users how utilised funds were such as how much was used for paying staff, equipment, and services (SASSA, 2020; Pillay, 2018; Nzimakwe & Mpehle, 2012). It must also contain how an office, department, or agency performed and did it deliver the services on time. If the office did not meet the standards, there must be tangible reasons and strategies to improve the service. Again, there must be "open days" where the public is shown how the department operates.
- Improving from failures and mistakes: Redressing makes it easy for clients to show dissatisfaction with the service (Egan, 2014; Pillay, 2018). Again, the employer must train workers to deal with complainers in a helpful and friendly manner. When an employee has made a mistake, he or she must make an apology, and that mistake must be sorted out immediately (SASSA, 2020). The clients must know where and how to complain, and an employee should keep a record of complaints and how were sorted because they (complainers) can assist an office, department, or agency to improve its service as they show what clients want.
- Giving the best value for money: This principle comprises of removing corruption and fraud and finding new strategies for refining services at little or no cost (SASSA, 2020). This includes creating partnerships with other stakeholders and the community. For (Byrne & Twinomurinzi, 2008), innovation can provide better service, cut costs, improve conditions, and make changes consistent with the spirit of "*Batho Pele*".

3.6 White Paper on Population Policy (WPPP) of 1998

Several issues of South Africa's population must be addressed as part of the country's socio-economic problems, as emphasised in the National Development Plan (NDP) vision 2030 (Gumede, 2014). This policy is pertinent to this study because it directs the public policy and developmental imperatives of South Africa's population and makes them constant with sustainable human development. Therefore, it (policy) contributes to this study as the fourth objective is to theorise public policy and developmental imperatives on the governance of social grants. It provides a multi-sectoral and comprehensive framework for addressing population issue that are regarded as obstacles to attaining sustainable socio-economic development while improving the population's quality of life. According to Wessels (2021) WPPP looks at challenges related with poverty, inequality, and discrimination because of the past and present socio-economic inequalities between the rich and the poor.

This policy on population supports the Bill of Rights in the Constitution of South Africa as it is a crucial element of national policies on reducing inequities while improving the population's quality of life (National Planning Commission (NPC), (2012). Supporting the sustainable human development model puts the people at the core of development policies and views the population as the driver of development. It is created and viewed as vital to development strategies and policies, as it calls the government to comprehend the interrelationships among population, environment and development when creating, implementing, and controlling development programmes. According to the Maluccio *et al.* (2000) this policy is designed after identifying the human demographic and development challenges in South Africa, such as the growing and operational dynamics of the people due to the growth and size of the population. Which leads to failure to manage backlogs in social grants, education, employment, health, housing, and other social services that provide the needs and wants of the population.

According to this policy, multi-departmental strategies on population should promote multi-departmental programmes created and executed by the government departments and reinforced

by the Non-Governmental Organisations (NGOs) and private sector in civil society (DWPD, 1998). The sectors, particularly those in the economic, environmental, and social sectors, are responsible for executing the policy on population by creating and executing interventions intended at achieving objectives of the National Development Plan's (NDP's) vision 2030. This is because inter-departmental cooperation and co-ordination are obligatory to keep operative policy execution, indicators, and goals to assess impact and progress. The legislatures, parliament, and cabinet play a crucial part in maintaining effective policy implementation on the population. The Cabinet Commission for Social Development (CCSD) oversees this policy's execution, monitoring and evaluation as part of NDP (NPC, 2012). Furthermore, national parliament and provincial legislature commissions responsible for development and population issues ensure that legislation is constant with the aims and objectives of this policy. Society (public participation) plays a vital role in keeping the policy objectives, and the departments include local structures in decision-making and the execution of programmes.

3.7 Policy on Persons with Disabilities (PPD) of 2016

The Policy on Persons with Disabilities (PPD) of 2016 matches with other policies, such as the Policy for People with Disabilities (PPD) and White Paper on Social Welfare (WPSW) of the Department of Social Development (DSD) that look at the delivery of social services (Kadungure, 2017; SASSA, 2020). It urges DSD to prioritise the delivery of proper social services to persons with disabilities, irrespective of gender, race, sexual orientation, religion, and age. Again, it allows DSD to set indicators and targets for measuring, monitoring, and evaluating the effect of services on advancing the lives of persons with disabilities. Also, to minimise unemployment and poverty rates among people with disabilities and ensure their inclusion and involvement in economic and social activities (National Planning Commission (NPC), 2012; Trani *et al.*, 2020). This policy is important in this study because it is the voice of persons with disabilities and advocates their inclusion in the governance of their social grants and programmes by SASSA and DSD for people with disabilities.

This policy aims to inform and guide the mainstreaming of disability by implementing and developing departmental strategies, policies, and service provision programmes (Department of Social Development (DSD), 2016). Yet again, to allow the delivery of social services to persons with disabilities and to give direction to DSD when addressing social and economic challenges that exclude persons with disabilities –which prevent the inclusion and integration of people with disabilities into society. DSD (2016) states that government can realise the execution and development of operative social services and programmes designed to develop independence and create opportunities for persons with disabilities if DSD collaborates with other government departments. Additionally, the involvement of PPD in national and provincial department’s policies can come up with the cooperative obligation and improved interdepartmental collaboration on disability (Trani *et al.*, 2020). The South African government is trying to improve legislation, changing the government equipment and putting buildings responsive to the evolving needs of persons with disabilities (SASSA, 2020).

Still, persons with disabilities face economic, social, and political levels of discrimination and inequality, making them underdeveloped, marginalised, and suffering due to inadequate resources and service delivery failure (Trani *et al.*, 2020). This policy is relevant in this study because it advocates for the voices of people living with disabilities as it (this study) also explores the use and misuse of social grants, for vulnerable and dispossessed, by family members and community members. The Department of Social Development (DSD) ensures that an inclusive and well-managed service provision structure on disability is implemented collectively so that it can be developed and sustained (SASSA, 2020). Therefore, DSD partners with the Non-Governmental Organisations (NGOs) sector and Civil Society Organisations (CSOs) to ensure that the Policy on Persons with Disabilities (PPD) is not advanced in isolation but rather in discussion with stakeholders. “It is the primary responsibility of government to ensure that all the citizens of South Africa, including people living with disabilities, have an equal share of the benefits that are derived from the economic growth and social development of the country” (National Planning Commission (NPC), 2012). It is everybody’s responsibility to ensure that this policy is implemented correctly, as well as other departments, with DSD keeping the lead in providing an inclusive and cohesive society.

3.8 Policy for Older People (POP) of 2005

After noticing a growing number of older people in South Africa, and it was projected that this number might increase, it was necessary to create a policy for older people (Lombard & Kruger, 2009). This is because “the impact of population ageing on the socio-economic development of the society, combined with the social and economic changes taking place in all countries, necessitates policy development” (DSD, 2005:3). So, the Policy for Older People (POP) of 2005 ensures empowerment and integration of elderly people. POP aims to ensure that excellent services to older people are affordable, accessible, equitable and comprehensive (SASSA, 2020). It also creates an empowering environment for older people in shelters and the community. This policy is relevant in this study because it advocates for the voices of older people as it (this study) also seeks to understand the use and misuse of social grants for the vulnerable and dispossessed by family members and community members.

It is important in this study because it is the voice of elderly people and advocates their inclusion in the governance of their social grants and programmes conducted by SASSA and DSD for older people. This policy endorses that older people must age with dignity and security and empower themselves to partake in their communities and families (Lombard & Kruger, 2009). The Department of Social Development (DSD) is the principal department responsible for providing support, care, protection, and development to older people, but it cannot attain its mandate without the help of communities and other departments (Department of Welfare (DoW), 1997). Therefore, an inter-departmental partnership is essential for achieving this goal. Once more, civil society and departments must work together to offer inclusive services to older people by placing them (older people) at the core of interventions. This policy ensures that the challenges of older people are solved collaboratively and holistically.

The role of older people is to lead, advise and direct their societies and families in ceremonies, practices, and rituals that ensure the existence, survival, and continuity of the entire community (Giddens, 2006). They (older people) assist in the socialisation of society and in ensuring the attainment and transfer of society’s and family’s values, norms, and knowledge (Mathiso,

2011). Contemporarily, the official education and way of life have brought changes in the roles performed by older people in society. Turok (2006) asserts that the development of families and communities they have brought slighter recognition and the loss of position of older people in societies. This is because “additional factors such as urbanisation, migratory labour system and the onset of chronic diseases, have had a devastating impact on the structure of the family” (DSD, 2005:4). They (older people) ensure the survival of Orphans and Vulnerable Children (OVC) and family members who are suffering from chronic diseases –under a difficult condition with no resources and no appreciation for their hard work (Madhavan, *et al.*, 2017). Since South Africa is one of the countries with an ageing population, there is a need to strengthen the support of older people to contribute more to community while enjoying ageing in a healthy and enabling environment.

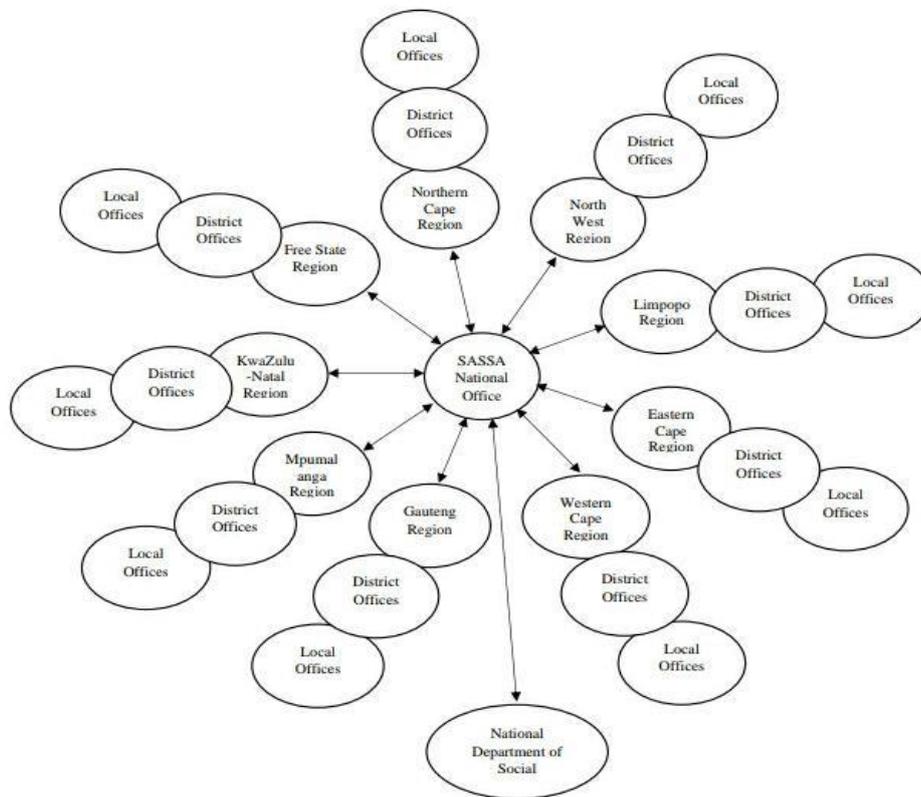
3.9 South African Social Security Agency Act (SASSAA) 9 of 2004

The South African Social Security Agency (SASSA) 9 of 2004 was established after the recommendations made by the Taylor Commission of Inquiry (TCI) on a “Comprehensive Social System of Social Security” (CSSSS) for South Africa (Ngandu & Motala, 2021). This act is important in this study because, according to SASSA (2020), SASSA was created as an institution that will collect, administer, and keep information of social grants recipients as needed for payment of social grants. Also be accountable for the reconciliation and administration of transfers and payments of funds of all accounts of social grants beneficiaries; create a mechanism to fight social grants fraud and keep the fidelity of the social security system in South Africa (Rikhotso, 2015). Again, ensure effective and efficient administration, management, and payment of social grants, offer services relating to social grants payments and manage social grants based on the Social Assistance Act (SAA) (Act No. 13 of 2004) (Ngandu & Motala, 2021).

Before the South African Social Security Agency (SASSA) was established, social grants were regulated by the Department of Social Development (DSD) at the provincial and national levels (Bhengu, 2015). Nevertheless, the provincial departments were independent, and the national

department could not execute administrative consistency in provinces. Then, SASSA came up with one head office at a national level and nine Regional Offices (ROs) –key policies come from the head office and cascade to ROs, District Offices (DOs) until Local Offices (LOs) (see Figure 3.2 & Table 3.1). “Operating model of SASSA can be described as a Head Office/ Regional Model” (SASSA, 2020: 24). Furthermore, SASSA has roles executed at Head Office that aim to deliver policy provisions, strategic direction, oversight, and guidance. Figure 3.2 shows the management arrangement of SASSA from the local to the countrywide level:

Figure 3.2: The management arrangement for SASSA

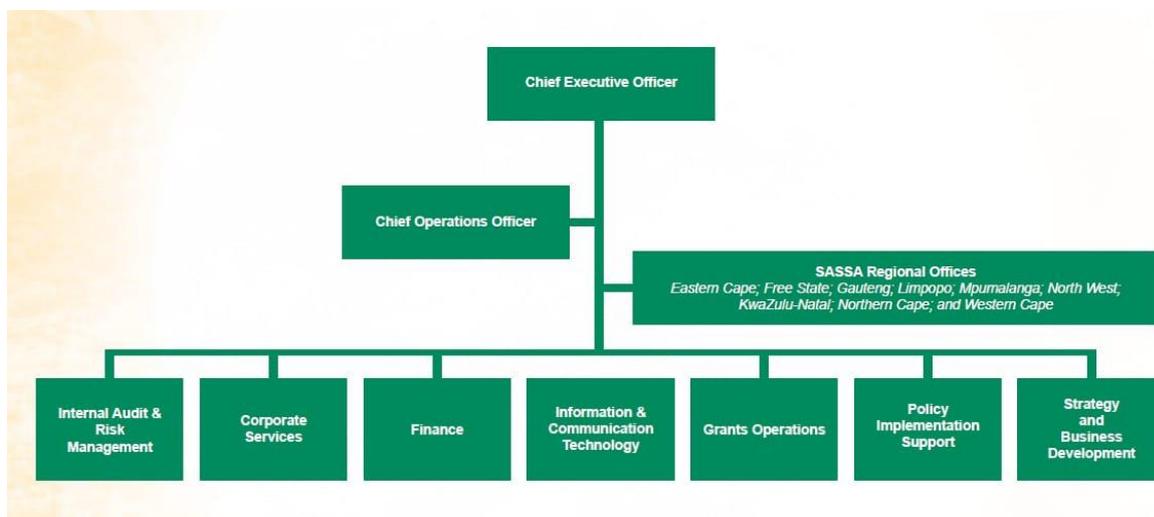


Source: SASSA (2020: 23)

This institution (SASSA) is managed by a Chief Executive Officer (CEO) at a national level (head office), who reports to the Minister of DSD, as the CEO has limited powers to make

decisions without the Minister’s approval, direction, and advice (SASSA, 2020). The CEO is at the top of the organisational structure of SASSA, followed by the Chief Operations Officer (COO), Regional Directors (RDs) and Office Managers (OM) (Ngwenya, 2016). According to Bhengu (2015), the CEO guides and manages the executive (Executive Manager for Internal Audit (EMIA), Executive Manager for Customer Care (EMCC), Chief Financial Officer (CFO) and Chief Information Officer (CIO)) and the Minister may supersede any decision made by the CEO in the best interest of the institution. SASSA has seven units, namely, Internal Audit and Risk Management (IARM), Corporate Services (CS), Finance, Information and Communication Technology (ICT), Grants Operations (GOs), Policy Information Support (PIS), and Strategy and Business Development (SBD) (see figure 3.3). Figure 3.3 shows the organisational structure of the South African Social Security Agency (SASSA), and Table 3.1 shows the provincial division of SASSA offices across South Africa:

Figure 3.3: The organisational structure of SASSA



Source: SASSA (2020: 27)

Table 3.1: Provincial division of SASSA offices

		Head Office (1)									
		EC	FS	GP	KZN	LP	MP	NW	NC	WC	National
Regional Offices		1	1	1	1	1	1	1	1	1	9
District Offices		8	5	5	5	5	4	4	5	5	46
Local Offices		62	19	38	78	56	33	33	54	16	389
Service Points		218	119	42	134	93	87	95	131	244	1 163
Pay-points	Pre-Realignment	3 020	203	123	2 781	2 120	296	734	363	297	9 937
	Revised Cash Pay Points	600	72	11	357	440	38	174	37	11	1 740

Source: SASSA (2020: 25)

The Regional Offices (ROs), one office per province, are accountable for giving leadership, guiding operations, service delivery, stakeholder co-operation and public management to District Offices (DOs) and Local Offices (LOs) (National Planning Commission (NPC), 2012). The 46 DOs of SASSA manage the LOs and are accountable for quality control, resource use, monitoring and evaluation. The 389 LOs are in local municipalities; still, there are areas where the DOs had to create more LOs because of the high volume of applicants, beneficiaries, and distances the recipients had to take to access services (Mackett, 2020). The LOs are customer contact centres and are accountable for the delivery of services to SASSA recipients and clients (Bhengu, 2015). According to SASSA (2020: 25), “the 1 163 service points are extension of LOs and were established to serve beneficiaries who stay far from existing LOs.” In other regions, centres and halls are used to render services, while there are areas where SASSA had to get permanent infrastructure (Patel, 2005). SASSA has 38 trucks to offer mobile grants management services to people in isolated areas and are also used for public outreach programmes. There are 1740 money pay points offering payment resources in places with no National Payment System (NPS) resources (SASSA, 2020). The South African Post Office (SAPO) provides the money payment service and aims to ensure that recipients get social grants nearer where they reside (Kaseke, 2010; Potts, 2012).

3.10 Social Assistance Act (SAA) 13 of 2004

The Social Assistance Act (SAA) 13 of 2004 suggests how SASSA must implement its functions (Ngwenya, 2016). It is relevant to this study because its functions contain the management of social grants, administering a database for social grants beneficiaries and applicants, creating mechanisms to prevent fraud in social grants and keeping the trustworthiness of the social security system in South Africa (South African Social Security Agency (SASSA), 2020). This act also regulates the requirements for social grants applications and guarantees that norms and standards are set for the delivery of social grants. According to Patel (2005) the Social Assistance Act is an effective tool in regulating the application and payment of social grants and other social relief measures in South Africa.

3.11 Public Finance Management Act (PFMA) 1 of 1999

The Public Finance Management Act (PFMA) 1 of 1999 is relevant to this study in checking corruption happening in SASSA and SAPO when applying for and paying social grants. This act controls the financial administration in government's departments to guarantee that revenues, expenditures, assets, and liabilities are appropriately managed (Sambo, 2017). This act aims to maintain comprehensive financial management in all departments. It then sets a responsibility on SASSA to organise and manage its income, spending, financial budget, assets, and liabilities effectively and efficiently. The PFMA, then, is significant legislation that the South African government has passed, as it promotes the efficient and effective use of public funds to allow the delivery of public services to South Africans and permanent residents (Bekker, 2009).

3.12 Promotion of Access to Information Act (PAIA) 2 of 2000

The Promotion of Access to Information Act (PAIA) 2 of 2000 grants access to any data or information held by the government, any institution, or by another person from the government

or any institution for defending any rights (Prinsloo & Ntondini, 2018). This act aims to grant access to information (Department of Social Development (DSD), 2013). Any individual who applies for any social grant has the right, in terms of this act, to know the process and get the result of his or her grant application. This act forces SASSA to give information about the outcome or progress of any grant application and whether that grant request was successful or unsuccessful (SASSA, 2020). It is essential to include this act to ensure transparency is kept in SASSA and DSD offices, particularly regarding applications for social grants.

3.13 The Promotion of Administrative Justice Act (PAJA) 3 of 2000

The Promotion of Administrative Justice Act (PAJA) 3 of 2000 aims to promote impartial, efficient, accountable, transparent, and open administration in every government organisation and Non-Government Organisation (NGO) (Currie & Klaaren, n.d.). This act is vital in this study since its fifth objective is to develop a policy framework for the disbursement of social grants that informs the configuration of social grants, and this act highlights rules and regulations that administrators should follow when making decisions. It requires administrators to provide reasons for their choices to advise clients about their rights to appeal, review and ask for reasons for the outcomes of their applications (Ngoepe & Makhubela, 2015). This act also grants applicants the right to challenge the results of administrators in court. This act obliges SASSA to explain why a particular decision was taken, such as why a grant application was abortive.

3.14 Sustainable Development Goals (SDGs) of 2015

The Sustainable Development Goals (SDGs) of 2015 are vital in this study when evaluating the role of social grants in reducing poverty and addressing inequality in Endumeni Local Municipality (ELM), South Africa. Garidzirai and Chikuruwo (2021) state that SASSA ensures that the Sustainable Development Goal (SDG) to end poverty is achieved by contributing to

South Africa's vision of ensuring that no person in South Africa survives below the poverty line by 2030. Goal two is to end hunger and attain food security, as SASSA offers provisional relief of distress to people and families undergoing excessive hardship because of disasters and death (SASSA, 2020). Goal four is about inclusive, and quality education as SASSA and DSD work with the Department of Higher Education and Training (DHET) to ensure that grants recipients are connected to DHET opportunities such as education and they do not have to be tested but be directed to opportunities that available (National Planning Commission (NPC), 2012). In addition, goal five for gender equality as SASSA ensures that vulnerable groups such as children, women and people with disabilities are prioritised in social security programmes. These SDGs are important in this study and should be accomplished in South Africa to keep a better life for all, as they are included in the United Nations Resolution (UNR) known as the 2030 Agenda and South Africa's National Development Plan (NDP) (2030).

3.15 District Development Model (DDM)

The District Development Model (DDM) seeks to coordinate development in all spheres of government and include people in the development of eight metros and 44 municipal districts (South African Social Security Agency (SASSA), 2020). This model is important in this study in ensuring that DSD contributes to this model by solidifying the District Offices (DO) and Local Offices (LOs) of SASSA to ensure that they serve people who need social security services in eight metros and 44 municipal districts. This model is like "*Operation Sukuma Sakhe*" (OSS), which assists poverty-stricken communities intending to bring development in those communities and to ensure that communities, in conjunction with private and public sectors, fight against poverty and inequality (Department of Social Development (DSD), 2019).

3.16 Broad-Based Black Economic Empowerment (BBBEE) Act 53 of 2003

According to SASSA (2020), the purpose of the Broad-Based Black Economic Empowerment (BBBEE) Act 53 of 2003 is to promote the financial transformation to allow meaningful

involvement of “black individuals” and groups (such as “black women”) in the economy to manage and own businesses, and have access to infrastructure, skills advancement, and financial activities. Since most recipients of social grants are “black” and women, this act is crucial in this study as it capacitates them and promotes economic transformation, which benefits these groups of people (Department of Social Development (DSD), 2013). So, rather than focusing on social grants as a source of income, recruiting those previously excluded in South Africa’s economy would be the ultimate solution for their persisting socio-economic challenges (NPC, 2012). NPC (2012) points out that SASSA utilises 30 percent of the Social Relief of Distress (SRD) budget to fund small cooperatives and businesses that are owned by “black people”. SASSA (2020: 16) states that “it expands the procurement spent to other goods and services to increase support to qualifying women, youth and people with disabilities –this covers the subcontracting as prescribed by the Preferential Procurement Policy Framework Act (PPPFA) and its regulations.” Yearly, SASSA reports to the cabinet on the adherence with the BBBEE in its annual report.

3.17 National Development Agency (NDA) of 1999

The National Development Agency (NDA) of 1999 contributes to the alleviation of poverty and elimination of inequality by giving capital and resources to Civil Society Organisations (CSOs), such as the Home Community-Based Care Centres (HCBCs), where most social grants recipients get social security services, to implement development programmes and projects for underprivileged communities (Asuelime, 2017). It also assists in solidifying the organisational capacity of other CSOs that deliver services to disadvantaged communities by promoting dialogues, consultations and sharing of development knowledge between CSOs and organs of government through debating policies on development, conducting research and publishing the results to offer the foundation for the policy of development (National Planning Commission (NPC), 2012; Hendriks, 2013). It is important in this study to check the duplicates of beneficiaries who get social grants and assistance from CSOs to critique the role of social grants in reducing poverty and addressing inequality in Endumeni Local Municipality (ELM). SASSA (2020) recommends that grants to CSOs from the NDA should aim to create the capability of CSOs to improve service delivery to underprivileged communities. It is, then, necessary for the NDA to adopt a business operating model that is regulated by a bottom-up approach (NPC,

2012). This approach needs community engagement and mobilisation methods to find needs and respond to challenges identified in communities.

3.18 National Youth Development Agency Act (NYDAA) 54 of 2008

The involvement of the National Youth Development Agency Act (NYDAA) 54 of 2008 in this study is based on the gap in South Africa's social security system since there is no social grant for youth between 18 and 35 years. Therefore, the NYDA addresses the challenges that the youth of South Africa face as it derives its directive from the National Youth Policy (NYP), which addresses the socio-economic problems faced by youth, including unemployment, poverty, and inequality (Kampala, 2011; Naidoo & Maré, 2015). Which also prioritises policies that create an enabling environment for youth development, such as programmes at a micro level, meso level, and macro level.

3.19 Conclusion

This chapter has discussed policies, acts, and white papers, that promote programmes that intend to alleviate poverty and address inequality, implemented by the South African government to ensure that it delivers services to poor people –mostly the beneficiaries of social grants. It looks at policies that guide the execution of social security services, such as social grants, to alleviate poverty and ensure equitable opportunities for every citizen. These policies, acts, and white papers are National Development Plan (NDP) of 2012; White Paper on Social Welfare (WPSW) of 1997; White Paper on Transforming Public Services (WTPPS) of 1995; White Paper on Transforming Public Service Delivery (WTPSD) (*"Batho Pele"* "People First") of 1997; White Paper on Population Policy (WPPP) of 1998; Policy on Persons with Disabilities (PPD) of 2016; Policy for Older People (POP) of 2005; South African Social Security Agency Act (SASSAA) 9 of 2004; Social Assistance Act (SAA) 13 of 2004; Public Finance Management Act (PFMA) 1 of 1999; Promotion of Access to Information Act (PAIA) 2 of 2000; Promotion of Administration Justice Act (PAJA) 3 of 2000; Sustainable

Development Goals (SDGs) of 2015; District Development Model (DDM); Broad-Based Black Economic Empowerment (BBBEE) Act 53 of 2003; National Development Agency (NDA) of 1999 and National Youth Development Agency Act (NYDAA) 54 of 2008. The next chapter reviews the literature on social grants globally, continentally (Africa), nationally (South Africa), and locally (Endumeni Local Municipality (ELM)).

CHAPTER FOUR: LITERATURE REVIEW

“The matter of social security and these grants is to help address the poverty levels in the country...” (Mbeki, 2006: n.p.)

4.1 Introduction

This chapter reviews the literature; it begins with a provision of social security (social assistance) at a global level, discusses the systems of social security in Africa and ends with the condition of social grants in South Africa in the 21st century. It discusses the social security

systems of various countries based on regions, namely, United States of America (USA) which is in North America (NA); Brazil which is located in South America (SA); United Kingdom (UK) and France which are situated in Europe; China which is located in East Asia (EA); India which is located in South Asia (SA); Egypt which is situated in North Africa (NA); Ghana which is located in West Africa (WA); Rwanda, Kenya and Ethiopia which are situated in East Africa (EA); Namibia, Mozambique, Swaziland, Lesotho and South Africa (SA) which are located in Southern Africa (SA). For this study, it is vital to define two terms: social protection and social security. Initially, social protection and social security appear indistinguishable, and the literature conveys that most academics use these terms interchangeably as there is a slight difference between the two terms. Generally, social protection is viewed as broader than social security. This is because the European Communities (EC) (2010:1) defines social protection as:

...a specific set of actions to address the vulnerability of people's lives through social insurance, offering protection against risk and adversity throughout life; through social assistance, offering payments and in-kind transfers to support and enable the poor; and through inclusion efforts that enhance the capability of the marginalised to access social insurance and assistance.

While for Haarmann (2000:22), when using the term social security, "one has to be aware that the term varies considerably and might refer to different programmes and schemes depending on the country, the context, and the ideological background of the researcher." Catherine *et al.* (2020); Mutchler *et al.* (2019) define social security as any assistance, whether in the form of cash transfers or services that a government gives to vulnerable individuals and families, to secure protection. Social security is used more often in this study because it explicitly reviews social assistance in the form of social grants, which is viewed as a fundamental human right of vulnerable individuals and households. Moreover, the researcher of this study uses the term social security more often because the welfare system in South Africa classifies social grants under the social security system. These two definitions convey that social security and social protection, to some extent, are confusing and finding a distinction between the two is complex. Nevertheless, both these terms are significant in this study as social protection is frequently

viewed as having a broader character than social security. Social security is used with a narrower definition than social protection (World Bank, 2018; Öktem, 2021).

4.2 A global overview of social security (support grants)

At the beginning of the twentieth century, few countries had provided their citizens with social security (such as social grants), but nearly all countries had legislated social security provisions for their citizens. Contemporarily, the social-grants strategy is a contested policy worldwide. Some policy analysts, politicians and taxpayers believe that it is unnecessary –it creates dependency– others believe it is insufficient, it should be increased, while others are uncertain about its cost and sustainability (Patel, 2005; Potts, 2012; Garidzirai & Chikuruwo, 2021). Given all that has been mentioned, one may argue that people in poverty-stricken living conditions are entitled to social security because they also have a right to life and social protection.

In countries like South Africa, social grants are in the Constitution because they are regarded as the Poverty Reduction Strategy (PRS), although they heavily rely on the political system, the economy, the social structure, and the cultural traditions (Noyoo, 2021; Midgley, 2013). Internationally, every country has different social support towards its citizens, strategies to develop that support, ways to deliver it, and the intention to offer it. It is unclear where the money for social security (such as social grants) is taken from, and some people believe that it is deducted from the employees in general taxation– such as Pay-As-You-Earn (PAYE). In developing countries like South Africa, there is still a lack of administering social security (social grants) as it sometimes does not reach those it intended for, and it is costly to administer it properly, as observed by Patel (2005); Mashego, (2019).

The inequitable economic growth in developing countries like South Africa, China, India, and Brazil has resulted in a need for social grants because a rich person becomes more affluent, and the poor person becomes poorer. South Africa and Brazil are countries with the highest

inequality in the world (Santos, 2013; Plagerson *et al.*, 2019). Therefore, creating social security policies that promote inclusive economic growth is important. However, scholars such as Waidler and Devereux, (2019); Potts (2012); Bond (2014); Barchiesi (2009); Hunter *et al.* (2003) suggest that social grants should not be in the form of cash but form of food vouchers as well. Globally, the impact of social grants on development has been ignored, as stated by Garidzirai and Chikuruwo (2021) that; some academics believe that economic growth happens when the governments stop spending money on things such as social grants, while others claim that it is the states' obligation to promote the well-being of every citizen.

4.2.1 Social security in the United States of America (USA)

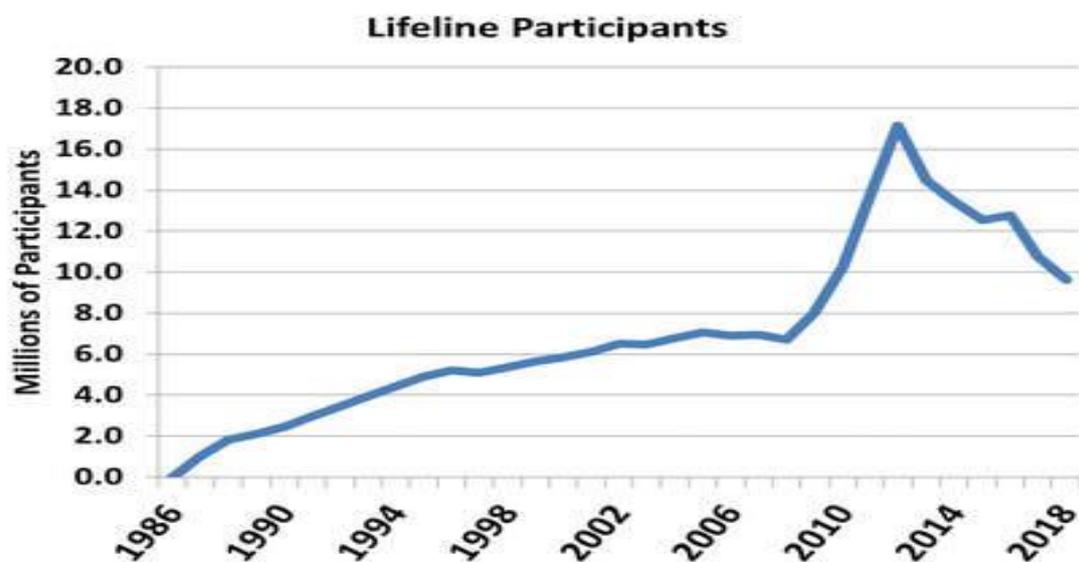
In the United States of America (USA), there are federal grants for economic support from the government to poor people. As Jasmine *et al.* (2019); Mbajiorgu (2019) assert that a federal grant is a support of financial aid from a national agency to beneficiaries to buy their basic needs. Midgley (2020); Stokes (2019) state that grants are also issued by Non-Profit Organisations (NPOs) such as foundations and charities. However, the USA Welfare system aids poor individuals and families through the 13 anti-poverty programmes, which are clarified below:

4.2.1.1 Lifeline Programme (LP)

The Lifeline Programme (LP) (known as Obama telephone), which is managed by the Federal Communications Commission (FCC), provides a monthly telephone and internet grant to underprivileged individuals or families (Baker, 2020; Stokes, 2019). This grant is limited to a certain amount per family every month. It started in 1985 but intensified during the Obama's administration (see Figure 4.1) and is therefore often viewed as the Obama phone (Quist, 2020). It is one of the programmes managed by the Universal Service Administrative Company (USAC), which also funds telephone services in rural clinics, libraries, and schools. According to Jasmine *et al.* (2019), this programme had 9.6 million beneficiaries in 2018, which link 7.5

million household and 11.6 million unconnected individuals to poverty in America. Figure 4.1 displays the quantity of people participating in the LP since its initiation:

Figure 4.1: The number of people participating in the LP



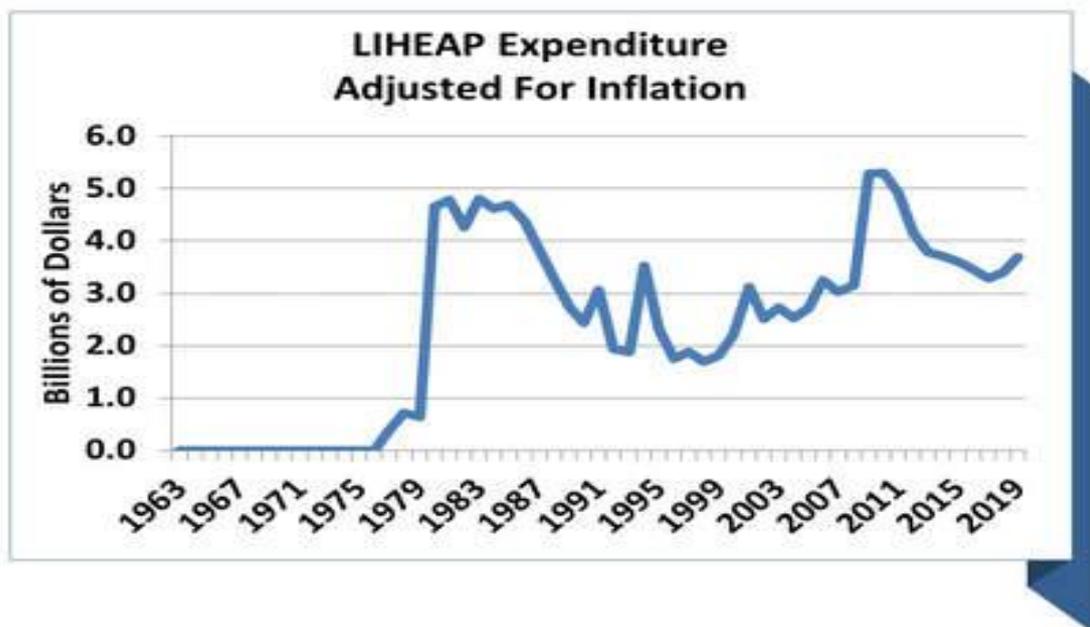
Source: Federal Safety Net (FSN) (2020)

However, South Africa is still behind since there is no programme like this which provides a monthly telephone and/or internet grant to underprivileged individuals or families. According to Fuchs (2019), North American (NA) countries have vast social security systems with programmes unknown in African countries due to the economy that grows gradually.

4.2.1.2 Low-Income Home Energy Assistance Programme (LIHEAP)

Furthermore, the Low-Income Home Energy Assistance Programme (LIHEAP), which is managed by the United States of America's (USA's) Department of Health and Human Services (DHHS), is one of the effective initiatives by the state. For Delafuente (2019), this programme helps low-income families pay a high amount for home energy. As the USA is divided into states, each state manages the programme under its guidelines within national regulations (Jasmine *et al.*, 2019). In addition, for a household to qualify for this grant, the income of family members must not be more than 15 percent of the poverty threshold. Figure 4.2 shows the Low-Income Home Energy Assistance Program (LIHEAP) expenditures per annum adjusted for the effects of inflation:

Figure 4.2: The LIHEAP expenditures per annum



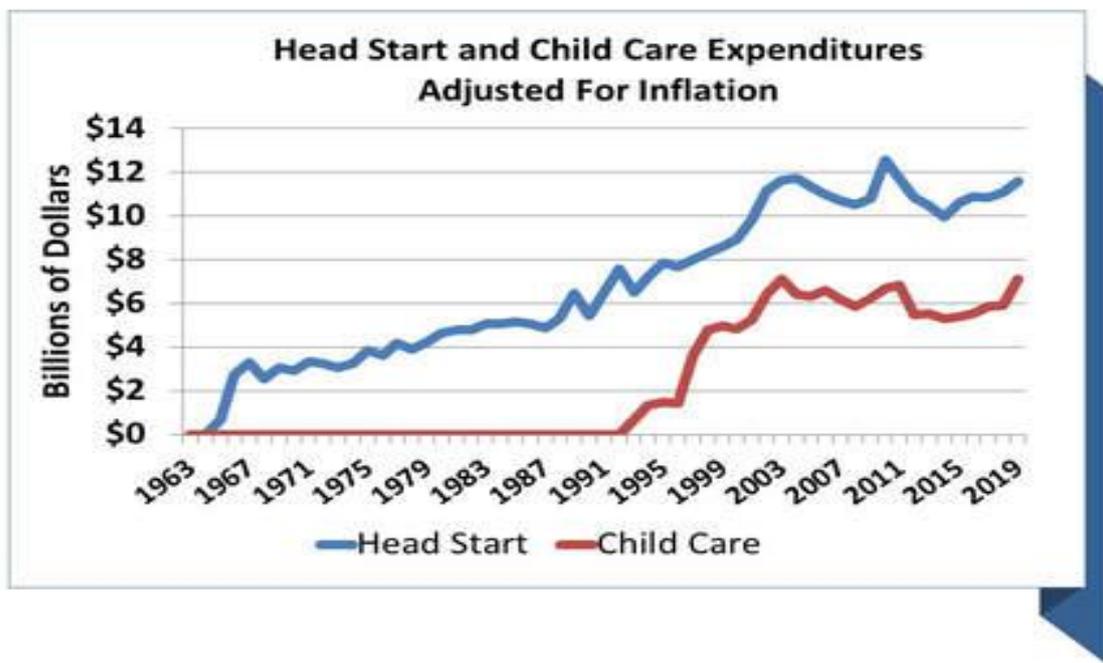
Source: Federal Safety Net (FSN) (2020)

This programme is like the Free Basic Electricity (FBE) policy for indigents given by the local municipalities in South Africa. As Ye and Koch (2021: 3) stated that, “the policy provides free electricity to poor households connected to the national grid in order to support them in meeting their basic energy needs.” There are application processes that a household should follow to qualify for this programme.

4.2.1.3 Head Start Programme (HSP)

The Department of Health and Human Services (DHHS) in the United States of America gives grants to organisations that conduct Child Care Programme (CCP) and pre-school programmes (Head Start Programme (HSP)) for children. Baker (2020) states that these programmes contain grants for children attending pre-school in low-income households. Moreover, they include Family Services Programme (FSP) such as counselling, education, monitoring, training, and other programmes to endorse child health and education. Stokes (2019) mentions that children can benefit from the Head Start programme if they are under five years and the family income is under the poverty threshold. Figure 4.3 displays Child Care Programme (CCP) and Head Start Programme (HSP) expenditures per annum adjusted for the effects of inflation:

Figure 4.3: The CCP and HSP expenditures per annum



Source: Federal Safety Net (FSN) (2020)

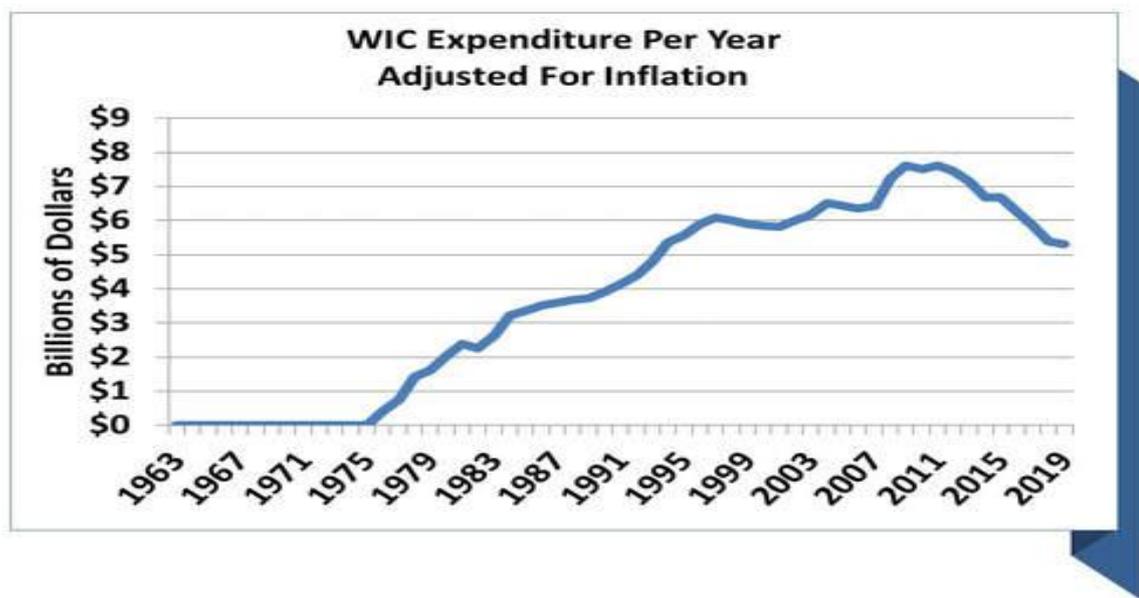
In South Africa, the Department of Social Development (DSD) created a similar programme for Orphans and Vulnerable Children (OVC) under the Home Community-Based Care Centre (HCBCC), known as Drop-In Centre (DIC). Zibengwa and Bila (2021) asserted that in these centres, life skills programmes are done during homework supervision when OVC are done eating their meals.

4.2.1.4 Women, Infants and Children Programme (WICP)

The Women, Infants and Children Programme (WICP) provides additional nutrition for pregnant women and children under the age of five and encourages breastfeeding as the ideal nutrition foundation for new-borns (Baker, 2020). This programme also offers diet education and training. According to Delafuente (2019); Stokes (2019), this programme is for people who live in low-income families with no source of income. In some states, beneficiaries acquire

vouchers or checks to buy nutritious foods that can improve their diets. While other states offer the beneficiaries an electronic card to partake in this programme rather than hardcopy vouchers or checks. Again, few organisations issue WICP foods through the supermarket or distribute the foods to beneficiaries’ homes. Baker (2020) further states that WICP recognises and promotes breastfeeding as the optimal source of infant nutrition. Figure 4.4 demonstrates WICP expenditures per annum adjusted for the effects of inflation:

Figure 4.4: The Women, Infants and Children Programme (WICP) expenditures per annum



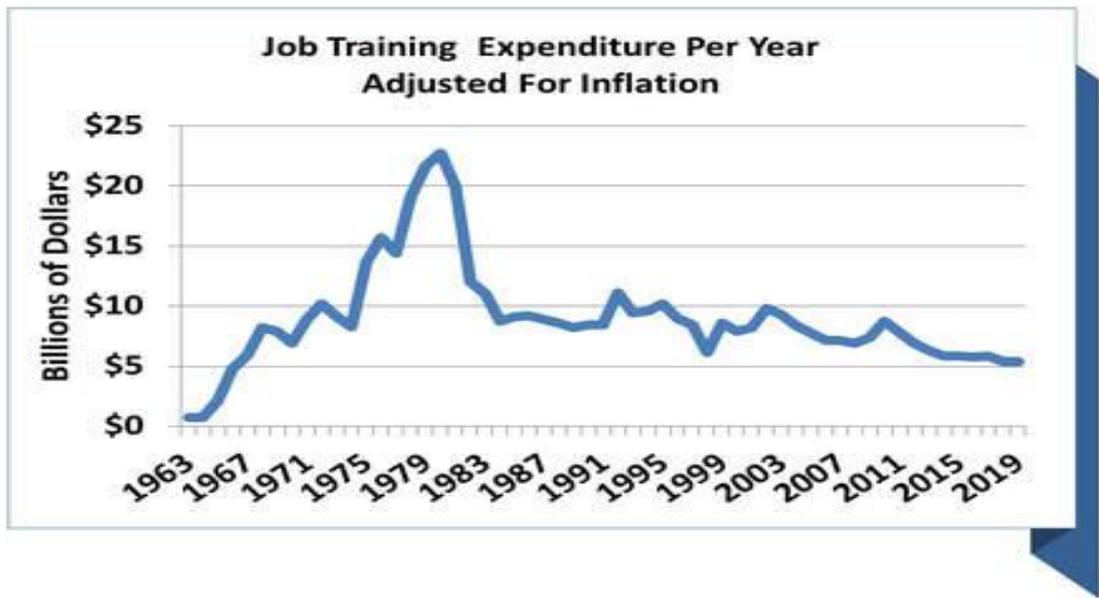
Source: Federal Safety Net (FSN) (2020)

The Department of Health (DoH) in South Africa in partnership with other stakeholders, such as DSD and NGOs, render services such as “*Ubaba Unathi*” (it was created to guide fathers and mothers to enable father involvement in the child’s life) and “*Phila Mtwana*” (it was established to enhance breastfeeding, child immunisation and child monitoring) to support the pregnant women during and after pregnancy to ensure that they child is in good health (Naidoo *et al.*, 2019).

4.2.1.5 Workforce Innovation and Opportunity Act (WIOA)

Delafuente (2019) states that the Department of Labour (DoL) runs several programmes under the Workforce Innovation and Opportunity Act (WIOA) to deliver displacement, work training and employment services to poor Americans. According to Jasmine *et al.* (2019), the Adult Employment and Training Programme (AETP) assists adults who cannot find jobs to get new skills to find jobs in departments that are likely to grow. While Youth Activities (YA) offers grants to promote young people's skills and employment needs (Jasmine *et al.*, 2019). Then the Dislocated Worker (DW) programme supports employees who have been retrenched to learn new skills and to get jobs in departments that are likely to develop (Delafuente, 2019). Figure 4.5 illustrates Job Training (JT) expenditures per annum adjusted for the effects of inflation:

Figure 4.5: The Job Training (JT) expenditures per annum



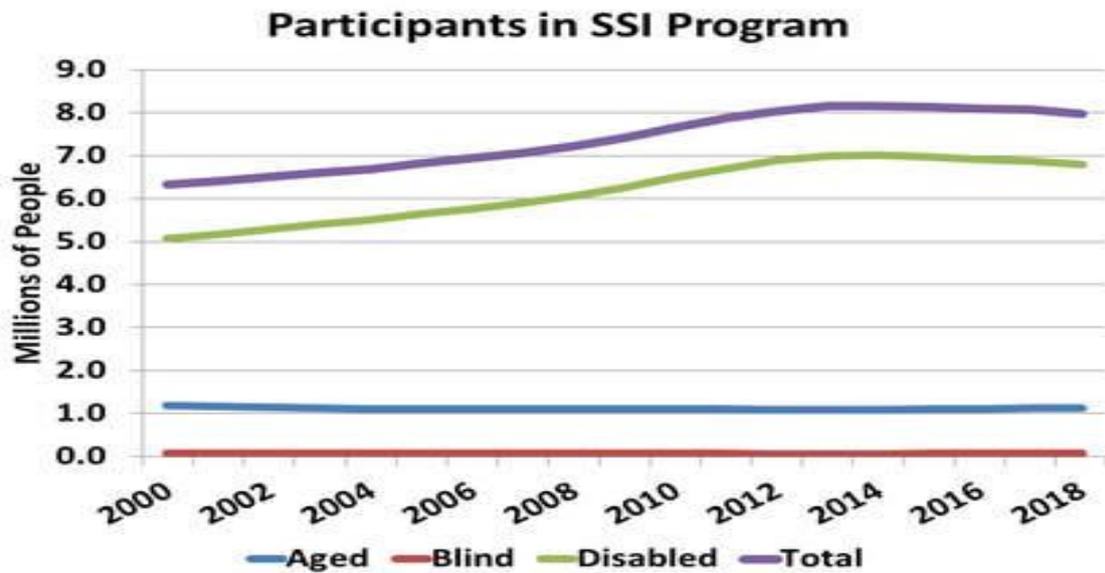
Source: Federal Safety Net (FSN) (2020)

The South African government provides learnership programmes through the Sector Education and Training Authorities (SETA), a labour-based education curriculum that results in a National Qualifications Framework (NQF) qualification. Fuller and Govender (2020:1) state that, “learnerships were introduced by the South African government to address the gap between education and training provision and the needs of the labour market, by linking theory and practice, and in so doing, assist learners to gain the necessary skills and workplace experience.”

4.2.1.6 Supplemental Security Income (SSI)

The Supplemental Security Income (SSI) programme is managed by the Social Security Administration (SSA) in the United States of America, and it gives cash to poor Americans monthly –those above 65 years and those under 65 years with disability (Federal Safety Net (FSN), 2020). Figure 4.6 shows the quantity of SSI beneficiaries from the year 2000 until 2018:

Figure 4.6: The quantity of SSI beneficiaries from the year 2000 until 2018



Source: Federal Safety Net (FSN) (2020)

There has been an increase in participants in the SSI programme from the year 2000 to the year 2018; this indicates that the number of poor Americans receiving this grant has increased, particularly those living with a disability. In South Africa, there is an Old Age Grant (OAG) which is means-tested for, “elderly individuals who lack retirement savings which provide over three million elderly South Africans with cash transfers per month” (Nanziri & Olckers, 2019). The case study of the United States of America (USA) is incomparable with the South African social security system because of the USA’s income status and economic grouping. However, it was necessary to be reviewed to show how far is South Africa is from realising an inclusive social protection system.

4.2.2 Social security in Brazil

Brazil shares similar social, political, and economic challenges and backgrounds as South Africa. This country has a similar economic status and development as South Africa. Thus, it is possible to compare its social security system with the South African system. According to Santos (2013), Brazil's social security had developed since the 1920s when the Bismarkian social security model was introduced due to urbanisation and industrialisation. By the 1930s, pension schemes were granted to many workers, even those not in urban areas and later in the 1970s, when the military government took over, the Brazilian economy grew (Mbajjorgu, 2019; Santos, 2013). As a result, many jobs were created, and after 1988 when the Brazilian Constitution was passed, social security was given attention as it was considered a social right for every Brazilian. There was much improvement in health care, education, social development, and infrastructure after establishing national, provincial (state) and local governments. Although these structures faced challenges, especially regarding the quality of services provided the poverty and inequality rates had dropped. "The Brazilian cash transfer programme (*Bolsa Família Programme (BFP)*) is the largest conditional cash transfer programme; it aims to bring immediate poverty alleviation and eradicate hunger" (Neve *et al.*, 2022: 1). This programme of social grants supports households living in poverty, as well as strengthening access to health services and education.

4.2.3 Social security in the United Kingdom (UK)

In the United Kingdom (UK), the Department of Work and Pension (DWP) is accountable for carrying out social security benefits. While the Her Majesty's Revenue and Customs (HMRC) (named after Queen Elizabeth) is responsible for collecting and keeping records of aid and contributions of tax credits for individuals and families with vulnerable children and individuals with low incomes (Sepúlveda, 2020; European Union (EU), 2011). Furthermore, it also manages Child Benefits (CB) and Guardian's Allowance (GA). However, there are many types of social fund benefits in the UK. Some of those are a Budgeting Loan (BL) which is additional money added on top of a benefit; it helps people to pay for some essentials such as furniture and home equipment, clothing, rent up front, costs for maintaining the household, important travelling costs and funeral or maternity costs (Heald & Hodges, 2020; Griggs & Bennett, 2009). In South Africa, there is a gap in social assistance because, according to Hajdu

et al. (2020), some of the people who receive social grants in South Africa do not have funeral insurance. In the UK, before someone applies for a BL, that person must check whether she or he qualifies for grants (such as Funeral Payment (FP), Sure Start Maternity Grant (SSMG), and Local Welfare Assistance (LWA)) which must not be paid back (Urquizo *et al.*, 2019). A Cold Weather Payment (CWP) helps with petrol payments during seasons of extreme cold weather. This grant applies to people in England, Scotland, Wales, and Northern Ireland (NI) (EU, 2011).

