

**EVALUATING SOUTH AFRICA'S CHILD-SUPPORT GRANT POLICY: THE CASE
OF BENEFICIARIES IN MAMELODI CONCERNING GRANT VALUE AND BASIC
NEEDS**

by

**NOZUKO RUTH HLWATIKA
(Student no. 48161829)**

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DECLARATION

Name: Nozuko Ruth Hlwatika

Student number: 48161829

Degree: Master of Public Administration

EVALUATING SOUTH AFRICA'S CHILD-SUPPORT GRANT POLICY: THE CASE OF BENEFICIARIES IN MAMELODI CONCERNING GRANT VALUE AND BASIC NEEDS

I declare that the above dissertation is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

I further declare that I submitted the dissertation to originality-checking software and that it falls within the accepted requirements for originality.

I further declare that I have not previously submitted this work, or part of it, for examination at Unisa for another qualification or at any other higher education institution.



SIGNATURE

13 February 2022

DATE

DEDICATION

I dedicate this piece of work to:

- My late Father, Reverend Madoda Solomon Hlwatika, whose loving spirit and intelligence remain an inspiration.
- My Mother, Thembisa Hlwatika, whose support and sacrifices have afforded me the opportunity to undertake my postgraduate studies.
- My Grandmother, Hilda Nondyola, who has never had the opportunity to enter the gates of university but whose intelligence and positive spirit inspire me.
- My sisters, Nolubabalo and Vuyokazi and my daughter, Talitha Hlwatika, for their support.
- My best friend, Ian Shendelana, for always cheering and believing in me, especially in times of self-doubt.

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ACRONYMS

ANC	African National Congress
AUH	Asignación Universal por Hijo
BDH	Bono de Desarrollo Humano
BIG	Basic Income Grant
BISP	Benazir Income Support Programme
BR1-million	Bantuan Rakyat 1Malaysia
CESSP	Cambodia Education Sector Support Programme
CEO	Chief Executive Officer
COIDA	The Compensation for Occupational Injuries and Diseases Act
Covid-19	Coronavirus
CSG	Child-Support Grant
DSD	Department of Social Development
JSY	Janani Suraksha Yojana
FPL	Food Poverty Line
FSSAP	Female Secondary School Assistance Programme
FSSP	Female School Stipend Programme
FSSP	Pakistan's Female School Stipend Programme
GDP	Gross Domestic Product
HSNP	Hunger Safety Net Programme
ICT	Information and Communication Technology
IBM	International Business Machines Corporation
LEAP	Livelihood Empowerment Against Poverty
LBPL	Lower-bound poverty line
NDP	National Development Plan
NSNP	National School Nutrition Programme
OAG	Old Age Grant
OVS	Orphans and Vulnerable Children
PFMA	Public Finance Management Act
PKH	Program Keluarga Harapan
PBM	Pakistan Bait-ul-Mal
PRAF-II	Programa de Asignación Familiar-II
RAF	Road Accident Fund
RDP	Reconstruction and Development Programme
RPS	Red de Protección Social

SCTPP	Ethiopia's Tigray Social Cash Transfer Pilot Programme
SMG	State Maintenance Grant
SA	South Africa
SASSA	South African Social Security Agency
SARS	South African Revenue Service
SCT	Liberia's Bomi Social Cash Transfer
SPSS	Statistical Package for the Social Sciences
SRMP	Social Risk Mitigation Project
STATS SA	Statistics South Africa
UBPL	Upper bound poverty
UIF	Unemployment Insurance Fund
UNICEF	United Nations International Children's Emergency Fund
UNISA	University of South Africa
UN	United Nations
WHO	World Health Organisation

PROOFREAD LETTER

Bruce Conradie
66 Greenfield Rd
Greenside, Johannesburg
South Africa
Landline: +27 (0) 782-1401
bruce.conradie@theresearchfaculty.com

Attention: Nozuko Hlwatika
Unisa

10 Jan 2022

To whom it may concern

Confirmation of document editing

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Research Support Specialist

Job reference number = JR00112

ABSTRACT

The main objective of this study was to conduct an outcomes-based evaluation on the child-support grant (CSG) policy in South Africa from when it was implemented in 1998 until the present. The sub-objectives of the research study were to determine whether the child-support grant alleviated child poverty, to identify the difference or the impact that the child-support grant had on the lives of beneficiaries and to investigate the challenges associated with the child-support grant.

To achieve the study's objectives, the research was descriptive in nature and made use of a mixed methods research design, including administering an online survey to CSG caregivers who resided in a township called Mamelodi in the Gauteng Province, as well as interviewing key informants at the South African Social Security Agency (SASSA) local office in Mamelodi. The primary data collected in the study was complemented by content analysis, including a literature review, annual reports, and government publications. The Statistical Package for the Social Sciences (SPSS) was used when analysing the results from the survey and those from the interview were analysed using thematic analysis.

Following data collection and analysis, the study found that the CSG does in fact alleviate poverty. Furthermore, the study found that the CSG had positive effects on children's health and their schooling. It was also found that the grant provided a sense of empowerment to women. However, the study also found that the grant was associated with challenges such as its inadequate value, discouraging caregivers from finding employment, contribution to childbearing, misuse of the grant and administrative and access issues.

One of the limitations to this study was a language barrier. Some of the participants did not understand some of the questions that were posed. This was evident in a few of the responses provided. Furthermore, the Coronavirus (Covid-19) pandemic presented another limitation in that physical contact was restricted by the government in order to promote social distancing; thus remote data-collection methods were considered. Lastly, the study was limited to the CSG beneficiaries who resided in Mamelodi, as well as SASSA staff employed at the local office in Mamelodi.

Finally, the implications of this study are that the administration of the child-support grant must be improved by SASSA in order to address administrative issues confronting both the beneficiaries as well as the SASSA staff. Furthermore, the study includes implications that the Social Assistance Act 13 of 2004 must be strengthened to provide for stricter sanctions on those who have been found to misuse the CSG. The study contributes to the body of knowledge within the sub-area of public policy in the discipline of public administration and management.

Key Words: Child-Support Grant, Caregivers, Children, Poverty Alleviation and Social Assistance.

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CHAPTER 1

INTRODUCTION AND OUTLINE TO THE STUDY

1.1 INTRODUCTION

The number of poor children who rely on the child-support grant (CSG) in South Africa (SA) is alarming. According to Shung-King, Lake, Sanders and Hendricks (2019:120), 60% of children in SA are recipients of the CSG. What is furthermore concerning is that an additional 17.5% of poor children in South Africa who are eligible for the CSG are not receiving it (Shung-King et al. 2019:33-52). Child poverty is therefore widespread in South Africa; thus the government makes provision of the CSG.

The approach used by South Africa to make use of the CSG, which is a cash-transfer programme designed to assist children from poor backgrounds, is one that is similarly adopted by a variety of other countries across the world. According to Delany, Grinspun and Nyokangi (2016:26), there are 1.9 billion people from developing countries who are dependent on non-contributory cash-transfer programmes, with the African continent having more than 40 countries that are making use of unconditional cash transfers. Evidently, South Africa is not the only nation met with the challenge of combatting poverty, particularly child poverty. Merely acknowledging the government's efforts towards combating child poverty is not adequate; determining and understanding whether such endeavours do make a difference is significant and this may be achieved through an outcomes-based evaluation.

The outcomes of the CSG policy require evidence-based evaluation on its impact in reducing income inequality and levels of poverty in the country. It has been more than 20 years since the implementation of the CSG in April 1998. Progress made thus far necessitates for an evaluation and, if one is not conducted, the government will lose sight of the performance of the programme, including whether it is achieving what it set out to. Failure to conduct evaluations may also result in the government blindly entering conditions of wasteful and fruitless expenditure by dedicating resources to items that do not provide a return on social investment among other risks.

The author argues that the solution therefore to circumvent problematic incidents and to keep abreast with recent trends in social assistance, particularly with the CSG programme, is through conducting an outcomes-based evaluation on the policy by firstly defining the purpose and scope of the programme. Next, relevant data on the results of the implementation of the policy should be collected and analysed, followed by conclusions and recommendations. Policy evaluations are critical in governance as the State should take full responsibility for its implemented public policies through policy reviews and evaluations on a regular basis. Consequently, it is imperative for public policies to be evaluated to ascertain the extent to which they have met their intended goals (Knill & Tosun 2008:19-20).

The structure of the first chapter of this research study consists of an introduction and outline, which is followed by the background and rationale. A problem statement is then presented. Thereafter, the research objectives, research questions, research methodology, significance of the study, clarification of key concepts and chapter outline of the study are presented.

1.2 BACKGROUND AND RATIONALE

Chapter 2 (27)(1)(c) of the Constitution of the Republic of South Africa, 1996 stipulates that all citizens have the right to access social security including appropriate social assistance if individuals are unable to take care of themselves and their dependants. This implies that, although children should be primarily cared for by their families, the government may intervene by providing assistance to those in need and part of this social assistance includes the CSG, the purpose of which is to alleviate child poverty (Khosa & Kaseke 2017:365). The CSG is therefore enshrined in the Constitution, which, according to the South African Department of Justice and Constitutional Development, is the highest law in the land (Department of Justice and Constitutional Development 2021).

The CSG was implemented post-Apartheid in 1998 and was a replacement of the State Maintenance Grant (SMG). Apartheid was an era when South African citizens were separated in terms of their race, in all aspects of living such as employment,

education, mode of transport, where one resided and so on (Clark & Worger 2016:1). The abolishment of Apartheid therefore necessitated new laws that would promote equality and seek to redress past imbalances. After South Africa's first democratic elections in 1994, the African National Congress (ANC) led government sought to assess the state of social welfare in the country, among the black population. The government at the time, under President Nelson Mandela, established a Lund Committee that was commissioned to examine the state of social welfare in the country including child support, and the committee then recommended that there should be a CSG which all eligible children should have access to, unlike the SMG (Xaba 2016:156).

As abovementioned, the SMG preceded the CSG; however, the SMG was discriminatory in nature as it largely catered to white South African citizens (Coetzee 2013:2). The SMG was thus prone to sharp criticism for not only its racial distribution but that of its geographical distribution as well. It was reported that no more than 0.2% of black children received the SMG and that those in rural areas did not have access to it due to lack of awareness, transportation, and administrative issues, *inter alia* (Patel & Plagerson 2016:39). On that account, the CSG was an inclusive social-assistance programme that would have a far more improved reach than the SMG.

Social assistance refers to the provision of material support from the government to citizens who battle to make ends meet. The support can either be cash transfers or in kind or a combination thereof (Delany, Grinspun & Nyokangi 2016:24). In kind support pertains to benefits that are not of cash in nature but rather goods and services, such as housing and education (Kennedy 2013:13), whereas cash transfers denote receiving money directly from the government. This distinction thus suggests that, in designing social-assistance programmes, the government must determine the most appropriate manner in which the support should be provided to the beneficiaries.

Moodley and Slijper (2016:111) indicate that the CSG is paid out to beneficiaries using a cash-transfer method. There are no conditions associated with the CSG, as beneficiaries are not expected to alter their behaviour in order to receive the cash transfers (Delany, Grinspun & Nyokangi 2016:28). At the initial implementation stages of the CSG, consideration was given on whether conditions should be included.

However, conditions were deemed unnecessary, given that the school attendance rate was at 90% in the compulsory phase and that the majority of children accessed healthcare and were timeously immunised (National Planning Commission 2011:367).

On the other hand, conditional cash transfers impose certain requirements from beneficiaries, for example, the Programa Bolsa Família (PBF) from Brazil where it must be ensured that a child attains a certain percentage of school attendance and be taken to healthcare facilities for immunisation (Saad-Filho 2015:1233). Conditions may appear to ensure that other important social aspects of a poor individual's life, such as education and health, are enhanced. However, Kennedy (2013:35) posits that, rather than inclusion, conditions have a way of excluding people. Barrientos (2015:121) further states that some proponents of social assistance regard conditions as "ineffective and unnecessary", as their effects are difficult to measure separately. In this regard, SASSA therefore has no conditions to impose in administering the CSG. Conditions to receiving cash-transfers are further discussed in chapter 2 of this study.

Applications for the CSG are filed at SASSA, which is the responsible agency in South Africa for administering and paying out social grants. SASSA was established in 2006 as per the South African Social Security Agency Act, no. 13 of 2004. The Department of Social Development (DSD) is the ministry accountable for the CSG policy (Delany, Grinspun & Nyokangi 2016:29); therefore, SASSA is accountable to DSD regarding the administration of the CSG.

According to Shung-King et al. (2019:120), SASSA administers the CSG to 60% of children in SA, which makes the grant government's biggest social-assistance programme in terms of numbers. This implies that the government spends a significant amount of money on the CSG. During the 2019/2020 financial year, approximately R70.6 billion was spent on the CSG alone, making it the second-highest expenditure of social grants (SASSA Annual Report 2019/20:24).

Moreover, in the year 2016, the South Africa government spent approximately 3.2% of the gross domestic product (GDP) on social grants (Department of Planning, Monitoring and Evaluation 2017:27). GDP is defined as "the sum total of all goods and services produced in an economy ... it is a fundamental indicator of an economy's

performance” (Sander 2014:33-34). The 3.2% GDP spending by South Africa is double the figure of what other developing countries spend on social assistance, which is 1.6% of their GDP (Delany, Grinspun & Nyokangi 2016:26-27). Therefore, the statistical data illustrates that the government still has a burden of providing for the needy.

Although the CSG is said to have the largest beneficiaries in terms of numbers, Shung-King et al. (2019:33-52) indicate that an eligible 17.5% of South African children are not in receipt of the CSG. Eligibility is determined by factors such as caregiver’s income and age of the child (d’Agostino, Scarlato & Napolitano 2017:433). This implies that 77.5% of children in South Africa should actually be receiving the CSG as opposed to the current 60%. Seemingly, there are various reasons why the 17.5% of eligible children are not covered by the CSG.

According to Naicker (2016:213), administrative, social, cultural, and poorly considered medical factors form part of the reasons for exclusion from the CSG. Plagerson and Ulriksen (2016:11) attribute the causes of exclusion to children who are “under one year; belong to young mothers; live in rural areas; orphans; reside in child-headed households; teenagers who have dropped out of school; and children of non-South Africans and refugee children”. Irrespective of what the particulars for the exclusion are, the challenge remains that many children of the South African population are poor and require support from the government to meet their basic needs. On that account, the government must act by ensuring that it addresses and closes the gaps which lead to the non-coverage of eligible children. Incremental changes may be applied in this regard.

Like many government programmes that develop over time, the CSG has been adjusted over the years. Incremental changes can be observed with the CSG from the period of inception in 1998 until the present. The value of the grant was initially R100 per month when the programme commenced in April 1998 (Gomersall 2013:526) and, 23 years later, it amounted to R460 per month in April 2021 (SASSA 2021).

When the grant was first introduced, it merely included children under the ages of 7. In 2003, it included those 9 years old and younger; in 2004, the age threshold was 11;

in 2005, it was 14; and finally, in 2008, children 18 years and younger for the grant (Naicker 2016:212).

Given the above, it may be observed that the government has made efforts in ensuring that the CSG covered as many needy children as possible. The SASSA Annual Report (2019/2020:23) posits that these incremental changes have been attributed to contributing to the uptake of the CSG suggesting that there is an improvement in closing the gap of the eligible beneficiaries who are not receiving the grant.

The rationale for this study is to supplement existing, including outdated, evaluations on the CSG. The author sought to conduct an outcome-based evaluation on the CSG to determine the extent to which the CSG policy met its intended goals. The study was therefore necessary to determine whether a significant impact on the poor was achieved.

1.3 PROBLEM STATEMENT

Child poverty rates in South Africa are alarmingly high as 60% of children are CSG beneficiaries while an eligible 17.5% do not receive the grant (Shung-King et al. 2019:33-52). This implies that 77.5% of South African children in fact require the provision of a CSG. The current high dependency and subsequent expenditure by the government constitute a need to evaluate the CSG policy with the intent of assessing its outcomes. Not only are the actual outcomes of the CSG unclear in the public domain, but assumptions that are accepted by some to be facts are formulated. Therefore, conducting a policy evaluation on the CSG will assist with demystifying some unfounded notions. Satumba, Bayat and Mohamed (2017:47) emphasised for the CSG policy to be monitored and evaluated in order to ensure that significant impact on the poor was achieved. On the other hand, Anderson (2014:307) had earlier cautioned that it is not possible to quantitatively measure the effectiveness of policies, more especially social policies, with complete accuracy. Nevertheless, policy evaluation assists in ascertaining successes, failures, challenges, gaps, and potential opportunities which is why it is important to conduct evaluations.

1.4 RESEARCH OBJECTIVES

The main objective of this study was to conduct an outcomes-based evaluation of the CSG policy in South Africa from the period of its inception in 1998 until the present (2021). The sub-objectives were:

- i. To determine whether the child-support grant alleviated child poverty.
- ii. To identify the difference or the impact that the child-support grant had on the lives of beneficiaries.
- iii. To investigate challenges associated with the child-support grant policy.

1.5 RESEARCH QUESTIONS

The research is driven by the research questions, which demonstrate what the researcher intends to answer. In this regard, the following research questions provided the direction of the study:

- i. Does the child-support grant alleviate child poverty?
- ii. What difference or impact has the grant brought about in the lives of beneficiaries?
- iii. What are the challenges associated with the child-support grant policy?

1.6 RESEARCH METHODOLOGY

According to Walliman (2017:7), research methods are techniques that are applied in conducting research. Furthermore, Patel and Patel (2019:48) suggest that research methodology is concerned with the study of how research has been conducted scientifically. It involves logical steps applied by researchers in carrying out their research. This implies that research is conducted in a systematic way from which others should be able to duplicate results, if the same methods are used. This study was descriptive in nature and sought to conduct an outcomes-based evaluation on South Africa's child support grant policy. The study made use of the mixed method research design which comprises qualitative and quantitative research designs. Content analysis and face-to-face interviews represented qualitative research design while the survey represented quantitative research design. Content analysis and responses from the interviews were analysed using thematic analysis whereas the

responses from the survey were analysed using SPSS. The research design is elaborated in section 1.6.1 below:

1.6.1 Research design

To address the research problem of the study, a descriptive research design was applied. The outcomes arrived at from evaluating the CSG policy were described using descriptive techniques. With descriptive research, observation depends on collecting data (Walliman 2017:10). Research design therefore speaks to the study's overall design plan pertaining to the "study type, data collection approaches, experimental designs, and statistical approaches for data samples" (Bairagi & Munot 2019:70). According to Mukherjee (2019:49), the purpose of a research design is to provide a framework for the various tasks that are undertaken in the research process. Therefore, research design acts as a roadmap which must be followed by the researcher.

Different research designs need to be considered by researchers, these are the qualitative and quantitative research designs. Qualitative research assists with providing insights to and understanding a problem. Furthermore, it is used to "gain an in-depth understanding of human behaviour, experience, attitudes, intentions, and motivations, on the basis of observation and interpretation, to find out the way people think and feel" (Ahmad, Wasim, Irfan, Gogoi, Srivastava & Farheen 2019:2829). On the other hand, quantitative research generates data that is in numeric and seeks to establish a cause-and-effect interaction among two variables. When both the qualitative and quantitative approaches are applied, the term is referred to as a *mixed method* (Ahmad et al. 2019:2829). This research study made use of mixed research methods. On one hand, a survey was administered to CSG caregivers who reside in Mamelodi, this formed part of quantitative research design. On the other hand, face-face interviews were conducted with officials from the SASSA local office in Mamelodi and this formed part of qualitative research design. Additionally, the content analysis conducted in the study also formed part of qualitative research design. Sections 1.6.2 to 1.6.4 below describe the approaches used in administering the survey, conducting the interviews and a content analysis. Chapter 5 of this study provides a more detailed description of the research design and data collection methods.

1.6.2 Mamelodi caregivers' approach

This section highlights the research method which was followed when the study was carried out with the CSG caregivers from Mamelodi. The snowball sampling technique was used where the sample size was 182 households. The research instrument used was a survey which is explained below in section 1.6.2.1:

1.6.2.1 Survey

A survey was administered to the CSG beneficiaries residing in Mamelodi. Due to the Covid-19 global health pandemic, restrictions such as limited physical contact between citizens were imposed by the South African government. The survey was thus administered online using an internet application called Google Forms. The survey research participants were selected through use of snowball sampling and a sample size of 182 households in Mamelodi Sixteens, which is 20% of the population, was selected. The results from the survey were analysed using the Statistical Package for the Social Sciences (SPSS) from International Business Machines Corporation (IBM), version 27. The main purpose of the survey was to generate data on the outcomes of the CSG, including whether the grant alleviated child poverty; the difference or impact it made in the lives of the beneficiaries and the challenges experienced with the provision of it.

1.6.3 Mamelodi local SASSA office approach

This section highlights the research method which was followed when the study was carried out with the officials based at the SASSA local office in Mamelodi. The purposive sampling technique was used where the sample size was three SASSA officials. The research instrument used was a semi-structured interview which is explained below in section 1.6.3.1:

1.6.3.1 Interviews

Face-to-face interviews were conducted with three key informants from the SASSA local office in Mamelodi, which were selected using purposive sampling. The

participants indicated that they were unable to partake in virtual interviews, hence the face-to-face interviews. In constructing interview questions, researchers have the option of utilising structured questions, unstructured questions, or a combination thereof, which is termed semi-structured questions. Structured interviews consist of standardised questions with a high percentage of closed-ended questions. Unstructured interviews are flexible and allow the researcher to make follow-ups on questions. The use of both structured and unstructured interviews produces semi-structured interviews (Walliman 2017:114). Semi-structured interview questions were used in conducting this study. According to Daniel and Harland (2017:56), interviews provide a rich source of data. Thus, they were included in this study to supplement the survey and content analysis. The data from the interviews were analysed using thematic analysis.

1.6.4 Content Analysis

In addition to the survey and interviews, the study also made use of content analysis from books, research articles, annual reports, government and academic publications and statistical reports from Statistics South Africa (STATS SA).

1.7 SIGNIFICANCE OF THE STUDY

The implementation aspect of the CSG has been the focal point of many studies on the CSG; this study adds value in that it expands on the evaluation of the policy, thereby delivering a comprehensive and most recent overview of the performance of the social-assistance programme. This is of interest not only to policymakers responsible for social assistance but to South African citizens at large, as the policy affects taxpayers, caregivers and their dependants, and the government in general. This study will also contribute positively to the field of public administration, particularly with policy evaluation.

1.8 CLARIFICATION OF KEY CONCEPTS

De Vaus (2001:25) states that clarifying concepts is crucial to the research process, as terms can have several meanings and can be used differently in different contexts. Below is therefore a clarification of key concepts utilised within the study:

1.8.1 CHILDREN

The Constitution of the Republic of South Africa, 1996 and the Children's Act, 38 of 2005 describe children as individuals under the age of 18 years.

1.8.2 CHILD-SUPPORT GRANT

A cash-transfer method designed for children living in poverty and is paid out monthly (Moodley & Slijper 2016:111).

1.8.3 APPLICANT

The Social Assistance Act 13 of 2004 defines an applicant as “a person who applies for social assistance in respect of himself or herself or on behalf of another person in terms of this Act”.

1.8.4 PRIMARY CAREGIVER

The Social Assistance Act 13 of 2004 defines a primary caregiver as “a person older than 16 years, whether or not related to a child, who takes primary responsibility for meeting the daily care needs of that child”.

1.8.5 BENEFICIARY

The Social Assistance Act 13 of 2004 defines a beneficiary as an individual who receives a social grant.

1.8.6 DEPENDANT

The Social Assistance Act 13 of 2004 defines a dependant as “a person whom the beneficiary is legally obliged to support financially and is in fact supporting”.

1.8.7 EVALUATION

Evaluation “is a tool for measuring the worthiness, performance and efficacy of any policy or program” (Khan & Rahman 2017:173). The outcome of policy activities can be judged using evaluation (Greve 2017:5).

1.8.8 OUTCOMES

Policy outcomes “are the consequences for society, intended and unintended, that stem from deliberate governmental action or inaction” (Anderson 2010:272). Outcomes are ultimately the result of policy activities (Greve 2017:5).

1.9 CHAPTER OUTLINE OF THE STUDY

This study has been divided into seven chapters which are outlined below:

Chapter 1: Introduction and Outline to the Study

The first chapter consists of an introduction and background to the study. The chapter further formulates the problem statement to guide the research, followed by the research objectives and research questions. The chapter goes on to outline the research methodology that was followed, the significance of the study and finally a brief clarification of key concepts.

Chapter 2: Literature Review on South Africa’s Child-Support Grant Policy

The second chapter discusses the literature review on South Africa’s child-support grant policy. This includes discussions of some cash-transfer programmes from other

countries, the impact that the child-support grant has on the lives of beneficiaries, as well as the challenges associated with the provision of the child-support grant.

Chapter 3: The Child-Support Grant as one of South Africa's Public Policies: A Theoretical Overview

The third chapter locates the study in the public administration discipline where the public policy process is discussed in comprehending policy evaluation. The chapter commences by defining the terms *public administration* and *public policy*. Thereafter, the public-policy-making models are discussed, followed by the public-policy-making process, policy actors, policy-evaluation-process framework, complexities of evaluating the CSG policy and finally the significance of evaluating the CSG policy.

Chapter 4: Legislative and Regulatory Frameworks Pertaining to South Africa's Child-Support Grant Policy

The fourth chapter discusses legislative and regulatory frameworks pertaining to South Africa's child-support grant policy. These include the Constitution of the Republic of South Africa, 1996; White Paper for Social Welfare, 1997; Social Assistance Act, No. 13 of 2004; South African Social Security Agency Act 9, 2004; Children's Act 38 of 2005; National Development Plan; and Public Finance Management Act No. 1 of 1999. The chapter commences with an introductory statement, followed by the discussions on legislative and regulatory frameworks pertaining to the CSG.

Chapter 5: Research Design and Data-Collection Methods

The fifth chapter discusses the research design and data-collection methods that were employed in carrying out the research study.

Chapter 6: Data Interpretation and Analysis of Findings

The sixth chapter presents the study's research results by interpreting and analysing the findings thereof. First, the chapter begins with an introductory statement; secondly, it is followed by a discussion of the results from the survey and the interviews; thirdly,

the findings of the overall study are discussed; and finally, the chapter ends with its conclusion.

Chapter 7: Conclusions and Recommendations

The seventh chapter is the final chapter of the study. It provides the research study's final conclusions and recommendations by means of an introductory statement first, followed by the overall conclusions and finally the recommendations.

1.10 ETHICAL CONSIDERATIONS OF THE STUDY

The researcher was granted ethical clearance by the University of South Africa (UNSA). Subsequently, the researcher was granted permission by SASSA to collect data from its employees at the local office in Mamelodi. Moreover, consent forms and information-participation sheets were distributed to all participants prior to collecting the data. Ethical considerations are discussed in detail in chapter 5 of this study under section 5.8.

1.11 CONCLUSION

This chapter summarised that the purpose of the study was to conduct an outcomes-based evaluation on the child-support grant, particularly from residents in Mamelodi. The chapter consisted of an introduction and a background to the study, which pertained to the CSG that was implemented in April 1998 to assist with alleviating child poverty. The background was followed by the problem statement, which emphasised the necessity of conducting an evaluation of the CSG. The chapter further indicated what the study's research objectives and questions were. These were centred on determining whether the CSG alleviated child poverty and determining the difference or the impact that the CSG had on beneficiaries, as well as identifying challenges associated with the provision of the CSG. The research methodology employed by the study was then outlined. It was also stated that this research study was descriptive in nature and that it made use of mixed research methods. Furthermore, Chapter 1 revealed that the research instruments that were used to collect the study's data were an online survey as well as face to face interviews. The population and sampling

strategy employed by the study were also indicated. The chapter further went on to highlight the significance of this study which included providing a comprehensive and up-to-date overview of the performance of the CSG. Thereafter, a clarification of key concepts was provided. Finally, the chapter outline of this study was presented. The next chapter will discuss the literature review on South Africa's child-support grant policy.

CHAPTER 2

LITERATURE REVIEW ON SOUTH AFRICA'S CHILD-SUPPORT GRANT POLICY

2.1 INTRODUCTION

This chapter focuses on the literature review on the child-support grant in South Africa. First, an introductory statement on the chapter is provided followed by discussions of some cash-transfer programmes of other countries, which is then followed by discussions on the CSG in SA. The impact of the CSG in the lives of beneficiaries is identified and finally the challenges associated with the CSG are investigated.

Poverty is a critical issue confronting several countries around the globe. Consequently, governments have resorted to cash-transfer programmes as part of the methods for addressing the matter. Some of these cash-transfer programmes have conditions attached to them which beneficiaries must meet in order to continue receiving assistance. Examples of conditions include ensuring that children attend school or frequent clinics for medical check-ups.

On the other hand, cash-transfer programmes may also be unconditional, in other words, no change of behaviour is expected from the beneficiaries in order to receive the assistance. South Africa's CSG, Liberia's Bomi Social Cash Transfer Programme, Ethiopia's Tigray Social Cash Transfer Pilot Programme and Zambia's child grant are a few examples of unconditional cash transfers which do not attach specific conditions to the programmes. However, beneficiaries are still expected to meet the criteria required to qualify for the programmes.

The impact of these cash-transfer programmes on poor households needs to be determined. As such, the literature review finds that the CSG contributes positively to alleviating child poverty. However, it also reveals that other basic services and social-intervention programmes need to be in place, as the CSG alone is not sufficient for combating poverty. Additionally, this chapter reflects that the CSG has an impact on the health of children from poor backgrounds. This is especially true for eligible

children who are enrolled in the CSG programme in the first two years of their lives, as those are the years which are imperative for childhood development. With the support of the CSG, caregivers are therefore able to take their children for clinic appointments so as to have their growth monitored and ensure that any arising health issues are addressed promptly.

Similarly, there are views that the nutrition of children is improved, given that the CSG is also utilised to purchase bigger quantities of food and a variety thereof. However, the other views are that the CSG cannot be attributed to improving nutrition, as nutrition encompasses more than merely food. Further conflicting health viewpoints regarding whether the CSG has an impact on height-for-age or not are relayed in this chapter. Lastly, pertaining to health, there is an observation in the literature that the provision of the CSG alleviates caregivers' stress related to a lack of finances.

Moreover, the literature reflects that the CSG improves school enrolment and pass rates. The grant is also said to provide required material support for schools, such as transportation fees, uniforms, and lunch. However, because a secondary school is expensive to attend in South Africa in terms of both funds and time, it is noted that the older children who are on the CSG drop out of school. Finally, on the benefits, the literature review suggests that the CSG provides empowerment to women in that they can make their own financial decisions considering that they are often the primary caregiver. Furthermore, it is reported that the CSG provides a sense of dignity for women.

In as much as cash-transfer programmes such as the CSG provide benefits to beneficiaries, some of these programmes tend to be contentious on certain grounds. Thus, the challenges associated with the CSG are investigated in the literature. For example, there is the notion that the value of the grant is too little and does not meet children's basic needs. Furthermore, there are concerns raised regarding caregivers misusing the funds and not spending them for the benefit of the children. Additionally, it is also reflected that the provision of the CSG discourages caregivers from seeking job opportunities, given that they are receiving funds from the government. Another significant challenge linked to the CSG is that it contributes to childbearing, given that individuals can apply for it only if they have children. Lastly, the literature review finds

that there are administrative and access issues pertaining to the CSG, which impact the uptake of the grant.

The sections below therefore discuss in detail the issues raised in the introductory statement. This is done by first examining the kinds of cash-transfer programmes used by other countries to assist children living in poverty. Thereafter, a discussion of South Africa's CSG is presented. Moreover, the advantages that the CSG present in poor households are determined and finally challenges associated with the CSG are investigated.

2.2 CASH-TRANSFER PROGRAMMES OUTSIDE OF SOUTH AFRICA

1.9 billion people from developing countries are dependent on non-contributory cash-transfer programmes (Delany, Grinspun & Nyokangi 2016:26). The literature search revealed that Latin America and the Caribbean, as well as African countries, make the most use of cash-transfer programmes among countries in the world. The purpose of these cash transfers is to assist those living in poverty to survive. It is therefore unsurprising to note that Iqbal and Nawaz (2020:14401) identify that the use of cash-transfer programmes as policy instruments for combating poverty have become popular.

On the other hand, there have been debates on whether providing in-kind transfers, such as housing (Hessami & Uebelmesser 2015:72), were more effective than cash transfers in addressing poverty. Although in-kind support offers some relief to struggling households, it limits the choices of the poor as they have to accept what has already been decided for and provided to them. For example, with a food parcel, one is obliged to consume what has been made available or, with a food stamp, one might be required to obtain the food at a particular store. Conversely, cash provides options to the poor. DuBois (2021:103) supports this by indicating that the prevalence of cash affords opportunity for the poor to make purchases on items that they need and at a time that those items are needed. Furthermore, Iqbal and Nawaz (2020:14411) emphasise the significance of providing cash by noting both its economical and non-economical benefits to the targeted, such as food security and improved social status. Therefore, it appears that supplying struggling citizens with

cash is more beneficial to them than merely supplying in-kind transfers like groceries or housing. However, it also appears that it would be more beneficial to provide those living in poverty with both cash transfers and in-kind transfers, given that the provision of these two transfers would complement each other and possibly offer greater impact.

