

**A critical analysis of the Implementation of the  
Social Assistance Grant Policies in the North West Province of  
South Africa**

by

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Submitted in fulfilment of the requirements for the degree  
**Magister Administrationis: MAdmin (Public Administration)**

in the  
**School of Public Management and Administration**  
FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES

at the

UNIVERSITY OF PRETORIA

SUPERVISOR:  
Pretoria

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March 2010

## ACKNOWLEDGEMENTS

I wish to extend my sincere thanks and gratitude to everyone who contributed in some way towards the completion of this study.

My Saviour, Almighty who gave me health, strength and wisdom, without Him I would not have been able to complete this study.

Professor Dr. Jerry Kuye, my supervisor, who acted more as a father to me. Thank you very much for intellectual support, your insightful guidance and valuable advices. Thank you for having faith on me and for always encouraging me.

The ASD Scholarship from the Department of Trade and Industry for the financial support, I am grateful for every cent I received from the department to complete my study.

I would not have been able to register my Masters if it was not because of the kind support from three people who are very close to my heart: Maréli Kruger, Gerda van Dijk and Tanie Elize “Gogo” Barnard. I will remain indebted for the rest of my life for all the generous guidance, moral and financial support you gave me throughout my study. May you be blessed for the rest of your life.

Last, but not least special thanks to my mother, Pulane Hanto, my brother David Chelechele and my late sister Kelebogile Marumo. I appreciate your support and your guidance.

## EXECUTIVE SUMMARY

The implementation of public policies continues to be a serious challenge for the South African public service. Giving the overarching demands for quality public service delivery from the citizens, there is a serious need for the public sector to accelerate implementation of public policies which aimed at promoting the development of society.

The primary objective of the research for this study is to critically analyse the policy implementation issues in the provincial government, the special reference is on the social assistance grant policies in the North West provincial government. Subservient to the primary objectives of the research is to highlight and emphasise the pivotal roles of the theory and practices of policy formulation, policy analysis and policy implementation to promote understanding on the factors which contribute towards the effective and efficient formulation and implementation of policies that are aimed at improving the lives of the people in general and those with special needs in particular.

The complexities of policy development can be identified as one of the reasons for the delay and complete failure of policy implementation. Failure of policy can also largely be attributed to issues of poor implementation of policies. In addition, it has proven that sometimes policies are set out to achieve too ambitious targets which ultimately fall short of their desired outcome. Absence of policy analysis skills and practice in the provincial governments are also major impediments to the implementation of policies.

The poor policy implementation in the North West provincial government is influenced by lack of reliable data and adequate information upon which to make decisions which is a consequence of an inadequate management information

system. Moreover, poor policy implementation in the provincial government is as a result of and ascribed to a lack of financial resources, inadequate trained staff, poorly framed policies, target group opposition and underdeveloped bureaucracies which are unable to formulate and plan systematically.

The other recurring criticism of poor policy implementation in the North West province is that policy implementation is the orientation towards centralisation. This means that most of the policies and plans are developed in the national government with little consultation with the final implementers. Policies often fail to capture the subtleties of initiatives at grassroots level. The distance of policy makers from practice not only causes problems for the managers of the policy but also creates a lack of harmony among the different elements of the same policy and among machinery of governments which are used to alleviate poverty such as Social Assistance Agency.

The imposed national policies and directives to the provincial government without regards to their specific circumstances and without assessing the human and financial resource capacity of the provincial government led to waist of money and a complete failure of the implementation of policy in the province. So to ensure that policy is successfully implemented, there is a need for a guide to the implementation in the form of a public policy implementation variables and policy implementation model in the provincial governments in general and the North West province in particular.

Proper policy implementation which include sufficient resources like finance and human resource and effective policy translation, management of policy implementation processes which include accountability and control and human capital development will all ensure a great deal of improvement and success in the policy implementation.

## LIST OF ABBREVIATIONS

ACDP	: African Christian Democratic Party
AG	: Auditor- General
AISA	: Amnesty International South Africa
ANC	: African National Congress
BC	: Birth Certificate
CBO	: Community Based Organisation
CDG	: Child Dependency Grant
CDI	: Central Directive Institution
CI	: Commission of Inquiry
CSG	: Child Support Grant
CSO	: Civil Society Organisation
DA	: Democratic Alliance
DG	: Disability Grant
DH	: Department of Health
DJ	: Department of Justice
DSD	: Department of Social Development
DPSA	: Department of Public Service and Administration
EE	: Employment Equity
FBO	: Faith Based Organisation
FCG	: Foster Care Grant
GDP	: Gross Domestic Product
HRC	: Human Rights Commission
HRM	: Human Resource Management
ICD	: Independent Complaint Directorate
ID	: Identity Document
IDASA	: Institute for Democracy in Southern Africa
IDP	: Integrated Development Programme

IT	: Information Technology
INGO	: International Non-Governmental Organisation
LPM	: Landless People Movement
NGO	: Non Governmental Organisation
NP	: National Party
NT	: National Treasury
NPO	: Non Profit Organisation
OAG	: Old Aged Grant
TAC	: Treatment Action Campaign
PSC	: Public Service Commission
SASSA	: South African Social Security Agency
SAPS	: South African Police Service
SCOPA	: Standing Committee on Public Account
SOCPEN	: Social Pension
UCDP	: United Christian Democratic Party
UDM	: United Democratic Party
WVG	: War Veteran Grant

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# CHAPTER 1

## Outline and Introduction to the Study

### 1.1 INTRODUCTION

The end of apartheid government in South Africa in 1994 brought a number of changes in South African public service. These changes were on political participation, economic growth and the administration of the country. In terms of administration, these changes were serious challenges for black people who were democratically put in power for the very first time, as they were not prepared by their former leaders during the apartheid government.

The democratic rule in South Africa saw the expansion of the South African provinces which were increased from four to nine provinces. This was to make sure that South Africa meet the demands of every person living in South Africa and also bring government closer to the people to achieve effective and efficient service delivery to South African citizen. This was also to decentralise power which were heavily centralised during apartheid regime.

The new democratic government formulated policies which were supposed to be bias to the poor and the previously maginalised South African. Those policies were formulated at the national government and were transfers to the provincial government where ordinary people live for implementation. Numbers of government departments were given responsibilities to implement policies that were aimed at improving the living standard of the ordinary people. Some of these government departments were Department of Social Development, which is a very good department positioned to address the problem of social inequalities and basic human needs of the poor people. Due to inefficiency and maladministration in the provincial department of social development some of their responsibilities to fight poverty which include social assistance security were migrated to the South African Social Security Agency (SASSA) to help the

government to administer the social grants which were coined to fight immediate poverty. The responsibilities of the provincial departments of Social Development to administer social assistance policies were transferred and migrated to the provincial Social Security Agencies for proper administration and implementation of social assistance policies.

The research of this nature will address the policy implementation issues in the provincial government with special reference to social assistance grant policies on poverty alleviation in the North West Province of South Africa. The attention will be given to the role and influence that the North West provincial government has on proper implementation and distribution or roll-out of the social assistance policies in the province. But before one outline the role and influence of the provincial government in policy implementation, it is important to give a brief history of the province which will also help to assess why there is a need for social assistance grant policies in the North West province.

So this chapter will provide the history of the North West province, its transition from apartheid government to democratic rule, the relation of province to the national government, ability of the province to implement the national policies and the issue of governance will be discussed to assess the issue of accountability and responsiveness to the needs of the North West province population.

In addition, the chapter will highlight why this research in the North West provincial government is needed. The reason which motivated the study, the research topic and research question will also be highlighted in this chapter.

## **1.2 HISTORIOGRAPHY OF THE PROVINCE**

The democratic government which came to effect in 1994 in South Africa gave birth to nine provinces (*see annexure C*) instead of four provinces that South Africa used to have during the apartheid government. The North West province is

one of the poorest provinces in South Africa, it is situated next to the border of the Republic of Botswana as indicated in the *annexure C*.

Most of the people in the North West province are employed in the farm and the illiteracy rate is about 69% and this is the highest after Limpopo province. Unskilled labour is at 78% and the life expectancy is 68 for males and 74 for female. This means most of the household in the North West province are headed by single mother. The infrastructure and service delivery in the North West province is very poor and people from other provinces are even revolting when the government wants to relocate them to the North West province. The North West province is fairly big province with the population of about 3 million people. Below diagram is the map of North West province.

**Figure 1: The Map of North West Province**



Source: Department of Social Development, 2008

This map indicate how big the North West province is and most of the land in the North West province is used farming and mining, this is why unskilled labour is high in the North West province. The areas like Schwiezer-Reneke, Taung and Vryburg are the most forgotten areas in the North West province. These areas are being hit by mass strike on a regular basis as people are not happy with poor services they receive from the provincial government.

### **1.2.1 Governance of the North West Province**

The current challenges and problems that the North West Provincial legislature is facing has been perpetuated by the imbalances of the past. The North West province is one of the poorly administered provinces. This has resulted in the situation were in number of people leave the province and those in the cross-boundary which the government want to move them into the North West cause serious revolts as they are not happy with service delivery in the North West province.

The following section will give an overview and comparism of the governance during the apartheid rule and post-apartheid rule in the North West province.

#### **1.2.1.1 Apartheid Government**

Under apartheid, the North West province was called Bophuthatswana and it was divided into vastly unequal areas. While some of the areas were well-endowed with municipal services, management capacity and huge resources with which to pay for services rendered, others were under-resourced poorly located and suffered from deliberate restraints on economic development. It was obvious that this inequality has led to basic needs not being met more especially the poor blacks and has resulted in hardship for those living in the deprived areas.

The inefficiencies of this unequal spatial form created by the apartheid regime have also slowed economic development in the North West province. The poorly serviced areas stifled and perpetuate inefficiency in the household productivity. Under apartheid governance in the North West province, people suffered from ill health as a result of living in poorly heated shack houses without access to clean and adequate water and sanitation (Cloete, 1994: 66).

Political riots during the struggle against apartheid regime in South Africa, destroyed number of communities in the North West province. Opportunities for local small business were heavily affected as the violence characterized many areas in the province.

The inefficiencies of the apartheid spatial form caused lot of problems for the poor black people and these problems are still visible as the injustice of the past can not be undone in the very short space of time. The apartheid governance in the North West province destroyed and dehumanised the poor black people. Poor blacks were given problem when they had to get assistance from the Social Welfare Department, it created a serious segregation and humiliating and dehumanising laws that were aimed at making black less humane (Booyesen, 2001:362).

The income distribution between whites and blacks were unequal. This was disturbing because most of the works were done by blacks, they even work in very hazard areas with no security in case anything happen to them.



**Table 1: Income distribution per Household (1992 Rands)**

	1992	1993	1994
	<b>White Workers</b>		
Less than R800 p.m.	20%	20%	18%
R800- R1 500 p.m.	22%	22%	22%
R1 500- R 3 500 p.m.	20%	20%	20%
More than R3 500 p.m.	36%	36%	38%
	<b>Black Workers</b>		
Less than R800 p.m.	66%	60%	58%
R800- R1 500 p.m.	20%	22%	23%
R1 500- R3 500 p.m.	15%	16%	16%
More than R3 500 p.m.	4%	4%	5%

Source: May (2000:30)

The little income that black worker were getting as compared to their fellow white workers each month was a true reflection on how unequal the North West province were. Both workers (black and white) were doing the same job, but due to their race, whites were getting more than blacks.

During the apartheid era, most South Africans, especially black people, were passive citizens in their own country. They could not question the power of the state and, most importantly, they were recipients of governance, rather than participants (Booyesen, 2001: 365).

### **1.2.1.2 Post- Apartheid Government**

After the end of apartheid government, there were numerous changes. So the North West Province has come a long way since the April 1994 democratic general elections. The North West province has been built from an amalgamation of three former apartheid administration and these includes Bophuthatswana, the Cape and Transvaal Provincial administrations.

So under the African National Congress (ANC) leadership in North West province, the years 1994 to 1997 was termed as the restructuring and integration of a variety of functions and structure throughout the public service, this restructuring was considered inevitable in the view of the new emphasis on service delivery and the importance of communicating important policy directives downwards and monitor implementation and delivery of service on regular basis. The ANC appointed the public servants who they believe will help the province to address the imbalances and injustices of the past.

The collapse of apartheid in South Africa meant the end of an authoritative regime; a regime that defined itself against the needs and wishes of the majority of the population. The progression of events in South Africa from an authoritative regime to its collapse and the new beginning demonstrated that development is a process (Considine, 1994:40).

The implementation of the new dispensation in 1994 saw the North West provincial administration assuming responsibility for over 41 government supported institutions. Number of provincial departments was also established to ensure that the provincial government is closer to the people. The most needed and highly utilised departments were Provincial Department of Home Affairs and Department of Social Development. This was due to the fact that social needs were in high demand after the end of apartheid government in South Africa. The provincial department of Home Affairs and Social Development were at the centre stage for development of the people who were living below poverty line (Brynard, 2007:42).

Due to the high demands of the social services from the communities, there is a need that the department of Social Development develops realist strategies and formulates some policies that will ensure that the needs of the people are met.

## 1.2.2 Provincial Capacity

The constitutional provisions regarding co-operative government and the various structures that have been established to promote co-ordination of policies may create the impression that the system operates effectively. In terms of capacity, the experience has indicated that not all of the provinces succeed with policies determined by national government on matters listed in schedule 4 of the *Constitution of the Republic of South Africa, 1996*. Because of poor capacity of provinces on policy implementation, it would seem to be necessary for one to reconsider the division of powers and functions between the national and the provincial spheres of government, this will mean that the capacity of every province to provide policy guidelines and give effect to policies should also be considered (Thornhill and Cloete, 2005: 72-73).

It is important that the national government should always make contact with the provincial government before the policy can be finalised and the policies should not be enforced and imposed on provincial government before there is a clear assessment of capacity of that province.

Capacity of the provinces should be clearly assessed and analysed before any policy can be suggested to the province. Communication between National and Provincial government is extremely important as it can assist in improving the performance of the services that the national government wants the provincial government to offer the public. In addition to this, it is important that co-ordination and co-operation exist at all times to avoid sending of wrong messages to the public by the provincial government. These will help in increasing the capacity and capability of the provincial government in terms of social service delivery (Gardener, 1997:67).

The service delivery capacity of the North West Province should be taken into consideration when this type of programme are suggested or recommended and implemented as mechanisms or policies that can help to fight poverty.

South Africa need to have alternative programme or plan which will be complimentary to this plan, the reason being that, this social assistance policy is not so sustainable. As it created dependency on government and now people are demanding social grant for those people who are unemployed. It has also being proven that the people who implement these policies in the North West provincial departments of Social Development particularly, lack the needed skills and competency to successfully implement these policies. This has led to corruption and mismanagement of government funds in the province (City Press, 28 June 2008), see also Edigheji (2007:76)

Since the inception of the democratic government, the North West province has been in a spotlight for poor service delivery. This poor service delivery let to number of demonstrations, strikes and marches by the people of the North West and this poor service delivery in the North West let to the situation wherein people vehemently refused to be moved to the North West province during the boundary relocation of areas such as Kuruman which is in the border between Northern Cape and North West, people in Kuruman wanted to be part of Northern Cape rather than North West as proposed by the government, another area was Hammanskraal which is in the border between Gauteng and the North West, people in Hammanskraal revolted when the government wanted to relocate them to North West and the most contested area is Caltonville which is in the border between Gauteng and the North West. People from Caltonville are still fighting against the government because they do not want to be under North West province.

The issues that are raised by all people who refused to be relocated to North West province is the North West province is poorly administered, service delivery

is inefficient and ineffective and the province does not have capacity to address the needs of the citizens (Business Day, 2 March 2006).

### **1.3 POLITICAL- INSTITUTIONAL CONTEXT OF NORTH WEST**

After the end of apartheid government in South Africa, the political and social context of the North West province changed substantially. Some of the impacting factors were the process of demarcation, which resulted in bringing some municipalities which were situated in the border to fall under the North West province.

The affected municipalities include Kuruman in the Northern Cape and Khutsong in Gauteng province. The inclusion of some municipalities into the North West province meant that the responsibilities and duties of the provincial government will increase and this, if not well managed, will add the problems that North West is faced with (Business Day, 25 February 2006).

According to the North West Premier, Edna Molewa (2008), the disestablishment of the cross boundary municipalities was extremely important and it is in line with the provisions of the *Constitution's twelfth Amendment Act in 2005*. This, as stated earlier, the entire local municipal area of Merafong was fully incorporated into the North West province in 2008, even though the community and people of Khutsong are still revolting against the decision of the government to take them to the North West province. This can have a serious financial implication to the North West provincial government as one of the insurmountable task facing the North West province is now to identify long term project of relocating thousands of the households from Gauteng to the North West province.

During the apartheid rule, the North West province was ruled by United Christian Democratic Party (UCDP) which was also viewed as the puppet for white rulers. The current political institutional context of the North West province is overwhelmed by the ANC.

So in terms of political transition the North West province is one of the provinces which are completely transformed from the old white minority rule led by the National Party (NP) and the oppressive rule led by UCDP to a democratic rule led by the ANC (Business Day, 25 February 2006).

### **1.3.1 Municipal Transformation and Institutional Development**

To a certain extent there are some general assessment which reflect that majority of municipalities in the North West province have made significant progress in establishing and entrenching core municipal systems, processes and in the strengthening of their overall institutional capability (Molewa, 2008).

This municipal transformation and institutional development in the North West province is clearly reflected in key areas which include; the Municipal Integrated Development Programmes which is legislated in 2000 in the *Local Government: Municipal Systems Act, 2000* (Act 32 of 2000). The North West province 2007/2008 financial year indicated 100% adoption rate of the Integrated Development Programmes (IDPs) in municipalities and most these rated as medium to good products.

Molewa (2008) also stressed that as a provincial government, there is a need to increase the pace and act more actively in order to ensure that the institutionalisation and sustainability of the hands-on approach to supporting local government. The hands-on approach is set to be a solution for the provincial government to ensure sustainable institutionalisation and strengthening support to all municipalities, most particularly to the ailing municipalities.

### **1.3.2 North West APEX Priorities of Service Delivery**

In his State of the Nation Address speech in 2008, the former President Thabo Mbeki announced that the country will engage itself in the programme of the “Business Unusual” 24 APEX of priorities that the national government have to

concentrate on to ensure that there is improvement in effective and efficient service delivery.

Edna Molewa (2008) reflected that the mandate of the ANC led government in the North West province, was set in motion by the historic “people’s contract to create work and fight poverty” which was underpinned by a series of critically analysed objectives and solutions, which were fundamentally cognisant of the need for acceleration of growth and development in this democratic era.

The North West province participated actively in the formulation of this “Business Unusual” 24 APEX Priorities and these APEX priorities are now included in the North West province programmes and now North West province under the leadership of Premier Edna Molewa is committed to ensuring social transformation by:

- acceleration of economic growth and development;
- accelerating delivery to the poor and poverty eradication;
- building critical and scarce skills in the province;
- improve the effectiveness of economic interventions; and
- building capacity of the state and that of the province

These APEX Priorities for service delivery in the North West province will be a guide in terms of which service needs to be achieved first and how it will impact in improving the lives of the majority of the people in the province (Molewa, 2008). The APEX of Priorities will also help the North West province to confidently surging forward to intensify the momentum in order to free the previously suppressed human and economic potential of the people of the North West province (Molewa, 2008).

#### **1.4 COMMUNITY PARTICIPATION IN NORTH WEST**

Community participation can be defined as the voluntary contribution by the community to the public programmes; it is community involvement in shaping,

implementing and evaluating programmes and sharing the benefits. It can also be explained as an active process where intended beneficiaries influence programme outcomes and gain personal growth (Levin *et al.*, 1986 and Theron, 2005:161).

During the apartheid era, most South Africans were passive citizens in their own country. They could not question the power of the state and they were recipients of governance, rather than participants. However, this was all to come to an end in 1994 when the government was then defined in relation to its citizens. The participation of citizens in government planning and decision making was followed during the collapse of the apartheid government in South Africa (Matshega and Buccus, 2007:11).

Community participation is normally used in the context of local government affairs, as opposed to issues of national public interest. In a better clarity community participation can thusly be defined as the active involvement of citizens, across all spheres of government, in determining public policy (Moeti and Chelechele, 2008: 3-4). Theron (2005: 162) argue that community participation is important for improving life situations, particularly for the poor and disadvantaged, including people with disabilities.

Community participation as a legitimised process is a relatively new phenomenon in South Africa's democratic political dispensation. During the apartheid black African majority were not allowed the opportunity to provide inputs or participate in any way on planning and decision-making that affect them directly. After 1994 democratic general elections, the ANC institutionalised a plethora of community participation legislation and policy that sought to be inclusive of all South Africans (Moeti and Chelechele, 2008: 7).



The North West province allowed community participation as per the requirement by some legislations and policy frameworks adopted by the South African government. These include; *White Paper on Service Delivery, 2000* which sets out processes for the development of the Integrated Development Programme and specifies that the IDP processes must include a mandate and terms of reference for community participation, *Local Government: Municipal Systems Act, 2000* ( Act 32 of 2000) which provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to every member of the community, *Local Government: Municipal Structures Act, 1998* (Act of 117 of 1998) which requires that municipalities develop friendly atmosphere for community participation by building the capacity of local communities to participate in municipal affairs and the *South Africa's National Environmental Management Act, 1998* (Act 107 of 1998) which represent the broadest allowance of community participation on matters of national environmental affairs (Moodley and Govender, 2006: 371).

Even though the North West provincial government has been working very hard to implement some policies and the legislations that the national government adopted with regard to community participation, there have been some challenges with regard to the integration of the communities in policy making and decision-making. The problems were due to lack of skills and knowledge of the provincial leadership in developing avenues to integrate the communities more especially those who are illiterate. The only success in making sure that the people in the province participate in some decision-making is through the local government elections and during the *izimbizos* that the provincial legislature has (Business Day, June 2007).

The problem that the North West provincial government is having is influenced by the fact that the communities are not directly involved in the processes of policy

formation and implementation and also in the decision-making. So the provincial leadership makes decisions that the people are not in favour of them and this has led to numerous demonstrations, marches and protest march by the frustrated and disgruntled communities. This have also led to the situation that most of the people, especially with needed skilled, have left the province and migrated to the well developed province such as Gauteng (Mail and Guardian, February 2006).

Arko-Cobbach (2002: 57) argues that unrepresentativeness, unresponsiveness, legitimacy, alienation, inhumane bureaucracies and societal survival as being the cause of citizen discontent in governance. These stabling blocks for community participation has also been identified in the North West Province and it is unfortunate that the North West provincial government is still struggling to eliminate them and ensuring the community participation in decision making in terms of governance in the North West province.

## **1.5 MECHANISMS FOR ACCOUNTABILITY**

Accountability has traditionally been taken to mean answerability for one's action or behaviour, which came to mean that the actions of public officials had to be justified, their reasons explained and their deeds and misdeeds accounted before the court of public opinion (Diale *et al.*, 2007: 641). Caiden (1998: 58) on the other hand contends that accountability requires that public officials should take responsibility for all that is done in the public's name and be accountable to external bodies and more so be held morally and legally liable.

Accountability is the responsibility of the government and its agents towards the public to achieve previously set objectives and to account for them to the public. It is further regarded as a commitment required from the public officials individually and collectively to accept public responsibility for their actions or inactions (Fox, 1995: 2-3).