A Funeral Payment (FP) is for individuals who receive certain benefits and want to secure funeral costs. Additionally, there is a Children's Funeral Fund (CFF) for children living in the destitute household. The Funeral Fund (FF) can be paid back through the property or money of the deceased. There is also a Short-Term Benefit Advance (STBA) for those in a financial need until they become financially stable (Midgley, 2019; Griggs & Bennett, 2009). It is for those who urgently need money but cannot access it due to technical challenge in processing the payment or claim. A Sure Start Maternity Grant (SSMG) is a once-off grant for an adopted baby or a new-born in Wales, England, and Northern Ireland (NI) (EU, 2011). This maternity grant is for a child under 16 years in a family with guidelines for multiple births. According to Hagemeyer (2021); Griggs and Bennet (2009), there is also a Basic State Pension (BSP), which is paid when someone reaches state pension age, on condition that the person releases the National Insurance Contribution (NIC) conditions. Griggs and Bennet (2009) further mention that there is also a Jobseeker's Allowance (JA) which is an unemployment support paid by the state of the United Kingdom (UK) to individuals who are jobless but actively looking for work.

This grant is part of the social security support system and was created to cover basic expenses while the applicant is unemployed. There is no kind of this support in South Africa, although for De Lannoy *et al.* (2020), there is a high rate of youth unemployment in this country. Again, Income Support (IS) is a social fund, a state scheme established to assist people with needs that cannot be met with a low income (Leicester & Shaw, 2003). Those people must have a valid reason for not actively looking for a job. Furthermore, According to the European Union (EU) (2011), the Disability Living Allowance (DLA) is a tax-free, non-contributory and non-means tested social security grant that is given to individuals who have personal care or movement

needs due to physical or mental impairment. This social fund is like the Care Dependency Grant (CDG) and Grant-In-Aid (GIA) offered in South Africa. Like the case study of the United States of America (USA), the United Kingdom (UK) is incomparable with the South African social security system because of the UK's income status and economic grouping. Nevertheless, it was necessary to be reviewed to assess how far South Africa is from accomplishing a comprehensive social security system.

4.2.4 Social security in France

After World War II (WWII), France adopted an egalitarian welfare system grounded on equality, solidarity and fraternity and created a more inclusive social security system (Béland *et al.*, 2021; Nadal, 2005). Every deserving citizen and a permanent resident in France receives social security benefits. For Nadal (2005), “the key components of the system are a well-developed healthcare, unemployment and pension schemes.” Again, Cohen 2019; Barbier (2007) convey that Rocard's Reforms (RR) of 1992 explains that any individual who cannot work has the right to live a decent life and get help from society. Barbier and Ludwig-Mayerhofer (2004) maintain that an act passed in 1999 enables French people to access healthcare without any input as a requirement because the system was created to combat poverty and social exclusion and ensure a decent standard of living for everyone.

According to Durand-Zaleski and van Manen, 2019; Barbier (2007), this system functions on a basic General Insurance Scheme (GIS), assisted by supplementary schemes regulated by private or mutual insurance. However, in 2000 the European Court of Justice (ECJ) declared that free competition of additional schemes could fail the French welfare system because welfare privatisation and free competition could weaken people's obligation to social solidarity (EU, 2011). As the case studies of the USA and UK, France is incomparable with the South African social security system because of France's income status and economic grouping. There was a need to review the social security system of this country to check how far South Africa is from accomplishing an inclusive social security system since France is one of the European countries with the best system.

4.2.5 Social security in China

Historically, in China, the family was taken as an individual's primary provider; only those without familial support were assisted by the government (Wong, 1998 cited in Ngok, 2013). Although the government's role is vital in poverty reduction (social relief), the government's contribution was supplementary, and the social grant was petite and temporary. Due to the poor economy before 1949, the Chinese government failed to offer reliable social security services to its citizens as there were insufficient resources to enforce those services (He *et al.*, 2019). Philanthropic organisations intervened and gave social security services to people because family structures had collapsed due to wars and widespread famine, according to Xian *et al.* (2021). After the socialists' government took over China in 1949, the practice of depending on families and local collectives to provide basic needs to individuals was restored. China is a relevant case study because it has more than one billion people and has been able to alleviate millions of people out of poverty every year. Comparing China with economically developed nations such as the USA, the UK, and France, it has a weak social security system. However, since 2007 China has created one of the largest basic grants, known as *dibao*.

4.2.6 Social security in India

Like many other nations, like South Africa and Brazil, the belief of providing for the marginalised and poor is practised in Indian society. Kattumuri and Singh (2013) argue that one of the Indian cities, Lothal (2400 Before Common Era (BCE)), was a wealthy and well-developed city and had a thriving trade with developed countries. However, natural disasters (such as floods), maladministration in the government and a scarcity of natural resources minimised trading with other countries, which resulted in poverty. As a result, many people went to other cities. Mulchandani (1998 cited in Kattumuri & Singh, 2013) states that this condition forced the government to meet the social-security needs of poor people. Even during the monarch rule, kings and chiefs provided those who were poor, vulnerable, and affected by

catastrophic disasters with social relief –including Orphans and Vulnerable Children (OVC), widows, and prostitutes. People were encouraged, and supported by the emperor, to plough and graze cattle for public sharing (Rao, 2019). Like China, India has more than one billion population, and its similar developmental challenges to South Africa make it the proper benchmark.

4.3 A continental (Africa) overview of social security (social grants)

During the pre-colonial era, most African economies were agriculturally based, whereby family, neighbours, friends, and society provided social security to needy people. However, when colonial rule emerged, the traditional support among Africans became weak. Africans were excluded from colonisers' social security system because of racially discriminatory policies by colonial governments (Seekings, 2021; Kaseke, 2003 cited in Nhede, 2014; Omilola & Kaniki, 2014). As a result, most post-colonial governments had to change discriminatory policies, such as the social security system, into inclusive and equal social protection schemes. Kaseke (2010); Mabugu (2015); Nhede (2014) point out that in African countries such as Zimbabwe, Nigeria, Kenya, Angola, Zambia, Namibia, Botswana and South Africa social grants, social grants such as the Old Age Grant (OAG) were for European older people only. Again, social insurance was not granted to Africans as they were taken as interim urban residents who were likely to retire to rural areas where they could return to their traditional-support systems. It was that reason that made them not entitled to social security.

Nhede (2014); Mbajiorgu (2019) further shows that even women were prohibited from benefiting from the social security system because society believed their role was to raise children, not to work and benefit from social insurance. As a result, a small number of women in formal employment, and that small number of women was not permanent because it was believed that they would fall pregnant anytime (Rihell, 1981 cited in Nhede, 2014). That was going to reduce productivity during maternity leave. Due to that reason, women could not join occupational pension schemes. When most African countries gained independence, they burnt

unjust laws and implemented affirmative action to ensure that every citizen benefits irrespective of gender and race. Notwithstanding the natural resources found in Africa, African countries develop slowly, unlike American countries (Nhede, 2014; Stokes, 2019; Sepúlveda, 2020; European Union, 2011). The researcher would not say it is the least developed because other continents, which are often compared with Africa, did not suffer from colonisation and slavery. Although this continent develops slowly compared to other continents, every government in Africa has an obligation to fight poverty and promote the well-being of people. Dixon (2000); Midgley (2020) point out that two decades ago, well-designed African social security systems were found in North Africa: Tunisia, Egypt, Algeria, Libya, and Mauritius.

According to the Appendix 1 rankings, in 1995, South Africa ranked number six since the democratic government brought inclusive changes in the social welfare system. However, one may say these rankings have a limitation because countries like Angola, Mozambique and Lesotho were not included. Again, the rankings by Dixon must have changed in the twenty-first century because many African countries, especially those in Southern Africa, have improved in social security provisions. For Seekings (2021), some countries are affected –such as Lesotho, South Sudan, Burundi, Swaziland, Ethiopia, and Zimbabwe –because of poor economic growth, sanctions, and unstable governments. Mabugu (2015); Kaseke (2010); Patel (2005); Swanepoel and de Beer (2012) argue that South Africa is one of the African countries with the best social security system since the so democratic government took over. Dixon (2000) asserts that most African countries have social security systems: social assistance, social insurance, social allowances, employee liability, and National Provident Fund (NPF). Appendix 2 shows the social security policies used in most African countries.

The study conducted by Midgley (2020); Omilola and Kaniki (2014) indicates that in most African nations, social security is executed by the governments, with support from development stakeholders and larger global Non-Governmental Organisations (NGOs). It further conveys that social security measures in these nations comprise direct welfare programmes for vulnerable individuals –such as unconditional and conditional cash transfers (grants), food aid and school feeding schemes (Seekings, 2021). Thus, the following section shows the state of social security in Egypt, which is situated in North Africa; Ghana, which is

in West Africa; Rwanda, Kenya and Ethiopia, which are situated in East Africa; Namibia, Mozambique, Swaziland, Lesotho, and South Africa, which are located in Southern Africa. These countries were chosen because of each country's improved social security system.

4.3.1 Social security in Egypt

The Ministry of Social Solidarity (MoSA) is the state's structure which is accountable for offering social security networks to poor citizens in Egypt, and its purpose is to lessen the number of deprived people in the republic by giving them support and social security nets (Roushdy & Selwaness, 2019). The Egyptian government established this welfare system to offer cash and care services to needy people, such as orphaned children, children living with mothers only, previously arrested people, people living with disabilities, older people (above 65 years), divorced and widowed women, according to Barsoum (2019). Social assistance is offered as a monthly non-contributory grant, which was firstly known as "*Sadat*" pension and later renamed to "*Mubarak*" pension and is now known as MoSA Social Solidarity grant "*Ma'ash al daman*". According to Tadros (2021), this non-contributory grant system was created by Law 112 of 1980. To qualify, an applicant should not be getting another type of grant and should be part of the vulnerable groups of society (Barakat & Fakhri, 2021). These grants are for households with no male earning a wage or salary and are measured by the composition and size of the recipient's household (Azer, 2019).

4.3.2 Social security in Ghana

The Ministry of Employment and Social Welfare (MESW) developed the National Social Protection Strategy (NSPS) in 2007 after the Growth and Poverty Reduction Strategy II (GPRS II) was adopted (Abdulai *et al.*, 2019). This strategy aims to end poverty in Ghana, guided by the Sustainable Development Goal (SDG) of eradicating poverty, by offering comprehensive mechanisms for the security of people living in extreme poverty, vulnerability, and exclusion, as stated by Abdulai (2021). Other strategy mechanisms are the creation of the New Social

Cash Grant Scheme (NSCGS) to offer basic grants for vulnerable families and improve social security programmes (Cuesta *et al.*, 2021). In Ghana, the Livelihood Empowerment Against Poverty (LEAP) Programme was created as the leading social security programme of the Social Security Strategy (SSS) (Abdulai, 2021). This programme is funded by the bodies like the United Nations Children’s Fund (UNICEF), Department for International Development (DFID), World Bank (WB) and Civil Society Organizations (CSOs), according to Fuseini *et al.* (2019). The Department of Social Welfare (DSW), before the establishment of the LEAP, supported by UNICEF, had the National Health Insurance Scheme (NHIS), which assisted Orphans and Vulnerable Children (OVC) by paying their health insurance payments, particularly for those orphaned by Human Immunodeficiency Virus (HIV) and Acquired Immuno-Deficiency Syndrome (AIDS) (Gyasi *et al.*, 2020).

4.3.3 Social security in Rwanda

Atete *et al.* (2021); Omilola and Kaniki (2014); Ruberangeyo *et al.* (2011) state that, the government of Rwanda had to adopt a new Constitution in 2003 and in that Constitution Article 14 stipulates that, “the state shall, within the limits of its capacity, take special measures for the welfare of survivors of genocide who were rendered destitute by genocide committed in Rwanda from October 1st, 1990 to December 31st, 1994, the disabled, the indigent and the elderly as well as other vulnerable groups” (Rwandan Constitution, 2003 cited in Omilola & Kaniki, 2014). Furthermore, Article 28 concentrates on children, which specifies that, “every child is entitled to special measures of protection by his or her family, society and the state that are necessary, depending on the status of the child, under national and international law” (Rwandan Constitution, 2003 cited in Omilola & Kaniki, 2014).

The Social Protection Policy (SPP) was adopted in 2005 to assist vulnerable groups such as orphans, widows, genocide survivors, older people and people living with chronic disease (Ministry of Local Government (MLG), 2011). In addition, the Economic Development and Poverty Reduction Strategy (EDPRS) provides ways to ensure social protection objectives are aligned with Rwanda Vision (RV) 2020. According to Beingana *et al.* (2021); Omilola and

Kaniki (2014), in 2011, the Rwandan government announced the National Social Protection Strategy (NSPS), which divides social protection into two aspects. Firstly, as a social security sector which regulates cash transfers (grants) to vulnerable people. Secondly, as a way of making poor individuals and families to have access to public services such as education and health. Ruberangeyo *et al.* (2011); Rashidghalam (2019) assert that the budget for social security from the Rwandan government is almost 1,6 percent of the Gross Domestic Product (GDP), and the government acknowledges that the budget for social grants is low according to global standards.

4.3.4 Social Security in Kenya

According to Gaduku (2020), the expenditure on social security is almost two percent of the Gross Domestic Product (GDP) in Kenya –including social grants. Article 43 in the Kenyan Constitution promises Kenyans economic, social, and cultural rights, including rights to food, education, health, and decent livelihoods. Like in South Africa, the right to social security requests the government to, “provide appropriate social security to persons who are unable to support themselves and their dependents” (Omilola & Kaniki, 2014: 4). In addition, the Ministry of Gender, Children and Social Development (MGCSD) (2011 cited in Omilola & Kaniki, 2014: 5) highlights a National Social Protection Policy (NSPP) which intention is, “to ensure that all Kenyans live in dignity and exploit their human capabilities for their own social and economic development.” In summary, this policy covers the following social security aspects:

...relieving families from the impact of distress that can push them into poverty...Supporting individuals and families to manage shocks that can trap them in poverty by including them in programmes that will make them self-sufficient so that they will depend less on social assistance... Encouraging individuals and families to invest in human capital and tangible assets to disrupt the intergenerational cycle of poverty...

According to Omilola and Kaniki (2014), this is clarified in Kenya vision 2030, which has three pillars –namely, social, political, and economic– and encourages the government to put more budget on social security to promote equity, reduce poverty, and ensure equal sustainable livelihoods. Furthermore, the government of Kenya adopted four approaches to ensure that the National Social Protection Policy (NSPP) is successfully implemented: Promotion, Provision, Prevention and Transformation (PPPT). Omilola and Kaniki (2014) assert that promotion looks at conditional cash transfers, extended public works programmes and school feeding schemes. While the provision approach focuses on the delivery of social assistance such as social grants (cash transfers), food relief, reasonable healthcare charges and child welfare services. Prevention concentrates on advancing social security and health insurance schemes (Adem, 2019; MGCSA, 2011). However, Transformation focuses on inclusive policy formulation, laws, and regulations. This includes statutory minimum wages, just legislation and guidelines on free education from primary to tertiary level.

4.3.5 Social security in Ethiopia

According to the government of Ethiopia, social security is “a set of formal and informal interventions that aim to reduce social and economic risks, vulnerabilities and deprivations from all people and facilitates equitable growth” (Ministry of Labour & Social Affairs (MoLSA), 2016). In addition, Article 41 of the Ethiopian Constitution states that every individual has a right to social security, which includes the right to an adequate standard of living; protection for children and women; assistance for vulnerable groups such as orphans and people living with disabilities; and better employment opportunities and unemployment aids for unemployed and underemployed individuals (Federal Democratic Republic of Ethiopia (FDRE), n.d.). Through support from the government and donors, Ethiopia has progressed in expanding social protection (Kiringai, 2016). In 2004, the Ethiopian government announced the National Food Security Programme (NFSP) to strengthen food security through social grants transfers (Freeman *et al.*, 2020; Gavrilovic & Jones, 2012). Subsequently, the Productive Safety Net Programme (PSNP) gave food and cash transfers to almost 8,3 million people in 2015, making it the second largest social security programme after South Africa. Although cash transfers had problems because of the global food crisis, which led the country to inflation

when PSNP was implemented, making beneficiaries prefer food over cash transfers (Omilola & Kaniki, 2014). Nevertheless, the Ethiopian government continues supporting vulnerable individuals and households as approximately 605,538 learners are fed through the feeding scheme.

4.3.6 Social security in Mozambique

According to Castel-Branco (2021); Mause and Cunha (2011), the government of Mozambique approved the Social Protection Law (SPL) in 2007 and, subsequently in 2009, the Regulation for Basic Social Security (RBSS). Then, the National Strategy for Basic Social Security (NSBS) was officially approved. Omilola and Kaniki (2014) express that, the SPL arrange the social security system into three levels, namely, basic social security –it is for vulnerable groups and includes non-contributory grants, mandatory social security –it includes contributory grants for workers in private and public sectors and complementary social security –which complements the mandatory grants. While, according to Mause and Cunha (2011); Omilola and Kaniki (2014), the RBSS organises basic social security into four categories of intervention: Direct Social Action (DSA), which is regulated by the Ministry of Women and Social Action (MWSA) –this includes grants for vulnerable people, Health Social Action (HSA) which is managed by the Ministry of Health (MoH) –it guarantees access to health care for vulnerable people, Education Social Action (ESA) which is managed by the Ministry of Education (MoE) –it promotes the involvement of vulnerable people in the education system, and Productive Social Action (PSA) which is managed through a multi-sectoral approach –it advocates for people with disability, people living in poverty, and child and female-headed households. However, Omilola and Kaniki (2014) claim that budget limitations are a challenge to the effective execution of the National Strategy for Basic Social Security (NSBS) in Mozambique. Although there is this challenge, the government has created the social action fund, which gets funds from the taxation of mineral resources, as observed by Correia and Muthombene (2021).

4.3.7 Social security in Swaziland

Swaziland is a neighbouring country of South Africa and Mozambique and is a monarch-ruled nation under the kingship of King Mswati III (Urban and Dlamini, 2020). According to Swaziland (2010); Dlamini (2007), Swaziland is regarded as a lower middle-income country, and 69 percent of its population lives below the poverty line, although in the 1990s, its development indicators were better than those of many countries found in Sub-Saharan African. Thus, the provision of social grants in Swaziland is viewed as a socio-economic right, as the right to social support forces governments to deliver enough resources to vulnerable individuals and households to survive (Mabundza, 2021).

In Swaziland, the provision of social grants is found in the Constitution under sections 28, 30 and 31 of the Bill of Rights; which compel the government to provide social assistance to older persons, children and persons living with disabilities (Dlamini, 2007); United Nations International Children's Emergency Fund (UNICEF) (2019). Currently, there are four types of social security programmes, which according to UNICEF (2019) are underfunded, namely, Old Age Grant (OAG), Disability Grant (DG), Child Support Grant (CSG) and Orphans and Vulnerable Children Educational Grant (OVCEG). However, according to Dlamini (2007), what increases vulnerability in Swaziland is: the high number of Human Immunodeficiency Virus (HIV) and Acquired Immuno-Deficiency Syndrome (AIDS) infections; food insecurity because of drought in parts of the country (this affects the agricultural sector) and increasing unemployment rate. Therefore, these are the reasons that forced the state to provide social grants to reduce poverty. As the former Prime Minister (PM) once stated that, "the payment of social grants was in line with government efforts to fight poverty" (Swaziland, 2010:3).

4.3.8 Social security in South Africa

When the democratic government took power in 1994, it had an obligation to remove unjust and discriminatory laws that deprived African people of basic human rights and create laws

that would make every South African and permanent resident benefit equitably regardless of race, gender, creed, and social origin. The South African Constitution issued after the first democratic elections in 1994, in Section 27 (1c) stipulates that “everyone has a right to have access to social security, including, if they are unable to support themselves and their dependants, an appropriate social assistance should be given to them” (South African Constitution, 1996: 13). To ensure that this is fulfilled, the South African government then adopted the Social Development Approach (SDA) to welfare. For Nnaeme *et al.* (2020); Patel (2005), this approach was firstly introduced at the United Nations Summit for Social Development (UNSSD) in 1995. Plagerson *et al.* (2019); Gray (2006) defines social development as an approach to social welfare that postulates a macro-policy framework for poverty and inequality reduction that combines social and economic goals. As stated earlier, there was no equalisation of social grant amounts for Africans, Indians, Coloureds, and Europeans. Although Africans were the majority race in South Africa, as Table 4.3 shows, Europeans received double amounts than African people for any grant (Plagerson *et al.*, 2020). Table 4.3 shows the figures for social grants during the apartheid system in South Africa in the 1990s:

Table 4.3: Social grants in South Africa during the apartheid era

Number of grants (1 000s)	White	Coloured	Indian	Black	Total
Old-age	122,9	129,6	34,3	1 227,1	1 513,6
War veterans	8,9	4,8	0,1	3,7	17,5
Disability	38,8	102,5	22,8	335,1	499,2
Blind	0,8	1,6	0,4	16,0	18,7
Special care	0	0	0,1	2,0	2,1
Parent allowances	9,6	64,2	14,9	29,4	118,2
Child maintenance	25,7	167,0	26,6	92,4	311,7
Foster parent	5,9	22,9	2,0	16,8	47,6
Single parent	3,2	0,8	0	0,0	4,0
Total	215,5	493,3	101,3	1 722,5	2 532,7
Value of grants (R million) (1990)					
Old-age (including war veterans)	490,8	289,9	69,0	1 753,1	2 602,8
Disability (including blind)	115,6	201,2	51,6	459,4	827,8
Family (including child grants)	103,6	210,5	55,0	46,4	415,5
Relief	7,8	23,2	1,3	5,8	38,1
Total	717,8	724,8	176,9	2 264,7	3 884,2
Population (1 000s)	5 068	3 286	987	28 780	38 121
Per capita spending	R142	R221	R179	R79	R102
Proportion of income (%)	0,8	6,6	3,0	5,3	2,5

Source: Lund (1993 cited in Levine *et al.*, 2009: 493)

The non-Europeans had to survive despite a discriminatory distribution of payments in social grants. Therefore, the government of the new dispensation had an obligation to address the consequences of unjust policies created by the apartheid government (Hill *et al.*, 2021; Patel, 2005). The Africans suffered economically despite having a high unemployment rate, as Table 4.4 displays. Thus, it is vital to consider the past and the present before considering the future of social grants in South Africa. Table 4.4 shows the income per capita and unemployment rate during the apartheid government in South Africa:

Table 4.4: Income per capita and unemployment rate during the apartheid government in South Africa

	Personal income per capita (rand per annum)	Unemployment (expanded % definition)
Blacks	R2 520	38,3
Coloureds	R5 316	20,8
Indians	R11 112	11,3
Whites	R25 344	4,3
Total	R5 616	29,9

Source: World Bank (WB) (1995 cited in Levine *et al.*, 2009: 493)

Before the year 2000, social grants were given to those who could not work (disabled and older people), but later the democratic government catered even for those who were vulnerable such as children, and those who could not afford to take care of themselves and their dependents because of life circumstances such as ill individuals (unemployed) as stated by Gumede (2019). This was because of section 27(1) (c) of the South African Constitution (1996), which states that every citizen has a right to social security. However, every month in South Africa, the food poverty line per person has constantly been rising since 2011, when 53, 2 percent of the population was earning not more than R992 per citizen monthly (Statistics South Africa (Stats SA), 2020). In 2015, this rose to 55,5 percent of the population. However, this shows that more than one in the group of four South Africans was poor (Hill *et al.*, 2021). They had insufficient food to eat daily –needs like water, transport, and housing were too expensive. Therefore, there was a need for cash grants because they assist people to have basic needs, although it is insufficient.

Nationally, households that received social grants were 29,9 percent of the population in 2003. It went to 44,3 percent of the population in 2010 and 31 percent in 2013 (National Treasury of South Africa (NTSA), 2013). The South African government spent almost 175 155 593 000 Rand, as Table 4.5 displays, on social grants between the 2014/15 and 2019/2020 financial years and has become one of the largest systems in Africa (Nnaeme *et al.*, 2020). As one may know that payment is either manual or Electronic Funds Transfer (EFT). For Integra Reality Resources (IRR) (2018) there are, for instance, more South Africans who receive social grants

than those with stable jobs as in 2016, only 15 545 000 population had jobs while 17 094 331 depended on social grants. Under the democratic government in South Africa, there are eight types of grants, namely:

- Child Support Grant (CSG) for children between ages 0-18 years who are from indigent families;
- Old Age Grant (OAG) is a monthly grant for citizens and refugees who are 60 years and above, regardless of gender and sex, with no other financial income;
- Disability Grant (DG) is for adults with permanent and temporary disability;
- Foster Care Grant (FCG) is for children who are orphans and placed in the care of foster parents by a court; it is for child's basic needs.
- Social Relief of Distress (SRD) is a temporary assistance for people who are in disaster and require instant assistance to survive.
- Grant-In-Aid (GIA) is for adults who cannot take care of themselves but needs to be cared for by someone else;
- Care Dependency Grant (CDG) assists parents, foster parents or primary caregivers with a child suffering from mental or physical disabilities;
- War Veteran Grant (WVG) is for the citizens and permanent residents who were soldiers and fought in World War II (1939-1945) or Korean War (1950-1953) and cannot support themselves.

Table 4.5: South Africa's expenditure (in rand) of social grants between 2014/15 and 2019/2020 financial year

Grant type	2014/15	2015/16	2016/17	2017/18	2018/19	2019/2020 ⁶
OAG	49,039,940,000	53,132,206,342	58,320,616,899	64,225,847,005	70,635,272,033	76,950,910,000
WVG	6,157,000	4,843,209	3,849,009	3,032,780	2,391,420	1,732,000
DG	18,741,885,000	19,165,931,340	19,926,030,772	20,886,071,889	22,021,154,882	23,077,574,000
FCG	5,413,209,000	5,406,785,714	5,326,150,589	4,950,744,160	5,114,210,906	5,080,800,000
CDG	2,211,583,000	2,394,455,743	2,613,647,264	2,843,336,250	3,068,027,810	3,429,783,000
CSG	43,718,425,000	47,308,536,379	51,476,941,214	55,906,388,602	60,611,568,132	64,967,275,000
GIA	371,121,000	503,080,357	650,307,803	855,208,997	840,495,340	1,237,512,000
SRD	455,718,000	407,015,691	587,638,983	484,123,076	416,719,553	410,000
Total	R119,958,041,000	128,322,854,776	138,905,182,534	150,154,752,759	162,709,840,079	175,155,593,000

Source: South African Social Security Agency (SASSA) (2020: 23)

An individual can apply for or receive more than one grant e.g., if an individual needs medical care and is disabled, he/ she must acquire the disability and sickness grant (Stats SA, 2020). In the twenty-first century, for each R100 the South African government spends on social grants, approximately R42 goes to CSG, CDG, DG, and FCG; R41 goes to OAP and WVG, R16 to disability grant and the remaining R1 goes to grants such as SRD and GIA (Stats SA, 2020). In 2015, approximately R121 billion was spent on social grants in South Africa, and in 2018 there was an increase of R138 billion, which made the government expenditure on social grants R259 billion (South African Social Security Agency (SASSA), 2020). This means that over four years, there has been a 14 percent increase in amounts spent on social grants. However, this question remains: what are the consequences of using “social grants as a technology of power”, as stated by Foucault (1991), by those in power to govern those that may be poor, vulnerable and the majority in the society?

Still, there were uncertainties about the payment of social grants in South Africa as there was no consensus between the government and service providers about the renewal of the social-grants payment tender (Brunette *et al.*, 2019). The SASSA gave a private company a contract to manage payments of social grants. Therefore, the Department of Social Development (DSD) then advised the beneficiaries of social grants to open bank accounts so that their money could

be deposited into them and easily accessible in any bank –this brought uncertainty and left many confused (Mail & Guardian, 2020). Although there were delays in the transition to the new social-grants payment model, it was believed that those delays did not affect pay-outs to beneficiaries of social grants. However, the South African government complied with the Constitutional Court order by ensuring that the beneficiaries received their social grants monthly and on time, as there were minor problems since the transition to the new system (Gumede, 2019).

After the abolishment of the apartheid government in South Africa, there has been economic growth; the country became one of the developing nations with “emerging economies” globally (Makino & Sato, 2013). As it became more affluent than most of the countries in the Southern African Development Communities (SADC) region because more than half of the population was living below the poverty line per individual every month (Statistics South Africa (Stats SA), 2020). But this has changed now because of poor economic growth. Policies such as White Paper for Social Welfare (WPSW), Affirmative Action (AA), and Black Economic Empowerment (BEE) that ensure fair and inclusive income distribution were created to empower the previously disadvantaged racial groups (SASSA, 2020). Irrespective of these policy initiatives, poverty and inequality remain predominant and eradicating them is a challenge for the South African government. The South African government’s fight against poverty and inequality has been through the social grants programme for over two decades. Makino and Sato (2013), view this programme as an effective model of poverty alleviation and the largest cash transfer scheme in Africa.

4.3.8.1 Social grants, statutory funds, and voluntary funds

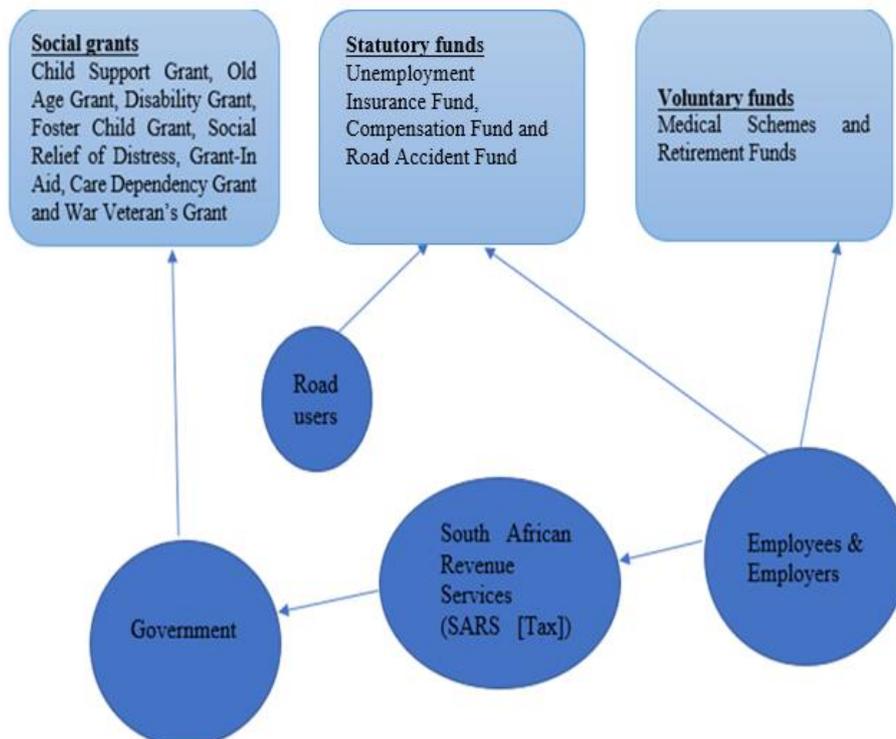
Again, under the Department of Social Development (DSD), the South African Security Agency (SASSA) was established to ensure that social grants are given to deserving people at the right time and place. According to Patel (2005); SASSA (2020), the South African government provides deserving people with the Old Age Grant (OAG), which provides support to people over the age of 60, the Disability Grant (DG) which is for people with disabilities,

the Child Support Grant (CSG) for low-income families with children under the age of 18 (Mabugu, 2015; Gumede, 2019). Foster Care Grant (FCG), which supports families with children below the age of 18 who are in foster care, and War Veterans Grant (WVG), which was created to support people who fought in Wars (Kaseke, 2010; SASSA, 2020). Social Relief of Distress (SRD) is intended for people who are in crisis, such as in disasters (this grant is needs-tested, while others are means-tested); the Grant-In-Aid (GIA) which is intended to support those older people who are already receiving another social grant but need full-time care maybe because of physical or mental disability (Mackett, 2020; SASSA, 2020). Again, there is a Care Dependency Grant (CDG) which is an additional support for children under the age of 18 with disabilities.

As mentioned earlier that although this study focuses on one aspect of social security, which is social grants (social assistance), it briefly reviews the literature on other forms of social security under social insurance, namely, statutory funds and voluntary funds, to show how they differ from social grants (social assistance) in South Africa. Figure 4.7 below illustrates the basic structure of South Africa's social security system. As discussed before, there are eight social assistance grants in South Africa, namely, the Disability Grant (DG), the Foster Care Grant (FCG), the Child Support Grant (CSG), the Care Dependency Grant (CDG), the Old Age Grant (OAG), Grant-In-Aid (GIA), Social Relief of Distress (SRD), and War Veteran Grant (WVG).

According to the Woolard *et al.* (2011: 4), "the eligibility for each grant is dependent on an income-based means test, and the South African Social Security Agency (SASSA) is responsible for the implementation of the social grants in South Africa." The state is also accountable for three main social insurance mechanisms, and those are the Unemployment Insurance Fund (UIF), the Road Accident Fund (RAF), and the Compensation Fund (CF) (Hill *et al.*, 2019). The government of South Africa is also accountable for regulating voluntary funds, mainly voluntary insurance schemes such as retirement and medical schemes (Mackett, 2020). Figure 4.7 shows the basic structure of South Africa's social security system:

Figure 4.7: The basic structure of South Africa's social security system



Source: Woolard *et al.* (2011:12)

According to Woolard *et al.* (2011), social security has two aspects, namely, the insurance aspect (social insurance) and the redistribution aspect (social assistance). However, Haarmann (2000) argues that in countries like the United States of America (USA), social security includes insurance funds for retirement, survivors, and invalidity benefits. It does not include unemployment aids or social assistance like in countries such as South Africa, the United Kingdom (UK) or Sweden. According to Haarmann (2000: 22), “the problem of the different use of the term (social security) arises on a practical level as well as in theoretical discourse.” Furthermore, Midgley & Tracy (1996); Plagerson *et al.* (2019) state that some individuals view the provision of social grants by the government as social protection, others view controlled services by public and Non-Governmental Organisations (NGOs) as fragments of the system.

4.3 Conclusion

This chapter has reviewed the literature; it started with a delivery of social security (social assistance) at a global level, discussed the systems of social security in Africa, and ended with the condition of social grants in South Africa in the 21st century. It has discussed the social security systems of various countries based on regions, namely, the United States of America (USA), which is in North America (NA); Brazil, which is located in South America (SA); United Kingdom (UK) and France which are situated in Europe; China which is located in East Asia (EA); India which is located in South Asia (SA); Egypt which is situated in North Africa (NA); Ghana which is located in West Africa (WA); Rwanda, Kenya and Ethiopia which are situated in East Africa (EA); Namibia, Mozambique, Swaziland, Lesotho and South Africa (SA) which are located in Southern Africa (SA). The literature in this study shows that developed countries, have a broader social protection system than African countries. However, the South African government has the highest expenditure on social grants in Africa, further highlighting enormous scale of the republic's social security system. The following chapter looks at the research design and methodology this study adopts.

CHAPTER FIVE: RESEARCH DESIGN AND METHODOLOGY

“Qualitative procedures demonstrate a different approach to scholarly inquiry than quantitative research methods. Qualitative inquiry employs different philosophical assumptions; strategies of inquiry; and methods of

data collection, analysis, and interpretation. Although the processes are similar, qualitative procedures rely on text and image data, have unique steps in data analysis, and draw on diverse inquiry strategies”

(Creswell, 2009:173).

5.1 Introduction

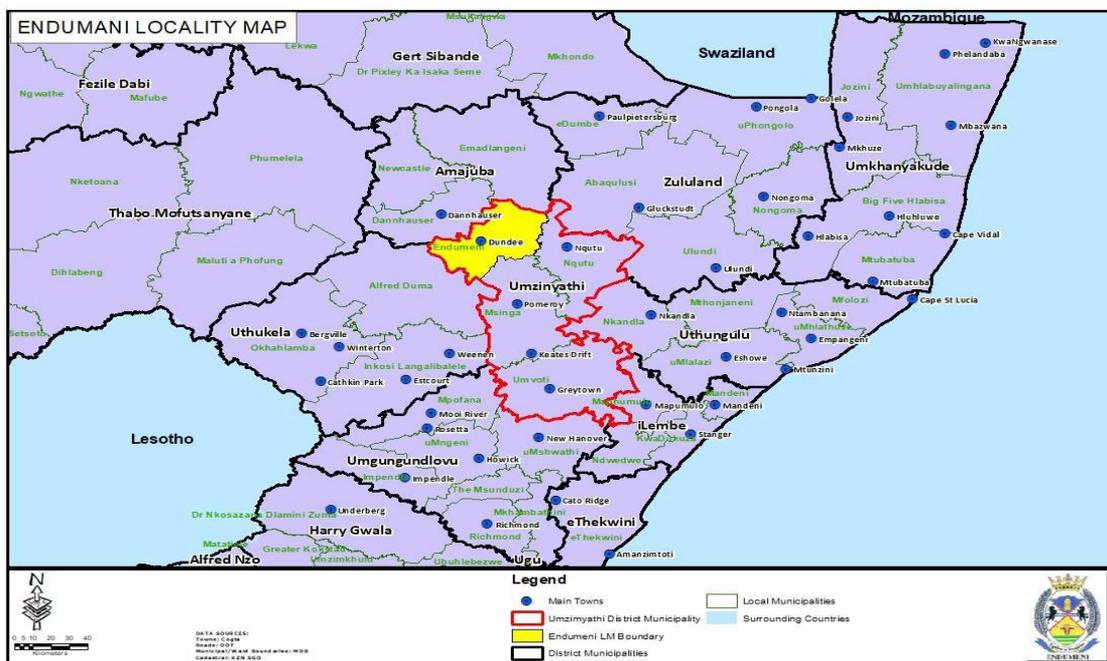
It is vital to comprehend what a research methodology involves and what aspects must be included when conducting a research study with a qualitative design. Generally, a research design –approaches, paradigm, and reasoning– is about the research philosophy one intends to conduct (Creswell, 2009). Therefore, this chapter concentrates on the methodological procedure used in this study. It contains the setting of the place, Endumeni Local Municipality (ELM), where the study was conducted, research design, the paradigm that guided this study, the reasoning of the study, sampling, data collection procedures, data analysis, trustworthiness, limitations and delimitations, ethical considerations, and a conclusion to this chapter.

5.2 Setting of the Study

The researcher collected data for this study in four different areas; namely, Dundee town, Glencoe town, Sithembile township, Sibongile township, and Wasbank town, and all these areas fall under the Endumeni Local Municipality (ELM) as they were divided in 2001 by the Census and Demarcation Board (CDB). Figure 5.1 shows that ELM is under Umzinyathi District Municipality (UDM) in the North-Western part of KwaZulu-Natal (KZN). Most of the population lives in areas that are predominately urban. According to the Census conducted in 2011 by Statistics South Africa (Stats SA), ELM has 76 639 population (Stats SA, 2020). Only 16,8 percent of the population lives in rural areas, while 83,2 percent in urban areas. Firstly, the researcher chose these areas because many beneficiaries of social grants are struggling, and these areas have a high unemployment rate since sectors, which kept the local economy stable, such as the coal mines, Glencoe railway junction, factories were shut down (Endumeni Integrated Development Plan (EIDP), 2020). This resulted in poverty and more inequality

among people. Secondly, the researcher was familiar with all places under ELM and could speak the local language, isiZulu, which is vital in understanding the perceptions of social grants beneficiaries and South African Social Security Agency (SASSA) officials. The dominant language in KZN is isiZulu. As Mtapuri (2008: 9) states that, “familiarity with the location brings in some element of purposiveness in terms of site selection.”

Figure 5.1: Map of KwaZulu-Natal showing where Endumeni Local Municipality (ELM) is located



Source: Endumeni Integrated Development Plan (EIDP) (2020: 10)

5.3 Research design

To theorise the governance of social grants in Endumeni Local Municipality (ELM), the researcher adopted an interpretivist case study design. This design was appropriate for this study because it allowed exploration and provided an in-depth comprehension of what was experienced by the participants. It might make the perceptions of social grants beneficiaries

recognised by policymakers. The researcher collected data using a multi-method approach in this study, including key informant interviews, focus group discussions (FGDs) and direct observation. Creswell (2015:3) states that, “multimethod research uses multiple forms of qualitative data (e.g., interviews and observation) or multiple forms of quantitative data (e.g., survey data and experimental data).”

This study used the qualitative approach mainly because the adoption of this approach permitted participants to share their experiences and thoughts on the governance of social grants by beneficiaries in ELM. It also allowed the researcher to recognise limitations in policies on social grants and suggest obligatory developments in social grants. In other words, it allowed the researcher to comprehend the government–social grants recipients’ relationship in ensuring that the government’s purpose of alleviating poverty through distributing social grants is accomplished. According to Creswell and Plano-Clark (2007), a qualitative study enables the researcher to comprehend the opinions, ideas and thoughts of people or groups attributed to a social problem. So, to understand the governance of social grants by beneficiaries, it needed a qualitative lens. This type of research allows a researcher to gather data in the participant’s location (naturalism) and to analyse data inductively by building themes to interpret them (Silverman, 2020; Babbie & Mouton, 2001). Hence, by adopting this design, the investigator could learn more about participant’s understandings, thoughts, and ideas on the governance of social grants in Endumeni Local Municipality (ELM).

5.3.1 Qualitative approach

This study reviews the policies on social grants and their developmental imperatives by theorising the governance of social grants in places in ELM. It needed the perceptions of social grants beneficiaries and South African Social Security Agency (SASSA) officials on social grants provision, and “thick description” was essential to substantiate the qualitative narratives. Therefore, a qualitative approach was appropriate for this study. Scholars define qualitative

research in many ways, but the most used definition is that of Creswell (2009: 4), which states that:

Qualitative research explores and understands the meaning individuals or groups ascribe to a social or human problem. The research process involves emerging questions and procedures, data typically collected in the participant's setting, data analysis is inductively building from particulars to general themes, and the researcher is making interpretations of the meaning of the data...

Similarly, Silverman, 2020; Bless (2013); Blaikie (2000) believe that qualitative research studies human behaviour, opinions, facts, preferences, and experiences about the issue under study. This means that qualitative research involves techniques such as fieldwork, interviews, observation, and a non-statistical approach when collecting data about phenomena, and data is collected and analysed inductively (Creswell, 2015; Creswell, 2009). Using a qualitative approach in this study was helpful because of complex issues that cannot be understood by using quantitative procedures. According to Aspers and Corte (2019); Denzin and Lincoln (2003), qualitative research entails a naturalistic and interpretative approach to the subject matter.

5.4 Research paradigm that guided this study

Guba (1990 cited in Creswell & Plano-Clark, 2007: 236) states that a paradigm (sometimes called a worldview) is, “a basic set of beliefs that guide an action a common orientation regarding the world and the type of research that an investigator chooses to use.” This study used interpretivism to understand the meaningful perceptions of public policy and developmental imperatives on governance in the case of social grants in Endumeni Local Municipality (ELM). Furthermore, the interpretivist paradigm was followed in this study because, “interpretivism was developed as a reaction to the shortcomings and limitations of positivism, specifically in its application to the social sciences, as it believes that people are fundamentally different from objects” (Du Plooy-Cilliers *et al.*, 2014). Moreover, people constantly change, and what is happening in their environment influences them. It

(interpretivism) concentrates on the needs of vulnerable individuals; it also believes that problems should be addressed, not just investigated, and a study should not just give information but actions that improve the lives of individuals participating in the study (Creswell & Plano-Clark, 2007). As interpretivism claims that participants must be empowered and not just studied like objects but be allowed to engage like fellow researchers (Hammersley, 2013; Cohen *et al.*, 2011). Therefore, this worldview made the researcher study public policy and developmental imperatives by theorising governance in the case of social grants through understanding ELM community members. Researchers who subscribe to this paradigm are often drawn by the works of classic writers such as Marx, Habermas, and Freire (Neuman, 2000; Crotty, 1998).

5.5 Reasoning of the study

To understand the public policy and developmental imperatives by theorising governance in the case of social grants in ELM, the researcher employed inductive reasoning when arranging data to comprehend the execution of public policy and developmental imperatives on the governance of social grants in ELM. Zhang and Wildermuth (2009: 309) state that, “this process uses inductive reasoning, by which themes and categories emerge from the data through the researcher’s careful examination and constant comparison.” Du Plooy-Cilliers *et al.* (2014: 128) added that, “inductive reasoning is often applied to reason “from effect to cause”. In this study, the researcher gathered data to express the general claim because he used raw data to create themes in his examination.

5.6 Sampling

Terre Blanche *et al.* (2006: 25) state that sampling is, “a detailed plan on how the researcher selects elements to be studied” and according to Neuman (2011), the goal of sampling in a qualitative sampling is not to represent the entire population. In this study, the participants were

chosen through a non-probability sampling procedure, and a purposive sample was used because this sample happens when, “a researcher purposefully chooses the elements that he or she wishes to include in his or her sample, based on a set of characteristics” (Du Plooy-Cilliers *et al.*, 2014: 142). The reason for choosing purposive sampling was that participants were chosen based on a set of characteristics which were important for this study as it aimed to study public policy and developmental imperatives on the governance of social grants in Endumeni Local Municipality (ELM). This means that participants were recipients of social grants from areas within ELM, namely, Glencoe town, Sithembile township, Dundee town, Sibongile township, and Wasbank town. The recipients of social grants who were not from ELM were excluded, although they were beneficiaries of social grants, namely, the Disability Grant (DG), the Foster Care Grant (FCG), the Child Support Grant (CSG), the Care Dependency Grant (CDG), the Old Age Grant (OAG), Grant-In-Aid (GIA), Social Relief of Distress (SRD), and War Veteran Grant (WVG).

To get valuable data for this study, the researcher relied on the preparedness of participants to give their perceptions. The gatekeeper’s permissions were issued by SASSA and ELM authorities (see Appendix 3) for this study to be conducted, but it was not substitutive for the participant’s informed permission. Creswell (2009) states that participants must permit participating in the study, know what will be needed during data collection, how their personalities will be protected, and how findings will be used. All the required ethical procedures were followed when recruiting participants –such as signing the consent (see Appendix 4), informing the participant to refuse to respond to specific questions when feeling comfortable and informing the participants about volunteerism in this study. An honest researcher obeys ethical values and professional morals that are crucial for conducting research in an accountable way (Zhang & Wildemuth, 2009). This study’s participants were from places under ELM, namely, Glencoe town, Sithembile township, Dundee town, Sibongile township, and Wasbank town. Regarding exclusion and inclusion criteria, children were excluded in this study; only people regarded as adults –persons above 18 years old–receiving social grants for themselves or their dependents participated.

5.6.1 Sample size

Eight South African Social Security Agency (SASSA) officials/ workers were interviewed for in-depth interviews. The interviews were also conducted with 32 recipients of social grants, 16 men and 16 women, who were purposively sampled. This means the overall number of participants interviewed was 40 –eight officials of SASSA and 32 beneficiaries of social grants. For focus group discussions (FGDs), Three FGDs were held as follows: Group One consisted of six women; Group Two consisted of six men; Group Three was mixed (three males and three females). The researcher observed the social grants recipients in five pay points under Endumeni Local Municipality (ELM) for three days. This is because each grant category was given, by SASSA, a specific day for payment. “SASSA claims that it always pays the right social grant, to the right person, at the right time” (Danster, 2020:1). Due to the high number of Child Support Grant (CSG), Foster Care Grant (FCG) recipients and Social Relief of Distress (SRD) grant, these types of grants had reserved pay dates. The SRDG, relief grant during the lockdown due to Corona Virus (known as Covid-19), was paid throughout the month due to the high volumes of its recipients –but it was not paid during the payday of other social grants. However, CSG and FCG often shared the exact dates since these grants were for children. Similarly, Old Age Grant (OAG), Disability Grant, Grant-In-Aid (GIA), Care Dependency Grant (CDG), and War Veteran’s Grant (WVG) shared the exact dates because most of the recipients are older people.

5.7 Data collection techniques

Data was collected through in-depth interviews, four focus group discussions (FGDs) and observation. The interview schedules (see Appendix 5), FGDs schedule (see Appendix 6) and the observation guide (see Appendix 7) guided the researcher during data collection.

5.7.1 Interviews

The first interviewed participants were 32 recipients of social grants (16 females and 16 men) who were purposively sampled. The researcher formally requested the database of social grants recipients from Social Workers at the Department of Social Development (DSD) and Grants' Administrators at the South African Social Security Agency (SASSA) since every Endumeni Local Municipality (ELM) ward has a Social Worker. Again, this was much easier to get this database because the investigator has worked as a student Social Worker in one of the wards. Therefore, this was the recruitment strategy followed in this study of public policy and developmental imperatives by theorising the governance in the case of social grants in ELM. Table 5.1 shows the description of participants for the in-depth interviews, namely, Child Support Grant (CSG), Old Age Grant (OAG), Disability Grant (DG), Foster Care Grant (FCG), Social Relief of Distress (SRD), Grant-In-Aid (GIA), Care Dependency Grant (CDG) and War Veteran's Grant (WVG):

Table 5.1: The number of beneficiaries of social grants for the in-depth interviews

Types of Grants	Male	Female	Age	Total
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CSG	2	2	18-59 (parent/ guardian)	4
OAG	2	2	60 and above	4
DG	2	2	18-59	4
FCG	2	2	18-59 (guardian)	4
SRD	2	2	18-59	4
GIA	2	2	60 and above	4
CDG	2	2	18-59 (parent/ guardian)	4
WVG	2	2	60 and above	4
Total	16	16		32

Each type of grant had four participants (two males and two females) who were beneficiaries of social grants or recipients (parents or guardians) of social grants for children. For OAG, GIA, and WVG participants were 60 years old and above because according to the criteria of SASSA this one of the requirements for someone to qualify for these grants. For CSG (parent or guardian), DG, FCG (guardian), and SRD grant, the beneficiaries were between 18 and 59 years old. In terms of key informant interviews, eight administrators/ officials from the South African Social Security Agency (SASSA) were interviewed –four female officials/ workers and four male officials/ workers Table 5.2 shows the description of employees of SASSA who participated in the key informant interviews of this study. They were classified according to the types of social grants they were responsible for, years of experience as employees of SASSA, their gender, and the Service Office (SO) they were based.

Table 5.2: The number of Grants' Administrators/ Officials for the in-depth interviews

Employees of SASSA	Experience in SASSA	Number	Gender	SASSA Service Office (SO)
Administrator/ Official for CSG	15 years	1	Male	Dundee
Administrator/ Official for OAG	10 years	1	Female	Glencoe
Administrator/ Official for DG	7 years	1	Male	Dundee
Administrator/ Official for FCG	12 years	1	Female	Glencoe
Administrator/ Official for SRD	9 years	1	Male	Dundee
Administrator/ Official for GIA	10 years	1	Female	Glencoe
Administrator/ Official for CDG	8 years	1	Male	Dundee
Administrator/ Official for WVG	11 years	1	Female	Glencoe
		Total: 8		

Table 5.1 shows that Endumeni Local Municipality (ELM) has two SASSA Services Offices (SO), which are in Glencoe (which services Wasbank, Glencoe, and Sithembile residents) and Dundee (which services Dundee and Sibongile residents). It must be noted that each Service Office (SO) assisted applicants with any social grant application, but this study interviewed four participants in each SO. Therefore, the first participant was from Dundee Service Office (DSO), responsible for CSG applications and was a male with 15 years of experience in SASSA. The second participant was from Glencoe Service Office (GSO), responsible for OAG applications and was female with ten years of experience in SASSA.

The third participant was from DSO, responsible for DG applications and was a male with seven years of experience in SASSA. The fourth participant was from GSO, responsible for FCG applications and was a female with 12 years of experience in SASSA. The fifth participant was from DSO, responsible for SRD applications and was a male with nine years of experience in SASSA. The sixth participant was from GSO, responsible for GIA and was a female with ten years of experience in SASSA. The seventh participant was from DSO, responsible for CDG and was a male with eight years of experience in SASSA. The eighth participant was from GSO, responsible for WVG and was a female with 11 years of experience.

5.7.2 Focus groups discussions (FGDs)

The FGDs took place with a group of recipients of social grants; the researcher facilitated those discussions to collect in-depth perceptions about the public policy and developmental imperatives by theorising governance in the case of social grants in Endumeni Local Municipality (ELM). According to Du Plooy-Cilliers *et al.* (2014), FGDs typically consist of six to 12 participants, including a facilitator who is a researcher, to voluntarily discuss issues related to the phenomenon. Therefore, Three FGDs were conducted, and thick-descriptive data were gathered. The first FGD involved women only who were 18 years old and above, who were receiving any social grant for themselves or their dependents; the second FGD entailed men only who were 18 years old and above, who were receiving any social grants for themselves or for their dependents.