The focus of this section, however, is on cash transfers and not in-kind transfers. Evidently, from the search of literature, the majority of the cash-transfer programmes around the globe are conditional as opposed to unconditional. Conditions attached to cash-transfer programmes tend to concentrate on education, health and nutrition of children and caregivers (Khan, Hazra, Kant & Ali 2016:379). Thus, these are the aspects which scholars tend to study. For example, according to Hussain and Schech (2021:3), many studies show that cash-transfer programmes improve child well-being, for instance, through schooling, improved health care, nutrition, and the prevention of child labour.

To ensure that conditions imposed on certain cash-transfer programmes are ethical, Krubiner and Merritt (2017:168-175) developed moral categories for consideration. The first category aims to ensure that there is a high likelihood that the conditions will assist in achieving the programme's intended outcomes. This implies that, when conditions are designed, policymakers should keep in mind the outcomes that the cash-transfer programme seeks to achieve and thus whatever is selected should be in alignment with those outcomes. The second category pertains to assessing and eliminating or limiting risks and burdens associated with the condition. This suggests that whatever condition is imposed by the programme should not be burdensome or harmful to the beneficiaries, particularly given that the sole intention is to assist the very same beneficiaries. The third category identified by the authors is to assess and improve the receptivity of the beneficiaries towards the conditions. Therefore, obtaining buy-in from the beneficiaries on what is being imposed is important in order to ensure that the programme runs harmoniously, both for the government and recipients. The more receptive the beneficiaries are, the more compliance is achieved, thus assisting with making the programme a success. The fourth category involves evaluating whether there are any barriers preventing beneficiaries from attaining the set conditions. To illustrate, the government should not be designing unattainable conditions, such as monthly medical check-ups when clinics are difficult to get to due

to long distance and the resources required to get there. The final category is whether there are any indirect impacts and externalities, both positive and negative, that may arise from the imposed conditions on the beneficiaries. In their design, policymakers should thus conduct a forecasting exercise and consider any incident that may result from the provision of the conditional cash transfers.

While some authors argue for conditional cash transfers rather than unconditional, Amarante and Brun (2018:2) state that the evidence on the effectiveness of conditions is insufficient and inconclusive. Therefore, this raises the question of whether conditions are necessary or not. The section below on some conditional cash transfers partially answer this question, as they allude to benefits that are realised from conditional cash transfers.

Below are some brief illustrations of cash-transfer programmes from other countries, similar to the CSG, in that the focus is on children from poor backgrounds. These transfers are largely grouped into regions, namely, Latin America and Caribbean countries; Middle East and Asia; as well as African countries.

Latin America and Caribbean countries

Brazil has the Programa Bolsa Família (PBF), which is a conditional cash-transfer programme that caters for families who live in dire poverty and whose incomes range from R\$70 (approximately R197 at current exchange rates) to US\$140 (approximately R2048 at current exchange rates) respectively. The funds are paid into the beneficiary's bank account through the State-owned bank, Caixa Econômica Federal. School attendance, vaccinations and prenatal care are examples of conditions attached to the grant (Saad-Filho 2015:1233). This indicates that, for families to continue receiving the PBF, it should be ensured that the stipulated conditions are abided by, as failure to comply will result in the funds being halted. Covering approximately 44 million people (+/- 20% of Brazil's population), PBF is the biggest cash-transfer programme worldwide (Mariano 2020:1492).

In 2009, Argentina implemented its Asignación Universal por Hijo (AUH), which was conditional and intended to assist children residing in households where caregivers are not employed or work in the informal sector. AUH is made available monthly to children under 18; households may receive the cash transfer for not more than five children (Garganta, Gasparini, Marchionni & Tappatá 2017:3-5). In 2019, the payment for each child was \$2652 Argentine Pesos (approximately R418 at current exchange rates) (DuBois 2021:100). Based on the criteria used, it is evident that the AUH recognises the importance of caregivers having a stable job in order to care for their dependants.

In 1998, Ecuador commenced its Bono Solidario, a conditional cash-transfer programme that was targeted at persons living with a disability, the elderly as well as mothers earning less than \$40 (approximately R615 at current exchange rates) at the time. The programme was subsequently renamed Bono de Desarrollo Humano (BDH). The conditions attached to this programme pertain to health and education. First, children from 6 to 15 years are expected to attend 90% of their classes on a monthly basis. Second, children under six are expected to visit the clinic for check-ups on a bimonthly basis (Ponce & Curvale 2020:260). Although conditional, BDH is said to be not monitored (Ponce & Curvale 2020:260); therefore, this possibly opens a window of non-compliance with the conditions on the part of the beneficiaries, given the lack of monitoring. On the other hand, the lack of monitoring may provide flexibility to caregivers who on rare occasions are unable to meet the stipulated conditions. This flexibility implies that caregivers do not lose access to BDH due to temporary or infrequent occasions of not meeting the conditionality.

In 1997, Mexico implemented Progresa, a conditional cash-transfer programme intended to assist poor families and requested that they attend school and that the household members should frequent health clinics in order to have their health monitored (Parker & Todd 2017:866). An evaluation conducted on Progresa two years into its implementation indicated that the programme alleviated poverty and contributed to human-capital development. The success of the programme inspired governments from other parts of the world to also initiate conditional cash-transfer programmes (Parker & Todd 2017:866). This success status makes Progresa a model

that other governments may draw lessons from when designing or amending their cash-transfer programmes.

In 2000, the Programa de Asignación Familiar-II (PRAF-II) was introduced in Honduras. PRAF-II was targeted at 70 locations in Western Honduras where child malnutrition was rife. The programme lasted for five years (Millán, Barham, Macours, Maluccio & Stampini 2019:134). Another Honduras cash-transfer programme is the Bono 10 000 programme directed at poor and extremely poor households. One component of the programme is the health transfer of \$250 (approximately R3844 at current exchange rates), which is targeted at 0–5-year-old children “without any older siblings” with the condition of health-clinic check-ups. The other component is the education transfer of \$500 (approximately R7687 at current exchange rates), which is targeted at children between six and eight years of age with the condition that school attendance must be adhered to (López Bóo & Creamer 2019:170).

In 2000, Nicaragua launched its Red de Protección Social (RPS), which requires certain health and educational aspects to be met. Mothers are expected to attend educational workshops on health matters as well as to ensure their children visit clinics for check-ups, including receiving vaccinations. Children are expected to enrol in school and attend classes regularly (Khan, Hazra, Kant & Ali 2016:377). RPS was a regional programme targeting certain municipalities with poverty rates of approximately 80%. The programme came to its end in 2005 (Millán et al. 2019:132).

Other cash transfers in Latin America include Bolivia’s Bono Juancito Pinto; Chile’s Chile Solidario; Costa Rica’s Avancemos; Panama’s Red de Oportunidades; Paraguay’s Tekopora; Peru’s Juntos and Uruguay’s Asignaciones Familiares (Amarante & Brun 2018:5).

Middle East and Asia

The Pakistan Bait-ul-Mal (PBM) is Pakistan’s cash-transfer programme designed for “poorest of the poor” households. PBM has conditions, which require pupils between the ages of 5 and 16 to enrol and attend school classes. A cash amount of PKR 300 (approximately R27 at current exchange rates) is paid out to the families with an

additional stipend of PKR 10 (approximately 90 cents at current exchange rates; Hussain & Schech 2021:5-6).

Pakistan also has the Benazir Income Support Programme (BISP), an unconditional cash-transfer programme started in 2008, aimed at assisting poor households with coping with inflationary shocks (Iqbal & Nawaz 2020:14402). Although this programme is not directly linked to children, it does in a way assist children living in the targeted poor households. On a quarterly basis, families receive assistance worth Rs6000 (approximately R542 at current exchange rates). Among rising prices in Pakistan are those of electricity and fuel. A study by Iqbal and Nawaz (2020:14411) found that the provision of BISP assisted families with purchasing electricity, including electrical appliances. Electricity is essential for improving conditions of living, including those of the poor. It assists with cooking and using important appliances (Iqbal & Nawaz 2020:14411). According to Hussain and Schech (2021:6), Waseela-e-Taleem is a conditional component expanded on the BISP. Waseela-e-Taleem is aimed at supporting children with primary education. The ages covered are 5-12 and a 70% school attendance rate is expected from the pupils.

In Turkey, the implementation of conditional cash-transfer programmes is seen through the Social Risk Mitigation Project (SRMP). Like many other cash-transfer programmes, conditions associated with SRMP include school attendance by children and medical check-ups (Zulkhibri 2016:1518).

In 2012, the Malaysian government introduced a cash-transfer programme termed the Bantuan Rakyat 1Malaysia (BR1-million) scheme which was later renamed Bantuan Sara Hidup (BSH). The programme seeks to assist the bottom 40%(B40) of low-income households. "The B40 group refers to households earning below a median income of MYR3,166 each month" (approximately R11907 at current exchange rates) (Ahadan, Subramaniam & Hanafiah 2021:498).

In Indonesia, there is the Program Keluarga Harapan (PKH) which is conditional and directed to poor households. Conditions include the household going for medical check-ups and for children to attend school (Yusuf 2018:794).

In India, the Janani Suraksha Yojana (JSY) sees to it that expectant mothers are supplied with money in order that they may have successful deliveries at government hospitals (Brzeska, Das & Fan 2015:675). The objective of JSY is to minimise maternal mortality by providing monetary incentives to expectant mothers (Thongkong, Van de Poel, Roy, Rath, & Houweling 2017:2). The advantage of this programme towards the child is that it provides social assistance before they are even born, thereby limiting risks associated with pregnancy including mortality.

In 2009, Nepal introduced an unconditional and non-contributory cash-transfer programme termed the child grant designed to support improved nutrition. Children who are five and below are whom the grant is targeted. The children must reside at a particular geographical location and their poverty status must be dire. The social status of the child was another criterion used in awarding the grant (Garde, Mathers & Dhakal 2017). In 2016, the Nepal government sought to expand the child grant to include more children and issues of a targeting approach were one of the matters that had to be considered. Mathers (2017:357) proposed a universal targeting approach, which was more inclusive than the poverty-targeted approach.

China's Minimum Living Guarantee (Dibao) programme provides cash to poor households as a means of guaranteed income (Brzeska, Das & Fan 2015:675). Other cash transfers in the Middle East and Asia include the Cambodia Education Sector Support Project, Mongolia's Child Money Programme, Vietnam's Nutritional Conditional Cash Transfer, and Philippine's Pantawid Pamilyang Pilipino Programme (Zulkhibri 2016:1517).

African Countries

Liberia's Bomi Social Cash Transfer (SCT) Programme (UNICEF 2015:3); Ethiopia's Tigray Social Cash Transfer Pilot Programme (SCTPP; Asfaw, Pickmans, Alfani & Davis 2016:1); and Zambia's child grant programme (Handa, Natali, Seidenfeld &

Tembo 2016:348) are a few examples of unconditional cash-transfer programmes that cater for children who, however, should be residing in specific areas which are typically considered extremely poor. Although the grants are not conditional, such as the PBF, this infers that the poor children who live in areas that are not marked as extremely poor miss out on social assistance, which is a shortfall that governments from these abovementioned countries should address.

In 2008, the Ghanaian government introduced the Livelihood Empowerment Against Poverty (LEAP) cash-transfer programme for very poor households. The programme also includes health insurance (Fuseini, Enu-Kwesi & Antwi 2019:5). Pertaining to children, LEAP only covers orphans and vulnerable children (OVS). LEAP also covers the elderly over the age of 65 and the disabled and has a mixture of conditional and unconditional elements (Fuseini, Enu-Kwesi & Antwi 2019:3). LEAP has been attributed to improving the nutrition of OVS, especially given that caregivers are exposed to workshops on health education where they are equipped with information pertaining to nutritious food (Owusu-Addo 2014:39-40). OVS are required to attend school, have their births registered, infants immunised, enrolled in the National Health Insurance Scheme (NHIS) and protected against child labour (Fuseini, Enu-Kwesi & Antwi 2019:3). The conditions for OVS attached to the LEAP are progressive in terms of ensuring that children are in school, healthy and do not participate in hard labour. However, at times, these may be challenging to achieve, for instance, being in possession of a birth certificate, especially for orphans. Such conditions should therefore not immediately exclude those who are unable to meet them for differing reasons; instead, there should be mechanisms put in place to allow beneficiaries to continue receiving LEAP while they attempt to meet those conditions.

Furthermore, in Kenya, there is an unconditional cash-transfer programme named the Hunger Safety Net Programme (HSNP). The purpose of the HSNP is to assist people living in poverty by providing them with cash transfers. The programme is limited to certain areas which are deemed the poorest districts, namely, the Arid and Semi-Arid Land (ASAL) districts of Turkana, Mandera, Marsabit and Wajir, situated in northern Kenya (Song & Imai 2019:47-48). Once more, this social-assistance programme is based on a person's geographical location, which suggests that poor citizens who

reside in areas not identified as the poorest districts are left out from receiving the cash transfers and remain trapped in poverty.

Morocco's Tayssir programme is a conditional grant that supports parents from poor backgrounds with formally enrolling their children in schools. The programme only covers children from the ages of 6 to 15, who must be enrolled at targeted schools (Ben-Haman 2020:20). This programme focuses on education, which is an investment in a child's life and provides parents with ample time to seek the means to ensure that their children enrol and complete high school.

Zambia's child grant programme only covers children up until they are five. The children must reside in Kalabo, Kaputa or Shangombo districts (Chakrabarti, Handa & Natali 2020:1-3). These districts are secluded, have high poverty levels and several records of infant mortality and malnutrition (Handa, Natali, Seidenfeld & Tembo 2016:348). An increase of 10.4% in school enrolment was recorded for five- and six-year-old children (Hussain & Schech 2021:3). The existence of this grant provides relief to caregivers of these children. However, when the child passes the age of five and their household continues living in poverty, the child may still suffer from malnutrition.

Lesotho has the Child Grants Programme targeted at orphans and vulnerable children who reside in poor households. In 2018, beneficiaries were receiving payments of between L360 (approximately R361 at current exchange rates) and L750 (approximately R754 at current exchange rates) quarterly, subject to the number of children who reside in the household (Daidone & Pace 2018:1).

Other cash transfers in Africa include Burkina Faso's Orphans and Vulnerable Children, Tanzania's Tanzania Community-Based Conditional Cash Transfer, Mozambique's Bolsa Escola, and Nigeria's Care of the Poor,

Unlike the CSG from South Africa, it can be noted that some of the cash-transfer programmes from other parts of the world are limited in nature, for instance, region offered to, school grades, age cohort and gender. For example, the Cambodia Education Sector Support Programme (CESSP) offers scholarships to school-going

children in grades 7-9 from the poorest of areas (Millán et al. 2019:137) while the Punjab Female School Stipend Programme (FSSP) seeks to encourage girls to enrol in public middle school (grades 6-8; (Millán et al. 2019:137). Another cash-transfer programme directed towards the girl child is Pakistan's Female School Stipend Programme (FSSP) and Bangladesh's Female Secondary School Assistance Programme (FSSAP), which seeks to promote education among girls and delay early marriage (Zulhibri 2016:1519).

The impact of cash-transfer programmes has been conducted by several researchers, especially on poverty reduction. However, Fuseini, Enu-Kwesi and Antwi (2017:14-16) provide a synthesis of contestations surrounding the provision of cash transfers. The first of these pertains to targeting. The authors highlight the possibility of inclusion and exclusion errors but ultimately conclude that policymakers can minimise the errors; thus, the correct applicants may benefit from cash transfers. Second, the authors consider contestations regarding the affordability of providing cash transfers. The provision of cash transfers is inexpensive in some countries compared to others, depending on the portion of GDP that is spent by governments on cash transfers. The other contestation relates to conditions attached to conditional cash transfers. Some studies have viewed conditions as positive, given that they, for example, contribute to human capital through education and health while some studies have considered these as costly and unnecessary, given that beneficiaries will spend their cash transfers sensibly. The authors further indicate that, although there have also been constations regarding whether cash transfers reduce poverty, the existing evidence on cash transfers reducing poverty is overwhelming. There has also been contestation regarding cash transfers distorting the market. Some authors are of the view that cash transfers distort the market, for instance, inflation, while others are of the view that the provision of the cash transfers stimulates the economy. Finally, the authors considered the contestation regarding cash transfers promoting dependency. While others view them as creating dependency, others deem them to promote self-sufficiency. The authors argue that ultimately cash transfers should promote graduation from the programme. Therefore, this suggests that social assistance beneficiaries should not depend on cash-transfer programmes for long. There should be exit strategies considered by policymakers to ultimately promote improved conditions for the poor without the government having to step in.

Evaluating policies designed to tackle the issue of poverty is imperative, not only for determining the impact on beneficiaries but as well as any other factors that might be triggered by the implementation of such policies. Cash-transfer programmes from different parts of the world, both conditional and unconditional, have been evaluated for various reasons by several authors. For example, there are quite a number of cash-transfer programmes evaluated from Caribbean and Latin American countries (Khan, Hazra, Kant & Ali 2016:372), given that this is where cash transfers took off. Besides origin, cash transfers have also been assessed for other reasons. For instance, Palermo, Handa, Peterman, Prencipe, and Seidenfeld (2016: 1083-1111) evaluated the impact of cash-transfer programmes on fertility; Khan et al. (2016: 371-383) looked into the relationship between cash transfers and improving the use of contraceptives; Cruz, Moura and Soares-Neto (2017:1-12) evaluated cash transfers on the basis of health for children from lower- and middle-income countries; Yusuf (2018:793-807) examined the direct and indirect effects of cash transfers on not only poverty alleviation but the economy in general; Mariano (2020:1491-1507) focused on the autonomy gained by women through paid work and the influence that Brazil's PBF had on that; finally, Ponce and Curvale (2020:255-274) examined whether beneficiaries of cash transfers voted for political incumbents who were in favour of the provision of such social protection.

These evaluations indicate that there are several angles from which cash transfers can be studied besides the impact that they have on the beneficiaries. These various angles are significant to study as well, given the influence that the results may have on policy decisions. For example, if results indicate that cash transfers discourage citizens from working, then the government might want to redirect funds reserved for cash transfers to public employment initiatives. The remaining sections in this chapter focus on the evaluation of South Africa's child-support grant policy.

2.3 CHILD-SUPPORT GRANT IN SOUTH AFRICA

Globally, industrialisation and urbanisation brought about new government policies and programmes around the year 1915 (Raadschelders 2015:8). More significantly in the case of SA, the end of the Apartheid era resulted in a series of transformative policies, most notably the Reconstruction and Development Programme (RDP),

addressing socio-economic issues. The RDP recognised that SA's welfare system was fragmented and unequal, thereby excluding several people who required social assistance (White Paper on Reconstruction and Development 1994:27). The post-Apartheid SA government then introduced legislation that would correct such and the CSG was one of the introduced programmes in this regard.

Since its implementation in April 1998, the CSG has been said to produce good outcomes, such as poverty alleviation (Barrientos & DeJong 2006:537-552), an improvement in children's health (Grinspun 2016) and education (Plagerson & Ulriksen 2016), a decrease in hunger levels (Grinspun 2016:44-54), improved school enrolment (Biyase 2016:14-17) and the empowerment of women (Patel, Hochfeld & Moodley 2013:69-83). These benefits are further discussed in a subsequent section.

Likewise, the CSG has also been associated with negative effects such as misuse by caregivers (Mudzingiri, Moyana & Mbengo 2016:176-179); a value perceived as insufficient (Wright, Neves, Ntshongwana & Noble 2015:443-457); contribution to childbearing in order that caregivers may receive more funds (Xaba 2016:153-171); and the dependency on government (Mudzingiri, Moyana & Mbengo 2016:176-179). These challenges are further discussed in a subsequent section.

Nonetheless, the government, through SASSA, continues to administer the CSG and it is noted that the grant essentially has the highest number of recipients. Thus it was earlier referred to as the biggest social-assistance programme in SA (Shung et al. 2019:120). Table 1 below is a reflection of this statement:

Table 1: Number of social grants per grant type

GRANT TYPE	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Old Age	2 969 933	3 086 851	3 194 087	3 302 202	3 423 337	3 553 317	3 676 791
War Veterans	429	326	245	176	134	92	62
Disability	1 120 419	1 112 663	1 085 541	1 067 176	1 061 866	1 048 255	1 042 025
Grant in Aid	83 059	113 087	137 806	164 349	192 091	221 989	273 922
Care Dependency	120 632	126 777	131 040	144 952	147 467	150 001	154 735
Foster Child	512 055	499 774	470 015	440 295	416 016	386 019	355 609
Child Support	11 125 946	11 703 165	11 972 900	12 081 375	12 269 084	12 452 072	12 787 448
Total	15 932 473	16 642 643	16 991 634	17 200 525	17 509 995	17 811 745	18 290 592
Annual Growth	-1.08%	4.46%	2.10%	1.23%	1.80%	1.72%	2.69%

Source: SASSA Annual Report (2019/20:23)

Naicker (2016:212) pointed out that the CSG is a well-supported government programme and that it is well developed in comparison to other developing countries. This is because South Africa's CSG is the biggest cash transfer programme in Africa (Mackett 2020:42). Table 1 above depicts the number of social grants per grant type from the 2013/2014 to the 2019/2020 government financial year. At 12 787 448 in 2019/2020, the CSG had the highest number of recipients in comparison to the other social grants. This makes the CSG government's biggest social-assistance programme (Shung et al. 2019:120), which implies that the government spends a significant amount of funds on the programme. Table 2 below is an illustration of this statement.

Table 2: Social grant expenditure per grant type

GRANT TYPE	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
OAG	44 064 239	49 039 940	53 132 206	58 320 617	64 225 847	70 635 272	83 488 253
WVG	7 657	6 157	4 843	3 849	3 033	2 391	1 762
DG	17 768 631	18 741 885	19 165 931	19 926 031	20 886 072	22 021 155	25 110 506
FCG	5 332 093	5 413 209	5 406 785	5 326 151	4 950 744	5 114 211	5 389 888
CDG	1 993 084	2 211 583	2 394 455	2 613 647	2 843 336	3 068 028	3 596 766
CSG	39 623 748	43 718 425	47 308 536	51 476 941	55 906 389	60 611 568	70 651 231
GIA	274 092	371 121	503 080	650 308	855 209	840 495	1 400 089
SRD	533 047	455 718	407 015	587 639	484 123	416 719	402 346
Total	109 596 591	119 958 041	128 322 851	138 905 1823	150 154 753	162 709 839	190 289 381

Source: SASSA annual report (2019/20:24)

Table 2 illustrates the sum of monies spent by the government on social grants. In the 2019/2020 financial year, the government spent approximately R70.6 billion on the CSG, making it its second-highest expenditure of the social grants. At R83.4 billion, the OAG was government's highest expenditure. The value of the OAG, currently at R1910 maximum (South African Government 2021), is greater than that of the CSG which is why the OAG has the highest expenditure.

The government's high expenditure on the CSG should be expected given the number of children covered by the grant and the issue of the programme being the biggest cash-transfer programme on the African continent. Other African countries, as well as those outside the African continent, have their own cash-transfer programmes designed and implemented to address the challenge of poverty, especially in children. These were briefly outlined in the previous section.

The previously mentioned cash transfers from other countries illustrate how South Africa's CSG policy is much more inclusive and comprehensive in comparison. For instance, plenty of the other cash-transfer programmes were dependent on where a child was based geographically, whereas, in SA, the CSG covers all children regardless of their location; what matters is that they are eligible to receive the grant. Moreover, the other cash-transfer programmes cover children only in particular age groups, such as Zambia's child grant programme and Nepal's Child Grant only covering children five years and younger, whereas the CSG in South Africa covers all children from when they are born up until the age of 18 years. The other notable difference was that other cash transfers are provided to children in certain grades in school, for instance, Cambodia's CESSP offered to grade 7-9 learners, while the CSG is provided throughout a pupil's schooling life as long as they are not above 18 years. Additionally, some cash transfers are exclusively for females, such as Bangladesh's FSSA. However, these are meant to keep females out of poverty given that the World Bank (2018:xxii) acknowledged that females were more susceptible to poverty than males.

Consequently, a study by the United Nations Children's Fund (UNICEF) on social protection in Africa compared national programmes of 14 countries including SA and confirmed that SA's coverage of poor children was the most comprehensive (UNICEF

2015:20). However, it should also be considered that the largest portion of poor people reside rural placed (Hajdu, Granlund, Neves, Hochfeld, Amuakwa-Mensah and Sandström 2020:1) and that the majority of the specified areas by the other cash-transfer programmes were for poor households from rural areas, thus targeting the most vulnerable children with the resources that they have at their disposal.

As earlier stated, cash-transfer programmes are implemented with the intent of alleviating poverty. The impact therefore these programmes on poor households must be assessed to determine the extent to which they reach their objectives. The following section examines the impact that the CSG has on beneficiaries.

2.4 THE IMPACT OF THE CHILD-SUPPORT GRANT IN THE LIVES OF BENEFICIARIES

In evaluating the outcomes of the CSG, it is important to identify the difference that the CSG makes in poor households, as policies are designed to bring a change in an existing situation. Establishing the impact of the CSG on poor households will assist with determining whether the policy is reaching its intended objective, which is to alleviate child poverty.

2.4.1 POVERTY ALLEVIATION

There are too many children in South Africa living in poverty (Hall, Richter, Mokomane & Lake 2018:138) and this is evident by the fact that 60% of children are CSG recipients while a further eligible 17.5% are not covered by the grant (Shung-King et al. 2019:33-52). In this regard, Biyase (2016:14) emphasises the significance of assisting children living in poverty since poverty may have lifelong effects on them, which are not reversible in some cases. Therefore, addressing the issue of poverty timeously is not only beneficial to the poor individual but to the communities in which they reside as well. As was alluded to earlier in this section, cash-transfer programmes have played a significant role in addressing the issue of poverty.

Globally, cash-transfer programmes such as the CSG “have reduced the global poverty headcount by 8% and the poverty gap by 15%” (Delany, Grinspun & Nyokangi

2016:27). In a study by Wright et al. (2015:449), caregivers reported that the CSG was an essential source of income for them. Furthermore, according to Grinspun (2016:44), the CSG has assisted in increasing the poorest of households' income by ten times more and bringing down income inequality by 25%. Patel, Hochfeld and Chiba (2018:311) also concur that the CSG has a positive effect on income poverty. Evidently, the provision of the CSG reduces income inequality and levels of poverty in South Africa.

There is broad agreement regarding the CSG alleviating poverty. Xaba (2016:155) posits that the CSG alleviates child poverty. Grinspun (2016:51-52) states that the CSG is the most successful of all grants, considering its targeting and coverage and that, albeit it is not the first policy preference for eradicating poverty, it goes a long way in the absence of employment. Due to increasing the age that a child can receive the CSG to 18, an improved means test, adjustments to the grant amount, extensive coverage, good targeting, and high progressiveness, the CSG has been able to alleviate child poverty. The CSG's contribution to alleviating poverty is important considering that it not only assists with the development of children but that of the nation in general (Mpikwe, Wright, Röhrs, Mohamed & Mzankomo 2016:55).

However, it is also stated that the CSG on its own is not enough in assisting poor households. Barrientos (2015:107) further states that reducing or eliminating costs to basic services contributes to the plight of reducing poverty. What is concerning though is that some CSG caregivers reported a lack of basic services, such as sanitation, policing and clean running water (Patel, Hochfeld & Chiba 2018:311-312). Ngubane and Maharaj (2018:3) note that poverty is largely concentrated in rural areas and that it is such areas that lack basic services. This implies that rural areas are neglected and require special attention pertaining to the provision of basic services by the government.

Additionally, UNICEF (2015:6) indicate that there should be programmes that exist which promote social protection intervention, these programmes are:

- “Social transfers: for instance, cash transfers, food vouchers, and in-kind transfers”.

- “Programmes promoting access to services”.
- “Social support and care services”.
- “Legislation and policy reform to remove inequalities”.

South Africa provides a range of these social-protection services, namely, the National School Nutrition Programme (NSNP), free-fee schools, job-seeker support for youth, housing support and caregiver support programmes (Shung-King et al. 2019:87). The provision of such services enhances the lives of households relying on the CSG.

The state of poverty in a country is measured by poverty lines, according to Kearabetswe and Grace (2019:527). The level of poverty, inequality and unemployment in South Africa is why several households live beneath the poverty line, which describes the levels of poverty in a nation. Poverty can be defined using either the absolute or relative definitions of poverty. The bare minimum that is required by an individual to meet the minimum standard of living can be described as absolute poverty and, in this case, poverty lines are used. On the other hand, relative poverty is found in the instance where an individual’s resources are less when compared to another’s (Taylor Committee 2002:15).

At currently R460 per month (in September 2021), the CSG is below all three of South Africa’s national poverty lines outlined below by STATS SA (2021:3):

- “*Food poverty line (FPL)* is at R624 per person per month – this refers to the amount of money that an individual will need to afford the minimum required daily energy intake. *This* is also commonly referred to as the “extreme” poverty line”.
- “*A lower-bound poverty line (LBPL)* is measured at R890 per person per month – this refers to the food poverty line plus the average amount derived from non-food items of households whose total expenditure is equal to the food poverty line”.
- “*An upper-bound poverty line (UBPL)* is at R1335 per person per month - “this refers to the food poverty line plus the average amount derived from non-food items of households whose food expenditure is equal to the food poverty line”.

The figures above, which indicate minimum levels required for survival, point out that the value of the CSG is not enough to meet the values associated with the poverty

lines, thus inferring that the grant on its own is not enough for survival. It should also be noted that the intent of the CSG is not to cater to the existing poverty lines but to alleviate child poverty by supplementing income that is already being received in a household.

2.4.2 IMPROVED CHILDREN'S HEALTH

In addition to its contribution towards alleviating child poverty, the CSG has positive effects on children's health. Studies indicate that children who receive the CSG from as early as between the ages of 0-2 years make it easier for their growth to be monitored and that their likelihood of sickness is lower compared to those who receive the CSG after the age of two (DSD, SASSA & UNICEF 2012:105-106). Additionally, a study by UNICEF (2015:22) concurred that children's likelihood of illness was significantly reduced when they were enrolled for the CSG in the first two years of their lives. For example, a boy child enrolled at birth had a 21% likelihood of being sick, while a boy child enrolled later had a 30% likelihood of being sick. The first two years of a child's life are thus critical as this is the period in which they are at a greater risk of growth faltering, a case where the child's weight does not coincide with its age and sex (Delany, Grinspun & Nyokangi 2016:25).

Furthermore, it is reported that children from impoverished backgrounds are more prone to health issues such as malnutrition and limited access to healthcare services (Delany, Grinspun & Nyokangi 2016:25). Moreover, according to the Taylor Committee (2002:102), disability is more common from people living in poverty for different reasons, such as not having adequate nutrients, owing to lack of food and the inability to access basic healthcare. The CSG has been credited with addressing these challenges. For example, the CSG provides an opportunity for caregivers to take their children to clinics for immunisation and check-ups when they are ill and also makes provision for purchases of medicines (UNICEF 2015:23).

Additionally, the existence of the CSG allows for the caregiver to provide food for their dependants, which is an important aspect for survival. Grinspun (2016:45) claimed that, with the aid of the grant, caregivers have reported purchasing larger quantities of food and a variety thereof, with hunger subsequently decreased. A study by Kekana,

Mabapa and Mbhenyane (2020:17) confirms that most of the CSG goes into purchasing food. The nutrition of children is therefore improved by the CSG (Mudzingiri, Moyana & Mbengo 2016:176). Biyase (2016:16) also contends that it is possible for the CSG to improve the health and nutrition of recipients.

However, Zembe-Mkabile, Surender, Sanders, Jackson and Doherty (2015:845) state that the CSG does not sufficiently provide greater dietary diversity. Moreover, Manley and Slavchevska (2018:205) indicate that cash-transfer programmes such as the CSG do not yield enough evidence to prove that nutrition is improved due to the receipt thereof. The authors state that other issues must be considered, as nutrition is not only based on diet. Access to clean water, proper sanitation, and access to healthcare are among issues for consideration pertaining to nutrition. Additionally on nutrition, Kekana, Mabapa and Mbhenyane (2020:17) found that caregivers did not have sufficient knowledge of nutrition, which is problematic, given that they must provide appropriate nutrients to the child and thus it was hard to claim that the CSG improved nutrition.

The author is of the view that the CSG does in fact improve children's nutrition. Evidence demonstrates that caregivers purchase larger quantities of food and a variety thereof. Furthermore, it is worth noting that CSG recipients who attend primary or secondary schools under the category quintiles 1-3 (poorest 60%) have their nutrition improved through the NSNP, which provides food to primary and secondary pupils (Shung-king et al. 2019:153). In addition to the NSNP providing meals, the programme also offers education on nutrition, deworming and micronutrient supplementation (Hall et al. 2018:123). Even though it was indicated that the CSG alone is insufficient to provide nutrition, as other factors had to be considered, such as basic services, those are external issues that must be exclusively addressed by the government, the fact that the CSG provides for more food options is a positive aspect around its relationship with nutrition.