The doctrine of public accountability is acknowledged as a pivot around which good government rotates. It is the most important aspect for good governance, it places a liability and an obligation on public functionaries (the elected public office bearers and appointed public officials) to give satisfactory explanation to the communities (who are the tax payers) concerning the exercise of power, authority and resources which are entrusted to public office bearers ordinarily as a trust from the citizens (Gildenhuys, 1997: 60-61).

Accountability to the public require citizens' access to information that the public office have with regard to governing, transparent procedures more especially when awarding a tender or employing someone in public office, effective consultation when there are some decision that need to be taken that will affect the community and publicity on the side of the government machinery (Kukamba and Nsingo, 2008: 351).

Elements that can also be used to clearly capture the concept of accountability includes; the undertaking official decisions and activities in a transparent way- capturing various stakeholders' interest; optimum use of resources taking into consideration of value for money and cost-benefit analysis; responsiveness to community needs as much as possible with prioritisation and viable mechanisms of providing feedback and information to the public (Kukamba and Fourie, 2007: 652).

Accountability carries various typologies, these typologies include; *Hierarchical accountability*, which deals with immediate supervisors and periodic performance reviews where individual evaluation is based on obedience and adherence to organisational directives; *Legal accountability* which is a conventional type where accountability relationships involved a great deal of external oversight such as parliamentary committees, the Ombudsman, Auditor-General (AG) and the Public Service Commission (PSC); *Political accountability* which forms the cornerstone of democratic practice where the mandates of elected office bearers

and public administrators must always be reflected on the agenda and expectations of the public/citizens; *Professional accountability* where the public officials are expected to exercise their best judgment, achieve results and not concentrating only in following rules and directives (Romzek, 2000: 28-29).

In most cases the North West provincial government experience difficulties in terms of governing, efficient and effective service delivery and proper implementation of policies. These are attributed to failure by provincial government to mobilise the communities, poor information flow from provincial government to the communities and another attribute factor is civic incompetence for the provincial government to interact with the public (Mail and Guardian, July 2007).

Community participation is a principle that is accepted by all spheres of government in South Africa. Community participation is extremely important in ensuring that government addresses the real needs of communities in the most appropriate way. Community participation also helps to build an informed and responsible citizenry with a sense of ownership of government developments and projects (Ile and Mapuva, 2008: 126).

## **1.6 RELATIONSHIP WITH NATIONAL GOVERNMENT**

The *Constitution of Republic of South Africa, 1996* in chapter 3 supported the establishment national, provincial and local spheres of government which should be distinctive, interdependent and interrelated. The Constitution also requires that each sphere of government and all organs of the state must at all time act in accordance with principles laid down in Section 41 of the *Constitution, 1996*.

It is important that all spheres of government, more particularly in accordance to intergovernmental relations, must respect the constitutional status and must co-operate with one another in mutual trust and good faith by amongst others

co-ordinating their actions and legislation with one another and avoiding legal proceedings against one another (*Constitution, 1996*, Section 41).

Good and healthy relationship between the provincial and national government is extremely important. This will ensure that the policies that the national government has with regard to service delivery will be well received and implementation will not be a challenge for the provincial legislature. The national government will also communicate with the provincial government in making sure that the policies that are about to be formulated are the exact policies that are needed by the community in the province.

### **1.6.1 Governance Relation**

It is important that the national government and the provincial government always work together in planning and governing the country, this will ensure that the government of the day achieves its goals of improving service delivery to the people of this country. With regard to the North West province, it is important to vehemently emphasise that the province is aligning its provincial developmental practices with those of the national government. This was evidently proven through the alignment and similarities between the former President Thabo Mbeki's "State of the Nation Address Speech" and that of Premier Edna Molewa's provincial "State of the Province Address" (Mbeki, 2008)

Many provincial departments in the North West legislature have established their own consultative forums with the people in the remote rural areas throughout the province to spread the vision of the national government. These forums were used as some intervention of promoting cooperation between the provincial government and the communities. The forums were, in addition, used as a guide for provincial government on the local needs and expectations. This initiative was well received by the communities and the national government as it has proven to be viable for promoting partnership towards growth and development in the province.

There is also a provision which has been made to strengthen the governance relations in the North West province, this provision is made at the provincial and local government level, it allow for the inputs from grassroots level upwards in a process designed to ensure that everyone can contribute in taking an informed decision pertaining to improvement of service delivery to the communities in the province (Dye, 1995:152).

Some of the problems that are identified in the provincial government is the fact that the national government are sometimes impose national policies and directives upon the provinces without taking into consideration their specific circumstances, so healthy, confrontational and cooperative relationship between provincial and national government is extremely important because the provincial leadership (Member of Provincial Legislature) and the national leadership (Cabinet Ministers) will work together to come up with a realistic solution for the problems that the people in the community are facing and the steps that the provincial leadership deem will be important to take in solving the problem (Cameron, 2000: 81-86).

Section 100 (as amended) of the *Constitution of the Republic of South Africa, 1996*, provides for national intervention in provincial administration and allows national executive obligation in terms of the Constitution or legislation. This intervention could be taking appropriate steps to ensure the fulfillment of the obligation. Thornhill and Cloete (2005:59) also argued that the national executive may; issue a directive to the provincial executive indicating the nature of the failure and stating the steps required to meet the obligation and also assume responsibility for the relevant obligation in the particular province. This means that if things are not going according to plan in the North West province, the national government is obliged to intervene so that service delivery and proper governance can be the order of the day in North West province.

### **1.6.2 Fiscal Relation**

Since 1994 fiscal management in South Africa has been managed with a high degree of control and discipline. This has assisted South Africa to transform over the past decade. This has had a positive effect on the aggregate economic indicators such as the budget deficit. Additionally the public debt has been brought under control. A key contributor to this has been the substantial clarification of the institutional and regulatory fiscal framework that guides the national, provincial and local government (Fourie, 2005: 356 and Fourie, 2007: 651).

As far as a fiscal role is concern, it is highly recommended that the provincial government play a central role in monitoring the financial status of the municipalities through, for an example, the provincial task teams implementing Project Viability.

A good and healthy fiscal relation between the national government and the provincial government is highly recommended. Number of problems that the provincial government has or experience in terms of implementing some decisions that the national government adopted is the fact that the province have no financial capacity. Mokgoro (2006: 20) mentioned that problems that provinces experience more especially the North West province, cannot only be ascribed to poor management by provincial government, but because the national policies and directives are often imposed upon provinces without regard to their specific circumstances and with little regard to the enormous financial implications they impose upon the provinces.

It is evident that the world economic growth is slowing down and there are more uncertainties in the global markets. It is therefore obvious that the South African economy will also be affected by this slowdown. South Africa has been able to provide more resources in education, health, social grants, housing and policing. In his speech, the Minister of Finance, Trevor Manuel (2008) mentioned that

there will be more money that will be allocated to extend the social grants for men between the age of 60 and 64, it will also help in the increases of the coverage of the school feeding scheme, improve the conditions of public schools and public hospitals, improve public transport services and also accelerate the delivery of water and sanitation.

Below diagram is the national government expenditure for 2008. It will be compared with the provincial expenditure to assess the fiscal relations in terms of priority and expenditure between national government and the North West province.

**Table 2: National Government Expenditure 2008**

<b>ANNUAL EXPENDITURE</b>	<b>AMOUNT BUDGETED</b>
Welfare Services	R 105,3 Billion
Protection Services	R 95,3 Billion
Housing and Community Development	R 52,6 Billion
Transport and Communication	R 71,3 Billion
Education	R 121.1 Billion
Health	R 75, 5 Billion
Debt	R 55,0 Billion
Other	R 108,8 Billion

Source: National Treasury, 2008 (October)

The *Financial and Fiscal Commission Act, 1997* (Act 99 of 1997), establishes the Commission mentioned in the section 220 of the *Constitution of the Republic of South Africa, 1996*. It is in consultative body and, *inter alia*, makes recommendations to Parliament and the Cabinet on the equitable division of revenue among national, provincial and local government. This will ensure that there is sufficient financial support for provincial government by the national government.



Good fiscal relations between national and provincial government are also encouraged by the *Intergovernmental Fiscal Relations Act, 1997* (Act 97 of 1997). This Act came into effect on 1<sup>st</sup> January 1998 and its main aim was to promote co-operative budget preparation and the establishment of the *Local Government Budget Forum and Budget Council* through which the Minister of Finance and the nine provincial members of the executive councils for finance must co-ordinate budgetary and financial activities (Cloete and Thornhill, 2005: 138-139).

Analysis of the North West provincial budgets from 2002 to 2006 indicates that generally there is provincial subsidies for the Non-Governmental Organisations (NGOs) have been allocated on an ad hoc basis. The North West provincial government budget pressures exerted by the rapid increase in social grants. The rural and peri-urban areas as well as other previously disadvantaged areas in the province are the most affected during the budget cut in terms of service coverage. So assistance from the national government when allocate money to the province must always take into account the number of people in the province and the living conditions that people found themselves.

According to Premier Edna Molewa (2008) the North West provincial barometers indicates that after many years of fluctuating growth performances, the North West economy has stabilised substantially. The Growth Domestic Product (GDP) has grown from R 58 billion in 1996 to more than R72 billion in 2006. This proves that, despite high levels of poverty among residents in some municipal and provincial government, the provincial government has the significant capacity to raise its own revenue. The equitable share of public income paid by the national government to provincial government is usually about eight percent or less of total annual income the whole public sector (Cloete and Thornhill, 2005: 140).

Against this background, the historical developments of the North West province clearly indicate that the province is still struggling to recover from the apartheid regime which was characterised by segregations, prejudice and inequalities. It is, therefore, important that the research on policy implementation of the North West province to be investigated in order to provide a critical assessment of the provincial capacity in terms service delivery which aimed at the reduction of poverty.

## **1.7 NATURE OF THE STUDY**

This research comprised with the normative and the empirical studies of the impact of poor policy implementation in the provincial governments in South Africa and how they impacted in the improvement of service delivery and reduction of poverty. The special attention will, however, be more on the policies of Social Assistance Programme which is now being migrated to SASSA. The research will assess how poor policy implementation in the provincial government impacted on the increased poverty among the previously disadvantaged community and it will further indicate why SASSA took charge of social assistance grants from the Department of Social Development and how this policy move will help in fast tracking the plan of reducing poverty by half in 2014.

The research have questionnaires that will be used to ascertain the knowledge, viewpoints, attitude and behaviour of the recipients of the grants, the employees at the Social Agency, political office bearers and the public officials in the provincial government, especially from Department of Social Development, Department of Justice, Department of Home Affairs and Department of Education in the North West province, towards implementation social policies in the North West provincial government. Discussions and interviews have also been conducted to supplement the information obtained from the questionnaires and from the official documents obtained through the desktop research.

## **1.8 NEED FOR THE STUDY**

South Africa's transition to a multi-racial democracy and the end of apartheid regime opened up new opportunities for both local and international investors. The new Constitution, 1996 was signed and implemented in 1997 to open up new lease of life for the black people who are in majority and were victim of the brutal apartheid laws. The democratic government under the African National Congress made dramatic changes as far as the issue of state administration is concern. Changes were followed by the new policies which were mostly aimed at reducing poverty through improved service delivery which is effective and efficient. Most of these policies are only effective in the semi-urban area and selected provincial governments, while most of the provinces are still struggling to properly and effectively implement policies that are aimed at reducing poverty amongst affected South Africans.

The North West provincial government is one of the provinces that have a serious challenge when coming to the implementation of policy. This has a negative impact to service delivery in the province and it also led to disharmonies, violent strikes and dissatisfaction from the frustrated community. An indicative example is the vehement refusal from the people of Khutsong and Kuruman who were supposed to be integrated into the North West from Gauteng and Northern Cape respectively (Mail and Guardian, July 2007).

Social Grants Programmes were introduced under the department of Social Development to address the problem of poverty more especially for the people who can not afford to fend for themselves due to age or disability. It was very unpleasant to find out that this initiative was marked with serious corruption and self enrichment and the grants were ultimately migrated to SASSA. So this background will be used as reference on why policies in the provincial government are always poorly implemented and ineffective to achieve its set goals. So the study is needed to unpack the problems that are playing a role in

the policy implementation. In this instance, however, the reference will be on the implementation of the Social Assistance Programmes to effectively fight poverty.

It is because of the above mismanagement and maladministration, that the study welcomes the call for public officials, especially the councillors, to be appointed directly by the community but not based on the political parties that they are allegiance to. The study further saw the need that policy formulation and implementation to be the task of independent agency so that policies will not only favour the needs of certain group of people who belong to certain political party.

## **1.9 MOTIVATION FOR THE RESEARCH**

The provision of services to the society and community, more especially to the previously disadvantaged communities is not addressed at the pace that is required in South Africa. Research indicated that three in five people in South Africa live below poverty line, more especially in the North West province (IDASA, 2004:63). Even though South African public service in national, provincial and municipal spheres, has committed itself to addressing the problems and disparities of service provision, many provinces and municipalities including North West province, are still confronted with extensive service backlogs. This has been influenced by the poor policy implementation and lack of monitoring of service in the provincial government.

This study is therefore, motivated by the serious problems and inadequacies in terms of the implementation of policies that the national government has formulated to improve services in the provinces. Poor policy implementation and lack of proper monitoring and evaluation of services in the North West Province has negative effects on the service delivery to the people of North West province.

It has become increasingly apparent to the public that the national government is working extremely hard to formulate policies that will address the imbalances and the inequalities of the past by improving service delivery to the citizens, but the

problems arise when coming to the implementation of those policies, more especially in the provincial government. The poor monitoring and evaluation of service in the North West Province to guide the proper implementation of policies by the provincial Social Security Agency on poverty alleviation has forced people to migrate to other provinces for better services and proper management and administration of policies.

### **1.10 SIGNIFICANCE OF THE RESEARCH**

The significance of this research is to expose the negative effects that poor policy implementation have in terms of improving service delivery in the North West province particularly in the provision of social assistance policies. The research will also devise a plan to ensure that policies that are formulated at the national government, to guide and to assist in the effective and efficient provision of social assistance policies, are properly implemented in the provincial government (Wissink, 1991: 210).

Furthermore, this research will attempt to devise a model for public policy implementation within the North West provincial government with special reference to the provision of basic social services that are aimed at alleviating poverty in the North West province and in this regards will be how to effectively and efficiently implement social grant policies to ensure effective and efficient distribution, disbursement and roll-out of these grants to prospective beneficiaries. There will also be some ways that can be considered to successfully implement government policies at the provincial government.

This research will, in addition, identify which factors that plays an important role in public policy implementation in the North West provincial government especially in the provincial departments that deals more with social welfare of the communities such as department of social development, department of education, department of justice and department of health.

The factors that can inhibit and advance the proper implementation of policies that are aimed at improving the lives of the people who live below poverty line in the North West province will be discussed. The research is also important in the sense that it will give some insights into what is hampering development in the provincial government and who are the role players in policy formulation and policy implementation for guiding the proper functioning of the SASSA to successfully roll-out the provision of social assistance grants in the North West province.

The research is important in the sense that it will help to evaluate and analyse factors which are hampering implementation of policies of social assistance by the Social Security Agency in the North West province. In addition to that, the topic is selected in order to identify strategies and tactics that can be used by the North West provincial legislature to successfully enforce effective and efficient policy implementation. It is also selected to help in creating effective instruments and mechanisms which will help in the improvement of distribution, disbursement and roll-out of social grants by the appointed Social Security Agencies in the North West province.

## **1.11 CONCLUSION**

The outline of the study provided a detailed historical development of the North West Province and it has also indicated the questions that should be adequately addressed and answered in this study. The apartheid history of North West was mostly characterised by dehumanising and degrading treatment that the black people who were in majority suffered at the hands of white minority, this was also indicated by the poor salary scale and the type of work that the black majority were forced to do during the apartheid regime.

The research question clearly indicates that the purpose of the research should not only to identify problems but it should also recommend solution to problems. The need and nature of the study, as mentioned in this chapter, indicate the

problems that the provincial governments still faced with, especially the North West province and these problems affect the efficiency and effectiveness of the service delivery to the communities.

# CHAPTER 2

## Research Methodology

### 2.1 INTRODUCTION

It is very important to clearly understand and know what exactly research methodology is and most importantly one must know how it can scientifically be conducted. If the main aim of the researcher (s) is to produce the most valid and reliable findings in any research project, it is crucial that the researcher conform fully to all the good practices involved in the research methodology.

It is important to note that for the past decades, reflection on research methodology have produced a set of good practice rules and regulations which can be helpful to any responsible scholar or researcher. Research methodology has proven to be the heart and soul of any research proposal. It is also termed as the roadmap of the research hence it clearly describe the methods and all procedures that the researcher is expected to use to conduct the research.

This chapter, among other topics, will clearly discuss types of research methodologies, research design, research approach, sampling methods, target population, measurements and instruments. The objectives, importance and significance of the research will also be outlined in this chapter. Furthermore, the chapter will indicate the methods of data collection and analysis, it will also indicate techniques which will be used in data collection.

In addition, this chapter will outline limitations that the researcher experienced during the research. The organisational framework of the research will also be outlined in this chapter to indicate what is to be expected in this research.



## **2.2 TYPES OF RESEARCH METHODOLOGIES**

### **2.2.1 Quantitative Research**

The quantitative approach is closely associated with the natural sciences hence most of its research is underpinned by the natural sciences and terminology such as variables, control, measurement and experiments. During this type of research methodology, the researcher uses number of research designs and methods which include among others; social survey, experimental design and analysis of previously collected data. Quantitative research is also a form of conclusive research involving large representative samples and fairly structured data collection. The primary role of quantitative research is to test hypothesis which is defined as a proposition or statement regarding the relationship between more variables (Baehr, 1981:22 and Bulmer, 1982:71).

Characteristics of the quantitative research include correlation studies, observation studies, replication designs, generalisation and surveys. Correlation studies aimed at establishing the relationship between observation studies, observation studies are mostly derived from the theoretical scheme which use questionnaires and structured observation, replication designs on the other hand serves as a means of the bias of the investigator wherein the researcher are able to repeat the study should they wish to do so and survey in quantitative research are mostly used as instrument that can be used to measure individual's responses, those responds are then collected to form the overall measure of the sample survey research conducted through;

- face-to-face;
- telephonic interviews; and
- questionnaires.

So this means that the information which will be collected from the participants in the Social Security Agency and the North West provincial government on policy issues for poverty eradication will need to be accurate and valid.

### **2.2.2 Qualitative Research**

Qualitative research refers to an approach to the study of the world which seeks to describe and analyse the behaviour of humans from the point of view of those being studied. Qualitative research follows a research strategy that is relatively open and unstructured even when interview schedules are used as a research technique. The researcher provides minimal guidance to interviewees and allows considerable latitude when responding to questions. Qualitative studies use case studies, ethnographic field studies, discourse and conversation analyse and life history studies as its typical research designs (Mouton, 1996: 34).

According to Leedy (2005:135) methodology in qualitative research evolves over the course of an investigation. Qualitative research requires considerable preparation and planning. In qualitative research data is mostly collected through the use of sources such as observation, interviews, sampling, site visits, written documents and audio visual materials (Leedy, 1989: 132).

In the observation method of collecting data in qualitative research, the researcher can make observations either as a relative outsider or in the case of ethnography the researcher can be a participant while strategically observing. The advantage of conducting an observation is that the researcher can take an advantage of unforeseen data sources as it surface. In the interview method of collecting data in qualitative research, the researcher can use structured interviews which consist of standardised schedule of interview topics or can use semi-structured interviews which are designed to give the interviewer more latitude to explore topics of interest as they emerge. During the site visits the researcher has the opportunity to visit the location or premises where individuals operate or conduct their duties. The researcher has to gain access to the site and

form part of descriptive research by engaging with participants (Mouton, 2001: 36).

Qualitative research displays a number of characteristics. *Firstly*, qualitative research is committed to viewing events, norms and values from the perspective of the people who are being studied. *Secondly*, qualitative research provides detailed descriptions of the social settings they investigate. *Thirdly*, it helps the scholar to better understand the subject's interpretation of what is going on and to clearly understand events and behaviour in the context in which they occur. According to Bryman (1995: 66) qualitative research explain life as a stream of interconnecting events, interlocking series of events and as a process of constant change.

So this research will use more of the qualitative method of collecting data from the North West provincial government in both legislatures, provincial departments which are involved in social services, personnel at the provincial social security agency, social grants recipients and policy makers in the province.

### **2.3 PROBLEM STATEMENT**

Poor policy implementation in the North West provincial legislature with reference to the function of the SASSA have negative effects on service delivery in the province, this has also led to the continuing of the imbalances and inequalities in terms of service delivery and alleviating poverty in the communities. Despite efforts to improve service delivery by the national government, there is a huge disparity that are still evident in the North West province and these disparities affect people who were previously disadvantaged and heavily marginalised during the apartheid regime.

It is vital for the North West provincial government to improve service delivery in the province and also help in empowering the people who get it extremely hard to survive due to problems created by apartheid regime and social problems that

the community is facing. For the North West province to improve service delivery performance and assistance in fighting or alleviating poverty in the province, it is extremely important that the provincial legislature adopt an appropriate and effective strategies and tactics that can be used to implement policies that are being formulated to address the social development problems that the communities of the North West province are experiencing. Most of the social assistance grant policies that are not implemented effectively in the North West province include the policy on Children Support Grant Programme, Foster Care Grant Programme, Care Dependency Grant Programme, Old- Aged Care Grant Programme and Disability Grant Programme (SASSA, 2008).

In adopting the national strategies in implementing policy within the province, it is important for the provincial government of the North West to explore the attributes of effective and efficient policy implementation approaches in the province that will ensure that social assistance grant policies are well implemented. In this research, the effects of poor policy implementation in the provincial government with special reference to the social assistance grant policies on poverty alleviation in the North West province will be discussed and explored. This will help in ensuring that there are improvements in terms of policy implementation in the North West province which will help the SASSA to fast track the roll-out of the social services to the needy.

## **2.4 RESEARCH TOPIC**

The research topic for this research is:

***A critical analysis of the implementation of the Social Assistance Grants Policies in the North West Province of South Africa.***

This research topic is selected assist the study can help in identifying the role players in policy formulation and implementation, to identify complexities that the policy implementers should take into consideration when implementing a policy and it is also selected to identify variable that contribute in ensuring proper

implementation of public policy. The research topic will further assist in highlighting the challenges that the process of policy implementation is facing and how to best resolve those challenges.

## **2.5 RESEARCH QUESTION**

The critical question in this study is:

***To what extent has the North West provincial government of South Africa successfully implemented the Social Assistance Grants policies?***

This research question helped in making a clear assessment on whether the North West provincial government was able to implement social assistance policies, it will assist in assessing if the social grants were accessible and whether they are enough to alleviate poverty in the poor communities, and to assess if the grants are reaching the right people at the right time. Furthermore, the research question assists in monitoring and evaluating the effects of poor policy implementation in the North West province

## **2.6 OBJECTIVES OF THE RESEARCH**

The primary objective of this research is to evaluate, analyse and describe the effects of poor policy implementation in the provincial government with reference to the social assistance grants which are aimed at alleviating poverty and improve the lives of the ordinary citizens in the North West province. Moreover, the research aimed at formulating and suggesting the implementation of a sound method and model that can be used for proper implementation of the good policies that the national government is having to the province. The research will also provide knowledge and skills for the head of the provincial government who have to determine how to implement public policy effectively and efficiently in order to obtain maximum benefits at a reasonable cost.