The third FGD was a mixed group which consisted of three women and three men who were 18 years old and above. The reason for choosing participants who were 18 years and above was that people in these age groups are regarded as adults. They can give consent by themselves, unlike those who are below 18 years who rely on parents/ guardians for consent to participate in any study. Mixed groups were used to check whether there were agreements or disagreements on public policy and developmental imperatives on the governance of social grants in Endumeni Local Municipality (ELM) –that put participants in a debate on studied phenomena. The sessions for FGDs were recorded with the consent of participants, and those recordings were later transcribed to analyse data.

5.7.3 Observation

For observation, the researcher observed around social grants pay points in Endumeni Local Municipality (ELM) and took field notes on challenges faced by the beneficiaries of social grants, both men and women who were 18 years old and above, in ELM. During the observation, the researcher submerged himself into the beneficiaries of social grant by using their home language (isiZulu) and partook in activities – such as carrying and transporting groceries for beneficiaries of social grants as they usually buy food on a payday. The researcher kept notes of his experiences, reactions, and incidents to have an unbiased perspective when analysing and interpreting data (Creswell, 2009). By carrying and transporting groceries for beneficiaries of social grants from pay points to their houses, the researcher got involved in the activities and experiences of beneficiaries of social grants.

This made the researcher gain in-depth knowledge and understand how and where social grants beneficiaries spend their grants. The participants were informed about the observation (overt observation) the researcher was doing. An observation that is overt occurs, “when a researcher is open about observing participants and if they are aware of the fact that they are being studied” (Du Plooy-Cilliers *et al.*, 2014: 180). Therefore, during the observation of this study, participants were aware that they were studied. The researcher selected an accessible setting

where most people withdrew and spent their grants. However, participants sought permission to take pictures during the observation but the researcher had to hide the identity of the participants in terms of actual names for their safety.

5.8 Data analysis

Vithal and Jansen (2005) state that when data has been gathered from the site, an investigator must make sense of the collected information. Furthermore, the investigator must distinguish consistent themes and patterns from participants and put them into manageable sizes (Corbin & Strauss, 2008; Mouton, 1996). This study used thematic analysis to analyse data collected through interviews, focus group discussions (FGDs), and observation. Firstly, the researcher had to know and understand the data by scanning and cleaning it. Secondly, he needed to identify the main research questions that needed to be answered, which led the researcher to the third step. That was, classifying data by coding it through finding themes and patterns from the responses of beneficiaries of social grants, and fourthly, the researcher organised them into categories. Fifthly, a detailed data interpretation was crucial in understanding data better.

This method was used to comprehend pertinent themes and find relevant data patterns. Again, an analytical programme called Nvivo 12 also assisted the researcher in analysing data. Nvivo helps to, “manage the literature review, store data conveniently, search the database and draw out thematic material to maintain a research record and, import and export information into different software packages such as Word, PowerPoint and Excel” (Davies & Hughes, 2014: 204). However, the researcher transcribed all verbatim audio-recorded interviews (discussions) before data analysis. It was imperative before commencing data analysis to check the value of data and know that the method of scrutinising (analysing) data might proceed in different stages, which required the researchers to move forward and backwards. Appendix 8 shows the key themes and sub-themes that emerged from this study.

5.9 Trustworthiness

Rolfe (2006, cited in Ngcobo, 2011) states that validity in qualitative studies should be linked to “trustworthiness”, not to “truth” or “value” since they are for quantitative studies. For Terre Blanche *et al.* (2006), research can be checked by its credibility and genuine findings that are verified and authentic, while the study’s trustworthiness can check the credibility of a qualitative study. Trustworthiness is how the research processes can be verified and tracked by its readers (Babbie & Mouton, 2001). So, “trustworthiness” for this study is explained by using five standards suggested by Lincoln and Guba (1985: 290), namely, “credibility, transferability, dependability, confirmability.”

5.9.1 Credibility

According to Du Plooy-Cilliers *et al.* (2014), “credibility refers to the accuracy when the researcher interpreted the data that the participants provided.” Therefore, the researcher was guided by the following steps to keep credibility for this study: Firstly, he used purposive sampling for interviews, and it assisted him in getting perceptions of participants on public policy and developmental imperatives by theorising governance in the case of social grants in Endumeni Local Municipality (ELM). Moreover, the researcher conducted 40 interviews (32 with beneficiaries/ recipients of social grants and eight with employees of SASSA) until reaching saturation, and he had enough time for data collection in the field (four months) and managed to study phenomena in the natural location and built trust with the participants.

Collis and Hussey (2003: 56) state that, “credibility is increased when the researcher spends long period of time with the participants to understand them better and gain insight into their lives.” Secondly, triangulation was also used to keep credibility by using various data collection techniques, such as interviews, focus group discussions (FGDs), and observation. The limitations of one technique were addressed by another technique, and this assisted in obtaining credible data. “Credibility is also increased by making use of triangulation, where more than

one research method (such as in-depth interviews combined with FCDs) are used to collect the data” (Shenton, 2004: 63). Moreover, different beneficiaries and recipients of social grants and officials of SASSA from different wards in ELM were interviewed to get different perceptions.

The researcher also kept a field diary of every incident during data collection and the decisions he took while in the field. This exercise made the researcher self-aware as he constantly checked his assumptions about public policy and developmental imperatives by theorising governance in the case of social grants in ELM. Thirdly, since Du Plooy-Cilliers *et al.* (2014) state that, “credibility is also increased when your findings are believable from the participants’ perspective”, the researcher kept credibility, during the data analysis stage, by using direct quotes from the participants (see chapter six, seven, eight & nine). This made the findings of this study to reflect the participants’ views since its interpretations were based on the exact sentiments of the participants.

5.9.2 Transferability

Terre Blanche *et al.* (2006) state that transferability is when the findings and analysis can be applied to other research studies. Transferability is the same as generalisability that is found in a quantitative study (Shenton, 2004). However, generalisability in the qualitative study does not matter because, according to Lincoln and Guba (1985), the naturalist cannot validate an investigation, but a researcher can only give a thick description to make the transferability of the current study possible. Therefore, the researcher of this study provided an in-depth description of ELM (which was the setting of this study), participants, data collection techniques and data analysis to allow other investigators to follow them in similar studies. This allowed other researchers to assess the relevancy of the findings of this study in other contexts.

5.9.3 Dependability

“Dependability refers to the quality of the integration process between the data collection method, data analysis and the theory generated from the data” (Du Plooy-Cilliers *et al.*, 2014: 259). So, dependability is linked with reliability in a quantitative study as it focuses on consistency and accuracy. In keeping dependability in this study, the researcher did not ask participants vague questions during data collection and was not judgemental on them. He clarified the research process by describing his research approach and data analysis adequately. A detailed interpretation of data gathering methods and analysis was maintained in this study. Moreover, dependability was also upheld by keeping all collected data during data collection, namely, field notes and transcripts, as highlighted by Lincoln and Guba (1985 cited in Rolfe 2006).

5.9.4 Confirmability

Babbie and Mouton (2001) view confirmability as the way findings of the study show participant’s responses (data collected) that support the findings and the interpretation of the study. The investigator did this by grounding his interpretations on direct citations from the participants, and he was impartial, as suggested by Babbie and Mouton (2001), to avoid the investigator’s unfairness to the results so that they can match with the study objectives. Additionally, notes were written by an investigator to reflect on important occurrences that happened during the data collection. The researcher also realised confirmability by explaining ways that led to the themes and their interpretations of this study.

5.10 Limitations and delimitations

Bless (2013) maintains that limitations are limits or constraints in a study that a researcher cannot control, like finances, time, and access to information. Since the participant’s participation did not contain any monetary gain, some participants claimed to be too busy to make time for the interviews and discussions. In perseverance, the researcher conducted the discussions at a place suitable for both participants and the researcher and followed all Corona

Virus (known as Covid-19) prevention measures. Again, the researcher feared contracting Covid-19 and had no choice since most of the participants did not have access to virtual platforms. As this study used a qualitative technique and adopted purposive sampling, its findings on public policy and developmental imperatives by theorising the governance in the case of social grants in Endumeni Local Municipality (ELM), “could not be generalised to other populations as a qualitative study lacks generalizability” (Du Plooy-Cilliers *et al.*, 2014: 29).

However, some participants were reluctant to be tape-recorded and photographed during the interviews, focus group discussions (FGDs) and observation. The researcher respected the participant’s right to refuse to be recorded and photographed; the researcher recorded everything and transcribed the data and filled in gaps immediately for authenticity reasons. There were challenges in getting gatekeeper’s permission because ELM and officials of SASSA thought this study was politically driven. Again, since this study had no sponsor initially, there was a delay in data collection since travelling from various places in ELM required money. In countries like Russia, “there is a high dropout rate due to extreme lack of funding during the PhD programme” (Maloshonok and Terentev, 2019 cited in Bekova, 2021: 1070). Therefore, the researcher relied on public transport during data collection. Though there was plenty of academic literatures on social grants, it seemed like there were no studies conducted on public policy and developmental imperatives by theorising the governance in the case of social grants in ELM. Lastly, the timeframe (three years) to complete this research study was too short.

5.11 Ethical considerations

Firstly, the researcher sought ethical clearance (see Appendix 9) from the Humanities and Social Sciences Research Ethics Committee (HSSREC). Israel and Hay (2006 cited in Terre Blanche *et al.*, 2006: 61) mention that, “in South Africa, most leading universities require that all social science research involving human participants be reviewed by an independent

research ethics committee before data collection can commence”. Considering the sensitivity of this research topic, the researcher protected data and did not allow his feelings interfere with them. He adhered to the following ethical responsibilities:

The researcher kept the confidentiality and anonymity of participants by using pseudonyms and by not divulging the participant’s perceptions to anyone. Du Plooy-Cilliers *et al.* (2014) assert that some participants are concerned about the safety of their identity and sensitive data about them. To keep anonymity, the researcher used pseudonyms for participants, which prevented them from information that could result in emotional, physical, and relational harm. This made the personal information of participants not exploited by other people for personal gain. To ensure confidentiality, the researcher knew the data, and no one accessed it.

Creswell (2009) states that a researcher must ensure that the participants’ identities remain secret and are not revealed to anybody else. The researcher also sought consent from the participants because they should know that they are involved in the study, and they were formally informed about their participation in this study before giving consent, such as the protection of their identities and how the findings of this study will be used. The participants signed their consents and the researcher kept them on record. They (participants) were notified about their voluntary participation in this study since there were no incentives –such as money and food– because they might distort the study results by influencing who participated and how they participated. The participants were respected when refusing to participate in the study or to respond to some questions if they felt uncomfortable. According to Babbie & Mouton (2001), when the researcher collects data, he or she must prioritise participant’s psychological and physical comfort. The researcher defended participants from any physical and emotional harm.

5.12 Conclusion

An interpretivist case study was adapted to assess public policy and developmental imperatives by theorising governance in the case of social grants in Endumeni Local Municipality (ELM). This research was exploratory and used an interpretivist paradigm, inductive reasoning, purposive sampling, one-on-one interviews, focus group discussions (FGDs) and overt observation. This chapter has covered the setting of the place (Endumeni Local Municipality (ELM)) where the study was conducted, the research design, the paradigm that guided this study, the reasoning of the study, sampling, data collection procedures, data analysis, trustworthiness, limitations and delimitations, and ethical considerations of this study. The following chapter analyses the role of social grants in reducing poverty and addressing inequality in ELM.

CHAPTER SIX: THE ROLE OF SOCIAL GRANTS IN REDUCING POVERTY AND ADDRESSING INEQUALITY IN ENDUMENI LOCAL MUNICIPALITY

“Endemic and widespread poverty continues to disfigure the face of our country. It will always be impossible for us to say that we have fully restored the dignity of all our people as long as this situation persists. For this reason, the struggle to eradicate poverty has been and will continue to be a cornerstone of the national effort to build the new South Africa” (Mbeki, 2004 cited in Noble et al., 2004: 2).

6.1 Introduction

This chapter answers this research sub-question: What role do social grants play in reducing poverty and addressing inequality in the Endumeni Local Municipality (ELM)? It is necessary to understand the state of poverty and inequality in ELM, especially when studying the governance of social grants, as they are created to improve the living conditions of individuals and groups who are vulnerable to poverty and desperate for assistance. These individuals and groups include people living with disabilities, older people, women and children, and unemployed people. The study adopted a qualitative approach to comprehensively investigate public policy and developmental imperatives to ensure good governance in the case of social grants in ELM. Therefore, this chapter focuses on perceptions of poverty and inequality, poverty and inequality gaps, economic development to address poverty and inequality, economic inclusion, social grants contrasted with a decent education system, government support in high unemployment conditions, and structures fighting poverty and inequality in ELM.

It (this chapter) examines and interprets data by analysing the perceptions of recipients of social grants and workers of the South African Social Security Agency (SASSA) regarding the role of social grants in eradicating poverty and addressing inequality in ELM, KwaZulu-Natal.

Their perceptions are analysed in themes guided by inductive reasoning. In other words, patterns are distinguished on a thematic foundation, and thus inductive qualitative analysis is completed on the verbatim transcripts of the interviews, focus group discussions (FGDs), and observation notes. In addition, the analysis is also guided by Ecosystems Perspective (EP), Empowerment-Based Approach (EBA), and Sustainable Livelihoods Approach (SLA). It is appropriate to consistently use the precise words of beneficiaries of social grants and workers of SASSA to get the participant's perceptions into the reader's mind, as this is a qualitative study. The detailed demographics of the participants are provided in Appendix 10, and each participant is given a pseudonym to keep anonymity, and which assists in disguising the participant as 60 participants were interviewed. Face-to-face in-depth interviews, which permitted probing, were conducted with 48 beneficiaries of social grants and 12 workers of SASSA from Wasbank town, Glencoe town, Sithembile township, Dundee town, and Sibongile township.

The researcher gathered data using a multi-method approach in this study, including key informant interviews, focus group discussions (FGDs), and direct observation. The participants in the FDGs were distinct from those observed and participated in in-depth interviews to avoid response bias. Data collection started from 1st June 2021 to 31st August 2021. The discussion and description in this thesis do not represent very beneficiary of social grant and workers of SASSA but represents a case study in poverty-stricken areas in Endumeni Local Municipality (ELM). The local authorities gave permission, namely, the Municipal Manager (MM) and the Manager from SASSA Local Service Office (LSO). Individual's consent was given by the beneficiaries of social grants and workers of SASSA who participated in this study.

6.2 Perceptions of poverty and inequality in Endumeni Local Municipality (ELM)

Mtapuri (2008); May (1998) assert that for one to understand poverty and measure it correctly, there must be poor person's perceptions because it would be harder to understand poverty without getting the perceptions of those affected by it. Similarly, Swanepoel and De Beer

(2012: 51) assert that, “local people, who have lived in deprivation for years, surviving hardships of poverty, have a certain ingrained knowledge that outsiders do not have.” This is because Narayan (2001 cited in Mtapuri, 2008: 37) defines poor people as, “the true poverty experts”. For Ferdoushi *et al.* (2011), the Sustainable Livelihoods Approach (SLA) puts poor people at the core of the development process and addresses challenges from the standpoint of the poor. Poor people experience multidimensional poverty involving many deprivations, such as lack of education, poor sanitation and health system, and disempowerment (Irvine *et al.*, 2006). In view of Ecosystems Perspective (EP), human beings are connected to the environment they live in (Teater, 2014); thus, poverty is one of the problems to the well-being of beneficiaries of social grants in ELM, which negatively affects their physical health, psychosocial, and cognitive developments.

Bronfenbrenner (1990) states that human beings are entrenched in the microsystem level, the environment where they live and where institutions they interact with are found. According to Sustainable Livelihood Approach (SLA), human beings find themselves vulnerable because of economic and health shocks (Ferdoushi *et al.*, 2011); food and petrol prices increasing yearly, and the spread of Covid-19 which affects the people’s employment opportunities. Therefore, it is vital for the government to intervene by subsidising citizens, especially the poor, with grocery levies to prevent high prices on items like maize meal and cooking oil. The South African history has an impact on the vulnerability situation in many poor households (Morse & McNamara, 2013); this is demonstrated by the statement made by one of the beneficiaries of social grants who was criticised by some of the community members for looting from warehouses and supermarkets in KwaZulu-Natal (KZN) in July 2021. The protests in Gauteng Province (GP) and KwaZulu-Natal (KZN), which led to looting, were caused by the incarceration of the former president of South Africa, Jacob Gedleyihlekisa Zuma, for 15 months for alleged corruption during his administration. Bhattacharya and Rach (2021:1) maintain that, “supporters of Zuma went on a rampage and caused serious damage to private’s and government’s properties.” The beneficiary of the social grant stated this in defence of those who were looting:

...poverty made me scavenge for anything of value during the looting so that I could sell it and get cash to buy basic needs such as food and medication, as I am on Anti-Retroviral Treatment (ART)...I am poor because my grandparents' land was confiscated by the apartheid regime when African people were forcefully removed from Emahhendeni to Sithembile Location in 1963 because of the Group Areas Act (GAA) of 1950...I cannot cultivate nor graze for sustenance farming...I do not have any assets as I live in this dilapidating shack. (Mzwakhe, Male, 71-year-old)

Marxism maintains that poverty and inequality are self-shaped challenges created by capitalists (Obo & Coker, 2014). These challenges are then passed to other generations and thus become hard to resolve (Peet, 1975). However, the proponents of Marxism argue that only state's policies can address these challenges (Resnick & Wolff, 1983). Giddens (2006: 341) defines poverty, "as the state of one who lacks a usual or socially acceptable amount of money or material possessions." Drawing from the stated narration, the participant mentioned that poverty has made him participate in a so-called "illegal act" of looting from stores since his grandparents' land was seized due to discriminatory legislation of apartheid. which left them in a shack and without assets. Chambers (2006) states that one of the dimensions of poverty in townships is access to land, which can enable poor people to grow their food for sustainable livelihoods.

In the context of South Africa, the SLA advocates that structures and processes must transform and come up with various policies to increase the natural assets (such as land and mineral resources), financial assets (such as money and shares), and physical assets (such as properties and equipment) of vulnerable and marginalised people (Ferdoushi *et al.*, 2011), because of systematic injustices created by the legacy of apartheid. This is because during the July 2021 unrests in GP and KZN there was an issue of cohesion in racial places that were created by the apartheid system after the Group Areas Act (GAA) of 1950 was passed, which led to the massacre of African people in places like Phoenix and Chatsworth in the name of protecting physical assets and this compromised the social capital in these areas. In males only FGD, various participants stated that the failure of the ruling government to amend the Constitution and implement the reinstatement and redistribution of land is one of the main reasons for persisting poverty and inequality in South Africa because land ownership creates economic opportunities. Therefore, a financial and assets redistributive economy can have an impact on

addressing poverty and inequality. The quote below, from one of the beneficiaries of the War Veteran Grant (WVG), demonstrates this point:

I am poor and solely depend on my social grant because of the injustices of the past, which the current government is failing to rectify...what most “black people” did in KZN and GP by looting was better than what was done by European people when they arrived in our country in 1652, they took our grandparents’ land...and looted our inheritance which was livestock and minerals...luckily, we did not arrest them. (Samson, Male, 87-year-old)

Therefore, this indicates that the legacy of broad operational injustices by apartheid policies creates poverty in African people, such as the prohibition of Africans from owning property and poor education system for them. Giddens (2006) states that poverty is categorised into two ways: absolute poverty, which is a lack of basic needs required to keep a healthy body functioning, and relative poverty, which includes measuring the differences between the living standards of certain groups and those received by other people. When applying the Sustainable Livelihoods Approach (SLA), policies and acts on social grants must increase livelihood assets and transform structures to broaden the livelihood strategies of households other than the grants. In most African homes, especially of the beneficiaries of social grants, even if family members can enhance their human capital by furthering their studies for better jobs, they encounter “black tax” issues when employed. This is a norm in many African families because of the belief systems backed up by sayings like “*ingane enhle esebenzela ekhaya*” which means, “*a good child is the one that works and supports the family*”.

Mangoma and Wilson-Prangley (2019) maintain that this is created by persistent economic inequality that can be linked with apartheid and slavery. “Black tax” is the money an African professionals offer their families every day, week, month, or every year separately from their living expenses, generally out of responsibility (Mhlongo, 2019). Most of the participants who were receiving the Social Relief of Distress (SRD) grant and Child Support Grant (CSG) mentioned that the amount they were getting was too little to cover their basic needs as they also had a burden of “black tax”. There were few, if not none, groups that community members created to assist beneficiaries of social grants as suggested by the SLA on social capital.

Bhandari (2009) asserts that effective networks among people who stay in the same community is important because it enables society to function well. An SRD grant beneficiary had this to say:

...we do not even have community gardens in our area as the social grants that we are receiving do not cover even half of our basic needs, and food prices are high nowadays...it is not enough to cover our needs because in townships, we must pay water bills, buy electricity prepaid and food from this money...and food prices are high nowadays...so the government should increase the social grants. (Nokulunga, Female, 33-year-old)

For Giddens (2006), poverty is a temporary state that a person can manage to escape it. The government provides seeds and garden tools to those families and individuals who cannot afford to buy them (Endumeni Integrated Development Plan (EIDP), 2017). However, some lazy individuals take these seeds from the government and fail to use them but sometimes sell them to others. Rather than having people who depend on the government to live, the KwaZulu-Natal (KZN) Department of Agriculture and Rural Development (DARD) encourages individuals who do not have spaces in their yards to be in a collective and get larger areas of land for communal gardens, as the Sustainable Livelihoods Approach (SLA) on natural capital suggests. This is because families with older people participate in subsistence farming to supplement their social grants (Cairns & Taylor 2001). Again, individuals and families can reduce poverty by participating in livestock grazing as some animals, such as cows, chickens, and goats, are important for cultural activities.

Participants who were students at universities and colleges, but were also receiving social grants, critically argued that people have a choice to be rich or poor. Contemporarily, being self-dependent is difficult yet being poor is easy, according to capitalists (Marx, 2021). In South Africa, “there is a buying of votes through the use of public goods such as food parcels, social grants, or even social houses such as low-cost houses, which raise very serious issues of morals and ethics” (Nattrass 2014: 23). Therefore, in places like ELM the poor people are more valuable to politicians, and they never let them escape poverty because to them poverty has become a “currency” and a tool to keep them in power; as a result, they continuously keep poor

people in the poverty line. Therefore, public goods are given to the political party's faithful and associated members whereas the deserving people are ignored (Mathebula & Sebola, 2020). For an individual to benefit from public goods, he or she must be affiliated with a political party in power. When someone condemns poor people, that person is often regarded as monstrous because there is a "feel-moral" outcome when that person is protecting the poor. One of the participants stated that:

...being poor is a state of mind, and the more you believe that you are poor, the poorer you become...poverty is artificial. It can be eliminated by believing in yourself and working hard, being smart, and seeking advice from other people...again, poverty is useful to the state, rich people, and middle-class individuals because where there is poverty, that place becomes a pool for cheap labour...a ladder for politicians to get in power and it gives opportunities to Non-Governmental Organisations (NGOs) and businesses that benefit in the name of addressing poverty to survive.

(Sbonga, Male, 18-year-old)

Participants, especially those who are young, believe that poverty is like an unusual infirmity that needs special attention. The government has created programmes that create a dependent citizenry to make poor people feel comfortable in their induced state of poverty. The programmes that provide but do not teach how to create make poor people addicted to receiving and lazy to be self-reliant but preferring "hand-outs" rather than "hand-ups" (Aliber, 2019; Noble *et al.*, 2008). Xaba (2016: 108) states that, "there is a dependency on social grants in South Africa as a result of widespread, pervasive chronic poverty, scarce jobs and low household incomes." This is what was done by colonisers in Africa who gave people surplus material things but never taught them to create those things (Marumo, 2020). For Empowerment-Based Approach (EBA), to eradicate poverty is not about aid or top-down assistance, but about empowering individuals and granting them access to the tools to shape their future (Ibrahim & Alkire, 2007).

In the view of liberals, "grants make individuals reckless and ineffective, in the long run forming a group of dependant citizens" (Mazibuko, 2008: 08). This reveals that many people,

particularly Africans who are a majority in South Africa, are poor because they believe that someone must take care of them and they end up blaming certain individuals for their state of poverty rather than fighting to eradicate the legacy of apartheid that exists in democratic government –the researcher of this study perceives the current South African government underpinned by the so-called “democracy” since the president and the cabinet is not directly voted by people, but appointed by an elected political party. This shows that democracy in the country systematically limits the citizens’ will, as they cannot directly choose their preferred candidates to lead in government. Poor people get food parcels and grants so that politicians can receive power, and they (poor people) shall stop suffering when they create a mutual consciousness that unites them on how to build up the nation they want and deserve. Patel (2005) states that most of the beneficiaries of social grants are voting for the ruling party since they think that social grants come from that party; therefore, social grants are viewed as a vote buying-mechanism. This view was given by one of the officials of SASSA:

Since there will be local government elections this year [2021] ...we will be instructed by the Department of Social Development (DSD) to issue more food parcels to poor people...the budget for food parcels is often doubled during the year of elections.
(Sphelele, Female, 39-year-old)

According to Spicker (2007); Raywat (2019), many countries measure poverty using a poverty line; when one lives below that line is regarded as living in poverty, and subjective measurement, which is based on individual’s views and understanding of what is needed for a usual standard of living. During the outbreak of Covid-19, the government implemented the Social Relief of Distress (SRD) grant, which was an amount of R350. Those beneficiaries receiving this grant were living below the poverty line of R28 per day and around R800 per month. Poverty has worsened since the outbreak of Covid-19 in many African countries because of inequality between the poor and the rich which has deteriorated due to unemployment, unrealistic policies, and corruption. Mtapuri (2008: 36) adds that:

...the situation of the poor seems to be worsening. This is despite the innumerable declarations to eradicate poverty, most notably as enshrined in the Millennium Development Goals (MDGs), which range from halving extreme poverty to halting the

spread of HIV/AIDS and providing universal primary education, all by the target date of 2015...

The Ecosystems Perspective (EP) argues that people who live in poverty frequently face starvation, improper housing, insecure neighbourhoods, discrimination, unemployment, and poor health (Sullivan, 1996). When impoverished people face these hardships, they suffer more mentally than non-poor people, and this can lead poor parents to harsh discipline and low parental support for the child (Bronfenbrenner, 1990). In Endumeni Local Municipality (ELM), the residents living in poverty were 40,7 percent in 1996, while in 2010, they increased to 61,9 percent (EIDP, 2020). This figure rose to 66 percent in 2005; African people were the most affected by poverty.

According to Hamel *et al.* (2019), almost 69,9 percent of African people suffer from poverty. Contrary to what was raised by one of the participants, poverty might not be properly alleviated because of the “culture of poverty” which views poor individuals as responsible for their living conditions because of a lack of skills and absence of inspiration which makes them incapable of prospering in society (Giddens, 2006; Spicker, 2007). As a result, they depend on outside aid, such as welfare assistance, rather than self-reliance. Giddens (2006) also sees the “dependency culture” and the unfair distribution of resources as hindrances to alleviate poverty. A beneficiary of the Foster Care Grant (FCG) who was a university student that got a National Student Financial Aid Scheme (NSFAS) allowance commented:

In South Africa, there is a need for a Basic Income Grant (BIG), and the government can fund this grant by taxing the rich people more and ensuring that this grant is given on condition that a beneficiary attends entrepreneurial training and render voluntary work in the community...There must also be a certain amount to start a business in that grant.
(Zanele, Female, 19-year-old)

Likewise, a participant that once received the SRD grant but depleted because it was temporary had this to say:

I think the government should create more jobs so that people can get an income to start small businesses. That would be a perfect strategy because many people have the potential to start businesses, but they do not have funding...so the government must create a fund initiative for those who want to start businesses and be taught to write proposals, get company registration certificate, and be assisted to seek funding to start business...in that way they can employ other people. (Xolani, Male, 44-year-old)

Inequality is found in many social systems, even in countries that subscribe to democracy, like the Republic of South Africa and the United States of America and promote equality as an essential aspect of citizenship. According to Giddens (2006: 340), “equality has proven difficult to attain.” Although the policymakers attempt to eliminate inequality by taking wealth from the rich and giving to the poor. Spicker (2007) states that method becomes abortive in alleviating poverty because the wealth (aid) is often not received by those in need. Such views were captured in the following narration:

I have been struggling to get my grant early this year. During the payday, I would get three zeros in my account and when I asked where my grant went... workers of SASSA said my money was withdrawn from the Automated Teller Machine (ATM) in Limpopo, and someone bought airtime and prepaid electricity. I think corruption and fraud was happening in that SASSA office. (Josephina, Female, 71-year-old)

Similarly, a young beneficiary of the SRD grant mentioned the issue of corruption happening in the pay points, and this is what he had to say:

At the South African Post Office (SAPO), where I collect my SRD grant has long queues; for me to get my money without joining the queue, I should bribe one of the SAPO's workers...the current amount of the SRD grant is R350, I normally pay R50 and be left with R300. (Nkosikhona, Male, 21-year-old)

From this participant, this public institution has some civil servants who abuse their offices personal gain and exercise their authority unjustly. There are many incidents where participants are told to bribe so that SASSA and SAPO workers can expedite their applications and

payments. They (corrupt workers) take from the little money the government is giving them to buy basic needs and bribe some government employees at SASSA and SAPO to fast process their applications and social grants payments. However, it is against the “*Batho Pele*” principles to deny servicing the beneficiaries of social grants when collecting their grants because they must pay a bribe for it. This increases inequality and raises hardship and frustration for the applicants and beneficiaries of social grants (SASSA, 2020).

It also reduces public trust in the government and its entities, namely, SASSA and SAPO. The public should work together to stop bribery at SAPO and SASSA by exposing corrupt activities hidden in these entities to ensure that civil servants work in the public interest. SAPO (2021) states that beneficiaries of social grants must not pay the money requested by queue marshals, SAPO’s workers, or any individual demanding such a payment and must lay charges of fraud and corruption at the police station. Even the South Africa’s economy is growing gradually because of the leadership crisis as there are factions in the ruling party, which is a party that has many seats in almost three spheres of government (Hartwell & Urban, 2021; Mohr & Fourie, 2015). Good and effective governance is imperative in keeping and maintaining a growing economy (Kefela, 2011; Olowu & Sako, 2002). An independent rule of law, which upholds human rights and the just distribution of services, can maintain strong institutions, and minimise corruption in all sectors.

6.2.1 Poverty and inequality gaps in Endumeni Local Municipality (ELM)

According to Hamel *et al.* (2019), poverty gap is the amount of money that is required to lift every poor individual up to the poverty threshold, as a way of eradicating poverty. Furthermore, it is also the total income gap, stated in quantity to the poverty line, of households with income below the poverty line, divided by the sum of families. So, according to Statistics South Africa (Stats SA) (2020); Cooperative Governance and Traditional Affairs (CoGTA) (2020) in the Umzinyathi District Municipality (UDM), this number was R327 million in 1996 and increased to about R980 million in 2009 –ELM falls under this District. Table 6.1 shows that most employed people in ELM are averagely paid between R10,000 and R150,000 yearly. Monthly,

that ranges between R800 and R12500. While the normal household in ELM receives between R40,000 and R300,000 per year (EIDP, 2017).

Table 6.1: Incomes of people in ELM per year

	Endumeni
R0	6,70%
Under R4800	3,90%
R5k - R10k	8,60%
R10k - R20k	19,10%
R20k - R40k	17,70%
R40k - R75k	15,10%
R75k - R150k	14,60%
R150k - R300k	8,80%
R300k - R600k	2,10%

Source: Endumeni Integrated Development Plan (EIDP) (2017)

In ELM, Individuals who earn nothing per year are 6.70 percent, those who earn under R4 800 are 3.90 percent, between R5 000 and R10 000 are 8.60 percent, between R10 000 and R20 000 are 19.10 percent, between R20 000 and R40 000 are 17.70 percent, between R40 000 and R75 000 are 15.10 percent, between R75 000 and R150 000 are 14.60 percent, between R150 000 and R300 000 are 8.80 percent, and between R300 000 and R600 000 are 2.10 percent. This shows that there is high inequality in ELM. One of the officials from SASSA asserted that:

Most families are extended families in Endumeni, especially in townships; you would find that there is only one person is working in a family of nine. Moreover, it is not a permanent job. I also have noticed many unemployed graduates who do not have ends meet but solely depend on other family members.
(Thando, Female, 44-year-old)

In addition, this is what was said by one of the participants:

...the easiest way to get money from the government is to have many children. Many young people get children anyhow because they know that government will support them. I know many women who are not ashamed to become pregnant and boast about the support the government gives children.
(Smangele, Female, 21-year-old)

Most participants, especially the mothers of Child Support Grant's (CSG) beneficiaries, mention that they bear many children because there is no one working in their families. According to Potts (2012); Mackett (2020), it is believed that the CSG increases the birth rate, especially in teenagers. So, the CSG makes them have many children so they can also benefit from this social grant. Kollamparambil (2021) argues that there is a debate among scholars about CSG as a cause for increasing levels of pregnancy in South Africa. Although it is hard for some participants to accept that the new-born child is living with disability, they agree that they eventually accept the condition of a child because they shall get a Disability Grant (DG) and a Care Dependency Grant (CDG) and live a better lifestyle. The Empowerment-Based Approach (EBA) suggests that vulnerable people must be capacitated to advance their mental health, self-efficacy, and coping skills to adapt to the environment and address their conditions self-determinedly (Teater, 2014). Few participants have other sources of income except the social grants they are getting from the government. This was evident when one of the workers of SASSA stated this:

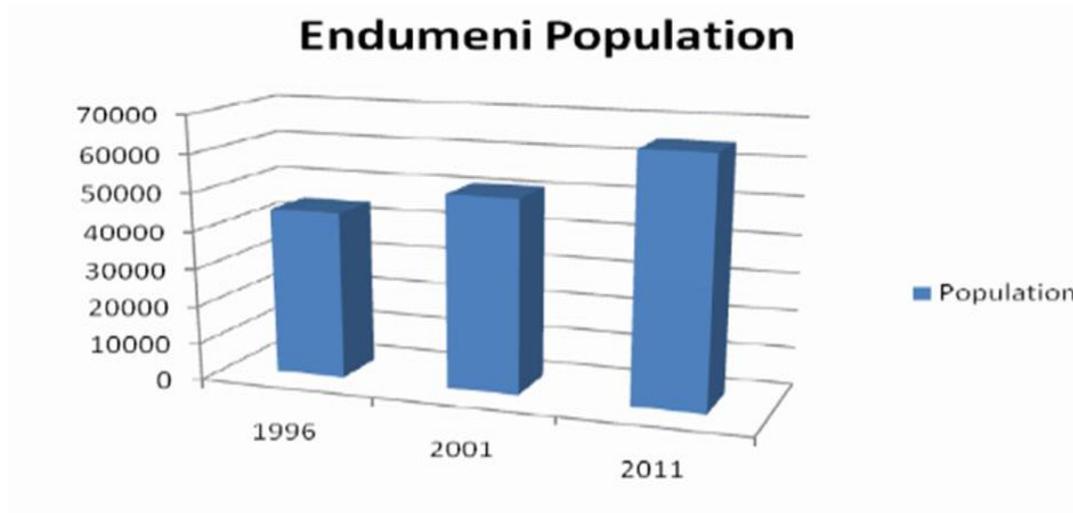
When the government introduced the SRD grant, we saw an influx of young people with degrees coming to our office to apply for this grant...this showed that many people do not have a basic income in the area. There was a time when the government delayed processing the funds to them, and many of them starved.
(Mandisa, Female, 29-year-old)

For Farris (2020), the Gini-Coefficient is used to measure inequality and differs between zero, which indicates complete equality and one, which reflects absolute inequality –few individuals have all the income, and most individuals have none. According to Endumeni Integrated Development Plan (EIDP) (2020: 115), the Gini Coefficient for the UDM increased from, “0.59 in 1996 to 0.61 in 2009 and peaked at 0.63 in 2019.” This showed a moderately high level of inequality in communities under the Umzinyathi District Municipality (UDM). Furthermore, the Gini Coefficient of ELM was 0.68 in 2010, whereas it was 0.57 in 1996. This shows that the inequality gap has risen in ELM and requires the government to address this unfair economic gap. According to one of the DSD officials that worked with SASSA, a social worker by profession mentioned that:

...there establishment of the tender system in South Africa has widened the poverty and inequality gap...and it has created a pool of “black middle-class” on the other hand, many companies have collapsed, left many people jobless, and the government has tenderised the Expanded Public Works Programme (EPWP) and only one person benefits through the name of creating jobs while paying people “peanuts”. (Jackson, Male, 56-year-old)

Although there might be challenges for the government to completely address the challenge of inequality because the Endumeni Local Municipality (ELM) population was increasing –as it increased from 51 101 population in 2001 to 64 862 population as recorded in the 2011 census (EIDP, 2020). The economy and development of ELM must provide for the growing population despite the poor Local Economic Development (LED) in places under ELM. In light of the socio-economic ills such as poverty and inequality, the failure of the economy to keep an increasing labour force deteriorated the living standards of ELM community

Figure 6.1: The increasing rate of the Endumeni population between 1996 and 2011



Source: Endumeni Integrated Development Plan (EIDP) (2020: 110)

In 1996, the population of ELM was above 40 000 population, while in 2001, it increased and was close to 50 000 population, and in 2011, it grew to above 60 000 population (EIDP, 2020). The Ecosystems Perspective (EP) argues that the increasing population has a negative impact on the consumption of resources such as food, land, air, water, fossil fuels, and minerals (Gitterman & Germain, 2008). There is an increase in the population of Endumeni Local Municipality (ELM) because of urbanisation brought by the pulling factors, such as job opportunities and upgraded infrastructure, that are found in ELM (as most areas in this municipality are urban) and are scarce in rural areas, such as Nquthu, Umvoti, and Msinga, within Umzinyathi District Municipality (UDM). According to Bakker *et al.* (2020), the causes of urbanisation worsened in democratic South Africa when people got the liberty to move around in search of financial opportunities in urban areas.

6.3 Economic development to address poverty and inequality

South Africa is spending more than it has; it has a negative budget deficit, paying debt and spending much revenue on it. There is a fiscal crisis in South Africa because of the looting of state funds by the fourth democratically elected government because the debt to Gross Domestic Product (GDP) is distressing as it puts a country into a risky debt trap (Madonsela, 2019; Roets, 2016). Upright governance and a diversified economy are a solution to address

this challenge. A country can have resources, but if it fails to manage its economy and govern properly, it will have low economic growth (Alence & Pitcher, 2019). One of the administrators who work for SASSA, and was interviewed in this study, mentioned that some employees have left and some are planning to leave the country for greener pastures to overseas countries because of poor economic growth in South Africa, which leads to low salary increase and worker-friendly environment. He stated the following:

There is no money in South Africa, my colleagues went overseas, and some are planning to leave soon. The Department of Social Development (DSD) expects us to meet targets quarterly without adequate support and salary increases. That is why our offices are always overcrowded and have poor work service. Look at this computer (...he shows one of the office computers) it was bought in 2008, and its windows were last updated in 2013.

(Ntokozo, Male, 41-year-old)

The South African government has been able to maintain the value of money but is incapable of growing the economy (Madonsela, 2019; Pauw & Mncube, 2007). This is because the government puts less support on enterprise advancement which is fundamental to grow the economy once the enabling environment has been created, and the government decelerates to push the productive sectors to become robust. The agricultural and industrial sectors are vital in boosting the South Africa's economy, but these sectors are dominated by the few and partially contribute to improving the lives of the poor in many parts of South Africa (Mubecua & Nojiyeza, 2020). A young man that once obtained the Child Support Grant (CSG) had this to say:

Most young people with matric certificates are easily employed at retail stores and franchises as cashiers, waiters/waitresses and packers because there are more retail stores and restaurants than industries in Endumeni Local Municipality (ELM). We are lucky to have these stores in our town because we would have struggled to secure jobs.

(Smanga, Male, 19-year-old)

The ELM's economy relies on tertiary services such as the retail industry, financial sectors, hotels and tourism services, restaurants and cafes, and transport, but the important sectors, namely, the primary and secondary sectors are falling. Since the mid-twentieth century, South Africa has moved from a primary and secondary economy to an economy determined by the tertiary sector (Burger & Fourie, 2019). An indigenous person in Glencoe who was a beneficiary of Grant-In-Aid complained in this way:

Our areas (Glencoe and Dundee) are rich in coal...there is much coal underground; if you dig, you find coal, but we are prohibited from digging and selling it. We are told to apply for a mining licence which is often unsuccessful. The saddest part is that coal companies do not care about our health since air, land, and water are polluted by coal dust.

(Vusumuzi, Male, 72-year-old)

Another participant concurs with Vusumuzi:

Indigenous people in Endumeni do not own even a single mine...we cannot make a living with the mineral resource that is abundant under the ground, which is coal. There are gatekeepers...when we dig it, we are called illegal miners. Even the municipality does nothing to assist us in securing licences to dig coal and commercialise with it.

(Mandla, Male, 62-year-old)

It is believed that social class in most developed countries are diamond-shaped, fewer people are rich, fewer people live in extreme poverty, and the majority is in the middle class; nonetheless, the shape of South Africa's class is triangle (pyramid) shaped with few wealth individuals at the upper-class, middle-class people at the centre, and the majority is at the bottom in abject poverty (Armstrong, 2016). The fastest-growing economies in Africa in this decade are found in Rwanda, Ethiopia, Tanzania, Côte d'Ivoire, Mozambique, and the Democratic Republic of Congo (DRC) –their economies grew consistently (African Development Bank (ADB), 2020). This indicates that not only minerals drive growth in an economy since some of these countries grow their economies by concentrating on tourism – although Africa is the most mis-marketed and undermarketed continent in the world. A beneficiary of the Social Relief of Distress (SRD) grant believes that events such as the Dundee

July, an annual horse riding and horse race, are not welcoming businesses owned by young local people. This is what she had to say:

I am a fashion designer by profession, and I have been trying to put my business into the market, but some gatekeepers want favours, especially in Dundee July, which is believed to inject more than 15 million into Endumeni's local economy. My brother is also a Disc Jockey (DJ), he has been trying to get a gig in this event, but his application has never been successful.
(Senamile, Female, 23-year-old)

This statement shows how power, crony capitalism, gatekeeping, and patronage networks affected the youth with various skills and talents. Beresford (2015) believes that the gatekeepers' politics create challenges for vulnerable people because political leaders in power in the public and private sectors act as gatekeepers by controlling access to the opportunities and resources they control.

6.3.1 Inclusive economy

More than two decades ago, subsequent the attainment of democracy, South Africa's economy does not grow as much as many South Africans expected; instead of growing, it puts poor people into deprivation and disparity (World Bank (WB), 2018). Still, poverty has a "black face" in South Africa. According to the participants who received the Child Support Grant (CSG) since he was born, it is like that because of the following:

Apartheid did not end in 1994 in South Africa because most "black people" continue to suffer because of persisting injustices created by this system (Apartheid)...It has changed its form and is determined by markets dominated by those who unfairly benefited during colonisation and apartheid. There is now an economic apartheid.
(Sipho, Male, 18-year-old)

This shows that the majority of South Africa's wealth is still in the hands of the few, and this unjust condition needs to be addressed with radical economic policies to address the socio-economic problems while growing the country's economy. Although Madonsela (2019: 115) states that post-apartheid, "the radical economic transformation resulted in the creation of a patronage network and the capturing of State-Owned Enterprises and the illicit activities of the Zuma-Gupta network." South Africa's fiscal policies have not generated adequate jobs and economic freedom to address apartheid's legacies that persist even in post-apartheid government.

The apartheid government created business owners, predominately Europeans who unfairly benefited from the system of oppression. According to Bernstein (2017), "white" monopoly capitalists claim that policies such as the Radical Economic Transformation (RET) are emotional-driven and will make business owners and investors withdraw their investments and close their businesses if their companies are to be expropriated without reimbursement. That will negatively impact poorer individuals who work in those companies as there will be fewer chances of employment as many companies will shut down (Roets, 2016). Most of those individuals will be "black people" as almost 90 percent of the South African population is "black" since in this context "black people" are those who were excluded by the colonisation and apartheid systems on the basis that they were not "white". However, the expropriation of land without compensation is not a "silver bullet" that will automatically solve the country's problems unless an effective government implements it. The current government is inefficient, so without a capable state, it might be challenging to manage the land properly once it has been expropriated. One of the beneficiaries of the Old Age Grant (OAG) argued that apartheid was brutal but catered for its people ("whites"), and this is what he had to say:

During the apartheid most people were forced to work; it was a crime to be unemployed... "white" people were in senior positions because of their race...and the tender system was not as ordinary as it is now. The government was hiring people directly and not through outsourcing, and those people were becoming permanent. (Jabulani, Male, 69-year-old)

Finn (2015) states that in developing countries like South Africa, access to wage labour preserves many families, and the labour market is regarded as an essential means for solving problems related to inequality and poverty. Therefore, Mackett (2020) suggests that for individuals who cannot participate in wage labour, the government should provide them with social assistance (grants). But if there is a high rate of unemployment and a high number of people who rely on social assistance, that might be a burden on the government. This is what was said by the participant during the interview when she was asked about the source of social grants in South Africa:

...it is a long process; it comes from the government, the government gets it from foreign aid, other from tax and economical production of the country, it is money from a mixture of sources...then some portion is allocated to social grants. So, the vital source for social grants is tax. South Africa has because it has an effective tax system that is why there must be a wealth tax to fund the Basic Income Grant (BIG).

(Smangele, Female, 21-year-old)

When European people were in power, they focused on the primary and secondary sectors to grow the economy. Most of them are still dominating in these sectors, although the government seems to be controlled by African people (Mbete, 2015; Ntlama, 2016). Therefore, the democratic government must recruit African people, especially youth and women, into the agricultural sector and industrial sector, although there are gatekeepers in these important sectors that drive the economy (Mubecua & Nojiyeza, 2020). The government's food acquisition must be from small-scale farmers, and there must be legislation stipulating that this sector becomes an effective fiscal activity for many poor people; priority must be given to African women and youth. This shows that European people controlled everything during the colonisation and apartheid eras; they owned resources above the land, on the land, under the land, and in the sea. They were controlling even water management entities, which is a clear indication that they owned even clouds in the sky because for precipitation (rain) to occur so that people can get water there must be condensation in the clouds. "The racial policies on societal segregation reflected the ownership of land and access to water in South Africa...the Land Act of 1913 opened the doors for European ownership of 87 percent of land and minerals such as water", according to Sinha and Kumar (2019: 822). One of the participants criticises the democratic government for failing to address the financial exclusion of African people and

the luring of people by the government to choose financial compensation over actual land; below are her sentiments:

In 2007 and 2013 most of the households that the Apartheid government forcefully moved in 1963 due to Group Areas Act, received R37 000 per household from the Department of Rural Development and Land Reform (DRDLR) as the compensation. However, people were not consulted on whether to be compensated with money, or their land returned to them. My family took that money because of poverty and inequality created by Apartheid, but we still want our land back. (James, Male, 66-year-old)

Giving “black people” their land, which was wrongfully taken and not given ownership over the minerals and resources above the land, on the land, under the land and in the sea, cannot eradicate poverty and address inequality in South Africa. In South Africa, it is not an easy task for “black people” to regain ownership of land, minerals, and resources unless the Constitution is amended (Mubecua & Nojiyeza, 2020). What is the point for “black people” to own hectares of land for commercial farming but not have market access to sell their produce because of certain gatekeepers who shut the market in retailers because of racial and political squabbles? In addition, they discover that under that land, a certain mine has access to underground mineral resources without them (“black people”) knowing. “Despite the implementation of land reform programmes as instruments for addressing land injustice, promoting land utilisation, and combating other land-related problems, there is compelling evidence of land inequality, rising poverty levels, land agitations and farm battles” (Akinola, 2020: 215). In South Africa, the land reforms have been undertaken, with partial success and remarkable failures. Economic and social transformation is needed in South Africa because the legacy of apartheid continues to propagate inequality in the form of institutional racism (Tsheola & Makhudu, 2019). Although transformation means fundamentally breaking with the past, the race of people who bring transformation is important because they (especially “whites”) cannot make beneficiaries (most “black”) of that transformation to be better than them. A young woman who participated in this study as she once received the Child Support Grant (CSG) said this:

We want economic freedom as “black people” which our forefathers had when there were no European people in Africa. Justice must be done by

giving us what is due to us; we do not need transformation, we need justice. Our grandparents were promised by the Truth and Reconciliation Commission (TRC) to get reparations since they suffered gross human rights violations during apartheid, but nothing has been given to them. They were forced to forgive and reconcile with the apartheid perpetrators.

(Sindisiwe, Female, 20-year-old)

The ruling organisation, which is African National Congress (ANC) in the democratic government, should have ensured that “black people” enter in three main sectors –primary, secondary, and tertiary– immediately when it came into power (Bernstein, 2017). It should have kept European people in these sectors that they unfairly benefited during colonisation and apartheid on condition that they equally share the land with “black people” and economically contribute towards empowering them with skills and knowledge to keep sectors sustainable and flourishing (Ntsebeza, 2011). One of the participants who received the Social Relief of Distress (SRD) grant and is affiliated with a certain political party which European people dominate, had this to say:

If we could demolish buildings built by the apartheid government and leave those built by the democratic government no city and town would stand and function properly; only shacks and RDP houses would remain... Our leaders need to understand that people do not only need social grants to live. The government must create industries and let people work rather than being fed with money, creating dependency.

(Smangele, Female, 21-year-old)

The status quo in South Africa in the fourth and fifth democratically elected governments is the expropriation of land without compensation; as a result, there is a decline of production in the agricultural sector and industrial sector because of policy issues, sectoral support that is not adequately offered, and political uncertainties which result in the withdrawal of multinational corporation in South Africa (Congressional Research Services (CRS), 2020). The government’s support to ensure that productive sectors are flourishing can enable the Small, Medium and Micro Enterprises (SMMEs) to create jobs, grow the economy, and promote innovation, as most of them have a multiplier effect and are independent (Bvuma & Marnewick, 2020; Makwara, 2019) –since the era of 4th Industrial Revolution (4IR) has started.

South Africa has a fundamental and advanced infrastructure, and logistics networks are available, although there is deindustrialisation happening in towns (Pauw & Mncube, 2007), like Glencoe and Dundee in KwaZulu-Natal. The South African citizens, especially “black people”, and the youth, must be hands-on and refrain from depending on the government because they consequently suffer because of political patronage and the government’s erroneous decisions (Beresford, 2015). The decisions include allowing the so-called “state capture” and the privatisation of State-Owned Enterprises (SOEs) such as Eskom, Transnet, and South African Airways. This is what was said by one of the participants:

Most young people suffer because of elderly people in government due to political affiliation and unverified political credentials, especially in parliament and municipalities. They are ageing, and they sleep during important deliberations in parliament. They think for young people and make decisions for youth (laughs)...they do not involve young people with fresh minds. Older cabinet members should step down and put new and young people in parliament who will revitalise the social grants system and come up with new methods, technologies, and structures.

(Andile, Male, 20-year-old)

This is because the preface of the South African Constitution starts with, “we, the people of South Africa...” (Republic of South Africa, 1996: 1), not the politicians. Bwalya-Umar *et al.* (2021) maintain that, since the load shedding started in South Africa, the economy lost approximately billions in a single day because of power outages, which indicates that South Africans are poor by choice not because of a lack of resources but because of poor leadership. Rakotonirainy *et al.* (2019) state that load shedding has a negative impact on economy and social life of people in South Africa.

6.4 Social grants contrasted with a decent educational system

Stats SA (2020) states that in 2001 there was 15,5 percent of the population which was above 20 years of age with no formal education in ELM, and in 2011 the percentage declined to 7 percent. The percentage for the population with Higher Education who were above 20 years of age at ELM rose from 7,8 percent in 2001 to 10,7 percent in 2011. There was a rising

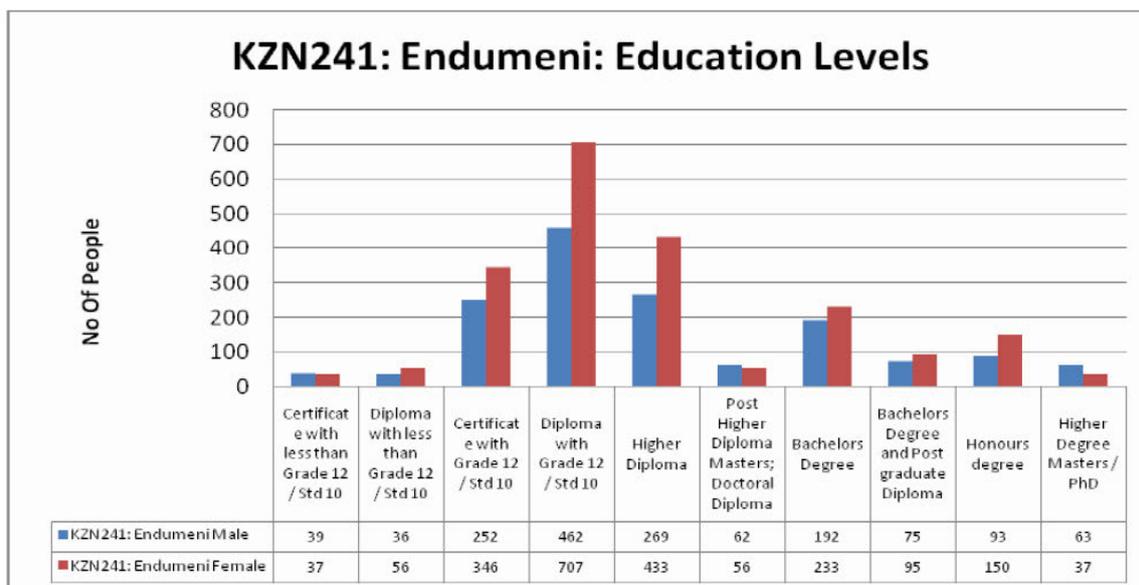
percentage of the population with matric qualification from 22,2 percent in 2001 to 31,8 percent in 2011. According to EIDP (2020), it is believed that the establishment of the Amajuba Technical, Vocational and Training (ATVET) centre raised the education profile for ELM, as Figure 6.2 shows an increased number of people with certificates with matric. According to Wheelahan (2009), the role of TVET centres is to train the youth to improve the knowledge, skills, and mindsets that are required in the labour market. The participant who received the Foster Care Grant (FCG) simultaneously with the National Student Financial Aid Scheme (NSFAS) grant mentioned this:

When the ATVET was established in Dundee town, I was one of the students who completed their N6 in Mechanical Engineering through the support of NSFAS. Sadly, I struggled to secure a job around Endumeni. I had to go to Pretoria to seek a job as a Mechanic. Graduates who work in the local industries complain about being underpaid.