Another important aspect pertaining to children's growth and development is their height. The height-for-age score measures whether a child is too short for their age or not due to factors such as malnutrition (Nazarova & Kuzmichev 2016:2). A study by Oyenubi (2019:584) revealed that the CSG's impact on height-for-age score was

significant and bigger than what prior studies had indicated. Patel et al. (2017:36) illustrate that 75% of CSG children were at a normal height for their ages.

On the other hand, Kekana, Mabapa and Mbhenyane (2020:18) found that 32.3% of CSG children below 5 were stunted. The World Health Organisation (WHO) deemed this figure a high prevalence. According to Shung-King et al. (2019:230), stunting in children may be attributed to SA's rise in food prices, which makes it difficult for caregivers to purchase enough appropriate food.

There is therefore contradictory evidence regarding the CSG and its impact on children's height-for-age scores. However, the author is of the view that, due to rising food prices (Shung-King et al. 2019:230), stunting might be aggravated in children who come from poor households. For this reason, it is important to monitor children's growth, as was mentioned, to determine if they are on the correct growth path. Should the growth of children not be monitored, there is the risk of stunting, which could be irreversible and affect them their entire lifetimes (Grinspun 2016:44). Therefore, evidence demonstrates that eligible caregivers who require financial support should apply for the CSG as soon as the child is born.

The preceding paragraphs focused on health in a physical aspect; however, poverty not only manifests itself in physical form but also mentally. A study by Patel, Hochfeld and Chiba (2018:310) revealed that 32% of caregivers showed signs of depressive symptomology. It is not uncommon for persons experiencing financial strains to have stress-related issues, as they often worry about how the next meal will be provided, *inter alia*. In this regard, Shung-King et al. (2019:13) highlight that it is not only physical health that is vital, but mental health should also be made a priority. Cash-transfer programmes in poor households are thus significant for addressing the issue of stress related to not having money to take care of one's basic needs, which include their children's.

Accordingly, a study by Ohrnberger, Fichera, Sutton and Anselmi (2020:11) discovered that cash-transfer programmes contribute positively to the mental health of the caregiver. Poor CSG female caregivers were said to be less likely to experience

stress related to financial constraints than poor women who were not in receipt of the CSG (Hunter, Patel & Sugiyama 2020:267). The provision of the CSG thus assists with putting caregivers' minds at ease pertaining to finances.

Finally, the issue of mental health is not one that is only experienced by adults or caregivers; children receiving the CSG may also be subjected to issues affecting their mental well-being. A study by Adato, Devereux and Sabates-Wheeler (2021:1138) evaluated the psychosocial well-being of children receiving the CSG and found that some children, especially teenagers, dropped out or skipped school because of peer pressure, for example, not fitting in because one did not have fashionable clothes or a fancy meal for lunch. This implies that children from poor households compare themselves with those from homes that are better off regardless of the differences in household incomes. This suggests that providing counselling services to children who come from poor backgrounds is a societal need which requires attention.

2.4.3 BETTER-QUALITY EDUCATION

In addition to making a positive contribution to the health of children, the CSG is said to also influence the child's schooling life positively. The significance of acquiring an education is well acknowledged in South Africa. Section 29(1)(a) of the Constitution states that "everyone has the right to basic education, including adult basic education". Plagerson and Ulriksen (2016:19) cite a positive effect on school enrolment, attendance, and schooling outcomes from children who receive the CSG. Biyase (2016:16) notes that receiving the CSG led to a ten-percentage point increment in probability of school enrolment.

Although enrolment is said to be improved, Grinspun (2016:46) indicated that it is common for older children to drop out of school. Secondary school is said to be pricey with respect to both finances and time (Manley & Slavchevska 2018:215). Therefore, unaffordability is the prime reason why children do not complete high school in South Africa (Adato, Devereux & Sabates-Wheeler 2021:1135). As was mentioned, the other reason why children dropped out of school was because they could not meet their peer's social standards (Adato, Devereux & Sabates-Wheeler 2021:1138).

Nevertheless, caregivers express that the CSG is used for school-related activities, such as transportation costs, school fees and school uniforms (Grinspun 2016:49) which allows for children to attend school and attain an education. Additionally, the CSG enables caregivers to provide food for their children prior to going to school, as well as food for lunch in other instances. Hunger is reduced and greater attendance at schools is recorded (Xaba 2016:155).

Finally, a study conducted by UNICEF (2015:19) found that CSG recipients (from birth) were more likely to perform better in school compared to their peers who were enrolled at six years old. This suggests that it is important for children from poor backgrounds to receive the CSG from birth, not only for their health purposes, as previously mentioned, but that of schooling as well. Thus, a study by Patel, Hochfeld and Moodley (2013:78) revealed that 100% of CSG children who were of school-going age regularly attended school and 74% of them had never failed a grade. The CSG also contributes to decreasing the probability of a pupil repeating a grade due to being present at school with increased concentration levels as a result of having received a meal (Coetzee 2014 n.p.).

2.4.4 WOMEN EMPOWERMENT

The preceding sessions have focused more on what the CSG does for children. However, the CSG not only benefits children, as was alluded to earlier, but also caregivers. Many of the primary caregivers who rely on the CSG are females (Delany, Ismail, Graham & Ramkissoo 2008:1) and in most cases are the child's biological mother or grandmother (Ngubane & Maharaj 2018:1). In SA, there is an expectation for the females to be the primary caregiver of children as opposed to males (Patel, Hochfeld & Chiba 2018:310). It is also reported that only 34% of South African children live with both parents (Shung-King et al. 2019:33-54). Thus, most children reside with their mothers or grandmothers. It is for this reason that the CSG mostly provides empowerment to women.

Furthermore, women in South Africa, especially those in female-headed households, are one of the most susceptible groups to poverty. According to the World Bank (2018: xxii), "female-headed households are 10% more likely to slip into poverty and 2% less

likely to escape it". The provision of the CSG thus empowers these women (Patel & Plagerson 2016:39) and assists with preventing cases of extreme poverty. In the past, women exclusively depended on their male counterparts for money and, by them now receiving the CSG, those social dynamics have been altered. It is reported that women who receive the CSG make key financial decisions in their households (Patel, Hochfeld & Moodley 2013:77). Thus, increasingly, cases of men requesting money from women are being reported, for example, money for airtime or cigarettes. Women are therefore in better positions than they previously were, as they can either provide or withhold the monies requested from them by their partners (Granlund & Hochfeld 2019:8). This is a positive outcome for women, considering that they are identified as one of the groups that are vulnerable to poverty.

Moreover, some women can plan for the future with the aid of the CSG. Plagerson and Ulriksen (2016:18) revealed that some caregivers were in fact saving and investing the CSG, for instance, by partaking in stokvel activities (an informal saving scheme). However, the women who participate in stokvels are usually those who receive the CSG for two or more children; otherwise, a grant received for a single child is too little to put away for savings (Hajdu et al. 2020:9).

Additionally, the CSG results in some women having a sense of dignity in their community as they too can assist in times of need and earn respect on that basis (Granlund & Hochfeld 2019:6-7). Delany, Grinspun and Nyokangi (2016:26) also associated social grants with human dignity. Society tends to pass judgement on individuals based on what they have or do not have and, by receiving the CSG, some women finally feel valued by their community, given their ability, for instance, to contribute financially when there is a local fundraising or any community event. Women's self-esteem is thus improved in this regard (Hunter, Patel & Sugiyama 2020:269).

Also, the existence of the CSG becomes a stress-reliever. The provision of the grant has also reduced the strain of not knowing how caregivers will financially provide for their dependants (Granlund & Hochfeld 2019:8), thus an improvement in their mental health (Ohrnberger et al. 2020:11). Therefore, struggling women who receive the CSG

are provided with a sense of relief and may focus on other matters, such as having good relations with their children.

Finally, relations between caregivers and children are enhanced by the CSG. Caregivers of CSG children are more likely to partake in childcare activities than non-CSG beneficiaries (Patel, Hochfeld & Moodley 2013:77). The financial independence acquired by women from the CSG has positive effects on the child. It is reported that financial independence contributes to fewer child health-related problems. It is also reported that financial independence provides an opportunity for the caregiver to be more active in the child's life, for instance, by playing or walking the child to school (Patel, Knijn & Van Wel 2015:16).

2.5 CHALLENGES ASSOCIATED WITH THE CHILD-SUPPORT GRANT

Albeit the CSG is credited with positive outcomes such as alleviating poverty, an improvement in the health and education of children, as well as women empowerment, there have been quite a number of concerns associated with the policy. These challenges differ and are discussed below.

2.5.1 MODEST VALUE OF THE GRANT

The current amount of the CSG is R460 (in September 2021; SASSA 2021). Research findings from Wright et al. (2015:451) revealed that caregivers were of the view that the amount of the CSG was very small and could not be utilised for much. Moreover, the findings from the authors further indicated that caregivers were of the view that the government did not have much consideration for their dignity, as their perception was that they were not deemed worthy enough for greater support. Similar sentiments on the value of the grant being inadequate were revealed in a study by Mudzingiri, Moyana and Mbengo (2016:178), where approximately 70% of caregivers felt that the amount was of too little value to meet basic needs. Plagerson and Ulriksen (2016:19) also viewed the CSG to have a low monetary value in comparison to poverty lines and the expenses of taking care of a child's needs in general. Due to the value of the grant not being large, Grinspun (2016:15) states that often the grant does not last the entire month as it becomes used up long before the next pay out date. Patel, Hochfeld and

Chiba (2018:311) further point out that, due to the modest value of the grant, caregivers are unable to purchase sufficient food and clothes. Similarly, Mackett (2020:44) acknowledges that the amount of the CSG is not large.

On the other hand, Naicker (2016:213) maintains that the real value of the grant has remained constant by considering inflation rates over the years. Mudzingiri, Moyana and Mbengo (2016:178) posit that the value increased in line with the costs of living, albeit it is questionable whether the value is adequate in meeting the costs of raising a child. Likewise, Hall et al. (2018:139) contend that the slight increment of the amount of the grant each year has always taken the inflation rate into consideration. Although these authors maintain that the value of the CSG has been increasing over the years in line with inflation, Van Wyk and Dlamini (2018:2) indicate that living standards have been increasing at a far bigger rate, particularly food prices. The CSG beneficiaries would therefore rather have the value of the grant further raised (Wright et al. 2015:452). Kekana, Mabapa and Mbhenyane (2020:19) argue that increasing the value of the CSG might assist with purchasing bigger quantities and a variety of food, thereby improving children's health.

With the CSG being government's largest social-assistance programme (Shung-King et al. 2019:120), increasing the value of the grant may imply funding fewer beneficiaries. As was illustrated earlier, other social grants, such as the OAG, do not have as many recipients as the CSG, thus their higher value. Furthermore, it was earlier indicated that the intent of the CSG is to supplement household income, not to replace it. Therefore, the author argues that, while the grant may be deemed inadequate, it still serves its purpose, which is to alleviate child poverty by supplementing household income. However, the challenge is that many caregivers reside in households where no person is working (Patel et al. 2017:11); thus, there is no income to be supplemented in the first place by the CSG.

2.5.2 MISUSE OF THE CHILD-SUPPORT GRANT

Caregivers are said to misuse the CSG through items and activities such as household needs, purchasing of alcohol and cigarettes, partying, and caregivers' own needs (Mudzingiri, Moyana & Mbengo 2016:178). Moreover, a study conducted by Khosa

and Kaseke (2017:362-364) on the utilisation of the CSG grant revealed the following pertaining to misuse: some of the caregivers used the grant for gambling; others used it for their own personal uses; some women felt pressured to give the grant to their boyfriends or go for hair treatments at salons; others accumulated debt and had their SASSA cards confiscated by loan sharks up until the debt was settled, leaving the beneficiary in child poverty; other caregivers were accused of using the grant to purchase alcohol and tobacco. One of the discomforts thus expressed by participants about the CSG in a particular study was that there was no follow up from SASSA on the usage of the CSG by the caregivers (Mudzingiri, Moyana & Mbengo 2016:178). In Tanga, Oyeleke and Gutura (2015:241), it was relayed that, because there was a lack of monitoring of the usage of the CSG, caregivers were at liberty to spend the funds however they pleased.

However, Khosa and Kaseke (2017:365) conclude that, in the end, the CSG is directly used in the best interest of children and less used on anything else. For example, many caregivers spend the money on food (Xaba 2016:162). Furthermore, approximately 83% of CSG caregivers were of the view that the grant should be used for purchasing food (Mudzingiri, Moyana & Mbengo 2016:177). In Ngubane and Maharaj (2018:7), caregivers indicated that they use the CSG mostly for groceries, schooling and clothing. Another study on the utilisation of the CSG revealed that caregivers mostly used the grant on food, toiletries, clothing, stokvel, electricity, school fees, nappies, doctor appointments and paraffin (Kekana, Mabapa & Mbhenyane 2020:17). These findings therefore contradict the notion that the CSG is misused by caregivers.

Nonetheless, Chapter 3 of the Social Assistance Act 13 of 2004 addresses the issue of the CSG being misused, as section 19(1) stipulates that “where the Agency has reasonable grounds to suspect that a beneficiary, parent, procurator, or a primary, caregiver is abusing the social grant, the Agency may appoint a person to investigate such suspected abuse”. Section 19(2) continues to state that, “If such person finds on objective grounds that such abuse has taken place, the Agency must appoint a person to receive the social grant on behalf of the beneficiary and to use it for the benefit of that beneficiary subject to any prescribed conditions.” Section 19(3) further states that SASSA has the powers to suspend payment of the CSG if the caregiver is convicted

due to abusing or neglecting the child or is deemed unable to use the grant for the benefit of the child. According to section 19(3)(b), SASSA may also “appoint a person to receive the grant in respect of such a beneficiary or child pending the substitution of such parent, primary caregiver, foster parent or procurator as the case may be”. It is advantageous that the Act does in fact consider instances where a child might be disadvantaged due to their caregiver abusing the CSG intended to care for the child. However, the measures stipulated in section 19 on “abuse of social grants in the Social Assistance Act” are not enough. To further discourage caregivers from abusing the CSG, the Act should be amended to reflect that caregivers found guilty of abusing the grant will be charged with criminal charges and prosecuted. Such measures may assist with addressing misuse of the grant and ensure that the funds are used for children as intended.

2.5.3 LACK OF LABOUR-MARKET PARTICIPATION

Receiving the CSG is alleged to discourage caregivers from seeking employment, thus subsequently resulting in being too dependent on the government for financial assistance (Mudzingiri, Moyana & Mbengo 2016:176). Mbulaheni, Kutame, Francis and Maluleke (2014:66) earlier viewed this as a poverty trap, considering the lack of motivation for finding a job.

However, some authors acknowledge the CSG’s ability to increase job prospects for unemployed caregivers. Grinspun (2016:50) states that there is no evidence to support claims of the CSG discouraging caregivers from finding employment. In fact, the author points out that receiving the grant provides caregivers with means that enable them to search for a job. Gomersall (2013:539) also dismisses claims of the CSG discouraging caregivers from finding work. For unemployed caregivers, receiving the CSG may also assist them in their job search, for instance, the grant may be used to print a CV and for transportation to the interview (Hajdu et al. 2020:11).

Furthermore, in a study by Hajdu et al. (2020:11), CSG caregivers indicated that, if an employment opportunity presented itself, they would welcome it irrespective of the CSG that they were receiving. Hunter, Patel and Sugiyama (2020:265) illustrate that the CSG does not disincentivise caregivers from work but that they actually preferred

to work rather than receive the CSG. However, finding employment has been difficult for caregivers, especially given where they lived and the level of skills that they had.

Moodley and Slijper (2016:117) discovered that the majority of CSG caregivers' education levels were lower. For example, a study by Patel et al. (2017:23) revealed that only 5% of caregivers had a tertiary education and only 13% had matric. Therefore, individuals' labour market outcomes from grants receiving households are unfavourable compared to those living in households not receiving grants. This outcome is said to be associated with the fact unemployed people in grant-receiving households tend to be disadvantaged because of their location and low level of skills (Mackett 2020:56).

Since social grants are typically for children, the disabled and the elderly (Mackett 2020:41), working-age persons do not have a direct right to social grants. Therefore, the notion that the CSG discourages caregivers from working is flawed, considering that the grant is not for the caregiver but for the child (Mpike, Wright, Röhrs, Mohamed & Mzankomo 2016:55). With the value of the grant being as modest as it is (Xaba 2016:154), it does not appear logical that caregivers would opt out of being employed. The main reason why many caregivers rely on the CSG is that finding employment in South Africa is difficult and that unemployment in adults contributes to child poverty (Grinspun & Nyokangi 2016:24). Fifty percent of caregivers live in homes where no one is employed (Patel et al. 2017:11), thereby resulting in many households solely depending on the grant (Kekana, Mabapa & Mbhenyane 2020:19). This is rather a reflection of SA's unemployment challenges rather than that of caregivers not interested in working due to the CSG.

Moreover, social assistance is not provided to able-bodied persons between 18 and 59 (Nyenti 2016:203). According to social assistance proponents, the existence of income support for unemployed abled-bodied persons between 18 and 59 years, in addition to the CSG, might therefore make a significant difference in alleviating child poverty. Wright et al. (2015:454) emphasise that extending social security to the unemployed or low-income working-age persons would not only assist in decreasing overall poverty but caregivers would also refrain from using the CSG for other households needs. It is for this reason that the Basic Income Grant (BIG) was

proposed by the Taylor Committee as far back as 2002. The proposal was for unemployed people to be paid R100 per month at the time (Taylor Committee 2002:134). However, the recommendation was rejected by the South African government, citing fiscal unsustainability as the reason (Plagerson & Ulriksen 2016:17). The prevalence of the Covid-19 global pandemic has, however, reinforced the significance of providing social assistance to the vulnerable. For this reason, the discussions on the BIG have been revived again in 2020, with the DSD indicating its commitment for a BIG policy (Department of Social Development 2021). However, the author is of the view that the key to alleviating child poverty is through the creation of employment opportunities where adults would be able to independently provide for themselves and their dependants without relying on assistance from the government.

2.5.4 CONTRIBUTION TO CHILDBEARING

One of the notions in the public domain regarding the CSG is that it encourages women, especially teenage girls, to have children so that they may be beneficiaries of the CSG (Ngubane & Maharaj 2018:6). Research findings from a study conducted by Mbulaheni, Kutame, Francis and Maluleke (2014:72) from rural secondary schools in the Vhembe District of Limpopo indicated that teenage girls admired their peers who were receiving the CSG and, for that reason, they themselves would fall pregnant with the intent of receiving the grant. In Tanga, Oyeleke and Gutura (2015:239), the majority of the participants indicated that the CSG does in fact motivate people to bear children. Furthermore, according to Tange, Oyeleke and Gutura (2015:240), the following factors contribute to the encouragement of childbearing with the intent to receive the CSG: unemployment; a lack of basic services from the government, such as clinics; a lack of food due to poverty; a lack of monitoring regarding how caregivers used the CSG and ease of access to the grant. Xaba (2016:165) indicated that respondents were of the view that the existence of the CSG prompted teenage pregnancy, albeit these respondents were vaguely referring to 'other persons' and not themselves.

However, a study conducted by Richter (2009:94) and Makiwane (2010:202) revealed that there is no causal relationship between teenage pregnancy and the CSG. Richter (2009:94) states that the high fertility rates among teenage girls is a result of a lack of

sexual and reproductive health rights and decision-making when it came to sex. Grinspun (2016:47) concurred with this view as the study conducted by the author generated the same results. There was a high rate of abortions done at public clinics by teenage girls; these are the same girls who are a target market for the CSG, thus implying that falling pregnant was unplanned and not a means to obtaining the grant. Additionally, the value of the grant was also said to be small and not enough of a motivation for childbearing (Ngubane & Maharaj 2018:6).

Furthermore, in a study by Ngubane and Maharaj (2018:6), caregivers were adamant that their reasons for falling pregnant were not to become CSG beneficiaries. However, due to their financial struggles, they had to resort to the CSG. The lack of sex education; giving into a partner's demands to not use protection; fear of parents discovering that one was on contraceptives and boredom were some of the reasons cited by Ngubane and Maharaj (2018:3-4) for why women, especially teenage girls, fell pregnant. The lack of an open relationship between parents and children, particularly girls, is one of the reasons attributed to childbearing too (Tanga, Oyeleke & Gutura 2015:239).

What is of interest to note is that, although there are allegations that the CSG encourages childbearing, the majority of the CSG caregivers only have one child (Patel, Hochfeld & Chiba 2018:310), implying one income stream of the CSG instead of several. Caregivers seeking to make a living out of the CSG would be sure to have several children as opposed one. Shung-King et al. (2019:89) posit that, because the CSG keeps adolescents in schools, it reduces pregnancies from this group. However, a study by Adato, Devereux and Sabates-Wheeler (2021:1140) revealed that adolescents who received the CSG were said to engage in sexual exchange relations with older men or women so that they may purchase the material items that they lacked. Risky sexual behaviour by adolescents might therefore result in childbearing and ultimately the need for a CSG. This suggests that, at times, teenagers make poor decisions pertaining to sex, if they do not receive proper guidance and support from their parents. Consequently, there is no evidence that the CSG results in childbearing (Hunter, Patel & Sugiyama 2020:266-267).

The author is of the view that the CSG does not contribute to childbearing. Other factors surrounding both young and older women need to be taken into consideration pertaining to childbearing, for instance, sex education and power relations between women and their partners. Moreover, the stigma of being on contraceptives is one of the issues that need to be addressed. Sexually active women who are not on contraceptives are bound to fall pregnant at some point. The consequences of not addressing any of the abovementioned societal issues lead to pregnancies and, in some instances, the need for a CSG. Therefore, it is not that the CSG is the end-goal; it eventually becomes a necessity.

2.5.5 ADMINISTRATIVE AND ACCESS ISSUES TO THE GRANT

In theory, the CSG policy may promote full access, but in practice the grant does not reach all eligible children living in poverty. Thus it is estimated that an eligible 17.5% of children in South Africa do not receive the CSG (Shung-King et al. 2019:33). The authors (2019:230) further state that the uptake of the CSG by teenage mothers was even lower compared to older women. Plagerson and Ulriksen (2016:11) describe the characteristics of children excluded from the CSG as often under the ages of one; belong to young mothers; are based on rural areas; are orphans; reside in child-headed households; teenagers who have dropped out of school; those whose primary caregivers are non-South Africans and refugee children. The reasons for exclusion are outlined below.

Chapter 2(1) of the South African Social Security Agency Act, 13 of 2004 requires caregivers to physically travel to a SASSA or designated office when applying for the CSG. This becomes quite a good deal of administration work for some individuals, especially those who reside in rural areas where the office might be far from the household. Plagerson and Ulriksen (2016:11) stated that most of the CSG children reside in rural areas and are therefore the ones who are likely to be faced with the issue of travel. The cost of public transport is not cheap in South Africa. Thus, those having to travel from rural areas to SASSA offices are at a disadvantage (Wright et al. 2015:451). Gibbs, Washington, Jama-Shai, Sikweyiya, and Willan (2018:1823) agree that the distance between people's homes and SASSA offices is problematic for those who lack travel fares and may contribute to exclusion.

For those beneficiaries who do make it to the SASSA offices, long queues have been said to be another challenge. To avoid long queues, women reported that they would queue before SASSA offices opened or the evening prior, which they acknowledged was dangerous. However, it was necessary for them to have their applications processed expeditiously (Wright et al. 2015:447). The safety of applicants at pay points is therefore compromised (Wright et al. 2015:451). Gibbs et al. (2018:1823) agreed that the issue of long queues at the SASSA offices is significant and requires addressing.

In addition to dealing with long queues, the manner in which SASSA staff conduct themselves towards the applicants is sometimes problematic, as they have often been cited as having a poor attitude and being unhelpful (DSD, SASSA & UNICEF 2016:83). Some officials are said to make derogatory comments towards the applicants; however, the applicants indicate that they prefer not to retaliate in case what they utter back will negatively impact the outcome of their application (Wright et al. 2015:447-448). The negative attitude of the staff therefore harms the applicant's self-esteem (Gibbs et al. 2018:1823). This implies SASSA staff at times do not perform their administrative duties as required and this behaviour has the potential to discourage members of the community from applying for the grant or simply going to the office for an enquiry.

When they do finally receive assistance from the SASSA officials, applicants in some instances are said to lack the required documentation. According to Gibbs et al. (2018:1823), the lack of appropriate documentation or providing wrong documentation is a barrier to access, as SASSA is unable to process the application without the required documentation, such as the caregivers' identity document and the child's birth certificate (DSD, SASSA & UNICEF 2016:29-36).

Communication regarding what is required for the successful application of the grant has thus been suspected of being vague and at times cumbersome (Wright et al. 2015:451). Shung-King et al. (2019:224) indicate that there is confusion regarding eligibility requirements and therefore people are not certain whether they qualify for the assistance or not. Chapter 2(32)(1)(a) of the Constitution of the Republic of South Africa, 1996 speaks to access to information, where it is stipulated that all citizens

have the right to access information that is held by the government. Citizens therefore have the right to receive information that is accurate, in simple terms and in their language. Effective access to information on the CSG could assist in ensuring that uptake from the targeted persons is achieved.

Naicker (2016:213) posits that access to the grant is further limited by administrative, social, cultural, and poorly considered medical factors. This suggests that administrative requirements need to be lessened. In terms of social, this may imply that some eligible caregivers would rather not apply for the grant, as it would negatively impact their social status. A cultural factor may be that only the man of the household is expected to provide income, not for the household to receive assistance from the government. Medical factors may refer to the long-distance travel to offices and long queues, especially for the elderly and in adverse weather.

Finally, a report by DSD, SASSA and UNICEF (2016:29-36) revealed the following several reasons as barriers to accessing the CSG:

- Means test – plenty of potential beneficiaries were of the view that they did not qualify for the grant due to their income being above the threshold when, in fact, they qualified; however, the notion came because of a lack of information as well as misinformation at the SASSA offices.
- Lack of documentation – 20% of eligible respondents in the study had not applied for the grant as they did not possess the required documentation, such as identification documents and birth certificates, illustrating that they were unaware that one could still apply without all the necessary documents but would need to visit the Department of Home Affairs in the process to ensure they had the required documentation.
- Lack of information and knowledge – some potential beneficiaries do not apply for the grant simply because they do not know of its existence or how to go about applying for it.
- Application process – the process of applying for the grant has been considered as complex and time-consuming by some caregivers or costly while some claimed they had not got around to applying or were still in the process of applying and others could not be bothered with applying.

2.6 CONCLUSION

This chapter discussed the literature review on the child-support grant. The discussions included experiences on cash-transfer programmes from other countries, where it was determined that, although other countries provided social assistance to their vulnerable population members, South Africa's social-assistance programme was the most comprehensive one in developing countries, considering its targeting and distribution. Furthermore, the impact that the CSG had on the lives of the beneficiaries was determined. This included the CSG being credited with alleviating poverty, especially in poor households. A positive contribution by the CSG to the health of children was also noted, particularly in instances where a child was enrolled in the programme from birth, given that the first two years of a child's life were critical for growth. The CSG was also said to have a positive impact on education, since an improvement in enrolment was identified as well as improved pass rates. The literature showed that the majority of the caregivers were females, a group most susceptible to poverty; therefore, the provision of the CSG was attributed to providing empowerment to these women. Finally, challenges associated with the CSG were discussed. These included the notion that the value of the grant was small and not enough to take care of basic needs. There was also the issue raised regarding caregivers misusing the CSG and not spending it on its intended purposes. Additionally, the CSG was said to discourage caregivers from finding employment and that it contributed to childbearing. Lastly, the administrative and access issues associated with the CSG were identified. The next chapter will locate the study within the discipline of public administration where the public policy process will be discussed in comprehending policy evaluation.

CHAPTER 3

THE CHILD-SUPPORT GRANT AS ONE OF SOUTH AFRICA'S PUBLIC POLICIES: A THEORETICAL OVERVIEW

3.1 INTRODUCTION

Chapter 3 provides a theoretical overview of the child-support grant as one of South Africa's public policies. This is done by firstly defining the terms *public administration* and *public policy*. Thereafter, the public policy-making models are discussed, followed by the public policy-making process, policy actors, policy evaluation process framework, complexities of evaluating the CSG policy and finally the significance of evaluating the CSG policy.

This chapter locates the study within the discipline of public administration. The CSG is a public policy for which the government is responsible for and thus forms part of public administration. This chapter finds that public administration is associated with formulating and implementing policies that are for the good of the public and that there are basic values and principles governing public administration.

Furthermore, in this chapter, it is determined that public policies are developed in a particular way in order to address public problems, meaning that there are public policy-making models that are available for policymakers to choose from. These public policy-making models include the institutional model, incremental model, group model, rational model and elite model. For the purposes of this study, only the institutional, incremental and group models are described. The institutional model implies that certain traditional institutions are responsible for making public policies. The incremental model on the other hand develops policies incrementally over time while the group model promotes consultation and consensus involving various non-institutional actors in policy-making.

In addition to the consideration of public policy-making models, there are various stages which public policies have to go through before coming to life. First, the agenda

setting stage comprises identifying what the problem is. Second, once the problem has been identified, the next stage entails formulating policy in which various options have to be generated and the best ones selected. Thirdly, the next stage involves formally adopting the policy, which can only be done by the government. Once the policy is adopted, public servants have the task of implementing the policy as per its directives, which is the fourth stage. Finally, the fifth and last stage in the public policy-making process pertains to evaluating a policy which can be done at any stage of the public policy-making process depending on the type of evaluation that is being carried out.

This chapter also reveals that various policy actors are involved in different phases of the public policy-making process. In this regard, a distinction is made between institutional and non-institutional actors. The institutional actors comprise the government and its agencies while the non-institutional actors comprise interest groups and the media, for example.

The remaining part of the chapter then focuses on public policy evaluation, including the policy evaluation framework. The policy evaluation framework illustrates that a policy can be evaluated based on its inputs, process, output or impact. Furthermore, various types of policy evaluation are listed and include formative, ongoing/process, summative short, medium, or long-term evaluation. Finally, complexities associated with evaluating the CSG policy are specified as well as the significance of evaluating the CSG policy.

3.2 PUBLIC ADMINISTRATION

The leadership and management functions, as well as mandates that are executed by public servants, constitute public administration (Roy & Theodoulou 2016:2). This implies that the persons at the top in government are responsible for providing direction and those in the middle are responsible for managing the process and ensuring that public servants execute the tasks accordingly. For example, staff from SASSA responsible for the management and administration of the CSG are in fact participating in public administration.

Furthermore, public administration concerns what the government can do successfully and efficiently with as little funding as possible (Shafritz & Hyde 2017:35). This suggests that decisions taken, or not taken, by the government are limited to the resources that are available at hand for addressing problems that may be identified under the agenda setting stage in the public policy-making process which is discussed in section 3.5.1 below. For instance, the number of CSG recipients and the value of the grant itself depend on what the government can afford for the programme, in other words, budget availability.

As a profession, public administration therefore involves formulation and implementation of governmental policy and programmes and, as an area of academia, it is concerned with the study, analysis and critique of the structures and systems encountered in the professional practice (Shafritz 2018:3).

Section 195(1) of the Constitution of the Republic of South Africa, 1996 stipulates that: “Public Administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles”:

- a) “A high standard of professional ethics must be promoted and maintained”.
- b) “Efficient, economic and effective use of resources must be promoted”.
- c) “Public administration must be development oriented”.
- d) “Services must be provided impartially, fairly, equitably and without bias”.
- e) “People’s needs must be responded to, and the public must be encouraged to participate in policymaking”.
- f) “Public administration must be accountable”.
- g) “Transparency must be fostered by providing the public with timely, accessible and accurate information”.
- h) “Good human-resource management and career-development practices, to maximise human potential, must be cultivated”.
- i) “Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation”.

The above public administration values highlight that the work of public administrators is to serve the public and promote development while employing available resources as efficiently and effectively as possible. In Chapter 2 of this study under section 2.5.5, it was stated that one of the challenges associated with the CSG was that some SASSA staff members were alleged to be mistreating beneficiaries at the SASSA offices. Such behaviour is contradictory to the values and principles by which public administration must be governed. Consequently, public servants, such as those from SASSA, need to ensure that they adhere to the democratic values and principles governing public administration as per the Constitution.

3.3. PUBLIC POLICY

According to Cloete and De Coning (2011:46), “the purpose of public policies is to “change, regulate, improve, or preserve the conditions of society or the lifestyles of individuals”. A policy becomes public if it is within the public realm, in other words, within a village, town, city, or nationally. Other policies are designed and administered, for example, within a family, church, private school, or company and cannot be classified as public (Birkland 2015:4). More than anything, public policies are aimed at the betterment of identifiable groups such as disabled persons, senior citizens, orphans, the unemployed and so on. The government has evolved in this regard as, approximately a century ago, the focus was on enforcing law and order, whereas currently there has been greater emphasis placed on social welfare (Raadschelders 2015:8). Public policies are therefore designed with the intent of preventing problems or resolving them (Potůček 2017:15). The CSG is a public policy with a social development component. As an illustration, the CSG programme was designed to form a part of a solution to reducing child poverty in South Africa. The existence of the CSG not only provides remedial action, but also further prevents the starvation of children. Evidently, public policies seek to address public problems. Finally, public policy can also refer to what the government chooses not to do (Rinfret, Scheberle & Pautz 2018:14). This implies that the process of formulating and implementing public policies requires a great deal of decision-making by the government. The public policy-making models provide a direction in which public policies may be made; these models are described below in section 3.4.