## 2.7 RESEARCH APPROACH

The research approach for this research will be of qualitative nature. The approach in this research will be a situated activity that will be, by all means, locates the observer in the field, as it will consist of a set of interpretation. The rationale behind the use of qualitative research evolves over the course of investigation. Qualitative requires considerable preparation and planning, during the research process data is gathered through the use of different sources and these include amongst others;

- observations;
- audio visuals materials;
- electronic official documents; and
- the use of interviews.

*Primary data* collection includes questionnaire studies which were developed and distributed to all target population (which in this case were grant recipients, the North West provincial government and the employees and employers at the social security agency). The interviews which also form part of the primary data collection in qualitative research were held directly with target population, so this means that face-to-face interviews were conducted in this study. Most of the questions were open ended questions used in the research proved to be helpful in terms of getting enough information as it allow the respondents to communicate their experiences and opinions about the policy in their own words without any restrictions. Some of the closed ended questions were limiting the respondents to express themselves as it forces them to select one choice or to answer yes or no (Leedy and Ormrod, 2001:56).

*Secondary data* collection in this study is classified into raw data which is already collected such as summaries of numbers, tables and figures supplied by the Statistics South Africa. Other secondary data include books, journals, articles and thesis collected from libraries and government departments.

*Tertiary data* collection in this study include the information which is obtained from the internet or from the case studies regarding the policy issues and the level of social assistance grant policy implementation in the North West province.

In addition, the research approach will be more on the part of evaluation, hence the evaluation research uses social research methodologies which enhance qualitative judgment that will improve the ways in which the human service policies programmes are conducted. There are two different purposes of the evaluation research. The *first* purpose is the summative evaluation which judges the overall effectiveness of the research. The *second* purpose is formative evaluation which aims to improve the judgment of the evaluators.

## **2.8 RESEARCH DESIGN**

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

The research design for this study will be an evaluation research as it will include efforts to judge or enhance human effectiveness. The evaluation researches focus on great kinds of programmes such as needed assessment, availability studies, programme monitoring, impact studies, cost effectiveness and the utilisation assessment.

## **2.9 DATA COLLECTION AND ANALYSIS**

In the context of this research/ study, the method of data collection is mainly from literature, books, periodicals, acts of parliament, and articles in the credible newspaper, circular and most importantly will be through interviewing knowledgeable public policy analysts officials, the staff at the South African Social Security Agency in the North West province, the beneficiaries of the Social Assistance Grants and some few Non-Profit Organisation through face-to-face

and questionnaires. This means that the processes of data collection will be; discussion with public policy experts, reading of information which will be acquired, interpretation of information gathered through interviews and questionnaires and document analysis (Brynard and Hanekom, 1997: 61).

Questionnaires will be developed and used as a measuring and evaluating instrument for the survey amongst the public servants in the North West provincial legislature and the citizens who are the recipients of the social services, including social assistance grants, from the province.

Data which will be obtained from this research will be analysed, interpreted, processed and verified by comparing it with the output that North West provincial legislature has in terms of improving of service delivery to the citizens and the impact of social assistance grant policies in fighting or alleviating poverty. The collected data will also be evaluated when the findings, conclusion and recommendation are being drawn.

## **2.10 RESEARCH POPULATION**

Population in this context will be explained as the study object which may be individuals, groups, organisation, human products and events or conditions that they are exposed to and they are faced with. The targeted population in this research will be beneficiaries of the social assistance grants, the staff at the South African Social Security Agency in the North West province, public officials in the North West provincial legislature who works mostly in the area of social welfare or social development and some policy analysts who may have a clear understanding of social assistance policies that the government has to alleviate poverty. The collected data from these various targeted population will be compared and interpreted and also analysed based on the statistics that are released for service delivery in the North West province, this will form part of document analysis.



## **2.11 SAMPLING METHOD**

The North West province is one of the provinces that are questionable when coming to the issue of policy implementation and the level of service delivery in the province. The sample population will be selected randomly, but the main target will be the social assistance grants beneficiaries and the staff of the South African Social Security Agency in the North West province as well as the few staff at the North West provincial department of social development and other stakeholders.

The research aimed at obtaining clear understanding on the reasons that play a role in the poor policy implementation in the provincial government and how it affects social service delivery and the proper functioning of the South Africa Social Security Agency which is responsible for rolling out of social assistance grants in the North West Province. So the sampling method will ensure that there is a collection of various opinions for both the providers of social assistance programme (provincial government and provincial Social Security Agency) and the receivers (citizens or the communities). In order to find consolidated and well-informed reasons that hamper, inhibit or that led to poor policy implementation in the provincial government with the reference to social assistance policies for alleviating poverty in the North-West Province.

## **2.12 LIMITATIONS TO THE STUDY**

Due to time constraints the interviews did not allow much informal discussion to take place, thus limiting the free flow of information and ideas that might be helpful to this research project. In addition, most of the people at the provincial Social Security Agency in the North West were too economical with the information sharing, this was disadvantaged in the sense that people were not free to express their opinion on issues that were put on table for discussion. The issues that have negative impact in the policy implementation in the provincial government with reference to social assistance policies in the North West province were not adequately highlighted in the responses by the participants.

Access to complete information from the North West provincial department of social development was also one of the serious limitations for this study as most of the problems. Most of the information which pertained to this research and which would have been essential to the study was not made available to the researcher, this was due to the fact that some information from the provincial Social Security Agency was deemed and classified as privileged information that should not be made public.

In number of ways, the employment equity that South Africa is practicing showed that it is one factor that contributed to some of the limitation to this study, this is because of the fact that number of people who work at the provincial department of social development which is also has the responsibility to help the beneficiaries of the social assistance grants in the North West province were clueless when coming to the meaning of policy, who implement policy, who formulate policy and why number of policies that the national government has on social development of the citizens are not implemented in the province, specifically on the issue of social assistance policies, no one can convincingly answer or provide a clear shortcomings to poor policy implementation in this regards. Lot of time during the interview were spent on explaining to the people in terms of what policies does the government have with regard to social development and who must be held accountable if the are no proper implementation of the policies outline by the national government to help in the improved roll-out of the social assistance grants in the North West Province.

There were about 120 questionnaires (*See Annexure A*) which were distributed to the staff at the South African Social Security Agency in the North West province, the North West provincial government and staff that are responsible for helping with the proper and efficient administration of the grants in the department of social development and the respond was only 100 completed forms were returned. This is a shortcoming to the research in the sense that the

results and responds received were not adequately enough to draw a conclusion and make generalisations about the *status qous* of management and administration of policies in the provincial government with reference to the social assistance policies aimed at alleviating poverty in the North West province.

Changes in terms of the management due to resignation of personnel in the South Africa Social Security Agency in the North West province and also personnel within the provincial department of social development who are tasked to be a link between the agency and the department had a negative impact in this study. The reason for that was because all the appointment which were schedule with the target population were cancelled as the targeted people resigned or no longer working in the provincial department and can not comment on the issue regarding service delivery and administration of the department and that of the South African Social Security Agency in the North West province.

## **2.13 ORGANISATION OF THE STUDY**

The study will be divided into six chapters which will help in the critical analysis of the policy implementation in the provincial government of the North West province with special reference to the Social Assistance Grants. Chapters will unpack policy issues in the North West provincial government and their effect on reducing poverty effectively and efficiently in the poor communities. Each chapter will be discussed in the following order:

### **CHAPTER 1: Outline and Introduction to the Study**

This is the introductory chapter of the study. It clearly outlines the background and the influence of the study by providing the historical development of the North West province from the apartheid regime to democratic governance. It highlight the brutality and the negative effects of apartheid rule in the province in the field of education, self reliance of the black people, development of the province and systems which were suppose to help in improving the lives of the ordinary citizens.

The challenges, such as perpetual poverty in the black community, that were brought by the apartheid government and how the new government in the North West province is dealing with them in this 15<sup>th</sup> years of democracy form part of this chapter. The topics that are also discussed in more details in this chapter include the motivation for the research, the nature of the study, the significance of the research and the need for the study.

## **CHAPTER 2: Research Methodology**

This chapter outlines the steps and procedures that have been taken by the researcher to collect information which forms backbone of this study. The chapter clearly defined the meaning of the concept research methodology by describing and explaining two types of research methodology in details. This chapter highlights the problem statement of this research, the research topic, research question, objective of the research, the approach and design of the research. It further explains the method which will be used to collect data, the research population where data will be collected and how data will be sampled. In addition, the chapter highlights the limitations that were experienced when conducting this research and it conclude by explaining the framework of the study.

## **CHAPTER 3: Analysis of the Literature Review**

This chapter introduces related literature review that the researcher consulted when conducting the research. The literature which was conducted addresses the issue of policy, policy formulation, policy implementation and policy analysis. The literature was selected because the topic of this research is on policy issues in the North West provincial government. The chapter goes further to discuss all the concepts that form part of this research in more details to allow common understanding and to avoid any ambiguity.

#### **CHAPTER 4: Case Study: Social Assistance Grant Policy**

This chapter discusses and introduces the case study, which is the main issue for discussion in this research. Data which was obtained from different sources will be highlighted in this chapter, this include the responses that were received during the interviews from both the grants recipients, the North West provincial leadership concern with policy implementation, Social Security Agency personnel and other stakeholders in the social assistance. Social Assistance Grant policies which will be discussed under this chapter include: Child Support Grant Programme, Old Age Grant Programme, Forster Care Grant Programme and Disability Grant Programme. This chapter will critical assess if this programmes are effective in reducing poverty and whether the North West provincial government has played an active role in terms of policy development in ensuring the success of this programme in the province. In addition, the chapter will provide the policy challenges of these programmes and how the policy implementers in the North West province responded to those challenges.

#### **CHAPTER 5: Analysis of the Implementation of Social Assistance Policies**

This chapter provide an analysis of the challenges and problems that the North West provincial government experience when coming to the successful implementation of policies that will help the provincial social security agency to effectively and efficiently implement and roll-out the social grant programmes to the people who deserve them timely and regularly. The chapter also provides a critical analysis about the findings that are drawn from the case studies and interviews conducted during the site visits. This chapter will further provide variables in policy implementation and factors that have impact on the policy implementation and these factors will be explained on how they are influencing the proper and effective implementation of the social assistance grants in the North West province.

## **CHAPTER 6: Findings, Recommendations and Conclusion**

The chapter will provide factors which led to poor policy implementation in the North West provincial government. The findings in this study will be used to provide advices to the North West provincial government in terms of what it should do to successfully implement policies that will enhance the living condition of the poor people. Recommendations in this chapter will include the requirements for proper policy implementation and policy implementation management process which will be critical in helping the provincial government to the effective policy implementation. The chapter will also provide a clear conclusion about the effect of poor policy implementation in the North West provincial government with the critical assessment of the success and failure of the implementation of the social assistance grant programmes.

### **2.14 CONCLUSION**

This chapter has successfully indicated that each an every research needs to be structured in a manner in which facts can be clearly differentiated from individual opinion. It is also important to formulate a clear research problem which can valuable in helping the researcher to effectively get the facts and information which is needed for the study. The chapter also indicated that the research should not only highlight and expose problems, but it should also offer solution to the problems through the recommendations. The organisational framework of the study is also used as a guideline that the study will need to follow throughout the research.

# CHAPTER 3

## Analysis of the Literature Review

### 3.1 INTRODUCTION

Whilst it is possible to conceive of the study of policy as a detached academic study, it is very important to try to achieve detachment to have a clear view of what is going on and also to achieve the ultimate rationale and deeper meaning and understanding of the subject which is bound to be concern about policy process and its effects in promoting effective and efficient service delivery. The common threads of policy, however, can be seen to include some important interest in the content of government activities, outcomes and assumption that the government in certain degree is instrumental and purposive.

Most of the government activities or programmes are financed by the taxes that are paid by the public. So it is therefore, understandable that taxpayers (the public) expect government institutions to act with a serious caution when new programmes and policies are being initiated. Most of the public have that power to mobilise the rejection of policy or plan that the government wants to bring if they are not properly consulted or if they (public) feel that the suggested policy will not be beneficial to the entire population. This makes it very much important for public officials to be sensitised to issues of policy analysis, as it will be helpful for them in making meaningful and structured inputs when considering policy options.

Number of authors agrees that it is always important that policy should be flexible and not static. It should always relate to the current issues in society. It should constantly be adaptable to match the impact of environment variables and influencing factors. The place of policy in public administration is essential in the sense that it outlines the importance of generic characteristics of public

administration and their impact in a successful management and administration of the organisation. These generic characteristics of public administration will also be discussed in this chapter to allow a common understanding of public administration in the success of the public and private institution.

This chapter will look at policy as a step for government to resolve the problems that the community might experience, it will provide a clear explanation of the concept policy and policy analysis, and it will further explain and outline factors and role players in policy formulation. The chapter will also provide factors and variables in policy implementation and analysis on why most of good policies that that the government have are not always successfully implemented. In addition, the chapter will examine the scope, models and approaches of policy analysis and the reason why is so important for policy makers to be sensitised to issues of policy analysis. In conclusion, the chapter will discuss limitations of policy analysis and participants in policy analysis and their impact in formulating well structured policies which serve the interest of all community.

### **3.2 PLACE OF POLICY IN PUBLIC ADMINISTRATION**

Public policies are made by legislators and are outputs of political process. Public institutions are responsible for the implementation of policies, with a view to arriving at the situation visualised by the legislator. The policies decided by the legislator are, therefore, the inputs to the comprehensive public administrative process (Hanekom, 1987:9). An analysis of the public administrative process reveals that it is composed of public administrative theories and generic administrative activities or functions. It should be emphasised that policy making is not subordinate to any of the function. Rather, policy and policy making are the first among a group of equals. Policy is in fact the link between political and administrative process and is the enabling function of administrative process, without a policy regarding a particular situation, nothing will or can be done. As it is related to both the political and administrative process, it is evident that different types of public policy can be distinguished.



### **3.3 GENERIC ADMINISTRATIVE FUNCTION**

Mokgoro (1995:20) states that administration is found wherever two or more people take a joint action to achieve an objective. Administration takes place wherever people work or play with a common goal in mind and, thus, is found in all spheres of human activity where a joint action is required to achieve a goal. Administration does not take place in a vacuum and has its aim the realisation of effective and efficient goals. Van Dijk (2003: 250) defined administration as planning, organising, commanding, coordinating and controlling. To plan is to study the future and arrange a plan of operations to deal with future and arrange a plan of operations to deal with the future. To organise is to build up the material and human organisation is business and to command is to make the employees do their work. To coordinate is to unite and correlate all activities while controlling deals with seeing that everything is done according to the rules, which have been laid down, and the instructions which had been given (Tshikwatamba, 2002:42).

Public administration relates to the activities of the executive branch of government, deals with the formulation and implementation of public policies and issues of human behaviour and cooperative human effort (Henry, 1975:118).

Mokgoro (1995:28) divided administration into generic administrative functions, including policy making, organising, financing, personnel provision and utilisation, division and rationalising work methods and procedure and controlling. No administrative action can be taken if specific goals and objectives have not been set. For the purpose of the thesis, each function will be defined. No administrative action can be taken if specific goals and objectives have not been set. Taking this into consideration, public policy is the proposed course of action of government to reach specific goals and objectives, while continuously being influenced by the effects of environmental changes. Policy formulation, analysis and implementation can be defined as the identification of need, preparation of policy statements, legislation, regulations, instructions and directives as well as the analysis of existing policies and systems. The implementation entails a

mission statement, objectives and priorities as well as the communication of these in order to determine how to report on policy shortcomings.

### **3.3.1 Public Policy**

To arrive at a policy a series of decisions have to be taken, to implement a policy a further series of decision have to be taken, and for policy analysis another series of decisions are necessary. Botes *et al*, (1992:311) mentions that there are several levels of policy which include political party policy, governmental or cabinet policy, departmental policy and administrative policy. He further mentions the characteristics of public policy as authoritative, enforceable, flexible and adaptable, feasible, clear and of public interests. Mbigi (1997:21) mentions that there are five phases that can be identified in the process of public policy making which can be identified as formulation, authorisation, articulation, execution and feedback. So it is important the social grant policies should also be subjected to proper articulation so that everyone especially the prospective beneficiaries and the people who are employed to distribute it should know what is expected from these social assistance grants. Moreover, the North West provincial government should request some feedback on the assistance that they give the social grant agencies in the province, this will help to assess if the intervention by the provincial departments such as health, justice, social development and education are contributing positively towards the effective and efficient disbursement and distribution of the social assistance grants in the province.

### **3.3.2 Organising**

Ronsenbloom (1993:138) organisation is a form of coordination of human activity constructed and reconstructed to seek specific goals. Mokgoro (1997: 66) organising consist of classifying and grouping functions as well as allocating the groups of functions to institutions and workers in an orderly pattern so that everything the workers do will be aimed at achieving the predetermined objectives. State departments are created to implement specific provisions in the

legislations and to carry out the directives of political office bearers. The organisational set up will be amended to the extent that the political executive office bearers in charge of the particular executive institution can persuade the legislators that changes should be about and if necessary, funds should be made available for this purpose. In the public sector account has to be given in public of everything done or left undone. Consequently the organisation of each public institution must be in writing.

The diagram indicates the functional basis as well as the levels of authority in the organisational structure of the department of labour. It should always be borne in mind it is essential that the activities involved in an organisation should be done systematically. The direct line of authority will be from top down, the supervisors will be functional specialists, and each will exercise authority and command over only the specialised function assigned to him or her. Therefore the expert assistants will do research work and act as advisors to the top line functionaries (Mbigi, 1997:22).

### **3.3.3 Financing**

The organisational arrangements for financing in the public sector hold distinct political and administrative implications. The financial arrangements have to be of a restrictive nature to prevent the political executive office bearers from misusing public funds. Organisational arrangements have to be flexible and adaptable that they can be used as constructive administrative aids to promote effective and efficient public administration, this means that there has to be a balance between restrictive and stimulative arrangements (Fourie, 2005: 679).

### **3.3.4 Control**

Anderson (1984:136) labeled public policies as weather promotional, regulatory, prohibitive, and redistributive or whatever contains an element of control. They are designed to cause people to do things or to continue doing things or refrain from doing things. An important component of public policies is the control

techniques by which they are to be implemented. The department of social development introduced the social assistance grant policies to fight against the increasing poverty and to help those people who are unable to fend for themselves especially the child, the elderly and people with disability. The department also introduced techniques or control mechanisms in order to bring about compliance or some measures to roll-out the distribution of the social grants as smooth as possible and effectively. Anderson (1994:138) defines inspection as the examination of some matter to determine whether it conforms to officially prescribed standards. In this instance the department social development has introduced the South African Social Security Agency to ensure that the implementation of social grant policies is done fairly without corruption and fraud. For the purpose of this thesis, control mechanism will be discussed in detail as it forms the link with how the department of social development and the North West provincial government ensures that social grants and all other policies which are aimed at eradicating poverty and all other social problem are properly implemented.

### **3.3.5 Staffing**

Mokgoro (1997:23) defines as the operation of providing personnel and setting them to work. In public institutions staffing constitutes an extensive field of work and involves many separate activities. The staffing function is also known as the personnel function, personnel administration and personnel work. Botes *et al*, (1992:323) defines personnel administration as any public activity that covers functionally specialised activities, associated with the recruitment, selection, placement, training, promotion, payment, disciplining, retirement and dismissal of personnel. He further mentions that no public institution can function without the appointment of suitable personnel. The purpose behind a proper personnel policy is to recruit and retain suitable personnel. The central personnel authority usually consists of specialised experts in the field of personnel administration appointed by the head of state on advice of the Cabinet. The

*Public Service Act, 1994* (Act 103 of 1994) is presently applied in the administration of the public service and is regarded as a fixed personnel policy.

### **3.3.6 Procedure**

To ensure that everyone in a specific organisational unit cooperates in attaining the policy objective and does not waste time in the process, it is essential for a specific work procedure to be laid down for each task. Public administration comprises of fixed activities which are a characteristic of a civilised country. Therefore it is understandable that man should strive to develop appropriate work procedures to carry out legislative, governmental and administrative functions. For this reason it has been necessary to lay down in writing specific procedures concerning wrongful actions taken by public officials. It is necessary to explain that there are types of work procedures in the public sector (Cloete, 1993:192). *Batho Pele* principles are the most important and followed procedure in government departments as they emanate from the department of public administration and management and they have been implemented in the department of labour to be used as one of the procedures to guide officials when conducting their duties.

Other important procedures are the departmental policies as they regulate human conduct and provide better utilisation of labour, expeditious work flow, increased productivity, and reduction in the costs of services and products (Hanekom, 1992: 71). A clear procedure in terms of distribution and disbursement of the social grants is important in the sense that it can help in creating uniformity and also combat fraud and corruption in rolling-out the social grants.

### **3.3.7 Managerial functions**

Collins (1999:44) defines public management as part of public management and that it should be borne in mind that managerial parts of the generic administration functions will be performed mainly by the institutions and officials who are

charged with the implementation of the directives issued department and the official who undertake the conceptual function which culminate as law, ordinances, regulations, proclamations, instruction, codes or other commands. Botes *et al*, (1992:301) stated that the principles of public administration cannot be ignored by public sector and public administrators are entrusted with public management.

### **3.4 POLICY**

The concept policy can be defined as a purposeful, intentional and goal-directed statement by a government or government institutions to attain one or more specific objectives. Policy outline the processes that need to be followed by all spheres of government through different department and other state organs to successfully solve the problems that need to be addressed. The most important purpose of the policy should be to improve the living conditions of the communities and also to educate the communities what to expect from the government.

Policy can be explained as a plan of action which is adopted by individual, government, party or business or even the public. Anderson (1984:10-11) defines policy as a relatively stable, purposive course of action followed by an actor or set of actors in dealing with problem or matter of concern. The focus in the definition of the concept “policy” is on what is actually done instead of what is only proposed or intended to be done (Brynard, 2005:652).

Anderson (1994: 12) further give a clear and more practical dimension to policy and defines it as a declaration of intent to do something or have it done by specified institutions or functionaries as prescribed in for legislative prescription. Policy can further be described as a projected programme of goals, values and practices. This means that there should be insistence that all government plan of action should and must have goals, objectives and purposes in order to be labeled *policy* (Dye, 1995: 3-4).

In addition to the above statement, Dye (1995: 4) continues to explain policy as a simply whatever the governments choose to do to help to resolve the problems that the community is experiencing at that particular moments. Mokgoro *et al.*, (1995: 320) argue that for policy to be clearly explained, four classification of policy must be understood. These phases explain policy as a specified means to achieve goals, authorised means to achieve goals, as specified actions taken to implement programmes and the measurable outcomes of programmes. So from these phases one can rightly argue that policy is a long series of more or less choices which include decision to act along the guidelines or plan made by the government institutions and public officials who are the main policy makers.

Hanekom (1987: 8-9) describes policy as a declaration and implementation of intent. Policy according to Hanekom is thus indicative of a goal, a specific purpose, and a programme of action that has been decided upon by all stakeholders and people concern.