(Mhlengi, Male, 20-year-old)

The ELM's community is becoming empowered as an increased percentage of women receive academic qualifications in institutions of higher learning. Although the three spheres of government fail to absorb most of the graduates; as a result, they seek greener pastures somewhere else. Drawing from Figure 6.2, the primary education enrolment in ELM increased from 90 percent in 2001 to 93 percent in 2011. This enrolment is an indicator of the education-driven society despite ELM's local economy challenges. Acheampong and Kayange (2016) believe that access to education is a human right which should be given to all, irrespective of socio-economic status. However, for many postgraduate students from poor households, their certificates are withheld due to outstanding historical debts since NSFAS pays for undergraduate certificates or degrees. Sustainable Livelihoods Approach (SLA) maintains that human capital can be improved through education and training so that better levels of quality and production can be reached. The high number of social grants beneficiaries and a slight number of small businesses owned by local people in ELM indicates that most people are unemployed and never got a chance to pursue basic entrepreneurial studies; as a result, they depend on the government to live.

Figure 6.2: Shows the levels of education in ELM



Source: ELM Integrated Development Plan (EIDP) (2020: 118)

South Africa is one of the African countries that were free from colonial masters and did not purposefully improve the quality of education, as observed by Mouton *et al.* (2013). When the democracy emerged in the country, “it became clear that the education system was flawed, with poorly performing teachers, poor work ethics, lack of community and parental support, poor control by education authorities, poor support for teachers and deficient levels of accountability” (Mouton *et al.*, 2013). A participant states that it solely depends on the social grant because of the poor education he received in high school. He had this to say:

I had to abandon school in 1997 when I was in standard eight because we had no teachers; we were using chairs and tables from our homes to study at school. Our classes were overcrowded....so I had to seek for a job in Johannesburg rather than schooling in an uncondusive environment...it was also hard to access tertiary education then. (Raymond, Male, 41-year-old)

The transformation of the academic curriculum to primary, secondary, and tertiary levels is needed because the other curricula make graduates unemployable (Lam *et al.*, 2007). What is learnt in South African schools and universities is not aligned with the policies of the country,

and the curricula promote that graduate should be employed and not become entrepreneurs to create jobs for themselves and others. This is because the Eurocentric curriculum that is adopted by the South African government promotes theory more than practice. This is evident when South Africa adopted the “Outcome-Based Education (OBE) from Australia and New Zealand, which was later viewed as a failure in many South African schools” (Mouton *et al.*, 2013: 1). This OBE was derogatorily called “*Othisha Basifaka Ehlathini (OBE)*” which in direct translation means, “teachers are leading us to forestry (darkness where there is no light)”. A “colonised” curriculum endorses cramming Eurocentric knowledge, which makes indigenous people to be “good” at memorising while they do not have psychological, cultural, or financial liberty. In Africa, the purpose of colonised curriculum was to create employees who would work for 30 days and be given “bribes” called wages once a month and a “doubled bribe” called a bonus once a year and become content. The intention for this is to create a labour force for those who own the means of production, determine the benefits for labourers and recommend better benefits for the middle class at the expense of the working class (Mbetse, 2015).

For South Africans, especially young people, access to post-school education must be viewed as a “good” thing because education drives up employability and unemployability drives poverty (Støren & Aamodt, 2010), although nowadays, job opportunities are scarce. Therefore, free education must not be viewed as a negative policy, as De Jager and Baard (2020); Acheampong and Kayange (2016) observe, but as a booster that can drive up economic growth in South Africa, although it comes at a cost. According to Van der Merwe and Langa (2019), free higher education can assist in reducing poverty and growing the economy in South Africa. One of the workers of SASSA concurred with this in this way:

I was a foster-cared child; after finishing matric, I received NSFAS and later a bursary from the Department of Social Development (DSD) to pursue a Bachelor of Social Work (BSW) degree at the University of Zululand (UZ), and after completing my degree I was placed by the government in this office...I can support my siblings since I am the only one working.

(Zethu, Female, 36-year-old)

The National Student Financial Aid Scheme (NSFAS) is a scheme that offers financial assistance to students to settle their fees for their tertiary education that is financed by the Department of Higher Education and Training (DHET) (De Villiers & Steyn, 2017), renders a similar service with the South African Social Security Agency (SASSA). SASSA deals with the distribution of social grants so that poor people can buy some food (SASSA, 2020; Nnaeme, 2018; Mabugu, 2015; Mackett; 2020), while NSFAS develops and enables young people from needy households that cannot afford tertiary education so that they can study, be employed, and contribute to the economy. However, NSFAS has more financial and technical challenges than SASSA, although there are more beneficiaries of social grants than students whom NSFAS funds –the budget of NSFAS is often limited and delayed. Although, according to Wildschut *et al.* (2018: 1):

...there is a growing problem of student debt and inadequate access to higher education faced by disadvantaged students, the South African government created the National Student Financial Aid Scheme (NSFAS) as an income-contingent funding arrangement in 1991 and formally replaced the Tertiary Education Fund of South Africa (TEFSA) in 1999 which had problems too.

This question stems up: Why an agency, which is SASSA, that deals with grants distributions is better managed than a scheme, which is NSFAS, that deals with the country's development? When students are sponsored in institutions of higher learning, the country gets more educated people who can assist in growing the economy (Wheelahan, 2009). Therefore, these questions and this claim are not saying SASSA should cease to distribute social grants but are arguing that distributing social grants is considered by the state as a better idea to fight poverty and inequality. Rather than developing and empowering young people by sponsoring them to further their studies so that they can be employed and contribute to the economy. NSFAS is in a dissatisfying situation than SASSA because of poor management and a lack of leadership to ensure that such a scheme is regulated and managed properly. Though it is not a design of the government to have a poorly managed NSFAS, officials fail to implement policies, turnaround strategies, and guidelines such as those on strategic plans and consequence management.

This is because the system at SASSA is better managed than the system at NSFAS, as there are fewer beneficiaries of social grants who often protest because of late payment of their social grants compared to students in universities and colleges who often protest because of delays and insufficient fees payments by the NSFAS. Ayodeji-Falade and Osunkunle (2021) argue that student tuitions rise yearly and NSFAS funds are not increased; thus, students should settle debts from NSFAS and university interests. The main challenge of NSFAS is that it is underfinanced and requires three times the budget to meet the demand (Department of Higher Education and Training (DHET), 2013 cited in Webb, 2019). A participant that received the Foster Care Grant (FCG), and could not study in university because she did not receive NSFAS due to failure to upload the required documents on time, had this to say:

I tried to call NSFAS offices about my poor internet connection, as I stay in a remote area, but did not answer my call. I even tried to find a local or Local Office (LO) of NSFAS, but I could not find it. When I called the university, I was told to contact the NSFAS office via email, but that email was not responded to.
(Andile, Female, 20-year-old)

There is only one centralised office of NSFAS (De Villiers & Steyn, 2017), which is in one province for the entire country, but SASSA has many Local Service Offices (LSOs), District Offices (DOs), and Regional Offices (ROs) across the country. The next section looks at government support necessary for eradicating poverty and inequality in places like Endumeni Local Municipality (ELM) that have a high unemployment rate, crime, and unplanned teenage pregnancy.

6.5 Government support in high unemployment conditions

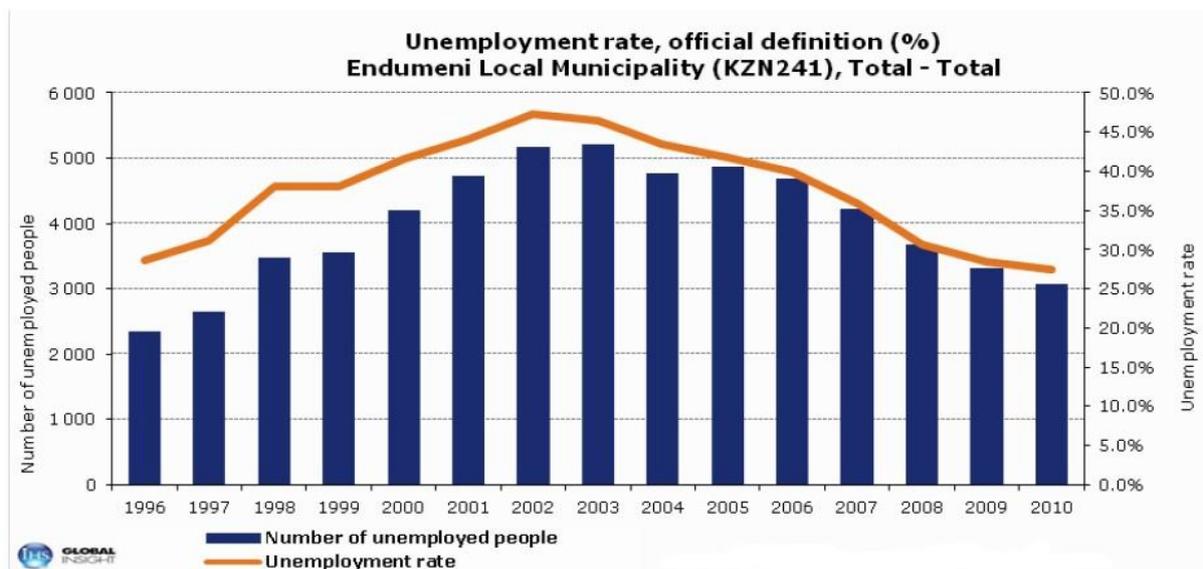
The rate of unemployment for ELM slightly dropped from 47 percent in 2002 to 26,4 percent in 2010, and it was less than the Umzinyathi District Municipality's (UDM's) unemployment

rate, which was 36,5 percent and the KwaZulu-Natal’s unemployment rate which was 33 percent (Stats SA, 2020). According to Global Insight (n.d. cited in EIDP, 2020) the rate of unemployment in ELM declined from 28 percent in 1996 to 27,5 percent in 2010, as Figure 6.3 shows that 26 percent of people, in ELM were unemployed in 2010, but higher in 2002 as the unemployment rate was 47 percent. The beneficiary of the War Veteran Grant (WVG), who has been in ELM for many years, stated a reason for the high unemployment rate around 2002 and said:

In early 2000, many industries were closed in Dundee and Glencoe towns, the only towns in Endumeni, and some retrenched workers...Glencoe’s railway junction was also closed and many people lost their jobs, and that affected the local economy...Most children were losing their parents due to HIV/ AIDS prevalence that was increasing.

(Sarah, Female, 89-year-old)

Figure 6.3: The unemployment rate in Endumeni Local Municipality (ELM)



Source: Integrated Development Plan (EIDP) (2020: 117)

Implementing the Expanded Public Works Programme (EPWP) assists in reducing the unemployment rate in ELM. Although most of the participants in an FGD believe that the

government has not adequately addressed the problem of unemployment because this programme creates unsustainable jobs. Maphanga and Mazenda (2019) concur that EPWP offers participants temporary work, low stipends, and inadequate training periods. A beneficiary of the War Veteran Grant (WVG) mentioned that the state must create a grant for unemployed people because beneficiaries of Child Support Grant (CSG), Disability Grant (DG), and Old Age Grant (OAG) end up supporting most of the family members with their grants –especially those who are unemployed. This is what he had to say:

The employment brought by Expanded Public Works Programme (EPWP) is not guaranteed because you should work for specific years and exit. So, there is a need for a grant to ensure that those who exit such a programme also have a basic income. Their exit strategy directs those who previously benefited from this programme back to poverty.

(Bhekimpi, Male, 85-year-old)

The Basic Income Grant (BIG), which must permanently replace the SRD grant, a temporary relief grant, has been a severe challenge since the government views it as unfeasible due to fiscal constraints (Barchiesi, 2009). The National Treasury of South Africa (NTSA) claims that this grant might cause additional expenditures the state cannot afford. However, the government states that there is no budget for BIG (Marais, 2020; Sadiq & Du Preez, 2021; Patel, 2005). The government is obliged to search for funds for this grant because the longer it continues to be given to people, the more it will be able to generate its revenue without the state seeking money elsewhere. The government can create strategies to fund this grant (BIG), like cutting some government's expenses and taxing the wealthy more, as they are not adding their money to the economy but saving and using it for other purposes outside the country. It is believed that this kind of grant (BIG) can allow people to buy essential services such as food, medication, and most things they need to survive and live a decent standard of living (Senona, 2020). When participants were asked about other ways that the government can implement to fight against poverty and inequality besides giving poor people social grants, one of the participants in a mixed FGD suggested that:

The government must create something sustainable rather than just giving people money. The billions that it (the government) has used to pay SRD

grants to people, it should have been used to develop and create more industries and agricultural sectors so that those people who had to be paid the SRD grant could be employed. (Xolani, Male, 44-year-old)

This suggestion is contrary to what was said by other participants who believe that the government should fight poverty by just giving people social grants. Their suggestion recommends that the government must spend much money on establishing and financing existing companies and industries that are developing, categorised as Small, Medium and Micro Enterprises (SMMEs), that can produce goods for our local consumption to limit imports and create substantial jobs.

6.6 Structures fighting poverty and inequality in Endumeni Local Municipality (ELM)

Like in many municipalities in KwaZulu-Natal (KZN), the purpose of “*Operation Sukuma Sakhe*” (OSS), meaning “Rise up and Build”, in ELM is to assist poverty-stricken communities to bring development in these communities, and to ensure that communities in conjunction with private and public sectors fight against poverty and inequality (Endumeni Integrated Development Plan (IDP), 2020). While this programme focuses on alleviating poverty and addressing inequality, it also fights against Human Immunodeficiency Virus (HIV) and Acquired Immuno-Deficiency Syndrome (AIDS) infections, as poverty results in malnourishment which affects the human immune system. This is what was stated by a participant who once benefited from one of the OSS programmes:

As an orphaned child, I grew up getting meals and school uniform at...Care Centre, which is under the War Room programme. Again, the Community Care Givers (CCGs) come to check up on me and encourage me to continuously take my medication for chronic illness. My family was also getting seeds from the ‘One Home, One Garden’ programme, which is also part of OSS. (Sipho, Male, 18-year-old)

Ndlovu and Msweli (2016) state that the government and its stakeholders adopt the OSS programme to fight poverty and inequality while ensuring that HIV/AIDS is not spreading. To

ensure that this programme functions appropriately, the Endumeni Local Municipality (ELM) has an OSS District structure that frequently visits war rooms, places where OSS local facilities are located to help people, in all wards to check that the needs of the people are met and, their challenges are properly addressed. Furthermore, the ELM trains and develops people through the Expanded Public Works Programme (EPWP) programme, thus keeping economic growth, promoting sustainable development, alleviating poverty, and offering equal opportunities for community members. According to EIDP (2020) 25 percent of the municipal projects in ELM are EPWP operated through corporations between community, government, and civil society. Some participants raised complaints about the incompetency of some EPWP workers. A beneficiary of Old Age Grant (OAG) had this to say when asked about strategies the government must adopt to fight poverty and inequality except giving people social grants:

The government is trying to create jobs...our children are ungrateful; you find those working in EPWP sleeping under the trees and not working. Some bunk or never pitch up. The younger generation of today likes to be spoon fed by the government. They should understand that the government will only partially equip and develop them. So, they must stop relying on the government to find jobs. They must create jobs and be entrepreneurs.

(Mandla, Male, 62-year-old)

Parker (2020) states that some of the workers in this programme lack discipline and mentoring. The CWPs are ineffective in reaching the objectives that are connected to poverty eradication because of challenges such as the lack of energetic involvement by community members, poor management, lack of infrastructure and equipment to run the programmes efficiently (Tshishonga & Matsiliza, 2021). However, these challenges compromise the sustainability of CWPs, which intend to address the triplet challenges of poverty, inequality, and unemployment in South Africa because of the apartheid's legacy and the execution of neo-liberal policies in the post-apartheid period, which lead to socio-economic marginalisation, segregation and leave poor individuals into the deprivation trap. Again, the Community Work Programme (CWP) is another umbrella programme of EPWP implemented in the Non-Governmental Organisations (NGOs) as a public employment programme (Van der Merwe & Langa, 2019).

This programme is temporarily employing community members on a contract basis to do community work in their communities –especially the vulnerable groups such as youth, women, elderly people, and people living with disabilities. Fouksman (2020) defines CWP as a community-driven programme funded by the government, created to give interim employment to needy people by giving them a few days of work every month. Their duties comprise taking care of Orphans and Vulnerable Children (OVC), assisting sick people, supporting educators in schools, and collaborating with the police to keep security and fight against crime (Parker, 2020). Those who are participating in this programme earn not less than R50 a day, and their salaries are paid into their bank accounts (Axbard *et al.*, 2021).

6.7 Conclusion

This chapter has analysed and interpreted the state of poverty and inequality in Endumeni Local Municipality (ELM) and has given the perceptions of beneficiaries of social grants and workers of SASSA regarding the strategies to end poverty and address inequality in this area. Firstly, it started by looking at poverty and inequality in general and discussed the state of poverty in ELM (poverty gap and inequality gap in ELM). Secondly, it analysed economic development's role in ending poverty and addressing inequality to ensure an inclusive economic system. Thirdly, it contrasted the social grants system with the education system adopted by the government. Fourthly, it examined the government's support during the high unemployment rate and structures fighting poverty and inequality in ELM. The following chapter analyses the efficient strategies to distribute social grants to beneficiaries in ELM.

CHAPTER SEVEN: THE EFFICIENT STRATEGIES TO DISTRIBUTE SOCIAL GRANTS TO BENEFICIARIES IN ENDUMENI LOCAL MUNICIPALITY

“Social security is not just another government spending program. It is a promise from generation to generation” (Johnson, 2013, n.p.).

7.1 Introduction

This chapter responds to this study’s second and third research sub-questions, namely, how effective is the South African Social Security Agency (SASSA) in ensuring that social grants are distributed accordingly? and what other means can be adopted to distribute social grants? It provides an account –from observation, interviews, and focus group discussions (FGDs) – of the methods of social grants payment that is mostly used by beneficiaries in Endumeni Local Municipality (ELM), the places where the beneficiaries obtain and spend their social grants in ELM, and the distance they travel or walk on average to the pay points. This chapter also focuses on the duration they (beneficiaries of social grants) wait for their money at the pay points. The researcher observed and asked the beneficiaries and procurators how the queues are moving at the pay points, what activities are taking place at the pay points, who fetch the most social grants and how social grants corruption is addressed and by whom, and who among them is the most aware of investing through banking. It also analyses the role that can be played by the 4th Industrial Revolution (4IR) in distributing social grants in ELM.

In other words, the daily challenges faced by the recipients of social grants when accessing their grants are presented in this chapter. As this chapter exposes the reality of challenges, the recipients of social grants encounter when receiving their money. It must be noted that the beneficiaries of social grants receive and spend their money differently. This study is not an effort to criticise anyone or blame any institution accountable for the distribution of social grants in Endumeni Local Municipality (ELM) but suggests effective ways to distribute social grants to beneficiaries. The description of beneficiaries of social grants and the state of pay

points in ELM are derived from the researcher's overt observation, as stated in the methodology (Chapter five), which were conducted in various settings, namely, two South African Post Offices (SAPOs) (located in Glencoe town and Dundee town), seven supermarkets, and five ATMs. The researcher conducted observation during the payday of social grants. During the observation, the researcher engaged with the beneficiaries of social grants by using their home language (isiZulu) and partook in activities they were doing – such as carrying and transporting groceries for them as they usually buy groceries on a payday. The researcher also kept notes of his experiences and reactions, as well as incidents he came across, to have an unbiased perspective when analysing and interpreting data (Creswell, 2009). The researcher conducted this observation in August and September 2021 after completing the one-on-one interviews and FGDs.

7.2 Methods of social grant payment used by beneficiaries in ELM

In South Africa, SASSA is accountable for administering, managing, and paying social grants (Fanta *et al.*, 2017). The Ecosystem Perspective (EP) that was adopted in this study indicates that the system evolves (Teater, 2014), and has multipart components that are directly and indirectly connected. This means that various components of a system do not work independently but depend on one another to keep an entire system functional (Kirst-Ashman & Hull, 2002). When fraud and corruption worsened in this entity, SASSA executed the biometric-based system to stop corruption and fraud in social grants. SASSA (2020) mentions that the beneficiaries of social grants can use a biometric-based card (see Figure 7.1) to collect cash anywhere and anytime in South Africa by using different payment channels, like Automated Teller Machines (ATMs), pay points of social grants, and certain merchant stores. According to Baskaran *et al.* (2020), it is believed that the payment of social grants through the biometric-based system reduces the challenge of fraud and corruption. There was a gap in the biometric-based system as fraud and corruption were rife.

The EP in Teater (2014) states that when a component is separated from a system, a system cannot function efficiently, especially when any of the components is removed. This means that various components of a system do not work independently but work by depending on each other or one another to keep the entire system's functionality. Gelb and Decker (2012) maintain that in South Africa, the implementation of a biometric identification system eradicates almost 25 percent of non-existing recipients of social grants and unauthorised transactions from the system of SASSA. The epistemic value was evident during the introduction of this system, as this value comes from innovation and the desire to understand something new. Xiao *et al.* (2015: 5) state that, "if the perceived epistemic value of a certain payment technology is high, consumers might choose to use the technology simply because of the curiosity and the desire to learn something new." Figure 7.1 shows the biometric-based SASSA card for beneficiaries of social grants:

Figure 7.1: A SASSA debit card which was introduced in 2021



One of the beneficiaries of social grants had this to say:

Since I got the new card from SASSA and started to use my thumbprint on a machine (biometric-based) when collecting my grant, I have never

experienced the problem of getting the deducted Child Support Grant (CSG) for my child because of airtime and prepaid electricity bought without my permission. Previously, this affected me as it stole from the little I was getting.
(Smangele, Female, 21-year-old)

Likewise, one of the officials of SASSA attested to this by saying:

After implementing biometric-based cards for social grants, we have experienced fewer complaints about purchasing airtime, prepaid electricity, and payment of funeral covers that are unauthorised by beneficiaries of social grants. This system brought significant measures to minimise fraud and corruption.
(Jackson, Male, 56-year-old)

SASSA (2020) states that the biometric-based system helps identify the right beneficiary. Therefore, the beneficiaries of social grants in ELM use two methods, that is, manual payment method and electronic payment method, to collect their social grants. One of the challenges SASSA faced was regulating the spending of social grants by beneficiaries. During the outbreak of Corona Virus (Covid-19), when the South African government implemented the “hard lockdown”, there were many cases of social grants withdrawn outside the country (Baskaran *et al.*, 2020; Bhorat *et al.*, 2021). However, this is contrary to one of the mandatory requirements, as for one to qualify for social grant in South Africa, that individual should be a South African citizen or a permanent resident and access and utilise that grant inside South Africa. One of the officials of SASSA had this to say:

SASSA, through the Department of Social Development (DSD), is tracing those beneficiaries of social grants who withdraw and utilise their grants outside South Africa. It will be easy to see how, where, and when the money is utilised if those beneficiaries swipe their cards even outside the country.
(Ntokozo, Male, 41-year-old)

When the official of SASSA was asked about the consequences that might be faced by those who withdrew and utilised social grants outside the country. He stated that the Social Assistance Act of 2004 only specifies that the discontinuation of the grants may only occur, “if

a beneficiary intends to be absent from the Republic for a period exceeding 90 days, he or she must inform SASSA thereof before leaving the Republic, and SASSA must suspend the payment of a grant until that beneficiary or procurator, as the case may be, appears in person before the Agency and informs the Agency that the beneficiary has returned permanently to the Republic” (Social Assistance Act (SAA), 2004: 14). However, this indicates that this act is not being followed by the beneficiary and the agency is failing to regulate the accessibility and utilisation of social grants. This gap must be addressed by denying accessibility of South African social grants from pay points outside the country. The accessibility and utilisation of social grants outside the country are challenges brought by the introduction of paying social grants electronically. Although the electronic payment method is regarded as convenient, compared to the manual payment method, for many beneficiaries.

7.2.1 Manual payment method and electronic payment method

Cwayi and Kogeda (2013) state that, for manual payment the method, the grant is physically distributed to beneficiaries at different pay points such as the South African Post Offices (SAPO) or state’s offices. While for the electronic payment method, the grant is paid into the personal bank account of a beneficiary and can be collected, by a beneficiary or a procurator, from banks or retail stores that permit the payment of such grants (Cwayi & Kogeda, 2013). Buldas *et al.* (2021) state that, “in the last decades, electronic payment systems have been crucial for the development of economies and societies.” Before the introduction of contemporary banking system, the banking process was manually done which resulted in a slowdown in payment of transactions as this system included sending transactions from one account to another with person’s hands (Nwankwo & Eze, 2013).

They further state that the calculation of cash which is contemporarily done with electronic machines, such as computers, was calculated manually, which was not always precise as there were human errors. Oberländer and Brossman (2014) maintain that the electronic payment method has two steps; namely, government’s entity such as SASSA in South Africa electronically transfers money to the bank, which deposits the money into personal bank

accounts; and then the recipients can withdraw their money from their accounts at any bank or retail store at any time. Xiao *et al.* (2015) state that when people are introduced to new technology, different reasons influence their choice about when and how they will use it. During the interviews and FDGs, most of the social grant beneficiaries showed that they prefer the electronic payment method over the manual payment method. This is what they had to say:

I would not say I like a manual payment method, whereby I must fetch my money from a pay point. My Social Relief of Distress (SRD) grant is paid through my bank account and I do not withdraw it at once; it stays in my account for a rainy day. This helps me save for December and January when children should return to school. (Nkosikhona, Male, 21-year-old)

Contrary to this, one of the elderly people who get an Old Age Grant (OAG) stated this:

I prefer a manual payment method because I am not too fond of banking; some banks are corrupt. When I was growing up, my parents did not have a bank account, but they could save inside the house. So, I think the government must directly give me my grant, not via the bank. The bank where I often collect my grant is always overcrowded and sometimes gets offline. (Josephina, Female, 71-year-old)

As the Ecosystems Perspective (EP) argues that the system evolves, “the cashless society is around the corner, as payments are becoming more digitalised” (Xiao *et al.*, 2015: 1). However, Mashigo (2019) argues that there are some challenges facing electronic payment method in South Africa. These challenges include network reliability, caused by the instability of electricity due to load shedding, at Point of Sales (PoS) which creates an impediment as money is not received by the beneficiaries of social grants on time (Nwankwo & Eze, 2013). Nevertheless, like any electronic system, the electronic payment method has its strengths and weaknesses (Nkhoma, 2019). One of the officials of SASSA mentioned various strengths and weaknesses of the electronic payment method for social grants.

He noted that for recipients of social grants to choose when to collect their grants at a pay point, they prefer is convenient and safer for recipients. Although the system can be hacked, and that might create delays and problems when distributing social grants to beneficiaries. Nevertheless, Xiao *et al.* (2015) maintain that the choice to collect money, social grants in this case, with a particular payment method is influenced by perceptions of recipients of social grants and how well the method meets their needs when they collect their grants. Furthermore, the official of SASSA mentioned the opportunity that the electronic payment methods bring to the beneficiaries in the era of the 4th Industrial Revolution (4IR), and this is what he had to say:

We need not to deny the fact that technology is advanced now; the electronic payment method offers the beneficiaries an opportunity to learn how to operate modern devices, such as Automated Teller Machines (ATMs), to withdraw money. We are in the Fourth Industrial Revolution (4IR) era, where technology is advancing. (Sphelele, Female, 39-year-old)

Figure 7.2 shows ATMs of different banks and payment services in one of the retail stores where some social grants beneficiaries receive their money in Endumeni Local Municipality (ELM). During the researcher's observation, no one from the bank or store assisted those unfamiliar with operating the ATMs. It was unlike at the South African Post Office (SAPO), where recipients of social grants who were queueing to obtain their social grants were helped by workers of SAPO and officials of SASSA when there was a problem that needed their attention and intervention.

Figure: 7.2: Automated Teller Machines in one of the retail stores in Dundee town



Those who could not use the ATMs requested anyone to assist after spending much time trying to access money but failing. The lines were mixed, depending on the ATM the customers preferred to use; there were no lines for beneficiaries of social grants and ordinary bank customers during the withdrawals. However, this made many ordinary bank customers complain about long queues since there were beneficiaries of social grants who took a long to withdraw money. Using the lens of the Empowerment-Based Approach (EBA) by Gitterman and Germain (2008), the introduction of electronic payment method of social grants does not consider the literacy issue because not all beneficiaries of social grants are literate as some of them cannot operate the ATMs. The EBA interventions may assist people in advancing mental, self-efficiency, or coping skills to adapt to the current social environment (Teater, 2014). The long queues were because of a lack of skills in some beneficiaries of social grants when using the ATMs and the multiple withdrawals of money for other beneficiaries of social grants. Lambani (2015); Mashigo (2019) state that during the payday of social grants, teenage mothers are found in long queues in different ATMs. One of the beneficiaries of the Child Support Grant (CSG) and Social Relief of Distress (SRD) stated the solution for reducing long queues at ATMs and had this to say:

We ask one family member to withdraw everybody's social grants from one ATM. This is because travelling from Wasbank to Dundee town is expensive. We only contribute the taxi fare for one family member who would withdraw

our grants and bring them back to us with slips. We sometimes do not ask for slips because our phones report whenever there is a transaction made in our bank accounts.

(Nokulunga, Female, 33-year-old)

Nevertheless, this method of asking one family member to collect social grants on behalf of others reduces costs, long queues, and risks of contracting diseases like Corona Virus (Covid-19) –although it needs trust and honesty among family members. For Oberländer and Brossman (2014), the manual payment method is inconvenient for elderly or sick individuals who cannot go and collect their grants but rely on procurators. An older man who had someone who collected the grant for him said:

A person I chose to collect my social grant during the payday from the pay point suggested that I must change and receive my grant via the bank so that I can send any person that I trust to withdraw it for me. I do not get an exact amount because of bank charges. I wonder why older people are paying bank charges.

(Jabulani, Male, 69-year-old)

A procurator is chosen by a beneficiary if he or she is, “too old, sick or living with disability and cannot fetch his or her grant and must sign a paper called a power of attorney to say that another person can fetch the grant on his or her behalf from the pay point” (SASSA, 2020: 315). Furthermore, the procurator should produce his or her identity document (ID) and an affidavit to verify that he or she has been authorised to collect money for a beneficiary that is too old, sick, or living with disabilities (Social Assistance Act (SAA), 2004). During the interviews, an older woman who chose her relative as a procurator stated this:

I chose my niece to collect the social grant since I cannot walk properly due to age-related sickness; she is honest and always gives me my money and a payslip on time. I often offer her a “token of appreciation” every month, which is R150...she was retrenched from work after the July 2021 looting.

(Sarah, Female, 89-year-old)

However, the “token of appreciation” by a beneficiary to a procurator is not supported by SASSA since a beneficiary of social grant is not obliged to pay an individual he or she chooses as a procurator (Donovan, 2015; SASSA, 2020). This shows how some people use the vulnerability of elderly people and people with disabilities to get cash from them. Some people blame the economic shock created by job losses and less income due to poor economic growth in the country. As the looting in KwaZulu-Natal (KZN) and Gauteng Province (GP) in 2021 was devastating for many people who lost their jobs, as factories and industries were burnt, and they had to support family members, especially the children.

7.3 Places where beneficiaries obtain and spend their social grants in ELM

There are three towns in Endumeni Local Municipality (ELM) where the beneficiaries of social grants receive and spend most of their social grants, namely, Dundee, Wasbank, and Glencoe town. Most of them are from within these towns and surrounding townships, such as Sithembile and Sibongile townships. Nevertheless, Dundee town is regarded as the capital town of both ELM and Umzinyathi District Municipality (UDM), and it is where the beneficiaries of social grants frequently receive and spend their social grants since there are many banks, retail stores, and a South African Post Office (SAPO). Figure 7.3 shows the recipients of social grants queuing outside SAPO’s office in Dundee town during the payday:

Figure 7.3: The recipients of social grants queuing out the Dundee SAPO during the payday



Even though the state is trying to distribute social grants to deserving people, regulating the expenditure of these grants by the beneficiaries is still a challenge. Different beneficiaries of social grants use their money differently (Statistics South Africa (Stats SA), 2020). It is believed that these social grants were created to improve the standards of living for individuals and families who are poverty-stricken and desperate for financial support to buy basic needs (SASSA, 2020). When the researcher was observing during the payday of social grants, most of the customers in one of the retail stores in Dundee town who were paying with SASSA cards in the Point of Sale (PoS) were buying food and paying for funeral covers. Figure 7.4 shows some of them queuing to pay:

Figure 7.4: Beneficiaries of social grants waiting to pay for their groceries



Having mentioned that there are two methods, namely, manual payment method and electronic payment system, that the beneficiaries of social grants can use to receive social grants in ELM. Sibongile and Sithembile townships have manual payment methods, which are done by transporting money from the bank to the recipients. They receive their money from certain places, such as halls, on a particular date once a month (Barca *et al.*, 2016; Devereux & Vincent, 2010). Transporting much money to remote areas is risky, mainly when the disbursement schedule is usually known (Barca *et al.*, 2016). This requires a stringent security arrangement from the bank to the pay point and during the disbursement. Social and security threats affect the distribution and access of social grants since places in Endumeni Local Municipality (ELM) face security and social cohesion problems because of social ills such as crime due to drug abuse and unemployment.

In ELM, however, social grants were only paid in community offices before electronic payment was introduced. For Oberländer and Brossman (2014), this method does not need advanced infrastructure but brings officers in contact with recipients during the disbursement to help whenever the beneficiaries encounter grant-related problems when accessing their money. However, Glencoe and Dundee towns have retail stores and commercial banks where social grants beneficiaries get and spend their grants. As the researcher was observing in commercial

banks, some workers assisted anybody who had a challenge operating the Automated Teller Machines (ATMs). In retail stores, some workers operated the Point of Sale (PoS) and magnetic stripe card devices for any customer, including the recipients of social grants, as Figure 7.5 depicts. Nwankwo and Eze (2013) define an electronic payment system as using devices such as computers and cell phones to make banking transactions like withdrawals via cash points or money transfers at PoS.

Figure 7.5: Point of Sale (PoS) that is used by some beneficiaries of social grant to get grants



Mthethwa *et al.* (2016) state that the recipients of social grants access their money with smart cards (see Figure 7.1) or cell phones using the biometric-based system or Personal Identification Numbers (PIN) without being noticed that they are receiving the social grants at retailers. This reduces the chances of being robbed after withdrawing social grants in cash while simultaneously avoiding stigma among customers inside the store since those who come to receive their grants use the same queue as ordinary customers. They are also obliged to buy items before receiving their grants.

7.4 Distance that beneficiaries travel or walk on average to the pay points

In ELM, the manual payment method requires the beneficiaries of social grants to go to selected pay points in the local South African Post Office (SAPO) either in Glencoe, Wasbank, or Dundee town on certain days are sometimes exposed to robbery on their way back home. Norton and Foster (2001) state that introducing a cashless system in social grants can reduce shocks such as robbery and huge charges of processing cash. Oberländer and Brossman (2014) claim that the electronic payment method reduces travel costs by allowing social grants beneficiaries to collect their grants at any pay point. This shows that the electronic payment method is convenient for beneficiaries who cannot travel long distances and those with busy schedules. This method allows the recipients of social grants to decide when to collect their money at a pay point, and this increases accessibility for them and prevents long waiting duration as it happens with the manual payment system (Gelb & Decker, 2012).

7.4.1 Wasbank town to pay points

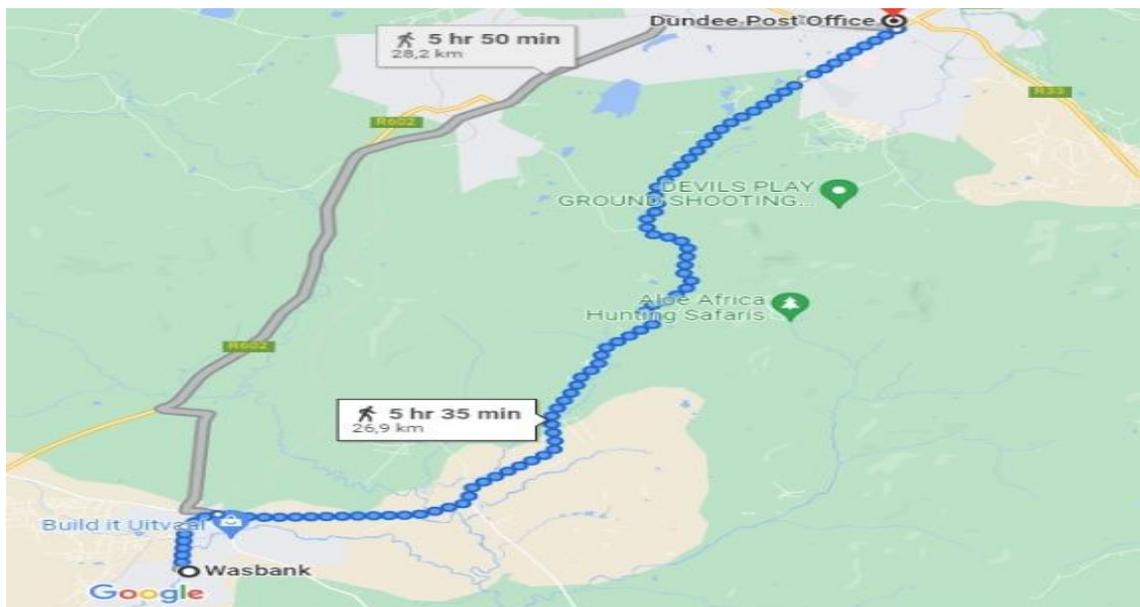
The Ecosystems Perspective (EP) argues that the social value, which includes the availability of stores and service providers, makes a place to be preferred more because of the social image it shows (Teater, 2014). Although there are offices of SAPO in Wasbank town, some participants prefer to travel, sometimes by taxis or hiking, as taxis to Dundee and Glencoe towns are scarce, about 26,9 km to these towns to collect their social grants either in Dundee's SAPO, Glencoe's SAPO, or supermarkets. This is what was said by one of the beneficiaries of social grants:

I do not collect my social grants here in Wasbank because there are no supermarkets like in Dundee and Glencoe. At least the business owners must build a mall here or a junction with retail stores and banks in Wasbank. So, since there are no supermarkets, I prefer to go straight to these towns and collect my grant to buy groceries and do other things.

(Nokulunga, Female, 33-year-old)

The distance from Wasbank to Dundee is five hours, 35 minutes walk and 26 minutes drive (Google Maps, n.d.). On the payday, they wake up early in the morning for the journey to prevent long waiting hours in queues at SAPO, and supermarkets in Dundee and Glencoe towns, as they must also travel to these towns. Figure 7.6 shows the distance they were travelling from Wasbank town to Dundee town:

Figure 7.6: Map shows the distance from Wasbank town to Dundee town



Source: Google maps (n.d.)

When one of the participants in the focus group discussion (FDG) was asked about their preference for SAPO that is in Dundee town over the one that was in her place of residence (Wasbank town), this is what she had to say:

The reason I collect my money in Dundee town or Glencoe town is that there are supermarkets and offices in these towns, I like to do everything in one town. I often buy grocery on the payday. So, I see no reason for waiting long hours in the Wasbank's SAPO while I must go and buy grocery and pay rates in Dundee town or Glencoe town.

(Senamile, Female, 23-year-old)

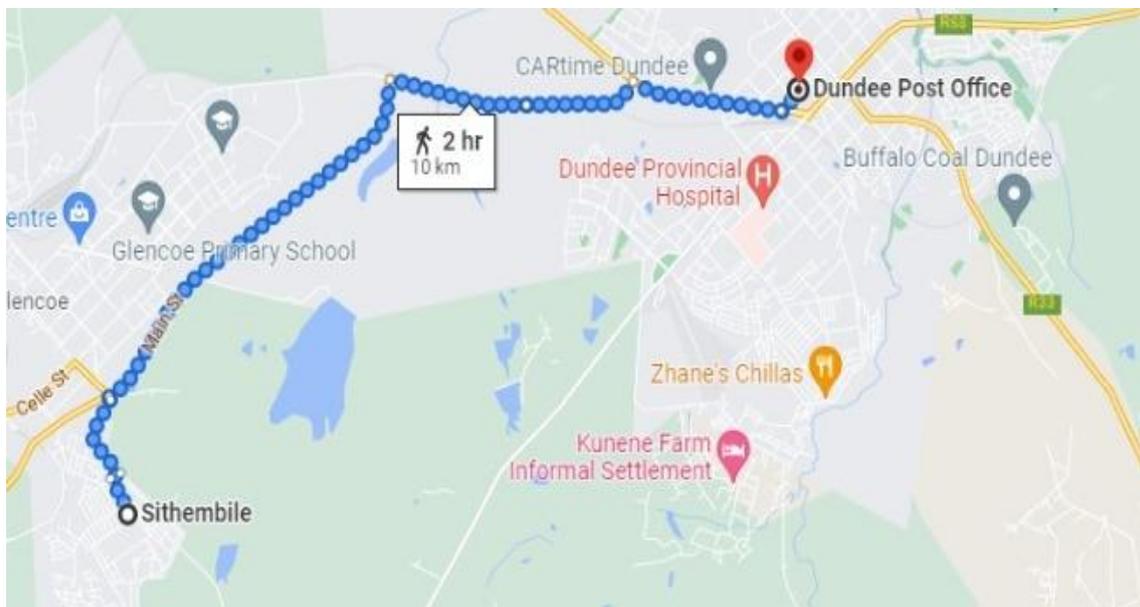
The Empowerment-Based Approach (EBA) views empowerment as involving people controlling their lives and influencing their environment to get the basic resources. The unavailability of many supermarkets and banks in Wasbank town is the reason for this participant to collect her social grant in Dundee town or Glencoe town. This has been a norm for many beneficiaries of social grants in Wasbank. Botchway (2001) maintains that social value is connected to social norms, which is a vital influence when it comes to convenient towns for collecting social grants. One may consider collecting his or her social grant in a specific place with a particular method if it is regarded as the norm (Xiao *et al.*, 2015). The unavailability of retail stores and banks is a challenge to many townships and villages, as the beneficiaries of social grants must travel to the nearest towns and cities to buy groceries and get some services after receiving their money.

The local pay points known as “*imiholo*” brings offices and stores to people during the payday so that they will not travel to towns to buy goods and get services. However, the recipients of social grants who are receiving their grants “*emiholweni*” are requested to “emigrate” to South African Post Office (SAPO) pay points as the government is in the process of ending “*imiholo*” in townships and villages due to costs and risk associated with this method of disbursing social grants. The Empowerment-Based Approach (EBA) states that empowerment occurs when referring people to relevant support systems or participating in political or economic activities to advocate for equitable service delivery. This is because Zimmerman (1995) states that EBA promotes that needy people become confident and courageous in controlling their lives and claiming their rights. It is uncertain whether people, especially the vulnerable, can make their own choices without the involvement of a person who empowers them since they leave that responsibility to experts and allow them to determine their involvement (Bent-Goodley, 2018). However, this limits their participation and choices, which is vital in the empowerment process.

7.4.2 Sithembile township to pay points

Sithembile township has the nearest town which is Glencoe. In this town, there are few supermarkets, and there is SAPO, which pays social grants to beneficiaries, but most of the participants from Sithembile township mention that they prefer to collect their social grants in Dundee town. As it is the capital town of Umzinyathi District Municipality (UDM) and Endumeni Local Municipality (ELM), there are many supermarkets and offices compared to Glencoe town. Therefore, they avoid SAPO located next to them in Glencoe town and go to Dundee town to collect their social grants so they can buy groceries and pay accounts. They travel about ten km to Dundee town, which is a two hours walk and 13 minutes drive (Google Maps, n.d.). Mashigo (2019) views inadequate infrastructural development creating challenges to some beneficiaries of social grants as they end up travelling to well-developed towns to access their social grants. Figure 7.7 displays the distance they travel from Sithembile township to Dundee town:

Figure 7.7: Map displaying the distance from Sithembile township to Dundee town



Source: Google maps (n.d.)

One of the participants had this to say as well:

I am originally from Sithembile township, but I collect my social grant in Dundee town because I do not want to be seen and known by my hometown people that I am receiving this social grant. Again, I am a vendor in the Dundee taxi rank, so I collect my social grant from a supermarket next to where I sell my stuff.
(Xolani, Male, 44-year-old)

Dundee town seems to have more retail stores, banks, and entrepreneurial and job opportunities, and most people from surrounding areas are trading in this town. Most of the beneficiaries of social grants from Sithembile township skip service providers from around and go to those in Dundee town. Xiao *et al.* (2015); Zinman (2009) state that this occurs because of conditional value, which is made by institutions that provide goods or services in a particular location.

7.4.3 Sibongile township to pay points

The beneficiaries of social grants from Sibongile township collect their social grants from SAPO and retail stores located in Dundee town. The nearest town to Sibongile is Dundee, where they get most of the services. The distance they travel from Sibongile township to Dundee town is 3,1 km, almost 38 minutes walk and eight minutes drive (Google Maps, n.d.). Taxi fare from Sibongile township to Dundee town is cheaper than from Wasbank town/ Sithembile township to Dundee town as the distance is less than to these towns. Figure 7.8 shows the distance from Sibongile township to Dundee town:

Figure 7.8: Map showing the distance from Sibongile township to Dundee town



Source: Google maps (n.d.)

This is what was said by one of the beneficiaries of Social Relief of Distress (SRD):

I do not catch taxis to and from Dundee town during payday; I walk to SAPO. I grew up in Nquthu and moved to Sibongile township with my father. I do not mind walking; by the way, Sibongile township is not that far from Dundee town. I regard my journey as part of exercising since I am still a young man who needs a longer lifespan. (Nkosikhona, Male, 21-year-old)

Some participants also state that if they have no taxi fare to travel to Dundee town to collect their social grants, they walk because it is not that far. Therefore, being located next to the capital town (Dundee) of Umzinyathi District Municipality (UDM) and Endumeni Local Municipality (ELM) is advantageous for some of the beneficiaries of social grants in Sibongile township.

7.4.4 Glencoe town to pay points

Some of the beneficiaries of social grants from Glencoe town are walking to the Central Business District (CBD) of the town where supermarkets and SAPO are located. They do not have to catch taxis unless they prefer going to Dundee town to collect their social grants. They are privileged because there are fewer delays when going to the pay points as they are located not far from a residential zone –it depends on where the recipient of social grant is staying. So, they do not bear the brunt of waiting long hours in queues as they often arrive first at the pay points. The SAPO in Glencoe is often not overcrowded (as Figure 7.9 shows) during the payment of social grants; unlike the one in Dundee. When the researcher asked the recipients of social grants, during the observation, why things are like that and this is what one of them had to say:

Most people who reside in Glencoe prefer to withdraw their grants in Dundee because some work that side, and some want to buy groceries after receiving their money. Dundee is the capital town of our district, Umzinyathi District Municipality (UDM), where most retail and service stores are found.
(Mandla, Male, 62-year-old)

Figure 7.9: Few beneficiaries of social grants queuing out Glencoe SAPO during the payday



The unavailability of stores and service providers in Wasbank makes most of the beneficiaries of social grants who stay there to avoid their SAPO and go to the one in Glencoe or Dundee.

This indicates that the unavailability of many retail stores and service providers is the main pushing factor that makes some beneficiaries of social grants jump their local pay points like in Glencoe and collect their money in Dundee, as the recipients of social grants in Wasbank often do.

7.4.5 Dundee town to pay points

The recipients of social grants in Dundee town are also advantageous as they are walking to the town's Central Business District (CBD) where there are supermarkets and SAPO. They are advantageous as there are no delays when going to the pay points as they are located not far from their residential area –it depends on where the recipient of social grant is staying. So, they do not have the challenge of waiting long hours in queues as they often take advantage of arriving early at the pay points. This is what was said by one of the receivers of social grants:

I went early in the morning to collect my social grant last month, but I could not withdraw cash, although the amount appeared on the screen on the ATM. I heard that problem was experienced nationally. However, I just went back home and came after two days when this problem was sorted out.

(Mzwakhe, Male, 71-year-old)

Being based in Dundee town, where pay points are found, also puts them at a disadvantage like other recipients if SASSA is experiencing technical problems in paying social grants beneficiaries. Nevertheless, they are better positioned to go back home walking since they are local, unlike those who become stranded if they cannot access their grants due to technical glitches.

7.5 Duration the beneficiaries wait for their money at the pay points

Most of the beneficiaries of social grants in ELM, who were interviewed in this study, mentioned that they are arriving early in the morning to receive their money on payday at designated pay points. They queue for many hours waiting for vehicles transporting cash from banks to the SAPO's pay point as the money gets finished. Xiao *et al.* (2015) show that this affects the emotional value and makes some beneficiaries of social grants switch to ATMs because of slow service that creates negative emotions at some pay points. They further argue that customers often use any payment method to collect their money if it brings fewer negative emotions throughout the process (Xiao *et al.* 2015). Nkhoma (2019) states that queuing for long hours at the pay points brings challenges for elderly people and people living with disabilities as they become exhausted and "bored" while waiting as they hardly engage in activities such as vending while waiting for queues to start moving. Again, for Oberländer and Brossman (2014), the long waiting of recipients of social grants in queues during the payday might compromise their safety and result in stigmatisation. One of the beneficiaries of social grants had this to say:

When I collect my grant from the pay point, I usually hide from people I know because I do not want them to know that I am the recipient of social grant to prevent robbery as I am staying alone at home. After collecting my grant, I pretend to be broke; I do not want to be mugged by thugs.

(James, Male, 66-year-old)

Figure 7.10 shows the recipients of social grants queuing outside SAPO in Dundee, waiting to collect their monthly payments. During observation, the queue seemed to be moving very slowly compared to the queues in Automated Teller Machines (ATM) at various banks in Dundee and Glencoe. This is what was said by one of the recipients of social grants when were asked about the movement of the queue at SAPO:

I am now exhausted; I have been in this queue for almost two hours, and the sun is burning us. I even forgot to bring water with me as there are no taps around this place and I do not have money to buy water from vendors. Workers inside are on a go-slow strike, and the operation of social grants is delaying.

(Hlengiwe, Female, 36-year-old)

Figure 7.10: Beneficiaries of social grants waiting in the slow-moving queue at Dundee SAPO



ATMs' queues were moving faster than at SAPO as only two tellers assisted the recipients of social grants in collecting their payments. For the Empowerment-Based Approach (EBA), the process is empowering if it helps people develop skills, to become independent problem-solvers and decision-makers (Teater, 2014). So, assisting and teaching the beneficiaries of social grants to access their social grants is part of empowerment as this improves their literacy so that they can obtain control and power over their conditions and reach their communal and political needs (Zimmerman, 1995; Hasefeld, 1987 cited in Teater, 2014). Therefore, the EBA approach advocates for self-sufficiency and self-determination of beneficiaries of social grants and promotes that they avoid relying on other people when accessing their social grants. During the observation, the physical distance was not often kept in ATMs, although there was a spread of Corona Virus (Covid-19), unlike the queue at SAPO, which queue marshals monitored. At the shopping centre in Figure 7.11, there was more than one ATM, and the security guard of the nearest retail store was assisting those recipients of social grants who were struggling to withdraw their money.

Figure 7.11: Beneficiaries of social grants queuing to collect their social grants from ATMs



When one of the beneficiaries of social grants was asked why he was withdrawing his grant from the ATM, this is what he had to say:

I usually request a cashback at ... (mentions the retail store) as the charges are less than the charges of ATMs. Today I am using the ATM because this retail store has long queues. A particular bank charges the beneficiaries of social grants too much, and this is like stealing from the poor.