3.4 PUBLIC POLICY MAKING MODELS

Public policies are designed in a particular way through the employment of public policy-making models which include the institutional model, incremental model, group model, rational model and elite model. For the purposes of this study, only the institutional, incremental and group models are described. These models are outlined below:

3.4.1 THE INSTITUTIONAL MODEL

The first public policy-making model which may be considered by policymakers is the institutional model. This model implies that policies are a result of institutional outputs. The institutions are traditional and comprise legislatures, executives, and the judiciary (Anyebe 2018:13). The institutional model leaves public policymaking to the aforementioned institutions which comprise various individuals who must come together when policies are being made. For example, for the CSG to become a public policy, the process had to go through this institutional model as all laws in South Africa are made in Parliament. In the South African context, Parliament, Cabinet, the Judiciary and Public Service and Administration, as institutions, play an instrumental role in public policymaking. These institutions are outlined further below in section 3.6.

3.4.2 THE INCREMENTAL MODEL

The second public policy-making model which may be considered by policymakers is the incremental model. This model acknowledges that not all information is always readily available, therefore, incremental adjustments are made to existing policies over time (Knill & Tosun 2008:7). This may be a useful way of formulating policy, considering that policymakers may always add or remove what needs to be; however, this model may also delay progress, considering that activities are done in phases over time. The CSG policy is an illustration of the incremental model. As outlined in the first and second chapters of this study, the age threshold of CSG recipients has been increased gradually over the years from 7 in 2003 to 18 in 2008. Furthermore, the value of the CSG has also been gradually increased over the years from R100 in 1998 to R460 in 2021.

3.4.3 THE GROUP MODEL

Finally, another public policy-making model which may be considered by policy-makers is the group model. For hundreds of years, governments around the world were above society dictating what would or would not be done and society had little or no say (Raadschelders 2015:9). The group model eliminates the exclusion of people in public policymaking as it recognises the importance of groups in participating in the process. This model strives for consultation and consensus among people from different groups (Oni 2016:344). The difference between this model and the institutional model is that the group model accommodates non-institutional actors whereas the institutional model is solely reserved for institutional actors. An example of an institution in South Africa which makes use of the group model is the National Economic Development and Labour Council (Nedlac). The mission of Nedlac as South Africa's apex institution for social dialogue is "to give effect to the Nedlac Act by ensuring effective public participation in labour market and socio-economic policy and legislation, and to facilitate consensus and cooperation between Government, Labour, Business and the Community in dealing with South Africa's socio-economic challenges" (Nedlac, 2020). In the case of the CSG, any issues surrounding the grant may be debated or negotiated at Nedlac.

As alluded to earlier, public policies go through various stages before coming to life. This is referred to as the public policy-making process which is outlined below in section 3.5.

3.5 PUBLIC POLICY-MAKING PROCESS

The public policy-making process encompasses unique stages that must be followed in the design of a policy. Although unique, the steps in the process are at times interlinked and have an influence on one another (Potůček 2017:156). Below is a brief outline of the public policy-making process:

3.5.1 STAGE 1: AGENDA SETTING

The first stage in the policy-making process is agenda setting which refers to the identification of a public problem that needs to be addressed. For instance, with the CSG policy, the problem identified was that there was a need to alleviate child poverty. There are numerous problems in society, all competing to be made a priority. However, not all make it to the policy agenda (Knill & Tosun 2008:10) as this is due to the limited resources available and the type of problems that attract attention (Gerston 2015:8). The exercise of problem identification is not a simple task. Birkland (2015:4) warns that the question of which problems are public and which are private is sometimes not clear and therefore debatable. Problems to be addressed compete on an array of categories, such as crime, health, education, transport, housing and so forth, resulting in certain groups and geographical areas receiving priority over others (Ward 2017:1). The implications of choosing some problems over others are that those that are not chosen will remain unresolved. Stakeholders involved in the process of agenda-setting typically involve “public officials, the bureaucracy, mass media and interest groups” (Knill & Tosun 2008:12). The roles of media and interest groups are described in section 3.6 below. This first stage of the policy-making process exhibits pressure on policymakers in that they must decide on problems to resolve and those to reject or delay in addressing.

3.5.2. STAGE 2: POLICY FORMULATION

The second stage in the policy-making process is policy formulation. Once a problem has been identified and made part of the policy agenda as outlined in stage 1 of the public policy-making process, the next step is to formulate a policy based on that identification of a problem. Formulating a policy entails generating options of how the identified problem can be combated (Turnpenny, Jordan, Benson & Rayner 2015:4). For example, once the need for alleviating child poverty was identified in stage 1 of the public policy-making process as described under section 3.5.1, policymakers had to deliberate on ways in which child poverty could be alleviated. This illustrates that policy formulation involves forecasting and decision-making (Knill & Tosun 2008:13). The options that were selected by policymakers for combating child poverty ultimately

resulted to the formulation of the CSG policy. Policy makers generate and select options that are assumed to be plausible for resolving the problem. The most realistic way of determining whether the options will be successful is when the policy is in the process of implementation or is being evaluated. Another way of determining whether the best options were selected is through experience, if there is a similar case to draw lessons from.

3.5.3 STAGE 3: POLICY ADOPTION

The third stage in the policy-making process is policy adoption. Once policymakers have sufficiently generated and selected options for resolving a problem as per stage 2 of the public policy-making process described under section 3.5.2, the next stage entails formally adopting the policy with the intent of having it implemented. Regardless of who was involved during the other policy-making process stages prior to this one, government institutions decide on the final adoption of a policy alternative (Knill & Tosun 2008:15). In South Africa, the government institution responsible for legislation making is the Parliament, which is discussed below under policy actors in section 3.6. This stage therefore implies that the formulation of the CSG policy was done through legislation in Parliament.

3.5.4 STAGE 4: POLICY IMPLEMENTATION

The fourth stage in the policy-making process is policy implementation. Following its adoption as per stage 3 of the policy making-process described under section 3.5.3, a policy must be implemented. For example, the CSG was implemented in 1998 following its adoption. Policy implementation comprises converting planned policy objectives into an operational framework (Knill & Tosun 2008:18). However, Potůček (2017:139) cautions that the process of transitioning from planning to actual implementation is not simple. Shafritz (2018:58) confirms this by stating that policy implementation is complex, contrary to earlier beliefs. This suggests that the implementation of the CSG policy in South Africa is not a simple exercise. To comprehend policy implementation, the 5-C protocol is often used as a reference. Brynard (2005:659-662) refers to the 5-C protocol through which policy travels and states that these five critical variables are interlinked, have an influence on each other

and affect the implementation process. These variables are discussed in section 3.5.4.1 below.

3.5.4.1 5-C PROTOCOL

The implementation process of the child-support grant policy in South Africa is affected by the five critical variables described by (Brynard 2005:659-662). The 5-C protocol comprises content, context, commitment, capacity as well as clients and coalition. Communication has been included as an additional critical variable. These variables are discussed below:

3.5.4.1.1 CONTENT

The first critical variable in policy implementation is content. Policy implementers must be made aware of the type of policy that they are implementing as the knowledge thereof provides guidance on how to go about implementing the policy in question. The content of a public policy can either be regulatory, distributive, or redistributive.

The child-support grant is an illustration of a redistributive policy. With a redistributive policy, those who earn a higher living have their income or wealth redirected, through taxation, to those in need (Brynard 2005:659). Resources are therefore transferred from one group to another in society (Oni 2016:330). For instance, taxpayers are responsible for the funding of the CSG. In other words, those who are better off have their portion of income redirected to those who are worse off. Redistributive policies strive to promote equality (Rinfret, Scheberle & Pautz 2018:5), South Africa has high levels of inequality (United Nations 2020:36) and the government has taken action to address the matter by employing a variety of re-distributive policies and programmes, such as the CSG.

3.5.4.1.2 CONTEXT

The second critical variable in policy implementation is context. In addition to understanding the content of a policy, public servants who are responsible for policy implementation should take cognisance of the institutional context in which the policy

is being implemented, in other words, how the policy is administered within the system. Institutional contexts can differ from one policy to the next, for example, public hospitals, public schools, police stations, courts, parliament, national departments, municipalities and so on. In the case of the CSG, personnel responsible for the policy should understand the procedures and processes followed at SASSA in the implementation of the grant. In addition to institutional context, the external context, such as the social, economic, political, and legal environment, is also critical for consideration as it has an impact on the policy being implemented (The Presidency 2020). Consequently, public officials and administrators should stay abreast on issues from the external environment which may have an impact on the implementation of the CSG.

3.5.4.1.3 COMMITMENT

The third critical variable in policy implementation is commitment. Brynard (2005:660) emphasised the significance of gaining commitment from individuals at all levels responsible for carrying out a policy. The inclusion of 'all levels' consists of everyone, whether they are at the top, middle or bottom of the organogram. As an illustration, SASSA administrators should be committed to assisting all applicants of the CSG and managers should be committed at addressing any bottlenecks which may be experienced with implementing the policy. There are many factors that can impede commitment, such as incompetence, a lack of interest in the organisation's mandate or simply being unhappy at the place of work. Seemingly, the human resources office has the potential to contribute successfully in the implementation of policy by ensuring that it hires individuals with not only the right skills, knowledge, and experience but attitude, willingness to work, interest and passion for the organisation's mandate. The training of policy implementers in their field of work can also be valuable for gaining commitment.

3.5.4.1.4 CAPACITY

The fourth critical variable in policy implementation is capacity. The successful implementation of a public policy heavily depends on the capacity available, which refers to both tangible and non-tangible resources (Brynard 2005:661). Therefore, in

addition to employing the right people, SASSA should be in a position to also have the appropriate tools of trade. Without the capacity to carry out a policy, there would be no implementation process embarked on. The availability of capacity alone is not enough; the true test lies in the successful use of that capacity. Having a public servant located in their office as human resources is inadequate if they are not performing their duties. Similarly, with financial resources, if the funds are sufficient yet are mismanaged, implementation will be hindered. Capacity is therefore a critical element in policy implementation.

3.5.4.1.5 CLIENTS AND COALITION

The fifth critical variable in policy implementation is clients and coalition. Receiving support from clients and coalitions who are directly or indirectly impacted by the public policy being implemented assists with the process of successful implementation of the policy (Bryanard 2005:661). With regard to the CSG, this suggests that the programme should be run in a manner that is satisfactory to the beneficiaries as clients of the grant. Unsatisfied clients, for example, CSG beneficiaries, could embark on poor service delivery protest action and demand the government pays attention to their grievances and remedies the situation. Protest action has several consequences, as it is common in South Africa for public property to be damaged in the process, for instance, to be set alight or for busy roads to be disrupted to prevent workers from arriving at their places of work, and, if formally organised by trade unions, there is a greater impact on the economy, as workers would be absent from their workplaces due to participating in a protected protest action and therefore productivity would be halted and profits and service delivery negatively impacted.

3.5.4.1.6 COMMUNICATION

Communication is added as an extra and final critical variable in policy implementation. Communication is essential throughout all variables (Brynard 2005:662). With South Africa having 11 official languages, it should not be taken for granted that all citizens understand the medium of instruction, English. Moreover, communication is more than merely relaying information in a language understood by all. The manner in which directives or information are disseminated within the process of policy implementation

must be done in a way that the receiver of the message fully understands. Directives coming from top to bottom and information shared from the bottom to the top need to be clear otherwise results will vary from the objectives of the policy. With the CSG, this implies that any information pertaining to the programme should be easily accessible to applicants and existing beneficiaries and that all government employees involved in the implementation of the policy are kept abreast.

3.5.5 STAGE 5: POLICY EVALUATION

The fifth and final stage in the policy-making process is policy evaluation. Causal effects of implemented policies, such as the CSG, may be assessed through policy evaluations (Percoco 2014:1). Gerston (2015:112) states that “policy evaluation assesses the effectiveness of a public policy in terms of its perceived intentions and results”. Therefore, the main purpose of a policy evaluation is to ascertain the extent to which a policy has achieved its intended goals (Cox 2020:154). Consequently, policy evaluation involves a rigorous investigation and comparison of what was set against what has been achieved. In simplified terms, the result of the evaluation could be that all goals were attained, goals were attained to a certain extent, goals were attained beyond expectation or goals were not attained at all. Whatever the result is, there will be a lesson learnt from the evaluation exercise, whether that lesson is to not change mechanisms in place and continue with the policy as is, to improve the policy or to even terminate it. Brynard (2007:362) stated that generally there appeared to be a gap between set policy targets and actual results. The statement is not necessarily negative as not all discrepancies imply an under-achievement; they could signal an over-achievement as well. Gerston (2015:112) posits much attention is paid to the other stages of the policy-making process to a considerably greater extent than policy evaluation.

3.6 POLICY ACTORS

All stages of the public policy-making process comprise individuals or groups of individuals with particular tasks to perform in bringing the policy to life. The policy process is complex and involves a variety of actors. Policy actors can be differentiated between institutional and non-institutional actors. Churches, sports clubs, mass media

global networks, social movements and private industries are examples of non-institutional policy actors (Raadschelders 2015:4) while institutional actors refer to the government and its institutions (Rinfret, Scheberle & Pautz 2018:7). For the purposes of this study, the government, interest groups and media are discussed as policy actors below:

3.6.1 GOVERNMENT

The government, an institutional actor, is not the only actor in the policy process. However, it is the largest and has the legal and moral authority to serve community needs (Raadschelders 2015:7). The government is the highest authority in society (Holzer & Schwester 2015:2). This position makes it accountable to its citizens. The government as a policy actor is discussed under three branches below, namely: legislature, executive and judiciary:

3.6.1.1 LEGISLATURE

The Legislature is an important institution which is responsible for making laws, rules and regulations which influence public policymaking (Oni 2016:339). To illustrate, the CSG policy had to go through legislative processes before it could be implemented. The White Paper for Social Welfare of 1997, Social Assistance Act No.13 of 2004 and South African Social Security Agency Act No. 9 of 2004 are pieces of legislation through which the CSG was formulated and passed by the National Assembly. In South Africa, Parliament is the legislative authority with powers of making laws in the land. Section 42 of the Constitution of the Republic of South Africa, 1996 sets out the composition of Parliament, which is:

- “Parliament consists of”—
 - (a) “the National Assembly; and”
 - (b) “the National Council of Provinces”.
- “The National Assembly and the National Council of Provinces participate in the legislative process in the manner set out in the Constitution”.

- “The National Assembly is elected to represent the people and to ensure government by the people under the Constitution. It does this by choosing the President, by providing a national forum for public consideration of issues, by passing legislation and by scrutinizing and overseeing executive action”.
- “The National Council of Provinces represents the provinces to ensure that provincial interests are taken into account in the national sphere of government. It does this mainly by participating in the national legislative process and by providing a national forum for public consideration of issues affecting the provinces”.
- “The President may summon Parliament to an extraordinary sitting at any time to conduct special business”.
- “The seat of Parliament is Cape Town, but an Act of Parliament enacted in accordance with section 76(1) and (5) may determine that the seat of Parliament is elsewhere”.

The legislature therefore plays an essential role in policymaking. Policies must be formulated in alignment with the values of the legislature and should never contradict the Constitution. Additionally, individuals who form part of the legislature should have values such as integrity in order to ensure that the public’s interests are upheld.

3.6.1.2 NATIONAL EXECUTIVE

The National Executive is another institution which is responsible for policymaking and comprises the President, Deputy President and Ministers (Oni 2016:339). Section 83(a) of the Constitution of the Republic of South Africa, 1996 stipulates that the President is the head of the State and the head of the National Executive. Furthermore, Section 85 of the Constitution of the Republic of South Africa, 1996 stipulates that:

- “The President exercises the executive authority, together with the other members of the Cabinet, by”—
 - (a) “Implementing national legislation except where the Constitution or an Act of Parliament provides otherwise”;

- (b) “Developing and implementing national policy”;
- (c) “Co-ordinating the functions of state departments and administrations”;
- (d) “Preparing and initiating legislation; and”
- (e) “Performing any other executive function provided for in the Constitution or in national legislation”.

Given the above, the President appoints Ministers who are heads of ministries or departments. For example, the current Minister of the Department of Social Development is Minister Lindiwe Zulu who was appointed by President Cyril Ramaphosa in 2019 (BusinessTech 2019). Minister Zulu is accountable on matters pertaining to social grants in South Africa such as the CSG and may issue regulations aligned to the South African Social Security Agency Act No. 9 of 2004 which may influence the way in which the CSG is administered in South Africa.

3.6.1.3 JUDICIARY

The Judiciary is another policy actor. The judiciary refers to the court system in the country; it is responsible for interpreting law and making judgments (Oni 2016:340). The Constitution of the Republic of South Africa, 1996, section 165 indicates that:

- “The judicial authority of the Republic is vested in the courts”.
- “The courts are independent and subject only to the Constitution and the law, which they must apply impartially and without fear, favour, or prejudice”.
- “No person or organ of state may interfere with the functioning of the courts”.
- “Organs of state, through legislative and other measures, must assist and protect the courts to ensure the independence, impartiality, dignity, accessibility, and effectiveness of the courts”.
- “An order or decision issued by a court binds all persons to whom and organs of state to which it applies”.

Section 166 of the Constitution outline the judicial system and stipulate that the courts are:

- “The Constitutional Court”;

- “The Supreme Court of Appeal”;
- “The High Courts, including any high court of appeal that may be established by an Act of Parliament to hear appeals from High Courts”;
- “The Magistrates’ Courts”;
- “Any other court established or recognised in terms of an Act of Parliament, including any court of a status similar to either the High Courts or the Magistrates’ Courts”.

The existence of the judiciary implies that there can be disputes between the National Executive and members of society or any persons or non-government organisations. For example, an interest group named Black Sash took the former Minister of DSD to court, Minister Bathabile Dlamini, on grounds that the personal information of beneficiaries should be safeguarded by SASSA including when other parties are involved such as Cash Paymasters Services (CPS) which was responsible for paying out social grants to beneficiaries. “The Court ruled that the South African Social Security Agency (SASSA) must only use personal information to process monthly social grant payments to its beneficiaries” (Michalsons, 2018). The judiciary is therefore responsible for the interpretation of the law and serves as an adjudicator and there may be instances where the judiciary instructs that there should be amendments made to legislation or facilitate the process of changing regulations, for example on the South African Social Security Agency Act No. 9 of 2004. Such amendments may shape policymaking.

3.6.1.4 PUBLIC SERVICE AND ADMINISTRATION

Finally, the Public Service and Administration is another institutional actor that is important in public policy. This comprises professionals who are employed in the public sector and are responsible for carrying out the day-to-day business of government (Oni 2016:340). For instance, Managers and Administrators who are employed at SASSA and are responsible for social grants such as the CSG form part of public service and administration.

3.6.2 INTEREST GROUPS

Unlike institutional actors, interest groups are an example of non-institutional actors in public policy-making. The government communicates with “constituencies, interest groups, private practice, citizens, specific professions, voluntary associations etc.” for the successful implementation of public policies (Raadschelders 2015:9). Interest groups comprise individuals or organisations who share the same interests. These can be from organisations, private corporations, communities, churches and so forth. Interest groups advocate their interests through lobbying the government (Rinfret, Scheberle & Pautz 2018:11). According to Maseng (2014:3), the larger the interest group the more influence it will have on the policy-making process. Additionally to composition in terms of numbers, those interest groups that have leaders with qualities such as persuasion, effective communication, integrity, social status, professionalism, and prestige have an added advantage. An example of an interest group in South Africa involved in the advocacy for social grants including the CSG is *Black Sash*. Calls to increase the value of the CSG in order to assist the poor have been previously made by Black Sash (Eyewitness News 2021)

3.6.3 MEDIA

Another non-institutional policy actor is the media, which its influential power should not be underestimated. Cloete and De Coning (2011:4) state that the media has the “single most dominant impact in shaping public opinion”. The topics, including that of the administration of the CSG, covered by the media have the ability of influencing public opinions (Rinfret, Scheberle & 2018:11). The media often reports and writes on what is transpiring in the world of politics, which in turn has an influence on individuals accessing that particular information. Positive feedback on the government from the media might generate support. Likewise, negative feedback on the government from the media might generate rage from the public and possibly action to change the current government that is in power. Therefore, the government should always be mindful of the kind of public opinion that its actions or inactions may cause.

3.7 POLICY EVALUATION PROCESS FRAMEWORK

Now that the public policy-making process has been outlined in order to understand how policy evaluation fits in the whole process, this section turns to the policy evaluation process framework which can be applied in evaluating policies such as the CSG. The policy evaluation process framework distinguishes between policy input, policy process, policy output and policy impact (Potůček 2017:148-149). The inputs of a policy are the resources that are employed in realising the policy, such as financial resources, like the CSG itself. Policy process involves the implementation of the policy, such as the administration process of paying out the CSG to beneficiaries. Output on the other hand refers to the outcomes of implementation. For example, with the CSG, this would refer to the number of people that the grant has reached. Finally, impact refers to a more long-term aspect following implementation of the policy, such as improved health and education due to receiving the CSG. Furthermore, this framework is accompanied by various types of evaluation that may be conducted.

3.7.1 TYPES OF EVALUATION

Evaluation can be conducted at any stage of the public policy-making process (Potůček 2017:150) and can either be a formative evaluation; ongoing or process evaluation; summative evaluation; or short-, medium- and long-term type of an evaluation. For the purposes of this study, only the summative evaluation is described.

Summative evaluation, also known as retrospective or ex-post, comprises assessing whether the policy, project or programme has met its objectives and a report is generated regarding performance (outcome, output, and impact). The results arrived at during this evaluation, both positive and negative, should be compared to the condition before the policy was implemented. The evaluation therefore concentrates on the end-product and the impact that the policy had (Cloete & De Coning 2011:200). The research for this study is outcomes-based and therefore falls under summative evaluation as outcomes of the CSG from inception up until the present were evaluated. The completion of a summative evaluation can serve as a useful study of ongoing operations (Vedung 2017:n.p.).

3.8 COMPLEXITIES OF EVALUATING THE CSG POLICY

Regardless of the selected process framework or type of policy evaluation, evaluators are bound to be confronted with complexities of policy evaluation. In other words, complexities can be expected in the evaluation of the CSG policy. It occurs at times that, when policy evaluators conduct evaluations, they become confronted with biased views from citizens and the government itself, each providing inputs or responses with their own agendas (Knill & Tosun 2008:21). Consequently, it is imperative for policy evaluators to be aware of, such conduct including always ensuring to the best of their ability that research participants are objective. Additionally, Potůček (2017:156) indicated that the stages in the public policy-making process can overlap, feedback to, or cause an interruption with one another. This might be confusing and requires policy evaluators to pay attention to detail. Moreover, both the lack of time, as well as financial resources, can impede a successful policy evaluation (Cox 2020:157). Thus Cloete and De Coning (2011:201) emphasised the importance of planning for policy evaluation as early as possible during policy design so that it can be budgeted for and resources for mobilisation are taken into consideration. Yet, as important as it may be to plan for an evaluation ahead of time, there could be unforeseen future events from the social, political, environmental, or economic environment that may warrant an evaluation that was not planned for. To cater for such circumstances, it might be worthwhile to have a section in the budget dedicated to possible risks.

3.9 SIGNIFICANCE OF EVALUATING THE CSG POLICY

As was stated earlier in section 1.1 of chapter 1, it is imperative for public policies to be evaluated to ascertain the extent to which they have met the intended goals. Hence, evaluating the CSG policy should assist with determining the extent to which it has alleviated child poverty in South Africa. Evaluating public policy is not only important for determining the outcomes and effects of programmes but for accountability as well. That is to say, conducting an evaluation on a policy also assists in determining whether the institutions and persons responsible for implementing the policy have done so (Gerston 1997:121). This suggests that all personnel, for instance, managers and grant administrators, responsible for the implementation of the CSG policy should be able to fully account for how the grant is managed and administered. According to

Venetoklis (2002:5), the government should be accountable for the evaluation of public policy to citizens as they are taxpayers and should be satisfied with the way funds are spent on public policies and the outcomes thereof. Additionally, Venetoklis goes on to emphasise that institutions and public officials responsible for the planning and implementation of policies need the feedback attained through policy evaluation to assist them with improving ongoing policy operations or with those planned for the future. Consequently, this implies that in addition to ascertaining the extent to which the CSG policy fulfils its policy objectives and holding its policy makers and implementers accountable, ultimately the evaluation conducted on the CSG should be able to assist with enhancing the programme further.

In evaluating the CSG policy, it should be noted that there are gaps in the policy-making process that require addressing. It is said that there is a disconnect in the public policy-making process in that, after the laws have been passed, those specialising in policy-making and legislative processes lose interest in what happens afterwards and those that are responsible for implementation and evaluation confine themselves with the design of policy and implementation (Vedung 1997:213). This suggests that there is no connection whatsoever between those who were responsible for drafting the CSG policy and those who are currently responsible for its implementation. This disconnect should be bridged by monitoring and communication systems put in place. For example, those who were involved in the formulation stages of the CSG policy should be able to still access information from those involved in the implementation stages and be able to determine whether the policy is being implemented in the way that it was intended to as well as having the impact that it sought to achieve.

Satumba, Bayat and Mohamed (2017:47) stressed that the child-support grant policy should be monitored and evaluated in order to ensure that a significant impact on the poor was achieved; however, Anderson (2014:307) warned that it was impossible to quantitatively measure the effectiveness of policies, more especially social policies, with complete accuracy. Nonetheless, policy evaluation assists in determining the necessary adjustments to policy.

3.10 CONCLUSION

Chapter 3 provided a theoretical overview of the CSG as one of South Africa's public policies. The chapter was opened by a definition of public administration and public policy. The chapter then touched on public policy-making models which included the institutional model, incremental model, group model and rational model. For the purposes of this study, only the institutional, incremental and group models were described. The institutional model implied that traditional institutions were used for policy-making, the incremental model suggested that policy implementation was conducted in incremental stages and the group model involved groups in public policy-making.

The chapter went on to discuss the public policy-making process, which was undertaken in various stages which were said to overlap, feedback to, or cause an interruption with one another. The first stage comprised agenda setting, where problems were identified and became part of the policy agenda. The second stage involved formulating the policy where various options for resolving the identified problem were generated. The third stage was to formally adopt the formulated policy through Parliament for example. The fourth stage pertained to putting the policy in place in order to achieve its objectives and finally the fifth stage was about evaluating the policy.

The chapter also indicated who the policy actors were in the public policy-making process. These actors included institutional actors such as the government and its institutions and non-institutional actors such as interest groups and the media.

This chapter further went on to outline the policy evaluation process which included a framework that indicated that policy could be evaluated at different stages, such as input, process, output, and impact. The chapter further listed the different types of policy evaluation, which were the formative evaluation; ongoing or process evaluation; summative evaluation; or short-, medium- and long-term evaluations. Summative evaluation, which was the only type of evaluation described for the purposes of this study, was about evaluating whether the policy met its objectives.

This chapter also discussed complexities surrounding the evaluation of the CSG policy and these included changes in the operating environment, biases that must be considered by evaluators presented by research subjects and the lack of time and resources. Finally, the chapter discussed the significance of evaluating the CSG policy.

Given that thus far a literature review has been provided on South Africa's CSG policy and the study has been located in the discipline of public administration, the next chapter will discuss the legislative and regulatory frameworks pertaining to the CSG policy.

CHAPTER 4

LEGISLATIVE AND REGULATORY FRAMEWORKS PERTAINING TO SOUTH AFRICA'S CHILD-SUPPORT GRANT POLICY

4.1 INTRODUCTION

Chapter 4 discusses legislative and regulatory frameworks pertaining to South Africa's child-support grant policy. These include the Constitution of the Republic of South Africa, 1996; White Paper for Social Welfare, 1997; Social Assistance Act, No. 13 of 2004; South African Social Security Agency Act 9, 2004; Children's Act 38 of 2005; National Development Plan; and Public Finance Management Act No. 1 of 1999. The chapter commences with an introductory statement, followed by the discussions on legislative and regulatory frameworks relevant to South Africa's child-support grant.

Chapter 4 establishes that the CSG is a constitutional right, considering that social security is incorporated into the development of the Constitution of the Republic of South Africa. The issue of social assistance is further emphasised in the White Paper for Social Welfare, 1997, which provides the "principles, guidelines, recommendations, proposed policies and programmes for developmental social welfare in South Africa".

The chapter further goes on to describe the Social Assistance Act, which is to ensure that vulnerable persons in society, such as children and the elderly are provided with support by the government. The Social Assistance Act then gives rise to the South African Social Security Agency, which is responsible for the management and administration of social grants such as the CSG.

This chapter also makes reference to the Children's Act, the purpose of which is to protect children from harm by outlining their rights and that of their parents or caregivers, as well as responsibilities. The Children's Act emanates from the Constitution of the Republic of South Africa.

This chapter also reflects on how the CSG assists in achieving some of the aspirations outlined in the National Development Plan. Finally, the chapter ends with an explanation of how the administration of social assistance by SASSA should be in line with the Public Finance and Management Act, which regulates how government and its entities should manage their finances, including revenues and expenditures.

4.2 THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996

The preamble of the Constitution of the Republic of South Africa is relevant to social security, including social assistance. The preamble states that South Africa “recognises the injustices of its past” and it further goes on to state that the objective is to “heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights” and “improve the quality of life of all citizens and free the potential of each person”. The CSG is one of the programmes implemented by the South African government in a quest to achieve such aspirations as set out in the preamble of the Constitution. As was stated earlier in chapter 1 of this study under section 1.2, when the CSG was implemented in 1998, it was to replace the SMG which was discriminatory in nature (Coetzee 2013:2). The SMG was therefore a contradiction of what the Constitution aimed to achieve thus the introduction of the CSG.

The preamble of the Constitution speaks to one’s dignity, to a certain extent. Chapter 10 of the Constitution refers to how every person has the right to human dignity. In Chapter 2 of this study under section 2.4.4, it was reported that the provision of the CSG to poor households was able to provide to caregivers a sense of dignity, although this was not the primary intention of the CSG. The CSG policy is therefore able to assist the aspirations of the Constitution pertaining to human dignity.

More significantly, section 27(1)(c) of the Constitution states that “everyone has the right to have access to social security, including, if they are unable to support themselves and their dependants, appropriate social assistance”. The CSG is one of the social grants made available by the South African government in realising the right

to social assistance. Consequently, this implies that children from poor backgrounds with caregivers who struggle to support them, have a Constitutional right to the CSG.

However, it should be noted that section 27(2) of the Constitution goes on to stipulate that “the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights”. Therefore, as much as this right to social assistance exists, it can only be achieved within available resources to the government. In chapter 3 of this study under section 3.2 , it was established that public administration was concerned with what government could do successfully and efficiently with as little funding as possible, suggesting that decisions made by the government are limited to the resources that are available at hand. Consequently, the availability of resources determines the extent to which the government is capable of providing the CSG, this includes the number of children who are supported as well as the value of the grant.

Moreover, section 28(1)(a) of the Constitution stipulates that “every child has the right to a name and a nationality from birth”. CSG recipients are guaranteed to have this right realised since a child’s birth certificate, which includes their names, forms part of the required documentation during the CSG application process (DSD, SASSA & UNICEF 2016:29-36). Regarding section 28(1)(b), which states that “every child has the right to family care or parental care, or to appropriate alternative care when removed from the family environment”, the CSG is able to fulfil this right for children considering that a child is required to be cared for by a primary caregiver before the grant is awarded (Social Assistance Act 13 of 2004). Section 28(1)(c), states that “every child has the right to basic nutrition, shelter, basic health care services and social services”. Chapter 2 of this study discussed in length how the CSG had positive effects on children’s nutrition and their health, particularly when children were enrolled for the grant in the first two years of their lives.

Chapter 29(1)(a) stipulates that “everyone has the right to a basic education, including basic adult education”. The benefits of the CSG in terms of the education of children were discussed in Chapter 2 of this study under section 2.4.3. It was stated that the

provision of the grant assisted with improving enrolment, as well attendance. It was also mentioned that children from poor backgrounds who were on the CSG tended to perform better in school than those who were also poor but were not receiving the grant. Caregivers had also relayed that the CSG assisted with costs associated with schooling. The existence of the CSG in poor households therefore contributes towards attaining the Constitutional right to basic education.

Finally, it should be noted that according to chapter 1, paragraph 2 of the Constitution, the Constitution is the supreme law in the land. This implies that any other law or regulation, such as the ones that are discussed below, should not be in contravention of the Constitution in any form.