Given the numerous explanations and definitions of policy provided by number of authors and policy analysts, for the purpose of this particular research it is important that the concept of policy will be explained and defined as a plan of action devised and adopted by the government after consultation with the community to effectively and efficiently address the problems and challenges that the public face.

In a nutshell, the concept policy is a statement that provides a guideline for decision making members of the organisation charged with the responsibilities of operating the organisation as a system. This means that policy should be a written document so that time to time those who are responsible for the implementation can keep on checking if they still follow the agreed guidelines or the process that must be followed to achieve stated goals and objectives. The

written guidelines are important to ensure that the institution is run orderly and systematically.

### **3.5 FACTORS IN POLICY FORMULATION**

Policy formulation refers to the process followed which culminates in stating a policy, which is distinct from policy analysis. It also refers to a stage of policy making which is a mechanism devised by government to solve a public problem. During policy formulation phase, pertinent and acceptable proposed plan of action or programmes are established to properly address problems associated with lack of development or any other problem which might be of concern to the communities (Mokgoro *et al.*, 1995:320)

Policy formulation is important because it shows or indicates how policies in any government institutions are being formulated and implemented to address all the problems that the communities may highlight to their government representatives. Policy formulation helps to clarify how the plans of government are being transferred to various provinces in helping to curb the problem of poor social service delivery that the community experience.

Policy formulation processes consist of various activities that are expected to be followed in order for the concerned institution or organisation to have a successful policy that can be effective when addressing the problems that the community or the organisation is faced with. The *annexure B* indicates *Dunn Policy Making Model* and the steps that are identified in this policy making model can be used during the policy making process to ensure that formulated policy produce the outcome that is expected and if it fails it should be changed (Dunn, 1993:20).

It is very much important that all steps of policy formulation are followed before any final implementation can take place. This will help in ensuring that the public are ware on what is going on and have clear and reasonable expectations.



These steps of policy formulation that are identified by Bates and Eldredge (1980: 200-201) includes the fact that; *Firstly*, a draft policy may originate anywhere in the institution, *secondly*, a draft policy should be evaluated by supervisory institutions and functionaries in relation to strategy and existing policies, *thirdly*, a draft policy should be discussed with the originator and other relevant functionaries and stakeholders, *lastly*, a draft policy should be routed to the appropriate superior for approval and if the draft is approved it is then incorporated into a written policy manual as a plan or guideline.

It is also important to mention that, though policy is financed by the public through tax money, policy formulation is by nature a political activity. This is the reason why politicians play both the leading and also prominent roles in policy formulation.

Botes *et al.*, (1996:308-309) also confirm that policy can never be static, it should be dynamic and should constantly be adaptable to match the impact of the variables involved in policy making. He continues to highlight factors which are involved in policy formulation and have a greater influence in policy formulation. Some of these factors which influence policy formulation include;

- Expectations of the public
- Public bureaucracy
- Natural disasters
- Policies of the political parties

### **3.5.1 Expectations of the Population**

During the election campaigns, political parties hold rallies and mass meetings to outlines the plans and manifestos of the party, these plans and manifestos outlines what the party will do for the communities should the communities vote it into power to run the national government. These political manifestos of the parties create expectations from the population and when those expectations are not met, the communities go on a rampage, striking and protesting, as they feel

that the party that they voted for to run the government and to address their needs is not living up to its promises.

It is therefore expected that all the public institutions within the government are solely established to address the needs and the expectations of the population. In most cases the community will be faced with problems which are beyond their control like crime and natural disasters, so the community will go to the government that they voted for to help them resolve the crises. The communities do this through their nearest government representative by making presentations so that the government can come up with a plan to address the problems that they are faced with. Some of the example of the expectations of the population will be that of older and disable people to get social grants from the government's social service. The abused women and children will also expect the government to offer them protection (Cloete, 1998: 130-138).

Mokgoro (1999: 139) further stated that the state departments have been created and established to address the diverse social needs and justified expectations of the population. South Africa has the Department of Health which is expected to look after the health of the community and address the problems of infectious diseases that can cause death to the people. The South African Police Service (SAPS) is established to fight against crime and to offer protection for the community, so it is justifiable for the population to expect the police to look after them. The Department of Social Development on the other hands is expected by the communities to address the social needs of the public.

It must be stated that in the event that the government cannot meet the expectations and needs of the population for whatever reason, the government is expected to create public institution that can be use to cater for the needs and expectations of the population. For an example, the government established Independent Complaint Directorate (ICD) so that the public can use it to lay complain if any against the government, there is Human Rights Commission

(HRC) for the public to claim their rights if for whatever reason has been violated and there are independent courts which are there to make sure that justice is done to each an every issue of problem of any member of the community.

It could be correct to conclude that recognised human needs and expectations of the population have a huge influence in policy formulation. So it is extremely important that policy makers should formulate policies which meet the expectations of the population, this is the reason why expectations of the population is view as one of the factors that have an influence in policy formulation.

### **3.5.2 Public Bureaucracy**

Public bureaucrats are appointed public officials who are tasked and responsible for translating a proposed plan of action into a serious concrete proposal which can be described as policy, programme or guideline that need to be strategically followed to address issues or problems that the community is facing. According to Mbigi (1997:38) the public bureaucrats are very much vocal and central to policy formulation and are well placed to influence the policies of the public institutions that they are tasked and appointed to managed.

Because these public bureaucrats or public office bearers have that power as leaders in various legislative institutions, they have final say in any policy matter and they enjoy the support of the majority of members in legislative bodies. Public bureaucrats are also known to be “masters of routine and procedure”. This statement clearly indicates that public bureaucracy is also one of the factors that have immense influence on policy formulation.

The public bureaucrats can use their power to make it very difficult for a proposed policy to be adopted or implemented if they do not agree with number of issues reflected in the content of the proposed document. Cloete (1998:139-140) mentioned that one of the weaknesses of the public

bureaucrats is the fact that, as masters of routine and procedure, they can have problem of lack of creativity and this can delay the processes of putting a proposed document into a concrete proposal. Peters (1993:50-52) agree with this sentiments because in most cases the knowledge of routine and procedure have a tendency to stifle creativity.

### **3.5.3 Natural Disasters**

Natural disaster can be explained as any unforeseen natural circumstances that have negative impact on environment and the community. Natural disasters can include drought or dry climate, pollution, floods, earthquakes and climate change.

Droughts have negative impact on geography and climate condition and this resulted in policy formulation. The national or provincial departments of finance and Land Affairs can develop a policy that will be helpful in assisting the farmers to deal with drought. Dry climate conditions and land that is not arable due to severe drought have necessitated the formulation of policy with respect to conservation of water and forestry (Peters, 1993: 52).

Though there are lot of arguments on whether pollution is a natural disaster or a man made disaster, when it come or when it has been experienced, the government has the responsibility formulate policy that will counter the health problems that might be caused by air pollution and water pollution. Pollution is mostly caused by overpopulation and the national and provincial department of health is expected to respond to all the natural problems that might be caused by pollution.

Flood is one of the natural disasters that force the government to act immediate to safe lives. Floods ensures that the policies are not static, because they come anytime when they are least expected. During the floods and after the heavy and powerful thunderstorms, the government is compelled to provide assistance to the victims or the communities that are adversely affected by the flood. In the

event that the provincial government fails to cope with the crises cause by natural disaster, the government can declare the area a “disaster area” so that there can be plan of action or programme that needs to be agrees quickly so that the lives of the victims can be safe. So it is correct to mention that natural disaster is one the factor that influences policy formulation and implementation (Mbigi, 1997:18).

### **3.5.4 Policies of the Political Parties**

Each an every political party that contest general election have their own policies or plans that they would like to implement on behalf of the citizens when they are voted in power. Bulmer *et al.*, (1986:46-49) correctly pointed out that policies of political parties have a huge impact and effect when coming to influencing policy formulation of the country.

It is accepted and well known norm that when a political party wins the elections and rightfully comes into power, it could introduce policy changes which will be used to govern the country and also set the pace for service delivery which will be acceptable by the ruling party and the people who voted for the party concern. Other matters which could dramatically change concerning policy (s) when the new political party takes over the government will be priorities in terms of addressing the needs of the citizens. For an example, in South Africa during the apartheid, white minority government, priorities were to strengthen security in the cities that will ensure that black people are not in the cities everyday after four o'clock, while on the other hand when the new democratic government came to power, priorities were that people of South Africa get services and basic human needs like health, shelter and employment (Horton, 1996: 200).

Botes *et al.*, (1992:308-309) alluded that in a democratic country, the government of the day comes to power after a democratic general elections which is free and fair, he stressed that the ruling party has the authority to make final pronouncements on policy formulation or design. Though this is the responsibilities of the ruling political party, it is advisable that it take into greater

consideration the true and realistic basic human needs of the majority of the people in the country. This, as argued by Botes *et al.*, (1992:309), will ensure that the policies chosen by the political party is done circumspectly and it will not make a concerned political party to fall into disfavour with its loyal members and regular voters.

Policies of the political parties are one of the important factors that have a great influence on policy formulation. The ruling party will always want to rubber-stamp their power by taking policies of their parties and use them to address the problem that the country is having. It must be mentioned, however, that it might be difficult to a greater extend for policies of the political party to have an impact on influencing policy formulation if the ruling party does not have enough majority of members in the parliament.

In the Republic of South Africa though, the policies of the ANC, which is the ruling party, is having a huge impact in influencing policy formulation and policy implementation respectively, this was because the ANC has enough majority in parliament.

Botes *et al.*, (1992:306-307) identified other factors that have a great effect on policy formulation. These factors, as identified by Botes *et al.*, (1992:306-307), include;

*Legality and Administrative law:* Policy of any public institution is always tested on the legal principles of both the government and administrative law. All actions of the government should always take into consideration of the rights and freedom of the citizen.

*Financial capacity:* It is not possible for any public institution to set up a policy programme if they do not have sufficient funds. Finance makes policy formulation and implementation to be finalised easily.

*Ability of the personnel:* It is important that when a policy is determined, competent staff availability should always taken into consideration.

### **3.6 ROLE PLAYERS IN POLICY FORMULATION**

One important requirement in the policy formulation and policy design is that the policies be rationally defensible, this could mean that the policy should be a true reflection of the needs and values of the community, so it is important that an accurate account of the factual information to be made available for policy makers. Policy makers have to make choices before they can make a decision on which action to take, this will help in making sure that appropriate decision action is taken when formulating a policy. Furthermore, it is suggested that it is particularly essential for the policy makers to analyse the problem and policy issue they want to indulge in, as this will make it easier for them to clearly understand what policy will mean to the community. Wissink (2000: 365) suggested that policy makers should also look ahead at the options for solving the problems that the community experience. This is why role players in policy formulation are expected to be highly intelligent and able to foresee a resolution to the problems that the community faces. The fact that policies are formulated and implemented in the government affect the whole spectrum of the community, people who are from different walks of life should be given an opportunity to contribute to policy formulation. So policy formulation should not only be the task of the state but the people in general should be given an opportunity to take part as well, because policy formulation take care of the needs and aspirations of different categories of people (Mokhaba, 2005: 91).

There are number of role players who are involved in policy formulation and have a greater influence in policy formulation. The knowledge and action of these role players in policy formulation should be based on past experiences and future preferences for the entire community before clear objectives can be set. Some of the role players in policy formulation identified in this research include:

Pressure Groups

Members of the Legislatures

The Media Institutions

### **3.6.1 Pressure Groups**

It is an open secret that pressure groups participate or play a role in policy formulation by identifying public problems and applying pressure on government to attend to the problems highlighted and experienced by the community. When given opportunity, pressure groups can play an important role providing solutions for identified public problems. But, it must be highlighted that, though pressure groups can be proactive in providing solutions for problems experienced by the community, it is up authorities or decision makers to accept or reject policy proposals of the pressure groups (Anderson, 1994: 260).

In South Africa there are numerous associations and pressure groups that are being created by members of the population with the interest of playing a role in helping to shape the policy design or formulation in South Africa to increase efficiency and effectiveness when addressing the needs of the communities and also help in making sure that the government does not formulate policies that are not having interests of the public. Some of the active and most visible pressure groups that exist in South Africa and play an active role in policy formulation include: Treatment Action Campaign (TAC) (which deals more on policies in the health sector), Landless People Movement (LPM) (which is active in policies on land restitution and land reform) and there is also Amnesty International South Africa (AISA) (which deals more on policies relating to respect for basic human rights of the population). There are also plenty on pressure groups or what is termed as civil societies which have great impact in policy discussion (IDASA, 2004:48-50).

Cloete (1998: 136) mentioned that the aim of the pressure groups is to ensure and secure tangible benefits for members of the public, he further argued that this aim can be achieved through policy adaptations by the respective pressure groups or civil society. People form pressure groups or even participate in mass demonstration when they have a strong convictions on a matter or the decisions



that the government took which is not to the benefits of the entire communities, so they embark in a strike and demonstration to make their concern known to the government of the day (Botes *et al.*, 1992:309).

It is interesting to note that in South Africa, the Department of Social Development encourage the community to organised themselves in civil society and it is also assigned to administer the proper governing of the civil society. But the question is why some of the inputs by these pressure groups or civil societies are not taken to consideration?

If pressure groups are formed with the right intention (protection of citizens against the state unfair policies), they can be force to reckoned with and well respected as they are in a position to bring pressure to bear on legislators. In general pressure groups broaden the range of interests represented in the policy-making process and are also inclined to pursue reform policy and policy-making. Peters (1993: 57-58) correctly argued that pressure groups are inclined to advocate sweeping reforms as opposed to incremental changes and are also capable of providing a balance to the policy process and they can be a strong voice for reform and change.

### **3.6.2 Members of the Legislature**

Members of the legislature are often referred to as the parliamentarians who represent their respective political parties in parliament, most of them have interest in reform rather than in the incremental changes they are voted or deployed to perform. It will be correct to mention that members of the legislatures are important functionaries in policy formulation as number of them play an active role in policy formulation activities.

According to Peters (1993:57-59) these members of the legislatures have a tendencies of using the power that they possess to influence policies that will cater for their own selfish personal needs. He further argued that these members

of the legislatures use policy formulation and advocacy as a means to further their careers, and they do this by adopting roles as national policy makers instead of emphasising the constituency service.

In South Africa, members of the legislatures play a vital role in policy formulation as they can be used to undertake researching and drafting of policy formulation. Many of these policies are implemented before there can be enough consultations with the people who will be directly affected by them (Cloete *et al.*, 2000:113).

### **3.6.3 Media Institutions**

It has been proven in many ways that the media have huge impact in shaping opinion of the public or community when coming to the issues of policy agenda setting which is aimed at solving the problems of the society. This was made extremely easy because of the fact that media has always had advantage of having abundance of resources and number of passive audience, so they media have an easy opportunity to educate and also to indoctrinate the society about certain policy issue.

In a country like South Africa, where there is maximum freedom of press, the media take that advantage to shape and mobilise the public to demand certain policy agenda and as soon as the public is being indoctrinated and mobilised there would not be any turning back and the government might be forced to adopt and implement the demanded policy despite the fact that the demanded policy is not necessarily consistent with rational policy making. Cloete *et al.* (2000: 114) mentioned that the strength of the media institutions to influence policy formulation lies in the fact that they can reach millions of people in a relatively short period of time.

Botes *et al.*, (1992:310-311) argued that formulation of policy decisions should always take place where information is available on the matter concerned. He

further identified institutions that are actively involved in the policy formulation.

These institutions include;

- Legislative institutions
- Executive councils
- Commissions of inquiry
- Cabinet committees
- Internal auxiliary services

These institutions, as mentioned by Botes *et al.*, (1992: 310) are the recognised institutions that are frequently tasked in the determination of policy, they are also used to gather factual information and in one way or the other they act in an advisory way before final decision can be made on the policy that the government can implement. The *Annexure B* in this research indicate the *Dunn's Policy Making Model* that can be used to bring success to any organisation should it be properly followed and implemented.

### **3.7 MEANING OF THE CONCEPT POLICY ANALYSIS**

Policy analysis must be understood as a process that generates information on the consequences that would follow the adoption of one or other of various policies. The main purpose of the policy analysis is to assist policy makers in choosing a preferred course of action from among complex alternatives under conditions which are most uncertain.

Policy analysis includes the whole range of activities through which policy is developed and implemented. Mokhaba (2005:103) argued that this process starts with an appraisal of the options which is followed by a choice of the preferred alternative and thereafter a proper and adequate consultation with all interested parties which includes organisation's stakeholders.

Dror (1971:30) defined policy analysis as an approach and methodology for design and the proper identification of preferred policy alternatives. In addition to

this, policy analysis is viewed and explained as the systematic investigation of alternative policy options and the justification of the policy alternative chosen.

Dunn (1981:35) defines policy analysis as an applied social science discipline which uses multiple methods of inquiry and argument to produce and transform policy relevant information that maybe utilised in political and organisational settings to resolve the policy problems. This is primarily done to ensure that the problems that the community is experiencing are resolved by the implementation of the correct and realistic programme with clear guidelines.

According to Hanekom (1987:65) policy analysis should be explained and described as an attempt to measure the costs and benefits of various policy alternatives and further to evaluate the relevant efficacy of existing policies which will play an effective role in producing and transforming information relevant to a particular policies into a form that could be reliably used as a mechanism to resolve problems pertaining to those policies that are ought to be implemented to address social crisis that the community is facing.

Policy analysis is also seen as the study of nature, causes and effects of ways in which governments or any other organisation attempt to deal with a social problems within the community through systematically evaluating the effects of alternative policies involved in processing a set of goals which need to be achieved, this is done through the suggestion of the alternative policies for achieving them and by clearly analysing the relations between goals and their alternatives in order to arrive at the best alternative that will be used as a guideline to achieve a set of goals and objectives aimed at improving the standard of living for the entire community (Nagel, 1995:181).

Policy analysis is further explained as a purposeful, rational and cognitive process which is mostly undertaken specifically for political, scientific and professional reasons with the goal of developing policy prospectively and

retrospectively to formulate the best policy which will be cost-effective and also advantageous in improving the lives of the community.

Mokhaba (2005:106) argued that, whatever the definitions of the concept policy analysis are, policy analysis is an important exercise which can be used as a tool to help the policymakers to make a final decision on policy, it can also serve as a gauge on which to base the decisions of policymakers, it can further help decision makers and policy makers to choose a preferred alternative policy from many policies suggested. Policy analysis can even help in assessing the affordability of the cost or expenses of implementing a policy.

### **3.8 IMPORTANCE OF POLICY ANALYSIS**

One of the objectives of the policy analysis is to improve policies that are formulated to improve or to address the problems of the community. Policy analysis improves policy process by creating, critically assessing and communicating policy relevant knowledge to the policy maker. Dunn (1994: 26) and Wissink (2000: 286) correctly argued that it is important for policy changes and innovations to occur throughout the policy process and not only during the policy formulation stage. So in this instance, policy analysis is able to assist in ensuring continuous innovation in all the policy process.

Hogwood and Dunn (1994: 70) also argued that policy analysis is extremely important in the policy processes. They identified the reasons why policy analysis is important to a successful and proper policy formulation and implementation.

*Firstly*, they argued that policy analysis is important in anticipating problems and opportunities in the policy processes, this is because government tends to realise the negative effects of policy too late. So policy analysts are able to analyse the expected effects that the suggested policy might have to the existing problem and if the effects are going to be negative, policy analysts can advise the government to change the strategy or the policy to avoid extra problems that

the policy is going to instill to the current problem. Policy analysts have sufficient time in analysing the policy so this help them to anticipate the effects of the suggested policy and be able to prepare relevant information for the policy makers to help them to make rational decisions on policy formulation and implementation (Hogwood and Dunn 1994: 70).

*Secondly*, policy analysis is important because it is able to identify problems where there are weak signals. Most of the policy analysts are capable of correctly identifying potential threats which are highly uncertain and not expected. If the threats are early identified, this can help policy makers to have a policy that have built-in contingency plans should a crisis occur.

*Thirdly*, policy analysis is able to rectify unequal access to the policy agenda. The problems of unequal access to the policy agenda is mostly influenced by the fact that policy process is inherently political in nature, so other groups may be excluded and suffer when the policies are formulated because they belong to certain group. So in this regard policy analysis can help in rectifying unequal access to policy by encouraging fairness and exposes favours that might be in existence in the policy agenda (Wissink, 1990: 37).

*Lastly*, policy analysis is important because it reduces the political overload, this is due to the fact most political office-bearers tend to be overloaded with work and because of that they fail to fairly and critically analyses the problems that the community is facing and they make a wrong policy decisions when they try to resolve the problems of the community. So policy analysts can help to assess the situation and recommend correct and proper action to the policy makers.

Policy analysis is thus an excellent way of researching and analysing all aspects of a specific policy issue. Policy analysis will enable policy makers to take a holistic view and take decisions based on the facts and values of the specific problem. Policy analysis also contributes towards changing the thinking and

debating patterns of political office-bearers and other officials regarding policy issues and this will also help them to pursue goals that are politically and financially feasible and also effective to improve service delivery which will improve the lives of the citizens (Wissink, 1990: 38).

### **3.9 PARTICIPANTS IN POLICY ANALYSIS**

The main actors in policy formulation are legislative institutions, elected political functionaries, media, pressure groups, interest groups and leading public officials as already reflected in the previous section. So the question that one can ask is who are the participants in policy analysis?

Roux (in Kuye *et al.*, 2002: 76) mentioned that leading public officials are in an excellent position not only to identify limitations and constraints in the suggested policy, but also to initiate effective procedures to rectify them. Now the challenge, as highlighted by Hanekom (1987:70) is that members of the legislature or the leading public officials are always busy with lot of work that they must complete under a very tight schedule. The burden that the leading officials carry on behalf of the other administrative and functional activities makes them to devote only a limited amount of time to the actual analysis of policy. The normal solution to this problem is to get other bodies to become involved in policy analysis. The advantage of appointing the independent or private consultants to help in policy analysis is that, there can be a fair judgment of the policy and the policy can be analysed as objective as possible.

The main participants in policy analysis can involve the experts from various fields depending on the nature of the policy that need to be assessed or analysed. These participants in policy analysis can include:

- Non-Governmental Organisations (NGOs)
- Community Based Organisations (CBOs)
- Standing Committee on Public Accounts (SCOPA)
- International Non-Governmental Organisations (INGOs)

Commission of Inquiry  
Research Institutions  
Central Directive Institutions

### **3.10 MODELS FOR POLICY ANALYSIS**

The models of policy analysis that will be discussed here will focus on the public policy making process. The example of models which will be discussed will include only five models and these are:

- The Elite Model for policy analysis
- The Group Model for policy analysis
- The Institutional Model for policy analysis
- The Social Interaction Model for policy analysis
- The Systems Model for policy analysis

#### **3.10.1 The Elite Model for Policy Analysis**

This model is mostly based on the serious assumption that an elite group which is mostly and usually the government is solely responsible for public policy decisions, they are further regarded as the people who are firmly in power and have the responsibility to govern all ill-informed public or community. Public policy decisions are made by the elites and moved downward to the population and then executed by the bureaucracy. This model further divide the society into two sections i.e. those who are powerful and rich (mostly elites) and those who are powerless and poor (usually the masses). Even though the elite model has been seen as one model which play an important role in the public policy making as they have act as a dynamic catalyst for policy changes, it is important that the views and needs of the poor to be taken into consideration when the government introduces the mechanisms to fight immediate poverty. So it is important that the community should know and make input about the social grants, so that they can use them more appropriately (de Coning and Cloete, 2000: 37).