(Mhlengi, Male, 20-year-old)

Since the social grants are from the government to needy people, the bank charges by commercial banks are unfair and are derailing the government's effort to fight poverty and inequality through social grants since the more the money is withdrawn, the higher the charge (Nwankwo & Eze, 2013). The idea of requesting cashback at a retail store sounds convenient, as the beneficiaries of social grants withdraw money from their bank accounts after paying for their groceries or items at the teller. Some of the ATMs go out of cash and the recipients of social grants must go to other ATMs to withdraw their money.

7.6 Activities taking place at the pay points

At the pay points in Endumeni Local Municipality (ELM), services are provided by different service providers, such as funeral services and banks, and vendors sell various items outside SAPO. This helps the beneficiaries of social grants minimise the travel costs of going to better-developed towns such as Ladysmith and Newcastle where most offices and suppliers are located. Again, some of the vendors are recipients of social grants too; rather than relying on social grants only, they are also involved in piece jobs and other livelihood strategies for living (Wietler, 2007). Figure 7.12 displays the local vendors outside one of the retail stores that pay social grants in Dundee:

Figure 7.12: Vendors selling items outside the paypoint



At the opposite side of this retail store, during the researcher's observation, cars were waiting for some beneficiaries of social grants to pay their cash loans, as Figure 7.13 shows. When one of the recipients of social grants was asked why she was into money shacks, she said this:

Money lenders are helpful to me; they lend me their money in times of need. They do not force anybody to take their money; you only go there by yourself and ask for help. However, you should bring a 45 percent interest. In the end, a moneylender should make a profit by lending people their money because they are running a business.

(Fikile, Female, 68-year-old)

Figure 7.13: Vehicles of cash loans outside the pay point in Dundee town



During the focus group discussions (FDGs), most participants were divided about the contribution the money lenders had in misusing money by the beneficiaries of social grants. Some stated that cash loans are helpful and do not force anyone to borrow their money, but people are going to them as they (social grants beneficiaries) need help. They further stated that cash loans do precisely what retail stores do with items people typically buy. The retail stores put extra handling charges on them to gain profit because the prices of these items are more than the exact prices, they (retail stores) pay suppliers when buying items in bulk. This is what one of the participants had to say:

Moneylenders do not point a gun at any person and force that person to borrow their money and bring it with interest. People borrow moneylender's

money because they are in trouble; they need help. They are running a business with the little they are getting as there is a high unemployment rate in the country. (Xolani, Male, 44-year-old)

Another participant had this to say:

Moneylenders are helpful, but the problem is that when one borrows their money, that person becomes addicted and trapped into borrowing money from them and repaying it with interest. Sometimes the government should conduct an awareness programme about cash loans which make a profit through them. Those programmes should also include financial literacy for beneficiaries of social grants. (Senamile, Female, 23-year-old)

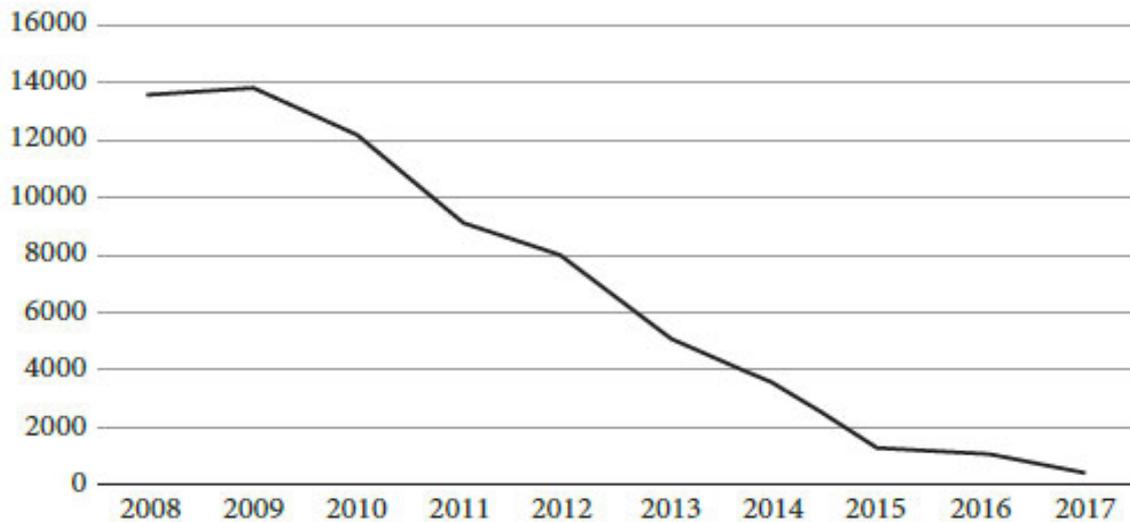
While others said money lenders are creating dependency and making some beneficiaries of social grants use their monthly payments anyhow because they know they can get help from money lenders when their money is finished. The Empowerment-Based Approach (EBA) states that there is a narrative that poor people often struggle to uphold power over their lives, and they are sometimes unable to obtain adequate resources to meet their needs.

7.7 How social grants corruption is addressed?

Klaaren (2021) states that corruption in social grants occurs at the individual, organisational (SASSA and Department of Home Affairs (DHA) Local Offices (LOs)), and state levels in South Africa. By adopting a biometric-based system at an individual and organisational levels, the government mitigates fraud and corruption in social grants, as Figure 7.14 shows. “SASSA has faced several challenges over the years such as fragmented institutional arrangements and a lack of uniformity, fraud and corruption” (Cwayi & Kogeda, 2013: 677). By applying the Sustainable Livelihoods Approach (SLA), stealing money from beneficiaries of social grants electronically, such as buying airtime (prepaid) without their consent, shocks them. This is because social grants not only fight poverty and reduce inequality but also protect beneficiaries

of social grants against financial crises. Figure 7.14 shows cases before and after the adaptation of the biometric-based system by SASSA to distribute social grants:

Figure 7.14: Cases of corruption reported by SASSA between 2008 and 2017



Source: SASSA (2020)

However, SASSA urges people to report in offices or via hotline any fraudulent payment of social grants and bribes paid government employees. Nwankwo and Eze (2013) stress the issue of poor security in agencies that administer and distribute social grants as this can lead to fraud and corruption, which might affect the recipients of social grants and workers of various pay points. One of the participants who were involved in this corruption had this to say:

In 2004, I once received the CSG for “izipokwe” (“ghosts”), somebody in another province that I will not mention, created three certificates of children that never existed, and I applied for CSGs here in KZN. I received those grants for five years and, I was eventually caught when the biometric-based system was implemented, and unabridged birth certificates were requested. I was told to bring the children to SASSA offices, and that was when I

realised, I was caught. I admitted my guilt, and I was told to repay that money.
(Nokulunga, Female, 33-year-old)

This shows that in previous years there were many cases of recipients of social grants with “ghost” accounts, especially in the Child Support Grant (CSG), as there were beneficiaries of social grants who received money for children who never existed. According to Malherbe (2001), this corruption is committed at an individual level by dishonest people and at organisational level by unethical workers, at the Department of Home Affairs (DHA) where birth certificates are issued and sometimes at SASSA, where applications are made, who are collaborating with individuals who are claiming to have children, whereas those children never existed. Again, there are allegations of procurators receiving grants for deceased recipients. One of the officials of SASSA had this to say:

We encountered cases of people still receiving social grants for deceased people before implementing the biometric-based system. Most of those people were claiming unemployment as a reason for what they were doing when they were caught. These cases were high in the early 2000s but have dropped.
(Thando, Female, 44-year-old)

This shows that adopting a biometric-based system comes with many advantages when distributing social grants in Endumeni Local Municipality (ELM) because it improves security and is convenient for the accounts of beneficiaries of social grants. Employment opportunities are scarce in South Africa because of low economic growth, and food prices are increasing yearly; this makes most of South Africans depend on social grants and sometimes fall into corruption (De Jager & Baard, 2020; Nnaeme, 2018). The South African government increased the Value-Added Tax (VAT) from 14 percent to 15 percent. While the government increases social grants yearly, they seem insufficient to cover all the basic needs of beneficiaries.

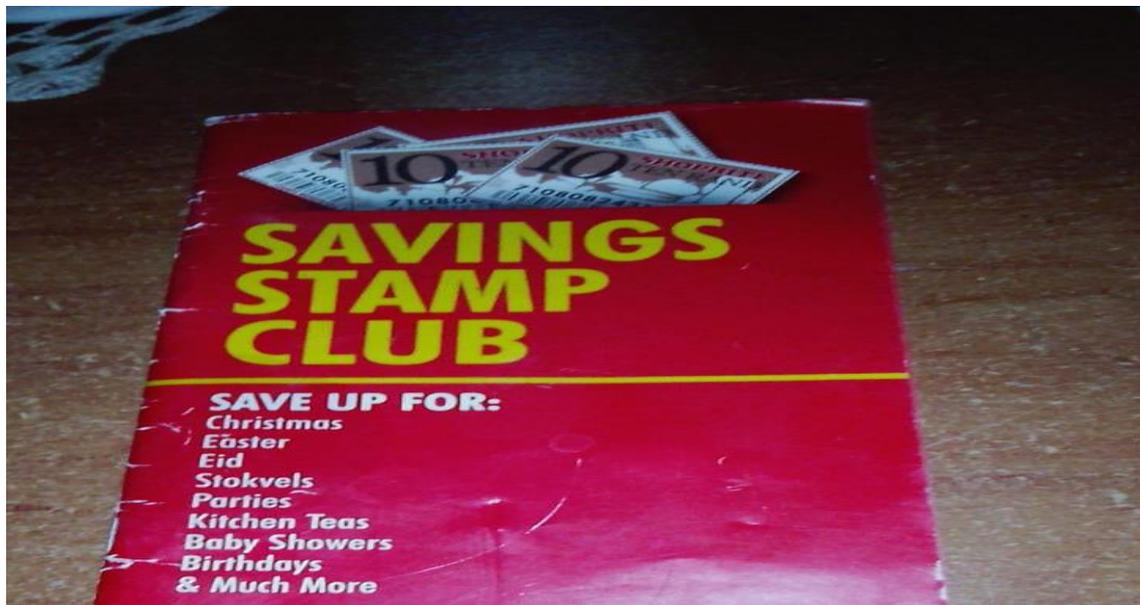
7.8 How aware are the beneficiaries of social grants with investing?

Even though the government fights corruption related to the administration and distribution of social grants, the challenges of utilising grants by the beneficiaries of social grants still exist (Cwayi & Kogeda, 2013). It is believed that some social grants, such as the Child Support Grant (CSG) and Social Relief of Distress (SRD), are too little and are not even enough to buy basic needs (Potts, 2012; Mackett, 2020). On the natural capital of the Sustainable Livelihoods Approach (SLA), agricultural activities are the crucial areas in that beneficiaries of social grants should be encouraged to participate because it is where they can get resources that might supplement their social grants. But the challenge is that most areas in ELM are urban and semi-urban; there is no space for farming except the enormous hectares of land owned by the Europeans. Patel (2005) states that the beneficiaries of social grants should work together with the government in fighting poverty and inequality by saving money to start their community gardens rather than buying vegetables from retail stores. This is what was asked and suggested by one of the beneficiaries of SRD:

How can I invest money while I am unemployed and only depend on the temporary R350 grant that is insufficient for my basic needs? The government must increase this grant to R1000 per month and make it sustainable. The cost of living is too high nowadays; there are no jobs on the other side.
(Nkosikhona, Male, 21-year-old)

The Sustainable Livelihoods Approach (SLA) on social capital maintains that beneficiaries of social grant in places like ELM, especially those who receive Foster Care Grant (FCG), Disability Grant (DG), Child Support Grant (CSG), Old Age Grant (OAG) and War Veteran's Grant (WVG), must also be supported by the institutions such as Non-Governmental Organisations (NGOs). This is because of the assumption that grants they are receiving from the government cannot cater for their entire needs (Potts, 2012). On the financial capital of the SLA, the government is not capacitating the beneficiaries of social grants, in ELM, such as children from vulnerable households, with skills that can help them to get supplementary resources when the social grants are terminated at the age of 18 years. A child's guardian receiving the FCG mentioned that she transferred a certain amount into a fixed account so the child could get some cash when going to college in 2026. She also mentioned that she was buying savings stamps club, as Figure 7.15 shows the card, in one of the retail stores in Dundee to purchase food in December and school stationery in January.

Figure 7.15: Savings stamp club card used by some beneficiaries of social grants to save



This method of buying stamps seems to be a wise decision because they (stamps) can be used to purchase anything from that supermarket at any time. During interviews, some elderly people who were recipients of the Old Age Grant (OAG) stated that they saved a particular portion of their social grants so that if they pass on one day, they leave something for their children and grandchildren as there was no one working in their families.

7.9 Other means that can be adopted to distribute social grants

In as much as the electronic payment system and manual payment system are effective in distributing social grants in ELM. There is a need for the regulatory system to monitor the utilisation of social grants by recipients in South Africa. Since some of the social grants do not sustain the beneficiaries of social grants for the entire month, there must be a compulsory

weekly limit for every monthly payment, and it must be divided into four categories. One of the officials of SASSA suggested this:

...40 percent of the social grant must be accessible as cash, another 40 percent for food, 10 percent for clothes or cosmetics and the remaining 10 percent for funeral cover. This can help regulate and trace the utilisation of social grants by beneficiaries. (Mlungisi, Male, 38-year-old)

This system can assist in minimising the misuse of social grants by some beneficiaries. However, it can be only effective once the government has implemented the standard Child Support Grant (CSG) payment, the same amount for every CSG beneficiary, in spite of the number of children a parent/ guardian has. One of the beneficiaries of social grants had this to say:

The CSG has an influence on increasing teenage and unplanned pregnancy. The government must come up with a strategy to address this intensifying problem. As much as social grants are helpful, they create dependency and laziness in our country. Look how hands-on are people from other African countries that do not have social assistance programmes through cash transfers. Mzwakhe, Male, 71-year-old)

Furthermore, when the Basic Income Grant (BIG) becomes implemented or when the Social Relief of Distress (SRD) is increased above the food poverty line, which is currently a R624,00 (Statistics South Africa (Stats SA), 2020), there must be a compulsory community work service provided by the recipients of this grant, which must be monitored by the South African Social Security Agency (SASSA) and the Department of Public Works together with other departments. This must be a requirement for this grant unless the recipient of the BIG has created a small business, has become an entrepreneur, and his or her BIG must only be increased yearly based on the performance of his or her business –as a motivation which can ensure the sustainability of the business. The state can have the capacity to handle this level of additional bureaucracy because social grants are increased every year in South Africa, and there

is a functional entity, which is SASSA, that administers and ensures that social grants are distributed accordingly.

This can be monitored by SASSA, the Department of Small Business Development (DSBD) and Local Municipalities (Local Economic Development (LED) division) to ensure that social grants are assisting towards making recipients self-reliant. There must be collaborations among departments to monitor the utilisation of social grants by the beneficiaries. This can ensure that SASSA distributes social grants that are not creating dependency but also impact people and the government. By referring to the Empowerment-Based Approach (EBA), while the government is giving social grants, it (EBA) instils self-sufficiency in people, groups, families, and communities by capacitating them to avoid dependency. The EBA also suggests a cooperative engagement between the government and beneficiaries of social grants to enhance their (beneficiaries) power to get and use formal and informal resources to eradicate poverty.

There is a need to strengthen local spaza shops owned by South Africans and permanent residents in Endumeni Local Municipality (ELM) because they play an integral role in supplying food to beneficiaries of social grants. Since the 4th Industrial Revolution (4IR) era has started, spaza shops can be essential to beneficiaries of social grants, by allowing them to buy items with SASSA cards electronically. Although they are regarded as informal, there is a need transform them (spaza shops) by introducing services like e-payment inside them. In other words, these shops must have technical devices, such as speed points, allowing customers to pay through them and request cashback. Nwankwo and Eze (2013) state that before any system of distributing social grants can be accepted and utilised, the beneficiaries of social grants must trust the system because of clear communication, robust security, user-friendly processes and accessibility, and fewer charges. Figure 7.16 shows one of the spaza shops in Sithembile location where some beneficiaries of social grants buy some items:

Figure 7.16: Showing a spaza shop in Sithembile township



This is what was said by one of the participants during the interview:

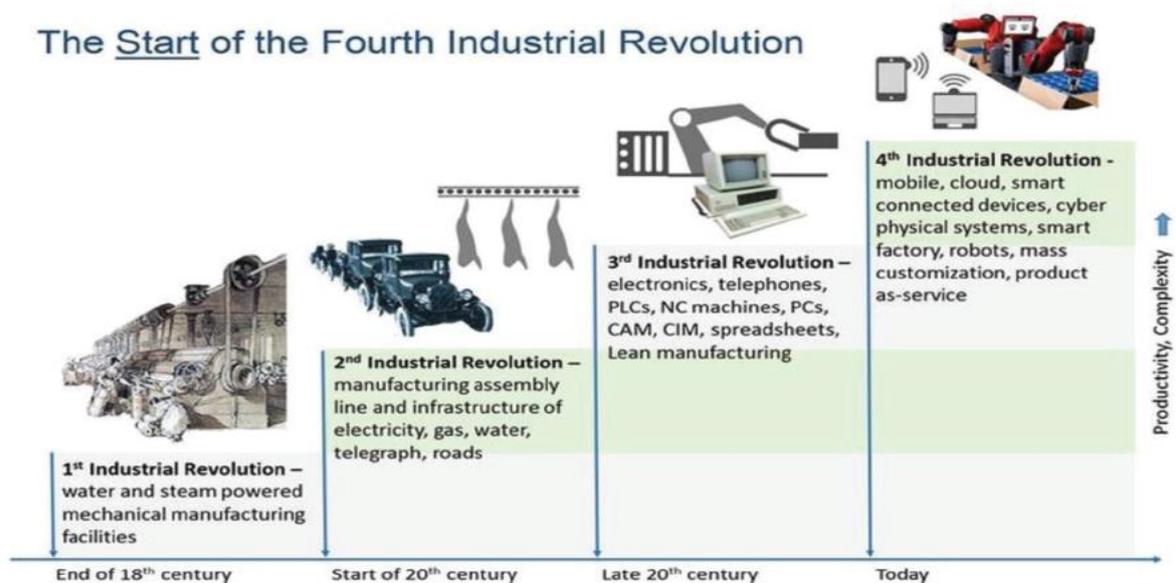
I buy some of the items from the local spaza shop like the one owned by... (names the local person) because it is cheaper than some supermarkets in Glencoe town. I also take items on credit in his spaza shop when I do not have money and pay him when I have collected my social grant in Dundee town.
(Jabulani, Male, 69-year-old)

This assertion shows that some spaza shops are helpful to people as they are around where people are staying, are cheaper than some supermarkets, and they (spaza shops) allow some local people to take items and pay later without any interest. They can also assist in distributing taxi/ bus fares, as limited cashback, to beneficiaries of social grants because some beneficiaries of social grants must walk long distances to collect their grants during payday in towns. Therefore, the government must collaborate with these spaza shops to make the distribution of social grants simple and convenient for beneficiaries.

7.10 Social grants in the 4th Industrial Revolution (4IR)

Mackett (2020) argues that South Africa faces high unemployment, poverty, and inequality levels, and these challenges deteriorate during the 4th Industrial Revolution (4IR) in many developing countries. According to Baatjies (2019), South Africa has experienced a significant change and transformation since the beginning of the 21st century. Likewise, the globe has also transformed in this era as the world economy is now more interconnected as science and technology gradually control all domains of life and bring great economic shifts that might result in rising inequality. Therefore, it is vital to use Artificial Intelligence (AI) to simplify the distribution and access of social grants payments. Diseko (2018) suggests that the South African government should implement mobile money technology, which can efficiently and effectively assist in distributing social grants in locations and rural areas. Figure 7.17 the shows phases of the industrial revolution from the first to the fourth phase:

Figure 7.17: Phases of the Industrial Revolution



Source: Department of Telecommunications and Postal Services (DoTPS) Government Gazette (2018: 12)

There is a role that can be played by Artificial Intelligence (AI), as we are approaching the 4th Industrial Revolution (4IR), in assisting the South African Social Security Agency (SASSA) to distribute social grants without relying on private service providers such as Easy Pay (EP)

and Cash Paymaster Services (CPS) –as the number of beneficiaries yearly increases exponentially. In light of 4IR, there is a need to reshape how social grants are distributed to prevent corruption and maladministration. For example, Potts (2012: 80) states that, “...mismanagement exists within the distribution of the social grants for that matter, the percentage of individuals partaking in such behaviour is proven insubstantial and has a negligent effect on the effectiveness of the social grants.” South Africa has about 5,7 million beneficiaries of social grants and the system sometimes fails to pay them on time (Mail & Guardian, 2020). This is what the official of SASSA had to say:

We have seen the social grants system failing to accept many applications for Social Relief of Distress (SRD) grant because it is made to gather a certain amount of data. So, people deserving this SRD grant were denied their right to social security by the outdated system that SASSA still uses in the era of 4IR.

(Thando, Female, 44-year-old)

The outbreak of Corona Virus (Covid-19) in 2020 in South Africa caused overcrowding in numerous pay points because social grants recipients had to receive their social grants at these pay points, especially at South African Post Office (SAPO), Automated Teller Machines (ATMs) and supermarkets, and they became uncontrollable because they needed the money to buy their basic needs in retail stores that were able to trade during the lockdown period. A lockdown is a state of separation or limited access instated as a security measure by the government due to calamity (Adewoyin & Odimegwu, 2020). As a result, they failed to maintain social distancing, and this increased the risk of spreading the virus. Subsequently, social grants recipients had to wear masks and regularly wash their hands with soap – notwithstanding that water shortages have been an issue in many rural areas in South Africa– or use hand sanitiser. However, these disinfectors were inadequate and not easily accessible to poor people. Consequently, they had to use the portion of their social grants to buy them (disinfectors). According to Bere (2020: n.p.), “underprivileged people are unable to get basic needs such as food, to expect them to afford the masks, soap or sanitisers is an impossibility.” The government should have distributed the disinfectors to poor households free of charge since they used their little money to buy basic needs such as food.

7.11 Conclusion

This chapter responded to this study's second and third research questions, namely, how effective is the South African Social Security Agency (SASSA) in ensuring that social grants are distributed accordingly? and what other means could be adopted to distribute social grants? It gave an account –from observation, interviews, and focus group discussions (FGDs)– of the methods of social grants payment (manual payment method and electronic payment method) that were mostly used by beneficiaries in ELM, the places (pay points and retail stores) where the beneficiaries were obtaining and spending their social grants in ELM, and the distance they were travelling or walking on average to the pay points. This chapter also focused on the duration they (beneficiaries of social grants) waited for their money at the pay points, the researcher observed and asked the beneficiaries and procurators how queues were moving at the pay points, what activities were taking place at the pay points, who fetched the social grants most and how social grants corruption was addressed and by whom, and who among them was the most aware of investing through banking.

It was revealed that women were fetching the most social grants, SASSA had channels in place to address corruption, and some of the recipients of social grants who had children who were schooling saved some money for them to pay college fees. Again, they were also buying savings-stamps clubs to buy food during times of need. This chapter presented the daily challenges (such as long queues and corruption) faced by the recipients of social grants when accessing their grants. It exposed the reality of challenges the recipients of social grants encountered when receiving their money and how they were addressed. Again, the role that can be played by the 4th Industrial Revolution (4IR) in distributing social grants was also analysed. The subsequent chapter analyses and interprets public policy and developmental imperatives on the governance of social grants in South Africa, specifically in Endumeni Local Municipality (ELM).

CHAPTER EIGHT: THE ROLE OF PUBLIC POLICIES IN PEOPLE'S LIVES

“Public policy...involves imperfect people, with imperfect information, facing deeply imperfect choices –so it is not surprising that they are getting imperfect results” (Sullivan, 2002: n. p.).

8.1 Introduction

This chapter aims to theorise public policy and developmental imperatives on the governance of social grants in Endumeni Local Municipality (ELM) –the fourth objective of this study. It answers this study’s fourth research question: how does legislation on public policy and developmental imperatives shape the governance of social grants? It is based on data concerning perceptions of officials of the South African Social Security Agency (SASSA) and beneficiaries of social grants in ELM on the implementation and implications of statutory and regulatory policies on social grants. Policies such as legislation, acts, plans, goals, and white papers are used to administer social grants in the country. The following themes emerge in this chapter: Significance of the national plan; Operational social welfare system; Transformed public services; Transformed delivery of public services; Population management; Support for persons living with disabilities; Support for elderly people; Operational social security agency; Delivery of social assistance; Management of finances; Access to information; Fair administration; Global goals; Significance of the District Development Model (DDM); Empowerment of “black” people; Functional National Development Agency (NDA); Operational National Youth Development Agency (NYDA)

8.2 Significance of the national plan for development

The Sustainable Livelihoods Approach (SLA) maintains that everyone deserves a quality of life, but despite many anti-poverty initiatives and programmes implemented in South Africa, things have not been changing as expected, and they possibly cannot change instantly. However, economic inequality and persisting poverty need to be addressed, that is why the National Development Plan (NDP) of 2012 aims at growing the economy, enriching citizens with skills, ending unemployment, improving the capability of government, and strengthening partnerships and leadership inside and outside the country so that citizens can be self-sufficient, eradicate poverty, and live in a classless society (Naidoo & Maré, 2015; NPC, 2012). According to Ecosystems Perspective (EP), this is a macro-level policy because it touches the entire country and focuses on infrastructure development, social security, inflation, economic growth, education, and employment levels. The disbursement of social grants as a poverty reduction policy is stipulated in the supreme law in South Africa, which is the Constitution and NDP, which is South Africa’s policy document that comprises several ways of eradicating poverty and reducing inequality by 2030 (National Planning Commission (NPC), 2012;

Zarenda, 2013). When one of the officials of the South African Social Security Agency (SASSA) was asked about the contribution that the agency (SASSA) puts into ensuring the accomplishment of targets written in this plan, this is what he had to say:

South Africa has a leadership crisis; those in power in three spheres of government are failing to ensure that policies are being implemented at a local level where people are. Again, citizens at a grassroots level are not working with the government to ensure that the NDP vision 2030 is accomplished...I prefer social democracy...although democracy brings laziness in one way or another.
(Ntokozo, Male, 41-year-old)

Another participant had this to say:

...this reflects what is happening in the ruling party in the so called “democracy”, which is African National Congress (ANC), which takes resolutions and passes policies but fail to implement them. Instead, it (ANC) spreads “slogans” rather than executing policies practically. The government correctly implements no national plan to address poverty, unemployment, and inequality.
(Mbuyiseni, Male, 36-year-old)

The EP views a condition from an individualistic viewpoint by checking what makes the individual unemployed and poor. It (EP) blames an individual instead of looking at the conditions in a social context that makes him or her poor and unemployed. A beneficiary of the War Veteran Grant (WVG) stated this:

For the argument of fact, the cause of persisting poverty and inequality in South Africa is not lazy people but poor economic growth and failures of the government to address the issue of land that affects most Africans –land is still in the hands of European people. There is a need for solid leadership, effective government, and active citizenry to realise the objectives of NDP to create better-living conditions for underprivileged people, such as those who are beneficiaries of social grants.
(Bhekimpi, Male, 85-year-old)

NPC (2012) states that strong leadership is needed in South Africa to implement the NDP because when it was adopted, there was a lack of solid political determination and leadership to mobilise society and public partners to implement it. Most of the officials of SASSA who were interviewed mentioned the need for comprehensive social protection in South Africa because there are gaps in the South African security system. They pointed out that by 2030 the government must create a comprehensive system of social security that has various social grants, and this is what was said by one of them:

The NDP must also focus on ways to implement the Basic Income Grant (BIG), grant for talented young people, grant for pregnant women, and grant for emerging entrepreneurs...the NDP document lacks strategies to implement what is written on it. I, therefore, think it should not be called a plan but a vision or a dream. (Mandisa, Female, 29-year-old)

Another young man who was the recipient of the Social Relief of Distress (SRD) grant had this to say:

I left playing soccer and rugby because I could not afford to buy soccer and rugby boots, although I was talented. I then tried music I could not get money to buy the necessary equipment. I needed some grant from the government that could assist me in realising my dream of becoming one of the most prolific footballers or musicians in the world. (Nkosikhona, Male, 21-year-old)

The grant for talented young people can help them to buy resources to prune and refine their talents so that they will not depend on the government. “The NDP recognises that South Africa has a relatively large youth population and as such the development of young people’s capabilities must be central to the realisation of the goals of the Plan” (National Planning Commission (NPC), 2012: 21). For Empowerment-Based Approach (EBA), empowerment is about challenging oppressive structures and building capabilities for the oppressed. Moreover, the Sustainable Livelihoods Approach (SLA) supports people to recognise the strengths they already have and assets which they can build to support themselves. The creation of a grant for emerging entrepreneurs who are graduates is necessary because the government insists that people should create jobs for themselves (be entrepreneurs) and not blame the government for

unemployment. “The NDP states that young people should be involved in building a transformative and capable state to eliminate poverty, unemployment, and reduce inequality in South Africa” (NPC, 2012:61).

The SLA believes that the best way to help people is to empower them to help themselves by strengthening communities, inspiring individuals, and improving self-worth so they can pass skills to one another. Furthermore, the Empowerment-Based Approach (EBA) states that the empowerment process must be from empowered individuals, not those who empower them. It needs initiation and sustaining efforts from empowered individuals because individuals can solve challenges and work for an extended period to eliminate oppressive structures when empowered in a self-determining way. The NDP shows that there are children who deserve Child Support Grants (CSGs) but are not receiving them, and this is high for children under the age of one year (Chilenga, 2017; South African Social Security Agency (SASSA), 2020). The recipient of the Social Relief of Distress (SRD) grant and who was pregnant suggested this:

Allowing pregnant women to get a grant for their unborn babies could address this problem of children under the age of one who are not getting their social grants. This challenge must be addressed since parents from poor families, especially women, struggle to support themselves during pregnancy and their children after birth. (Nokulunga, Female, 33-year-old)

This shows that some pregnant women from poor households need financial support to buy basic needs during and after pregnancy –to feed themselves while waiting to deliver their infants and to take care of children immediately after birth. However, the poor economic growth brings limitations to South African government to create a comprehensive social protection system like other European countries, such as France and United Kingdom (UK), that have broad social protection, which include grants to buy furniture and clothes during winter seasons –the South African government cannot afford such a system because of stagnant economic growth. In South Africa, most non-disabled individuals want jobs; thus, the economy should create jobs for unemployed people, young and low-skilled, while advancing their skills

and knowledge to be relevant to the changing work environment –but they end up depending on social grants because of unemployment (Statistics South Africa (Stats SA), 2020; Zarenda, 2013). Yet the government has not filled the gap in the social security system by creating grants for underprivileged individuals who are non-disabled, between 18 years and 59 years and for those who fall in the missing middle category. One of the officials of SASSA suggested this:

The NDP and the Constitution must focus on growing the economy by strengthening agricultural and industrial sectors to employ people rather than issuing social grants that create dependency. The social grants paid to non-disabled people must be used to create industries and farms that will boost the economy.
(Zethu, Female, 36-year-old)

The poor economic growth in South Africa brings challenges such as high petrol and electricity prices; this also affects the beneficiaries of social grants as they cannot access basic needs. National Planning Commission (NPC) (2012) proclaims that to create sustainable jobs means that the percentage of economic growth should be more than five percent annually. The poor economic growth results in unemployment and increased hardship to people and increases the number of people depending on social grants from the government. For NDP, the country's economy must allow the government to create more employment, train individuals to get skills, and ensure production in industries and investment in physical and human capital grow speedily. In the 21st century, South Africa's economy shows low growth, and many job seekers hardly fit in the labour market because universities and colleges produce graduates with inadequate skills that the job market needs (Stats SA, 2020). The beneficiary of social grants who was at the university stated this:

I think there is a need for the decolonisation of education in South Africa; what we learn is irrelevant to what the job market wants. Some programmes have several enrolled students at university, yet there are few job opportunities for them...go to lectures in Sociology, Philosophy, and Anthropology and compare them with the enrolments in lectures of engineering, law, and medicine you will see. Most of these “logies” are full of “black people” who are the majority in South Africa.
(Zanele, Female, 19-year-old)

Thus, regenerating the schools' and universities' curriculums and ensuring they are aligned with what the government plans to achieve through policies might increase employability and productivity, reduce inequality, and create better living conditions. Microeconomic reforms can lower the cost of living for deprived families, particularly in food, transport, telecommunications, and public services (Naidoo & Maré, 2015). Therefore, education can play an important role in creating opportunities to eradicate poverty in many households that depend on social grants. The following paragraphs analyse the White Paper on Social Welfare (WPSW) of 1997, which is vital in ensuring that the NDP's goals on social security are reached.

8.3 Operational social welfare system

The White Paper on Social Welfare (WPSW) of 1997 is imperative in the South African social security system as it comprises the approach for restructuring social welfare in South Africa (Weyers, 2013). The WPSW suggests that there must be a social grants system comprising legislative reforms, computer systems advancement, the development of nationwide social grants records and a computerised fingerprint system. These measures promote the economic and administrative efficacy of the system. However, the official of SASSA mentioned the limitations of this policy in modern days, and this is what she had to say:

There is a lack of aligning policies and plans such as WPSW and NDP with the 4th Industrial Revolution (4IR) as these policies have no comprehensive plans for Artificial Intelligence (AI) and the Internet of Things (IoT) in driving social and economic development. The departments that should collaborate need to be more cohesive. (Thando, Female, 44-year-old)

SASSA (2020) states that cooperative partnership with individuals, Civil Society Organisations (CSOs) and the private sector guided by the goals, values, and priorities of the National Development Plan (NDP) is important. Therefore, an interdepartmental response is required in government, between government and society at large, to effectively address welfare needs, past inequalities, and the disintegration of the institutional framework in the distribution of

welfare services. WPSW views developmental social welfare as emphasising that social development cannot occur without cooperation with other departments and economic development that goes together with the improvements in the social welfare system (Brown & Neku, 2005). This White Paper on Social Welfare (WPSW) of 1997 is not focusing only on restructuring the welfare system in a non-racial and equitable way but also proposes the roles and responsibilities of the welfare system. Yet, democratic South Africa commits to use welfare as a poverty alleviation vehicle, linking economic and social development strategies and proposing a developmental role for government to transform society. One of the beneficiaries of social grants stated this:

Changes that the democratic government made in social welfare system brought justice and equality. Since the apartheid era, African people were economically and socially inferior to European people. The democratic government brought inclusivity towards the previously disadvantaged, primarily black Africans. (Josephina, Female, 71-year-old)

September (2007) states that the White Paper on Social Welfare (WPSW) has an approach and strategies to inform the reformation of social welfare services and programmes, such as social grants, in the public and private sectors. It has strategies, principles, and recommendations for developmental social welfare policies and programmes which are gradually implemented. The following paragraphs are based on the White Paper on Transforming Public Services (WPTPS), which is important in maintaining the effective governance of social grants in South Africa.

8.4 Transformed public services

The entity that is responsible for disbursing social grants in South Africa, which is called the South African Social Security Agency (SASSA, is also regulated by the White Paper on the Transformation of the Public Services (WPTPS) of 1995 to bring good administration in the case of social grants and to address the needs of deprived individuals and groups (SASSA, 2020). The official of SASSA said this:

Since SASSA was established, there has been a transformation in this agency. Women and people living with disabilities were employed and participated in decision-making. Although there is a lack of oversight by directors, committees, and parliamentarians, there is a lack of public participation when decisions are made at head offices. (Jackson, Male, 56-year-old)

A transformed public service is judged by its efficiency in delivering services, such as social grants, which keep citizens' basic needs (Patel, 2005; Lues, 2007). The significant transformations that WPTPS guides SASSA with are to improve service delivery to address past inequalities, meet basic needs of the poor, and keep a united, cohesive, and inclusive public service. An elderly man who is the beneficiary of a social grant stated this:

Who knew that African people would be paid the same amount of social grants as European people? During Botha's administration (meaning during apartheid) there was no such a thing...Africans were not even receiving temporary assistance during disasters that they now receive as the Social Relief of Distress (SRD). Since democracy, we have seen drastic transformations regarding social grants...South Africa needs to adopt social democracy. (Samson. Male, 87-year-old)

The aim of WPTPS and its significance on social grants is to guide the initiation and execution of new legislation and policies that aim at transforming the delivery of social grant programmes (Swanepoel & de Beer, 2012). So, transforming service delivery to more inclusiveness and equality must always be prioritised in the plans of SASSA. The following paragraphs are about the White Paper on Transforming Public Service Delivery (WPTPSD) (*"Batho Pele"* "People First") of 1997 on the governance of social grants.

8.5 Transformed delivery of public services

The inclusion of the White Paper on Transforming Public Service Delivery (WPTPSD) of 1997 in this study is in pursuit of understanding challenges often faced by the applicants and/or recipients of social grants in the offices of SASSA, and pay points, strategies to be adopted to make application processes and access to social grants convenient and client-friendly, and the efficacy of workers in offices of SASSA, South African Post Office (SAPO), and pay points in ensuring that social grants are distributed accordingly without glitches that affect recipients. The WPTPSD, which has the “*Batho Pele*” principles, is about how government services are offered to people and about advancing how services are offered to people –it is not about the types of services to be provided but about the quality of services offered to service users (Kgobe, 2020; Munyai, 2017). The beneficiary of the social grant complained about the way service was rendered to her in one of the SASSA offices:

I once went to the Local Office (LO) of SASSA to apply for the Social Relief of Distress (SRD) grant...I would not say I liked the derogatory comment made by one of the Grant Administrators (GAs). I tried to report my dissatisfaction to the supervisor, but nothing was done to reprimand that worker...I even put my complaint in the suggestion box, but still, no intervention was taken. I stopped going to that Service Office (SO) because of this...I heard that whatever negative comments are put by the public in the suggestion box, some workers remove it.

(Senamile, Female, 23-year-old)

This shows that “*Botho Pele*” principles were not followed in this SASSA Service Office (SO) as the applicant was not respected by their worker. WPTPSD focuses on “*Batho Pele*” approach that relies on consultation with service users and perceptions on whether standards of services are met in practice by civil servants (Byrne & Twinomurinzi, 2008). Since “there are eight “*Batho Pele*” principles for transforming public service delivery, and they are expressed to enable national, provincial, and local departments to apply them by their own needs and circumstances” (Makhetha, 2015: 96). The official of SASSA was asked about the adherence of workers of SASSA and South African Post Office (SAPO) to each “*Batho Pele*” principles (consulting service users, creating service standards, increasing access, keeping courtesy, giving enough and better information, ensuring transparency and openness, improving from failures and mistakes, giving the best value for money), and this is what they had to say:

Our employees are always urged to respect clients and politely ask them what brought them to our offices...and refer or direct them to where there will get help. When they have been assisted, they are often asked about the quality of the service they received. The “Batho Pele” principles are vital when working with people. (Thando, Female, 44-year-old)

Workers of SASSA need to consult service users (clients) by asking them what they need and finding out how their needs can be best met. It is also vital to consult clients about the service they have received and to utilise the information to improve their services through questionnaires or verbal talks. As SASSA (2020) states, it is imperative to report back to clients so that they can familiarise themselves with what to expect and to workers, so they become aware of what is expected of them. To ensure that workers of SASSA do a consultation with clients, the official of SASSA stated this:

Every worker at SASSA is given targets, and there are service standards he or she should meet. If he or she fails, then consequence management takes place. This mitigates incompetence among workers and compels them to be efficient within the department...the government needs asset workers, not liabilities. (Mbuyiseni, Male, 36-year-old)

The employees of SASSA must understand what is important to applicants and beneficiaries of social grants to deliver accurate service standards. Nzimakwe and Mpehle (2012) argue that while employees try to improve their clients' services, it is also significant to deliver them at any time during work hours. These standards should be measured so that seniors can see whether they are met or not met. One of the beneficiaries of social grants showed dissatisfaction with the service given by some workers of SASSA in Endumeni Local Municipality (ELM) and had this to say:

They (workers of SASSA) do not want to work in the morning; they start whenever they feel like working. What they know is to gossip and laugh in the kitchen while we are waiting to be assisted as clients. I once went to SASSA in the morning since I had to go to the clinic the same day, I was the

first client to arrive, but I waited almost three hours on the bench outside, freezing. One of the staff members spoke in a language I did not understand.
(Menzi, Male, 54-year-old)

Another one added:

I am living with a disability, and I cannot use some of the SASSA toilets since there are not friendly to people with disabilities. When I am there, I hold myself whenever I want to use the toilet. Even the regular public restrooms are not in a good state as they are dirty and vandalised.
(Hlengiwe, Female, 36-year-old)

For Nzimakwe and Mpehle (2012); Swanepoel and de Beer (2012), competent staff members must address clients in the language they understand and make access easier. Access must be greater in previously underprivileged communities and people with special needs. These needs include access for people living with disabilities and having service departments which are not distant from people. This is what was said by one of the officials of SASSA on the significance of courtesy when assisting clients at SASSA:

...workers of SASSA are often taught how to build rapport with clients in a respectful and friendly way. However, we have different personalities as people...some of us are bubbly, and some are dull. There were cases whereby clients fought and complained about specific staff members about lousy treatment. However, the problem starts when some staff members are friends with the management. Those members turned out to be disrespectful towards clients. (Mlungisi, Male, 38-year-old)

SASSA needs to inscribe a code of conduct and train and evaluate staff members in customer care. "Courtesy is not only being polite to customers, but being friendly, helpful, and treating everyone with dignity and respect" (Egan, 2014: 22). The managers must observe the rapport between staff members and clients and assist staff members to offer a professional and warm service to every recipient of social grants. This can make clients get enough and better information when it comes to social grants. This is what was stated by the recipient of the social grant about giving information to clients by workers of SASSA:

I do not want to lie; there are workers of SASSA who are passionate when explaining and giving information regarding the required documents when applying for social grants. They also refer you to relevant offices and make follow-ups to ensure you are assisted. They are not all mistreating clients; I would not say I like negative blanket statements; competent workers must not be judged based on a few unprofessional workers.

(Andile, Female, 20-year-old)

The information must reach clients so that they become knowledgeable about the services an office, department, or agency is offering (Pillay, 2018). This may be done via radio, television, newspapers, leaflets, and posters as different clients have different needs and understand and speak different languages. A service commitment charter must be distributed to inform clients about an office's services. The official of SASSA maintained the significance of transparency and openness when assisting people:

We do not do things behind closed doors; we have an open-door policy at the office. We are honest and clear to clients the regarding the services we render to them...Temptation is always there since we are working with public funds...what is essential is to respond with integrity and report any wrongdoing.

(Sphelele, Female, 39-year-old)

The “*Batho Pele*” principles guide how an office, department, or agency performs and delivers services to people. If the standards are not met, there must be concrete reasons and plans to advance the service. Again, there must be “open days” where the public is shown how the department operates. It should also ensure transparency and openness in offices, to be honest, and open about services. An annual report must be issued to inform the service users how their resources are used, and how much is utilised for paying staff, equipment, and services (SASSA, 2020; Pillay, 2018; Nzimakwe & Mpehle, 2012). However, an official of SASSA acknowledged that they (staff members) sometimes make mistakes, but they learn from those mistakes and make sure that they do not happen again:

...We are fallible, meaning we make mistakes as human beings. However, we often make sure that we learn from them and prevent them from occurring in future...it is essential to acknowledge your mistake, learn from it, and afterwards ensure that you do not repeat the same mistake.

(Mbuyiseni, Male, 36-year-old)

It is important to improve from failures and mistakes because they are inevitable but preventative. Where a mistake is made, an apology must be made, and that mistake must be sorted out immediately (SASSA, 2020). Moreover, employees of SASSA should be skilled to address client's grievances in a responsive and empathetic style. The beneficiaries and applicants of social grants should know where and how to complain, and a record of complaints should be kept because they can assist an office, department, or agency in improving its service as they show what clients want. The official of SASSA had this to say:

Over the years, we have received complaints of fraud and corruption in various offices, but the government was able to address them, and some individuals were incarcerated. The government should not turn a blind eye to corrupt civil servants because that affects service delivery and drags the country behind.

(Jackson, Male, 56-year-old)

Giving the best value for money includes removing fraud and corruption and getting new ways of improving services at little or no cost (SASSA, 2020). This involves forming partnerships with other stakeholders and the community. For Byrne and Twinomurinzi (2008), creativity can provide better service, cut costs, improve conditions, and make changes consistent with the spirit of "*Batho Pele*". However, these principles are crucial in administering the social grants system, but reinforced supervision is necessary. The subsequent paragraphs focus on the White Paper on Population Policy (WPPP) of 1998 regarding the administration of social grants in Endumeni Local Municipality (ELM).

8.6 Population management

The White Paper on Population Policy (WPPP) of 1998 corresponds with the Bill of Rights in the Constitution of South Africa as it is an important component of national policies on ending

poverty and reducing inequities while advancing people's quality of life (National Planning Commission (NPC), (2012). According to Wessels (2021), WPPP focuses on challenges connected with inequality, poverty, and discrimination because of the past and present socio-economic inequalities between the rich and the poor. It puts the population at the core of development policies and views it as a development driver. The official of SASSA mentioned this:

We are a people-driven agency; we understand that people are essential in driving development which is sustainable. We allow suggestions from people and implement them when necessary. We do not work independently because that will limit us. We network with governmental and non-governmental agencies...we also welcome every person who needs our services.

(Ntokozo, Male, 41-year-old)

Department of Welfare and Population Development (DWPD) (1998) states that this policy was created after recognising the human demographic and development challenges in the country. Such as the upsurge and operative dynamics of the population because of the growth and size of the people, which led to failure to administer backlogs in social grants, education, employment, health, housing, and other social services that deliver the needs and wants of the people. It was regarded as important policy, as it calls the government to understand the interrelationships among people, environment and development when making, executing, and directing development programmes. This is what was stated by the worker of SASSA:

We apply the White Paper on Population Policy (WPPP) (1998) when we analyse the kind of population we are serving, and it is also useful when profiling the community. It guides us on decisions we must implement at the grassroots level...and how we must collaborate with other stakeholders.

(Mandisa, Female, 29-year-old)

For this policy, multi-departmental policies on population must promote multi-departmental programmes that can be created and executed by the government ministries and reinforced by the Non-Governmental Organisations (NGOs) and private sector in civil society (DWPD, 1998). The sectors, particularly those in the economic, environmental, and social sectors, are

responsible for executing the policy on population by creating and implementing interventions projected to achieve objectives of the National Development Plan's (NDP's) vision 2030. This is because inter-departmental collaboration is mandatory to keep effective policy implementation, indicators, and objectives to assess impact and progress. One of the officials of SASSA had this to say:

The three spheres of government in South Africa are failing to keep inter-departmental cooperation. However, the "Operation Sukuma Sakhe" (OSS) and District Development Model are trying to bring various departments to work together locally, but some departments are not thoroughly engaging.
(Mlungisi, Male, 38-year-old)

The legislatures, parliament, and cabinet play an important part in ensuring the effective implementation of policy on the population. The president reports on progress in implementing this policy as part of the annual state development report every year (SASSA, 2020). The Cabinet Commission for Social Development (CCSD) manages the execution, supervision, and evaluation of this policy as part of the National Development Plan (NDP) (National Planning Commission (NPC), 2012). Furthermore, national parliament and provincial legislature commissions responsible for development and population issues safeguard that legislation is in line with the aims and objectives of this policy. Society plays a noteworthy role in keeping the policy objectives and ensuring that the departments include local structures in decision-making and the execution of programmes. The next paragraphs analyse the Policy on Persons with Disabilities (PPD) of 2016 about the governance of social grants in areas like Endumeni Local Municipality (ELM).

8.7 Support for persons living with disabilities

The Policy on Persons with Disabilities (PPD) of 2016 is the voice for persons with disabilities. It supports their involvement in the governance of social grants and programmes by the South African Social Security Agency (SASSA) and the Department of Social Development (DSD) for persons with disabilities. The DSD (2016) maintains that the implementation and advancement of available social services and programmes, created to develop independence

and create opportunities for persons with disabilities, can be realised if DSD collaborates with other government departments. One of the beneficiaries of social grants living with disabilities had this to say:

We have a forum for people living with disabilities in Endumeni Local Municipality (ELM), and various departments give us platforms to raise our concerns and seek help as there is “Operation Sukuma Sakhe” (OSS) that is functional. However, there are limited structures and systems for people with disabilities. (Raymond, Male, 41-year-old)

Including PPD in national, provincial, and local department’s policies can create collective responsibility and enhance interdepartmental collaboration on disability (Trani *et al.*, 2020). The South African government attempts to revise legislation, develop the infrastructure, and create buildings relevant to the evolving needs of persons with disabilities (SASSA, 2020). However, persons with disabilities encounter economic, social, and political stages of discrimination and inequality, making them underdeveloped, marginalised, and suffering due to inadequate resources and service delivery failure (Trani *et al.*, 2020). The Empowerment-Based Approach (EBA) focuses on improving the “self”, the building of knowledge, and the capacity to better understand the socio-political realities of a person’s life. It also emphasises the formation of policies and resources to facilitate freedom from bondages imposed by outside factors. It also stresses the state of being able to recognise and critically analyse the structures that are oppressive towards certain people, and it promotes the creation of resources, aids, and policies to fight those oppressive structures since social structures propagate oppression. However, oppression has harmful effects at the micro, mezzo, and macro levels. Eventually, oppression leads the oppressed person to think about himself the same way the oppressor does (Freire & Macedo, 1998). This is what was said by the participant living with a disability:

In some offices, the infrastructure is poorly maintained, especially those often used by persons with disabilities. I once went to ELM offices to seek help for the project we wanted to implement as persons living with disabilities, and I was told that the alleviator was not working; they ordered its part from overseas. (Ntsiki, Female, 45-year-old)

Another one added:

Some departments do not have toilets for persons with disabilities, and for those that have, they are not well maintained as non-disabled people use them. We are sometimes not taken into consideration when the infrastructure is built. Even the available resources for people living with disabilities are not well maintained.

(Hlengiwe, Female, 36-year-old)

The Department of Social Development (DSD) maintains that a broad and well-managed service provision structure on disability is executed cooperatively to be advanced and sustainable (SASSA, 2020). It is everyone's obligation to ensure that this policy is appropriately applied, as well as other departments, with DSD and SASSA keeping the lead in ensuring an inclusive and unified society. The next paragraphs are based on the Policy for Older People (POP) of 2005 on the governance of social grants.

8.8 Support for elderly people

The Policy on Older People (POP) of 2005 aims to ensure that appropriate services to older people are available, affordable, unbiased, and inclusive (SASSA, 2020). This policy applies to this study because it advocates the voices of elderly people as it (this study) explores the governance of social grants for vulnerable and poor people. This is what was said by the official of SASSA:

We care for our older persons because they also have the right to basic needs like other citizens. Moreover, they are a fountain of wisdom since some have plenty of indigenous knowledge. I believe they can still play a vital role in developing society and preserving the culture and tradition for future generations.

(Sphelele, Female, 39-year-old)

Older people assist in the socialisation of children and ensure the attainment and transfer of society's and family's values, norms, and knowledge from generation to generation (Mathiso,

2011). Normally, the role of older people is to lead, guide, and direct their societies and families in practices and rituals (Giddens, 2006). They (older people) ensure the survival of Orphans and Vulnerable Children (OVC) and family members who are suffering from chronic diseases –under difficult conditions with no resources and no appreciation for their hard work (Madhavan *et al.*, 2017). This is what was said by one of the beneficiaries of Old Age Grant (OAG):

I look after my grandchildren, who are now orphans; I support them with my social grant when theirs is finished. I cannot abandon them; they are still young and need to be nurtured like other children. I do not want to be taken by Social Workers to shelters, and I am fine where I am right now. I promised myself that I wanted to die while staying here.

(James, Male, 66-year-old)

The Department of Social Development (DSD) is accountable for the care and safety of older people, but it cannot achieve its directive without the support of communities and other departments –such as the Department of Health (DoH) (Department of Welfare (DoW), (1997). This policy states that older people should age with dignity and security and be empowered to assist their families and communities (Lombard & Kruger, 2009). The worker of SASSA who once worked for DSD stated this:

There is a challenge when it comes to the inter-departmental partnership when assisting older people because there is a lack of collaboration and interconnection among departments in South Africa. For example, there are things that DSD cannot provide to older persons, but DoH can provide. When asking DoH to assist in shelters, it takes time to respond and intervene.

(Thando, Female, 44-year-old)

This statement indicates that Civil Society Organisations (CSOs) and departments must work together to offer inclusive services to older people by placing them (older people) at the core of interventions because this policy ensures that the challenges of older people are solved collaboratively and holistically. Since South Africa, like other countries, has an ageing population, there is a need for strengthening the support of older persons so that they can contribute more to society while enjoying ageing in a healthy and enabling environment. The

following paragraphs analyse the South African Social Security Agency Act (SASSAA) 9 of 2004 on the governance of social grants.