4.3 WHITE PAPER FOR SOCIAL WELFARE, 1997

One of the objectives of the White Paper for Social Welfare was to give effect to policies and programmes pertaining to the prevention and alleviation of poverty. The White Paper on Social Welfare recognised the need for providing social protection to impoverished South Africans. It further recognised that some circumstances, such as “unemployment, ill health, maternity, child-rearing, widowhood, and old age” perpetuated poverty. The situation of South Africa’s unemployment rate is one of the significant reasons why citizens make use of the CSG. For example, in chapter 2 of this study under section 2.5.3, it was indicated that half of the caregivers who are CSG beneficiaries live in households where no one is employed; thus, the CSG emerges as the main, if not the only, stream of income for such households.

Furthermore, the White Paper for Social Welfare went on to identify that children were one of the most affected groups by poverty and that they should be assisted. The proposals for a social-assistance programme made in the White Paper included principles such as a uniform social-grant system, thus the CSG.

The White Paper for Social Welfare not only addressed the issue of social assistance, which is one part of social security, but that of social insurance too, another component of social security. Unlike social assistance, which is non-contributory in nature, social insurance has a contributory element to it, in which individuals, particularly employers and employees, must make monthly contributions in order to be protected from risks such as losing employment, ill-health and road accidents (Woolard, Harttgen & Klasen 2011:358). Social insurance in South Africa includes the Unemployment Insurance Fund (UIF), the Compensation for Occupational Injuries and Diseases Fund (COIDA) and the Road Accident Fund (RAF). However, the purpose of this study is to focus on social assistance, particularly the CSG.

4.4 SOCIAL ASSISTANCE ACT, NO. 13 OF 2004

The previously outlined White Paper for Social Welfare laid the foundational work for the drafting of the Social Assistance Act, 13 of 2004. The objective of the Social Assistance Act is to “provide for the rendering of social assistance to persons; to provide for the mechanism for the rendering of such assistance; to provide for the establishment of an inspectorate for social assistance; and to provide for matters connected”. The Social Assistance Act realises the right to appropriate social assistance as per section 27(1)(c) of the Constitution.

Section 4 of the Social Assistance Act requires that “the Minister of Social Development should make available the following social grants: child-support grant; care dependency grant; foster child grant; disability grant; older person’s grant; war veteran’s grant; grant-in-aid and social relief of distress”. This Act therefore realises the establishment of the CSG, which is this study’s primary focus. Another important element to note in section 4 of this Act is that it makes reference to the national budget, which is the responsibility of the Minister of Finance, inferring that all social grants will be made available in accordance with available budget. This matter refers to the notion articulated in chapter 2 of this study under section 3.2, where it is stated that public administration involves decision-making that is limited to available resources.

Section 5 of the Social Assistance Act addresses general eligibility for social assistance in South Africa. Initially, social assistance was only made available to South African citizens, with some limited exceptions. However, the Act was amended on 01 April 2012, resulting in permanent residents and refugees gaining access to the social grants, except the War Veterans Grant (Plagerson & Ulriksen 2016:16). This is a positive change considering that the Constitution states that all persons have a right to social security; it does not discriminate against non-South Africans. Each social grant has its own unique criteria that must be met in order for one to qualify. For example, one cannot be a recipient of the disability grant if they do not have a disability, or one cannot receive the old age pension if they have not yet reached the stipulated age threshold. The eligibility that is set for each of the grants is to ensure that the grant reaches targeted beneficiaries. Consequently, section 6 of the Social Assistance Act indicates that an individual is eligible for the CSG only if they are the primary caregiver of the child in question. Additionally, SASSA (2021) prescribes the following requirements from the applicants: primary caregivers should be South African citizens, permanent residents or refugees; the child concerned as well as the caregiver should both live within South Africa; the age threshold is 18; further requirements of the means test should be met by the applicant; not more than six children may be applied for and, finally, the child in question should not be under the care of a state institution.

Following meeting eligibility criterion, section 14 of the Social Assistance Act articulates the application process for social assistance. Any individual who wishes to apply for a social grant is expected to do so at a SASSA office, which in turn may investigate or request additional information from the applicant. Successful applicants are rendered social assistance while unsuccessful applicants are informed in writing about their rejected application and reasons thereto. Unsuccessful applicants are also informed of their right to make an appeal, as per section 18 of the Social Assistance Act. The Act further stipulates that those appeals may be submitted for any decision that the applicant disagrees with, made by the SASSA.

Successful applicants subsequently receive the CSG on a monthly basis. Due to social grants being paid in cash to beneficiaries, instances of overpayment or underpayment are a possibility. Section 17 of the Social Assistance Act addresses the issue of overpayments to beneficiaries and how those funds should be recovered from them.

However, the Act omits to stipulate procedure to be followed in an event that a beneficiary is underpaid or not paid at all. The author is of the view that this section should therefore be strengthened by including such information rather than only including one possible scenario of payments.

The overpayments aspect that was previously touched on is not a deliberate effort of the caregivers. However, there are instances where caregivers might be at fault pertaining to the use of the CSG. Section 19 of the Social Assistance Act covers the issue of abuse of social grants and was already covered in chapter 2 of this study under section 2.5.2. The provision of this clause is significant considering that it discourages abuse of the grants and includes consequences for misuse.

Essentially, what the Social Assistance Act does is that it provides detailed specifics of how social assistance should be administered in South Africa in order to ensure that all social grants reach the intended beneficiaries and that there are consequences put in place for any persons who may be in contravention of the Act.

4.5 SOUTH AFRICAN SOCIAL SECURITY AGENCY ACT 9, 2004

The objective of the South African Social Security Agency Act is to “provide for the establishment of the South African Social Security Agency (SASSA) as an agent for the administration and payment of social assistance; to provide for the prospective administration and payment of social security by the Agency and the provision of services related thereto; and to provide for matters connected therewith”. SASSA therefore has the responsibility of ensuring that all social grants included in the previously discussed Social Assistance Act are effectively managed and administered.

Section 5 and 6 of the South African Social Security Agency Act indicate that SASSA is headed by a Chief Executive Officer (CEO) who reports to the Minister of Social Development. As the head of the agency, the SASSA CEO is accountable for the overall management of SASSA. This implies that the CEO must ensure that social grants such as the CSG are well administered by SASSA staff and that annual and strategic plans are formulated and met by the organisation.

Therefore, when it comes to alleviating poverty in children, SASSA has a critical role to play in South Africa. The manner in which the CSG is administered and managed has a direct impact on beneficiaries given SASSA's mandate. This implies that, mismanagement of the CSG will defeat the purpose of assisting children living in poverty, and good management and administration thereof will have a positive effect on beneficiaries.

4.6 CHILDREN'S ACT 38 OF 2005

The purpose of the Children's Act is to realise the rights of children as per the Constitution of the Republic of South Africa. For instance, section 28(1)(a-i) stipulates that every child has the right:

- a) "To a name and a nationality from birth";
- b) "To family care or parental care, or to appropriate alternative care when removed from the family environment";
- c) "To basic nutrition, shelter, basic health care services and social services";
- d) "To be protected from maltreatment, neglect, abuse or degradation";
- e) "To be protected from exploitative labour practices";
- f) "Not to be required or permitted to perform work or provide services that-
 - (i) are inappropriate for a person of that child's age; or
 - (ii) place at risk the child's well-being, education, physical or mental health or spiritual, moral or social development";
- g) "Not to be detained except as a measure of last resort, in which case, in addition to the rights a child enjoys under sections 12 and 35, the child may be detained only for the shortest appropriate period of time, and has the right to be-
 - (i) kept separately from detained persons over the age of 18 years; and
 - (ii) treated in a manner, and kept in conditions that take account of the child's age";
- h) "To have a legal practitioner assigned to the child by the state, and at state expense, in civil proceedings affecting the child, if substantial injustice would otherwise result"; and
- i) "Not to be used directly in armed conflict, and to be protected in times of armed conflict".

Another objective of the Children's Act is to "set out principles relating to the care and protection of children". The CSG assists in this regard in that it provides the financial means for caregivers to be able to care for their dependants. Additionally, the Children's Act seeks to "define parental responsibilities and rights". Pertaining to the CSG, the caregivers' responsibility is to ensure that the grant is used for the child's best interests. Therefore, in the administration of the CSG, both SASSA and the caregivers should keep in mind the Children's Act, which offers the highest protection to children.

4.7 NATIONAL DEVELOPMENT PLAN

Another regulatory issue pertaining to the CSG is the National Development Plan (NDP). The objective of the NDP is to "eliminate poverty and reduce inequality by the year 2030". The NDP acknowledges that it is imperative to provide social protection, such as the CSG, to those in need as it assists with tackling issues of poverty and inequality (National Planning Commission 2011:358).

The NDP was drafted by the National Planning Commission appointed in 2010 by the then President of South Africa, Mr Jacob Zuma. In achieving its objective, the NDP sought to address the following challenges:

- "Too few people work".
- "The quality of school education for black people is poor".
- "Infrastructure is poorly located, inadequate and under-maintained".
- "Spatial divides hobble inclusive development".
- "The economy is unsustainably resource-intensive".
- "The public health system cannot meet demand or sustain quality".
- "Public services are uneven and often of poor quality".
- "Corruption levels are high".
- "South Africa remains a divided society".

Some of the NDP's listed milestones include "ensuring household food and nutrition security and entrenching a social security system covering all working people, with social protection for the poor and other groups in need, such as children and people

with disabilities”. The CSG assists with achieving some of these milestones. As stated in chapter 2 of this study under section 2.4.2, the CSG allows beneficiaries to purchase items such as food, thus improving their nutrition levels. The NDP’s vision is for children to have appropriate access to healthcare given that the lack thereof might affect their entire lives, which in turn, influences their future, productivity, earnings, and economic well-being (National Planning Commission 2011:106). The NDP acknowledges that, for many households, social grants such as the CSG are the dominant, if not the only form, of income, especially in households where there is no one in employment (National Planning Commission 2011:367). The provision of the CSG thus assists in meeting some of the goals of the NDP.

4.8 PUBLIC FINANCE MANAGEMENT ACT NO. 1 OF 1999

Finally, another piece of legislation relevant in the administration of the CSG is the Public Finance Management Act (PFMA). The objective of the PFMA is to:

- “Regulate financial management in the national government and provincial governments”;
- “Ensure that all revenue, expenditure, assets and liabilities of those governments are managed efficiently and effectively”;
- “Provide for the responsibilities of persons entrusted with financial management in those governments”;
- “Provide for matters connected therewith”.

SASSA, as the agency responsible for the implementation of the CSG, must ensure that it complies with the PFMA and it is the CEO’s responsibility to ensure such. Section 2(2) of the South African Social Security Agency Act stipulates that SASSA is subject to the PFMA. SASSA is expected to develop financial plans and ensure that reporting is done in terms of the PFMA.

Furthermore, section 10(2) of the PFMA states that the CEO “must ensure that the Agency’s annual budgets, corporate plans, annual reports and audited financial statements are prepared and submitted in accordance with the PFMA”. Yearly information pertaining to the CSG can be accessed from annual reports drafted by SASSA. The reports contain information such as the number of CSG recipients for a

particular financial year and expenditure on the CSG in that year. The whole process of complying with the PFMA assists with providing transparency and being accountable for the administration of social grants, such as the CSG. However, even with the existence of the PFMA, year-in and year-out, cases of corruption are still reported from both officials and beneficiaries. For instance, in the 2019/2020 financial year, there were 473 alleged fraud and corruption cases reported (SASSA 2019/2020:25). This was a decrease from the previous financial year in which there were 662 reported cases (SASSA 2018/2019:29).

Section 17 of the Social Assistance Act further stipulates that the PFMA should be applied in recovering monies from persons who undeservedly receive social grant payments from the State. However, again, the PFMA does not stipulate measures that should be taken to reimburse beneficiaries who do not receive their pay-outs or are underpaid. This is an area that should also be included in legislation considering the significant impact of the CSG, especially in households who do not have anyone employed.

As alluded to in the literature review, the CSG makes a positive difference in poor households. Thus, it continues being considered in government budgeting processes. The funding for the CSG is included in the national budget under social grants. Section 27(1) of the PFMA states that the Minister of Finance must table the national budget just before the commencement of the new financial year. It is at that point that the funds allocated for the CSG each year are announced by the Minister of Finance. It is important to ensure that monies allocated to social grants, including the CSG, are spent in an appropriate manner to ensure that the funds reach the beneficiaries that they were intended for. Section 55(1)(a-b) of the PFMA stipulates that SASSA, as a public entity, “must keep full and proper records of the financial affairs of the public entity” and “prepare financial statements for each financial year in accordance with generally accepted accounting practice, unless the Accounting Standards Board approves the application of generally recognised accounting practice for that public entity”. These measures ensure the financial sustainability of the CSG.

4.9 CONCLUSION

Chapter 4 discussed legislative and regulatory frameworks pertaining to South Africa's child-support grant policy. The chapter commenced with an introductory statement on social security, followed by the discussions on the legislative and regulatory frameworks. These included the Constitution of the Republic of South Africa, 1996, Social Assistance Act, No. 13 of 2004, South African Social Security Agency Act 9, 2004, White Paper for Social Welfare, 1997, Children's Act 38 of 2005, National Development Plan and Public Finance Management Act No. 1 of 1999. The frameworks highlighted the importance of not only providing the CSG to poor households but that its administration and management were done so appropriately. The next chapter will discuss the research design and data-collection methods used in conducting the study.

CHAPTER 5

RESEARCH DESIGN AND DATA-COLLECTION METHODS

5.1 INTRODUCTION

The purpose of Chapter 5 is to discuss the research design and data-collection methods that were employed in carrying out this study. This entails discussing the research design, which includes qualitative research, quantitative research, and mixed methods research. The study made use of the mixed methods research design which is a combination of both qualitative and quantitative designs.

In conducting scientific research, researchers are expected to clearly describe the target population for their study, including how the sample was established. The target population for this study were CSG caregivers who reside in Mamelodi, as well as officials from the SASSA local office in Mamelodi. Pertaining to sampling, there are different types of sampling strategies from which researchers may choose from. The important issue in this regard is for one to ensure that they select the most appropriate sampling strategy for their study. Therefore, in this study, the snowball sampling technique was used in selecting caregivers from Mamelodi. This was the most appropriate strategy given that data were collected remotely due to Covid-19 restrictions. Additionally, social grants are a sensitive issue, snowballing is said to be also an appropriate sampling strategy in instances where the topic is sensitive. Furthermore, purposive sampling was employed in selecting the officials from the SASSA local office in Mamelodi. This was appropriate considering that the staff had the information that was required for the research, given their line of work.

Following the identification and selection of the target population and sampling strategy, the researcher is expected to gather data through appropriate data-collection instruments. In this study, data were collected from the CSG caregivers through an online survey consisting of both closed and open-ended questions. Additionally, face-to-face interviews were used to collect data from the SASSA officials at the local office

in Mamelodi. Finally, content analysis was also used in collecting data in order to complement data from the survey and interviews.

Data collection is then followed by data analysis which involves displaying the collected data in a presentable manner. The data collected from this study were analysed using SPSS for the survey and thematic analysis for the interviews and documents.

Moreover, it is important for researchers to assure their audience of the integrity of the research. In this regard, the internal and external validity, reliability, and trustworthiness of the study are explained in this chapter.

Finally, this chapter describes what the limitations of the study were, these included a language barrier, Covid-19 restrictions and the study being limited to a single geographical area.

5.2 RESEARCH DESIGN

According to Mukherjee (2019:49), the purpose of a research design is to provide a framework for the various tasks that are undertaken in the research process. Sections 5.2.1 to 5.2.3 below discuss this study's research design.

5.2.1 QUALITATIVE RESEARCH

Qualitative research is "social or behavioural research that explores the processes that underline human behaviour using exploratory techniques such as interviews, surveys, case studies and other relatively personal techniques" (Van Zyl 2014:213). Qualitative data is typically conveyed in words instead of numbers (Walliman 2017:19). With qualitative research, the researcher collects the data from the participants' setting with the objective of focusing on and understanding individual meanings. Analysing data in qualitative research comprises determining common themes and interpreting the meaning of the data (Creswell 2014:4). One of the advantages of using qualitative methods is that the researcher is in touch with reality stemming from the personal

interactions with the research participants. On the other hand, the method poses disadvantages, such as being costly, time-consuming and labour-intensive (Auriacombe & Mouton 2007:443). This summary on qualitative research is presented due to the fact that it was one of the approaches applied in conducting this study. The relevance of this approach in this chapter and study is that content analysis and the face-to-face interviews that were conducted represented a qualitative method. The questions from the interviews sought to understand what the success factors and challenges were in the administration of the CSG as well as how those could be mitigated. Responses from the interviews were analysed using thematic analysis.

5.2.2 QUANTITATIVE RESEARCH

Contrastingly, quantitative research can be defined as “research that explains phenomena according to numerical data which are analysed by means of mathematically based methods, especially statistics” (Yilmaz 2013:311). The use of statistical data with this approach provides an advantage in that time and resources are saved. Another advantage of using the quantitative technique is that it provides room for the researcher to make use of control and study groups, for instance, using different methods on a group that has been split up and later compared to determine the one that was most impactful (Eyisi 2016:94). A disadvantage with the quantitative approach is that the researcher is detached from the participants, which may result in the researcher missing an in-depth overview of the phenomenon in its natural setting (Eyisi 2016:94). This summary on quantitative research is presented due to the fact that it was one of the approaches applied in conducting this study. The relevance of this approach in this chapter and study is that the survey that was completed by the research participants represented a quantitative method. The questions in the survey were broken down in three parts where the first sought to answer whether the CSG alleviated poverty, the second sought to determine the impact of the CSG on beneficiaries and the third sought to ascertain the challenges associated with the CSG. Responses from the survey were analysed using SPSS and presented in graphs.

5.2.3 MIXED METHOD APPROACH

On the other hand, a mixed method approach is an alternative to the qualitative and quantitative research designs described above in that it makes use of both the designs. Creswell and Plano Clark (2011:5) identified the following characteristics to describe what the mixed method research approach entailed:

- “Researcher collects and analyses both qualitative and quantitative research data”.
- “Simultaneously mixing the two categories of data by combining them, sequentially having them build on one another or embedding one within another”.
- “Giving priority to one or both forms of data”.
- “Using these procedures in a single form of study”.
- “Framing the procedures within philosophical worldviews and theoretical lenses”.
- “Combining procedures into specific research designs that direct the plan for conducting the study”.

One of the advantages of making use of a mixed method approach is that the strengths of the one approach, qualitative and quantitative, can be used to make up for the weaknesses of the other (Creswell & Plano Clark 2011:12). For instance, with the quantitative research approach, the researcher is detached from the participants, which is a weakness that the qualitative research approach makes up for. Similarly, mining data collected from using the qualitative research design can be time-consuming, a weakness the quantitative research approach makes up for. The mixed method approach provides the researcher with a more enhanced insight on the research problem than if one of the designs is utilised on its own. However, Creswell and Plano Clark (2011:13) caution that using a mixed method approach does not take away the importance of using either a quantitative or a qualitative research design approach. It depends on what the research problem best merits. Creswell and Plano Clark (2011:13-15) further listed disadvantages associated with the mixed method approach such as the researcher being required to have the necessary skills and having to effectively work in teams to make use of expertise.

The mixed method approach was used for the research study. This was done through use of a survey, interviews, and content analysis. The combination of these data-collection methods fitted with the mixed methods approach as the survey represents an aspect of both quantitative and qualitative approaches, while the interview and content analysis represent that of the qualitative approach. Daniel and Harland (2017:116) indicate that interviews with surveys are a typical example of a mixed method approach.

5.3 POPULATION

In conducting research, it is likely that researchers will be faced with the constraint of not having sufficient resources to include everyone or everything that they are interested in studying. However, picking a segment of the larger group to conduct a study on, with that smaller number assists with the predicament, this is referred to as population (Van Zyl 2014:33). The population for this study included CSG caregivers from Mamelodi sixteens as well as officials from the SASSA local office in Mamelodi, this is highlighted below in sections 5.3.1 and 5.3.2:

5.3.1 POPULATION FOR THE SURVEY

The target population for the study were beneficiaries of the CSG who resided in Mamelodi. Mamelodi is a township situated in the City of Tshwane Municipality in the Gauteng Province, South Africa. Mamelodi is demarcated into 54 sub-places (Frith:nd.). Data from the 2011 census indicated Mamelodi to have a population of 334 577 residents with 110 703 households (STATS SA 2011). Mamelodi's area size is 45.19 km² (Frith:n.d.). Out of Mamelodi's 54 sub-places, Mamelodi Sixteens was the studied area for the purpose of the research. There are 912 households in Mamelodi Sixteens with 3422 residents in an area of 0.21 km² (Frith:n.d.).

5.3.2 POPULATION FOR THE INTERVIEWS

In addition to the abovementioned population for the study, SASSA officials from the local office in Mamelodi were included. Information received from the SASSA local office in Mamelodi was that the office had a population of 19 officials and, out of those officials, 3 key officials became part of the study. The officials were all Grants Administrators.

5.4 SAMPLING METHOD

Conducting research on an entire population would be an expensive and time-consuming exercise. Thus, there is a provision for sampling (Walliman 2017:106). Sampling entails recruiting research participants and, in that recruitment process, the researcher must decide on the number of people he or she seeks as well as their characteristics, which will be representative of the entire population (Daniel & Harland 2017:47). Sampling can be divided into two general strategies, namely, probability and non-probability sampling (Van Zyl, Salkind & Green 2014:96). Through probability sampling, members of a population have an equal opportunity of being selected whereas with non-probability sampling the odds are not equal (Van Zyl, Salkind & Green 2014:96-103). Random methods of choosing a sample are used with probability sampling, while non-probability sampling is based on non-random selection methods (Walliman 2017:109). This study made use of two non-probability sampling techniques, namely, snowball sampling and purposive sampling. These sampling strategies are discussed below in sections 5.4.1 and 5.4.2.

5.4.1 SAMPLING USED FOR THE SURVEY

The survey research participants from Mamelodi were selected using the snowball sampling technique. Snowball sampling is a non-probability sampling technique that is used when it is hard to locate members of the population. With this technique, data are collected from the few members of the population that the researcher finds. Thereafter, the researcher requests those few members to refer him or her to others who share similar characteristics and who too are in turn requested to do the same

task and so on. The sample thus accumulates as each study subject directs the researcher to other study subjects (Babbie 2008:205). The word 'snowball' is used to describe this sampling technique as the process is compared to snow that becomes blown by the wind and picks up more snow as it rolls into a ball-like shape until it grows bigger and bigger in size (Monette, Sullivan & DeJong 2010:151).

Consequently, due to the restrictions and health safety issues brought about by the prevalence of the Covid-19 global pandemic, the snowball sampling method was relevant for the study, as the researcher would have otherwise found it difficult to locate research participants at a time when physical field research was restricted. Daniel and Harland (2017:49) mention that snowball sampling assists when finding research participants may be difficult. Furthermore, Monette et al. (2010:151) state that the snowball sampling technique is useful when researching topics that are sensitive. There is stigma associated with receiving a social grant such as the CSG, making use of referrals therefore assisted the researcher in acquiring a sample that would open up, considering that all participants were familiar with the person who referred them to the researcher.

As stated in section 5.3.1, there are 912 households in Mamelodi Sixteens, the researcher took 20% of that household number as the population. Therefore, a total of 182 (n) households were selected. The first research participant of the snowball sample was the researcher's former colleague's friend who resided in Mamelodi Sixteens. This first research participant who was a CSG beneficiary was requested to complete the survey as well as refer the researcher to other CSG beneficiaries whom they knew of in the same area. The researcher requested the additional research participants to also refer to other CSG beneficiaries whom they knew of from the same area. This was done until a sample size of 182 was reached.

However, in examining the survey responses during the data analysis stage, it was evident that 174 responses were valid and the remaining 8 were duplications. According to Daniel and Harland (2017:50), the response rate is calculated by taking the total number of respondents who completed the survey and dividing it by the number that was desired for completion, $174/182 \times 100 = 96\%$. The survey therefore still

attained a high response rate of 96%; the authors Daniel and Harland (2017:49) state that a high response rate reduces sampling error.

5.4.2 SAMPLING USED FOR THE INTERVIEWS

Purposive sampling was used in drawing a sample from SASSA officials at the local office in Mamelodi. Initially, the request to conduct interviews was submitted to the SASSA head office in Pretoria. However, after the SASSA head office had granted the request, it suggested that the interviews should rather be conducted at a SASSA local office as that office was in a better position to assist. Purposive sampling belongs under non-probability sampling. With this type of sampling, the researcher selects specific units founded on a specific purpose instead of a random one. Participants chosen using this method are chosen because they are believed to hold information relevant to the topic being studied (Teddlie & Yu 2007:80). There are different types of purposive sampling, the researcher made use of stakeholder sampling, which is ideal when evaluating research and analysing policy. Stakeholder sampling requires the identification of who the major stakeholders are in the programme being studied (Palys 2008:687). The sample from the SASSA officials at the local office in Mamelodi consisted of staff members who are Administrators of the CSG, which meant that they directly dealt with CSG beneficiaries. The SASSA local office in Mamelodi has a population of 19 workers. Interviewing all 19 officials would have been beneficial to the study. However, due to Covid-19 regulations, staff worked on a rotational basis and the researcher used purposive sampling to select present major stakeholders in the administration of the CSG. The staff at the SASSA local office in Mamelodi were considered to hold critical information that would assist with evaluating the outcomes of the CSG policy, given that they worked directly with the social-grant applicants and beneficiaries.

5.5 DATA COLLECTION

The design of data collection is an important element in the research process. A researcher must ensure that their selected data-collection methods are best suited to addressing the research objectives of the study. According to Mukherjee (2019:75), there are two types of data, namely, primary and secondary data. Data that are directly

obtained by the researcher are referred to as *primary* data while data obtained from other sources are called *secondary* data. The researcher collected the data using a survey, interviews and content analysis. The data collected from the survey and interviews provided primary data for the study, while other data collected from content analysis provided secondary data. Sections 5.5.1 – 5.5.3 below discusses the three data collection methods that were used in this study.

5.5.1 SURVEY

A survey, one of the data collection methods used in this study, provides the researcher with “high representativeness of the entire population and low cost of the method” (Queirós, Faria & Almeida 2017:377-381). Due to restrictions imposed by the South African government as a result of the Covid-19 pandemic, the researcher designed a survey on Microsoft Word and thereafter exported and modified it on Google Forms in order to develop an online survey that would be completed by CSG beneficiaries who resided in Mamelodi. The survey began with an introduction to the study. According to Besen-Cassino and Cassino (2017:240), including an introduction in a survey assists with improving response rates, as it provides comfort to the participants regarding the nature of the study.

The steps below specify how the online survey was completed by the research participants:

- Making use of the snowball sampling technique assisted the researcher with obtaining contact details of the research participants prior to the survey being completed.
- Before any participant completed the online survey, the researcher first ensured that the research participants were all set up. For instance, the research participants were briefed about the study through the participation information letter as well as the consent form. Both the participation information letter and consent form were sent to the participants as attachments on WhatsApp which is an instant messaging mobile application.

- Furthermore, the researcher had verified beforehand whether a research participant had a cell phone or computer and access to data so that they could connect to the web browser and complete the online survey.
- In the case where a research participant had a cell phone or computer but did not have data, the researcher provided the required amount of data for completing the survey, which was rather little. The researcher was able to make purchases of mobile data for participants by making use of the funds received from the UNISA postgraduate bursary. The data were directly loaded to the participants' mobile phone accounts and the researcher kept a record of all purchases made including date, amount, and cell phone number.
- Research participants were sent the link (<https://forms.gle/w8NsYBXefVK5JNW76>) to the survey which was available on Google Forms. The link was mostly sent through WhatsApp by the researcher.
- Once research participants opened the link, they encountered the questions that needed to be responded to, which were divided into different sections. The survey questions are attached as Annexure A in this study.
- Section 1 of the survey requested biographical details. Section 2 addressed a question relating to child poverty alleviation. Section 3 dealt with the difference or impact that the grant made in the lives of beneficiaries. Finally, the last section of the survey pertained to challenges associated with the child-support grant policy. The survey questions were based on this study's research questions and research objectives outlined in chapter 1 under sections 1.4 and 1.5.
- All questions on the survey had been marked as 'required' to ensure that there were no questions left unanswered; in cases where the question was non-applicable (N/A), the participants were able to state so. The survey consisted of both open-ended and closed-ended questions.
- Google Forms was chosen in designing the online survey due to its simplicity for the respondents and the rich information that it was able to generate for the researcher, including an analysis of the responses through summaries such as pie charts.

- Upon completion of the online survey, the research participants received the following confirmation message “*Thank you for participating in the study, your responses have been recorded*”.
- All responses received were anonymous; participants were not requested to provide personal details that would identify them.

5.5.2 INTERVIEWS

Another data collection method that was used in this study were interviews. An interview is a technique used in questioning respondents about a topic that might be of relevance to them. These can take many a shape. A semi-structured interview was used by the researcher for this study. The interviews were conducted at the SASSA local office in Mamelodi and were recorded using a voice recorder. Making use of an unstructured interview allowed for the respondents to elaborate on their responses and for the researcher to make follow-up questions which assist in obtaining rich information. According to Walliman (2017:115), interviews are a suitable method to use when researchers seek to collect qualitative data. The advantage of conducting an interview is that the researcher acquires first-hand knowledge or primary data that they would have otherwise not received from anywhere else. The disadvantage is that it might be time-consuming and with an unstructured interview one’s focus might be lost from time to time. However, questions were structured in such a way that the information collected answered the research questions and the researcher was able to direct the interview as planned.

The steps below specify how the interviews were conducted:

- Following the recommendation by the SASSA head office for the researcher to conduct interviews at a SASSA local office, the researcher attempted a telephone call to the SASSA local office in Mamelodi; however, all calls never went through.
- The researcher then visited the SASSA local office in Mamelodi and was informed that the request to conduct interviews would be considered and that contact would be made to the researcher at a suitable time.

- When the researcher did not receive feedback a week after visiting the SASSA local office in Mamelodi, the researcher returned to the office to make a follow up in person.
- Upon arrival, the researcher was informed that the local office was tremendously busy, thus no response was made to the request. However, the researcher was advised to conduct the interviews on the spot, given that there would not be another opportunity taking into account the busyness of the office.
- The researcher was informed that staff were working on a rotational basis due to Covid-19. The researcher therefore used purposive sampling to select three key official staff members who would participate in the interviews.
- Before conducting the interviews, the researcher provided the background to the study and provided participants with the participation information letter and consent forms.
- Participants were informed that they were being recorded and that their identities would be kept confidential.
- The interview questions were divided into three sections where the first sought to determine the success factors associated with administering the CSG. The second question aimed at understanding what the challenges associated with the administering of the CSG were. Finally, the purpose of the last question was to determine what the interviewees thought was the best way of addressing their identified challenges. The verbatim interview questions posed are attached as Annexure B in this study.

5.5.3 CONTENT ANALYSIS

In addition to the survey and interviews, the researcher also made use of content analysis (books, articles, annual reports, government and academic publications, discussion papers, and statistical reports from Stats SA) in collecting data on the CSG. Content analysis is a research method that includes analysing text data. “The focus is on the content or contextual meaning of the text. The text data can be of verbal, print or electronic form, obtained from “narrative responses, open-ended survey questions, interviews, focus group, observations or print media such as articles, books or manuals” (Hsieh & Shannon 2005:1278). Documents assist in confirming or

contradicting information collected through other sources such as interviews (Van Zyl, Salkind & Green 2014: 214). Furthermore, Bowen (2009:31) states that documents are 'unobstructed' and 'non-reactive' and thus unaffected by the research process. For that reason, this method was deemed appropriate to include in conducting the study.

5.6 DATA ANALYSIS

The mixed method approach was suitable for analysing the data collected as both qualitative and quantitative techniques were used through thematic analysis for the qualitative data and descriptive statistics using SPSS for quantitative data. The benefits of using the mixed method approach for the research is that findings can be scrutinised from both quantitative and qualitative perspectives, thereby providing more validity through the detection of similarities, differences, and gaps between the two methods. The most significant benefit of applying mixed methods for the research was the opportunity for triangulation, using different means (survey, interviews, and content analysis) in studying the same phenomenon. Qualitative data were thematically analysed while quantitative data were analysed using SPSS. The thematic strategy involves an exercise of "locating patterns or themes from the data collected in which relevance to the research question must exist" (Maguire & Delahunt 2017 3352). Qualitative data generated rich information that contained similarities and patterns. The researcher utilised thematic analysis to pick up and analyse arising patterns. In presenting the quantitative data, graphical values were used in the form of SPSS.

5.7 INTERNAL AND EXTERNAL VALIDITY, RELIABILITY, AND TRUSTWORTHINESS OF THE STUDY

The sections below outline what validity, reliability and trustworthiness imply in conducting research:

5.7.1 VALIDITY OF THE RESEARCH DESIGN

Validity pertains to assessing whether the research instrument used in collecting the study's data measures what it is supposed to measure Mukherjee (2019:79). According to Andrade (2018:498), internal validity refers to whether the research study was designed and carried out in a way that would ensure that the responses from the

participants were trustworthy. In this research study, to ensure internal validity, the survey was structured in such a manner that it was able to generate responses directly relating to the research questions. The first section of the survey dealt with biographical details of the research participants. The second section of the survey addressed the study's first research question, which was, does the child-support grant alleviate child poverty? The third section of the survey pertained to the study's second research question, which was, what difference or impact has the grant brought about in the lives of beneficiaries? Finally, the last section of the survey related to the study's third research question, which was, what are the challenges associated with the child-support grant policy? On the other hand, according to Besen-Cassino and Cassino (2017:29), external validity refers to the degree to which results generated from a study can be generalised to other contexts. To ensure external validity in this study, the sample group represented the population as the researcher ensured that the group's characteristics, CSG beneficiaries residing in Mamelodi in this case, matched those of the entire target population.