### **3.10.2 The Group Model for Policy Analysis**

This model reflects that public policy makers are sensitive to the demands of interest groups when engaging in the public policy making process. De Coning and Cloete (2000: 38) mentioned that one of the main agents for change is the initiative by the interest groups to pressure and interact with public policy makers on preferences as far as policy agenda setting is concern. It is also possible that the participation of the groups in the policy formulation can change the agenda that the elites wanted to pursue on behalf of the community.

This is the model that can work perfectly in the area where the policies of fighting poverty are being discussed. If the community can be involved, they will understand why social grants are just a safety net and they would not only depend on them for their daily survival.

### **3.10.3 The Institutional Model for Policy Analysis**

The institutional model can be extremely useful if properly employed in the public policy analysis, this can be through analysing the behaviour of different public institutions. The proponents of this model argued that, because public policy is legitimised by the government of the day, so it is only government policies that apply to all members of the society, the structure of governmental institutions can have an important bearing on policy results.

### **3.10.4 The Social Interaction Model for Policy Analysis**

This model stresses the issue of general participation, negotiation, mediation and conflict resolution as important factors for the proper public policy making processes. This model is extremely important in the sense that it involved discussions and persuasion for public policy decisions (De Coning and Cloete, 2000: 40).

Social assistance policies needed serious discussions from the general public as these grants use taxpayers money. Policies should not be just imposed to the provinces and to the people, there should be general participation which will

involve discussion and negotiations before the policy can be finalise (Moeti and Chelechele, 2007: 34)

### **3.10.5 The Systems Model for Policy Analysis**

The systems model is one of the most useful and valuable tool for policy analysis (De Coning and Cloete, 2000: 40). The system model is deemed helpful in the sense that it helps in portraying policy process on a general and simplistic levels. The system model focuses more on the response by the political system to the demands and needs of the interest groups, eventually it fails to describe how the actual transformation of inputs into outputs that have taken place.

## **3.11 LIMITATIONS TO POLICY ANALYSIS**

Policy analysis constraints or limitations should not be seen as factors that disqualify policy analysis, but should be seen as factors that the policy analysts should try harder to avoid so that their job of policy analysis should not be hampered. Constraints or limitations of policy analysis include some of the following:

- Budgetary Constrains
- Political Constrains
- Organisational Constrains
- Information Constrains
- Legal Constrains

### **3.11.1 Budgetary Constrains**

Most of the policy option may look progressive and highly favourable in principle, but because of the government budgetary constrains (insufficient funds) those policies are not carried forward. So it is important that the policy analysts should always opt for policies and objectives that are practical and achievable.

### **3.11.2 Political Constrains**

It has been proven in numerous occasions that most of the politicians are mostly interested in the party political capital that they can obtain from a particular policy option. So they can always use their political power to push for policy alternatives that will ensure that the money comes to the party and they get some percentage of the money. This means that politicians have the capacity to influence the policies that are not necessarily in the interest of the society, but in their own selfish interest (De Coning and Cloete, 2000: 133).

### **3.11.3 Organisational Constrains**

It is extremely important for policy analysts to make provisions or allowances for organisational deficiencies when they specify goals and objectives that need to be achieved and also some alternatives that need to be considered. This is because of the fact that within the organisational structure there can be serious inefficiencies caused by inadequately trained personnel or unavailable human resources, which will lead to ineffective organisational structures and hampering of the implementation of a particular policy options (De Coning and Cloete, 2000: 133).

### **3.11.4 Information Constrains**

Inadequate information and overload of information can cause a serious constraint in policy analysis. Inadequate information can developed under the pretext of “confidentiality of information”. Important information which may be essential to policy process or agenda setting may not be made available to policy analysts for “security” reasons. Inadequate information limits the analysts’ ability to specify clear, relevant and precise objectives to successfully formulate and properly implement policy.

Overload information on the other hand may also cause a serious limitation for a successful analysis of policy. Overabundance of information may seriously impede or distorts what is termed as a meaningful interpretation, systematisation

and classification of facts and data (De Coning and Cloete, 2000: 134). This has led to a situation whereby it becomes impossible for the policy analysts to identify precise objectives when they set the policy recommendation for certain policy agenda.

### **3.11.5 Legal Constraints**

It is always advisable that the policy analysts should acquaint themselves with the legal parameters within which alternative goals and objectives can be set and specified. This is due to the fact legislation and any other regulations may limit the achievement of the objective to set the policy agenda and help in proper policy implementation.

### **3.11.6 Fear of Change**

It is proven that the old established programmes of the government result in the officials to become more suitable with the old way of doing things and revolt or become reluctant when the new programmes are introduced. So it is advisable that policy analysts should try to advocate for policies that ensure wider support for new alternatives (De Coning and Cloete, 2000: 134)

## **3.12 APPROACHES TO POLICY ANALYSIS**

Even though policy formulation exercise is mostly vested in the power of the elected members of the legislative institutions, executive political office-bearers and public officials to mention few, it is not advisable and advantageous to vest all responsibility to people who do not possess the inherent ability to act in all aspect of policy which include policy analysis in this discussion.

Roux (in Kuye *et al.*, 2002: 83) argued that it is essential and advisable that everyone who is involved in policy should possess adequate information about the content of the subject Policy Analysis, because this will allow them to have an insight on policy matters when they are confronted with the responsibility of

choosing the right alternative policy or the correct *approach* when dealing with assessment and analysing of policy.

There are few types of approaches that are identified and that can also be helpful when one is dealing with policy analysis. These approaches can be classified into three methods of approach. The classification aimed at providing a rationally acceptable account of the various methods of approach.

**Table 3: Classification of Method of Approaches to Policy Analysis**

Approach	Kind of Approach	Type of Information
- Empirical	- Retrospective (Policy exist)	- Descriptive (Factual Information)
- Evaluating	- Retrospective	- Descriptive
- Normative	- Prospective (Forecasting)	- Prescriptive (Predicting the Future)

Source: Roux (in Kuye *et al.*, 2002:84)

The empirical approach is mostly used to describe the origin of a particular and existing public policy and it is also able to determine its probable results of the policy. In this approach of policy analysis the events of the past are adequately assessed and factually described. The evaluating approach to policy analysis, on the other hand, focuses mostly on determining the exact utility value of the suggested policy. This evaluative approach requires the policy analysts to offer various solutions on the implementation of programmes that need to be implemented. According to Roux (in Kuye *et al.*, 2002:84) in the normative approach to policy analysis, most of the attention is based more on how the future attitude of policymakers should be. The information that the policy analysts generate under this approach, is more recommendatory in its character. This approach can also used to help the policy analysts with enough information when they predict the possible outcome of the suggested policy.

### 3.13 CONCEPTUAL OVERVIEW OF IMPORTANT TERMINOLOGY

In order to clear up ambiguities and obscurities in this research and also to avoid misunderstanding and promotion of common understanding, it is vital to clarify some of the concepts that will form part of the following research. Most of explanations are derived from the dictionaries and other explanation and description are solely based on the independent argument of the research.

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

**Policy analysis** can be termed as the studies of the formulation and analysis of public policies (Dunn, 1981: 56 and 62). It is also a principally concerned with describing and investigating how and why specific policies are proposed, adopted and implemented. The main focus of policy analysis is on explanation rather than prescription, on searching scientifically for the cause and consequences of policies, and on general explanatory proposition (Dunn, 1988: 102). The detail explanation of this concept will also be in one of the chapters in this study.

**Policy-Making** is a first stage of the policy process, this is when the government or anyone who is responsible for policy within the government sit down and formulate the plan (Dunn, 1988: 103). It also describes how policies are formulated, which factors should be taken into consideration during the formulation of the policies, it identify the people who have to be involved in policy formulation and why there is a need for policy formulation (Hogwood *et al.*, 1985: 203).

**Policy Implementation** can be explained as the performance of an obligation. This is one of the most important stages, as it put a decision or a plan into effect (Anderson, 1994: 32).

**Implementation** is the carrying out of a basic decision, usually incorporated in a statute but which can also take the form of important executive orders of a high decision-making body (Anderson, 1994: 38)

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

**Management** means the process of managing or being managed, the action of managing, the professional administration of business concerns and public undertaking. Management aims at securing the maximum prosperity of the employer, coupled with the maximum prosperity of each employee. Management is not synonymous to administration, in fact, management in the public sector can be understood as an aspect of administration which focuses on the utilisation of resources. In the context of this research, however, the concept management will be referred as the act of managing the affairs of the public within a state organ or institution (Gladden, 1953: 213).

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

**Corruption** can be defined as the unethical behavior of the officials or someone in the high office (De Vos, 1998: 65). This is when an individual official uses the public office to his/her selfish individual gains or personal gain. Corruption will be discussed as one of the factors that hamper effective service delivery within the government (IDASA, 2002).

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



**Government** can be explained as the authoritative expression of the state. Its formal function includes law-making, the execution and implementation of laws and the interpretation and application of law (Hanberger, 2001: 36). In this research this concept will be termed as the periodic elected body/ organisation which deal with the affairs of small areas of the country.

**Empowerment** can be explain as a stage were in power relations shifted towards people achieving greater control and influence over decisions and resources that impact on the quality of their lives through increasingly interdependent relationships (Patton, 2002: 61).

**Delegate** is having several meanings. It may mean the act of delegating (Creswell, 1998: 83). In this context, however, it will be referred to as taking tasks of the supervisor to a lower level as to encourage broader participation and quicker execution of the task that the organisation have to execute.

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

**Employment Equity** is an act of government which gives preference to the previously disadvantaged community. It gives opportunities of jobs, promotion, services to blacks, women and the disable people within the country. Great number of people who are victims of the apartheid regime are now given a priority when coming to appointment of employment. This is an act which is also aimed at addressing the imbalances that are created by the brutality of apartheid government.

**South African Public Service** can be defined as the group of public institutions or departments (both national and provincial) providing essential services such as basic service to the general public. The basic services, for an example will include defending the community and providing services more effectively and efficiently.

**Service Delivery** is concerned with the provision of a product or service by a government or government body to a community that was promised to or which is expected by that community. Service can be defined as the performance of work or duty by the public officials. It is an act of helping others, the power to control the use of resources or an institution providing the public with something useful (Skweyiya, 2003:16).

**Social Development** is a process of planned social change designed to promote the well-being of the population as a whole in conjunction with a dynamic process of economic development. The goal of social development is the promotion of social welfare (Skweyiya, 2003: 14-16).

**Social Services** refers to the broad, comprehensive range of services relating to social welfare and community development services provided in a continuum to ensure the integration and sustainability of intervention efforts (Skweyiya, 2003: 16 and Collins, 1999: 65-67).

### **3.14 CONCLUSION**

It is evident that South Africa is now characterised by extensive political, administrative and constitutional reforms which are also associated with policy changes when addressing certain societal problems. So it is important for the government policies to be critically scrutinised so as to assess its existing policy path. It is crucial for one to understand the complexities that are associated with

policy formulation, policy analysis and policy implementation before anyone can achieve objective assessment of government policies.

Policy research, as a requirement for policy formulation, is important as it help to determine the need for the proposed policy. This chapter indicated that it is obvious that a comprehensive analysis of the needs can easily lead to the definition and formulation of the successful policy agenda. The aspect of importance which was noted during the policy formulation and implementation process was that of the availability and reliability of information presented before the policy makers.

Constraints or limitations in the policy formulation, policy implementation and most importantly policy analysis are unavoidable due to the divergent society that exist in the country and also the issue of different needs and financial resources that are needed for analysing policy and then fast track the policy implementation stage. Factors that play a critical role in terms of policy formulation and implementation are also forcing the process of finalising a policy to take a lot of time, this has a negative impact on the people who are depending on certain policies to be implemented so that they can help in improving social services and specifically to alleviate poverty.

## CHAPTER 4

### Case Study: Social Assistance Grant Policies

#### 4.1 INTRODUCTION

Poverty alleviation and social development is one of the most important tasks of any government both national and provincial. The democratic government under the leadership of the ANC took full responsibility of fighting poverty and creating better life for all. All provincial governments are expected to ensure that the government's vision, of halving poverty and unemployment by the year 2014, is achieved. So this means that provincial governments have the social responsibility to meet the human needs of each an every citizen. The government officials have to ensure that their communities are assisted.

The government is also expected to speed up economic and social development to improve the living condition of the poor people, to close the gap between the rich and poor and to route out inequalities. The South African government employed the social assistance policies to fight poverty among the poor communities and further achieving social justice, minimum standard of living for the citizens, achieve equitable access and equal opportunity to basic social service and to achieve the national commitment in meeting the basic human needs of the most disadvantaged citizens.

So this chapter will address the importance of the case study in the qualitative research and it will outline and discuss the nature of social assistance policies in the North West province. The attention will be on the types of social assistance grant policies that are provided by the national government which include; child support grant, early child development, disability care grant and old aged support grant.

The challenges in the provincial social assistance grant policies and the role players and other helping governments departments in ensuring effective implementation of these policies will be discussed in this chapter. Furthermore, the chapter will discuss the human resource management of the social security agency to assess its impact on proper and effective policy implementation.

## **4.2 IMPORTANCE OF THE CASE STUDY**

Case study is a form of field research that investigates a specific phenomenon holistically or systematically. According to Yin (2003:14-15) case study can be defined as an empirical inquiry that help to investigates a contemporary phenomenon within its real life context when the boundaries between phenomenon and context are not clearly evident.

Case study is important in the research because they are suitable for learning about a little known or poorly understood situation. In this instance the research collects extensive data on the individual's programme and events on which the investigation is focused. The method that the researchers normally use in case study is that of the collection of extensive data through observations, official documents and reports, past records and interviews. In a case study method, the researcher becomes part of the situation that is being observed and even contributes to it. Many case studies originate from problems that present themselves to researchers (Yin, 2003: 16).

A distinctive feature of case studies is its emphasis on understanding and explaining a single case or small number of cases through the optimal inclusion of qualitative data. The case study for this research is the social assistance grant policy implementation in the North West province. So since the ultimate goal of the case study is that of understanding the specific case as a single unit, any data source such as; tables, figures, graphs and illustrations.

All other important and any other method that adds to insight into the case will be useful to be employed in this research. The methods such as tables, figures, graphs and illustrations will help in expressing and further explain the data which will be useful for this study.

### **4.3 SOCIAL ASSISTANCE SERVICE POLICIES**

The social assistance is made up of non-contributory social grants to adults and children, funded as part of the national security budget. The fundamental purpose of the right to social assistance is to ensure that persons living in poverty are able to access a minimum level of income sufficient to meet basic subsistence needs so that they do not live below minimum acceptable standard.

The *Constitution of the Republic of South Africa*, 1996 in Section 27 (1)(c) states that everyone has the right to social security, this include all people who are unable to support themselves and their dependants. In South Africa about 18 million people live on less than R450 per month and about 11 million people live below poverty line, which means that they survive with only one U\$ dollar per day as indicated in *table 1* of this study (Business Day, February 2007).

So it is therefore important that the South African government intervene decisively to assist the people who are in needy of social assistance. The South African government uses its social security programmes as a means to address poverty in the communities. Towards this end, South African government had introduced various statutory social security grants to address the increasing poverty.

**Table 4: Number of Grant (*Excluding War Veteran*) Recipients by Province**

<b>Province</b>	<b>Number of Recipients</b>
Eastern Cape	1 5 406 23
Free State	7 205 88
Gauteng Province	1 4 159 24
Kwazulu Natal	3 0 339 23
Limpopo Province	1 7 778 47
Mpumalanga Province	9 125 42
Northern Cape	9 630 95
<b>North West</b>	<b>2 958 25</b>
Western Cape	8 018 80
<b>Total Recipients</b>	<b>11 462 247</b>

Source: Department of Social Development, 2008

Below are some of the grants that the government had introduced as a means for survival of people who are unable to support themselves. These are safety nets that are mostly aimed at reducing and fighting immediate poverty in the poor communities.

**Table 5: Types of Grant and number of Recipients as at 30 April 2008**

<b>TYPES OF GRANT</b>	<b>NUMBER OF RECIPIENTS</b>
Disability Grant	1 416 210
Old Age Grant	2 234 454
War Veteran's Grant	1 889
Child Support Grant	8 217 601
Care Dependency Grant	102 858
Forster Care Grant	445 229
<b>TOTAL</b>	<b>12 418 241</b>

Source: Development Indicators, 2008

More than twelve million people in South Africa benefit from the government programme of the social assistance grant. This brings South Africa to be one of the highest countries when coming to social service assistance. Grants are part of the safety net provided by the national government to protect people during vulnerable stages in life i.e. if they are too young to work, too old to work and if they are also disable and can not support themselves and their family.

#### **4.3.1 Child Support Grant Programme**

The depth and extent of child poverty in number of developing countries such as South Africa require appropriate policy response. The South African government is addressing this problem through the programme or policy of Child Support Grant which has been increased dramatically since its introduction in 1998 and its age eligibility has also been extended to cover more poor children who are unable to fend themselves (Lund, 2008:66).

Child Support Grant is a South African policy instrument which is aimed at alleviating child poverty. It manifests itself mostly as a monetary transfer that is paid to the caregivers of the poor children. The government is, however, obliged to support children directly when their parents or caregivers are not able to support them adequately (Brynard, 2006: 362).

Child Support Grant is also a single biggest programme for alleviating child poverty in South Africa as it is targeting very poor children especially from the black population living in the rural areas. Across all the provinces in South Africa, the number of children who are receiving the Child Support Grant has increased overtime (Brynard, 2006:362).

The reports from the North West province indicate that there are still a huge number of children, especially in the deep rural areas, who deserve to be recipients of the Child Support Grant, but due to the poor administration and



shortage of personnel from the social welfare who should visit the rural areas, those children are not accessing the grant.

The table below is a clear indication of the substantial increase on the number of children who receive this grant.

**Table 6: Number of Children receiving CSG in July 2006- April 2008**

PROVINCE	JULY 2006	JULY 2007	APRIL 2008
Eastern Cape	1 413 830	1 489 191	1 481 109
Free State	417 076	438 230	454 144
Gauteng	862 346	921 509	959 138
Kwazulu Natal	1 746 944	1 945 026	2 162 767
Limpopo	1 200 185	1 249 818	1 274 812
Mpumalanga	613 008	643 727	657 533
Northern Cape	121 332	174 604	182 225
<b>North West</b>	<b>604 525</b>	<b>611 625</b>	<b>631 498</b>
Western Cape	431 514	457 077	474 375
<b>TOTAL</b>	<b>7 410 760</b>	<b>7 930 807</b>	<b>8 217 601</b>

Source: SOCPEN System April 2008

The Child Support Grant has been proven to be an important mechanism to combat child poverty in South Africa. If poverty is not adequately addressed in any other way, it can affect children by reducing their chances of living beyond their first five years, it can also affect children by rendering them vulnerable to all these infectious diseases which can sturn their normal growth. Poverty can further affect children by limiting their educational capacity to develop their full intellectual potential, this can even reduce their confidence and hope in the future (Lund, 2008: 67).

So it is important that Child Support Grant is made available and paid regularly to the needy children, this will change their lives because with the little that they are

receiving, there have been substantial evidence that these grants especially the Child Support Grant has been mostly spent on food, education and basic goods and services of the children. This, however, need to be fully monitored because in some of the areas in the North West province, there have been reports that there are people who use the children grants for their own selfish personal use and this leaves children stranded and continue to spent days with empty stomach.

#### **4.3.2 Care Dependency Grant Programme**

According to the *Social Assistance Act, 2004* (Act 13 of 2004), the Care Dependency Grant is a monthly payment from the government to people who care for children with severe disabilities and in serious need of full-time and special care. These people can be biological parents, foster parents, primary caregivers appointed by the court, guardian and custodian of a child between the age of one and 18 who is in need of and receives care due to a mental or physical disability. A person will not be eligible for this grant if disabled child receives full-time care in a State-run institution for longer than six months.

Care Dependency Grant cannot be received in conjunction with the Child Support Grant, but it can however, be received in conjunction or in combination with a Foster Child Grant for the same child. The Care Dependency Grant is always reviewed once a year and when the child reaches 18 years, he or she will no longer qualify for this grant, but will become eligible for a Disability Grant. The table below indicates the proportion of Care Dependency Grant recipients by province.

**TABLE 7: Number of Care Dependency Grant as at 30 April 2008**

<b>Province</b>	<b>Number of Recipients</b>
Eastern Cape	19 452
Free State	4 100
Gauteng Province	12 675
Kwazulu Natal	30 191
Limpopo Province	11 883
Mpumalanga Province	5 322
Northern Cape	3 577
<b>North West</b>	<b>8 267</b>
Western Cape	7 391
<b>Total Recipients</b>	<b>10 2 858</b>

Source: SOCPEN System (30 April 2008)

This clearly indicates that the North West province accounts only 8% of number of Care Dependency Grant as compared to KwaZulu Natal which accounts to the highest percentage of 30% in terms of Care Dependency Grant. So it is important that the Social Workers and the North West provincial leadership assist the people who are living below poverty lines, but still struggle to receive the grant. North West province is the poorest province, so it would not make any sense if the number of grant recipients is lower than the number of grant recipients of the relatively rich province like KwaZulu Natal and mostly Gauteng province.

### **4.3.3 Disability Grant Programme**

Disability Grant refers to a grant paid to a disabled person in terms of Section 9 of the *Social Assistance Act, 2004* (Act 13 of 2004). The Disability Grant is paid to a South African citizen or any person who is permanently residing in South Africa and who have a permanent residence in South Africa. The person must be residing in South Africa at the time of application for this grant. The Disability

Grant recipient must be between 18 to 59 years of age if is a female and must be 18 to 64 years of age if is a male.

There have been some few arguments that the number of Disability Grant beneficiaries and recipients is declining. The table below clearly indicates the number of Disability Grant recipients in nine provinces of South Africa.

**TABLE 8: Number of Disability Grant Recipients as at 30 April 2008**

<b>Province</b>	<b>Number of Recipients</b>
Eastern Cape	2 250 90
Free State	1 140 78
Gauteng Province	1 517 79
Kwazulu Natal	4 099 77
Limpopo Province	1 194 85
Mpumalanga Province	8 324 1
Northern Cape	4 863 7
<b>North West</b>	<b>1 2 159 1</b>
Western Cape	1 4 233 2
<b>Total Recipients</b>	<b>14 162 10</b>

Source: SOCPEN System 30 April 2008

This clearly indicates that the North West province accounts only 10% of number of Disability Grant as compared to KwaZulu Natal which accounts to the highest percentage of 30%. Some of the explanation for the huge difference in terms of percentages was the issue of number of population per province. This must, however, not constitute sufficient reason for lower distribution and disbursement or rolling-out of the grants in the North West province which has been identified as one of the poor province in South Africa.

The implementation of uniform processes and procedures for reviewing temporary disability grant has resulted in the huge decline on the total number of disability grants beneficiaries and recipients.

Below table indicates the fluctuating number of disability grants recipients from the year 2005, with a slight decline in 2008.