8.9 Operational social security agency

Rikhotso (2015) states that the South African Social Security Agency (SASSA) 9 of 2004 is responsible for the administration and allocation of funds of all accounts of beneficiaries of social grants; creating strategies to fight fraud and corruption in social grants and keeping the trustworthiness of the social security system in South Africa based on Social Assistance Act (SAA) Act 13 of 2004. SASSA (2020) states that SASSA was established as an agency that collects, manages, and keeps information on beneficiaries of social grants as needed for the payment of social grants. The official of SASSA had this to say:

The establishment of SASSA brought a uniformity across provinces and broad bureaucratic management of grants in South Africa. I think this agency needs to rearrange its structure since some decisions take time to be implemented. I think power should be decentralised...local offices play an important role because they service people and are where people are located.
(Zethu, Female, 36-year-old)

Another one stated this:

The centralised power even delays maintenance to be done, look how eyesore in our offices, windows are broken, and chairs are broken. We even buy our stationery as staff members because the district and Regional Offices (ROs) take time to approve anything requested by Local Offices (LOs)...we are understaffed, and some staff members have inadequate skills when it comes to modern technology as we are not capacitated always, we learn things along the way.
(Ntokozo, Female, 41-year-old)

Prior to the establishment of the South African Social Security Agency (SASSA), social grants were managed by the Department of Welfare and Population Development (DWPD) which was later renamed to the Department of Social Development (DSD) at provincial and national levels (Bhengu, 2015). However, the provincial departments were independent, and the national department was not overseeing administrative tasks consistently in all provinces. Afterwards, SASSA came up with one head office at a national level and nine ROs –key policies come from the head office and flow down to ROs, District Offices (DOs) until the Local Offices (LOs), functioning model of SASSA can be called Regional Model (SASSA, 2020). The following paragraphs are on the Social Assistance Act (SAA) 13 of 2004 on the governance of social grants.

8.10 Delivery of social assistance

The Social Assistance Act (SAA) 13 of 2004 ensures that SASSA plays its role of managing social grants, administering a database for beneficiaries and applicants of social grants, making strategies to eradicate fraud and corruption in social grants and keeping the trustworthiness of the social security system in South Africa (Ngwenya, 2016; South African Social Security Agency (SASSA), 2020). One of the workers of SASSA stated this:

SAA indicates how social grants must be managed...although unemployed South Africans still need the Basic Income Grant (BIG) in South Africa. I think this social grant must also be introduced in South Africa because there is a high number of unemployed people, food has become too expensive, and petrol and paraffin prices are increasing more often.

(Mlungisi, Male, 38-year-old)

A beneficiary of a social grant mentions this:

The SAA needs to be amended since it does not specify actions to be taken when someone appears permanently employed, although he or she was retrenched at work. This hinders some people when applying for the Social Relief of Distress (SRD) grant. Therefore, in this legislation, there must be a specific part pinpointing alternatives to ensure that such people are assisted.

(Xolani, Male, 44-year-old)

The SAA specifies the requirements for applications for social grants and ensures that norms and standards are created to deliver social grants. SAA is an important legislation in managing the application and imbursement of social grants and other social relief measures in South Africa (Patel, 2005). The subsequent paragraphs focus on the Public Finance Management Act (PFMA) 1 of 1999 on the governance of social grants.

8.11 Management of finances

The Public Finance Management Act (PFMA) 1 of 1999 is an important legislation that the South African government officially approved, as it advocates for the efficient and effective spending of public funds to allow the delivery of public services to deserving people (Bekker, 2009). The PFMA controls the fiscal management of government's departments to ensure that incomes, expenses, properties, and liabilities are well managed (Sambo, 2017). One of the workers of SASSA had this to say:

Every cent should be spent accountably by SASSA, and we should be accountable for the improper issuing of social grants to people. The PFMA guides us in ensuring that we abide by managing and reporting to the government how we use the budget allocated since this is taxpayers' money.
(Mandisa, Female, 29-year-old)

This shows that this act promotes a prudent financial management system in government's departments and agencies as it gives the responsibility to departments such as the Department of Social Development (DSD) and agencies such as SASSA to administer and manage its income, spending, financial budget, assets, and liabilities effectively and efficiently. The following paragraphs are based on the Promotion of Access to Information Act' (PAIA) 2 of 2000 on the governance of social grants.

8.12 Access to information

The Promotion of Access to Information Act (PAIA) 2 of 2000 allows access to information from the government or any institution for defending any rights (Prinsloo & Ntondini, 2018; Department of Social Development (DSD), 2013). One of the recipients of social grants stated this:

When my child needs a letter for an NSFAS application stating that I am not working, I receive a social grant. The workers of SASSA give me and ask me whether I have something I want to know regarding my social grant. Some are so helpful, especially when they know you. Since I complained about one of them who mistreated me in 2013, I have been getting good treatment.

(Mandla, Male, 62-year-old)

Another one said this:

After applying for a social grant, I used to go to SASSA and ask about the outcome of my application. Firstly, it was unsuccessful, but a worker of SASSA explained documents that needed to be included that made my application unsuccessful. She was polite and informative...she referred me to other stakeholders that can assist me in ensuring that I get all the necessary documents.

(Hlengiwe, Female, 36-year-old)

Any person who applies for any social grant has the right, in terms of this act, to be informed about the procedure and get the outcome of his or her grant application. This act forces SASSA to give information about the outcome or progress of any grant application and whether that grant application is successful or unsuccessful (SASSA, 2020). The following paragraphs are on the Promotion of Administration Justice Act (PAJA) 3 of 2000 on the governance of social grants.

8.13 Fair administration

The Promotion of Administrative Justice Act (PAJA) 3 of 2000 promotes fair, effectual, responsible, and transparent management in every government and Non-Government Organisation (NGO) sector as it highlights guidelines that SASSA must follow when taking decisions on social grants (Currie & Klaaren, n.d.). One of the recipients of social grants had this to say:

I was once told that my application was unsuccessful. I did not get a specific reason from the grant administrator...I think she was new at SASSA. I then requested to see the manager; luckily, the manager explained why my application was unsuccessful and advised me to find that documentation and bring it back for appeal.

(Nokulunga, Female, 33-year-old)

PAJA compels SASSA to give reasons for its decisions and advise clients about their rights to appeal, review and ask reasons for the outcomes of their applications (Ngoepe & Makhubela, 2015). This act also allows applicants the right to challenge the results from SASSA in court. This act forces SASSA to provide the necessary explanations as to why a particular conclusion was taken, such as why a specific grant application was unsuccessful. The following paragraphs focus on the Sustainable Development Goals (SDGs) of 2015 on governance of social grants.

8.14 Global goals

The Sustainable Development Goals (SDGs) of 2015 are essential in this study when assessing the role of social grants in eradicating poverty and reducing inequality in Endumeni Local Municipality (ELM), KwaZulu-Natal. SASSA ensures that Sustainable Development Goal (SDG) one, to end poverty, is realised by contributing to South Africa's vision of ensuring that no person in South Africa survives below the poverty line by 2030 (Garidzirai & Chikuruwo, 2021). This is what was stated by a beneficiary of a social grant:

The social grant I am receiving helps me buy basic needs, and I can say that I am not suffering from poverty like I was during apartheid. If such grants were not available in the country, many people would have died and left children as orphans because of hunger. These grants play an important role in fighting poverty in many low-income families.

(Sarah, Female, 89-year-old)

Goal two of SDGs is to end hunger and attain food security by 2030, so SASSA gives conditional relief of distress to individuals and families who are undergoing excessive hardship because of disasters and death (SASSA, 2020). A recipient of social grant who once suffered during floods had this to say:

In 2020, KwaZulu-Natal (KZN) experienced flooding, and my family suffered a lot since the floods, washed away our house, and we were left with nothing. Fortunately, the Department of Social Development (DSD) gave us grocery, known as Social Relief of Distress (SRD), every month, which assisted us greatly.

(Bhekumuzi, Male, 59-year-old)

SASSA and DSD work with the Department of Higher Education and Training (DHET) to ensure that goal four for inclusive and quality education is achieved; the beneficiaries of social grants are connected to DHET opportunities. They do not have to be tested when applying for the National Student Financial Aid Scheme (NSFAS) but are directed to available opportunities (National Planning Commission (NPC), 2012). A beneficiary of the Foster Care Grant (FCG) stated this:

I did not struggle much when applying for financial assistance from NSFAS. My application was successful since SASSA confirmed that I was a beneficiary of a social grant as I was from an underprivileged family, raised by a single parent living with a disability. Firstly, I did not know which office to contact for me to be assisted...but I eventually contacted one of the social workers who assisted me.

(Sbonga, Male, 18-year-old)

In goal five for gender equality, SASSA guarantees that vulnerable groups such as children, women and people living with disabilities are prioritised in social security programmes. These SDGs are significant in this study and must be achieved in South Africa to create a better life for all, as they are included in the United Nations Resolution (UNR) known as the 2030 Agenda and the National Development Plan (NDP) vision 2030. The next paragraphs are based on the District Development Model (DDM) on the governance of social grants.

8.15 Significance of the District Development Model (DDM)

The District-based Development Model (DDM) seeks to coordinate development in all spheres of government and includes people in the development of eight metros and 44 municipal districts (South African Social Security Agency (SASSA), 2020). This model is vital in this study because DSD must strengthen the capacity of District Offices (DOs) and Local Offices (LOs) of SASSA to ensure that they serve people who need social security services in eight metros and 44 municipal districts. This is what was stated by an official of SASSA:

The DDM is not properly implemented; we were told that this model was in the pilot stage...later on, it is a similar model as “Operation Sukuma Sakhe”, which drives development from district to local municipalities... However, SASSA needs to be revitalised, especially in the districts and locals, as the current system does not instantly address problems workers and clients face during the application phase of social grants. The decentralisation of power is needed. This is needed to advance the impact and coherence of service delivery to recipients of social grants.

(Mbuyiseni, Male, 36-year-old)

This model is like OSS, which helps deprived communities bring development and ensure that in conjunction with private and public sectors, they fight against poverty and inequality (Department of Social Development (DSD), 2019). However, it is believed that DDM has characteristics of the OSS, which was adopted by the KwaZulu-Natal provincial government which brought integrated service delivery in various districts and locals. The following

paragraphs are on the Broad-Based Black Economic Empowerment (BBBEE) Act 53 of 2003 on the governance of social grants.

8.16 Empowerment of “black” people

The Broad-Based Black Economic Empowerment (BBBEE) 53 of 2003 promotes financial justice by allowing “black people” to participate in South Africa’s economy by establishing and managing businesses and having access to infrastructure, skills advancement, and economic activities (SASSA, 2020). Since most of the beneficiaries of social grants are “black” and women, this legislation is vital in this study as it capacitates them and promotes economic transformation, which benefits these groups of people (Department of Social Development (DSD), 2013). This is what was stated by the official of SASSA:

BBBEE is essential in bringing equality and healing the wounds of the past created by the colonisation and apartheid in South Africa. However, organisations such as AfriForum, and the Democratic Alliance are against it. However, this policy favours specific individuals with political connections as they gain wealth through it. Some Europeans are fronting with black Africans so that they can benefit their businesses

(Jackson, Male, 56-year-old)

Thus, rather than focusing on social grants as a source of income, recruiting and empowering those previously excluded in South Africa’s economy was the ultimate solution for their persisting socio-economic challenges (NPC, 2012). For the Empowerment-Based Approach (EBA), empowerment can reinforce drive, develop self-esteem, and promote transformation and self-direction, and this can lead to transformation at a macro level as the oppressed become aware of the oppressive structures. This is what was stated by a recipient of a Disability Grant (DG):

Endumeni Disability Forum (EDF) members created a bakery that supplies bread to shelters for older people, and Orphans and Vulnerable Children

(OVC). DSD and SASSA supported the idea when we were initiating this project. We tried to get funding from many agencies as this is a black-owned business. However, we were never assisted...even the BBBEE policy that we usually hear about on the radio did not help us secure funding to expand our business.

(Menzi, Male, 54-year-old)

SASSA (2020: 16) states that, “it expands the procurement spent to other goods and services to increase support to qualifying women, youth, and people with disabilities –this covers the subcontracting as prescribed by the Preferential Procurement Policy Framework Act (PPPFA) and its regulations.” NPC (2012) states that SASSA uses almost 30 percent of the Social Relief of Distress (SRD) budget to fund small cooperatives and businesses that are owned by “black people”. Yearly, SASSA reports to the cabinet on the adherence with the BBBEE in its annual report. The Empowerment-Based Approach (EBA) advocates restoring power to people who have power taken away by obstacles such as poverty, inequality, and unjust policies such as apartheid. The subsequent paragraph is based on the National Development Agency (NDA) of 1999 on the governance of social grants.

8.17 Functional National Development Agency (NDA)

The National Development Agency (NDA) of 1999 reinforces the structural capacity of Civil Society Organisations (CSOs) that deliver services to needy communities by promoting dialogues, consultations, and capacity building between CSOs and structures of government (Hendriks, 2013). NDA contributes to eradicating poverty and reducing inequality supporting CSOs, like the Home Community-Based Care Centres (HCBCs) where most social grants recipients get social security services, to implement development programmes and projects for underprivileged communities (NDA, 2016). The official of SASSA stated this:

Over the years, the Department of Social Development (DSD), in partnership with NDA, has been supporting Orphans and Vulnerable Children (OVC) in Endumeni Local Municipality (ELM) by giving them meals in the morning and the afternoon and proper school uniform. However, some receiving

these services were also the beneficiaries of social grants.

(Sphelele, Female, 39-year-old)

It is vital to check the duplicates of beneficiaries who get social grants and assistance from CSOs to critique the role of social grants in fighting poverty and addressing inequality in Endumeni Local Municipality (ELM). One of the beneficiaries of social grants had this to say:

I am a beneficiary of a social grant but also receiving meals from the Community Nutrition Development Centres (CNDC) in the local Non-Governmental Organisation (NGO) because the social grant that I am getting is too little. This initiative is significant because it offers us fresh, healthy and scrumptious meals which we do not often eat at home.

(Xolani, Male, 44-year-old)

SASSA (2020) suggests that grants to CSOs, from the NDA must have the intention of capacitating CSOs to provide service delivery to disadvantaged communities. Therefore, NDA must implement a business operation model controlled through a bottom-up approach, allow community engagements, and create mobilisation methods to find community needs to respond to problems recognised by communities (NPC, 2012). The following paragraphs are on the National Youth Development Agency Act (NYDAA) 54 of 2008.

8.18 Operational National Youth Development Agency (NYDA)

The National Youth Development Agency Act (NYDAA) 54 of 2008 tries to close the gap in South Africa's social security system since there is no social grant for youth between 18 years and 35 years. This is what was stated by one of the young people who were receiving the Social Relief of Distress (SRD) grant:

We have an organisation for unemployed young people that gets funding from NYDA. We cultivate vegetables and sell our products to the local supermarkets. Although, the market is sometimes closed to us because we are not a particular colour...and some produce is sometimes stolen or damaged by weather during floods and droughts...Whenever there are delays in NYDA funding, we use our social grants to buy seeds to plough.
(Senamile, Female, 23-year-old)

Therefore, the NYDA addresses the challenges faced by the youth of South Africa as it derives its directive from the National Youth Policy (NYP), which addresses the socio-economic problems faced by youth, including unemployment, poverty, and inequality (Kampala, 2011; Naidoo & Maré, 2015). Which also prioritises policies which create an enabling environment for youth development, such as programmes at the micro, meso, and macro levels. The Sustainable Livelihoods Approach (SLA) supports people to find stable sources of income and be robust to shocks that can make life hard to cope with. The Empowerment-Based Approach (EBA) is based on giving enabling power to individuals and eradicating blocks imposed on them by external people. The following paragraph is about the conclusion of this chapter.

8. 19 Conclusion

This chapter has analysed and interpreted policies, acts, plans, and white papers that guide the governance of social grants in Endumeni Local Municipality (ELM), KwaZulu-Natal (KZN). It looked at policies that guide and support social security, such as social grants, to alleviate poverty and guarantee equitable opportunities for every South African. The analysis was that the government had relevant policies, but interdepartmental cooperation was lacking to ensure a comprehensive implementation of these policies. Some policies needed amendment to ensure that they address the economic inequality among people and ensure continuity when the government changes. Again, the lack of resources, centralised power in agencies like SASSA, and inadequate skills and staffing were also the challenges that affected the overall governance and disbursement of social grants in ELM. In as much as the social security system focuses on the non-contributory and contributory social security system, the policies that guide this system lack strategy to eradicate poverty and address inequality through the redistribution of land and

nationalisation of important sectors such as banks and mines. The next chapter is about the policy framework for the disbursement of social grants.

CHAPTER NINE: POLICY FRAMEWORK FOR THE DISBURSEMENT OF SOCIAL GRANTS

“Government will always play a huge part in solving big problems. They set public policy and are uniquely able to provide the resources to ensure solutions reach everyone who needs them. They also fund basic research, a crucial component of the innovation that improves life for everyone” (Gates, 2002: n. p.).

9.1 Introduction

This chapter is based on developing the policy framework for the disbursement of social grants that informs the configuration of social grants, which is the fifth objective of this study. It answers this research sub-question: how do policy frameworks for the disbursement of social grants inform the configuration of social grants? Garidzirai and Chikuruwo (2021: 363) state that, “it is important to note that the social grant policy is a good system that addresses the inequality between the rich and the poor”, as the government created this system in line with section 27(1)(c) and 27(2) of the Constitution of Republic of South Africa. Section 27(1)(c) of that Constitution promotes everyone’s right to access social security and the right to proper social support.

While section 27(2) additionally emphasises that the state must create legislative measures to realise the right to social security (Patel, 2005). Consequently, in 1997 this right was strengthened further by the adoption of the White Paper for Social Welfare (WPSW) policy by the South African government, which specifies that the right to social protection must include a broad range of support such as cash transfers or material support or both (SASSA, 2020). In addition to this policy, social security is also offered to people in terms of the South African Social Security Agency Act (SASSA) 9 of 2004 and the Social Assistance Act (SAA) 13 of 2004. It must also be noted that the social grant policy is in line with the National Developmental Plan (NDP) vision 2030 and the Sustainable Development Goal (SDG) one (no poverty), two (zero hunger), and ten (reduced inequality).

However, the sustainability of the social grants system is uncertain as the contributors of social grants are decreasing because many jobs are cut, and the country is faced with socio-economic problems like increasing poverty, inequality, poor economic growth, unemployment, and crime (Mohr & Fourie, 2015; Garidzirai & Chikuruwo, 2021). However, the South African government has a burden of providing basic support to poor people during disasters, as happened during the outbreak of Corona Virus (Covid-19) in South Africa when the government introduced the Covid-19 grant known as the Social Relief of Distress (SRD) grant. Therefore, to answer how policy frameworks for the disbursement of social grants inform the configuration of social grants? This chapter covers how social grants are administered, managed, and disbursed in Endumeni Local Municipality (ELM). How the social grants system is funded, and how effective and sustainable this system is.

It also includes the contribution to knowledge from this study, as it proposes the Sustainable Social Security Model (S3M) to be adopted by the South African government to ensure the sustainability of the social security system in the country. This means that the chapter also explains how this model (S3M) works by looking at its foundations which are things that need to happen to have a sustainable social grants system; structures that must be involved when implementing this model; the difference from other frameworks from which it (S3M) draws; the sustainable source of funding for social grants system; and the bureaucracies, technologies, processes, and systems this model brings. The S3M's strengths and weaknesses are also discussed, together with the application of this model to other agencies that administer social grants systems in other countries. It also provides the hypothesis based on findings of this study.

9.2 Administration, management, and payment of social grants in Endumeni Local Municipality (ELM)

As specified in chapter 2, section 3 of the South African Social Security Agency Act (SASSA) Act of 2004, the objectives of SASSA are to be the only agent that administers, manages, and pays social grants and provides services that are pertinent to such payments (Nnaeme, 2018; Patel, 2005). In Endumeni Local Municipality (ELM), social grant administration and management functions are in-sourced, while payment functions are outsourced like in most areas in South Africa (SASSA, 2020). SASSA contracted Cash Paymaster Services (CPS) to pay social grants, and towards the termination of this contract, the human rights organisations such as the Black Sash Movement (BSM) were against the extension of this contract as they lodged a court application to oppose it. One of the officials of SASSA stated this:

The battle between SASSA and CPS made many recipients of social grants concerned about the payment of social grants in South Africa. Most of them came here to verify what they heard on the radio...I could see that was beginning to stress them. The system of disbursing social grants sometimes has technical problems. It is like any other system...it is not perfect.
(Mbuyiseni, male, 36-year-old)

A beneficiary of a social grant stated this:

Some politicians benefited from the contract between SASSA and CPS to distribute social grants to beneficiaries. The decision to give CPS this tender was influenced by state capture. Corruption is rife in South Africa...the state capture brought stagnant economic growth and many challenges in State Owned Entities (SOEs).
(Xolani, male, 44-year-old)

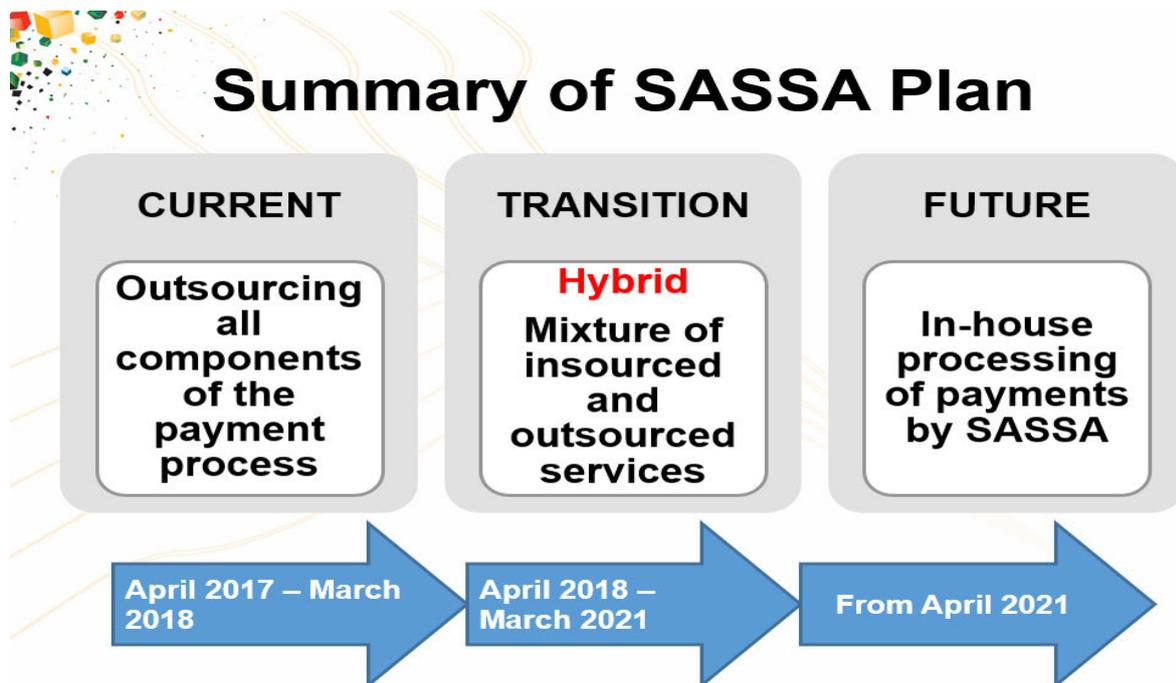
In 2017, a ruling by the court was delivered and stated that SASSA and CPS had the responsibility to keep payment of social grants to recipients until another agency could perform that task. This was because failure to pay beneficiaries of social grants their money was going to infringe on their right to social support, which is written in section 27(1)(c) of the Constitution (Statistics South Africa (Stats SA), 2020). Therefore, payment to recipients took place according to payment schedules, and SASSA was supervising the CPS to ensure that data of recipients of social grants were not misused. The official of SASSA had this to say:

We were worried that CPS might divulge private information of beneficiaries to other people, like other financial institutions, so thorough supervision was necessary hence the court ordered the extension of the contract between SASSA and CPS until a government-to-government service was adopted.

(Mandisa, female, 29-year-old)

After engaging with the Department of Social Development (DSD), SASSA decided that a hybrid payment model must be applied. South African Post Office (SAPO) (2018) states that this model included in-sourcing specific mechanisms of the payment process, securing services of the service provider (CPS) as a temporary solution while building internal capacity (government to government services) to run the programme of disbursing social grants to beneficiaries. SASSA then decided to enter into an agreement of a complete payment value chain with the SAPO to transfer social grants to the beneficiaries of social grants guided by the biometric management system, which was outsourced, assisted by the Department of Home Affairs (DHA) for validation of identity through the register of the population (SASSA, 2020). Figure 9.1 shows the phase-out and phase-in plan of SASSA from CPS to SAPO:

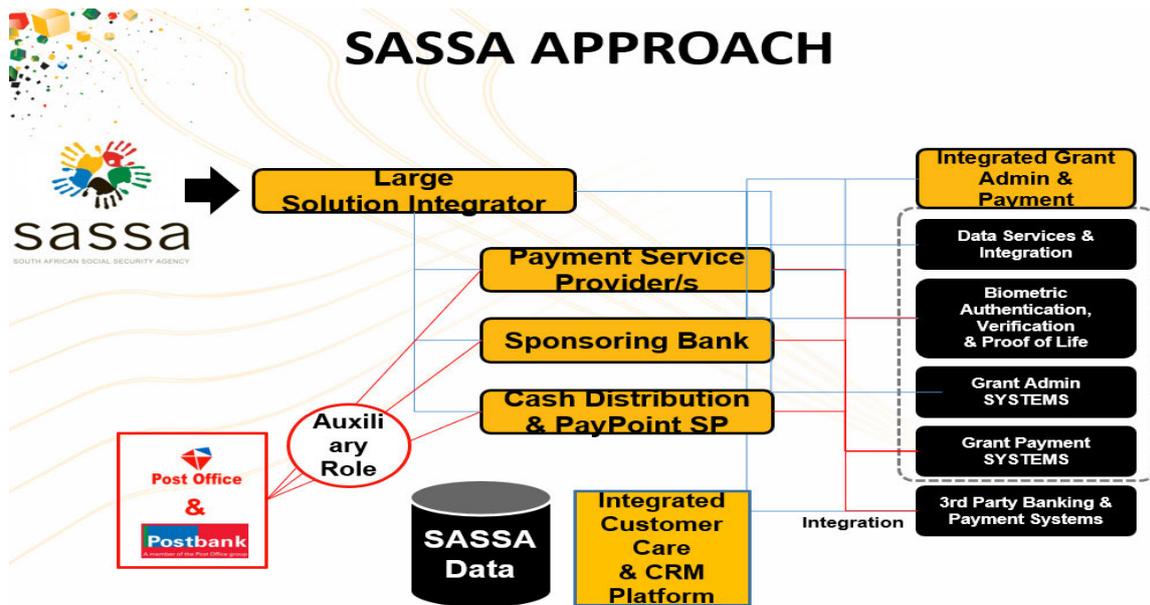
Figure 9.1: Phase-out and phase-in social grants payment plan of SASSA from CPS to SAPO



Source: SASSA (2020)

From April 2017 to March 2018, SASSA temporarily subcontracted the service provider to disburse social grants. From April 2018 to March 2021, the hybrid changes, combining outsourced and insourced services started. By April 2021, the government-to-government (SASSA to SAPO) partnership to pay social grants started. The approach adopted by SASSA allows for direct deposit of funds into beneficiaries' accounts monthly by this agency, and SAPO serves as a disbursement agent of the funds. Which are paid into the SAPO/SASSA card accounts, made and managed in line with the contract between SAPO and SASSA (Mackett, 2020). Figure 9.2 displays the approach adopted by SASSA to ensure the government-to-government disbursement of social grants:

Figure 9.2: Approach adopted by SASSA for government-to-government disbursement of social grants



Source: SASSA (2020)

The approach shown in the diagram is about the process that SASSA and SAPO follow to pay and distribute social grants to beneficiaries. It shows the collaborative processes between SASSA and SAPO to ensure an effective integrated administration and payment of social grants to beneficiaries. Social grants beneficiaries can access their money through Automated Teller Machines (ATMs), retail store's Point of Sale (PoS) machines, or SAPO. The SAPO/SASSA card is also used where VISA cards are accepted when purchasing goods, as it is a fledged debit card.

9.3 Funding for social grants system

The South African government funds social grants through the tax system, as it taxes persons and businesses using the progressive tax system, which is an excessive tax on high-income earners (Velinov, 2015; Garidzirai & Chikuruwo, 2021). This tax system allows the state to accumulate income given to poor individuals to address the income inequality in the country (Huang, 2008). Black *et al.* (2015) state that this tax revenue is insufficient to pay social grants, maintain and improve infrastructure, and advance health and education systems. As a result,

the state borrows money from other countries and international banks, which makes South Africa owe more than R2 trillion –this broadens the inequality gap, which might affect the future generation (Garidzirai & Chikuruwo, 2021). Almost 22.1 million people contribute to tax income, and there are 18 million beneficiaries of social grants in South Africa (Stats SA, 2020). The worker of SASSA said this:

It is projected that by 2030 the number of beneficiaries of social grants will grow more than taxpayers because the number of applicants for social grants is growing daily, while the number of people getting jobs is growing slowly, and the number of job losses is high.

(Jackson, male, 56-year-old)

However, the social grants system assists many poor families, although the funding of this initiative is uncertain because of poor economic growth (SASSA, 2020). For Garidzirai and Chikuruwo (2021), the social grants system works effectively in developed nations where contributors to this system are more than the recipients. So, the failure of this system in South Africa is possible because the number of recipients of social grants outweighs the number of employed people as the demand for social grants keeps increasing (Garidzirai & Chikuruwo, 2021). This shows that the South African government needs to find ways to create a sustainable social security system because the current one is possibly failing due to a high number of people who need the state's support which the tax system cannot fund. Stats SA (2020) maintains that the government might spend over 60 percent of its spending on social grants, which might affect another important government spending on health and education.

In the year 2020, the government spent almost R500 billion from internal sources, such as the Unemployment Insurance Fund (UIF) and the global monetary institutions, such as the International Monetary Fund (IMF) and the World Bank (WB), for Covid-19 economic and social rescue plan (Mackett, 2020). In that R500 billion, R50 billion was allocated for social grants, and there were increments in all grants; each child support grant beneficiary got R300 in May 2020, and from June 2020 until October 2020, each social grant recipient got R500 increment.

The Old Age Grant (OAG), Disability Grant (DG), Foster Care Grant (FCG), Social Relief of Distress (SRD), Grant-In-Aid (GIA), Care Dependency Grant (CDG) and War Veteran's Grant (WVG) got R250 extra from May 2020 until October 2020. However, this Covid-19 stimulus package made up to 10 percent of the Gross Domestic Product (GDP) in South Africa. This shows that social grants in South Africa are more available to many recipients than before. The government has increased the spending on social grants as almost one-quarter of the population gets a state grant, which increases yearly (Potts, 2012).

9.4 Effectiveness of social grants

Social grants aim to eliminate poverty and address financial inequality in South Africa. However, various scholars have different findings on whether the social grants system has accomplished its objectives since its inception in South Africa (Mabugu *et al.*, 2014; Sinyolo *et al.*, 2016; Samson *et al.*, 2006). Mabugu *et al.* (2014) state that the South African social security system plays an important role in fighting poverty, mainly the Old Age Grant (OAG), as it is frequently spent on food, furniture, and clothing. Similarly, Mackett (2020); Neves *et al.* (2019) agree with Mabugu *et al.* (2014) results by concluding that grandparents sometimes use the OAG to settle school fees for their grandchildren. One of the beneficiaries of OAG had this to say:

I use my grant to pay grocery for my family members, parents of my grandchildren spend the children's grants to buy alcohol and go to parties. I even buy uniforms for my grandchildren because I should take care of them; they are mine too. I would not say they abuse me because they do all these things because of the stress of being unemployed and having poor parental guidance since they were young. (Josephina, female, 71-year-old)

The Child Support Grant (CSG) cannot cover the basic needs of many children that are entitled to according to section 28(1)(c) of the Constitution in South Africa, and it is therefore entirely

realising its objective (Potts, 2012; Mackett, 2020). Again, Patel (2005) mentions that the CSG is insufficient to cover the basic needs, such as food, of beneficiaries who are children. Likewise, some of the recipients of CSG admit that the grant is little. Garidzirai and Chikuruwo (2021) state that the OAG, Care Dependency Grant (CDG), Foster Care Grant (FCG), and War Veterans Grant (WVG) create a significant contribution to the well-being of poor people as these grants are above the poverty line in South Africa. One of the workers of SASSA mentioned this:

The recipients of CSG and Social Relief of Distress (SRD) often complain about the amount they are getting; they say it is too little and cannot cover most of their essential needs. Therefore, the government must devise strategies to address this issue to realise a comprehensive social grants system in the country. (Sphelele, female, 39-year-old)

Nevertheless, social grants such as CSG, Grant-In-Aid (GIA), and SRD are less than the poverty line and cannot cover most basic needs (Mackett, 2020; Garidzirai *et al.* 2019). This is worrying because the number of beneficiaries of CSG and SRD grant is more than those of other grants as the CSG is a supplementary grant and SRD is a temporary grant. The beneficiaries of these social grants complain that they are too little; therefore, the government must increase them to be above the poverty line (Mohr & Fourie, 2015; Mabugu, 2015). However, it is argued that the social grants are misused, encourage laziness among some beneficiaries and create a burden on the state –but they can grow the economy and create livelihood strategies if they are well harnessed (Nnaeme *et al.*, 2020).

9.5 Sustainability of social grants

Garidzirai and Chikuruwo (2021) mention that the National Treasury of South Africa (NTSA) claims that the social grants system is sustainable provided the economic growth is over 3 percent per year. The South African government has failed to grow the economy to more than 3 percent after 2007; therefore, this means that the sustainability of social grants system is uncertain as there is no economic growth that can lead to economic development (World Bank

(WB), 2018). This shows that South Africa's poor economic growth is incapable of sustaining the social grants system as the number of recipients of social grants keeps on growing, and it is to surpass the number of taxpayers in future (Hall & Sambo, 2016; Statistics South Africa (Stats SA), 2020). The goods and services produced in a country and its country's population determined its economic growth (Garidzirai & Chikuruwo, 2021). This is what was stated by the employee of SASSA:

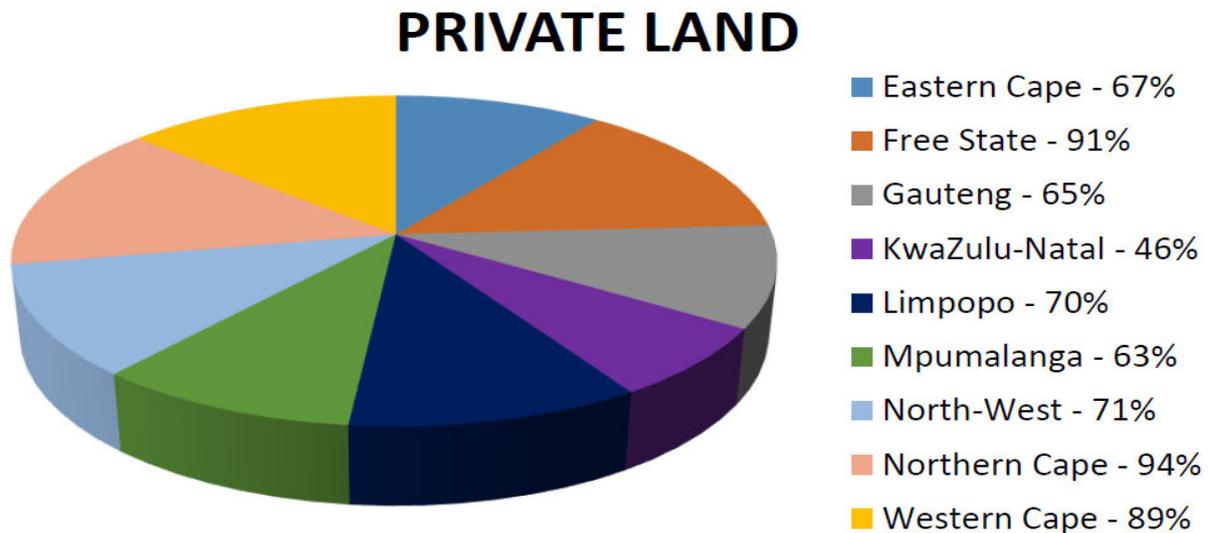
I support the bill of expropriation of land without compensation because the land was stolen from African people. However, this might affect our GDP since mining, agriculture, and manufacturing are the major contributors. The government must expedite this process once the bill is passed in parliament.
(Mlungisi, male, 38-year-old)

Mlungisi's comment indicates that the equal distribution of land might bring justice to poor people, who are recipients of social grants, since any business relies on land; hence, the land is an asset that plays an important role in creating wealth. Therefore, the expropriation of land without compensation is an option for Mlungisi because it is the first step towards attaining economic freedom for the poor people. Hectares of land in South Africa were wrongfully taken in during colonisation, and Europeans further prohibited Africans from owning land in 1913. Thus, the equal distribution of land with the rightful owners (Africans) is the lenient action the democratic government can take. Statistics South Africa (Stats SA) (2020) reported that the government's spending on Gross Domestic Product (GDP) keeps on increasing from 19,8 percent in 1994 to 36 percent in 2020. The increase in government spending results from various factors, for example, population growth (Velinov, 2015; SASSA, 2020). In 2020, the population in South Africa was over 60 million people, it was estimated to grow to 90 million by 2030 and the government's expenditure on social grants was to grow as well (Hall & Sambo, 2016; Worldometer, 2020). A sustainable model for the social grants system is necessary for the South African social security system. Therefore, the following section suggests that the South African government adopts the new model to realise sustainable social security. This is the contribution to knowledge from this study:

9.6 Contribution to knowledge

Since the social grants system seems to be a temporary policy that hardly achieves its objectives in South Africa, its sustainability is uncertain. This study develops and proposes the adoption of the Sustainable Social Security Model (S3M). This is because the social grants system is going to be a burden to the South African government as it is unsustainable because of lack of funding because of poor economic growth and unstable source, which is tax revenue that funds this system (Garidzirai *et al.*, 2019; Garidzirai & Chikuruwo, 2021). The S3M is the combination of three theoretical frameworks that are used in this study, namely, the Sustainable Livelihoods Approach (SLA), the Ecosystems Perspective (EP), and the Empowerment-Based Approach (EBA). It is because these theories focus too much on micro-level development, especially for individuals from rural areas, and ignore individuals from semi-urban and urban areas. They also overlook national and international affairs, such as the implications of the adopted system of government, policy implementation, and economic growth on the social security system. Therefore, the S3M believes that the South African government must first address private ownership, such as banks, mines, and land, to create a sustainable social security system. It is because the land has mineral resources which play an integral part in growing the economy. Unfortunately, huge hectares of land in South Africa are privately owned. Figure 9.3 shows percentages of private land per province in South Africa:

Figure 9.3: A graph showing the percentage of privately-owned land per province in South Africa



Source: Department of Rural Development and Land Reform (DRDLR) (2013)

According to Figure 9.3, the province with the highest percentage of the privately owned land is Northern Cape (NC) at 94 percent, Free State (FS) follows at 91 percent, Western Cape (WC) at 89 percent, North-West (NW) at 71 percent, Limpopo at 70 percent, Eastern Cape (EC) at 67 percent, Gauteng at 65 percent, and the lowest percentage of the privately owned land is in KwaZulu-Natal (KZN) at 46 percent. DRDLR (2013) reveals that European people own 72 percent of the private land, followed by Coloureds at 15 percent, Indians at 5 percent Africans at 4 percent, anonymous race at 3 percent, and co-owners at 1 percent. However, most of the land owned by Europeans was obtained during the apartheid era through policies that extremely discriminated Africans. A recipient of Social Relief of Distress (SRD) stated this:

We all know that South Africa's economy is dominated by "white" monopoly capitalists who unfairly benefited from the unjust policy of apartheid. Sadly, they are still benefiting even in the so-called "democracy" ...The country needs to move towards social democracy like other countries with economies that perform better.

(Xolani, male, 44-year-old)

The private property right, which is the right of people to own property as they wish, needs to be amended as most of the land is still in the hands of those who unjustly confiscated it from African people on the basis that they were non-European (Mubecua & Nojiyeza, 2020). However, the South Africa's economic system in the democratic government is grounded on the private ownership of goods and services, guided by the free competitive market, and driven by making a profit. This system seems to worsen poverty and broadens inequality since it was adopted in South Africa. Therefore, a political and economic system in which properties and wealth are owned in a classless society by people is necessary for South Africa. That is why this study suggests that the South African government must adopt the S3M model to address this issue.

9.6.1 Foundations of Sustainable Social Security Model (S3M)

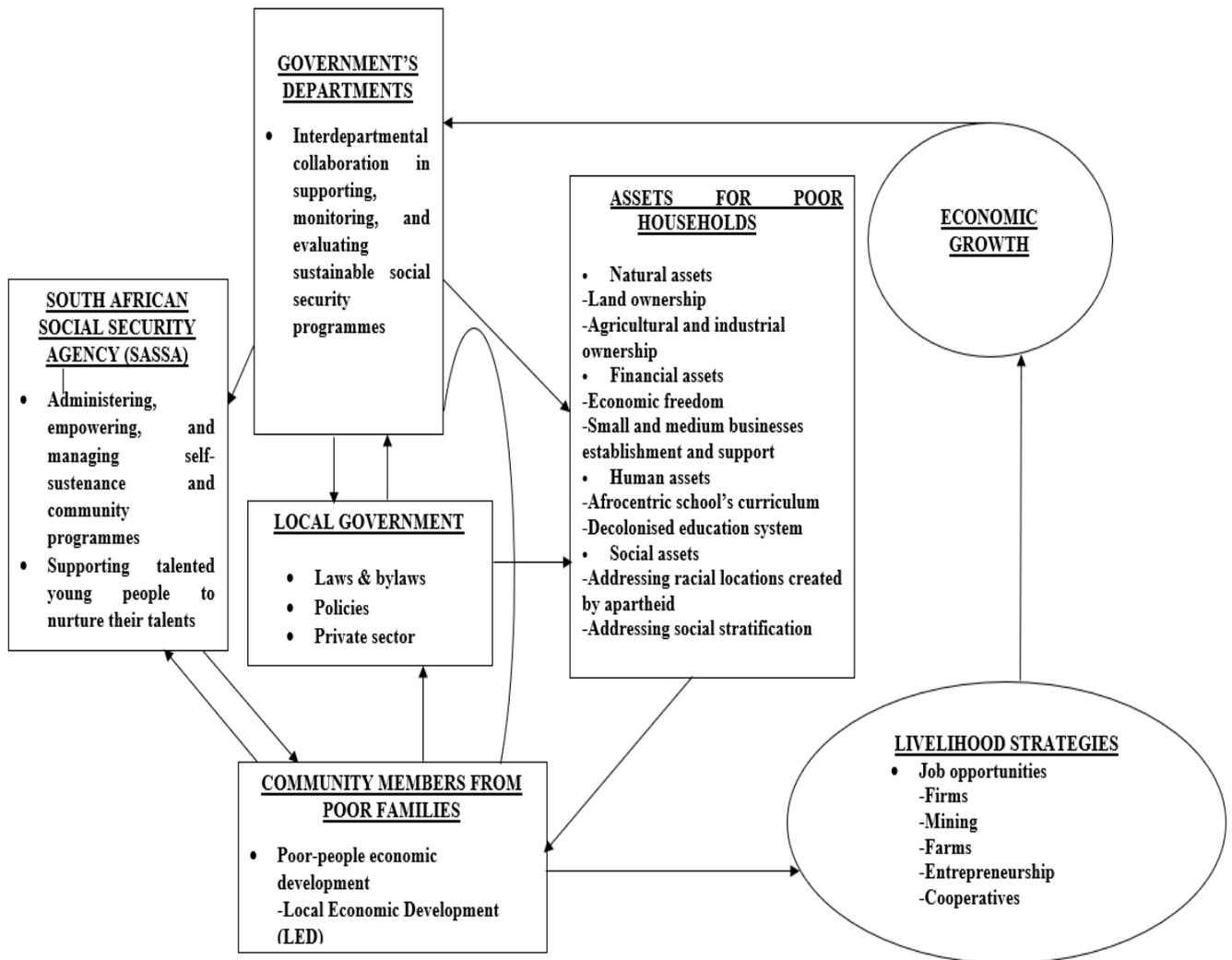
Therefore, S3M suggests that self-sustenance programmes are mandatory to create a sustainable social security system whereby the state can assist poor people to create and own their small businesses and seek funding for those businesses rather than only relying on social grants. This initiative can create income for poor families, create entrepreneurs who can employ other people, and grow and develop the economy. But it needs policy and legislative transformation at the local, provincial, national, and international levels. An official of SASSA stated this:

The legacy of apartheid is still preventing a certain group of people from being self-reliant...look at the issue of land...the democratic government in South Africa has not fully addressed the damage caused by policies and legislation that were passed during the apartheid era supported by other countries...
(Sphelele, female, 39-year-old)

Furthermore, the national and provincial spheres of government can collaborate with the local government to create vocational schools that can capacitate poor households to establish their

own companies (Garidzirai & Chikuruwo, 2021). This can allow local people to contribute to the advancement of their welfare once sustainable projects are established rather than offering poor people money every month when they barely afford to buy all their basic needs. The talented children are to be assisted by the government to nurture their talents so they can survive through them rather than relying on social grants. Figure 9.4 shows the components of the Sustainable Social Security Model (S3M) that is proposed by this study to be adopted by the South African Social Security Agency (SASSA):

Figure 9.4: Sustainable Social Security Model



The following paragraphs show how the components of S3M must operate to grow the economy so that there will be a sustainable social security system that can reduce the number of people depending on social grants. These components include government departments, community structures (i.e. local government and community members), and assets that can be used to create livelihood strategies which can contribute to economic growth.

9.6.2 Sustainable Social Security Model (S3M) on government's departments and South African Social Security Agency (SASSA)

In 2020, the South African government had 44 national government departments (Stats SA, 2020), and the S3M suggests that all departments must contribute to strengthening sustainable social security by having a well-managed interdepartmental collaboration when implementing social security programmes. This means that South African Social Security Agency (SASSA) should not only be regarded as the agency of the Department of Social Development (DSD) but as the agency of every department as poor people are to create self-sustenance projects that need intervention from various departments. The worker of SASSA had this to say:

Our departments need to understand that improving social security for people is not a burden on one department. Therefore, collaboration is vital among departments to ensure that service delivery and social security are of a good standard. Some departments operate on their own...you might think they are autonomous. (Mbuyiseni, male, 36-year-old)

Once people have gained certain skills from vocational schools, the government must support those people to initiate their businesses. For example, if poor people –especially those who are between 18 to 59 years– in a certain place gain skills in agriculture, the Department of Agriculture Land Reform and Rural Development (DALRRD) must support them to start businesses after receiving a once-off grant from SASSA that can be renewed after five years based on the performance of the business. Again, suppose others gain skills in basic office administration and computer literacy. In that case, the Department of Public Service and Administration (DPSA) and the Department of Science and Innovation (DSI) must assist those

people to establish their businesses through the grant from SASSA, same to those who have skills in small businesses the Department of Small Business Development (DSBD) must support them. A beneficiary of social grants had this to say:

The South African government is spoon-feeding its citizens, which has made them lazy...they are very good at complaining and blaming the government while doing nothing to provide for themselves. I am one of those who get the Social Relief of Distress (SRD) grant but deep down in my heart I know that this will not be sustainable. (Nkosikhona, male, 21-year-old)

SASSA must only transfer cash to elderly people, people living with disabilities, and orphaned children because the Old Age Grant (OAG), Care Dependency Grant (CDG), Foster Care Grant (FCG), and War Veterans Grant (WVG) have important input to the well-being of recipients and family members. However, the recipients of these grants must be involved in self-sustenance projects too, as they have started in some places in Endumeni Local Municipality (ELM).

9.6.3 Sustainable Social Security Model (S3M) on local government's role in sustainable social security

The sphere of government that is close to people is local government, and this sphere can play an important role in passing by-laws that support self-sustenance projects and ensuring that the legislation and policies from other spheres of government –provincial and national governments– are implemented in favour of poor individuals. A beneficiary of social grants stated this:

The Local Economic Development (LED) is poorly implemented at a local level; the projects for this programme are not impactful in the lives of the poor. People who are into businesses are assisted based on their political affiliation and membership. This project should be inclusive and involve poor people, especially recipients of social grants. (Menzi, male, 54-year-old)

This shows that the failure of political parties in power delays the locally-led development processes, especially in local government, to properly implement the LED programmes that serve people regardless of political affiliation. Rogerson (2010) states that a bottom-up approach to economic development is significant because it strengthens and upgrades local investment and enterprise. Therefore, the natural, financial, human, and social assets which are explained in the following paragraphs can play a vital role in helping people to boost the LED in places that are in Endumeni Local Municipality (ELM).

9.6.4 Sustainable Social Security Model (S3M) on assets for poor households in Endumeni Local Municipality (ELM)

S3M aims to help to restructure the social grants system by promoting self-sustenance projects through once-off grants from SASSA and government departments –which can be given after five years based on the project’s performance. It promotes the full participation of poor people, partially supported by the government, in a sustainable social security system which relies on community-based resources to improve their living conditions. Norton and Foster (2001) state that the resources to achieve sustainable social security exist inside communities as there are various assets, such as natural, financial, human, and social assets that community members can utilise.

9.6.4.1 Natural assets

The Sustainable Social Security Model (S3M) promotes the amendment of the South African Constitution, through the government’s legislative capacity, to allow the government to

expropriate land without compensation since most of the privately owned land, especially that is owned by Europeans, was unfairly taken from African people for the benefit of Europeans. It promotes that land should be in the custodianship of government so that it can manage and reallocate it impartially to citizens for productive and residential use. The fundamental principle of S3M is that land is a significant natural asset that can assist in creating sustainable social security, and every citizen should be able to inhabit and produce on –individuals must own the product but not land regardless of race and social status. However, the expropriation of land without compensation needs to be implemented under a capable state because the current government has shortfalls as it sometimes distributes resources to politically connected individuals and groups.

The private corporations and individuals who are in commercial businesses must apply for permits from the government, which expire over ten years and be renewed based on the contribution they have made towards the development of infrastructure and upliftment of the social security system –this can assist the government to regulate food prices to ensure food security for all but not profit. There must be no individuals who own the land since those who are monied can purchase large hectares of land and utilise them for private purposes which do not benefit the government or the poor. For S3M, the government must grant land-use rights to individuals on an impartial basis but prioritise Africans because Europeans unjustly took their land. Economic and social transformation is needed in South Africa because the legacy of apartheid continues to propagate inequality in the form of institutional racism, even in the era of democracy (Tsheola & Makhudu, 2019). This is what was stated by a recipient of the Social Relief of Distress (SRD) grant:

We must not turn a blind eye to the issue regarding the ownership of land and mineral resources in South Africa. Therefore, justice should be done by giving African people what is due to them. Economic power is still in the hands of the minority group; during the struggle, we wanted political and economic power. However, we got political power but not economic power.
(Xolani, male, 44-year-old)

A recipient of a Grant-In-Aid (GIA) grant also stated this:

Politicians who are ruling democratic government are failing to give African people economic power by creating and implementing policies and legislation that are in favour of African people...Look what happens now, the AfriForum and AfriBusiness (Afrikaners' organisations) are opposing the preferential procurement under Broad-Based Black Economic Empowerment (BBBEE), and the South African court has ordered the National Treasury of South Africa (NTSA) to freeze every projected executed under this legislation...our rule of law is so weak and still entertains oppressors even in the era of the so-called "democracy".

(Fikile, female, 68-year-old)

When European people were in power, they focused on the primary and secondary sectors to grow the economy. Most of them are still dominating in these sectors, although the government seems to be controlled by African people (Mbetse, 2015; Ntlama, 2016). Therefore, the democratic government must recruit African people, especially youth and women, into the agricultural and industrial sectors, although there are gatekeepers in these important sectors that drive the economy (Mubecua & Nojiyeza, 2020). The government's food acquisition must be from small-scale farmers, and there must be legislation stipulating that, so that this sector becomes an effective fiscal activity for many poor people, priority must be given to African women and youth. This means the government should purchase these farmers' food for hospitals, schools, centres, and prisons to grow small-scale farming. This can bring sustainable economic activities and attract many poor people who are beneficiaries of social grants into farming as there will be economic benefits. Human capital and a capable workforce to grow the economy are vital because without young people and women participating in growing the economy, it may be stagnant or not grow since they (women and youth) are a majority in the country. Since South Africa has a growing population, the government needs to develop farming production by granting support to small-scale farmers and creating marketing opportunities for them. A female beneficiary of social grants had this to say:

Women and youth can play an important role in fighting poverty through agricultural and industrial activities. However, it seems like the South African government does not involve them in these sectors. Remember that women and youth are many worldwide, yet they are often sidelined in development.

(Nokulunga, female, 33-year-old)

Women must be involved in growing the economy because approximately 51 percent of the South African population is women, yet their representation in higher positions is less than 24 percent, and they are sometimes paid less than men for work of the same value (Cheteni *et al.*, 2019; Mubecua & Nojiyeza, 2020). It is possible to reduce the number of South Africans who depend on social grants by including women in the economy because most women are responsible for the livelihoods of their households' members. During the researcher's observation in Endumeni Local Municipality (ELM), it was evident that businesses that women's businesses were economically sustainable, well-managed, profitable and pleasant workplaces.