5.7.2 RELIABILITY

On the other hand, reliability pertains to how the applied method consistently measures something (Mukherjee 2019:79). This implies that, if the method is consistent, the same or similar results should be generated upon repeating it. In this study, the survey was first tested by the researcher's two associates, who resided in Mamelodi and made use of the CSG. Results from the survey were also compared to other research work conducted on similar studies and similarities were identified. According to Besen-Cassino and Cassino (2017:273), surveys have high reliability. Since the questions are standardised, a researcher may ask the same questions and determine whether results will hold.

5.7.3 TRUSTWORTHINESS OF THE STUDY

Trustworthiness assists readers with the assurance that the research undertaken was done in good standard. It entails depicting that the study's findings are in fact based on data generated from research participants (Daniel & Harland 2017:113). Credibility,

Dependability, Conformability and Transferability are examined to determine the trustworthiness of the study as per the below in sections 5.7.3.1 to 5.7.3.4.

5.7.3.1 CREDIBILITY

One of the elements to be considered in determining the trustworthiness of a study is to ascertain its credibility. According to Daniel and Harland (2017:116), providing a verification of sources from which the data were obtained assists in building credibility. Additionally, also clarifying how the research was collected and analysed further assists with credibility. In this study, the researcher documented all processes followed including sources. Furthermore, in this chapter under sections 5.5 and 5.6, the researcher provided a detailed description of how the data were collected from the participants, including how they were analysed.

5.7.3.2 DEPENDABILITY

Another element to consider when determining trustworthiness is dependability of the study. Dependability pertains to auditing the research process that was followed; thus, it is important for the researcher to ensure that the entire process was “logical, traceable and well documented” (Tobin & Begley 2004:392). Pertaining to this study, the whole of chapter 5 outlined the steps that were taken in undertaking the research, which makes it logical and traceable. Furthermore, the researcher kept a proper record of all research activities that were undertaken, such as signed consent forms. This simplifies auditing should there be a need to audit the manner in which the study was conducted.

5.7.3.3 CONFORMABILITY

Conformability is an additional aspect that must be examined when determining the trustworthiness of a study. According to Tobin and Begley (2004:392), conformability refers to ensuring that the manner in which the researcher interprets the findings of the study are in fact linked to the data that were collected. The voice recorder for the interviews and the completed surveys can always be referred to in order to verify

responses recorded by the researcher. In this study, the researcher analysed the data that was generated from the survey and the interviews and made interpretations based on those.

5.7.3.4 TRANSFERABILITY

Finally, another factor to consider in determining the trustworthiness of a study is transferability. According to Daniel and Harland (2017:117), transferability “suggests that findings obtained in a particular context can offer valuable lessons for other similar settings”. In this study’s context, analysis and reporting of high quality were ensured in order that the next researcher could make a determination for themselves whether the research is transferable.

5.8 ETHICAL CONSIDERATIONS

Ethical considerations throughout the research process are imperative, as they assist with ensuring that the researcher maintains integrity in carrying out the study. In addressing ethical considerations, Mukherjee (2019:73) contends that informed consent from the research participants should be obtained, that there should be strict confidentiality pertaining to the information received and that there should be a debriefing of participants on research findings prior to publishing.

Therefore, to comply with the UNISA policy on Research Ethics, the researcher applied for ethics clearance and only conducted the research once ethical clearance was granted by UNISA’s Faculty of Economic and Management Sciences. Fleming (2018:210) asserts that researchers whose data-collection methods involve human participants should ensure that they first acquire ethical clearance before commencing with the data collection. Obtaining ethical clearance for this study was thus imperative given that there were human participants involved.

Subsequently, a permission letter to conduct interviews at SASSA was sent to the SASSA head office in Pretoria, which later referred the researcher to the SASSA local office in Mamelodi instead.

Additionally, according to Fleming (2018:2010), research participants must be fully briefed about what the study is about as well as how the results will be utilised thereafter. The author emphasises that data from a participant should only be obtained once they have given their consent following the information provided to them on the study. Consequently, prior to conducting the research, all participants were provided with consent forms and were adequately informed of the purpose of the study by means of participation-information sheets.

The researcher therefore ensured that all ethical considerations were abided by throughout the study. Fleming (2018:211) argues that research participants should not be harmed during the data-collection process and that anonymity and confidentiality are important steps to take to ensuring such. All research participants were kept away from harm in that the study was undertaken in the comfort of their own homes (survey) and offices (interviews). Furthermore, research participants' lives were not placed in any danger while participating in the study. Additionally, all participants' responses were recorded anonymously, thus maintaining their privacy. The researcher did not share information with anyone on participants' personal details, such as name, surname, physical address, employment status and so on. There was no coercion of participants to get involved in the study. In an instance where a selected participant did not wish to participate, they were not threatened in any manner, as the researcher continued to the next willing research participant. Lastly, physical, psychological, legal, social, economic or losses of confidentiality risks were unlikely in this study.

5.9 LIMITATIONS OF THE STUDY

Pertaining to the limitations of this study. The survey was designed in English, a language that only 2.9% of the respondents indicated to be their home language. Therefore, some of the research participants experienced language-barrier issues. This was evident not only by misunderstanding a particular question that was posed but also in the manner in which some of the questions were responded to.

Moreover, the CSG programme is a nationwide one from which over 12 million children across South Africa benefit from. The researcher would have preferred to cover all geographical areas in the country. However, due to financial constraints and other lack of resources, such as human capital and time constraints, the research was limited to Mamelodi. The views of beneficiaries are therefore not comprehensive in nature, due to other areas being excluded. Thus it might not be possible to generalise findings of the study to other areas in South Africa, such as rural areas.

Finally, the prevalence of Covid-19 made it unsafe for the researcher to physically collect survey data from research participants, thus the remote data-collection provisions. Generally, older persons experience technology, including the internet, to be more complicated than do their young counterparts. Therefore, conducting the survey online discouraged older persons from participating. Their views might have perhaps differed from the ones provided by the younger participants.

5.10 CONCLUSION

This chapter discussed the research design and data collection methods that were applied in conducting this study and the reasoning behind their selection. An introductory statement was provided first. Subsequently, it was stated that the study made use of the mixed methods research design where both quantitative and qualitative research methods were applied. The mixed methods included a survey, interviews and content analysis. The chapter further explained that the population for the research survey were CSG beneficiaries who resided in Mamelodi and that the population for the interviews were employees from the SASSA local office in Mamelodi. This chapter also discussed the sampling methods chosen for this study which were the snowball sampling technique for the survey and purposive sampling for the interviews. This was followed by a detailed description of how the data was collected and analysed. Furthermore, the validity, reliability, and trustworthiness of the study were discussed followed by ethical considerations. Finally, the limitations of the study were presented and these included a language barrier, the study being limited to only Mamelodi and Covid-19 restrictions. The next chapter will provide an interpretation and analysis of the study's findings.

CHAPTER 6

DATA INTERPRETATION AND ANALYSIS OF FINDINGS

6.1 INTRODUCTION

Chapter 6 presents the study's research results by interpreting and analysing the findings thereof. First, the chapter begins with an introductory statement. Secondly, it is followed by a discussion of the survey and the interviews. Thirdly, the findings of the overall study are discussed and finally the chapter ends with a conclusion. The research results stem from the survey that was administered to 174 child-support grant (CSG) beneficiaries as well as interviews with three key officials from the SASSA local office in Mamelodi.

Chapter 6 of this study discusses the research analysis, as well as the interpretation of the research findings. The data from the survey are presented first, with various sections that sought to address the study's research objectives and questions. The first section of the survey consisted of biographical details of the CSG caregivers. The second section was in relation to the first research objective of this study, which was to determine whether the CSG alleviated child poverty. The third section addressed the second research objective of this study, which was to identify the difference or the impact that the CSG had on the lives of beneficiaries. Finally, the last section of the survey was in relation to the last objective of this study which was to investigate the challenges associated with the CSG policy.

The interviews consisted of three broad questions, which sought to attain an understanding from the SASSA officials regarding what they considered to be the success and challenge factors pertaining to the administration of the CSG and their proposed remedial action for the challenges identified. Follow-up questions were also posed during the interviews to obtain more in-depth responses from the initial answers that were provided.

The mixed method research design was applied in interpreting the study's findings. This was done by reviewing the literature in combination with the data from the survey

and interviews. The quantitative data of the study were analysed using IBM SPSS version 27, while qualitative data were thematically analysed.

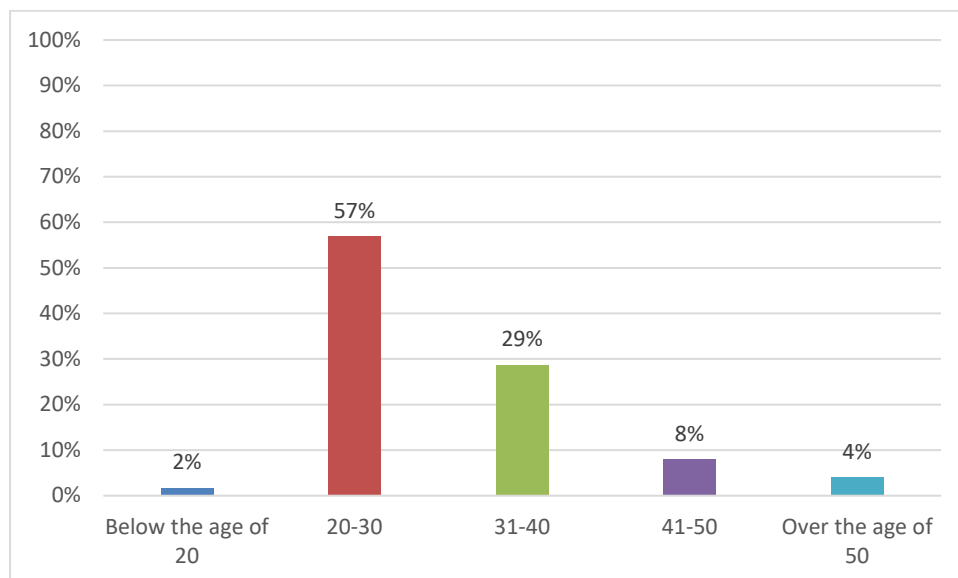
6.2 SURVEY

The first part of this chapter pertains to discussing the results from the survey, which was divided into four sections, as previously specified under section 6.1 of this study. The survey was self-administered and comprised both open and closed-ended questions. This was done to enrich the responses of the respondents pertaining to how they experienced the CSG.

6.2.1 SECTION 1: BIOGRAPHICAL DETAILS OF THE CSG CAREGIVERS

The first section presents biographical details of the CSG caregivers in Mamelodi. This includes age, employment status, number of children, relation of caregiver to the child and home language.

Figure 1: Age of the caregiver

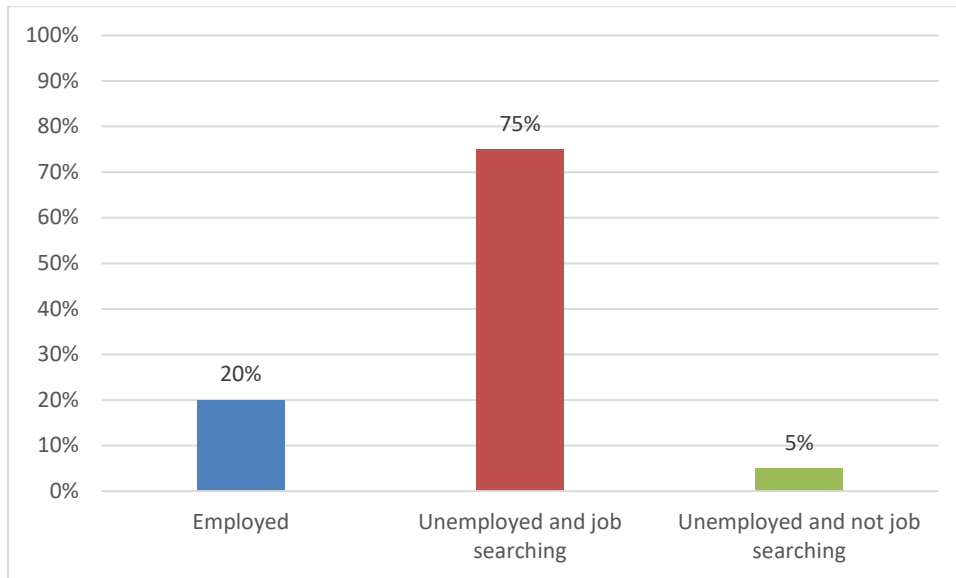


Source: Mamelodi CSG survey, February 2021

The majority of the respondents (57%) were in the 20-30 age group. The second-largest age group in the study was the 31–40 age group, which made up 29% of the study composition. This group was followed by the 41-50 age group, which

represented 8% of the respondents. 4% percent of the respondents were over the age of 50 while only 2% were below the age of 20.

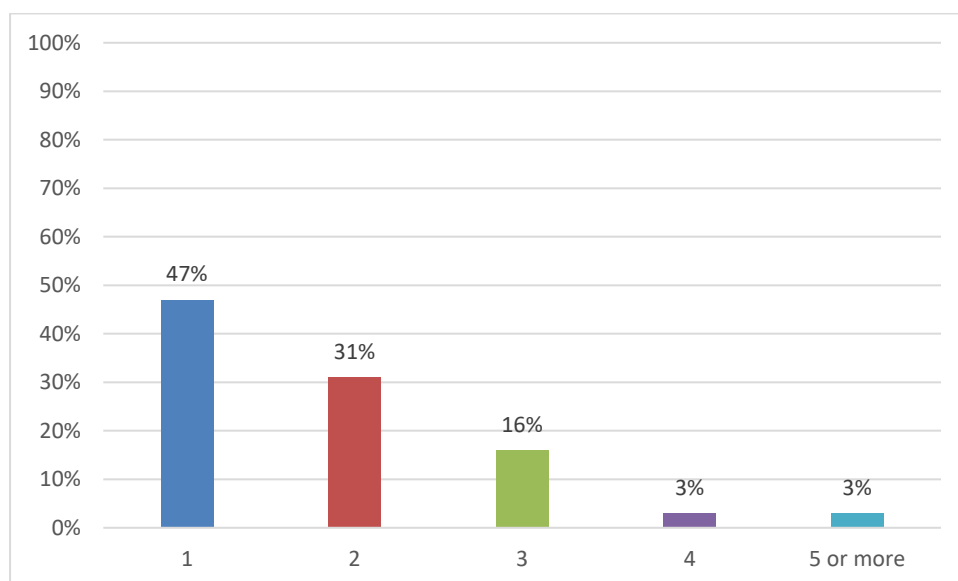
Figure 2: Employment status of the caregiver



Source: Mamelodi CSG survey, February 2021

The data revealed that the majority of the CSG caregivers were unemployed and job searching (75%), while 20% were employed and only 5% were unemployed and not job searching.

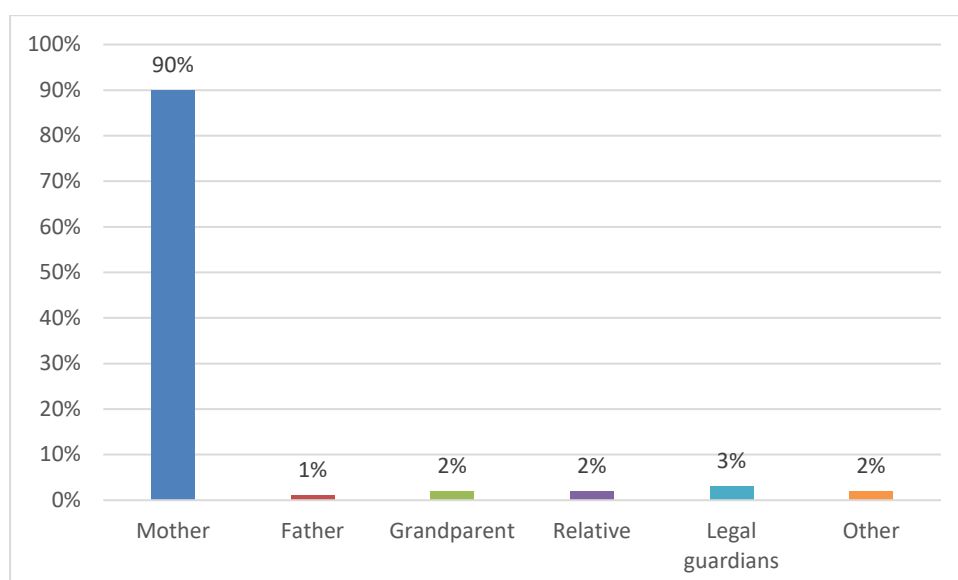
Figure 3: Number of children under the care of the caregiver



Source: Mamelodi CSG survey, February 2021

Most of the caregivers (47%) only had one child, followed by 31% who had two children, then 16% with three children. Only 3% of the respondents indicated they had four children and another 3% indicated they had five or more children.

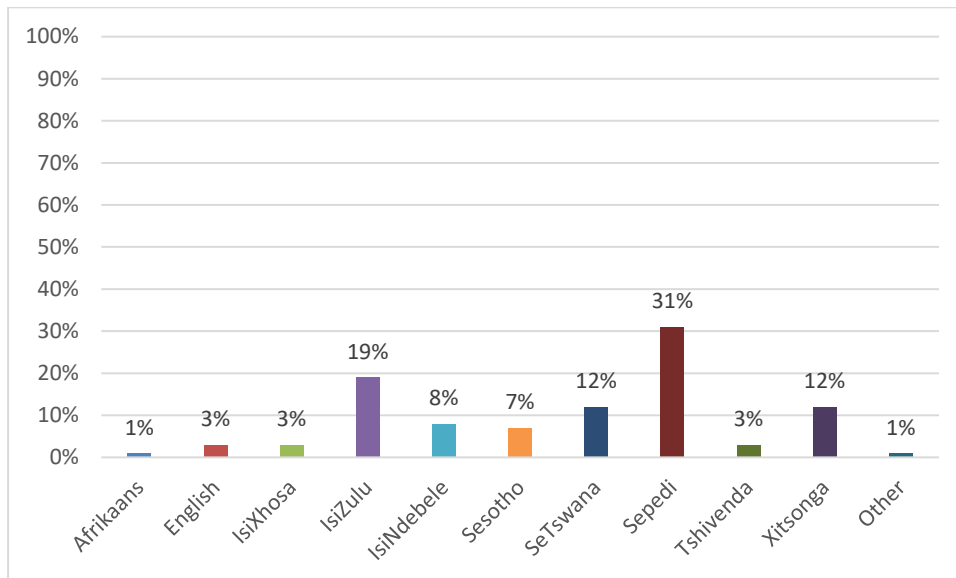
Figure 4: Relation of the caregiver to the child



Source: Mamelodi CSG survey, February 2021

The majority (90%) of the respondents were mothers. This was followed by 3% who were legal guardians, 2% who were the grandparents, 2% who were relatives and another 2% who indicated 'other'. Finally, only 1% of caregivers were fathers.

Figure 5: Household home language



Source: Mamelodi CSG survey, February 2021

The majority of the respondents spoke Sepedi (31%), which was followed by IsiZulu at 19%, then Setswana and Xitsonga both at 12%. 8% percent of the respondents spoke IsiNdebele, followed by Sesotho at 7%, Tshivenda at 3% and English and IsiXhosa both at 3%. Only 1% of the respondents spoke Afrikaans or another language.

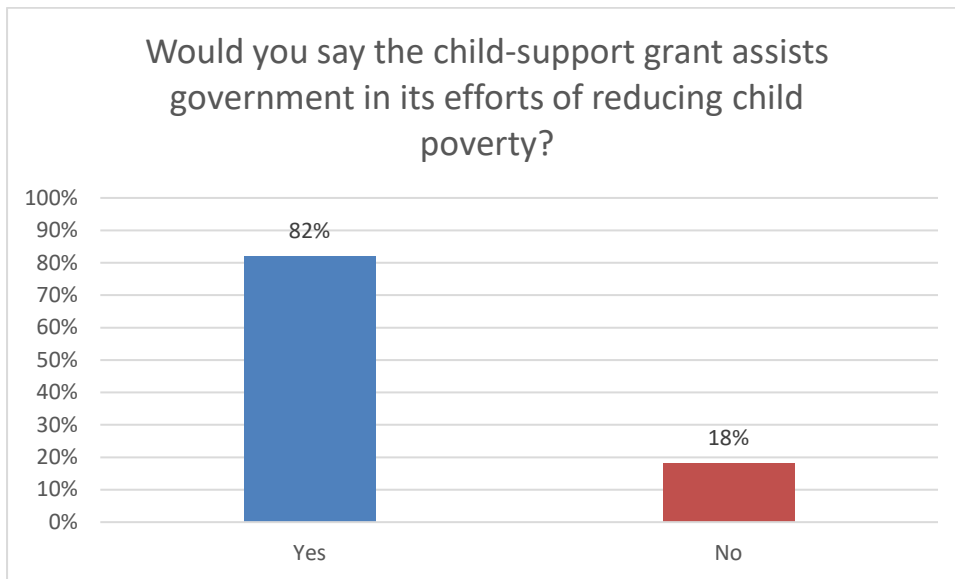
6.2.1.1 AN OVERALL DEPICTION OF THE PARTICIPANTS’ CHARACTERISTICS

The majority of the respondents were mothers who were unemployed and job searching between the ages 20-30. Furthermore, most of the research participants only had one or two children and mostly spoke Sepedi or IsiZulu.

6.2.2 SECTION 2: DETERMINATION OF WHETHER THE CHILD-SUPPORT GRANT ALLEVIATES CHILD POVERTY

Section 2 of the survey sought to address the first research objective of this study, which was to determine whether the child-support grant alleviated child poverty.

Figure 6: CSG and child poverty alleviation



Source: Mamelodi CSG survey, February 2021

82% percent of the respondents were of the view that the CSG assisted the government in its efforts of reducing child poverty while 18% did not agree with the viewpoint.

The primary reason why 18% of the respondents did not agree with the notion that the CSG assisted government in its efforts to reduce child poverty was that the amount of the grant was said to be not sufficient. Below are some of the direct responses from the respondents in this regard.

“It is not enough because you cannot provide at home with R440”.

“It is not enough for everything to cover basic needs”.

“The amount of money given is too little to maintain a child”.

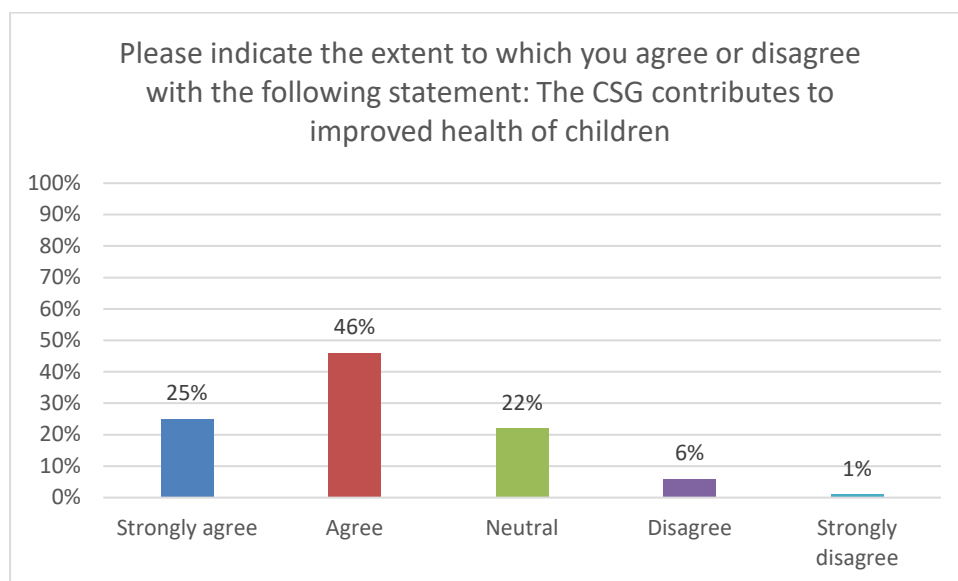
“At least if the minimum is R600.00, it would be able to meet children needs”.

“Because the child-support grant is all used up on my daughter's formular and pampers, can't afford to buy her snacks or fruits or even to lay-buy for her clothes”.

6.2.3 SECTION 3: DETERMINATION OF THE DIFFERENCE OR IMPACT THAT THE CSG HAS ON BENEFICIARIES

Section 3 of the survey sought to address the second research objective of this study, which was to identify the difference or the impact that the child-support grant had on the lives of beneficiaries.

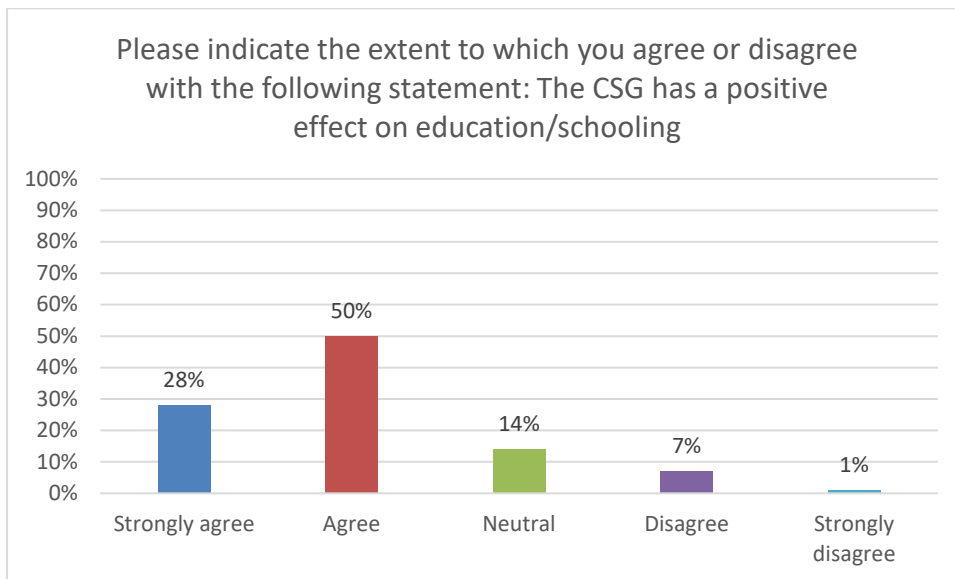
Figure 7: CSG in relation to children's health



Source: Mamelodi CSG survey, February 2021

Pertaining to the statement that the CSG contributes to improved health of children, the majority (46%) of the respondents agreed with the statement, followed by 25% who strongly agreed. 22% percent were neutral to the statement while 6% disagreed and only 1% strongly disagreed.

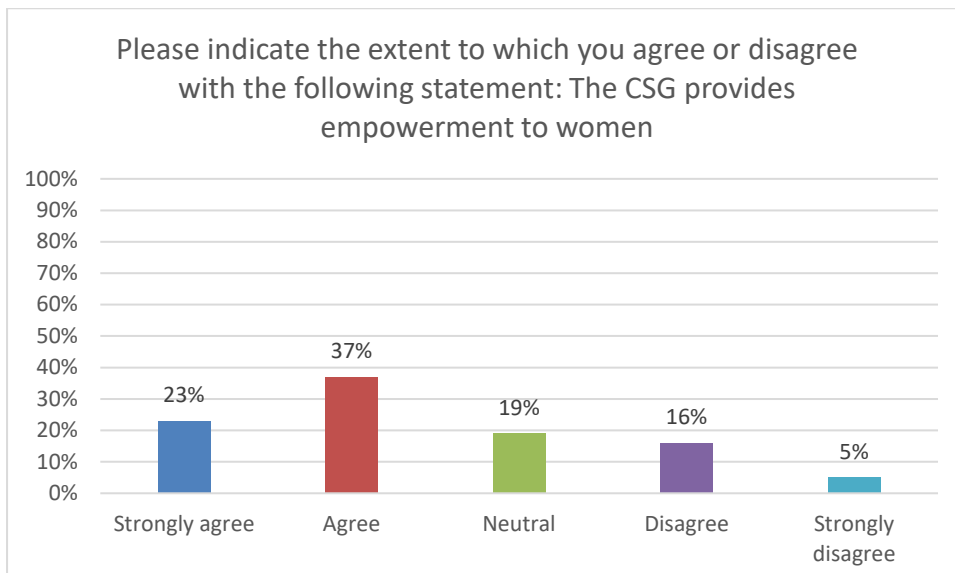
Figure 8: The CSG in relation to education/schooling.



Source: Mamelodi CSG survey, February 2021

Regarding the statement that the CSG has a positive effect on education/schooling, the majority of the respondents (50%) agreed with the statement followed by 28% who strongly agreed. 14% were neutral to the statement while 7% disagreed and only 1% strongly disagreed.

Figure 9: CSG in relation to women empowerment.

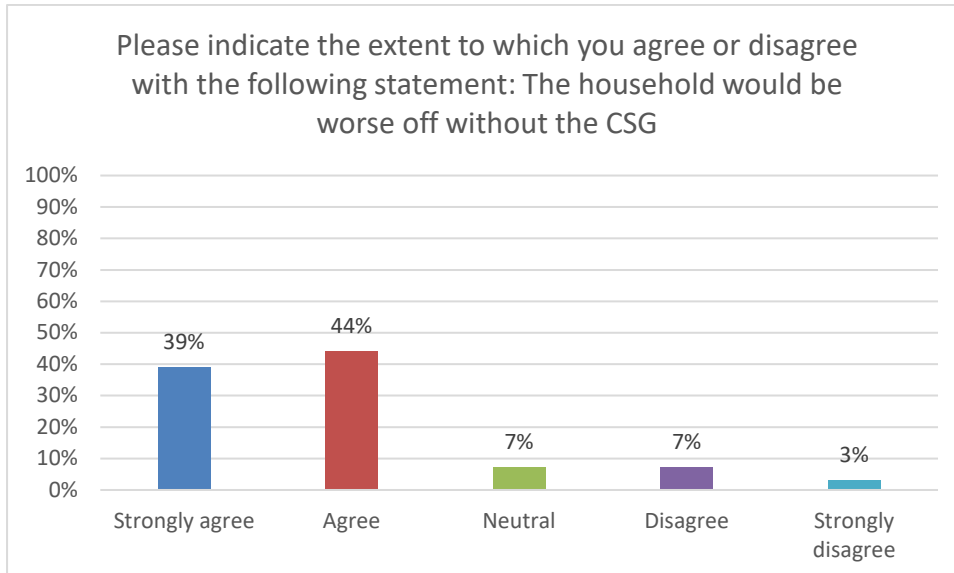


Source: Mamelodi CSG survey, February 2021

Concerning the statement that the CSG provides empowerment to women, the majority (37%) of the respondents agreed with the statement followed by 23% who

strongly agreed. 19% were neutral to the statement while 16% disagreed and only 5% strongly disagreed.

Figure 10: Impact of the CSG on the household



Source: Mamelodi CSG survey, February 2021

Pertaining to the statement that the household would be worse off without the CSG, the majority (44%) of the respondents agreed with the statement, followed by 39% who strongly agreed. 7% were neutral to the statement while another 7% disagreed and only 3% strongly disagreed.

In addition to the abovementioned statements, respondents were requested to briefly outline what the CSG did/did not do for them regarding the health of children, education/schooling, women empowerment and generally the impact it has in the household. Most of the respondents, although not satisfied with the current value of the grant, stated that the CSG had a positive impact on their households. Below are some of their direct responses:

“It does a huge impact on our household and our kids being able to go to school with something to eat”.

“It does the difference because you can add on what you don't have at the house”.

“Like myself at the moment I'm not working even though my mom is there to help me but without CSG it was going to be tough for her”.

“It brought the best impact on my household; school fees can be paid and the kids can eat and wear. It is trying without it many my household would've been worse”.

“I strongly feel that despite the fact that the child-support grant is not enough to fulfil all basic needs of our children it helps improve in filling out the gaps of the most important things like food and other general logistics such as transport for kids to go to school. It helps a lot in that regard as an unemployed single mother, I can sustain the basics and push harder to try finding a job”.

“The child-support grant does not assist in unexpected expenses regarding the child. It is barely enough for the school fees of our children. But it does make things easier”.