**TABLE 9: Growth Rate of Disability Grant Recipients 2005-2008**

YEAR	NUMBER OF RECIPIENTS
2005/2006	1 315 143
2006/2007	1 422 808
2007/2008	1 416 210

Source: SASSA System 30 April 2008

The table clearly indicates that in 2006 the number of disability grants recipients was increasing and the only surprise was in 2007 when the South African Social Security Agency experienced some dramatic declines on the number of disability grant recipients. Some of the reason for the declining number of recipients of this grant was due to the fact that the temporary disability grants distribution has lapsed and there is only permanent category in terms of distribution of the disability grant. Giving the dramatic increase in the number of poor people it is not acceptable that the number of the grant recipients to decline. So it is important that various departments and stakeholders who assist in ensuring that the people who deserve or qualify to receive grants do so regularly and timely.

#### **4.3.4 Foster Care Grant Programme**

Foster Care refers to a grant paid to a foster parent in terms of Section 8 of the *Social Assistance Act, 2004 (Act 13 of 2004)*. Foster parent refers to any person, except a parent of the child concern, in whose custody a child has been placed under Chapter 3 of the *Child Care Act, 1983 (Act 74 of 1983)*. Foster child on the other hand refers to any child who has been placed in the custody of a foster

parent in terms of Chapter 3 of the *Child Care Act, 1983* (Act 74 of 1983). The table below indicates the number of Foster Care Grant in number of provinces in South Africa.

**TABLE 10: Number of Foster Care Grant as at 30 April 2008**

<b>Province</b>	<b>Number of Recipients</b>
Eastern Cape	8 6 044
Free State	4 6 261
Gauteng Province	5 6 277
KwaZulu Natal	10 7 588
Limpopo Province	4 7 130
Mpumalanga Province	2 3 994
Northern Cape	1 3 878
<b>North West</b>	<b>3 5 957</b>
Western Cape	2 8 100
<b>Total Recipients</b>	<b>4 45 229</b>

Source: SOCPEN System 30 April 2008

It is noteworthy to point out the number of Foster Care Grant is fairly distributed in terms of proportion of the total children population. There is also positive continuous growth of the Foster Care Grant in the previously disadvantaged provinces. In terms of Foster Care Grant distribution, the North West province is fairly doing well. KwaZulu Natal is having the highest number of recipients and it is closely followed by the Eastern Cape and Gauteng province with the North West province is lying in fourth position in terms of distribution of this grant.

#### **4.3.5 War Veteran's Grant Programme**

War Veteran Grant refers to a grant paid to a person who satisfies the criteria in terms of Section 11 of the *Social Assistance Act, 2004* (Act 13 of 2004). The beneficiary must be a South African citizen over the age of 60 and must have fought in the Second World War or the Korean War. This grant is the less

distributed grant amongst the entire grant in the South African Social Security Assistance and this can be attributed to lack of awareness by the Department of Social Development about this grant and may be there are few people who meet the criteria for this grant or may be some of the possible recipients are already the recipients of other grants.

Below table clearly outline the number of War Veteran Grant recipients in all nine provinces in South Africa.

**TABLE 11: Number of War Veteran's Grant Recipients**

<b>Province</b>	<b>Number of Recipients</b>
Eastern Cape	233
Free State	46
Gauteng Province	484
KwaZulu Natal	297
Limpopo Province	162
Mpumalanga Province	70
Northern Cape	73
<b>North West</b>	<b>71</b>
Western Cape	453
<b>Total Recipients</b>	<b>1 889</b>

Source: SOCPEN System 30 April 2008

Gauteng province is having about 26% of the War Veteran Grant recipients and it is followed by the Western Cape with 24% of recipients. The North West province has about 3% just above the Free State province which has only 2% of the War Veteran Grant recipients. The reports indicates that the number of people who receive this grant are declining every year, below table is a clear indicative of the declining number of War Veteran Grant since the year 2005.

**TABLE 12: Growth Rate of War Veteran Grant Recipients 2005-2008**

YEAR	NUMBER OF RECIPIENTS
2005/2006	2 817
2006/2007	2 340
2007/2008	1 889

Source: SASSA System 30 April 2008

So it is important that all stakeholders who are involved in the rolling-out, distribution and disbursement of this grant, especially the Department of Social Development to seriously look into the ways in which this type of grant can be made known to the people and possible beneficiaries.

#### **4.3.6 Old Aged Grant Programme**

Old Aged Grant refers to a social grant paid to an aged person in terms of Section 10 of the *Social Assistance Act of 2004* (Act 13 of 2004). Aged person can be explained as any person who has, according to the *Social Assistance Act, 2004* (Act 13 of 2004) attained the prescribed age in accordance to Section 10 (a) and (b) to qualify for Old Aged Grant programme.

The person who qualifies for the Old Aged Grant programme must be a resident of the Republic of South Africa and must reside in South Africa at the time of application. Furthermore, the person must be 65 years or older if is a male and must be 60 years or older if is a female and must not be maintained or fully cared for in a State Institution. Moreover, the applicant must not be a recipient of another social grant offered by any State-run institution (SASSA, 2008).

The distribution of the Old Aged Grant has been on the increase since its inception. The table below indicates the regular and continuous grow of the Old Aged grant.



**TABLE 13: Growth Rate of Old Aged Grant Recipients 2005-2008**

YEAR	NUMBER OF RECIPIENTS
2005/2006	2 146 344
2006/2007	2 195 018
2007/2008	2 234 454

Source: SASSA System 30 April 2008

Old Aged Grant has been termed as one of the well known social grant that the State offer and it is also the longest surviving social grant of safety net to be given to the old people in South Africa and who are South Africans. The table below indicates the total number of Old Aged Grant recipient across the South African provinces.

**TABLE 14: Number of Old Aged Grant Recipients as at 30 April 2008**

Province	Number of Recipients
Eastern Cape	4 2 139 8
Free State	1 3 481 8
Gauteng Province	2 7 689 2
KwaZulu Natal	4 6 457 9
Limpopo Province	3 5 715 1
Mpumalanga Province	1 5 841 0
Northern Cape	5 709 3
<b>North West</b>	<b>1 8 985 2</b>
Western Cape	1 7 426 1
<b>Total Recipients</b>	<b>2 234 454</b>

Source: SOCPEN System 30 April 2008

The table shows that KwaZulu Natal accounts 22% of the Old Aged Grant recipients, this is the highest percentage as compared to other provinces. It is

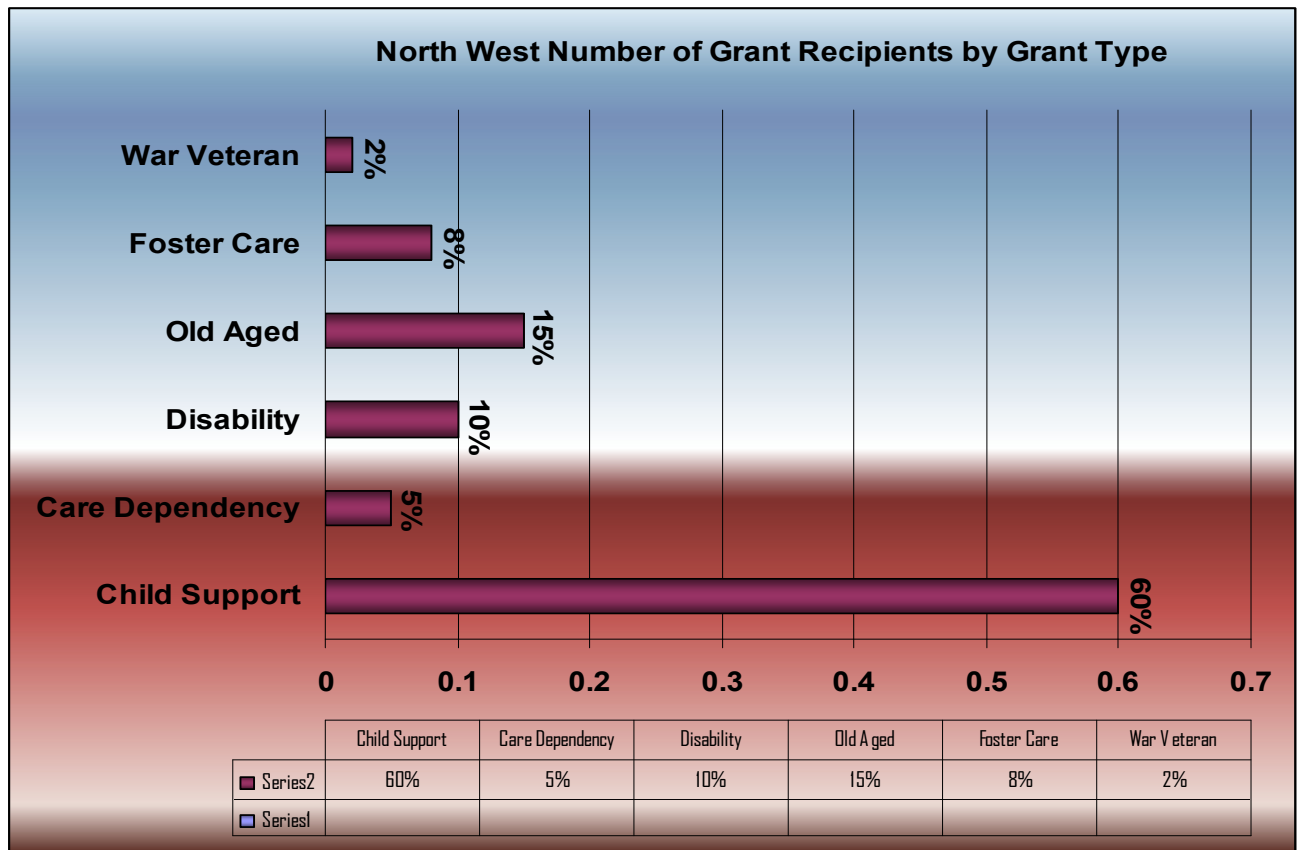
followed by the Eastern Cape with 20% of Old Aged Grant recipients. The North West province is lying on sixth position with only 8% of the grant recipients. Low number of Old Aged Grant recipients is attributed to lack of awareness, lack of infrastructure, lack of uniformity and shortage of personnel in the poor rural remote areas. Poor communication from the provincial Department of Social Development about the grant to the rural areas and informal settlements in the North West province contribute to low number of recipients.

Number of people in the North West province, who were supposed to receive the Old Age Grant, are not accessing it because they are living in the deep remote rural areas and squatter settlement where there is lack of information. So there should be policy change which will ensure robust awareness of this grant and help the elderly to apply for this grant and not just reject their application when they are correctly completed.

Poor communication between the provincial and local government has resulted in poor social policy implementation and low distribution, disbursement and ineffective roll-out of the grant (SASSA, 2008).

North West province is South Africa's poorest province, so one will expect them to lead the chart when coming to the distribution of any social security grant. Figure 2 indicates the distribution of social grants on percentage in the North West province.

**FIGURE 2: Distribution of grants recipients by grant type on percentage**



Source: SASSA System 30 April 2008

This figure clearly indicates the total number of grant recipients in the North West province by grant. The information was captured in 30 April 2008. When one assesses the entire grants, it indicates that Child Support Grants accounts for the highest number of grant recipients. The Child Support Grant is followed by the Old Aged Grant, but the gap is too wide. The War Veteran’s Grant indicates that it account for very few grant recipients with only 2% of the grant that are distributed by the North West province.

The existing guidelines or policies that are followed for one to receive these grants are fairly drafted by the National Department of Social Development, but the North West provincial government has failed to successfully guide and monitor the proper implementation of mechanisms to effectively roll-out,

distribute and disbursement of these social assistance policies. There has been number of stumbling block for the North West provincial government in the implementation of policies especially policies that are aimed alleviating poverty and improving service delivery.

#### **4.4 CHALLENGES IN THE PROVINCIAL SOCIAL GRANTS**

There are numerous developmental challenges which are facing the country in general and the provinces in particular. According to Pakade (2008:1-2) the country inherited a social welfare system that had a unique combination of historical forces that has significantly impacted on and hampered the capacity of the current government and systems to adequately address poverty and other related social problems the government is facing.

The social grants provision, which has been confirmed through empirical evidence to be enormously successful in immediate poverty alleviation, have over the years been the primary focus of and a tool used by government in its fight against poverty. In the North West province there has been number of challenges to successfully implement and increase the distribution, roll-out and disbursement of these social grants. These challenges in the North West provincial social grant agency has even hampered the core aims of the social development approach which are collective empowerment and efficient facilitation of processes which aimed at helping the poor, vulnerable and marginalised to regain power and control over their lives.

The challenges in the North West provincial social assistance service range from the poor financial management, poor human resource management, lack of performance management, lack of clear mechanisms for monitoring and evaluation of policies, poor infrastructures for provincial service point and inadequate training of personnel which have a negative impact in the proper implementation of policy in general and effective and efficient distribution and disbursement of social assistance grants policy in particular.

#### **4.4.1 Financial Management**

In many cases the primary responsibility for estimating the budget for the policy on an annual basis and allocating of funds from the total provincial budget to social grants programme lies with the provincial social development. It was find out that a large share of the provincial budgets is made up of their equitable share revenue. This has led to the situation were in most of the money allocated to and spent on the social grants programme comes from the equitable shares of provincial governments.

Provincial governments allocate their equitable share at their discretion, which is why there is a serious need for proper financial management. Through monitoring and evaluation of the social grants policies, attention has to be drawn to question on whether the amount allocated to these social assistance grants or social welfare through equitable share formula is sufficient to finance the implementation, distribution and effective roll-out of the grant in all province in general and North West in particular, given the number of dependents who in all respect qualify for these grants.

Analysis of the North West provincial budgets from 2005/06 to 2007/08 indicates that generally provincial subsidies to Non-Governmental Organisations, which support or assist the province in terms of identifying the people who should benefit from the social welfare, have been allocated on an *ad-hoc* basis and in some provinces its either remained constant, decreased or increased marginally over the years. The budget pressures in the North West provincial government is exerted by the rapid increase in social grants and the resultant cuts in budget allocations largely influence this pressure that is why there is a need for proper financial management. The problems in proper financial management in the North West province have led to increased budget pressure and this has resulted in closure of some critical social services. This has affected mostly people from

the deep rural areas, the people who are highly marginalised and who are previously disadvantaged.

The practical example here is that there is a huge backlog in foster care and cutting or delaying this service, which is geared towards vulnerable and orphaned children, could effectively affect the processes of addressing the plight of child headed households. The table below indicates the provincial subsidies to Non-Governmental Organisations from 2006 to 2008.

**TABLE 15: Analysis of Provincial Subsidies to NGOs 2006/07 to 2007/08**

<b>PROVINCE</b>	<b>2006/07</b>	<b>2007/08</b>
Eastern Cape	154 565	155 456
Free State	119 087	120 100
Gauteng	218 174	219 322
KwaZulu Natal	243 774	248 100
Limpopo	51 634	58 200
Mpumalanga	61 682	66 383
Northern Cape	38 958	41 706
<b>North West</b>	<b>47 362</b>	<b>50 445</b>
Western Cape	310 312	311 256
<b>TOTAL</b>	<b>1 246 548</b>	<b>1 270 968</b>

Source: Department of Social Development, 2008

North West province is the second lowest when coming to subsidies to NGOs, this indicates that the provincial government does not involve NGOs too much to help in terms of social welfare. Number of respondents indicated that they run their Community Based Organisations from their own funds and this is not sustainable looking at the inflation and price increase that has been experienced lately due to the economic melt-down.

Poor financial management in the North West province has sometimes led to the situation where there is lot of surplus of funds which were aimed at social welfare and sometimes there are reports that the people who are managing funds are using it for the projects that are not designed for or allocated for. This creates a problem where now the social welfare runs out of budget for social security.

#### 4.4.2 Human Resources Management

Human resource is critical component for development that is why personnel is one of the most important generic characteristics of public administration (Van Dijk, 2005:38). Each an every organisation needs a qualified, professional, ethical, efficient and effective personnel or employees in order to successfully achieves the goals of the organisation.

Human Resource Management in the North West provincial government has been identified as one of the challenge that has led to ineffective implementation of the social security assistance services to the community. The table below indicates proportion of social workers per total provincial population.

**Table 16: Proportion of Social Workers per Total Provincial Population**

Province	Population	Registered Social Workers	NO. per Social Worker
Eastern Cape	6 436 763	1 152	5 577
Free State	2 706 775	500	5 413
Gauteng	8 837 178	2 998	2 947
Kwazulu Natal	9 426 017	1 625	5 800
Limpopo	5 273 642	634	8 318
Mpumalanga	3 122 990	364	8 579
Northern Cape	822 727	316	2 603
<b>North West</b>	<b>3 669 349</b>	<b>503</b>	<b>7 294</b>
Western Cape	4 524 335	2 139	2 115
<b>TOTAL</b>	<b>44 819 778</b>	<b>10 231</b>	

Source: Department of Social Development (2008)

The table clearly indicates that in terms of the provisioning of social workers per province, the North West province has one of the worst standing. It is ranked number seven out of nine provinces, the ratio of 7 294 of the population to only one social worker. Social services are a critical part of the country's broader development agenda and the focus of social services is to build social cohesion and social integration of the poor and vulnerable into the mainstream of society, through integration of social welfare and development programmes. So it is important to have a proper human resource management in each an every organisation.

The lower number of social workers in the North West province is a clear indicator of the failure of the province to expand the range of provincial developmental services and this has resulted in community instability that might have dire consequences for the social fibre of the society, which may resulted into high levels of substance abuse, criminal behaviour and all other social ills that the North West province is experiencing.

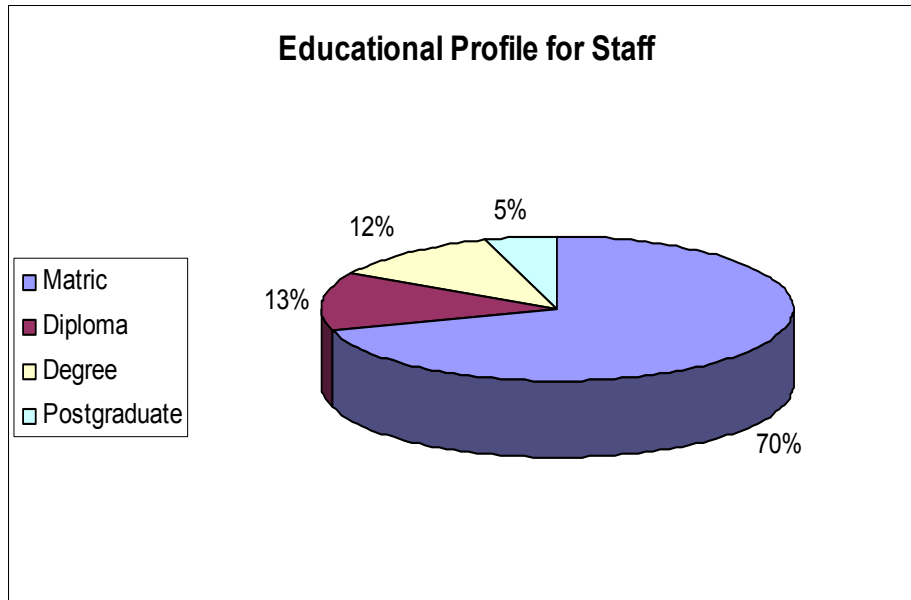
A proper implementation of policies will help in providing a clear guideline for the utilisation of social work functions in the developmental welfare. The poor provincial standing in terms of social assistance is as a result of the poor policy implementation in the North West province (National Department of Social Development, 2008).

Educational qualification can also play a critical role in Human Resource Management. When one assess the educational profile of most of the line manager who are tasked in the implementation phase of the social services for the North West province related to the social grant, it is disturbing to find out 70% of the personnel has only matriculation.



The figure below indicates the educational profile for personnel dealing with social services relating to social grants.

**Figure 3: Educational Profile of Personnel in the Provincial Social Service**



Source: Sampled Data, 2008

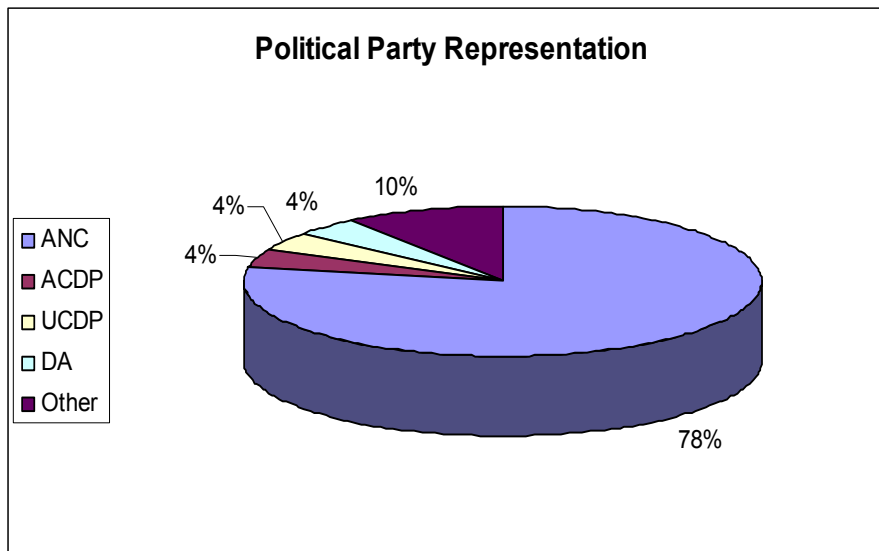
This statistic have the potential of leading to poor service delivery as most of the people are not necessarily qualified to do the job and only employed due to experience. Lack of skills and competency in the provincial government indicate that the provincial department does not encourage their personnel to upgrade their qualification and does not play a role in increasing personnel capacity through the utilisation of in-service training and sponsorship for personnel skill development. Lack of skills in the provincial government has resulted in the poor policy implementation in the provincial departments and this has also led to inefficient and ineffective service delivery. Most of people interviewed have no idea of the meaning of the concept policy and the factors that need to be taken into consideration when policies are formulated and implemented

It is totally unacceptable that in the population of over three million people, who on daily basis make use of the social welfare services are being attended to the

people who do not have adequate skill and competency. This will lead to poor service delivery as most of the personnel in the provincial department lack qualifications that will help them to enhance their skills which will contribute in improving service delivery in the North West provincial government (Sowetan, March 2007).

Non-partisan of the public servants is extremely important for fair distribution of services. So it is important that depoliticisation of public services should be encouraged and enforced to allow fair treatment of the public or community who need services. Most of the people employed in the provincial government are staunch members of the ruling party. This is also one of the reasons why development or service delivery is poor, as most of the people will only fast track the application of the people who belong to their party and will want to punish those who are members of the opposition parties. The figure below indicates political party representation in the public offices which is supposed to be political free office, for the sake of effective and efficient service delivery.