9.6.4.2 Financial assets

The Sustainable Social Security Model (S3M) supports the nationalisation of industries, banks, and mines because they drive the economy. It is because South Africa has extreme economic inequality and the solution for this is to create a sustainable economic revolution by making the government own and control essential sectors of the economy (Mbetse, 2015; Yende, 2021). Most South Africans, especially those who were previously subjugated, were jubilant on the 27th of April 1994 when they elected the democratic government, which inherited an economically bankrupt country after 369 years of suppression, exclusion, and oppression instigated by those who were in power –European colonial settlers who arrived in South Africa in 1652.

Regrettably, more than two decades after the attainment of democracy, South Africa's economy is not growing as much as many South Africans anticipated; instead of booming, it traps poor people into deprivation and disparity (World Bank (WB), 2018). For the economy to address unemployment, poverty, and inequality, there must be a transfer of wealth from the rich to the poor people and an equal distribution of wealth through the State Bank (SB). Which can offer housing finance, business finance, and vehicle finance for every citizen in a way that

drives social security, not profits. One of the recipients of the Social Relief of Distress (SRD) grant stated this:

European people still dominate the economy of South Africa; hence the government is failing to implement policies that grant African people economic freedom. Sadly, people working in companies owned by European people are African ...Again, the government is busy issuing tenders to people who are politically affiliated with ruling parties in three spheres of government (local, provincial, and national government) ...we normally hear on the radio that the Auditor General (AG) is complaining about unauthorised, irregular, fruitless and wasteful expenditure in our government
(Senamile, female, 23-year-old)

Senamile's statement shows that the government must limit the tender system and create internal structures and systems which can employ poor people to build and maintain infrastructures like railways, roads, power lines, dams, and basic facilities such as houses, halls, government offices, hospitals, schools, and leisure facilities. There is a need to limit the tender system because this system has political implications, resulting in poor quality of service and work because of patronage and corruption in government. Moreover, the dependency on the tender system restricts the government from industrialising the nation since much money is paid to private companies for work and services that the government's entities can perform – the state can create its own companies to construct and maintain infrastructure. These state-owned businesses must not be guided by the values of making more profit but by the necessity to offer affordable quality services to people.

9.6.4.3 Human assets

The Sustainable Social Security Model (S3M) notes that for sustainable economic growth and development to happen, the country needs to focus on developing an education system to address skills shortages in many fields. There is a need for an education system that develops the expertise of graduates and workers to advance industrial developments. This means that the government should create and capacitate sector-focused universities and colleges. Education is

an essential component of sustainable fiscal growth and development for any economy to offer comprehensive social security to poor people (Mbeti, 2015). The beneficiary of Social Relief of Distress (SRD) stated this:

My junior degree is withheld due to outstanding fees as I got National Student Financial Aid Scheme (NSFAS) in 2nd year of study. I cannot pay this outstanding because I am unemployed and my parents were retrenched from work during the outbreak of Corona Virus (Covid-19) ...I also think the education system of our country needs to be revitalised because what is taught and learnt in primary and secondary, and tertiary levels are not fully enriching most of the students with skills. (Senamile, female, 23-year-old)

Therefore, the S3M insists that the state, supported by the private sector, supports the industry-linked institutions of higher learning which train students and workers to obtain scarce qualifications to develop industries. However, the current tertiary education in South Africa does not respond to what industries and markets need as the era of the 4th Industrial Revolution (4IR) has started (Nicholas *et al.*, 2010). The S3M sees a need for broad scholarships subsidised by the government to fund students accepted in prominent colleges and universities internationally and within the country. Tertiary education is expensive in South Africa, and some students end up staying at home. They are regarded as idle due to unemployment and an overcrowded labour market, which delays them from contributing to socio-economic development of the country.

9.6.4.4 Social assets

The Sustainable Social Security Model (S3M) promotes the upliftment of poor people through communal support with government's intervention. Still, people in places like ELM remain unequal as they are divided into classes: working class, middle class, and upper class. There is a need for government's intervention to declutter locations and keep the equal distribution of residential land and building houses for poor people in places that are in towns and cities that

were reserved for European and wealthy people. A beneficiary of the War Veteran Grant (WVG) had this to say:

The democratic government has tried to address the inequalities of the past but ignored to address the geographical segregation that was created by the apartheid system. We need to see houses for Africans built by the government for African people in places that were reserved for “Whites” and rich people in towns and cities as well.

(Bhekimpi, male, 85-year-old)

The townships and villages were built by the apartheid government on the periphery of cities and towns, which denied many Africans economic opportunities such as performing retail, agricultural, and industrial activities as they were overcrowded and tiny, and apartheid's policies did not permit such activities in these places (townships and villages). The small business sector (township or informal economy) is found in these places, and this sector is crucial since it can contribute to economic growth and create social stability since it creates job opportunities. This sector increases employment and makes poor people support their households; this means if the government advances and supports it, the number of people depending on social grants will be less and the tax base and national revenue will broaden.

9.6.5 Community members from poor families

Before 1994, racially driven development systematically excluded many African people from significant economic involvement, and racial policies promoted wealth for European people who were a minority group in South Africa (African Development Bank (ADB), 2020). After 1994, the democratic government adopted various economic policies to implement economic transformation. But poor people are still not adequately involved in economic development. Therefore, Endumeni Local Municipality (ELM) takes the lead in transforming the lives of

poor people, such as the recipients of social grants, although there are unproductive economic situations and inadequate economic resources. One of the beneficiaries of social grants had this to mention:

The shutdown of the railway junction in Glencoe and the closure of industries in Dundee and Glencoe created economic challenges for many local people. Still, local people proposed the re-establishment of this junction, but European and Indian businessmen and businesswomen around Glencoe opposed it, claiming that it would pollute their retail stores since minerals such as coal would be transported to different places in the country.

(Mandla, male, 62-year-old)

There is a need for improving economic development in several dimensions at ELM by including poor people in Local Economic Development (LED); this can be done by taking decisions that promote local procurement and local investment that include poor people. This is also the responsibility of all spheres of government, namely, national, provincial, and local government, to partake in the method of LED to keep the directive of the South African Constitution on uplifting social and economic development (Mukwarami *et al.*, 2020). Again, LED is a stakeholder-driven method as organisations drive it from all domains of society. It is also upheld by the municipal council and organisations that are part of stakeholders' forums to lead and direct the LED processes. The official of SASSA stated this:

The local government must make the LED projects inclusive to beneficiaries of social grants because it is where poor people can create their jobs for sustenance. The social grants must be supplemented with LED projects that allow a person to survive through them while receiving social grants.

(Ntokozo, male, 41-year-old)

A beneficiary of a social grant mentioned this:

Look at what is happening in the Local Economic Development (LED) programme; that programme is run by people who are not originally from Endumeni Local Municipality (ELM), hence this area has many young

people with skills and qualifications, but they are unemployed, they do not know the activities that can grow the local economy because what they know is to sit in their offices, roam around with state's cars, hold useless meetings, and afterwards recruit their comrades and family members to benefit from grants.
(Menzi, male, 54-year-old)

The LED projects must be sustainable and financially feasible to benefit poor community members. This can be done by supporting small and medium businesses created by poor people by providing support and training mechanisms, building proper infrastructure, and creating local policies on procuring goods and services (Rogerson, 2010). Furthermore, simplifying by-laws and regulations to advance economic development for poor people and attract tourists within the municipal jurisdiction since there are battlefields within ELM and surrounding areas. It is because LED intends to create and strengthen the financial capacity of local economies to advance the financial future of the working class and to better the financial status of all people, especially the poor, as the values of LED place local people at the centre in developing their living condition, establishing financial opportunities, eradicating poverty, and addressing unemployment.

9.6.6 Strengths, weaknesses, and application of the Sustainable Social Security Model (S3M) to other countries

The S3M has its strengths and weaknesses like any other framework. However, it has more strengths than weaknesses to uplift the lives of the poor and bring equality within society. Firstly, it promotes classless societies whereby private ownership is abolished, but resources are owned equally by community members. This model strengthens the country's political and economic sovereignty because it promotes the state to own and control important sectors in the country. The S3M best works in a socialist state where citizens equally share financial resources as distributed by a democratically elected regime. The entire country (South Africa) and continent (Africa) can develop once poor people attain financial liberty through the equal distribution of natural resources such as land, allowing fair participation in agricultural and industrial development. When this model is applied properly, more jobs and self-sustenance programmes for poor people can be created, reducing poverty and economic inequality as the

S3M advocates for the development of the working-class people who do not own the means of production.

The weakness of S3M is that it is an anti-capitalist model that might be difficult to implement in a capitalist state, even if there is a legislative transformation to accommodate this model in spheres of government. Lastly, the S3M in this study focuses on the non-contributory social security system (i.e., social assistance (social grants)) and has never been tested on the contributory social security system (i.e., social insurance funds (Unemployment Insurance Fund (UIF), insurance fund, compensation fund, Road Accident Fund (RAF), medical schemes, and retirement fund)). The S3M can be applied in countries with extreme poverty and inequality especially in African countries that suffered gross human rights violation because of policies promoting colonisation and racial segregation that propagated Europeans' supremacy. This model is grounded on "*ubuntu*", an African ideology that promotes oneness and caring for others. It can address the past injustices that still have an existing legacy in the dispensation of democracy in many countries, particularly the African continent.

9.6.7 Hypothesis based on findings

In theorising social grants, the researcher makes the following hypothesis based on the findings of this study:

- Social grants reduce poverty;
- Social grants play a role in facilitating economic inclusion.
- Social grants are helpful in addressing inequality.
- Social grants help on increasing livelihood assets,
- Social grants are tools for addressing societal injustices – through promoting equity and equality;
- Social grants have the potential to bring decency and restore dignity;
- Social grants have a bearing on the well-being of recipients,

- Social grants have recipients/beneficiaries and benefactors.
- Social grants can create dependency.
- Social grants are political and ideological in nature.
- Social grants provide some sense of security as they support individuals, families, and households.
- Social grants can breed opportunities for corruption and fraud.
- Social grants require accountability and thrive in circumstances of good and effective governance.
- Social grants can take various forms and are largely the responsibility of government.
- Social grants should have a reliable source for their sustainability.
- Social grants can impose a burden on the economy.
- Social grants facilitate the fulfilment of constitutional rights such as the right to life.
- Social grants can promote social cohesion.
- Social grants benefit both abled and disabled beneficiaries.
- Social grants reduce vulnerability and the impacts of shocks.
- Social grants can be legislated.

9.7 Conclusion

In conclusion, this chapter was about developing the policy framework for the payment of social grants that informs the configuration of social grants, which was the fifth objective of this study. It answered this research sub-question: how do policy frameworks for the disbursement of social grants inform the configuration of social grants? Furthermore, this chapter noted that the South African Constitution regards the socio-economic rights of the people always to pay social grants, and this was seen when there were challenges with a private company (Cash Paymaster Services (CPS)) that was outsourced by the South African Social Security Agency (SASSA) to distribute social grants. In this chapter, it was clear that the welfare system of South Africa was well-established as the government's effort to ensure that the wealth distribution to poor people was happening to make an equitable society.

As a result, the government phased out the CPS contract of paying social grants (due to corruption and maladministration) to beneficiaries and phased in the government-to-government (SASSA to South African Post Office (SAPO)) approach of disbursing of social grants. It was clear that the Old Age Grant (OAG), Care Dependency Grant (CDG), Foster Care Grant (FCG), and War Veterans Grant (WVG) create a significant contribution to the well-being of poor people as these grants are above the poverty line in South Africa. While the Child Support Grant (CSG) and Social Relief of Distress (SRD) grant were insufficient to cover most of the basic needs of poor people. This chapter showed that SASSA mandated by the South African Social Security Agency Act (SASSAA) of 2004, ensures the delivery of social security services, such as social grants, to poor people guided by the Constitutional statutory framework. As regulations and policies such as the SASSA of 2004, the Social Assistance Act (SAA) of 2004, the National Developmental Plan (NDP) vision 2030, and the Sustainable Development Goals (SDGs) give the legal framework for the administration and management of social grants.

This study also showed that failure of the current social grants system in South Africa is possible due to the high demand for social grants because the source (the tax system) of funding this system is overburdened. This led to the proposal of the Sustainable Social Security Model (S3M), a contribution to knowledge from this study because the current one is possibly failing. This model supports the expropriation of land without compensation, land that was wrongfully taken from indigenous people so that it (land) can be distributed fairly and equally among the citizens (this is the most important step towards the attainment of economic freedom by poor people who solely depend on social grants).

However, the expropriation of land without compensation is not a “silver bullet” that will inevitably address the country’s challenges unless an effective government implements it. The current government is ineffective, so without a capable state, it might be challenging to manage the land properly once it has been expropriated. It (S3M) believes that the nationalisation of strategic sectors such as mines and banks is central to strengthen development, not profit; improving the education system to strengthen the Small, Medium and Micro Enterprises (SMMEs); limitation of the tender system; creation of state-led companies; development of

Local Economic Development (LED) to strengthen the economic growth for the state to be able to provide a comprehensive social security system; and the advantages and disadvantages of S3M were also discussed. Lastly, the hypothesis based on findings of this study was provided.

CHAPTER TEN: DISCUSSION, RECOMMENDATIONS, AND CONCLUSION

“Enough research will tend to support your conclusion” (Bloch, 2003).

10.1 Introduction

This chapter discusses the imperative points to connect final arguments correlated to the analysis of the research findings of this study. In other words, it presents the discussion, a conclusion from the findings, and the realisation of objectives, recommendations, and areas for further research based on findings of this study from data collected on public policy and developmental imperatives by theorising governance in the case of social grants in Endumeni Local Municipality (ELM), KwaZulu-Natal (KZN). It (this chapter) contains information connected to the interpretation of the findings grounded on literature and theories (Sustainable Livelihoods Approach (SLA), Ecosystems Perspective (EP), and Empowerment Based Approach (EBA)). It also concludes by summarising what each chapter of the thesis contains.

10.2 Discussion

In the beginning of democracy in South Africa, the government had to transform discriminatory policies passed during colonisation and apartheid on the social security system, which promoted the Europeans' superiority and special treatment at the expense of Africans. "The democratic government in South Africa has developed a social grants system to combat the high levels of poverty and inequality inherited from the apartheid regime" (Schiel *et al.*, 2014: 1), as policies on social security, as well as other developmental imperatives, were adopted to address the legacy of the apartheid system which propagated an unequal society. This means that the post-apartheid government reformed the welfare system, including the social grants system, to be more inclusive, broad, stable, and just –but the justice to address economic inequality created by unfairly confiscating African land by Europeans is still questionable in this system. The lack of comprehensive reform impacts on the country's social security system. Yet, the stability and sustainability of the social grants system are uncertain due to poor economic growth in the country over the years. There is a failure to address economic and social inequalities that were created by the apartheid's legislation, such as the Natives Land Act (NLA) of 1913, Urban Areas Act (UAA) of 1923, and the Group Areas Act (GAA) of 1950. The NLA of 1943 prohibited Africans from purchasing and owning land in South Africa, although they were indigenous. The UAA of 1923 prohibited Africans from permanently staying in urban areas, and the GAA of 1950 banned different races from staying in the same place (Mbetse, 2015).

The economic damage which creates persistent poverty in Africans caused by these policies on segregation is enormous compared to the initiatives of distributing social grants to poor people by the democratic government. Unlike poverty reduction strategies recommended in this study, the social grants system lacks active strategy to connect the beneficiaries of social grants to sustainable economic opportunities. While the unjust system of the past government may be blamed, one needs to reflect on the current government's failure to redistribute land justly. Critical factors such as corruption and poor leadership in the country need to be brought into tie with past injustices. During the apartheid, there were no conducive platforms to prepare those who were suppressed to be ready to govern in democratic government as some never had the capabilities to rule but to struggle with apartheid. For example, the failure of the South African Post Office (SAPO) and other State-Owned Enterprises (SOEs) is linked to cadre deployment, patronage, and weak governance framework in the public sector in three spheres of government.

However, these unjust laws created economic challenges that still affect most Africans even in era of democracy; consequently, they depend on the government for livelihoods. Most of the participants, who are elderly Africans, mentioned that they are poor and solely depend on social grants because of the injustices of the past, which the current government is failing to rectify. The strategies for addressing land ownership are not specified in policies, such as the White Paper for Social Welfare (WPSW) of 1997, that the government adopts to bring about inclusive social security. In South Africa, there is a lack of ideas and perceptions from poor people in policies that govern the social security system. However, "local people, who have lived in deprivation for years, surviving hardships of poverty, have a certain ingrained knowledge that outsiders do not have" (Swanepoel & De Beer, 2012: 51) and are "the true poverty experts" (Narayan, 2001 cited in Mtapuri, 2008: 37).

Therefore, this study is against the view that the reformed social security system, which is guided by policies and developmental imperatives, is built on features that adequately address the injustices created by the past policies, which left many Africans deprived. The damage

caused by the impact of apartheid still affects the elderly people who are “black”, since they were denied opportunities to participate in the economy meaningfully. As they grew older, they reached pension age after the early years of democracy, where their skills were not put to good use because they were almost at retirement age. The welfare policies with the minimal redistribution, social grants that are below the minimum wage and household food basket, policy landscape that creates unsustainable social grants, and lack of proactive measures to create decent employment are issues faced by the recipients of social grants even in Endumeni Local Municipality (ELM).

Even if the social security system has been transformed and inclusive of other racial groups, it remains insufficient and unsustainable. It promotes reconciliation at the expense of justice for Africans who are still suffering because of the legacies of colonisation and apartheid. The South African Social Security Agency (SASSA) in ELM is faced with disjointed institutional governance and a lack of consistency, patronage, fraud, and corruption, which affect the governance of social grants. It is believed that the foundation for the South African social security system, which is stipulated in the White Paper for Social Welfare (WPSW) of 1997, addresses the economic and social segregation through rectifying past disparities and promoting reconciliation and healing (Patel, 2005). Although indigenous people suffered gross human rights violations and were rejected by the apartheid regime have not received justice and economic freedom, even in the post-apartheid era, when it comes to their land that the Europeans took on the basis that they were not “white” in pigmentation. As a result, most of the Africans who are poor rely on social grants to live.

The limited macro policy frameworks have regulated the system of social grants on social security since 1994, which failed to completely alleviate poverty and address inequality by focusing on social and economic development through the equal redistribution of land and nationalisation of strategic sectors such as mines and banks. The social development approach ignores the equal redistribution of land, which is integral to the attainment of economic freedom for poor people. Even if the Freedom Charter (FC) of 1955 demands impartiality among citizens when distributing resources such as land (Ntlama, 2016). In the democratic government, there has not been much change regarding owning means of production, as

“white” people still own resources that are above the land, on the land, under the land, and in the sea.

The challenge is that most areas in ELM are urban and semi-urban; there is no space for farming except the enormous hectares of land owned by “whites”. During the apartheid era, this was worse as they (“whites”) owned water management companies, and this shows that they even had the ownership of “clouds and sun” in the atmosphere since for rain to occur, there must be a hydrological cycle on the land to the atmosphere. Furthermore, solar power was used to the advantage of “white” people, and only their households had electricity. The apartheid government and corruption by the current government contributed immensely to the load shedding the country is facing. This affects poor people who rely on social grants as this leads to poor economic growth, which makes the government unable to provide some services for them. The apartheid government contributed to this problem through the low electrification rate during its reign. The ANC-led government took power and was faced with the burden of electrifying many people’s houses, including in rural areas. However, the corruption by the current government at ESKOM leads to load shedding. This entity has a leadership crisis as some board members do not have expertise in economics and engineering but are put in these positions because of patronage. The load shedding situation would have been prevented had the leadership in government, and ESKOM listened when they were warned about the defunct infrastructure that generates energy. The solution was to expand energy generation capacity in the early 2000s. These are current predicaments that need to be addressed.

The South Africa’s economy is underperforming compared to other African countries such as Rwanda and Tanzania. Although the government attempts to eliminate inequality by taking wealth from the rich and giving to the poor. This method becomes abortive in alleviating poverty because the wealth (aid) is often insufficient and not received by those in need (Spicker, 2007). It fails to realise the obligation to providing a comprehensive social security system that the government promises to the citizens and permanent residents of the nation. This is because policies and developmental imperatives that guide the social protection system, especially on social grants, have limitations and poor implementation strategies that cannot ensure the realisation of sustainable social security. In as much as there are well articulated policies, there

is a lack of implementing policies and developmental imperatives that have already been approved because of poor intergovernmental collaboration and leadership crisis.

The Basic Income Grant (BIG) is needed since there are many unemployed citizens in the country (Patel, 2005). Therefore, this grant will likely eradicate poverty, reduce inequality, strengthen social development, and bring sustainable livelihoods for poor people. This grant can also assist unemployed graduates who are still searching for jobs to pay for photocopies and taxi fares when going to interviews. However, this shows that gaps exist in the South African social security system, and the economic situation hinders the government from filling those gaps (Potts, 2012; Garidzirai & Chikuruwo, 2021). This study accepts that for BIG to be implemented, the government must create strategies to get more funding for social grants because if this grant (BIG) is implemented an extra expenditure is needed, which the government cannot currently afford due to poor economic growth. The state has a responsibility to search for money to fund this grant since the longer it is given to beneficiaries there more it will be able to create its revenue without depending on the government. However, such a responsibility can only be fulfilled with a functioning economy. European countries that are welfare states easily implement it because they have high-functioning economies.

This study finds that policies and developmental imperatives that regulate social grants are “there in name” not in action and are excluding the most important aspects that can create economic and social equality among citizens and permanent residents. Those aspects include the equal redistribution of land, nationalisation of essential sectors such as banks and mines, creation of government’s companies (for government’s projects such as disbursement of social grants) to employ poor people, and limitation of the tender system since it promotes corruption and nepotism. This needs a functional government because the current government sometimes fails to provide services as some entities are dysfunctional, and there is stagnant economic growth in the country. Thus, the functional government can be able to fund the social grants system through savings after partially relying on private companies that make profit by providing poor services –this can also help the government to reduce the number of people who rely on social grants since the government’s companies will create employment and training opportunities. In South Africa, the government relies heavily on the private sector and is failing

to find the right balance between two sectors, namely, the private and private sectors. The reason for this is corruption, as some government leaders are “secret” owners of private companies that get tenders from the government. Norway, Germany, and other Scandinavian and Nordic states are developed because of social democratic systems that balance the state and the private sector.

The public believes that what is written in these policy and developmental imperatives’ documents regulates and clarifies the governance of social grants in South Africa. It obliges the government to deliver a comprehensive social security system which offers every poor person a reasonable income to meet survival needs (Mackett, 2021). Again, the Constitution of the Republic of South Africa promotes this aim by emphasising the right to social protection and proper social assistance for every citizen and permanent resident. In contrast, it does not emphasise the equal redistribution of land and nationalisation of vital sectors of the economy. Moreover, the method adopted by the government to deliver social security services and programmes, known as the developmental approach to welfare, struggles to achieve its objectives because of the economic system that endorses financial inequalities between poor and rich people.

The South African Social Security Agency (SASSA) needs holistic support from other government departments and the entire public to offer a comprehensive social security system. It is challenging to realise this objective because of low economic growth, high unemployment, and inadequate foreign investment (Garidzirai & Chikuruwo, 2021; Moosa, 2002). Nevertheless, these situations are unlikely to transform if the government does not intervene by strengthening the economy and expropriating land (that was wrongfully taken from indigenous people) without compensation for equal redistribution among citizens. Moreover, promoting empowerment that brings self-reliance for all beneficiaries of social grants, particularly Africans, because they still suffer due to legacies of colonisation and apartheid that the democratic government does not adequately address. In this study, “black people” are those who were excluded by the colonisation and apartheid systems because they were not “white”.

Some social grants, such as the Child Support Grant (CSG) and Social Relief of Distress (SRD), are too little and are not even enough to buy basic needs (Potts, 2012; Mackett, 2020). Therefore, when the cost of living is becoming too high, the beneficiaries of social grants need to create survival strategies rather than depending on government's social grants. Food and petrol prices in the next five years will be worse as in the last five years a R350 allowed an individual to buy many items, but now it is nothing. While social grants are not enough to cover an individual's needs, the beneficiaries of social grants face the challenge of paying "black tax" to support other family members with the little they obtain from the government. Therefore, poor people need to have a way of producing their food since food security in South Africa is at risk, and food prices are increasing out of proportion (Musara, 2020). This shows that poor people, especially Africans, need to be part of food production for sustenance and not stand on the consumption side by using social grants. This needs beneficiaries of social grants with conscientised minds because the government is programming their minds by telling them that they are poor every day so that politicians can get more votes and maintain their political and economic power in government.

It is a welfare mentality that needs to be addressed since the minds of poor people have become subconsciously conditioned that they are poor. This study notes that poverty is "artificial" and can be addressed by empowering poor people to be self-sufficient by entering into businesses and the agricultural and industrial sectors to supplement social grants. The government's support to ensure that productive sectors are flourishing can enable the Small, Medium and Micro Enterprises (SMMEs) to create jobs, grow the economy, and promote innovation, as most of them have a multiplier effect and are independent (Bvuma & Marnewick, 2020; Makwara, 2019). This study is against the capitalist's view that individuals can choose to be poor or rich, as being self-dependent is complex, yet being poor is easy. Bøttkjær and Justesen, (2021) believe that poverty is a state that politicians use as a "tool" to rule and control poor people.

This is because poverty allows opportunists, such as politicians, to buy votes by using public goods and services such as social grants. This makes poor people valuable to the politicians, and they keep them in poverty as it is an "asset" and a "political instrument" to keep them

(politicians) in power during elections (Onuoha & Okafor, 2020). This is seen when one criticises poor people for being lazy and depending on aids as that individual is sometimes taken as “immoral” as it is viewed as empathetic when defending the poor. The government’s poverty alleviation programmes, such as social grants, are weak in promoting self-sufficiency, but they endorse dependency and make beneficiaries of social grants content in the state of poverty.

The programme of social grants only provides but does not empower the beneficiaries of social grants to be self-independent, and they become hooked on receiving support from the government and other stakeholders. This study notes that the ideology of colonisation and apartheid still exists in the minds of poor people, mainly Africans, as these systems provided “leftovers” and never permitted them to be self-reliant. Even if the government provides for poor people, they sometimes criticise it for failing to address their poor living conditions and then fighting systems which keep them in a poverty cycle so that specific individuals can benefit (Talabi, 2021). In Endumeni Local Municipality (ELM), poverty can be addressed if poor people, especially Africans, become self-sufficient and make wealth circulate among them as “white people” did during colonisation and apartheid. There must be more “black-owned” food-producing companies hence many food consumers are “black”, and poverty still has a “black face” as “black” communities are still in the shackles of poverty in South Africa (Cheteni *et al.*, 2019). Why do townships have malls, where most of the beneficiaries of social grants collect their money from ATMs and retailers, owned by rich people who unfairly benefited from discriminatory policies on apartheid, whereas local people who are “black” suffer?

The exclusion of poor people in Local Economic Development (LED) to develop themselves worsens poverty, broadens inequality, and increases the number of people who depend on social grants (Rogerson & Rogerson, 2019). Therefore, economic transformation is vital in eradicating poverty and addressing inequality in the country. Tsheola & Makhudu (2019); Thani (2020) state that transformation economically and socially is required in the country as the legacy of apartheid still propagates inequality in the form of institutional racism in democratic South Africa. Transformation means primarily breaking with the past; the race of

people who bring transformation is important because they (especially “whites”) cannot make beneficiaries (mostly “black”) of that transformation to be better than them. Crony capitalism and gatekeeping affect the development of poor people as those with economic power due to racial policies on colonisation and apartheid still control the means of production in democratic government (Andrews, 2021; Birhane, 2020). What is the point for “black people” to own hectares of land for commercial farming but not have market access to sell their produce because of certain gatekeepers who shut the market in retailers because of racial and political squabbles? Moreover, discover that under that land, a particular mine has access to underground mineral resources without them (“black people”) knowing.

The way civil servants abuse their offices for their benefits needs attention, especially in departments and entities that administer and manage the social grants system in the country (Budhram, 2019). The incidents where applicants and beneficiaries of social grants are told to bribe to expedite the process is one of the problems that hinder the good governance of social grants in Endumeni Local Municipality (ELM). This is contrary to the “*Batho Pele*” principles to request favours from clients as civil servants. It damages the government’s image and trust in the public and drags the government’s initiative of eradicating poverty and addressing inequality (Ferreira, 2021). However, the incidents of asking bribes from beneficiaries and applicants of social grants show that integrity is lacking in other employees. Fombad (2020) states that exemplary leadership and the impartial rule of law are essential to address fraud and corruption in the country, especially on behalf of poor people. Due to the leadership crisis, some employees who work for agencies such as the South African Social Security Agency (SASSA) and South African Post Office (SAPO) that administer and manage the social grants system have left the nation (Fouksman, 2020). Some are prepared to leave for better opportunities abroad due to the country’s stagnant economic growth, which affects the salary increment and conducive working environment. Again, SASSA employees lack the skills to assist applicants and beneficiaries of social grants who are living with disabilities, especially those who are verbally impaired. Even the system of SASSA is not digitised to accommodate people living with disabilities.

As much as the population of ELM is becoming educated, there is an increasing number of people achieving academic qualifications such as diplomas and degrees, especially from households that depend on social grants. The system of higher education institutions, like Amajuba Amajuba Technical Vocational and Training (ATVET), produce graduates who are “ready to work” not “ready to create work”. As a result, this leads to a high number of unemployed graduates since job opportunities are scarce. These graduates sometimes depend on social grants such as the Social Relief of Distress (SRD) grant to live (Fouche *et al.*, 2022; Graham *et al.*, 2019). This is because what is learnt in schools is not associated with policies and developmental imperatives of the nation, and the curricula promote graduates to be employees rather than employers. This is because the curriculum that is implemented in schools focuses on theory rather than practice. It is a “colonised” system of education that promotes cramming Eurocentric ways of doing things, making indigenous people “good” at memorising while they are struggling economically. If they fail to excel in this “colonised” education system, they rely on the government for “ends meet” as it is obliged to provide social security for every citizen. The jobs that the democratic government creates through Community Employment Programmes (CEP) are unsustainable, like the Extended Public Works Programmes (EPWPs) and Community Work Programmes (CWPs) (Tshishonga & Matsiliza, 2021). They are unsuccessful in accomplishing the aims related to poverty mitigation because of problems like lack of active involvement by local people, poor management, and lack of infrastructure and equipment to operate the programmes efficiently.

The South African government prioritises distributing social grants over spending more on higher education. Access to tertiary education is a “good” thing as education creates employability which leads to the development of the nation, while unemployability leads to poverty (Støren & Aamodt, 2010). So, the programme that funds needy students to further their studies, especially those who are from households that depend on social grants, which is the National Student Financial Aid Scheme (NSFAS), has more challenges (as the budget of NSFAS is often inadequate and delayed) than the South African Social Security System (SASSA) which distributes social grants. Even though the beneficiaries of social grants are more than students who are supported by NSFAS. There is only one centralised office of NSFAS (De Villiers & Steyn, 2017), which is in one province for the entire country, but

SASSA has many Local Service Offices, District Offices (DOs), and Regional Offices (ROs) across the country.

This study acknowledges that some social grants are vital in fighting poverty and addressing inequality, especially the Old Age Grant (OAG), as it is often spent to buy basic needs. While the Child Support Grant (CSG) cannot cover all the basic needs of many children that are entitled to according to section 28(1)(c) of the Constitution in South Africa, therefore, it partially realises its objective (Mackett, 2020). Again, Patel (2005) mentions that the CSG is insufficient to cover the basic needs, such as food, of beneficiaries who are children. Garidzirai and Chikuruwo (2021) state that the OAG, Care Dependency Grant (CDG), Foster Care Grant (FCG), and War Veterans Grant (WVG) create a significant contribution to the well-being of poor people as these grants are above the poverty line in South Africa. However, social grants such as CSG, Grant-In-Aid (GIA), and SRD are less than the poverty line, therefore, are unable to cover most basic needs (Mackett, 2020). This is a severe problem because CSG and SRD grants' beneficiaries are more than other grants as the CSG is a supplementary grant and SRD is a temporary grant. The beneficiaries of these social grants complain that they are too little; therefore, the government must increase them to be above the poverty line (Patel, 2005; Du Toit & Neves, 2009). In the case of the Child Support Grant (CSG), the issue of unemployment leads to high rates of pregnancy since, to some people, the reason for bearing many children is because of the social assistance that the government gives to needy children. This indicates that pregnancy has become a commodity to get money to survive, creating dependency, which affects the government to keep a poverty-free society.

This study notes that the recipients of social grants in Endumeni Local Municipality (ELM) use two methods, that is, manual payment method and electronic payment method, to collect their social grants. Mashigo (2019); Cwayi and Kogeda (2013) maintain that it is necessary to implement the biometric-based system to fight fraud and corruption associated with social grants when disbursing social grants. Moreover, there are cases of social grants collected outside the country, which is against the obligatory requirement. For someone to get a social grant in South Africa, that person must be a citizen or a permanent resident residing inside the country, and the grant must be collected and spent inside the country as well (SASSA, 2020;

Patel, 2005). This shows that SASSA is failing to control the collection and expenditure of social grants by the beneficiaries. This is one of the problems brought by paying social grants electronically. Even if the electronic payment method is viewed as more convenient than the manual payment method by many beneficiaries—as the beneficiaries of social grants can collect their money whenever and wherever once it has been deposited into the account—it also has its shortfalls. After implementing the biometric-based system, there have been few cases of beneficiaries of social grants with “ghost” accounts, particularly in the Child Support Grant (CSG), as previously there were recipients of social grants for children who never existed.

According to Malherbe (2001), this corruption is committed at an individual level by dishonest people and at organisational level by unethical workers who are collaborating with individuals who are claiming to have children, whereas those children never existed. At the Department of Home Affairs (DHA), where birth certificates are issued and sometimes at SASSA, where applications are made. Yet again, there are cases of procurators who are receiving social grants for deceased beneficiaries. The excuse for this is that job opportunities are rare in the country due to low economic growth and food and petrol prices are increasing every year. This makes most poor people depend on social grants—although some individuals fall into corruption and blame poverty for their actions. Due to job losses, several people who are paying taxes are decreasing and this affects the economy since taxes are vital for economic growth (Garidzirai & Chikuruwo, 2021). The economy must attract investors so that jobs can be created. However, the political instability and the partial rule of law make it complex for investors to invest in the country because the government fails to ensure that inflation is stable and predictable (Fombad, 2020).

In Endumeni Local Municipality (ELM), social grants administration and management functions are in-sourced, while payment functions are outsourced, like in most areas in South Africa. SASSA entered into an agreement of a complete payment value chain with the SAPO to transfer social grants to the beneficiaries of social grants guided by the biometric management system, which was outsourced, assisted by the Department of Home Affairs (DHA) for validation of identity through the register of the population (SASSA, 2020). The recipients of social grants can access their grants through the Automated Teller Machines

(ATMs), retail store's Point of Sale (PoS) machines, or SAPO, and the SAPO/ SASSA card can also be used where VISA cards are accepted when buying goods. In ELM, there are local towns where the recipients of social grants from these towns and surrounding townships are collecting and spending their social grants, i.e., Dundee, Wasbank, and Glencoe town. Dundee town is the capital town of both ELM and Umzinyathi District Municipality (UDM), where the recipients of social grants often collect and spend their social grants since there are many banks, retail stores, and a bigger South African Post Office (SAPO).

This shows a gap in the disbursement of social grants in townships since there is an infrastructure to disburse social grants where beneficiaries reside in their locations. The unavailability of stores and banks is a challenge to townships and villages in ELM, as the beneficiaries of social grants go to the nearest towns to purchase food. The decision of the South African Social Security Agency (SASSA) to do away with local pay points known as "*imiholo*" without giving a contingency plan inside where the beneficiaries of social grants are residing creates challenges for poor people (Vally, 2016). This is because "*imiholo*" bring offices and stores to people during a payday, and it reduces the costs of travel to towns to buy goods and get services. Despite the costs and risks associated with this method of disbursing social grants in locations and villages, many beneficial activities are taking place during "*imiholo*" as it also promotes social solidarity by bringing friends and relatives who stay in different places together.

Again, the issue of long queues that are moving slowly in pay points needs special attention. The lack of operating ATMs by the beneficiaries of social grants is sometimes the reason for overcrowded pay points; therefore, empowering them with skills to operate these technological machines is necessary. Since the social grants are from the government to needy people, commercial banks' charges are unfair and derail the government's effort to fight poverty and inequality through social grants since the more money withdrawn, the higher the charge. Waidler and Devereux (2019); Dafuleya, (2022) state that, in South Africa, there are deductions such as charges on social grants made by the service providers, sometimes illegally. The idea of requesting cashback at a retail store sounds convenient, as the beneficiaries of social grants withdraw money from their bank accounts after paying for their groceries or items at the teller.

Some ATMs go out of cash and the recipients of social grants must go to other ATMs to withdraw their money. At the pay points, some of the vendors also receive social grants. Rather than relying only on social grants, they are also involved in piece jobs and other livelihood strategies. While others rely on moneylenders when they are moneyless and need to buy food and pay for essential services. Some beneficiaries of social grants, especially Foster Care Grant (FCG) and Disability Grant (DG), are familiar with saving strategies as they invest a certain amount monthly for children's future. They also buy savings stamps club, and this method of buying stamps seems to be a wise decision because they (stamps) can be used to buy anything from that supermarket at any time. Again, the beneficiaries of the Old Age Grant (OAG) save a portion of their social grants so that if they pass on one day, they leave something for their children and grandchildren.

For social grants to be sustainable in South Africa, the economy must grow more than three percent, and since 2007 it has been failing to reach that target which means the sustainability of the social grants system is uncertain, as there is no economic growth that can lead to economic development (World Bank (WB), 2020). This shows that South Africa's poor economic growth is incapable of sustaining the social grants system as the number of recipients of social grants keeps growing, and it is to surpass the number of taxpayers in future (Statistics South Africa (Stats SA), 2020). The tax returns are inadequate to fund social grants, sustain and advance infrastructure, and improve health and education systems, and this makes the government borrow money from other countries and financial institutions, which puts South Africa in debt of more than R2 trillion. Approximately 22.1 million people pay taxes in South Africa, whereas there are 18 million recipients of social grants in South Africa (Huang, 2008). For Garidzirai and Chikuruwo (2021); Mackett (2020); Patel (2005), the social grants system works efficiently in developed counties where the funders of this system are more than the beneficiaries.

In South Africa, this system is in the process of failing because the number of recipients of social grants might be more than the number of taxpayers as the need for social grants keeps on increasing. Therefore, this displays that the South African government must find strategies to implement a sustainable social security system as the present system might fail because of a

high number of citizens and permanent residents who are desperate for state's support, whereas the tax system cannot fund. Stats SA (2020) states that the state might spend more than 60 percent of its expenditure on social grants and compromise other vital government's spending on health and education. The South African social security system needs a sustainable model for the social security system. Therefore, the conclusion from the findings suggests the South African government adopt the Sustainable Social Security Model (S3M) to realise a sustainable social security system as this model addresses the past's injustices and the current government's shortfalls, which worsen poverty and inequality. Overhauling the current system will result in more challenges, so the government must adopt the S3M since it is the new model.

10.2.1 Conclusions from the findings

For South Africa to implement a sustainable social security system, there must be a political and economic transformation in the current system of government, which is a democracy, because it is failing to end poverty and address inequality but works better for capitalists, who sell goods which are produced by the working class, at a huge profit which is not equally shared with the working class. The social grants system is a short-term policy that hardly achieves its objectives in South Africa, which means its sustainability is uncertain. Therefore, this study suggests the implementation of the Sustainable Social Security Model (to be called S3M) as the social grants system is a burden to the South African government as it is untenable because of lack of funding due to stagnant economic growth and unstable tax revenue since it is a source that funds this system.

The Sustainable Social Security Model (S3M) combines three theoretical frameworks that are used in this study, namely, the Sustainable Livelihoods Approach (SLA), Ecosystems Perspective (EP), and Empowerment-Based Approach (EBA). The need for combining these theories and come with an S3M is because their emphasis is too much on micro-level

development, particularly for poor people from rural areas and ignoring poor people from semi-urban and urban areas like Endumeni Local Municipality (ELM). They also contempt national and international affairs, such as the implications of the adopted system of government on the social security system, policy implementation, and economic growth. The S3M suggests that to implement a sustainable social security system in South Africa, private ownership of banks, mines, and land must be addressed first. Mainly the issue of land because it has mineral resources which are vital in growing the economy. In South Africa, most hectares of land are privately owned and are in the hands of Europeans.

The current South Africa's economy focuses on private ownership of goods and services, which worsens poverty and broadens inequality among people. A political and economic system in which people own goods, services, and wealth in a classless society can bring sustainable social security to the country (Marx, 2021). European countries' social class is diamond-shaped, with fewer rich people, fewer people in severe poverty, and most people in the middle class. However, South Africa's class structure is pyramid-shaped, with few rich people above, middle-class people at the centre, and many poor people at the bottom (Armstrong, 2016). Therefore, the S3M proposes that the self-sustenance initiatives are obligatory to make a sustainable social security system whereby the government can help poor individuals to establish their small businesses to supplement their social grants and get funding for them (businesses) rather than only depending on social grants. These programmes can make income for poor households, produce entrepreneurs who can create jobs for others, and grow the economy.

The S3M also focuses on developing human capital while creating a comprehensive and sustainable social security system. For this model, the three spheres of government can work together to establish vocational schools that can enrich poor family members with skills to create their businesses to supplement social grants. This can strengthen the welfare of poor people and make them self-reliant rather than only giving them monthly money when they can hardly afford necessities. The government must assist talented young people to grow their talents and skills while at school so they can survive through them even in adulthood rather than relying on social grants. The objective of S3M is to rearrange the social grants system by

encouraging self-sustenance projects through once-off grants from the South African Social Security Agency (SASSA) and support from government's departments –which can be re-given after five years based on project's performance. It promotes the participation of poor households to create sustainable poverty alleviation programmes which depend on community-based resources to improve their living conditions. Norton and Foster (2001) state that the resources to achieve sustainable social security exist inside communities as there are various resources, such as natural financial, human, and social assets, that community members can utilise.

For the Sustainable Social Security Model (S3M), the government needs to amend the Constitution to allow the expropriation of land without compensation, as privately owned land by the so-called “whites” was wrongfully taken from Africans through policies and legislation that prohibited Africans from owning any property anywhere. It believes that land must be in the custodianship of the state so that it can equally distribute to people for productive and residential use. When European people were in power, they focused on the primary and secondary sectors to grow the economy. Economic and social transformation is needed in South Africa because the legacy of apartheid continues to propagate inequality in the form of institutional racism, even in the era of democracy (Tsheola & Makhudu, 2019). Most of them (“whites”) are still dominating in these sectors, although the government seems to be controlled by African people (Mbete, 2015; Ntlama, 2016). Therefore, the democratic government must recruit African people, especially youth and women, into the agricultural and industrial sectors, although there are gatekeepers in these important sectors that drive the economy (Mubecua & Nojiyeza, 2020). The government's food acquisition must be from small-scale farmers, and there must be legislation stipulating that, so that this sector becomes an effective fiscal activity for many poor people, priority must be given to African women and youth. This means the government should purchase these farmers' food for hospitals, schools, centres, and prisons to grow small-scale farming. This can bring sustainable economic activities and attract many poor people who are beneficiaries of social grants into farming as there will be economic benefits.

The Sustainable Social Security Model (S3M) suggests the nationalisation of industries, banks, and mines because they drive the economy. It is because South Africa has extreme economic

inequality and the solution for this is to create a sustainable economic revolution by making the government own and control important sectors of the economy (Mbetse, 2015; Yende, 2021). For the government to address unemployment, poverty, and inequality, there must be an allocation of wealth from rich people to poor people and an equal distribution of wealth through the State Bank (SB), which can offer housing finance, business finance, and vehicle finance for every citizen in a way that drives social security, not profits. The government must limit the tender system and create internal structures and systems which can employ poor people to build and maintain infrastructures like railways, roads, power lines, dams, and basic facilities such as houses, halls, government offices, hospitals, schools, and leisure facilities. There is a need to limit the tender system because this system has political implications that result in poor quality of service and work because of patronage and corruption in government. Moreover, the dependency on the tender system restricts the government from industrialising the nation since much money is paid to private companies for work and services that the government's entities can perform –the state can create its own companies to construct and maintain infrastructure. These state-owned corporations must not be guided by the values of making more profit but by the necessity to offer affordable quality services to people.

The Sustainable Social Security Model (S3M) notes that for sustainable economic growth and development to happen, the country needs to focus on developing an education system to address skills shortages in many fields. There is a need for an education system that develops the expertise of graduates and workers to advance industrial developments. This means that the government should create and capacitate sector-focused universities and colleges. Education is an imperative aspect of sustainable economic growth and development for any economy to offer comprehensive social security to poor people (Mbetse, 2015). Therefore, the S3M insists that the state, supported by the private sector, supports the industry-linked institutions of higher learning which train students and workers to obtain scarce qualifications to develop industries. However, the current tertiary education in South Africa does not respond to what industries and markets need as the era of the 4th Industrial Revolution (4IR) has started (Nicholas *et al.*, 2010). The S3M sees a need for broad scholarships subsidised by the government to fund students accepted in prominent colleges and universities internationally and within the country. Tertiary education is expensive in South Africa, and some students end up staying at home,

and they are regarded as idle due to unemployment and an overcrowded labour market, which delays them from participating in developing the socio-economy of the country.

The Sustainable Social Security Model (S3M) promotes the upliftment of poor people through communal support with government's intervention. Still, people in places like ELM remain unequal as they are divided into classes: working class, middle class, and upper class. There is a need for government's intervention to declutter locations and keep the equal distribution of residential land and building houses for poor people in places that are in towns and cities that were reserved for European and wealthy people. The townships and villages were built by the apartheid government on the periphery of cities and towns, which denied many Africans economic opportunities such as performing retail, agricultural, and industrial activities as they are overcrowded and tiny, and apartheid's policies did not permit such activities in these places (townships and villages). The small business sector (township or informal economy) is found in these places, and this sector is crucial since it can contribute to economic growth and create social stability since it creates job opportunities (Musara, 2020). This sector increases employment and makes poor people support their households; if the government advances and supports it, the number of people depending on social grants will be less, and the tax base and national revenue will broaden.

The S3M best works in a socialist state where people equally share fiscal resources as distributed by the state. When this model is appropriately applied, more jobs and self-sustenance programmes for poor people can be created, and that will reduce poverty and economic inequality as the S3M advocates for the development of the working-class people who do not own the means of production. The weakness of S3M is that it is an anti-capitalist model that might be difficult to implement in a capitalist state, even if there is a legislative transformation to accommodate this model in spheres of government. Lastly, the S3M in this study focuses on the non-contributory social security system (i.e., social assistance (social grants)) and has never been tested on the contributory social security system (i.e., social insurance funds (Unemployment Insurance Fund (UIF), insurance fund, compensation fund, Road Accident Fund (RAF), medical schemes, and retirement fund)).

10.2.2 Realisation of objectives

To assess the efficacy of public policy to achieve developmental imperatives in the case of social grants in Endumeni Local Municipality (ELM), KwaZulu-Natal (KZN), this study began with five objectives and each of them linked to five research questions. The discussion on how this study realised its objectives is presented below:

Objective 1: To critique the role of social grants in reducing poverty and inequality in ELM

This study has explored the role of social grants in fighting poverty and addressing inequality in ELM. Social grants are viewed as an effective initiative in assisting the poor to get basic needs temporarily as they (social grants) are not enough to offer poor people the entire basic needs as some are below the poverty line. The poor economic growth limits the government from providing other forms of social grants and sustaining the current ones (Kaseke, 2010; Garidzirai & Chikuruwo, 2021). The number of people needing social grants is increasing yearly, which might be more than the number of taxpayers who fund this programme. The social grants system lacks an active strategy to connect the beneficiaries of social grants to sustainable economic opportunities and self-sustenance programmes. This is because the South African social security system has limitations, as it ignores the issue of expropriation of land without compensation (land that was wrongfully taken from indigenous people) for equal redistribution, in realising the aim it intends to achieve of providing a comprehensive social security system to citizens.

Therefore, reengineering within the social grants system is necessary to come up with ways to supplement social grants because the policy of social grants is ambiguous, lacks a sustainability plan, and presents “future” challenges, particularly if the country’s economic condition remains stagnant and poor. This study notes that even if the Constitution officially endorses the social

grants system, it is, fiscally unsustainable. The sustainability of social grants is still a problem in South Africa (Patel, 2005). Thus, the government must implement a small business grant that empowers poor people and offer them assets to move out of poverty rather than depending on the government for livelihoods. There is a gap in the social grants system as there is no government support for poor people between 18 to 59 years. This shows a need for grant implementation for this group of people, but it must be given to citizens on condition that they provide community work once or twice a week to avoid “dependency syndrome” unless they run small businesses.

Objective 2: To evaluate the efficiency of social grants distribution to beneficiaries by the South African Social Security Agency (SASSA)

This study finds that SASSA executed the biometric-based system to mitigate fraud and corruption in social grants as it (biometric-based system) assists in identifying the proper beneficiary to be paid. Thus, SASSA uses two methods, the manual payment method, and the electronic payment method, to distribute social grants to relevant beneficiaries. The electronic payment method is regarded as convenient for many beneficiaries compared to the manual payment method (Cwayi & Kogeda, 2013). For the manual payment method, grants are physically distributed to beneficiaries at different pay points such as the South African Post Offices (SAPO) or state’s offices. While for the electronic payment method, the grant is paid into the personal bank account of a beneficiary and can be collected, by a beneficiary or a procurator, from banks or retail stores that permit the payment of such grants.

There are challenges facing the electronic payment method in South Africa, such as the network reliability caused by the instability of electricity due to load shedding at the Point of Sales (PoS), which creates an impediment as money is not received by the beneficiaries of social grants on time. For beneficiaries of social grants to choose when to collect their grants at a pay point that they prefer is convenient, and safer for recipients. Even though the system can be hacked and that might create delays and problems when distributing social grants to

beneficiaries. The electronic payment method of social grants does not consider the literacy issue since not all beneficiaries of social grants are literate, as some of them cannot operate the Automated Teller Machines (ATMs).

Nnaeme (2018); Mackett (2020); Kaseke (2010) state that the issue of operating ATMs is still an issue for some beneficiaries of social grants, especially older persons. The long queues were because of a lack of skills in some beneficiaries of social grants when using ATMs and the multiple withdrawals of money for other beneficiaries of social grants. The method of asking one family member to collect social grants on behalf of others reduces costs, long queues, and risks of contracting diseases like Corona Virus (Covid-19) –although it needs trust and honesty among family members. The manual payment method is done by transporting money to pay points, and it is risky to transport much money to remote areas, mainly when the disbursement schedule is usually known. This requires a stringent security arrangement from the bank to the pay point and during the disbursement.

Objective 3: To recommend other means for distributing social grants

This study acknowledges that in as much as the electronic payment system and manual payment system are effective in distributing social grants in ELM. There is a need for the regulatory system to monitor the utilisation of social grants by recipients in South Africa. Since some social grants do not sustain the beneficiaries of social grants the entire month, there must be a compulsory weekly limit for every monthly payment, which must be divided into four categories. According to Cwayi and Kogeda (2013), the government has the challenge of regulating how the recipients of social grants utilise their money. Therefore, the government must determine how they spend their grants, and the Constitution must allow it to monitor the utilisation of these grants. The 40 percent of the social grant must be accessible as cash only, another 40 percent for food only, ten percent for clothes or cosmetics and the remaining ten percent for funeral cover. This system can assist in minimising the misuse of social grants by some beneficiaries. However, it can only be effective once the government has implemented

the standard Child Support Grant (CSG) payment, the same amount for every CSG beneficiary, despite of the number of children a parent/ guardian has.

There is a need to strengthen local spaza shops owned by South Africans and permanent residents in Endumeni Local Municipality (ELM) because they play an integral role in supplying food to beneficiaries of social grants. Since the 4th Industrial Revolution (4IR) era, spaza shops can play an integral part in beneficiaries of social grants to buy items with SASSA cards electronically. Although they are regarded as informal, there is a need to transform them (spaza shops) by introducing services like e-payment inside them. Mukwarami *et al.* (2020); Thani (2020) maintain that local people must be involved in Local Economic Development (LED), and the spaza shops sector needs to be strengthened. In other words, these shops must have technical devices, such as speed points, allowing customers to pay through them and request cashback. They can also assist in distributing taxi/ bus fares, as limited cashback, to beneficiaries of social grants because some beneficiaries of social grants must walk long distances to collect their grants during payday in towns. Therefore, the government must collaborate with these spaza shops to make the distribution of social grants simple and convenient for beneficiaries.

Objective 4: To theorise public policy and developmental imperatives on the governance of social grants

One of the findings of this study is that government has relevant policies but lacks interdepartmental cooperation to ensure a comprehensive implementation of these policies. Again, the lack of resources, decentralised power in agencies like SASSA, and inadequate skills and staffing are also the challenges that affect the overall governance and disbursement of social grants in ELM. Collective management of social security can advance effectiveness and decrease costs. Collaboration among government institutions is essential when delivering services (Patel, 2005). A new department accountable for social security responsibilities should be established. This includes regulating functions of social security purposes by a single

department; this will ensure that policies are executed in a coordinated manner and are associated with additional policies that are related to social protection.