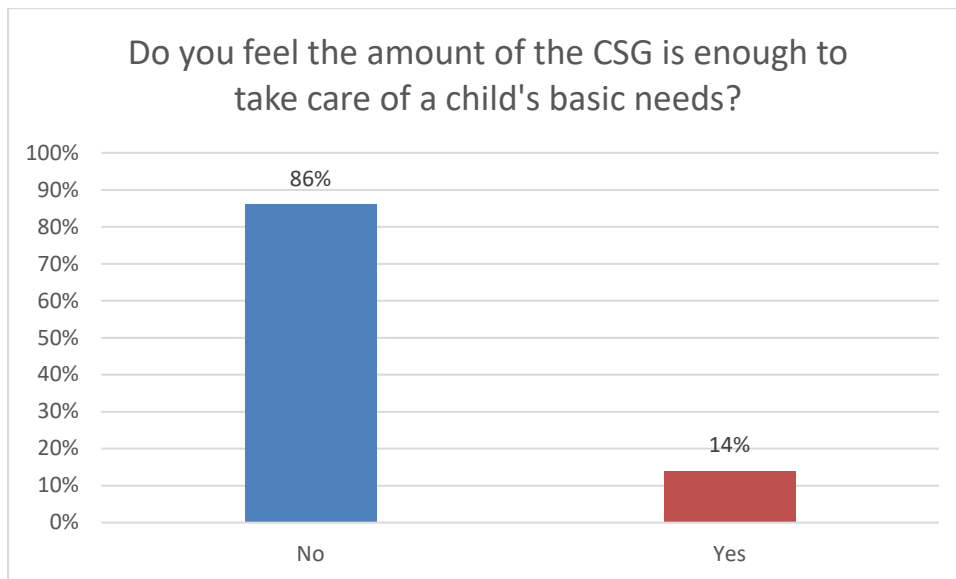
“It does not cover any of the above mentioned as that medication is expensive, and clinics sometimes don't provide. The economy has increased. Everything is expensive and women are not empowered anyway”.

“The CSG does not help much because it's not enough at all. It only helps with pampers and formula and for child health it does not make any difference”.

6.2.4 SECTION 4: INVESTIGATION OF CHALLENGES ASSOCIATED WITH THE CHILD-SUPPORT GRANT POLICY

Lastly, Section 4 of the survey sought to address the third and final research objective of this study, which was to investigate challenges associated with the CSG policy.

Figure 11: Value of the CSG in relation to a child's basic needs



Source: Mamelodi CSG survey, February 2021

Respondents were asked whether they felt the amount of the CSG was enough to take care of a child's basic needs. 86% of the respondents were of the view that the CSG was not enough to take care of a child's basic needs, while 14% viewed it as sufficient.

The main issues pertaining to the CSG being deemed as not enough were mostly based on increased standard of living and numerous children's needs. The following were some of the main reasons directly provided by the respondents around the value of the CSG:

"A child as they grow things are expensive and R400 is not enough".

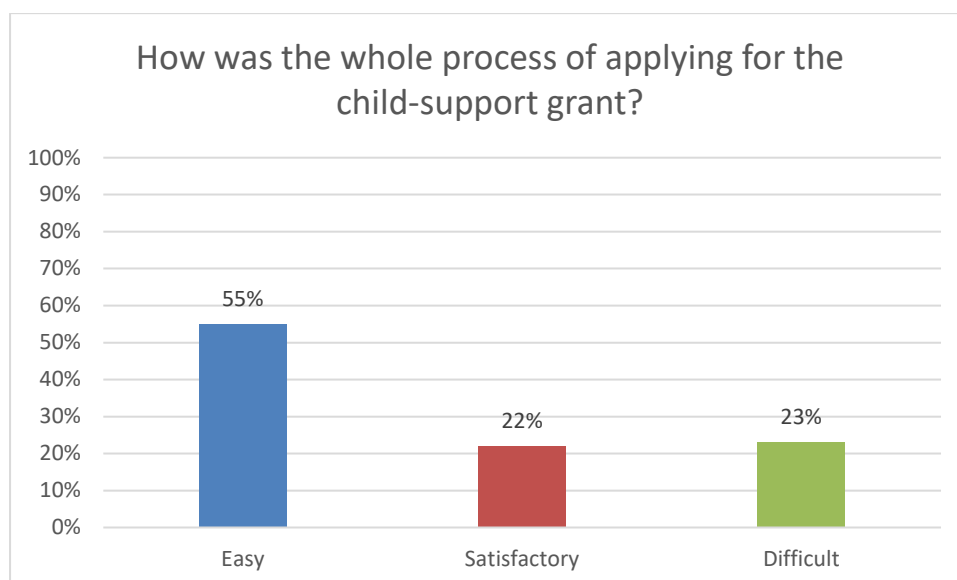
"Children require more than food; they also require clothes and other necessities which the money is not enough to cover".

"A child has many needs and the money that the government provides for us is not enough".

"Due to the economy of South Africa, things are highly expensive to accommodate your needs".

“The amount of child-support grant is not enough to take care of a child’s basic needs because cost of living is high with us women being unemployed makes it difficult”.

Figure 12: CSG application process



Source: Mamelodi CSG survey, February 2021

55% of the respondents indicated that applying for the CSG was an easy process; 23% indicated that it was difficult, while 22% deemed the application process to be satisfactory.

The 23% of the respondents who experienced the application process as difficult were mostly dissatisfied with long queues, the computer systems being offline at times and the negative attitude of some of the SASSA officials who were put in charge to assist the CSG applicants. Below are some of the direct responses from the respondents pertaining to issues associated with the application process of the CSG:

“I had to go book and go back on a certain date then go back home to get bank statements as I was not made aware of the bank statement/account”.

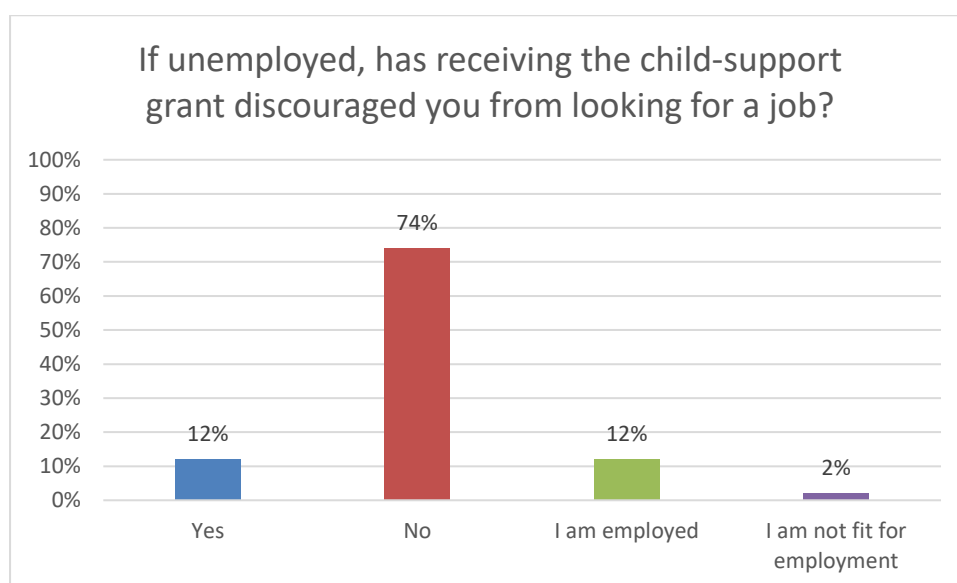
“You need to stand a queue for close to 4 hours then you apply then they send you to police station to certify your copies then come the following day you still stand the long queue and then they will assist you”.

“I think child-support grant should also be improved by applying online so that people cannot wait longer queues when applying”.

“Network problem”.

“The staff members are rude and impatient so what should be done is for the staff members to be more patient with the community and try to answer to all our questions without being rude”.

Figure 13: CSG in relation to job search



Source: Mamelodi CSG survey, February 2021

74% percent of the respondents indicated that receiving the CSG did not discourage them from looking for a job; 12% stated that the grant discouraged them from seeking employment; another 12% said that they were already in employment, whereas 2% indicated that they were not fit for employment.

In a follow up open-ended question, respondents who indicated ‘yes’ (12%) were requested to elaborate on why the CSG discouraged them from looking for a job.

The research data from the open-ended question illustrate that the majority of the respondents did not in fact fully comprehend the request made to provide reasons for why the CSG discouraged them from working, possibly due to a language barrier, as

only 3% of the respondents cited English, the language used in designing the survey, to be their home language. The misunderstanding of the question was revealed in the open-ended answers provided, such as the following:

"It hasn't".

"It's not enough because we buy clothes and food and school transport".

"So that I will be able to take care of my kids because 450 alone it's not enough".

"No job no money"

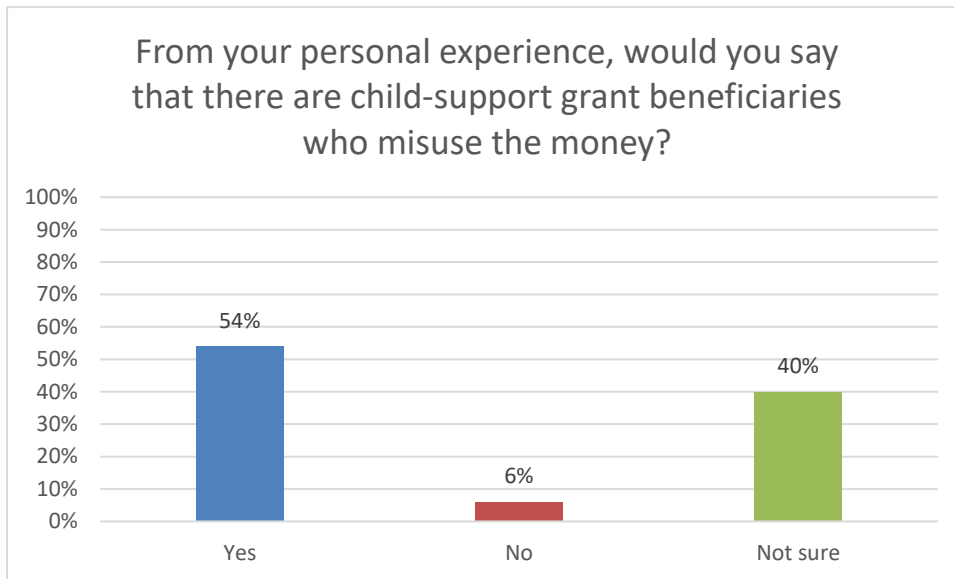
"So I can provide more for the child"

There were only two respondents who clearly pointed out why the CSG discouraged them from looking for a job, the below were their direct responses:

"What is the use of looking for a job while government support us".

"Because we are now relying on the grant money".

Figure 14: Misuse of the grant



Source: Mamelodi CSG survey, February 2021

54% percent of the respondents were of the view that there were CSG beneficiaries who misused the money; 40% indicated that they were not sure, while only 6% stated that there were no beneficiaries who misused the money.

In a follow up open-ended question, respondents who indicated ‘yes’ (54%) were requested to elaborate on their responses and the following were some of the direct responses provided:

“Because some of beneficiaries they owe loan sharks and repay them with the CSG money”.

“They're buying liquor and unnecessary things that doesn't benefit the child”.

“They make use of the money for their own personal things such as alcohol consumption, work transportation and etc”.

“I've seen mothers who do nothing for their kids, they leave them with their grandparents, and they just use the grant money for their own selfish use”.

“There are those who misuse the CSG money on useless things such as gambling”.

“Some women go and play with the money some drink alcohol so it's hurting us because we provide, and they misuse”.

“Most have a source of income, so they just use the money for their own personal use of which is not important”.

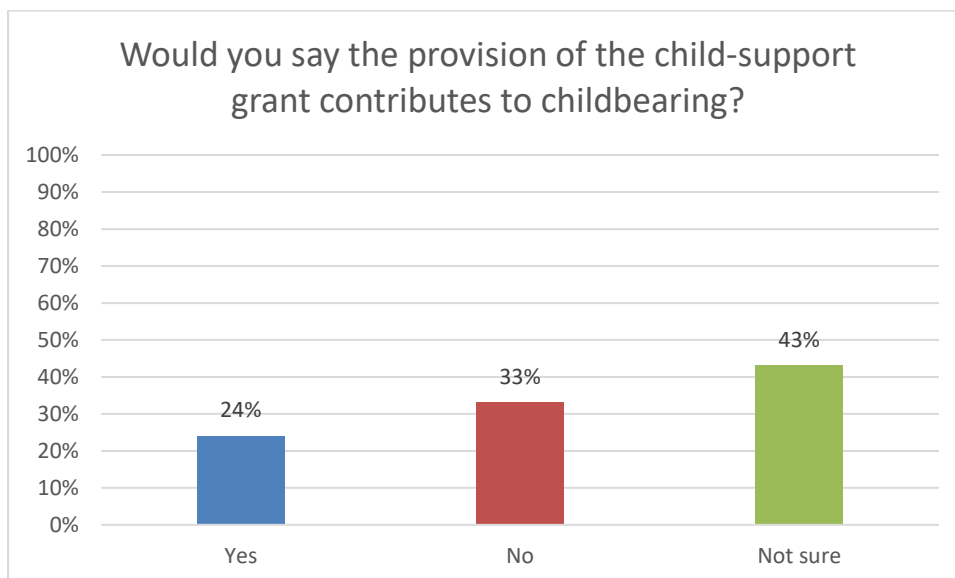
“They are gambling with the money”.

“Some parents drink alcohol and gamble with the child-support grant”.

“Buying their clothes and data with the money”.

“I have seen parents/guardians who uses the money on themselves for to buy their own clothing rather than the kids as well as buying alcohol and drugs”.

Figure 15: Childbearing



Source: Mamelodi CSG survey, February 2021

The majority of the respondents (43%) were not sure whether the CSG contributed to childbearing; 33% indicated that the CSG did not contribute to childbearing, while 24% were of the view that the CSG contributed to childbearing. In a follow up open-ended question, respondents who indicated ‘yes’ (24%) were requested to elaborate on their responses. The question appeared to be misunderstood by some of the respondents, as some of their reasons did not provide a clear answer as to why they felt that the CSG contributed to childbearing, this is another example of a question where language barrier might have been the issue. Below are some of the direct responses:

“I don't know what childbearing is”.

“But I didn't understand the question clearly”.

"I don't follow the question".

"Funeral is too expensive".

"Don't fully understand the question; but the grant is supposed to aid these kids live better lives which without these aids, would struggle; leading them astray and into negative lifestyles".

The other respondents who understood the question provided some of the below direct responses:

"Some people have more children, so they have more money, in most cases they misuse it".

"Some people bear children in order to receive the grant. But that's just my opinion".

"People give birth because of this money, forgetting that if you think this money for one child it's not enough it will never be enough even if u can bear 10 children".

"People end up bearing many kids hoping that if they can earn certain amount life would be easier forgetting that another child is more expensive".

"In my experience I have seen it in most household, the only reason is for wanting more money. More kids more money".

Finally, respondents were requested to indicate if there were any other challenges that they experienced with the CSG. The main challenges identified by the respondents pertained to not always receiving the grant on time, cash not being enough when withdrawn from ATMs and skipped payments. Below were some of the direct responses provided.

"It sometimes gives difficulties on an ATM machines it doesn't give all the amount every month".

“It is distributed late”.

“Sometimes you don’t get the money without being notified and you will get it the following month”.

“On the day of payment, the way Shoprite cashiers mistreat caregivers”.

“Since they change the dates of payments it makes it difficult especially for me who is using it to pay special transport...they sometimes fetch the kids when the money is paid besides money your child cannot go in the transport until he/she pays on the 1st the latest 3rd...otherwise we borrow money until we are sorted from the 5th or 7th it depends”.

6.3 INTERVIEWS

Face-to-face interviews were conducted with three key informants from the SASSA local office in Mamelodi using both closed and open-ended questions. The interviews were semi-structured.

6.3.1 WHAT ARE SOME OF THE SUCCESS FACTORS THAT STAND OUT FOR YOU IN THE ADMINISTRATION OF THE CHILD-SUPPORT GRANT?

The first section of the interview questions sought to understand what worked well at SASSA pertaining to the administration of the CSG.

Participant 1 indicated that the one-day turnaround time was what stood out the most for them regarding the administration of the CSG.

Participant 2 indicated that the option for applicants to apply online for social grants was also a significant success factor to be acknowledged.

Participant 2 further added, *“We no longer request plenty of forms, as long as you say you are the primary caregiver of the child. As long as someone has legislated*

documents that could make them qualify for the child-support grant, which is your birth certificate or ID of a child.”

A success factor that stood out for participant 3 was that applicants no longer had to travel to the police station to certify documents as there was a commissioner’s office within the SASSA local office in Mamelodi.

6.3.2 WHAT CHALLENGES DO YOU FACE IN THE ADMINISTRATION OF THE CSG?

The second section of the interview questions was aimed at determining the challenges experienced by SASSA officials pertaining to the administration of the CSG.

Participant 2 stated that the network was an issue at the office, as sometimes it would be offline and operations would be halted. This was the same challenge experienced when the electricity went off, as the building did not have backup generators, which meant that everyone had to wait for the power to return.

Participant 3 indicated that the transferring of beneficiaries’ files from one province to the next was challenging.

Participant 1 also had an issue with the transferring of beneficiary files and mentioned that the only person who had the function of transferring beneficiaries was the Manager; however, the Manager was not always available at the office. The applicant would therefore need to revisit the branch until they were assisted by the Manager.

Participant 2: *“Let us say you registered the grant here (Mamelodi, Pretoria office) and then you are in Limpopo Province now, maybe visiting. With a bank, if you lose your bank card, you can just go to the bank as long as you have an ID with you. With us, the provinces have been blocked.”*

A follow-up question was asked on whether an individual who visited another province had to return to their original province to access their grant. Participant 2 clarified by stating that:

No, it's not about the money; it is about the application process. The money you can get anywhere. But say now, if you want to add another child, say I was in KwaZulu-Natal and I applied that side, now I am coming this side and I have my second born, I want to come and apply here in Gauteng. They check the system in Gauteng and realise they cannot work on my file. They have to request for the file to be transferred. So, the function is there, but it lies with the Manager.

Another identified challenge pertained to cancellation. Participant 2 stated that:

Cancellation is also a problem. Let us say, I am getting grant money for my sister's child. I am staying in Gauteng, but the child is no longer staying with me. Now the child is in KwaZulu-Natal province (KZN). They want to register the child in KZN but the child's file is active in GP. They cannot register the child in KZN without GP cancelling the child. They (in KZN) must request that the child's file must be cancelled".

Participant 1 stated that conflict among families can also influence the application of a CSG. For instance, when parents are in conflict and one decides to leave their partner and take the child with, if the child was screened under the caregiver that is being left behind, the other parent that seeks to complete the application process will not be able to do so, as they will be informed that the child was screened at another office. Therefore, that particular process must be finished first by the other parent. Due to conflict, the other parent might not complete the process, in order to frustrate the other parent.

6.3.3 HOW DO YOU THINK THE IDENTIFIED CHALLENGES COULD BE MITIGATED?

The final section of the interview questions was to obtain suggestions from the officials on what they thought should be done to mitigate the challenges they identified.

Participant 1 stated that the system of transfer must be improved to the effect that anyone can do the transfer if there was proof that a person was residing with the child.

Participant 1 further stated that, *“Function or a system where cancellations can be made at a local office should be created. Do not say maybe district or before I get something done. I must send it to district whom must send it to regional office. Our moto is that we are trying to be on a one-day turnaround. Whatever challenge we may have, let it be resolved within the local office”*.

Participant 2 was of the view that problems faced at the local office should be resolved within the local office as *“it is a bit problematic that somebody at the head office decides on what must be done at the local office. Sometimes, they provide instructions without fully understanding the implications thereof”*. Participant 1 agreed with this solution, as they stated, *“Don’t take the functions and give them to the people at the district offices whereby they are behind closed doors, and we still have to stand here and scan. Give me the function so that I can easily access the record and continue”*.

Participant 3 suggested that, *“The creators (head office) must contact the local office when it comes to transfers as they do not fully know what is occurring at the local office”*.

Participant 1 stated, *“The thing is, for us to get to region, we cannot just straight shoot up. They will tell you about protocol. Like now, if only I’m revoked, I have to send the form to the district office whereby the district office will not do anything. They just pass it to regional office. When the regional office processes the form, they do not make communication with the district office; they come straight to the local office. So then, why do we have the second person that’s there?”*

Participant 3 stated that information and communication technology (ICT) services needed to be improved as sometimes the system would go offline and that they would like for ICT to be controlled at the local office.

A follow up question to participant 3 was posed to ask whether suggestions such as the ones mentioned for mitigation were made to Management. The response was that some of the suggestions were made, however, not all were resolved.

6.4 OVERALL RESEARCH ANALYSIS AND FINDINGS

The section below provides an overall research analysis and findings of the study. This is done by looking at each of the study's research objectives. Therefore, the overall research analysis and findings of the first objective are provided. The first objective was to determine whether the CSG alleviated poverty. Additionally, the second objective's overall research analysis and findings are tabled. The second objective was to identify the difference or the impact that the child-support grant had on the lives of beneficiaries. Finally, the third objective's overall research analysis and findings are provided. The third objective of the study was to investigate challenges associated with the child-support grant policy:

6.4.1 OBJECTIVE 1 FINDINGS: TO DETERMINE WHETHER THE CHILD-SUPPORT GRANT ALLEVIATED CHILD POVERTY

In Chapter 3 of this study, it was indicated that the purpose of public administration is to formulate and implement public policies. The CSG is therefore one of the government's public policies that is currently being implemented. Furthermore, it was also stated that one of the values of public administration is to be development-orientated, the CSG in this regard serves as a social development programme. Moreover, the CSG is an important government programme, given that it is enshrined in the Constitution of the Republic of South Africa, particularly under section 27(1)(c), where it is stipulated that everyone has the right to social security, including social assistance.

Therefore, regarding the first research objective of this study, which was to determine whether the CSG alleviated child poverty, the study found that the CSG does in fact alleviate child poverty. The majority (82%) of the respondents in this study agreed that the CSG assisted government in its efforts to reduce child poverty. The 18% of the respondents who did not agree with the notion indicated that the amount of the grant

was not sufficient. These respondents therefore focused on their perceived low value of the grant rather than responding to the question on whether the amount currently received assisted in alleviating child poverty or not.

Furthermore, the majority (83% average) of the respondents in the study indicated that they would be worse off without the provision of the CSG. This statement, to a certain extent, was supported by the results, which indicated that 75% of the respondents were unemployed and job-searching, thus implying that the income received in the form of the CSG was most likely the main source of income, if not the sole income, for many caregivers.

The literature review contained in the study also indicated that there was a consensus among authors pertaining to the CSG alleviating poverty. Xaba (2016:155), Grinspun (2016:51-52) and Mpike et al. (2016:55) were of the view that the CSG alleviated child poverty. However, the literature had also indicated that the CSG alone was not enough to alleviate poverty and that other social-intervention programmes such as basic services should be in place. The author argues that, in its own right, the CSG does alleviate child poverty and that the impact of other external issues, such as basic services, should be judged in their own right.

6.4.2 OBJECTIVE 2 FINDINGS: TO IDENTIFY THE DIFFERENCES OR THE IMPACT THAT THE CHILD-SUPPORT GRANT HAD ON THE LIVES OF BENEFICIARIES.

The study found that the CSG contributed positively to households on various aspects such as health, schooling/education, and women empowerment. The literature review suggested that children living in poverty were more prone to health issues, such as undernourishment, limited access to healthcare services and disabilities. The study found that the CSG assists in closing this gap as 46% of the respondents stated that the CSG improved their children's health care while 25% strongly agreed with the statement. Groceries and baby food were one of the items purchased the most by the caregivers. The provision of such has a positive effect on the health of children, as it assists in providing nutrition and reducing hunger. The study further found that the

sooner children were enrolled for the CSG, the better, as the first two years of a child's life were critical for monitoring growth. Early enrolment into the CSG also assisted with reducing the likelihood of a child falling ill. The study also found that the provision of the CSG was a stress-reliever to the caregivers and that their mental health was improved, given that there was some source of income that was expected by the household. Although the literature provided conflicting viewpoints on whether the CSG contributed to improving children's nutrition, as well as preventing stunting, given the evidence in the study, the author is of the view that the CSG does indeed play a positive role in the health of children considering that caregivers can take children to clinics for check-ups, buy medication and provide them with food.

Education/schooling were one of the other areas which were deemed to be positively impacted by the CSG. The study findings revealed that the majority of the respondents were of the view that the CSG had a positive effect on education/schooling. 78% of the participants in the study were of the view that the CSG had a positive impact on schooling. For example, some caregivers indicated that they used the CSG to cater for school-related expenses, such as fees, uniforms, transportation fares, and lunch. The literature view supports the study's research findings, as it was reported that the existence of the CSG had several positive effects pertaining to education, such as improved school enrolment and attendance (Plageron & Ulriksen 2016:19). Transportation costs, school fees and school uniform are some of the expenses that the CSG can cover (DSD, SASSA & UNICEF 2011:40). Moreover, it was reported that 74% of children who were CSG recipients had never failed a grade (Patel, Hochfeld & Moodley 2013:78); this is because they had a good attendance record at school and were able to concentrate in class considering that the grant also provided food and decreased hunger.

The empowerment of women was another positive aspect associated with the CSG. The study found that the majority of the CSG caregivers were women, as 90% of the research respondents in the study were mothers. Only 1% of the caregivers in the study were fathers. This corresponds with the views of Patel, Hochfeld and Chiba (2018:310) in the literature, who indicated that, in South Africa, there was an expectation for the females to be the primary caregiver of children, as opposed to

males. Therefore, the CSG was more impactful to women; thus the study found that the grant contributed to women empowerment. Women, particularly those in female-headed households, were reported to be one of the most susceptible groups to poverty. The study therefore found that the CSG empowered women with making key financial decisions in the household. Additionally, some women made plans for the future with the aid of the CSG, as Plagerson and Ulriksen (2016:18) revealed that some caregivers were in fact saving and investing the CSG. Moreover, women who received the CSG were reported to participate more in recreational activities compared to women living in poverty who were not receiving the grant. Furthermore, the study found that the CSG provided women with a sense of dignity, given that they had the financial means to care for their families and contribute in their communities to activities that necessitated financial contributions. The literature revealed that the CSG was a stress reliever. Poor households tended to be more prone to mental health issues due to financial stresses; the CSG therefore assisted in this regard.

Finally, the study found that the application process of the CSG had been reduced to a one-day turnaround time; thus 77% of the respondents, combined, deemed the application process to be easy/satisfactory. Additionally, it was discovered that applicants no longer had to travel to police stations to have their documents certified, as a commissioner's office was available at the SASSA local office for such an activity. This feature was therefore a timesaver for the applicants. From the interviews conducted with the SASSA officials, the study found that applications for the CSG could now be done using a SASSA online portal, although this was not known by the caregivers, given that it was a relatively new feature. Having the option to apply online assisted officials with managing long queues, as well as applicants from being delayed by the same queues. Unlike in the literature review where required documentation was said to be problematic, the officials stated that SASSA no longer required many documents from applicants as having an identity document and the child's birth certificate were sufficient as long as one was the primary caregiver of the child.

6.4.3 OBJECTIVE 3 FINDINGS: TO INVESTIGATE CHALLENGES ASSOCIATED WITH THE CHILD-SUPPORT GRANT POLICY:

One of the challenges associated with the CSG that was identified in this study is the value of the grant. Chapter 3 of this study indicated that the budget for the CSG was announced by the Minister of Finance annually during the tabling of the national annual budget. Therefore, the value of the CSG would be announced to the public during the budget speech. Although 82% of the respondents in this study indicated that the CSG assists with alleviating child poverty, the study found that 86% of the respondents stated that the value of the grant was not enough to take care of a child's basic needs. CSG recipients still struggled to meet basic needs due to the insufficient amount. The cost of living was said to be high by the caregivers, thus weakening the buying power of the grant. However, some authors in the literature review indicated that the CSG increased annually, taking into consideration inflation, while other authors indicated that the increases were not enough to meet living standards. The study also found that the amount of the CSG was below all three national poverty lines, making it very low to survive on alone. However, it was also established that the purpose of the CSG was not to replace household income but rather to supplement it.

Another challenge that was identified in relation to the CSG was misuse of the grant itself. Section 28 of the Constitution stipulates that, "A child's best interests are of paramount importance in every matter concerning the child". The CSG must therefore be used for the child's best interests. However, the study found that 54% of the research respondents were of the view that some caregivers misused the CSG. The grant was said to be mostly spent on items such as alcohol, gambling, and the personal maintenance of the caregiver. Only 6% of caregivers were convinced that all beneficiaries made appropriate use of the grant while 40% of caregivers indicated that they were not certain whether other caregivers misused the funds or not. Therefore, this indicates that 94% of the participants could not confidently say that other CSG caregivers were using the funds appropriately. The literature review also indicated that there was abuse of use pertaining to the CSG, as it was stated that the grant was spent on items such as gambling, cigarettes, and personal maintenance. Section 19 of the Social Assistance Act addressed the issue of the CSG being misused by caregivers.

An additional challenge linked to the CSG is that it is said to discourage people from finding employment. Contradicting views were presented in the literature pertaining to whether the CSG discouraged caregivers from seeking employment. Ultimately, the study found that the CSG did not discourage caregivers from looking for employment opportunities. The research results revealed that 74% of caregivers were unemployed and in fact job searching, while 12% indicated that the CSG discouraged them from seeking employment. However, when examining the reasons provided by this 12% group in the open-ended answer section, it became evident that the respondents did not adequately understand the question, as the majority of their reasons did not clearly state why the CSG discouraged them from working. Instead, they indicated that either they were job hunting or the value of the grant was insufficient. There were only two respondents from the entire study who confidently stated that they were not looking for a job due to receiving the CSG. South Africa struggles with high rates of unemployment, as can be seen from the 75% of the unemployed respondents who were job hunting. At the end of the second quarter in 2021, the unemployment rate was sitting at 34.4% (STATS SA, 2021). The NDP itself, discussed under section 4.7 in this study, recognised that too few people worked and sought to address the challenge of unemployment in the country. The other issue regarding unemployment that was found in the literature was that, because of where they live and their low levels of skills, it was more difficult for the CSG caregivers to find employment than non-CSG beneficiaries. In analysing the research results pertaining to employment, the study found that in the biographical section where the aim was to identify the number of caregivers in employment, the results indicated that 20% of caregivers were employed. However, in Section 4, where the aim was to investigate whether the CSG discouraged caregivers from finding employment, only 12% of caregivers indicated that they were employed. Therefore, there was a discrepancy in this study regarding the actual percentage of caregivers in employment. Nonetheless, the study still revealed that very few caregivers were in employment versus many who were not.

Childbearing is another challenge linked to the CSG. It was earlier indicated that the Social Assistance Act stipulates that a person is eligible to be a caregiver from the age of 16 years upwards. However, in this study, caregivers who were below the age of 20 were the least in comparison to other age groups. This supports Plagerson and

Ulriksen's (2016:11), as well as Shung-King et al.'s (2019:33), statements regarding the uptake of the CSG by young mothers, especially teenagers, being low. Therefore, the evidence dismisses the notion that the CSG promotes teenage pregnancy. The author is of the view that the CSG does not contribute to childbearing, including for older women. Looking at the research results, it can be observed that 78% of the respondents only had one or two children, therefore discrediting claims about the grant encouraging childbearing. Moreover, authors such as Richter (2009:94) and Grinspun (2016:47) also disputed such claims by stating that pregnancies, particularly teenage pregnancies, were a result of a lack of sexual and reproductive health. The literature had also reflected that the low value of the CSG was not enough of an incentive to fall pregnant.

Furthermore, on the challenges associated with the CSG, even though 77% of the research participants expressed being content with the application process of the CSG, the study found that 23% of them experienced the application process as difficult. The main reasons cited for the dissatisfaction were long queues, the computer systems used by SASSA being offline and the attitude of some of the officials. However, it should also be noted that some of the respondents who viewed the application process as being difficult did not have the required application documentation. Furthermore, it appears that most of the respondents were not aware of the online process that was enabled by SASSA from 15 September 2020 (South African Social Security Agency 2020). This may be due to the participants having applied for the grant prior to 15 September 2020. Data from the interviews support claims made by the survey respondents regarding the challenge of the computer system sometimes going offline. The SASSA officials confirmed that network issues were experienced from time to time. However, that was a problem that no individual from the local office in Mamelodi had any ability to address, as the system was centrally controlled elsewhere.

Finally, another challenge associated with the CSG is the administration of it. Data from interviews indicated that there was difficulty encountered with transferring beneficiary files from one province to another, as the function to do such only resided with the Manager. This was viewed as a challenge considering that officials were not in a position to assist should the Manager be unavailable, resulting in beneficiaries

having to return to SASSA until their request was processed by the Manager. The study also found that local offices were not empowered enough to perform to their best of their abilities, as they did not have access to some functions, such as cancellations and could not do anything when a system went offline. Furthermore, the study found that there were some inconsistencies in the manner that the CSG was administered by SASSA. Some respondents indicated that ATMs did not provide all their required cash for withdrawal. Additionally, late payments were experienced by other beneficiaries and thus there were varying payment dates. Other respondents indicated that there were some months that they did not obtain payment. The study also found that section 17 of the Social Assistance Act addressed the issue of making overpayments to beneficiaries and how those funds should be recovered from them. However, the Act omitted to stipulate the procedure to be followed in the event that a beneficiary was underpaid or not paid at all. What was interesting to note was that the literature review on administrative issues often focused on the distresses of the beneficiaries and failed to acknowledge that of the SASSA officials as well. The study found that SASSA officials were confronted with stressful administrative issues that hindered their productivity, for example, when the system went offline or when there was a delay in feedback from the regional or head office. These were issues which staff at local offices were not in a position to resolve as they were often dealt with by the head or regional office.