**Figure 4: Political Party Representation in the Provincial Social Service**

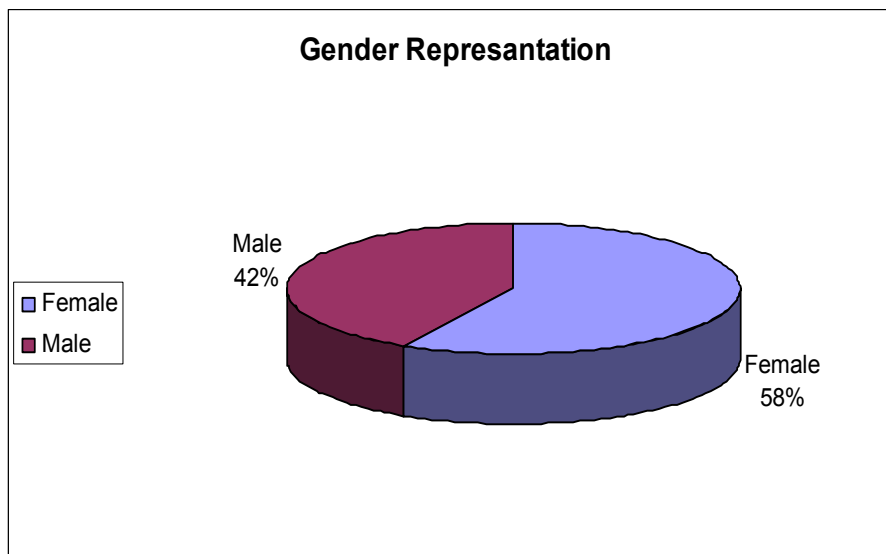


Source: Sampled Data, 2008

The study find out about 78% of the personnel are members and staunch supporters of the ANC. The problem of having majority of the people in the provincial Department of Social Development and social welfare offices is that policies that will be implemented and given priority in the department will be the policies that the ANC want and not necessarily policies that people in general want in order to solve their social problems. In addition, having a majority member of one party in the department will lead to unequal and unfair policy agenda setting process. Corruption will also be high because check and balance is weak as there is no stronger opposition which will act as a watchdog bodies to help the institutions which are put in place to fight unethical behaviour (Sowetan, March 2007).

The issue of balanced gender and race in any organisation is extremely important because it will help in managing human resource objectively and fairly. This will also have positive impact in efficiency and effectiveness in work procedure which is one of the most important generic characteristics of public administration. Below diagrams indicate the representation of gender and race in the unit that deals with social welfare and the social grants policy.

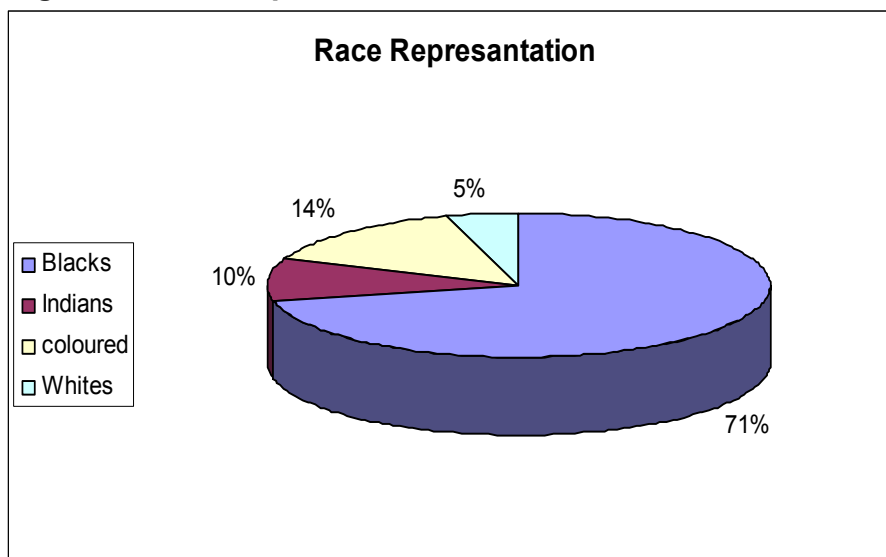
**Figure 5: Gender Representation in the Provincial Social Service**



Source: Sampled Data, 2008

The study found out that gender representation is fairly acceptable with the difference of only 8%. It is also applaudable to have more female than male, as most of the problems that the grants applicants have are easily understood by the female as compared to their fellow males. The fact that the survey indicate that South Africa has more female than male, it makes lots of sense for having more females than males working in the social welfare and social development.

**Figure 6: Race Representation in Provincial Social Service**



Source: Sampled Data, 2008

In terms of race representation, the numbers are not impressive as there is no balance in race representation. The study indicates that people who are employed in the North West provincial government and who are mostly dealing with the social welfare services of the province, majority of them are Black African. Poor race representation in the North West provincial government has led to the situation wherein people who are not represented to leave the province and migrate to other province where they are well represented and where they are confident that they will also get services and will not be victimised because of their colour.

Equal race representation (not forgetting the imbalances created by the apartheid regime) in both National and Provincial government is extremely important in the sense that before policies are formulated in the department, there will be fair and equal policy agenda setting. The *South African Constitution, 1996* also require that there should be fair and equal representation in all governments departments, though not forgetting the imbalances of the past, because South Africa is divergent society.

In the North West province, Human Resource Management has been identified as one of the challenges that the provincial government have in terms of effective and efficient distribution and roll-out of the social service assistance. The growth in the number of social service professionals has been relatively low in the North West provincial government. The social workers and community development practitioners are the main agents of change amongst other social service professionals, that is why, given the number of social worker in the North West Province in table 16 of this research, the social work and all social service professions has to be declared a scare skills due to the demand and skills flight to other countries, sectors and departments (Chelechele, 2009). The most important objective of Human Resource Management is to remove the cause of antagonism between a supervisor and a subordinate, because only when working together can the productivity of an institution is increased (Van Dijk, 2005: 33).

#### **4.4.3 Performance Management**

Performance management can be understood as an approach to how work is done and organised. It is important to ensure that the approaches are fully focused on continuous improvement of performance, be driven by senior management and be strategically aligned with all organisational training goals and priorities. Performance management is also aimed at optimising the potential and current employee output in terms of quality and quantity. This is because performance management involves the process that measures individual

employee performance against set performance standard, this also help to identify the areas that needs training and development which is solely needed to address poor performance and ultimately inefficiencies in government institutions (Van Dijk, 2003: 162).

In the North West provincial government, the issue of performance management has not been adequately addressed or correctly implemented in number of government institutions. This has resulted in huge competence gaps and poor management of skills in the units or departments that are stakeholders in the social assistance services in the North West provincial government. Poor performance management in the North West provincial government had a serious effect on the proper implementation, distribution, disbursement and rolling-out of the social assistance services. This was due to the fact that most of the people are working on an individual basis and they are not willing to exchange notes or ideas on what will work better and what will not work. Poor performance management has also had a negative impact on three most important competencies; the people management and empowerment, financial management and the client service and customer care. These are most important competencies that are needed when public official is dealing directly with the people, like in the case of the social assistance grants programmes (Department of Public Service and Administration, 2008).

#### **4.4.4 Provincial Service Points**

The National Department of Social Development established the South African Social Security Agency in 2004 to help in terms of effective distribution, disbursement and rolling-out of the social grants to the beneficiaries. Whilst the Agency takes over the responsibility for administration and payment of the social grants, the government still has the responsibility to develop and implement policies, norms and standards for service delivery and monitor and evaluate the impact and quality of service delivery. This means that provincial governments are also at the core of this role given the fact that this is the closest level of

government to the people after local government. The Agency will only be responsible for the rolling out of the implementation of the norms and standards that have been developed by the department with the support of the provincial government departments.

The National Department of Social Development has, over the years, faced daunting challenges in respect of the access to pay points (service points) of social grants programme to the beneficiaries, this problem was evident in the North West province which has the worst infrastructure. In a respond to improve efficiency, the department introduced a focused strategies and projects to increase access to pay points, to optimise their operation and also to ensure that beneficiaries of these social grants are served with dignity when they make face-to-face contact with personnel. A key area of intervention has over the years been the facilities and conditions at pay points. During the research, the study identified five areas in the deep rural areas in the North West province which have a very bad service when coming to the distribution or rolling out of social grants. Table below indicates some of the areas that face challenges when coming to the service or payment point for social grants, majority of the sick and disabled people are sometimes not even get the service because there are no enough mobile facilities for the distribution and rolling-out of social grants.

**Table 17: Selected Service Point in Rural areas of North West Province**

Service Point	Number of Staff	Number of Recipients
Mamusa	3 employees	511 Grants Recipients
Setlagole	4 employees	290 Grants Recipients
Mothanthanyaneng	4 employees	380 Grants Recipients
Huhudi	5 employees	211 Grants Recipients
Lethabile	4 employees	359 Grants Recipients

Source: Sampled Data, 2008

Shortages of staff in the service point remain one of the main challenges for effective and efficient distribution and rolling-out of social grants. Mamusa which is in Schwiezer-Reneke in number of instance there are about 511 people waiting on a very long queues for the entire day as they would be served by only three employees. This process takes time and there were reports that some old people die in this long queues waiting for social grants. The same thing happened in Setlagole near Mafikeng, where people face inadequate services. In Mothanthanyaneng in Taung District the situation is even worsen by the fact that number of criminals (thugs) wait in the nearby areas to take money from the people who just received grants (Sowetan, February 2008).

So there is a need for provincial service points to be user friendly and safe for everyone who is a recipient of the social grant. Long queues should be avoided at all cost. The provincial government should ensure that there is enough number of people employed in areas that are heavily populated to ensure smooth, effective, efficient and professional service.

This means that the issue of accessibility of the social grants is one of the main problems for effective and smooth distribution and disbursement of these grants. Accessibility of services, especially in the rural areas in the North West province has been a real challenge for the social grants agency. The widespread of location of clients and bad roads or infrastructures creates obstacles in the delivery of service in the North West province. It can be costly for the poor to travel to departmental offices to apply for grants or to the service points to collect grants. The North West province has the vast rural areas and this has resulted into a serious struggle to reach grants recipients and the lack of vehicles is also a huge problem in some deep rural areas.

#### **4.5 ROLE PLAYERS IN PROVINCIAL SOCIAL SERVICE**

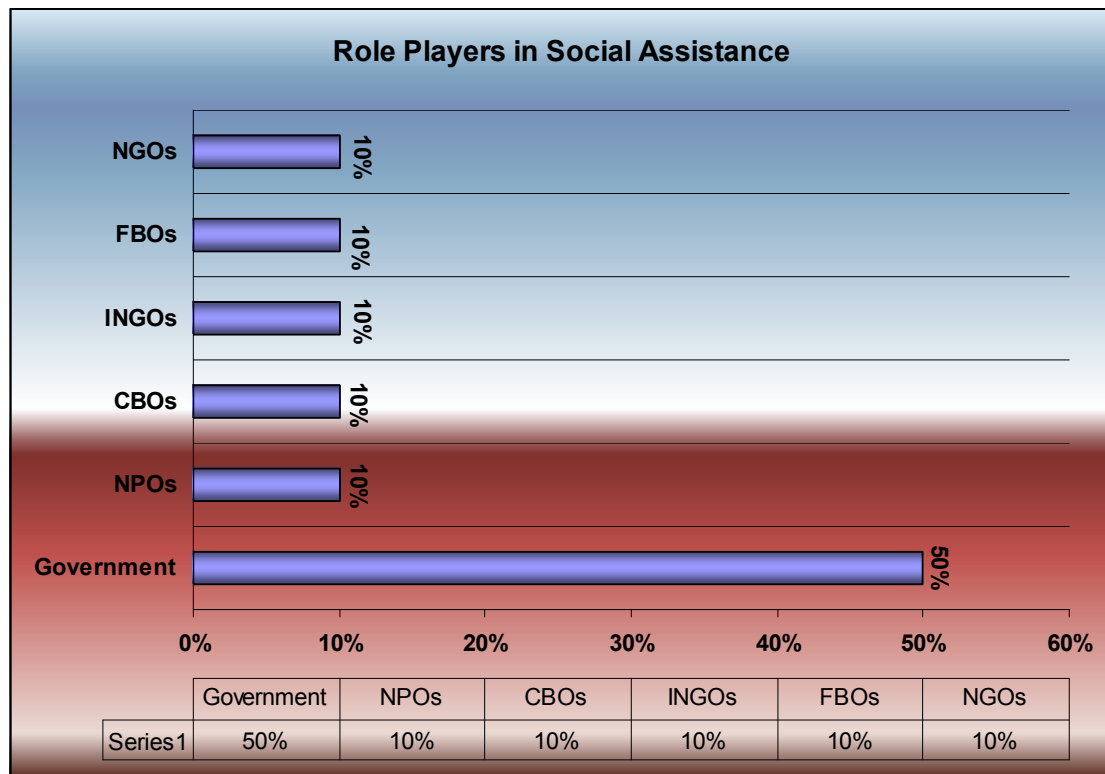
Whilst the government might not be necessary responsible for the salaries of Non-Governmental Organisations, it is important that the government work



together with these NGO's to ensure that the shortages of social workers in government is, to some extent, taken by these humanitarian organisations.

Even though the financial support that the department of social development is giving the NGO's has declined to a greater extent over the years, the NGO's are still important partners for every government in service delivery. The NGO can help in making sure that people who are in the poor deep rural areas are reached by the social grant agency. This can happen as NGO are always revealed people who are suppose to get grants, but are not getting due to problem of accessibility of the grants in the rural areas. The diagram below, indicate the contribution of all stakeholders in social welfare services.

**Figure 7: Role Players in the North West Provincial Social Service**



Source: Sampled Data, 2008

Even though the government plays a major role in terms of social service assistance distribution, it is applaudable to see humanitarian organisations in the form of Non-Profit Organisations (NPOs), Community Based Organisations (CBOs), Faith Based Organisations (FBOs), International Non-Governmental Organisations (INGOs) and Non-Governmental Organisations (NGOs) are also involved in ensuring development and safety of the vulnerable people. So the role of the civil society must not only be to criticise the government, but also to help it in achieving development and in fighting against poverty and all other social problems.

The North West provincial government should ensure that the relationship that the provincial legislature has with humanitarian organisations become stronger, because the CBOs are the ones that live hand-to-hand with the people in the deep rural areas. The CBOs and NPOs are the ones that protect vulnerable people and they are the ones who in most instances give care to the orphans and the abused children. It is further important that when the department of social development, which is tasked with the registration of the NPOs, NGOs, CBOs, and FBOs, register these civil societies, it should assess first in terms of what contribution will they have in the development of the community and whether will they be capable on fighting poverty and all other social problems that the country in facing.

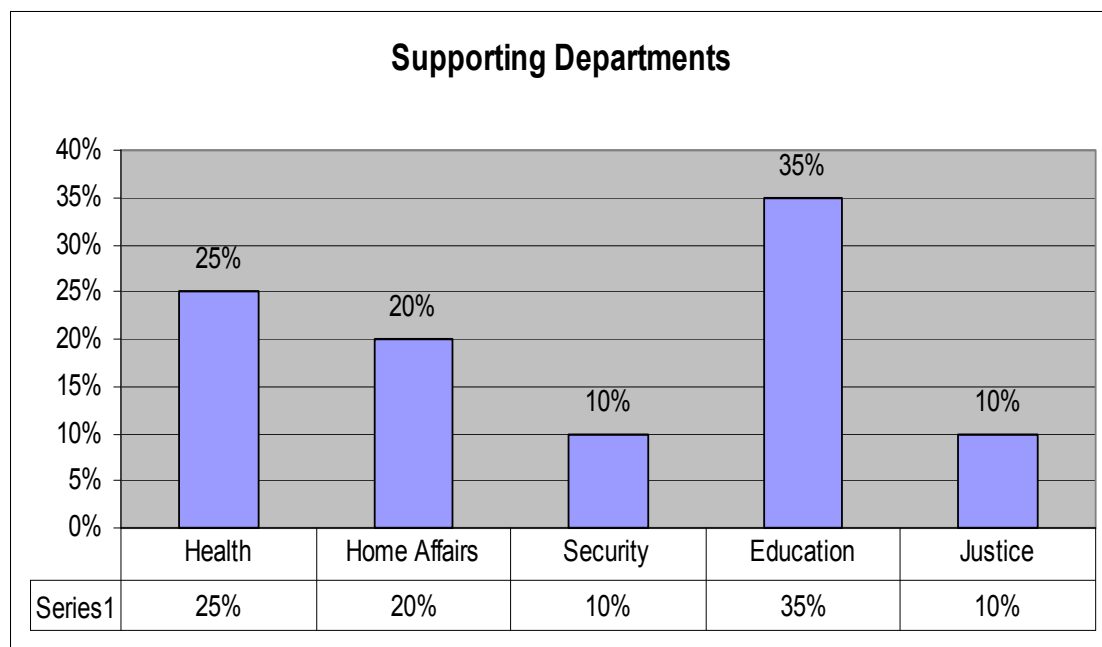
#### **4.6 SUPPORTING PROVINCIAL DEPARTMENTS**

Apart from the involvement of the civil societies and the primary institutions, which is the Department of Social Development and the provincial social development departments, a series of network of other departments are also involved in the social grants implementation processes.

The understating of as well as the management of these networks is critical for successful implementation, roll-out and distribution of the social grants. Effective problem solving requires the cooperative efforts of a variety of individuals and

organisations. There is no institution of government that can claim the right over everything or that possesses sufficient authority, resources and knowledge to enact policy intentions. In the North West provincial government there are several supporting departments which assist in terms of successful implementation, roll-out and distribution of the social grants programmes in the North West province. The diagram below is a clear indicative of the level of assistance from other provincial government departments in supporting social assistance service.

**Figure 8: Supporting Department in Provincial Service Assistance**



Source: Sampled Data, 2008

The study find out that the North West provincial Department of Education offer about 35% of support towards the success of the social assistance service in the North West province. This high percentage might be influenced by, in some instance, applicants of the social grants especially the Child Support Grant and Foster Care Grant may be requested to prove that the children they support are attending school or are in crèche. This could result in requesting a letter from the school to prove that the child is in school. Furthermore, this can be the fact that

each an everyone who apply for a social grants might need some education in terms of how to go about applying and the people who might be able to help will be teachers. Moreover, the provincial social development may request letter from the school to identify few children within the school who might need serious assistance from the social welfare. Sometimes teachers can just be proactive after sitting down with a child, they can refer a child to the department of social development to get some assistance, this is how the provincial Department of Education can assist and support the work of the provincial Department of Social Development for the effective and efficient implementation of the social assistance programmes.

The study further, find out that the North West provincial Department of Health offers about 25% of support towards the successful disbursement and roll-out of the social assistance service. This is due to the fact that some applicants are required to obtain a clinic card for the purpose of identification of the child where there is no birth certificate. In addition, if an applicant is seriously sick and can not support herself or himself, the doctor might be required, after doing medical test on the applicants, to submit a report that the applicant should be given the social grant on the basis of her/his health status. This is when the department of health makes contact with the department of social development and social welfare to issue a permit for a grant to a person concern (SASSA, 2008).

In addition, the North West provincial Department of Home Affairs offers about 20% of support to the social development towards the achievement of the effective and efficient implementation and continuous distribution of the social assistance services. The collaboration between the provincial Department of Social Development and the Department of Home Affairs is extremely important. That is why it is desirable that these two departments should be situated close to one another. The Department of Social Development will always require the identity document (ID) and the Birth Certificate (BC) of people who apply for the social grants. The ID and BC can only be obtained from the Department of Home

Affairs that is why the two departments are supporting one another (SOCPEN, 2008).

The North West provincial Department of Justice contributes about 10% in terms of the support that it offers the provincial Department of Social Development. In most cases the courts are brought to the fray so that they can decide if a particular child should be with the mother or with the father and what support system will the child get if the court decide that the child should be with the father or the mother. Most of the decision by the courts can have a direct assistance to the social welfare. The issues of adoption are also handled by the Department of Justice and that of Social Development. It is however, advised that the application of social grants should not be delayed or put on hold because of the abnormal lengthy court process.

The Security Department in this regards will be the support that the South African Police Service (SAPS) is offering. The study indicated that SAPS offers about 10% of support to the Social Development in the North West province. It is desirable that a social security official at each social security office should be having a designated commissioner of oath to certify documents and attest affidavits. This will help in making sure that the applicant does not have to move from SAPS offices and then to another long queue of Social Welfare and it will ensure effective and efficient way of helping poor people who need to access the social grants (SASSA, 2008).

This prove a point that though social grants are now migrated to SASSA, the provincial government together with numerous provincial departments still need to work harder in making sure that the provincial government officials are well trained to play a critical in the successful implementation, roll-out and distribution of the social assistance service policies in the North West province.

## 4.7 CONCLUSION

The provision of the social assistance grant programmes has been confirmed through number of empirical evidence that if they can be managed and implemented correctly with well trained and skilled personnel, they can successfully alleviate poverty. That is why over the years these social grants have been the primary focus of and a tool used by government in its fight against poverty. The fair, equal and effective distribution and roll-out of the social grants in the entire province is very important as it will ensure growth of confidence of the people in the government of the day. Challenges that face the efficient and effective distribution of the social grants should be addressed urgently because they can hamper the distribution of the social grants and this will have a negative impact to the poor people who depend on the social grants for survival.

Support from the civil society and all other stakeholders is very important, because the government can not achieve the goals that it set on its own. The support also have a greater effect in the sense that government can be well aware in terms of where it should concentrate on when it implement programmes to fight poverty or any other social problems the country is facing. Moreover, it is encouraging to find out that number of departments work closely with each other in lending support where it is necessary.

## CHAPTER 5

### Analysis of the Implementation of Social Grants

#### 5.1 INTRODUCTION

It is important to note that the mere existence of good policies does not automatically result in successful implementation. Most of the problems that the policies often experience lie in the implementation which is regarded as the final stage of the policy. The stumbling blocks or factors that lead to poor policy implementation are not unique to South Africa, there are extremely good policies that the national executives or policy makers have formulated to address the problem of poverty and unemployment among other social issues, but those policies are hardly implemented. Policy implementation and service delivery are interlink and are very important for both the public and private sectors. So it is critical to assess, where there is poor service delivery, the extent of policy implementation in areas that need attention.

In most cases the discrepancies in policy implementation are largely caused by unrealistic policies and lack of managerial expertise. Another key finding is that policy implementation has suffered from the absence of a people driven process and insufficient co-ordination and staffing or even capacity of people tasked with policy implementation.

This chapter will, however, provide analysis of the implementation of policy in the North West provincial government specifically the social grants programmes. The chapter will address factors and variables which are involved in the policy implementation and to what extent they affect the effective implementation of policy. Furthermore, the chapter will critical analysis and outlined the challenges for the implementation of social grant policies and it will provide a clear indication on extent that the North West provincial government played to the successful implementation of the social grants policies.

## 5.2 FACTORS IN POLICY IMPLEMENTATION

Policy implementation is a process which entails the translation of decisions into actions, as reflected in the role players in policy formulation, number of public officials within the government institutions are responsible for the actual implementation of the policy. In addition, policy implementation can be seen as a process of assembling the elements required to produce a particular outcome. Policy implementation can be much more demanding task than policy formulation, this is because of the fact that there are more number of impediments that are blocking intended actions by government than there are to materialise intended outcomes (Peters, 1993: 91 and Mokhaba, 2005: 112).

The policy implementation phase results from and in the formulation of administrative and operational policy, where procedures and manuals are developed to guide the actions of the public officials who will be tasked to ensure proper implementation of the policies that are being formulated.

Brynard and Erasmus (1995: 169-170) argued that policy implementation is based on two approaches and these approaches include; top-down approach and the bottom-up approach. They further mentioned that the top-down approach starts from the authoritative policy decision at the central sphere of the government and the following questions should be taken into consideration: To what extent were the actions of policy implementers in keeping with the objectives and procedures of the agreed policy? To what extent were the objectives of the policy realised within a specified period? Which major factors affected policy outputs and impacts on service delivery? And how was the policy reformulated in order to make it more effective and efficient?