Policies and legislative frameworks, such as the Constitution, need an amendment to ensure that they address the economic inequality which is created by the unjust laws of the past among people. In as much as the social security system focuses on the non-contributory and contributory social security system, the policies that guide this system lack strategy to eradicate poverty and address inequality through the redistribution of land and nationalisation of essential sectors such as banks and mines. The land issue is critical in South Africa; however, it must not be ignored (Yende, 2021). In as much as there are well-articulated policies, there is a lack of implementing policies in South Africa because of poor intergovernmental collaboration and leadership crisis. This reflects what is happening in the ruling party in South Africa, African National Congress (ANC), which takes resolutions and passes policies but fails to implement them. Therefore, the social grants system is built on a framework and principles that are well articulated but poorly implemented to eliminate poor people's economic and social marginalisation. Some of these policies do not ensure continuity when the new regime emerges.

Objective 5: To develop a policy framework for the disbursement of social grants that informs the configuration of social grants

As the sustainability of the social grants system is uncertain in South Africa. This study develops and suggests the implementation of the Sustainable Social Security Model (S3M). This is because the social grants system is in the process of falling due to poor economic growth and unstable funding, which is tax. The S3M combines three theoretical frameworks that are used in this study, namely, the Sustainable Livelihoods Approach (SLA), Ecosystems Perspective (EP), and the Empowerment-Based Approach (EBA). Hence, it (S3M) suggests that for the government to create a sustainable social security system, it must first address the issue of private ownership such as banks, mines, and land particularly. It must also develop poor people by enhancing their assets to make them self-reliant. Poor people must be empowered to escape poverty (Bent-Goodley, 2018; Solomon, 1976).

The Sustainable Social Security Model (S3M) suggests the amendment of the South African Constitution to permit the government to expropriate land without compensation since most of the land that Europeans own was unfairly taken from Africans to benefit Europeans. Therefore, it (S3M) recommends that land must be in the custodianship of the state so that it can redistribute it impartially to citizens for productive and residential use. The central principle of S3M is that land is a vital natural asset that can help bring sustainable social security. This model suggests that every citizen must be able to inhabit the land and produce from it, and people should own the product, not the land, regardless of race and social status. Although many hectares of land in South Africa are privately owned, most of the beneficiaries of social grants own none of the commercial lands, which is vital in generating income and has mineral resources which play a crucial role in growing the South Africa's economy.

10.3 Recommendations

The following are recommendations on how the government must create a sustainable social security system that fights poverty and address inequality: For the government to bring efficacy to the sustainable social security system, this study recommends an interdepartmental responsibility in supporting and managing the South African Social Security System (SASSA) as it is not the duty of Department of Social Development (DSD) to offer social security to people. SASSA (2020) states that beneficiaries of social grants need support from various government institutions. Therefore, a collective social security administration will advance effectiveness and service delivery in department effectiveness and service delivery. But in future, a new department must be created that will be accountable for social security responsibilities. This involves managing policies on social security functions by one department; this will ensure that policies are synchronised and aligned with additional policies connected to the welfare system, job opportunities, and industrial policies. Creating one department accountable for social security will unite policymaking and address the disintegration of social security provisions that hinder departments from delivering services to people.

The current social security system in South Africa partially realises promises that are in the Constitution. There is a necessity to focus on poverty interventions and efficacy and impartiality in the social security system. There is a need to remove the means tests that measure the applicant's eligibility when applying for a social grant. This is because they (means-tests) discourage asset growth and personal/ household saving but lead to a "deprivation trap" among the working class and act as a systemic exclusion of people who deserve the grants. Patel (2005) maintains that a government needs to relook at the means-tests criteria for recipients of social grants because it also has some disadvantages. While the cost of living is becoming expensive every year, the government needs to intervene by subsidising levies on groceries to prevent high price, on items like maize meal and cooking oil.

Food prices exponentially increase yearly in South Africa (Mackett, 2020). Since some social grants do not sustain the beneficiaries of social grants the entire month, there must be a compulsory weekly limit for every monthly payment, which must be divided into four categories. This system can assist in minimising the misuse of social grants by some beneficiaries. In as much as the electronic payment system and manual payment system are effective in distributing social grants in ELM. There is a need for the regulatory system to monitor the utilisation of social grants by recipients in South Africa. Cwayi and Kogeda (2013) assert that recipients' utilisation of social grants is still an issue in the country. However, it can be only effective once the government has implemented the standard payment for Child Support Grant (CSG), the same amount for every CSG beneficiary, without counting the number of children a parent/ guardian has.

There is a role that can be played by Artificial Intelligence (AI) such as digitising the system for beneficiaries living with disabilities, as we are approaching the 4th Industrial Revolution (4IR), in assisting the South African Social Security Agency (SASSA) to distribute social grants without relying on private service providers such as Easy Pay (EP) and Cash Paymaster Services (CPS). Shai (2019) states that 4IR plays an important role in advancing resources to disburse social grants. There is also a need to reshape the way social grants are distributed to

prevent corruption and maladministration from occurring, as there are cases of social grants that are withdrawn outside the country. People should work together to stop bribery at SAPO and SASSA by exposing corrupt activities hidden in these entities to ensure that civil servants work in the public interest. The control of the electronic payment system at SASSA and the South African Post Office (SAPO) must also be strengthened to deny accessibility of South African social grants from pay points outside the country.

There is a need for strengthening local spaza shops, owned by South Africans and permanent residents, in Endumeni Local Municipality (ELM) because they play an integral role in supplying food to beneficiaries of social grants. Since 4th Industrial Revolution (4IR) era started, spaza shops can play an integral part to beneficiaries of social grants to electronically buy items with SASSA cards. Hare and Walwyn (2019) state that, spaza shops owned by indigenous people in the country need to be strengthened. Although they are regarded as informal, there is a need to transform them (spaza shops) by introducing services like e-payment inside them. In other words, these shops must have technical devices, such as speed points, allowing customers to pay through them and request cashback. Spaza shops are helpful to people as they are around where people are staying, are cheaper than some supermarkets, and they (spaza shops) allow some local people to take items and pay later without any interest. The advantage of these shops is that they are also where most poor people reside (Koen, 2022). They can also assist in distributing taxi/ bus fares, as limited cashbacks to beneficiaries of social grants because some beneficiaries of social grants must walk long distances to collect their grants during payday in towns. Therefore, the government must collaborate with these spaza shops to make the distribution of social grants simple and convenient for beneficiaries.

As much as the government distributes social grants to poor people, it must encourage the beneficiaries of social grants to engage in self-sustenance programmes. Therefore, there is a need for a reengineered social grants system that offers recipients of social grants self-sustenance opportunities. Like issuing grants for poor people to start small businesses which, can create sufficient household income, create jobs, improve the economy, and guarantee economic development. Education is also an important driver of development (Bekova, 2021; De Villiers & Steyn, 2017). So, the government must support vocational schools to assist poor

families in creating their businesses. The government must provide free education from crèche until the postgraduate level since education drives up employability and unemployment drives poverty (Støren & Aamodt, 2010). Again, the curricula taught in schools must be aligned with what policies of the country want to accomplish so that citizens will hold skills that the job market needs.

There is a gap in the social grants system, as there is no grant for unemployed and poor people between 18-59 years old. The government can create strategies to fund this grant (BIG), like cutting some government's expenses and taxing the wealthy more, as they are not adding their money to the economy but saving and using it for other purposes outside the country. When the Basic Income Grant (BIG) becomes implemented, there must be a compulsory community work service provided by the recipients of this grant, which must be monitored by the South African Social Security Agency (SASSA) and the Department of Public Works together with other departments. There has been a call for implementing BIG in South Africa (Potts, 2012). This must be a requirement for this grant unless the recipient of the BIG has created a small business, has become an entrepreneur, and his or her BIG must only be increased yearly based on the performance of his or her business –as a motivation which can ensure the sustainability of the business. While waiting for the implementation of BIG, the government must capacitate the beneficiaries of social grants, in ELM, such as children from vulnerable households, with skills that can help them to get supplementary resources when their social grants are terminated at the age of 18 years.

The state can have the capacity to handle this level of additional bureaucracy because social grants are increased every year in South Africa, and there is an entity, which is SASSA, that administers and ensures that social grants are distributed accordingly. This can be monitored by SASSA, the Department of Small Business Development (DSBD) and Local Municipalities (Local Economic Development (LED) division) to ensure that social grants are assisting towards making recipients self-reliant. There must be collaborations among departments to monitor the utilisation of social grants by the beneficiaries. This can ensure that SASSA distributes social grants that are not creating dependency but are impacting people and the government. Some view social grants as promoting dependency and laziness (Mabugu, 2015).

This study recommends that the government spend much money on establishing industries and farms and financing existing emerging companies and emerging industries categorised as Small, Medium and Micro Enterprises (SMMEs) that can produce goods for our local consumption to limit imports and create substantial jobs. The government's acquisition of food for hospitals, prisons, centres, and departments must be from small-scale farmers, and there must be legislation stipulating that, so that this sector becomes an effective fiscal activity for many poor people, priority must be given to African women and youth. The ruling party in South Africa, should have immediately ensured that "black people" enter three main sectors – primary, secondary, and tertiary– when it came into power.

To fight poverty and address inequality in South Africa, the government must amend the Constitution to allow the expropriation of land (that was wrongfully taken from indigenous people) without compensation for equal redistribution among citizens and permanent residents, limitation of tender system for the creation of state-led companies, equal distribution of wealth through the State Bank (SB) which can grant housing finance, business finance, and vehicle finance for every citizen in a way that drives social security, not profits. This is necessary because the legacy of unjust policies on apartheid that were passed in favour of "white" people is not adequately addressed in the democratic government as it still makes other racial groups, especially Africans, poor and economically fragmented. Therefore, private property right, which is the right of people to own property as they wish, needs to be amended as most of the land is still in the hands of those who unjustly confiscated it from African people on the basis that they were non-European. However, since the African National Congress (ANC) failed to "democratically" pass the expropriation of land (that was wrongfully taken from indigenous people) without compensation and the nationalisation of important sectors such as mines and banks when it had a "Two-Thirds Majority" in parliament in 2004.

For Akinola (2020); Xaba (2021), ANC has not fully realised the mandate of addressing the land issue. This indicates that the solution to end poverty and address inequality under the leadership of the ANC is impossible. Therefore, in the Tripartite Alliance (TA) that is between the ANC, the South African Communist Party (SACP), and the Congress of South African Trade Unions (COSATU), the SACP or COSATU must contest the elections with the mandate

of amending the Constitution to allow the expropriation of land without compensation and the nationalisation of mines and banks under an efficient government because the current one has shortfalls. To make the country sovereign, a new system of government is needed in South Africa since capitalism is worsening poverty and broadening inequality among people – capitalists' control is affecting economic development in South Africa and making poor people economically disempowered.

Therefore, a political transformation that guarantees economic freedom for poor people, particularly “black people”, is the only solution for poor South Africans. This study recommends the social democratic system, a type of democratic socialism that intends to realise socialism slowly and peaceably through created political procedures rather than social rebellion. The South Africans, particularly “black people”, and the youth, should be hands-on (self-reliant) and desist from relying on the government since they suffer due to political patronage and regime's erroneous decisions such as allowing the so-called “state capture” and the proposal of privatisation of State-Owned Enterprises (SOEs) like SAPO, SASSA, Eskom, Transnet, and South African Airways (SAA). Some of the SOEs are defunct in the country and need government intervention (Madinsela, 2019; Mariotti & Marzano, 2019). Most young people suffer because of elderly people who are in government due to political affiliation and unverified political credentials in three spheres of government. They are ageing and sleep during important deliberations in parliament and council meetings. They think for young people and they take decisions for youth. They do not involve young people, with fresh minds. Older members of cabinet and councils should step down and put the new and young people in parliament and councils who will revitalise the social security system and develop new methods, technologies, and structures.

10.4 Areas for further research

This study has brought input to the research fraternity about public policy and developmental imperatives on governance in the case of social grants. It, therefore, notes areas that need further research:

- Regulatory system to monitor the utilisation of social grants by recipients
- Sources that can fund the Basic Income Grant (BIG) if it was to be implemented
- Ways to grow the economy to create a sustainable social grants system
- Other livelihood strategies for poor people if social grants were to be abolished
- Implementation of a once-off small business grant to reduce the increasing number of recipients of social grants
- Social grants system when land is expropriated without compensation for equal distribution
- Role of State Bank (SB) in strengthening the social security system, when established after nationalising private banks and mines
- Role of state-owned companies in employing poor people who are currently beneficiaries of social grants

10.5 Conclusion

This study entailed chapter one, which is about the introduction and background of the study; chapter two, which involved theoretical framework, namely, Ecosystems Perspective (EP), Sustainable Livelihoods Approach (SLA), and Empowerment-Based Approach; chapter three, which covered legislative and policy framework on social grants; chapter four was about literature review; chapter five was on research design and methodology; chapter six contained the role of social grants in reducing poverty and addressing inequality in Endumeni Local Municipality (ELM); chapter seven focused on the efficient strategies to distribute social grants to beneficiaries in Endumeni Local Municipality (ELM); chapter eight presented the role of public policies in people's lives; chapter nine looked at policy framework for the disbursement of social grants; and lastly chapter ten was about discussion, recommendations, and conclusion. However, it is important for the government to strengthen the social security system in the country by creating enabling platforms that allow self-sustenance programmes to supplement social grants. The equal redistribution of assets such as land can play an important role in fighting poverty and addressing inequality in South Africa since distributing wealth to the poor is insufficient to address poverty and inequality. So, a study like this must also be conducted

in other countries with unsustainable social security systems, especially on the issue of governance in the case of social grants.

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APPENDICES

Appendix 1: The rankings of African countries on social security delivery

COUNTRY	RANKING	COUNTRY	RANKING
Tunisia	1	Equatorial Guinea	23
Mauritius	2	Sudan	24
Algeria	3	Madagascar	25
Libya	4	Côte d'Ivoire	26
Cape Verde	5	Mauritania	27
South Africa	6	Burkina Faso	28
Burundi	7	Kenya	29
Congo	8	Nigeria	30
Egypt	9	Uganda	31
Zaire	10	Zimbabwe	32
Rwanda	11	Senegal	33
Togo	12	Seychelles	34
Gabon	13	Ethiopia	35

Morocco	14	São Tomé & Príncipe	36
Niger	15	Tanzania	37
Mali	16	Botswana	38
Benin	17	Liberia	39
Chad	18	Ghana	40
Cameroon	19	Gambia	41
Zambia	20	Swaziland	42
Central African Republic	21	Somalia	43
Malawi	22	Sierra Leone	44

Source: Dixon (2000: 57)

Appendix 2: The social security policies adopted in most African countries

Social Security Policy (SSP)	Primary Social Security Goal	Primary Sources of Funding	Coverage	Primary Benefit Eligibility	Primary Forms of Benefits
Social Assistance (SA)	Poverty alleviation	Public revenue	Entire population or designated categories	Domicile Categorical tests Means test	Flat rate periodic payment In kind benefits
Social Insurance (SI)	Poverty prevention	Contribution from covered employees, their employers and government	Employees in their designated categories and their dependents	Categorical test Contribution of employment record	Earning-related or contribution related, Periodic payments, In-kind benefits Healthcare benefits
Social Allowance (SA)	Social compensation	Public revenue	Entire population or designated categories	Categorical tests Domicile	Flat rate periodic payment
National Provident Fund (NPF)	Poverty prevention	Contribution from covered employees and their employers	Employees in their designated categories and their dependents	Categorical tests Past payments of contribution	Lump-sum, perhaps convertible to periodic payments
Employer Liability	Poverty prevention	Designated employer	Employees and their dependents	Current employment	Earning-related Periodic payments

					Lump-sum payment
--	--	--	--	--	---------------------

Source: Dixon (2000: 50)

Appendix 3: The gatekeeper's permission from SASSA



Date: 11/05/2021

To whom it may concern

Request for Gatekeeper's Permission

I **Sabatha Siyabonga Michael Khumalo (Student no.: 211504379)**, a Doctor of Philosophy (PhD) student at the **University of KwaZulu-Natal** in the **School of Built Environment and Development Studies** formally requests permission to collect data in the following areas: **Dundee, Glencoe, Sibongile, Sithembile and Washbank**. I would like to use this data for my PhD thesis entitled: **Public Policy and Developmental Imperatives: Theorising governance in the case of social grants in Endumeni Local Municipality, KwaZulu-Natal**. The thesis will acknowledge the **South African Social Security Agency (SASSA)** and it will be shared with the municipality if requested.

Thank you and kind regards

Sabatha S.M Khumalo (Mr.)
178 Vikelani Street
Sithembile Township, Glencoe
Email: khumalosms@gmail.com
Cell number: 072 4474 539

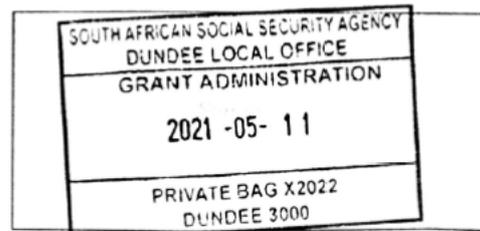
Supervisor: Prof. O. Mtapuri
School of Built Environment and Development Studies
University of KwaZulu-Natal, Howard College
Email: mtapurio@ukzn.ac.za
Tel number: 031 260 1031

Permission to collect data is/ was granted by:

Name: _____

Signature: _____

Date: 2021/05/11



South African Social Services
Local Service Office
Dundee
KwaZulu-Natal
3000

Mr. Sabatha S.M Khumalo (S.N.: 211504379)
178 Vikelani Street
Sithembile Location
Glencoe
2930

Dear Mr Khumalo

Re: Permission to Conduct Research

Gatekeeper's permission is hereby granted for you to conduct the research study in **Dundee, Glencoe, Sithembile, Sibongile and Wasbank**; towards your Doctor of Philosophy (PhD) degree at the University of KwaZulu-Natal (Howard College), provided ethical clearance from the University has been obtained. **SASSA is not involved in this study nor will it be accountable for its findings.** However, we note the title of your research project is:

"Public Policy and Developmental Imperatives: Theorising governance in the case of social grants in Endumeni Local Municipality, KwaZulu-Natal"

Yours sincerely

Title: Ms

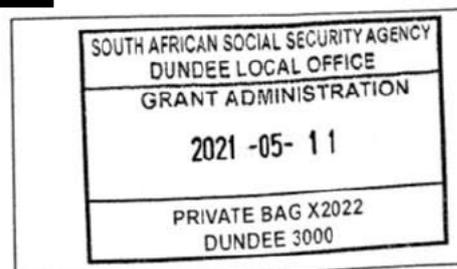
Initials and Surname

Position:

Signature

Telephone

Email address





UNIVERSITY OF
KWAZULU-NATAL
INYUVESI
YAKWAZULU-NATALI

Date: 12/08/2020

To whom it may concern

Request for Gatekeeper's Permission

I **Sabatha Siyabonga Michael Khumalo (Student no.: 211504379)**, a Doctor of Philosophy (PhD) student at the **University of KwaZulu-Natal** in the **School of Built Environment and Development Studies** formally requests permission to collect data in the following areas: **Dundee, Glencoe, Sibongile, Sithembile and Wasbank**. I would like to use this data for my PhD thesis entitled: **Public Policy and Developmental Imperatives: Theorising governance in the case of social grants in Endumeni Local Municipality, KwaZulu-Natal**. The thesis will acknowledge the **Endumeni Local Municipality** and it will be shared with the municipality if requested.

Thank you and kind regards

Sabatha S.M Khumalo (Mr.)
178 Vikelani Street
Sithembile Township, Glencoe
Email: khumalosms@gmail.com
Cell number: 072 4474 539

Supervisor: Prof. O. Mtapuri
School of Built Environment and Development Studies
University of KwaZulu-Natal, Howard College
Email: mtapurio@ukzn.ac.za
Tel number: 031 260 1031

Permission to collect data is/ was granted by:

Name: Mr Sazi Manole
Signature: 
Date: 13 August 2020



Endumeni Local Municipality
64 Victoria Street
Dundee
3000

Mr. Sabatha S.M Khumalo (S.N.: 211504379)
178 Vikelani Street
Sithembile Location
Glencoe
2930

Dear Mr Khumalo

Re: Permission to Conduct Research

Gatekeeper's permission is hereby granted for you to conduct the research study in **Dundee, Glencoe, Sithembile, Sibongile and Wasbank**; towards your Doctor of Philosophy (PhD) degree at the University of KwaZulu-Natal (Howard College), provided ethical clearance from the University has been obtained. **The Municipality is not involved in this study nor will it be accountable for its findings.** However, we note the title of your research project is:

"Public Policy and Developmental Imperatives: Theorising governance in the case of social grants in Endumeni Local Municipality, KwaZulu-Natal"

Yours sincerely

Title: Mr.

Initials and Surname: S.D. Mbhele

Position: Municipal Manager

Signature: 

Telephone number: 034-212 2121

Email address: mm@endumeni.gov.za



Appendix 4: Informed consent document

English:

Dear Participant

My name is **Sabatha Siyabonga Michael Khumalo** (student number: 211504379). I am a Doctor of Philosophy (PhD) candidate studying at the University of KwaZulu-Natal, Howard College Campus. The title of my research is: **Public Policy and Developmental Imperatives: Theorising governance in the case of social grants in Endumeni Local Municipality, KwaZulu-Natal**. The aim of this study is to **assess the efficacy of public policy to achieve developmental imperatives in the case of social grants in Endumeni Local Municipality (ELM), KwaZulu-Natal**.

I am interested in interviewing you to share your experiences and observations on the subject matter. If you agree to participate in this study, please tick what you agree to do:

To be audio recorded during the interview/ during the focus group discussion (FGD)

Yes No

To be video recorded during the interview/ during the focus group discussion (FGD)

Yes No

To use my images for the purpose of this study

Yes No

Please note that:

- The information that you provide will be used for scholarly research only.
- Your participation is entirely voluntary. You have a choice to participate, not to participate or stop participating in the research. You have the right to withdraw without any negative consequences.
- We will keep the social distancing, wear masks, and sanitize before the interview.
- Your views in this interview will be presented anonymously. Neither your name nor identity will be disclosed in any form in the study.
- The interview will take about \pm 15 minutes.
- The record as well as other items associated with the interview will be held in a password-protected file accessible only to our group and our supervisor. After a period of 5 years, in line with the rules of the university, it will be disposed by shredding and burning.
- If you agree to participate, please sign the declaration attached to this statement.

I can be contacted at:
178 Vikelani Street
Sithembile Location
Glencoe
2930
KwaZulu-Natal

Email: khumalosms@gmail.com
Cell: 072 4474 539/ 065 5157 772

If you need any clarity, you can contact the following office:

Humanities & Social Sciences Research Ethics Administration
Research Office, Westville Campus
Govan Mbeki Building
PrivateBagX54001 Durban 4000
KwaZulu-Natal, South Africa
Tel: 27 31 2604557- Fax: 27 31 2604609
Email: HSSREC@ukzn.ac.za

My supervisor is Prof. O. Mtapuri, he can be contacted at:
University of KwaZulu-Natal
School of Built Environment and Development Studies
Development Studies Programme

Howard College Campus
Durban

Email: mtapurio@ukzn.ac.za

Phone number: 031 260 1031/ 072 6128 539

I _____ (full names of the participant) hereby verify that I know the contents of this document and the nature of the research project, and I assent to participate in the research project.

I understand that I can withdraw from this research study at any time, should I so desire.

Signature of Participant

Date

Thank you for your contribution to this research.

Isizulu:

ISICELO SOKUGUNYAZWA UKWENZA UCWANINGO

LOKUSEBENZISANA NABANTU

ULWAZI NGEMVUMO

OKUZOSEBENZA NGEZIGABA

Bacwaningi: Kuyisidingo ukuthi konke kwenziwe ngobuchule noma ngokucophelela ngokomthetho, ukuthi konke okwenziwayo kube ulwazi olucacileyo ngokolimu olwaziwayo, futhi kungabi bikho ulwazi olubalulekile oluzokweqiwa kulokhu okungenzani. Ulwazi oluhunyushiwe luzodingeka emva kokuthi ulwazi lokuqala selugunyaziwe. Ngezizathu ezithile ulwazi lungamukelwa ngokukhuluma kudingeke ukuthi kube nobufakazi noma nezizathu ezithile Ulwazi ngemvumo yomuntu ngayedwa lunqatshwe noma lususwe ikomide (HSSREC).

Ulwazi oluqokethwe ngokuzibophezela ukuba yingxenywe yocwaningo.

Usuku:

Isibingelelo: Ngiyakubingelela lunga lomphakathi.

Igama lami ngingu **Sabatha Siyabonga Michael Khumalo**

Uyamenywa ukuba ube ingxenywe noma usebenzisane nami kucwaningo olusihloko sithi: **Public Policy and Developmental Imperatives: Theorising governance in the case of social grants in Endumeni Local Municipality, KwaZulu-Natal.** Okungukuthi ngokuhunyushwa: **Inqubomgomo Ethinta Umphakathi kanye Nokubalulekile Kwentuthuko: Isichasiselo Esibonwa Ngokucabanga (ithiyori) Mayelana Ngokulawulwa Kwesibonelelo Sabahlwempu Kumasipala waseNdumeni, KwaZulu-Natal.**

Lesisifundo asinabo ubungozi futhi akukho lapho ozozizwa ungenakho ukukhululeka. Ngiyethemba lolucwaningo luzosisiza ukwazi kangcono ngabantu baseNdumeni abahola isibonelelo sabahlwempu. Okunye okumele ukwazi ngalolucwaningo akukho muhlomulo ngokusebenzisana nami ngalesisifundo. Lesisifundo sizobhekwa ngokwenkambo yobulungiswa sigunyazwa ikomide lesikhungo saseNyuvesi phecelezi i-UKZN Humanities and Social Sciences Research Ethics (inombolo yokugunyaza HSSREC/00002053/2020). Uma uvuma ukuba yingxenye, sayina iphepha lesivumelwano.

Ngitholakala kulemininingwane elandelayo:
178 Vikelani Street
Sithembile Township
Glencoe
2930
KwaZulu-Natal Province

Ucingo/ Cell: 072 4474 539
Imeyili/ Email: 211504379@stu.ukzn.ac.za

Uma kukhona izinkinga obhekana nazo noma kukhona imibuzo ungaxhumana nomcwaningi (kulemininingwane enikezelwe) ungaxhumana futhi nekomidi elimele ubulungiswa lase UKZN Humanities & Social Sciences kulemininingwane elandelayo:

Humanities & Social Sciences Research Ethics Administration
Research Office, Westville Campus
Govan Mbeki Building
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Imeyili: HSSREC@ukzn.ac.za

Okanye usuphavayiza wami waseNyuvesi:

uSolwazi O. Mtapuri (PhD)
University of KwaZulu-Natal
School of Built Environment and Development Studies
Development Studies Programme
Howard College Campus
Durban

Imeyili: mtapurio@ukzn.ac.za
Ucingo: 031 260 1031/ 072 6128 539

Ukusebenzisana nami kulesisifundo awuphoqelekile, unalo ilungelo lokushintsha umqondo noma ngasiphi isikhathi uhoxe. Ngasohlangothini lwami njengoba ngenza lolucwaningo anginawo umhlomulo engizowunikezela kuwe kodwa ngingakunika uma sengiqedile ukwenza ucwaningo iphepha ukuze ulifunde noma ubeke umbono ngalo.

Umcwaningi akukho lapho akazoshicilela khona igama lakho futhi konke ozobe umtshela khona akukho lapho okuzovela khona ukuthi uwena. Konke ozokutshela umcwaningi kuzogcinwa kahle kukhiyelwe ekhabethe. Engizobe ngikugcine kwikhompuyutha nakho kuvikelekile ngoba kuba nenombolo eyimfihlo uma uyivula. Emuva kweminyaka emihlanu, ngizolushabalalisa lolulwazi osinike lona.

ISIVUMELWANO (gcwalisa njengoba kudingeka)

Mina.....ngazisiwe ngakho konke ngocwaningo olumayelana:
Inqubomgomo Ethinta Umphakathi kanye Nokubalulekile Kwentuthuko: Isichasiselo Esibonwa Ngokucabanga (ithiyori) Mayelana Ngokulawulwa Kwesibonelelo Sabahlwempu Kumasipala waseNdumeni, KwaZulu-Natal.

Nginikeziwe ithuba lokuthi ngiphendule imibuzo mayelana nalolucwaningo noma isifundo futhi ngiphendule ngendlela engineliseka ngayo. Mina ngiyamemezela ukuthi ukuba kwami ingxenye yalolucwaningo angiphoqiwe futhi ngingayeka noma nini ngaphandle kokuphazamisa lesisifundo.

Uma ngabe ngiba nemibuzo noma yini ephathelene nalolucwaningo ngingaxhumana nomcwaningi. Uma ngabe ngiba nemibuzo noma ngifuna ukwazi kabanzi ngamalungelo ami ngokusebenzisana nawe kulolucwaningo noma okumayelana nalolucwaningo noma ngomcwaningi ngingaxhumana nonobhala wesikhungo esibhekene nobulungiswa bokwenza ucwaningo.

Okwengeziwe ngemvumo okudingekayo

Ngiyanikezela ngemvumo ukuthi:

Ukusebenzisa isiqophamazwi / ingxoxo yedlanzana labantu AKUKHO/YEBO/CHA
Ukusebenzisa ividiyo kucwaningo /ingxoxo yedlanzana labantu AKUKHO/YEBO/CHA
Ukusebenzisa izithombe zami ngenhloso yocwaningo AKUKHO / YEBO/CHA

Sayina ukuzibophezela

Usuku

Kusayina ufakazi uma ekhona

Usuku

Kusayina ochazayo uma ekhona

Usuku

Appendix 5: Interview schedules for social grants beneficiaries/ recipients and SASSA officials

INTERVIEW SCHEDULE FOR SOCIAL GRANTS BENEFICIARIES/ RECIPIENTS

SECTION 1	GEOGRAPHIC AND INTERVIEW PARTICULARS
Name of the place Igama lendawo	
Province Isifundazwe	
District Isifunda	
Local municipality Umasipala wasekhaya	
Ward Isigceme	

	Year				Month		Day	
Date Usuku Iwanamuhlanje	Unyaka				Inyanga		Usuku	

Interview starting time:			:		
Isikhathi sendliwanondlebe					

Interviewer:
Umuntu obuzayo

SOCIO-DEMOGRAPHIC CHARACTERISTICS
--

1.1	Age of the respondent/participant	
	Iminyaka yophendulayo noma koyingxeny	

1.2	Gender of the respondent/ participant	Male	Female	Other
	Ubulili baloyo ophendulayo noma oyingxeny	Isilisa	Isifazane	Obunye
		1	2	3

1.3	What is your current marital status?	
	Sithini isimo sobudlelwano bakho?	
	Never Married Angikaze ngishade/ ngishadelwe	1
	Currently married Ngisanda kushada/ kushadelwa	2
	Divorced Ngahlukanisa	3
	Separated Ngihleli nokuhlukana nengishade naye/ nowangishadela	4

Widowed Ngingumfelokazi/ Ngingumfelwa	5
Single Ngingedwa	6

1.4	What is the highest education level you have completed? Yiliphi ibanga eliphakeme olipothulile?
No school Angikaze ngiye esikoleni	1
Primary school Ibanga lamabanga aphansi	2
Secondary school Ibanga lamabanga aphezulu	3
Tertiary Imfundo ephakeme	4
Other Okunye	5

SECTION 2

QUESTIONS FOR SOCIAL GRANTS BENEFICIARIES

1. Which type/s of grant/s are you receiving?

-Isiphi/ iziphi isibonelelo/ izibonelelo ositholayo/ ozitholayo?

2. Where do you get your grant?

-Usiholaphi isibobelelo sakho?

3. What is your source of income?

-Ngabe uphila ngani?

4. How many people are you supporting with your social grant in your household?

-Bangaki abantu abondliwa imali yesibonelelo sabahlwempu osiholayo emndenini wakho?

5. Why should you support those people with your social grant?

-Kungani kumele wondle amalunga omndeni wakho ngesibonelelo osiholayo?

6. Where do you think those who are receiving social grants are spending their money?

-Ucabanga ukuthi laba abahola isibonelelo basisebenzisa basisebenzisa kuphi?

7. What do you do to supplement the current grant you are getting?

-Wenzani ukuze uthole imali ezokwengeza kule sibonelelo ositholayo?

8. What do you think should be done by the government to address poverty except distributing social grants?

-Ucabanga ukuthi yini okumele yenziwe uhulumeni ekulwisaneni nendlala ngaphandle kokukhipha izibonelelo?

9. What do you think should be done by the government to address inequality except distributing social grants?

-Ucabanga ukuthi yini okumele yenziwe uhulumeni ekulwisaneni nokungalingani ngaphandle kokukhipha izibonelelo?

10. What would improve the government's strategies to alleviate poverty through distributing social grants to needy people?

-Yini engathuthukisa amasu kahulumeni okuqeda indlala ngokuthi anike abantu abaswele isibonelelo?

11. What would improve the government's strategies to eradicate inequality through distributing social grants to needy people?

-Yini engathuthukisa amasu kahulumeni okuqeda ukungalingani ngokuthi anike abantu abaswele isibonelelo?

12. Where do you spend the social grant that you are getting?

-Usisebenzisa kuphi isibonelelo lesi ositholayo?

13. How much money, from social grants, you spend on food monthly?

-Malini oyisebenzisa ekudleni nyanga zonke emalini yesibonelelo sabahlwempu osithola nyanga zonke?

14. Why should you spend that money on food monthly?

-Yini kumele usebenzise leyo mali ekudleni

15. How long does the food you buy with social grant sustain you?

-Ukudla okuthenga ngemali yesibonelelo kukugcina isikhathi esingakanani?

16. What survival strategies you use when food you bought through social grants is over?

-Yiziphi izindlela ophila ngazo uma imali yesibonelelo isiphelile?

17. How much money, from social grants, you spend on clothes on a monthly basis?

-Malini oyisebenzisa ezimpahleni zokugqoka emalini yesibonelelo sabahlwempu osithola nyanga zonke?

18. Why should you spend that money on clothes monthly?

-Yini kumele usebenzise leyo mali ezimpahleni zokugqoka nyanga zonke?

19. How much money, from social grants, you spend on furniture on a monthly basis?

-Malini oyisebenzisa ezimpahleni zasendlini emalini yesibonelelo sabahlwempu osithola nyanga zonke?

20. Why should you spend that money on furniture monthly?

-Yini kumele usebenzise leyo mali ezimpahleni zasendlini nyanga zonke?

21. How would you survive if the government could abolish the social grants?

-Ungaphila ngani uma uhulumeni engake eqede isibonelelo?

22. In what way do/ did you misuse your social grant money?

-Bayisebenzisa kuphi ngokungafanele imali yesibonelelo?

23. What has the government done to ensure that you do not misuse the social grant?

-Yini uhulumeni akayezile ukuqinisekisa ukuthi awusihlaphazi isibonelelo ositholayo?

24. What should the government do to fight against corruption in social grants?

-Ucabanga ukuthi uHulumeni kumele enzeni ukuze alwisane nenkohlakalo eyenziwa ilabo abahola isibonelelo ngokungemthetho?

25. What are the challenges you experience when receiving the social grant?

-Yiziphi izinqinamba oke uhlangabezane nazo uma uyohola isibonelelo?

26. What are the requirements when someone wants to apply for a social grant you getting?

-Uma umuntu efuna ukubhalisela isibonelelo lesi ositholayo kumele enzenjani (aphatheni)?

27. Which other strategies can be implemented to make access to social grants convenient?

-Yiziphi ezinye izindlela ezingenza ukuholela isibonelelo kungabi nazinkinga?

28. Why do you think the government offers people social grants?

-Ucabanga ukuthi yini eyenza uhulumeni ahlinzeke abantu ngezibonelelo?

29. Which other grants should the government offer to people?

-Iziphi ezinye izibonelelo ocabanga ukuthi uhulumeni kumele azinike abantu?

30. Where does the money for social grants come from?

-Ngokwazi kwakho uhulumeni uyithathaphi imali akaholela ngayo abantu yesibonelelo?

31. Where do you save the remaining money after spending some on basic needs?

-Uyibekaphi imali esalayo uma sewenze izidingo zonke zakho?

32. How moneylenders (cash loans) lead the social grants recipients to misuse money?

-Omashonisa banomthelela ongakanani ekutheni abantu abahola isibonelelo sabahlwempu basebenzise imali ngokungafanele?

SECTION 1

INTERVIEW SCHEDULE FOR SOUTH AFRICAN STATE SECURITY AGENCY (SASSA) WORKERS AND/OR SOCIAL WORKERS

(INFORMANT INTERVIEWS)

1. What are your duties when comes to social grants?

-Yini umsebenzi wakho ngama grant?

2. How long have you been working with social grants?

-Unesikhathi esingakanani usebenza ngezibonelelo?

3. Which age-type that comes more often to apply for social grants here?

-Abaneminyaka emingakananei abavamise ukuzobhalisela izibonelelo la?

4. Which challenges are often faced by social grants applicants and recipients?

-Yiziphi izinkinga ezivamise ukubhekana nababhalisela isibonelelo nalabo abasiholayo?

5. Why are they facing those challenges?

-Kungani bebhekana nalezo zinkinga?

6. Which challenges do you often face when helping social grants beneficiaries/ recipients?

-Yiziphi izinkinga ovamise ukubhekana nazo uma usiza abahola izibonelelo?

7. Why does the government offer social grants to needy people?

-Yini uhulumeni enika abantu izibonelelo?

8. What should be done to minimise people who depend on social grants?

-Yini okumele yenziwe ukunciphisa abantu abancike kwizibonelelo?

9. What should be done to improve the state of social grants?

-Yini engenziwa ukwenza kangcono isimo sezibonelelo?

10. In what way do beneficiaries of social grants misuse money?

-Bayisebenzisa kuphi ngokungafanele imali yesibonelelo?

11. What should be done to ensure that social grants beneficiaries/ recipients do not misuse money?

-Yini okumele yenziwe ukuqinisekisa ukuthi abahola izibonelelo abazisebenzisi ngokungafanele?

12. What should be revitalised in social grants policies?

-Yini okumele ilungiswe kwimithetho elawula izibonelelo zabahlwempu?

14. How does the government ensure that policies on social grants are implemented accordingly?

-Uhulumeni ukuqinisekisa kanjani ukuthi imithetho yezibonelelo eshayiwe iyenziwa ngempumelelo?

14. What do you think should be done by the government to address poverty except distributing social grants?

-Ucabanga ukuthi yini okumele yenziwe uhulumeni ekulwisaneni nendlala ngaphandle kokukhipha amagrant?

15. What do you think should be done by the government to address inequality except distributing social grants?

-Ucabanga ukuthi yini okumele yenziwe uhulumeni ekulwisaneni nokungalingani ngaphandle kokukhipha izibonelelo?

16. How social grants assist in reducing poverty and addressing inequality?

-Zisiza ngani izibonelelo zabahlwempu (social grants) ekunciphiseni indlala nokugalingani?

17. What would improve the government's strategies to alleviate poverty through distributing social grants to needy people?

-Yini engathuthukisa amasu kahulumeni okuqeda indlala ngokuthi anike abantu abaswele isibonelelo?

18. What other ways can be adopted by SASSA to distribute social grants?

-Yiziphi ezinye izindlela uSASSA akangaholela ngazo abantu?

19. What would improve the government's strategies to eradicate inequality through distributing social grants to needy people?

-Yini engathuthukisa amasu kahulumeni okuqeda ukungalingani ngokuthi anike abantu abaswele isibonelelo?

20. What has the government done to ensure that recipients of social grants do not misuse their money?

-Yini uhulumeni akayezile ukuqinisekisa ukuthi laba abahola izibonelelo zabahlwempu abazisebenzisi ngokungafanele izibonelelo abazitholayo?

21. What should the government do to fight against corruption in social grants?

-Ucabanga ukuthi uHulumeni kumele enzeni ukuze alwisane nenkohlakalo eyenziwa ilabo abahola isibonelelo ngokungemthetho?

22. What are the requirements when someone wants to apply for a social grant?

-Uma umuntu efuna ukubhalisela isibonelelo kumele enzenjani (aphatheni)?

23. What other strategies can be implemented to make access to social grants convenient?

-Yiziphi ezinye izindlela ezingenza ukuholela isibonelelo kungabi nazinkinga?

24. Why do you think the government offers people the social grants?

-Ucabanga ukuthi yini eyenza uhulumeni ahlinzeke abantu ngezibonelelo?

25. Which other grants should the government offer to people?

-Iziphi ezinye izibonelelo ocabanga ukuthi uhulumeni kumele azinike abantu?

26. Where does the money for social grants come from?

-Ngokwazi kwakho uhulumeni uyithathaphi imali akaholela ngayo abantu yesibonelelo?

27. How effective are your colleagues in ensuring that social grants are distributed accordingly?

-Bakuqinisekisa kanjani ozakwenu ukuthi isibonelelo sabahlwempu sitholwa ngokuyikho?

Appendix 6: Focus Group Discussions (FGDs) schedule

SECTION 1

FOCUS GROUP DISCUSSIONS (FGDS) SCHEDULE

Four FGDs will be held as follows: Group One will consist six men and six women who are above 35 years –not falling in youth category– so that I could weigh if there were differences in the way males and females view the governance of social grants in Endumeni; Group Two will consist 12 women only who are above 35 years –not falling in youth category; Group Three will consist 12 men only who are above 35 years –not falling in youth category; Group Four will be a mixed group of youth aged 18 to 35 years old consisting 6 males and 6 females. The duration of each group will be approximately two hours. All FGDs will recorded only if the permission is granted by the participants. Again, the participants will be given pseudo names to preserve anonymity.

1. How many people are you supporting with a social grant in your household?

-Bangaki abantu abonliwa imali yesibonelelo sabahlwempu osiholayo emndenini wakho?

2. Why should you support those people with money you get from social grants?

-Kungani kumele wondle amalunga omndeni wakho ngesibonelelo osiholayo?

3. Where do you think those who are receiving social grants are spending their money?

- Nicabanga ukuthi laba abahola isibonelelo basisebenzisa basisebenzisa kuphi?

4. What do you do to supplement the current grant you are getting?

- Wenzani ukuze uthole imali ezokwengeza kule sibonelelo ositholayo?

5. What do you think should be done by the government to address poverty?

-Ucabanga ukuthi yini okumele yenziwe uhulumeni ekulwisaneni nendlala?

6. What do you think should be done by the government to address inequality?

-Ucabanga ukuthi yini okumele yenziwe uhulumeni ekulwisaneni nokungalingani?

7. What would improve the government's strategies to alleviate poverty through distributing social grants to needy people?

- Yini engathuthukisa amasu kahulumeni okuqeda indlala ngokuthi anike abantu abaswele isibonelelo?

8. What would improve the government's strategies to eradicate inequality through distributing social grants to needy people?

- Yini engathuthukisa amasu kahulumeni okuqeda ukungalingani ngokuthi anike abantu abaswele isibonelelo?

9. Where do you spend the social grant that you are receiving?

-Usisebenzisa kuphi isibonelelo lesi ositholayo?

10. Why should you spend that money on food monthly?

-Yini kumele usebenzise leyo mali ekudleni

11. How long does the food you buy with social grant sustain you?

-Ukudla okuthenga ngemali yesibonelelo kukugcina isikhathi esingakanani?

12. What survival strategies you use when food you bought through social grants is over?

-Yiziphi izindlela ophila ngazo uma imali yesibonelelo isiphelile?

13. How much money, from social grants, you spend on clothes on a monthly basis?

-Malini oyisebenzisa ezimpahleni zokugqoka emalini yesibonelelo sabahlwempu osithola nyanga zonke?

14. Why should you spend that money on clothes monthly?

-Yini kumele usebenzise leyo mali ezimpahleni zokugqoka nyanga zonke?

15. How much money, from social grants, you spend on furniture on a monthly basis?

-Malini oyisebenzisa ezimpahleni zasendlini emalini yesibonelelo sabahlwempu osithola nyanga zonke?

16 Why should you spend that money on furniture monthly?

-Yini kumele usebenzise leyo mali ezimpahleni zasendlini nyanga zonke?

17. How would you survive if the government could abolish the social grants?

-Ungaphila ngani uma uhulumeni engake eqede isibonelelo?

18. In what way do beneficiaries of social grants misuse money?

-Bayisebenzisa kuphi ngokungafanele imali yesibonelelo?

19. What has the government done to ensure that you do not misuse the social grants?

-Yini uhulumeni akayezile ukuqinisekisa ukuthi awusihlaphazi isibonelelo ositholayo?

20. What should the government do to fight against corruption in social grants?

-Ucabanga ukuthi uHulumeni kumele enzeni ukuze alwisane nenkohlakalo eyenziwa ilabo abahola isibonelelo ngokungemthetho?

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22. What are the requirements when someone wants to apply for a social grant?

-Uma umuntu efuna ukubhalisela isibonelelo kumele enzenjani (aphatheni)?

23. What other strategies can be implemented to make access to social grants convenient?

-Yiziphi ezinye izindlela ezingenza ukuholela isibonelelo kungabi nazinkinga?

24. Why do you think the government offers people the social grants?

-Ucabanga ukuthi yini eyenza uhulumeni ahlinzeke abantu ngezibonelelo?

25. Which other grants should the government offer to people?

-Iziphi ezinye izibonelelo ocabanga ukuthi uhulumeni kumele azinike abantu?

26. Where does the money for social grants come from?

-Ngokwazi kwakho uhulumeni uyithathaphi imali akaholela ngayo abantu yesibonelelo?

27. Where do you save the remaining money after spending some money on basic needs?

-Uyibekaphi imali esalayo uma sewenze izidingo zonke zakho?

28. How moneylenders (cash loans) lead the social grants recipients to misuse money?

-Omashonisa banomthelela ongakanani ekutheni abantu abahola isibonelelo sabahlwempu basebenzise imali ngokungafanele?

Appendix 7: Research instrument (Observation Schedule)

SECTION 1

RESEARCH INSTRUMENT REQUIRED (OBSERVATION SCHEDULE)

During the observation, I will want to understand the following:

1. What type of social grants payment is mostly used by beneficiaries in Endumeni?
2. Where do the beneficiaries obtain their social grants?
3. How are social grants used in Endumeni Local Municipality?
4. How far do they have to walk on average to the pay points?
5. How do they wait for their money at the pay points?
6. What activities are taking place at the pay points?
7. Who fetches the social grants most? Youth? Elderly People? Women? Men?
8. Who among them is the most aware of investing through banking?
9. How moving are queues at the pay points?
10. How social grants corruption is addressed? By whom?

Appendix 8: Themes and Sub-themes

Themes and sub-themes that emerged in Chapter Six on the role of social grant in reducing poverty and addressing inequality in Endumeni Local Municipality (ELM)

Themes	Sub-themes
<ul style="list-style-type: none">• Perceptions of poverty and inequality	<ul style="list-style-type: none">• Poverty and inequality gaps
<ul style="list-style-type: none">• Economic development to address poverty and inequality	<ul style="list-style-type: none">• Economic inclusion
<ul style="list-style-type: none">• Social grants contrasted with a decent education system	
<ul style="list-style-type: none">• Government's support in high unemployment condition	
<ul style="list-style-type: none">• Structures fighting poverty and inequality	

Themes and sub-themes that emerged in Chapter Seven on the efficient strategies to distribute social grants to beneficiaries in Endumeni Local Municipality (ELM)

Themes	Sub-themes
Methods of social grant payment	Manual payment method and electronic payment method
Places where beneficiaries obtain and spend their social grants	
Distance that beneficiaries travel or walk on average to the pay points	Wasbank town to pay points
	Sithembile township to pay points
	Sibongile township to pay points
	Glencoe town to pay points
	Dundee town to pay points
Duration the beneficiaries wait for their money at the pay points	

Activities taking place at the pay points	
How social grants corruption is addressed?	
How aware are the beneficiaries of social grants with investing?	
Other means that can be adopted to distribute social grants	
Social grants in the 4 th Industrial Revolution (4IR)	

Themes and sub-themes that emerged in Chapter Eight on the role of public policies in people's lives

Themes
Significance of the national plan
Operational social welfare system
Transformed public services
Transformed delivery of public services

Population management

Support for persons living with disabilities

Support for elderly people

Operational social security agency

Delivery of social assistance

Management of finances

Access to information

Fair administration

Global goals

Significance of the District Development Model (DDM)

Empowerment of “black” people

Functional National Development Agency (NDA)

Operational National Youth Development Agency (NYDA)

Themes and sub-themes that emerged in Chapter Nine on policy framework for the disbursement of social grants

Themes	Sub-themes
Administration, management, and payment of social grants in Endumeni Local Municipality (ELM)	
Funding for social grants system	
Effectiveness of social grants	
Sustainability of social grants	
Contribution to knowledge	
Foundations of Sustainable Social Security Model (S3M)	
Sustainable Social Security Model (S3M) on government's departments and South African Social Security Agency (SASSA)	

Sustainable Social Security Model (S3M) on local government's role to sustainable social security	
Sustainable Social Security Model (S3M) on assets for poor households in Endumeni Local Municipality (ELM)	Natural assets
	Financial assets
	Human assets
	Social assets
	Natural assets
	Financial assets
Community members from poor families	
Strengths, weaknesses, and application of Sustainable Social Security Model (S3M) to other countries	

Appendix 9: Ethical clearance



19 May 2021

Mr Sabetha Siyabonga Michael Khumalo (211504379)
School Of Built Env & Dev Stud
Howard College

Dear Mr Khumalo,

Protocol reference number: HSSREC/00002053/2020
Project title: Public Policy and Developmental Imperatives: Theorising governance in the case of social grants in Endumeni Local Municipality, KwaZulu-Natal
Degree: PhD

Approval Notification – Expedited Application

This letter serves to notify you that your application received on 14 October 2020 in connection with the above, was reviewed by the Humanities and Social Sciences Research Ethics Committee (HSSREC) and the protocol has been granted FULL APPROVAL.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number. PLEASE NOTE: Research data should be securely stored in the discipline/department for a period of 5 years.

This approval is valid until 19 May 2022.

To ensure uninterrupted approval of this study beyond the approval expiry date, a progress report must be submitted to the Research Office on the appropriate form 2 - 3 months before the expiry date. A close-out report to be submitted when study is finished.

All research conducted during the COVID-19 period must adhere to the national and UKZN guidelines.

HSSREC is registered with the South African National Research Ethics Council (REC-040414-040).

Yours sincerely,



Professor Dipane Hialele (Chair)

/dd

Humanities and Social Sciences Research Ethics Committee

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Telephone: +27 (0)31 260 8358/4557/3587 Email: hssrec@ukzn.ac.za Website: <http://research.ukzn.ac.za/Research-Ethics>

Founding Colleges: ■ Edgewood ■ Howard College ■ Medical School ■ Pietermaritzburg ■ Westville

INSPIRING GREATNESS

Appendix 10: Demographic details of the participants

Name	Age	Gender	Marital status	Grant
1. Smanga	19	Male	Single	CSG (former beneficiary)
2. Smangele	21	Female	Single	CSG (former beneficiary)
3. Siphoh	18	Male	Single	CSG (former beneficiary)
4. Sindisiwe	20	Female	Single	CSG (former beneficiary)
5. James	66	Male	Divorced	OAG
6. Josephina	71	Female	Widowed	OAG
7. Mandla	62	Male	Single	OAG
8. Jabulani	69	Male	Single	OAG
9. Menzi	54	Male	Single	DG
10. Hlengiwe	36	Female	Single	DG
11. Raymond	41	Male	Divorced	DG
12. Ntsiki	45	Female	Divorced	DG
13. Nkosikhona	21	Male	Single	SRD
14. Nokulunga	33	Female	Single	SRD
15. Xolani	44	Male	Single	SRD
16. Senamile	23	Female	Single	SRD
17. Vusumuzi	72	Male	Single	GIA
18. Fikile	68	Female	Married	GIA
19. Mzwakhe	71	Male	Single	GIA
20. Ntombi	79	Female	Single	GIA
21. Sarah	89	Female	Widowed	WV
22. Samson	87	Male	Separated	WV

23. Bhekimpi	85	Male	Divorced	WV
24. Tryphina	86	Female	Widowed	WV
25. Sbonga	18	Male	Single	FCG
26. Zanele	19	Female	Single	FCG
27. Mhlengi	20	Male	Single	FCG
28. Andile	20	Female	Single	FCG
29. Mandisa	29	Female	Married	SASSA Official
30. Zethu	36	Female	Single	SASSA Official
31. Ntokozo	41	Male	Single	SASSA Official
32. Thando	44	Female	Single	SASSA Official
33. Jackson	56	Male	Married	SASSA Official
34. Sphelele	39	Female	Divorced	SASSA Official
35. Mlungisi	38	Male	Married	SASSA Official
36. Mbuyiseni	36	Male	Divorced	SASSA Official
37. Cebisile	44	Female	Single	CDG
38. Buzani	39	Female	Widowed	CDG
39. Bhekumuzi	59	Male	Married	CDG
40. Jarome	57	Male	Single	CDG