6.5 CONCLUSION

This chapter presented the study's research results by interpreting and analysing the findings thereof. First, the chapter began with an introductory statement. Second, it was followed by a presentation of the results generated from the survey and the interviews. The overall conclusion from analysing the data is that the CSG does in fact alleviate poverty. Furthermore, the CSG has a positive impact on children's health as well as on their education/schooling. The CSG also contributes to empowering women and providing them not only with a sense of independence but also reduced financial stress. The study also found that although the application process of the CSG was said to be easy or satisfactory by the caregivers, there were still administrative challenges faced by both the SASSA officials and applicants. Other challenges that were associated with the CSG were the value of the grant, its contribution to

childbearing, negative influence on job searching and misuse. The next chapter discusses the conclusion and recommendations of the research study.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.1 INTRODUCTION

This chapter provides the research study's final conclusions and recommendations. An introductory statement is provided first, followed by the overall conclusions and finally the recommendations.

The main objective of this study was to conduct an outcomes-based evaluation on the CSG policy in South Africa from the period in which it was first implemented in 1998 until the present. The sub-objectives of the research study were to determine whether the child-support grant alleviated child poverty, to identify the difference or the impact the child-support grant had on the lives of beneficiaries and to investigate the challenges associated with the child-support grant. There were three research questions developed and these were aligned to the study's research objectives. The problem statement was based on that many children were making use of the CSG in South Africa and this necessitated for an evaluation of the outcomes of the CSG policy. This was to also assist with providing updated and accurate information regarding the CSG including whether it met its policy objectives. Moreover, the majority of the studies that were conducted on the CSG were mostly on the implementation aspect thus the motivation for an evaluation aspect on the outcomes. The section below therefore concludes the study and provides recommendations based on the analysis of the findings.

7.2 CONCLUSIONS

Below are conclusions based on the findings of the research study:

7.2.1 OBJECTIVE 1: TO DETERMINE WHETHER THE CHILD-SUPPORT GRANT ALLEVIATES CHILD POVERTY

All public policies are developed for a specific purpose. Cloete and De Coning (2011:46) state that the purpose of public policies is to “change, regulate, improve, or preserve the conditions of society or the lifestyles of individuals”. In order to ascertain whether a policy has met its objectives, an evaluation must be conducted. It was indicated in the literature that evaluation could be conducted at any stage of the public policy-making process and that the evaluation could either be a formative; ongoing or process; summative; or short-, medium- and long-term type of evaluation. The summative evaluation, which is the type of evaluation relevant to this study, was concerned with determining whether a policy met its objectives.

The study concludes that the CSG policy does meet its objective of alleviating child poverty. Redistributive policies, such as the CSG, seek to promote equality (Rinfret, Scheberle & Pautz 2018:5) and the provision of the grant reduces income inequality. Evidence demonstrates that CSG caregivers agree that the CSG assists the government in its efforts to reduce child poverty, especially given that a substantial number of caregivers were unemployed. According to Cloete and De Coning (2011:200), the results arrived at during a summative evaluation, both positive and negative, should be compared to the condition before the policy was implemented. In this regard, caregivers confirmed that they would be worse off without the provision of the CSG. Therefore, the existence of the policy contributed towards improving their lives. Furthermore, the funds spent by the South African government on social assistance were significant, especially in comparison to other developing countries. It was mentioned in chapter 1 under section 1.2. that South Africa spends 3.2% of its GDP on social assistance, whereas other developing countries spend half of that. The study then concludes that social assistance is one of the government’s priority areas and that the CSG is well supported by the South African government.

7.2.2 OBJECTIVE 2: TO IDENTIFY THE DIFFERENCE OR THE IMPACT THE CHILD-SUPPORT GRANT HAS ON THE LIVES OF BENEFICIARIES

It is concluded that the CSG contributes positively to the health of children. The provision of the grant assisted with tackling health issues such as undernourishment and limited access to healthcare services, as well as avoiding disabilities caused by poverty. Additionally, recipients who were enrolled from birth made it easier for their growth to be monitored. It was stated in the literature review that the first two years of a child's life were very important for monitoring their growth and reduced the chances of illnesses. Groceries and baby food were one of the items purchased the most by the caregivers, therefore, therefore purchases made on food with the CSG contributed towards preventing hunger in children.

The study also concludes that the provision of the CSG contributes positively to children's education/schooling and consequently their future. School-related expenses, such as fees, school uniforms, transportation fares, and lunch, were some of the items that the CSG was used for. The CSG was also said to lead to improved school enrolment, as well as attendance, given that caregivers had the means to send their children to school. Furthermore, CSG recipients were said to pass all grades in most cases, without ever failing one due to attendance and a meal in their stomachs.

It can also be concluded that the CSG empowers women, especially those who live in female-headed households. The study found that the CSG allowed for women to make key financial decisions in the household as well as reduced financial stress, as it was reported that women who received the grant participated more in recreational activities. The CSG was also said to provide women with a sense of dignity and improved self-esteem. However, as much as the grant provided empowerment to these women, the true empowerment resided in not having to rely on social assistance but the ability for one to make a living for oneself.

7.2.3 OBJECTIVE 3: TO INVESTIGATE CHALLENGES ASSOCIATED WITH THE CHILD-SUPPORT GRANT POLICY

Although the CSG was intended to supplement household income, for many caregivers, this was their main source of income, if not the only source. Therefore, it is for this reason that many caregivers (86%) indicated that the value of the CSG was not sufficient for taking care of a child's basic needs. In the literature review, policy evaluators were cautioned about biases from research participants. It may be that, even if the CSG was three times bigger than it currently is, for example, R1380, caregivers would still be of the view that the grant was little. The study therefore concludes that, because the intent of the CSG was to supplement household income rather than to replace it, the value of the grant is sufficient for its intended purposes.

The study further concludes that the findings regarding the misuse of the CSG by the caregivers are inconclusive, as the results on misuse contradicted the results on actual usage. Caregivers reported that other caregivers were abusing the grant and not using it for their children's best interests. However, when caregivers indicated what it was that they mostly spent the CSG on, the results overwhelmingly pointed to food and school-related expenses. Not a single caregiver indicated that they were misusing the grant, i.e., on gambling, alcohol, personal use and so on. Nonetheless, 94% of caregivers in this study could not say for sure that the CSG was not being misused by other caregivers, while only 6% indicated that they were certain that the CSG was not being misused by their fellow peers.

Pertaining to the CSG and caregivers' employment statuses, it is concluded in this study that the CSG does not discourage caregivers from finding employment. Seventy-five percent of caregivers in the survey data indicated that they were unemployed and job searching. It was also found that the value of the grant was not enough of an incentive to not work and that the reason many caregivers were unemployed was not because they were uninterested in being employed, but that there was a scarcity of jobs. South Africa battles with high levels of unemployment, especially youth unemployment and child poverty were said to be linked to adult unemployment. Additionally, residing in disadvantaged areas as well as having a low level of skills made it further cumbersome for CSG caregivers to find employment. Therefore, the

adverse circumstances faced by CSG beneficiaries are what make it hard for them to find employment.

The study also concludes that the CSG does not contribute to childbearing. Evidence from the survey data illustrates that the value of the CSG is said to be insufficient and not enough of an incentive to have children. Furthermore, the study found that the majority of the caregivers (47%) only had one child followed by those who had two children (31%). If the CSG influenced caregivers to have more children in order to receive more money, the majority of the caregivers would have had a high number of children rather than merely one or two.

The study further concludes that the application process for social grants, the CSG in this case, has been improved over time. The turnaround process for applications has been reduced to one day and there is now an option for applicants to apply online for the CSG. The SASSA local office in Mamelodi made it easier for applicants by having a commissioner's office situated on the same premises. Therefore, applicants no longer had to visit their nearest police station to certify documents. Consequently, 77% of the research respondents indicated that the application process was either easy or satisfactory. Such improvements assist with the administration of the grant, particularly with eliminating access issues. However, the study also found that some caregivers still had issues with the application process, such as long queues and the system being offline, as well as the poor attitude of some SASSA officials. The SASSA officials, on the other hand, also had issues that negatively impacted their productivity, such as the system going offline or limited functions available to them.

Although improvements are noted within the administration of the CSG, the study also concludes that current administrative systems do not allow for officials at the local offices to perform to the best of their ability in serving applicants. Furthermore, SASSA should address some of the other challenges that were mentioned by the respondents, such as ATM machines not providing all the required money for withdrawal, late payments, inconsistent payment dates and skipped payments. Consistency needs to be applied in the administration of the CSG and beneficiaries should always have confidence in SASSA when it came to payments.

Finally, the study concludes that the CSG is a useful social assistance programme for alleviating child poverty. However, the overall mission of government should be to eradicate poverty and evidently this can be achieved through employment opportunities.

7.3 RECOMMENDATIONS

Below are recommendations based on the findings of the research study:

7.3.1 OBJECTIVE 1: TO DETERMINE WHETHER THE CHILD-SUPPORT GRANT ALLEVIATES CHILD POVERTY

Evidence from this study illustrated that the CSG indeed alleviated child poverty. The government should therefore continue with this social-assistance programme in order to provide social protection to vulnerable persons in society and, where possible, strengthen the programme to make it more accessible, especially to the 17.5% of eligible children who were said to not be in receipt of the CSG in chapter 1 of this study.

7.3.2 OBJECTIVE 2: TO IDENTIFY THE DIFFERENCE OR THE IMPACT THE CHILD-SUPPORT GRANT HAS ON THE LIVES OF BENEFICIARIES

Below are recommendations pertaining to the study's second research objective, which was to identify the difference or the impact that the CSG had on beneficiaries:

7.3.2.1 RECOMMENDATION REGARDING IMPROVED CHILDREN'S HEALTH

Given that the study found the CSG to have positive outcomes on the health of children, the Departments of Health and Home Affairs should work much more closely with SASSA to promote the uptake of the CSG by eligible pregnant women. At their regular prenatal appointments at the clinics, mothers should be assessed whether they are in need of social assistance and are eligible. There should also be an opportunity provided for eligible mothers of new-borns to apply for the CSG while at the hospital after giving birth. Since it was also noted that applications could be made online, there could also be tablets made available at the maternity wards to assist mothers with their

online applications. Furthermore, there should be pamphlets from SASSA on the CSG available at the maternity wards and regular talks provided by nurses on the importance of swiftly applying for the CSG, even if done shortly after being discharged from the hospital.

7.3.2.2 RECOMMENDATION PERTAINING TO BETTER-QUALITY EDUCATION

The study revealed the CSG to have positive effects on schooling. To further assist with this educational aspect, once or twice a year, SASSA should visit schools, especially public schools and provide an information-sharing session to the parents and teachers about the CSG and its benefits for their schooling life. This will assist with providing information to parents and teachers and improving take-up by the eligible who are not yet covered. Furthermore, parents can share the same information with the rest of the other members in their respective communities who too may be eligible and in need.

7.3.2.3 RECOMMENDATION RELATING TO WOMEN EMPOWERMENT

The CSG was said to provide empowerment to women, including relieving the stress of not having the finances to take care of one's dependants. However, not all eligible women received a CSG for their dependants. Therefore, there should be community programmes promoted where women receiving the CSG would empower other women to receive the grant as well by assisting them with information on what was needed to acquire the grant.

7.3.3 OBJECTIVE 3: TO INVESTIGATE CHALLENGES ASSOCIATED WITH THE CHILD-SUPPORT GRANT POLICY

Below are recommendations pertaining to the study's third research objective, which was to investigate the challenges associated with the CSG policy:

7.3.3.1 RECOMMENDATIONS CONCERNING THE VALUE OF THE GRANT

As indicated in the study, the CSG is meant to supplement household income and not to replace it, although for many caregivers the grant may be their only income source. The value of the grant does not remain the same; it gets increased each year, although by a small amount. Children who receive the CSG are likely to have access to other basic services, which improve the well-being of children, such as free healthcare from public clinics and hospitals, a free meal at school from NSNP and attendance at no-fee schools. Furthermore, due to budgeting constraints often faced by the government, increasing the value of the CSG may mean that fewer children are covered, whereas, if kept at the current rate, the funds are able to extend to as many children as possible. Additionally, it was stated in the literature review that South Africa spends 3.2% of its GDP on social assistance, which is already double the amount of what other developing countries spend on social assistance. For these reasons, the study does not recommend that the value of the CSG should be increased beyond the normal increments that are made each year.

7.3.3.2 RECOMMENDATION ABOUT THE ISSUE OF MISUSE

Pertaining to misuse, caregivers who are of the view that other caregivers are misusing the CSG should file a report to SASSA for further investigation. In a future study, however, there should be a strictly confidential survey that will ask the caregivers directly whether they themselves misused the CSG or not because both primary and secondary data in this study referred to other caregivers instead of oneself. Furthermore, section 19 of the Social Assistance Act should be strengthened by including that caregivers found guilty of misusing the grant will be arrested and prosecuted. Imposing stricter measures on the misuse of the grant should therefore discourage caregivers.

7.3.3.3 RECOMMENDATIONS REGARDING THE ISSUE OF LABOUR-MARKET PARTICIPATION

- The study found that adult unemployment had an impact on the uptake of the CSG. The study therefore recommends that government should improve employment

opportunities in the country. This can be done by strengthening mass public employment initiatives especially for the youth, considering that youth unemployment rates are the highest. Furthermore, the government should decrease the cost of doing business in South Africa, not only for the creation of employment opportunities in the private sector, but also to attract both domestic and foreign investors to stimulate the economy.

- While employment in the formal sector is desirable, for reasons such as employment benefits and contributing to taxation, the informal sector should also be supported by the government. Support should be in the form of trading equipment, for example, a gas stove for those whose business is to sell food or a small tent for barbers operating in the streets. Since the study found that CSG caregivers generally had low skill levels, assisting them with employment opportunities in the informal sector may improve situations in many households.
- The Departments of Basic and Higher Education and Training can also play a role in improving South Africa's economy, particularly employment rates. Pupils should be trained from as early as possible to have the mindset and skills of not only finding employment after school, but also creating employment for themselves and others. Therefore, subjects or modules such as entrepreneurship, innovation and career development should be made compulsory at some point in their schooling lives. However, as mentioned, the government should decrease the burden of doing business in the country in order to support start-ups, small businesses and entrepreneurs in the country.
- Furthermore, the study recommends that the government should train CSG caregivers on critical skills required in the country in order that they may become more employable.

7.3.3.4 RECOMMENDATION PERTAINING TO THE ISSUE OF CHILDBEARING

The study recommends that the Department of Health should promote reproductive health and sexual services, including family planning. One of the milestones stated in the NDP is to “provide affordable access to quality health care while promoting health and well-being”. Additionally, to address the matter of teenage pregnancies, it would assist to have mobile clinics that would travel around schools providing education on safe sex, as well as family planning services. Since the study noted that some

pregnancies were a result of a lack of clinics, employment, and food, etc, the government should ensure that the necessary basic services are provided to communities.

7.3.3.5 RECOMMENDATIONS RELATING TO ADMINISTRATIVE AND ACCESS ISSUES

- The application process for the applicants should be simplified. In 2020, SASSA piloted an online portal for social grants. However, the study revealed that several people are not yet aware of that option. The simplification of the application process should include having the option to fully apply online for the CSG without having to go to SASSA offices. Upon completion of the online application, the successful applicants' SASSA cards should be posted to their places of residence. In this regard, government departments should be able to work with one another in verifying information. For instance, SASSA may verify identities with the Department of Home Affairs and incomes with the South African Revenue Service (SARS).
- Communication pertaining to the CSG should be strengthened to reach those who are eligible but are not receiving it. This should be done through massive communication campaigns across the country in all official South African languages. Furthermore, the communication campaigns should be supported by roadshows from SASSA. This will assist with ensuring that intended beneficiaries who are left out will be included going forward. Moreover, communication regarding the existing online portal should be strengthened as the study found that caregivers were not aware of the option of applying online for the CSG.

7.3.3.6 RECOMMENDATIONS PERTAINING TO THE ADMINISTRATION OF THE CSG BY SASSA

- The study revealed that both the SASSA officials and the caregivers raised the issue of sometimes having the system going offline. SASSA should improve their current ICT strategic plan and policy. This should extend to their online portal, which is relatively new and does not include all social grants at the moment. Some of the research participants indicated that SASSA officials were rude or had an

attitude when assisting them. Working on a slow system or one that occasionally goes offline might perhaps be stressful to the SASSA officials and their frustration could be misinterpreted by the beneficiaries. In this regard, SASSA should train its employees on good customer service and emotional intelligence as well as improve their working environment in order to influence positive behaviour.

- The study found that some of the functions of administering social grants, such as transferring beneficiaries from one province to the next, were only limited to Managers. These functions should be opened up to Administrators as well, in order to keep the work going on certain functions even if the manager is not present at the office. Furthermore, all offices should have the ability to perform all functions equally. For instance, the study found that beneficiaries could not be registered at other provinces if the original office that they registered at did not cancel them from the system. The province of origin has to first cancel the beneficiary's file before the beneficiary can be registered at their new province. This causes delays; opening up functions will speed up processes.

In conclusion, this summative evaluation was necessary to determine the extent to which the CSG met its objectives. Vedung (2017:np) stated that the completion of a summative evaluation can serve as a useful study to ongoing operation. Therefore, this evaluation should be able to assist the manner in which the CSG is currently being managed and administered. Furthermore, this study has provided updated data on the perspectives of beneficiaries on CSG. While receiving the perspectives of the beneficiaries was important, this study also included the voices of those responsible for the administration of the CSG. The combination of these viewpoints and experiences complemented each other and provided a fuller picture of how the CSG programme is performing.

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Annexure A: Survey participation information letter and survey questions

PARTICIPANT INFORMATION LETTER

22 August 2020

Dear Prospective Participant

My name is Miss Nozuko Ruth Hlwatika and I am doing research with Dr Promise Raseala a lecturer in the Department of Public Administration, for my Master's Degree in Public Administration at the University of South Africa. We are inviting you to participate in a study entitled '*Evaluating South Africa's Child-support grant Policy: The Case of Mamelodi, Gauteng Province*'

WHAT IS THE PURPOSE OF THE STUDY?

I am conducting this research to evaluate the outcomes of the child-support grant policy from the period 1998 to 2018.

WHY AM I BEING INVITED TO PARTICIPATE?

The study will be conducted with SASSA staff members who work in the Grants Administration unit as well as the caregivers of children receiving the child-support grant based in Mamelodi, Pretoria. The participants had been identified based on being beneficiaries of the child-support grant. Contacts details of participants were obtained through the snowball sampling technique (referrals).

WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?

The study involves completing an online survey with questions that are divided into the following three broad sections:

1. Section 1: Biographical details
2. Section 2: Does the child-support grant alleviate child poverty?
3. Section 3: What difference or impact has the grant brought about in the lives of beneficiaries?
4. Section 4: What are the challenges associated with the child-support grant policy?

The expected duration for completing the online survey is 30 minutes per participant.

The researcher will provide sufficient mobile data to participants who do not have the means to acquire data in order to participate in the study. The data will be directly loaded to the participant's mobile phone.

CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?

Participating in this study is voluntary and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form. You are free to withdraw at any time and without giving a reason.

WHAT ARE THE POTENTIAL BENEFITS OF TAKING PART IN THIS STUDY?

The participants will not receive any payment or reward, financial or otherwise and the study will not incur undue cost to the participants however, the study will enable participants to make a contribution in the evaluation of the outcomes of the child-support grant in South Africa.

ARE THERE ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?

There is no anticipation of risk but if any adverse events are experienced, the researcher will conduct a debriefing to put things right. However, the researcher will take precautionary steps to follow the prescribed standards of doing research such as one may not harm, coerce and falsify the information. All these and other principles will be adhered to.

WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?

Your name will not be recorded anywhere and no one will be able to connect you to the answers you give. Your answers will be given a code number or a pseudonym and you will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceeding.

Your answers may be reviewed by people responsible for making sure that research is done properly, including the transcriber and a statistician. Otherwise, records that

identify you will be available only to people working on the study, unless you give permission for other people to see the records.

The anonymous data may be used for other purposes, such as a research report, journal articles and/or conference proceedings. However your privacy will be protected in any publication of the information.

HOW WILL THE RESEARCHER(S) PROTECT THE SECURITY OF DATA?

Soft copies of your answers will be stored by the researcher for a period of five years on the researchers Computer which is password protected. Future use of the stored data will be subject to further Research Ethics Review and approval if applicable. The survey data will be destroyed when it is no longer of functional value (five years after completing the research project).

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

The participants will not receive any payment or reward, financial or otherwise and the study will not incur undue cost to the participants.

HAS THE STUDY RECEIVED ETHICS APPROVAL

This study has received written approval from the Research Ethics Review Committee of the Department of Public Administration and Management of Unisa. A copy of the approval letter can be obtained from the researcher if you so wish.

HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?

If you would like to be informed of the final research findings, please contact Ms Nozuko Hlwatika on 0746551133 or email: nozukohlwatika09@gmail.com

Should you have concerns about the way in which the research has been conducted, you may contact Dr Promise Raseala Tel: 012 429 6996 or email: raseaps@unisa.ac.za

Thank you for taking time to read this information sheet and for participating in this study

Ms Nozuko Ruth Hlwatika

Student # 48161829

Survey: Child-support grant Beneficiaries in Mamelodi, Gauteng**Section 1: Biographical details**

1. Gender of the caregiver	
Male	1
Female	2
Transgender	3
Non-binary	4

2. Age of the caregiver	
> 20	1
20 - 30	2
31 - 40	3
41 – 50	4
< 50	5

3. Employment status of the caregiver	
Employed	1
Unemployed and job searching	2
Unemployed and not job searching	3

4. Number of children under the care of the caregiver	
1	1
2	2
3	3
4	4
+5	5

5. Relation of the caregiver to child/children	
Mother	1
Father	2

Grand Parent	3
Relative	4
Legal guardian	5
Other	6

6. Household home language	
Afrikaans	1
English	2
IsiXhosa	3
IsiZulu	4
IsNdebele	5
Sesotho	6
Setswana	7
Sepedi	8
SiSwati	9
Tshivenda	10
Xitsonga	11

Section 2: Does the child-support grant alleviate child poverty?

1. Would you say the child-support grant assists Government in its efforts of reducing child poverty?

Yes	
No	

If your response above is “No”, please explain:

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Section 3: What difference or impact has the grant brought about in the lives of beneficiaries?

1. What do you spend the child-support grant on the most?

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2. Please indicate the extent to which you agree or disagree with the below statements:

Strongly agree (1)	Agree (2)	Neutral (3)	Disagree (4)	Strongly disagree (5)
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Statement						
#	Factor	1	2	3	4	5
	The CSG contributes to improved health of children					
	The CSG has a positive effect on education/schooling					
	The CSG provides empowerment to women					
	The household would be worse off without the CSG					

Please explain your answers above by briefly outlining what the child-support grant does/ does not do regarding health, education/schooling, women empowerment and generally the impact it has on your household:

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Section 4: What are the challenges associated with the child-support grant policy?

1. Do you feel the amount of the child-support grant is enough to take care of a child's basic needs?

Yes	
No	

If your response above is "No", please explain:

2. How was the whole process of applying for the child-support grant?

Easy	
Satisfactory	
Difficult	

If your response above is “Satisfactory” or “Difficult”, please state what it is about the application process that should be improved:

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3. If unemployed, has receiving the child-support grant discouraged you from looking for a job?

Yes	
No	
I am Employed	
I am not fit for employment	

If your response above is “Yes”, please explain:

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4. From your personal experience, would you say that there are child-support grant beneficiaries who misuse the money?

Yes	
No	
Not sure	

If your response above is “Yes”, please explain:

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5. Would you say the provision of the child-support grant contributes to child bearing?

Yes	
No	
Not sure	

If your response above is “Yes”, please explain:

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6. Besides the themes already covered above, what challenges do you experience with the child-support grant, if any?

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THANK YOU FOR YOUR PARTICIPATION!!!

Annexure B: Interview participation information letter and interview questions

PARTICIPANT INFORMATION LETTER

13 January 2021

Dear Prospective Participant

My name is Miss Nozuko Ruth Hlwatika and I am doing research with Dr Promise Raseala a lecturer in the Department of Public Administration, for my Master's Degree in Public Administration at the University of South Africa. We are inviting you to participate in a study entitled '*Evaluating South Africa's Child-support grant Policy: The Case of Mamelodi, Gauteng Province*'

WHAT IS THE PURPOSE OF THE STUDY?

I am conducting this research to evaluate the outcomes of the child-support grant policy from the period 1998 to 2018.

WHY AM I BEING INVITED TO PARTICIPATE?

The study will be conducted with SASSA staff members who work in the Grants Administration unit as well as the caregivers of children receiving the child-support grant based in Mamelodi, Pretoria. The participants had been identified based on their experience with administering the grant. Contact details of participants at SASSA were obtained from the Executive Manager of the Grants Administration unit, Ms Diane Dunkerley.

WHAT IS THE NATURE OF MY PARTICIPATION IN THIS STUDY?

The study involves a *semi-structured interview* to allow for follow up questions and for the interviewees to elaborate as much as they desire to. The interview consists of the following three broad questions:

1. What are some of the success factors that stand out for you in the administration of the child-support grant?
2. What challenges do you face in the administration of the CSG?
3. How do you think the identified challenges could be mitigated?

The expected duration for interviews will be approximately 60 minutes per participant.

Due to Covid-19 restrictions, the interviews will only be conducted virtually through Zoom Video Communications or in the case an interviewee finds it difficult to connect to Zoom, a telephonic interview will be arranged instead.

CAN I WITHDRAW FROM THIS STUDY EVEN AFTER HAVING AGREED TO PARTICIPATE?

Participating in this study is voluntary and you are under no obligation to consent to participation. If you do decide to take part, you will be given this information sheet to keep and be asked to sign a written consent form. You are free to withdraw at any time and without giving a reason.

WHAT ARE THE POTENTIAL BENEFITS OF TAKING PART IN THIS STUDY?

The participants will not receive any payment or reward, financial or otherwise and the study will not incur undue cost to the participants however, the study will enable participants to make a contribution in the evaluation of the child-support grant in South Africa.

ARE THERE ANY NEGATIVE CONSEQUENCES FOR ME IF I PARTICIPATE IN THE RESEARCH PROJECT?

There is no anticipation of risk but if any adverse events are experienced, the researcher will conduct a debriefing to put things right. However, the researcher will take precautionary steps to follow the prescribed standards of doing research such as one may not harm, coerce and falsify the information. All these and other principles will be adhered to.

WILL THE INFORMATION THAT I CONVEY TO THE RESEARCHER AND MY IDENTITY BE KEPT CONFIDENTIAL?

Your name will not be recorded anywhere and no one will be able to connect you to the answers you give. Your answers will be given a code number or a pseudonym and you will be referred to in this way in the data, any publications, or other research reporting methods such as conference proceeding.

Your answers may be reviewed by people responsible for making sure that research is done properly, including the transcriber and a statistician. Otherwise, records that

identify you will be available only to people working on the study, unless you give permission for other people to see the records.

The anonymous data may be used for other purposes, such as a research report, journal articles and/or conference proceedings. However your privacy will be protected in any publication of the information.

HOW WILL THE RESEARCHER(S) PROTECT THE SECURITY OF DATA?

The interviews will be recorded using a voice recorder and later transcribed. The recordings will be copied from the voice recorder to the researcher's computer and thereafter deleted from the voice recorder. Both the recording and the transcripts will be stored safely on the computer of the researcher which is password protected. The data will be stored by the researcher for a period of five years for future research or academic purposes. Future use of the stored data will be subject to further Research Ethics Review and approval if applicable. The interview data will be destroyed when it is no longer of functional value (five years after completing the research project).

WILL I RECEIVE PAYMENT OR ANY INCENTIVES FOR PARTICIPATING IN THIS STUDY?

The participants will not receive any payment or reward, financial or otherwise and the study will not incur undue cost to the participants.

HAS THE STUDY RECEIVED ETHICS APPROVAL

This study has received written approval from the Research Ethics Review Committee of the Department of Public Administration and Management of Unisa. A copy of the approval letter can be obtained from the researcher if you so wish.

HOW WILL I BE INFORMED OF THE FINDINGS/RESULTS OF THE RESEARCH?

If you would like to be informed of the final research findings, please contact Ms Nozuko Hlwatika on 0746551133 or email: nozukohlwatika09@gmail.com

Should you have concerns about the way in which the research has been conducted, you may contact Dr Promise Raseala Tel: 012 429 6996 or email: raseaps@unisa.ac.za

Thank you for taking time to read this information sheet and for participating in this study

Ms Nozuko Ruth Hlwatika

Student # 48161829

Semi- structured interview questions for officials who administer the Child-support grants Policy at the SASSA head office in Pretoria, South Africa

1. What are some of the success factors that stand out for you in the administration of the child-support grant?

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2. What challenges do you face in the administration of the CSG?

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3. How do you think the identified challenges could be mitigated?

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Thank you for your participation!!!

Annexure C: Consent Form

CONSENT TO PARTICIPATE IN THE RESEARCH

RESEARCH TITLE:

**EVALUATING SOUTH AFRICA'S CHILD-SUPPORT GRANT POLICY: THE
CASE OF MAMELODI, GAUTENG PROVINCE**

I, (participant name & surname), confirm that the person asking my consent to take part in this research has told me about the nature, procedure, potential benefits and anticipated inconvenience of participation.

- I have read and understood the study as explained in the participant information sheet.
- I have had sufficient opportunity to ask questions and prepared to participate in the study.
- I understand that my participation is voluntary and that I am free to withdraw at any time without penalty.
- I am aware that the findings of this study will be anonymously processed into a dissertation.
- I agree to complete the questionnaire and/or to be interviewed.

**Participant's name and
surname**

Date

Signature

**Miss Nozuko Ruth Hlwatika
Student#: 48161829**

**Researcher's name and
surname**

Date

Signature

Annexure D: University of South Africa Ethical Clearance



DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT RESEARCH ETHICS REVIEW COMMITTEE

Date: 06 December 2020

Ref #: PAM/2020/018(Hlwatika)

Name of applicant: Ms NR Hlwatika

Student#: 48161829

Dear Ms Hlwatika

Decision: Ethics Clearance Approval

Details of researcher:

Ms NR Hlwatika, student#:48161829, email: 48161829@mylife.unisa.ac.za, tel: 074 655 1133

Supervisor: P Raseala, staff#: 90403630, email: raseaps@unisa.ac.za,

Research project 'Evaluating South Africa's Child Support Grant Policy: The Case of Mamelodi, Gauteng Province'

Qualification Master of Public Administration (MPA)

Thank you for the application for **research ethics clearance** submitted to the Department: Public Administration and Management: Research Ethics Review Committee, for the above mentioned study. Ethics approval is granted. The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was **reviewed** in compliance with the *Unisa Policy on Research Ethics* and the *Standard Operating Procedure on Research Ethics Risk Assessment*.

The proposed research may now commence with the proviso that:

- 1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.



University of South Africa
Pretorius Street, Muckleneuk Ridge, City of Tshwane
PO Box 592 UNISA 0003 South Africa
Telephone: +27 12 429 3111 Facsimile: +27 12 429 4130
www.unisa.ac.za

Annexure E: SASSA Head Office Approval



SASSA HOUSE
501 Prodinsa Building
Cnrs Steve Biko & Pretorius Str
Pretoria
0083
17 September 2020

Ms Ruth Hlwatika

Dear Ms Hlwatika

RE: REQUEST FOR ORGANISATIONAL PERMISSION: REQUEST TO CONDUCT RESEARCH AT THE SOUTH AFRICAN SOCIAL SECURITY AGENCY (SASSA)

South African Social Security Agency (SASSA) is an Agency of Government responsible for payment of Social Grants. As a tool to understanding its ecosystem, its beneficiaries and their needs, the impact our programme makes as well as to enhance its offering, research is critical. SASSA therefore supports and promotes research that enhances knowledge and development.

It is for the above reason that your request to conduct a study entitled 'Evaluating South Africa's Child Support Grant Policy: The Case of Mamelodi, Gauteng Province' is granted. This letter should be presented for you to access SASSA officials. The following are our conditions:

SASSA cannot decree to its officials, customers, beneficiaries and stakeholders whether or not to participate in your research study;

Where expressly directed, documents can be viewed but may not leave any SASSA office;

All information used in the study should remain confidential throughout the study including in publishing;

You are expected to acquaint yourself with and abide by the country's ethical requirements; and

SASSA requires a submission and presentation of your findings on a date that will be arranged at the end of your study.

Furthermore, be informed that SASSA does not take any responsibility for anything that is required for your study or that can happen in the process. Mr Sikhauli remains your point of entry and he can be contacted at 012 400 2390 or musiwalos@sassa.gov.za.



Ms K Sefularo
General Manager: Social Security Reforms
Date: 17/09/2020