Brynard (2000: 165) highlighted that it has become increasingly important that focus should be largely on policy implementation than in policy formulation or policy design, this is because of the fact that South Africa have well designed



and critically formulated policies, but the problems arise when coming to the part of implementation. This has been seen in the North West province as most of the people are even revolting against municipal authorities due to poor service delivery which was influenced by poor policy implementation. The issue of poor distribution, disbursement and roll-out of social assistance grant in the North West province is a clinical example of how badly provincial government is performing when coming to policy implementation.

Mokhaba (2005: 113-114) attests for successful implementation of any public policy, the theory and practice of policy implementation is essential and the factors that contribute or that have impact on policy implementation should be known. These factors that have impact on policy implementation among others include:

- Legislations
- Time factor
- Institutional disunity
- Political setting

### **5.2.1 Legislations**

It is always a norm that any policies of public institution become a debating point when it has to go through the legal principles of the government and the law that govern the country. Peters (1993: 92-93) correctly mentioned that the first factor that can always affect the suitability of a public policy for effective and speedy implementation is the nature of the legislation that govern the country. Botes *et al.*, (1992: 307) concurs that should a public institution apply an illegal and unlawful policy, the state can be held responsible if a citizen sustains harm or any injury in any way.

It is important that all the actions of the government to take into consideration the rights and freedom of the citizen before final decision can be implemented or taken. So legislation of the country should always be respected because it is the

law that governs the state. There are also great number of definite issues in administrative law which can be used exercise a direct influence on the policy implementation in public institutions.

### **5.2.2 Time Factor**

Time management is an important skill that a public official needs to possess. This is important in the sense that for the government of the day to have the trust and support of the communities, it should ensure that it respond to the needs of citizens as effective as possible. Communities are expecting to have efficient and effective service delivery.

Mokhaba (2005: 123-124) highlighted there are two time problems that inhibit the ability of institutions to respond to the needs of the citizens in the policy environment they work in. He identified linear time problem as the first problem which reflect that the responses of implementing of policies in the public institutions tend to lag behind in most cases. In South Africa is a continuous problem of institutions taking long or lagging behind when coming to the implementation of policies or programmes which can positively deal with a crisis the community experience in most cases. The second problem that Mokhaba (2005:123-124) highlighted is the problem of cyclical and delayed implementation which can be observe in making and implementing a macroeconomic policy in which, even if the information available to a decision maker is timely and accurate, a delayed response may exaggerate economic fluctuations. The delays in policy implementation, due to poor time management, can hamper the desired outcome of the policy design.

In South Africa, time factor has been identified as one of the worse factor that has effect on policy implementation. Most of the policies are taking long to be implemented, and most of the policies that are implemented are implemented when the damage is already escalated and this, in numerous occasion, let to

waste of resources as the policy that is implemented would have no impact anymore because of its lateness.

### **5.2.3 Institutional Disunity**

The negative effects of the apartheid government in South Africa are still visible and still have impact in the current governing procedure. Mistrust and socio-economic imbalances created by the apartheid regime is still the struggle for the new democratic government to address. It is quite clear that most of the public institutions rarely have unitary proper administrations, the causes of this disunity are inherent from the previous government institutional structures. The disjunction between national government and provincial government clearly indicate lack of communication and disunity (Mokhaba, 2005: 121). Most of the people in the North West province complained that most of the policies are imposed on the province without looking at the capacity of the provincial government.

The problem of lack of unity amongst the public institutions can lead to poor or lack of policy implementation that is decided and finalised by the policy-makers. As expected, the decisions that are taken or policy that is agreed by the national office should also be implemented by the provincial and municipal government, so institutional unity amongst three spheres of government is necessary for effective, efficient and proper implementation of the decisions and policies that are being agreed on (Mokhaba, 2005: 122 and Brynard, 2005: 342).

### **5.2.4 Political Setting**

It is an open secret that the ruling party has the authority to make final pronouncements of policy (s) that need to be implemented. So for the legislation or policy to be adopted, the majority of the members in the legislature must support it. In most cases political parties that are in parliament lobby each other whether to accept the proposed legislation or to reject it, this can be time

consuming when coming to the implementation of policy and it might sometime, if no common understanding is reached, led to the policy not being implemented.

Competing interests of political parties in the legislature can prolong the decision to be taken to pass the legislation or proposed policy, some of the parties (mostly the opposition parties) are just prolonging the decision just to spike the ruling party. Other opposition parties may need the entire policy document to be translated in the language that will cater for everyone within the parliament.

So for political setting, one can argue that politics plays a pivotal role in the formulation of legislation and policy, but the process that need to be followed due to the political setting can make the implementation of the policy extremely ineffective (Mokhaba, 2005: 118)

It must be mentioned that the above factors in policy implementation, play a big role and have maximum contribution to the limited success of public policy implementation. Other factors to be considered in policy implementation and have an effect on the successful implementation of policies in South Africa include: Institutional setting, Institutional communication, Inter-institutional politics within public institutions, policy issues and inaccurate public planning.

### **5.3 VARIABLES FOR POLICY IMPLEMENTATION**

Mokhaba (2005: 128) argued that policy implementation is a complex and broad process with political implications, this is because the process of the public policy implementation goes through a number of unique situations. He further mentioned that when the policy implementation process unfolds there will be numerous critical variables that shape the directions that implementation process might take. These critical variables for proper studying and implementation of policy are also known as the 5-C protocol.

According to Cloete *et al.*, (2000: 178) an interdependent 5-C protocol for policy implementation exists and assists the process of policy implementation as they have a casual relationship with the policy implementation systems. The critical variables of the 5-C protocol include;

- Content;
- Context;
- Commitment;
- Capacity; and
- Clients and coalitions.

### **5.3.1 Content**

There are three identified characteristics of the policy content. These characteristics include; distributive, regulatory and redistributive. The distributive policies create welfare for the populace and is thud add value for the public goods for the general welfare and are non-zero-sum in character. The regulatory policies determine and specify rules of conduct with punitive measures which include non-compliance actions. The redistributive policies, on the other hands, are in turn aimed at redistributing and changing allocation of wealth or power thus adding massive value to one group at the expense of another (Cloete *et al.*, 2000:180).

Cloete *et al.* (2000: 180) further mentioned that the content of policies should not be an end in themselves but a means to an end. The mediation between the ends and the means to end within the policy formulated should be deterministic in terms of content of the policy implementation.

### **5.3.2 Context**

The formulation and development of any policy has to comply with or to specific social, political and economical issues and place issues in the correct context within the policy being formulated and developed. So the context in which the

policy is developed and placed is of such a nature that it addresses the problem it is to resolve (Cloete *et al.*, 2000: 180 and Meyer, 2003: 62).

Mokhaba (2005: 129) stressed the context under which a policy is being implemented may impact on the process positively or negatively. So it is important that the contextuality of policy implementation is an important factor to be expounded for policy implementation. Cloete *et al.* (2000: 181) mentioned that the context of the formulated policy will also be influenced by the institutional mechanism it has to pass through in order to become enacted.

The context of the policy is its implementation as an organisational policy developed to ensure improved service delivery to the customers of the North West provincial government as services will be based on the decisions which is rooted in information sourced through research and which is consumer responsive. All the social services related policies in the provincial department of social development which are mostly based on the social assistance policies in the North West province should be based on need to address the problem of poor service delivery (SASSA, 2008).

### **5.3.3 Commitment**

It is extremely important for any government to have a huge commitment when they formulate, develop and implement the policies. This is because successful policy implementations depend heavily on the serious commitment of the people who are responsible for the policy implementation. This commitment maybe equated with the acceptance of the partnership and it is applicable to all levels that share in, or benefit from, the policy (Mokhaba, 2005:128).

Mokhaba (2005: 129) correctly argued that even if a policy satisfies all the requirements of cost-benefit analysis and is satisfactory in terms of policy content, and all the resources required are available, it will not be successfully

and properly implemented if the people who are tasked with the implementation are not committed.

It is important to mention that commitment to the policy should be ensured through a consultative process as well as ensuring that employee motivation has been addressed through recognition and reward. The benefits to the broader department by virtue of the provision of valuable information which will in turn lead to improved service delivery which will be beneficial to the citizens.

### **5.3.4 Capacity**

The implementation of all policies is determined by the capacity of government. This means that a government's aim to deliver public service and goods should be declared in relation to capacity which relates to its structural, functional and cultural ability to achieve set goals and objectives. Capacity in this regard will properly refer to the tangible ability such as human resources, financial resources, technological knowledge and having the logistical apparatus to implement a proposed policy. Furthermore, capacity can also refer to the intangible resources such as motivation, willingness and commitment to, capacity and courageous leadership for, the proper and successful implementation of policies (Cloete *et al.*, 2000: 182).

It is argued that capacity is to a great extent based on the approach followed during the policy implementation process. The criticality of the capacity does not only lie in the decision by the government of the day on who gets what and when but also lies on the needs and procedures on how the capacity can be created and operationalised. The capacity problems that might be identified can be lack of knowledge and skills, insufficient funds and lack of commitment. Cloete *et al.* (2000: 182) mentioned that capacity problems can be easily addressed if the government is committed to the implementation of policy. The lack of knowledge can be overcome with skills development in order to achieve capability for the implementation of policies, insufficient funds can be addressed

by raising funds through tax or aid agencies and lack of commitment can be achieved by removing those people who are not committed and replace them with the motivated and committed ones.

It is a well known phenomena that each an every state has a limited resources at its disposal to frequently produced and provide goods and services. So it is important and advisable for the government of the day to properly structure its policy implementation in such a way that it will always keep in with the government capacity.

### **5.3.5 Clients and coalitions**

Proper determination and identification of potential clients and coalitions before the formulation and development of public policies is extremely important and this is the sole responsibility of the ear marked policy makers. Successfully and properly determined potential clients and coalitions are important in order to ascertain the acceptance of the proposed policies (Cloete *et al.* 2000:183). Mokhaba (2005: 132) also agree with the sentiments, he further add that in the interest of efficiency, cost-effectiveness and transparency within the government, it is very much important for the government to join forces with coalitions of interest groups, opinion leaders and other parties who support a particular policy and its implementation.

It is also important to recognise the potential power shifts when one is formulating policy for implementation with the interest groups, this is because a change of power from one group to another could produce a corresponding shift in the implementation plan and this shifts may also lead to coalitions being formed for the benefit of the policy that are ought to be implemented. Clients and coalitions help the policies to be timely implemented because the people outside the government can also feel ownership of the policy and the policy can be implemented without being rejected by the community.



These critical variables or 5-C protocol may be seen as an activity that can play a significant role in carrying out implementation to the best interest of all concerned. Furthermore, these variables provide valuable information that is needed for the contribution of proper and successful policy implementation. This is supported by Mokhaba (2005: 133) as he stressed that it is necessary for one to know the content of the policy that is to be implemented; that the context within which the policy must be applied is essential, commitment from policy implementers is extremely important for the timely and successful implementation of policy; capacity of both policy implementers and clients will also contribute to successful implementation; and the needs of clients and coalitions may determine the success or the failure of the policy implementation. In addition, it is important to mention that the likelihood of the policy to succeed is also enhanced by the availability of already existing resources in the North West provincial government on social service development such as human capital, information technology infrastructure, financial support, research expertise available.

#### **5.4 IMPLEMENTATION OF CHILD SUPPORT GRANT**

The responsibility for the implementation of the Child Support Grant programmes lies primarily with the Department of Social Development even though SASSA is tasked to ensure a fast and timely distribution of the grants. Other government departments such as department of Education, department of health, department home affairs and department of justice also play a role in the successful implementation of this grant and other social grants.

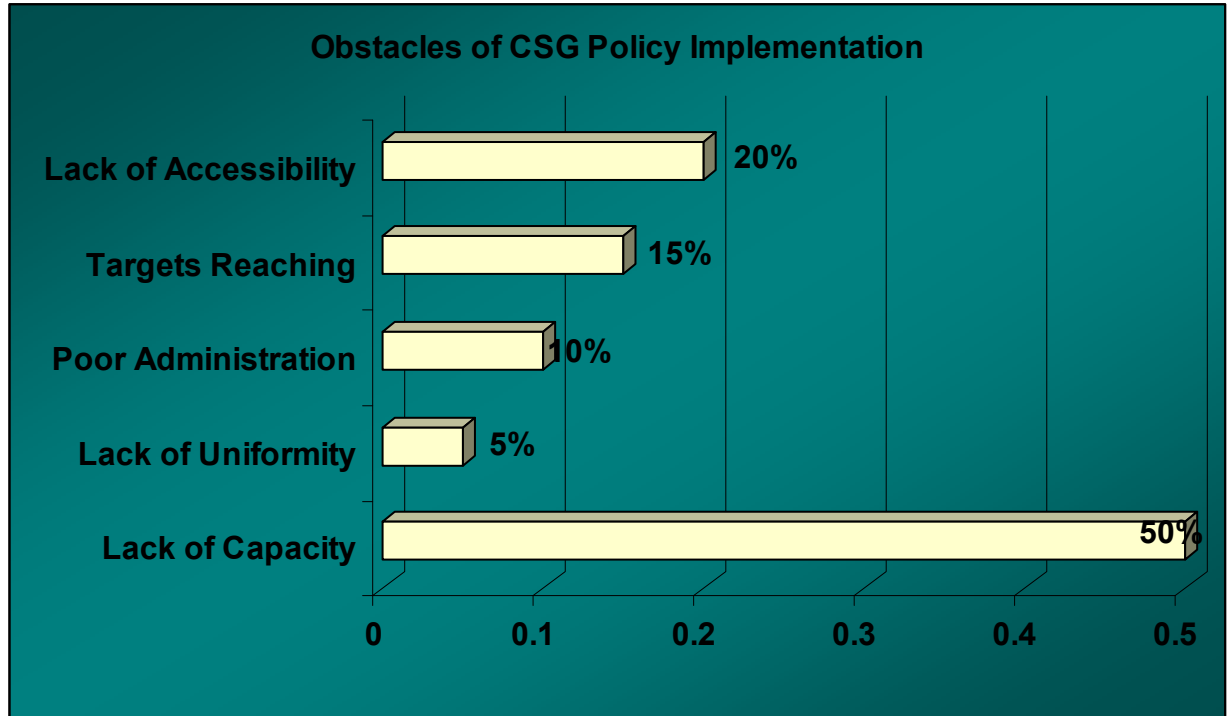
The Child Support Grant programme is targeted at children who pass a means test. The parent or the primary care-giver applying for the grant on the child's behalf must supply all necessary documents such as identity document and child's birth certificate for the application to be approved (Brynard, 2006: 651).

The successful implementation of the Child Support Grant policy will be determined in relation to the other child support grants policies, amongst other thing. This includes the direct cash transfers and indirect benefits. About seven hundred thousand children receive Child Support Grant in the North West province. This number is less when one look at child poverty in the province. There are number of challenges in the North West province that hamper effective and successful implementation of Child Support Grant policy in the province (Lund, 2008: 39).

### 5.4.1 Challenges for Policy Implementation

There has been substantial progress towards advancing children’s access to social assistance through the Child Support Grant in the North West province. Below diagram indicate some of the challenges or obstacles that hamper effective and proper implementation of the Child Support Grant.

**Figure 9: Challenges for CSG Implementation in North West Province**



Source: Sampled Data, 2008

#### **5.4.1.1 Lack of Accessibility**

The research indicated that the accessibility of services especially Child Support Grant is a major problem in the North West province more especially in the deep rural areas where there are no proper roads and infrastructures. The widespread location of clients and bad roads create obstacles in the delivery of services in general and smooth roll-out of social grants in particular. The smooth and effective policy implementation and regular distribution of Child Support Grant in the North West can only be achieved if accessibility is being expanded to meet the needs of everyone who qualifies for the grant.

#### **5.4.1.2 Lack of Uniformity**

The research further find out that lack of uniformity is being highlighted as one of the obstacles in the smooth roll-out and distribution of Child Support Grant in the North West province. In the North West province, lack of uniformity has been identified in the application of the means test.

#### **5.4.1.3 Reaching of Targets**

The study also find out that in the North West province, there are numerous cases that some of the caregivers use the child funds for their own personal purpose rather than for the health, nutrition and security of the children it is intended for. Even though the provincial government assists in the implementation and distribution of the Child Support Grant, children in the North West province are still living under terrible condition. So it is important for the government to ensure that mistargeting of the Child Support Grant should come to an end.

#### **5.4.1.4 Poor Administration**

Poor administration in the North West province has also contributed imminently towards the poor distribution and roll-out of the Child Support Grant. There has been serious lack of clarity regarding the execution of the Child Support Grant policy of adding an additional age cohort for registration. This poor administration

is also influenced by the administrative overload in the processing of the Child Support Grant.

#### **5.4.1.5 Lack of Capacity**

The research indicates that the main problem in rolling-out, disbursing and distribution of social grants in general and Child Support Grant in particular is the lack of staff capacity in the North West province. Due to the high take-up rates of especially Child Support Grant, staff in various pay points or service points is unable to cope with the workloads and the additional problem is lack of proper training of staff who is employed to distribute and roll-out Child Support Grant effectively and efficiently.

### **5.5 IMPLEMENTATION OF CHILD DEPENDENCY GRANT**

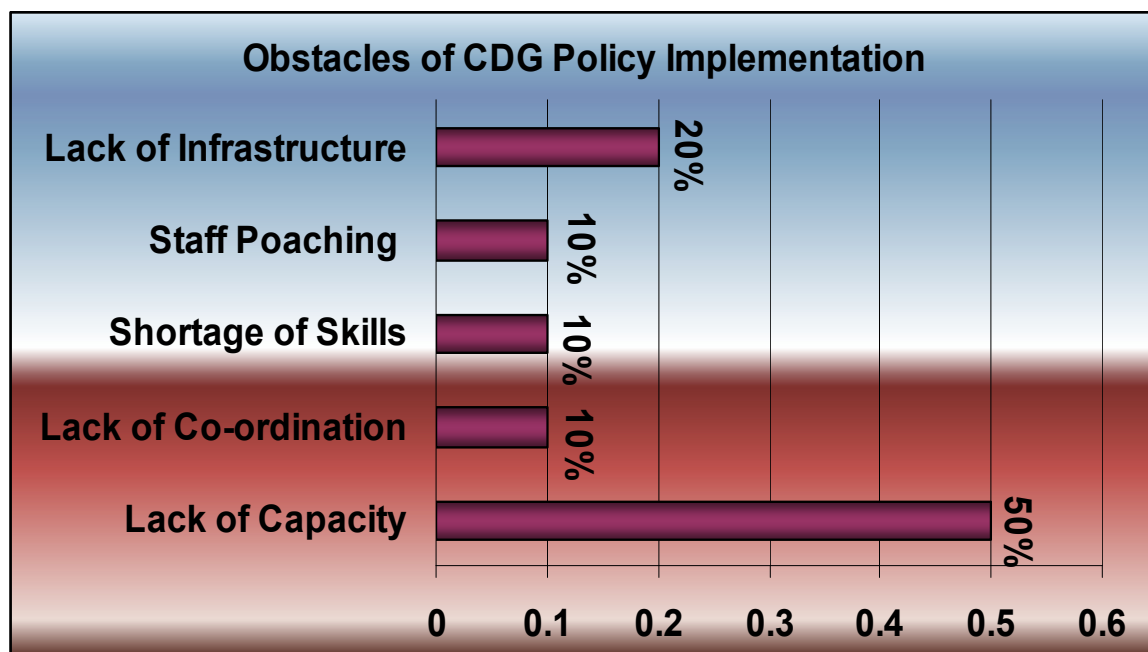
The implementation of the Child Dependency Grant programmes also lies primarily with the Department of Social Development. The appointed agency known as SASSA is, however, tasked to ensure a fast and timely distribution of the grants. Other government departments such as department of education, department of health, department home affairs and department of justice also play a role in the successful implementation of this grant (Goldblatt *et al.*, 2006:58).

The Child Dependency Grant is targeting children who are between 1 and 18 years of age. The child must be a South African, a legal guardian of the child should produce documents from the courts that indicate that a person has permission to look after the child if not a biological parent and medical report confirming proof of the child's disability must be produced before application can be approved. There are a number of factors that hamper the effective and efficient implementation of the Child Dependency Grant in the North West province.

### 5.5.1 Challenges for Policy Implementation

The North West province has been struck by number of challenges and obstacles that hamper service delivery in general and distribution of Child Dependency Grant in particular. The diagram below indicate some of the challenges that delays and hamper efficient distribution of this grant.

**Figure 10: Challenges for CDG Implementation in North West Province**



Source: Sampled Data, 2008

#### 5.5.1.1 Lack of Co-ordination

The research has find out that weakness in the distribution and development of human resources has led to poor co-ordination of smooth and effective distribution of the Child Dependency Grant in the North West province.

#### 5.5.1.2 Skills Shortages

Poor human resource development and training has also contributed to poor implementation of the Child Dependency Grant in the North West. Skill shortages has been one of the factor that delayed and hampered service delivery in the

North West province, as most of the people are only employed because they are members of the ANC and they are also employed because they are friends to the people who make final appointment. This has now left provincial department of social development and the agency with people with little human management skills, which is the skill that is important when one deals with people each an everyday.

#### **5.5.1.3 Staff Poaching**

Most of the people who have needed skills and who perform extra ordinary are being recruited to serve in upper structures of the government and leave the ones with little skills or no skills at all to work in the provincial government. Staff poaching by the national government has also created a problem in the North West province which has now led to the poor service delivery and delays in the rolling-out of the Child Dependency Grant.

#### **5.5.1.4 Lack of Infrastructure**

Poor infrastructure in the North West province has led to poor accessibility of the majority of people who qualify for the Child Dependency Grant. The North West province is also struggling to have facilities that can be used regularly to distribute the grants.

#### **5.5.1.5 Lack of Capacity**

Lack of capacity can be termed as the administrative capacity of the implementers to carry out the tasks which are desired. This is the ability of the department to deliver those public services aimed at raising the quality of life of citizens which the department has set out to deliver effectively as planned over time. Capacity can also refers to the availability of and access to concrete or tangible resources such as human resources, financial resources, material, technological and logistical infrastructure. Capacity can also includes the intangible requirements of leadership, motivation, commitment, willingness and other attributes needed to transform the country.

The main problem in rolling-out, disbursing and distribution of social grants in general and Child Dependency Grant in particular is the lack of staff capacity in the North West province. Due to the high take-up rates of especially Child Dependency Grant, staff in various pay points or service points is unable to cope with the workloads and the additional problem is lack of proper training of staff who is employed to distribute and roll-out Child Dependency Grant effectively and efficiently. There is a need for human resource development in the provincial government so that the province can successfully distribute, roll-out and implement the Child Dependency Grant policy faster.

## **5.6 IMPLEMENTATION OF DISABILITY CARE GRANT**

The person who qualify for the Disability Grant should be 18 to 59 years of age if is a female and 18 to 64 years of age if female and if the person is 18 years and younger should apply for Child Dependency Grant. The medical report confirming disability should also be submitted before the grant can be approved.

The Department of Social Development is also in the fore front of ensuring that the implementation of the Disability Grant is promptly achieved. Other supporting departments such as Department of Health and Justice also play a central role in the implementation of this grant.

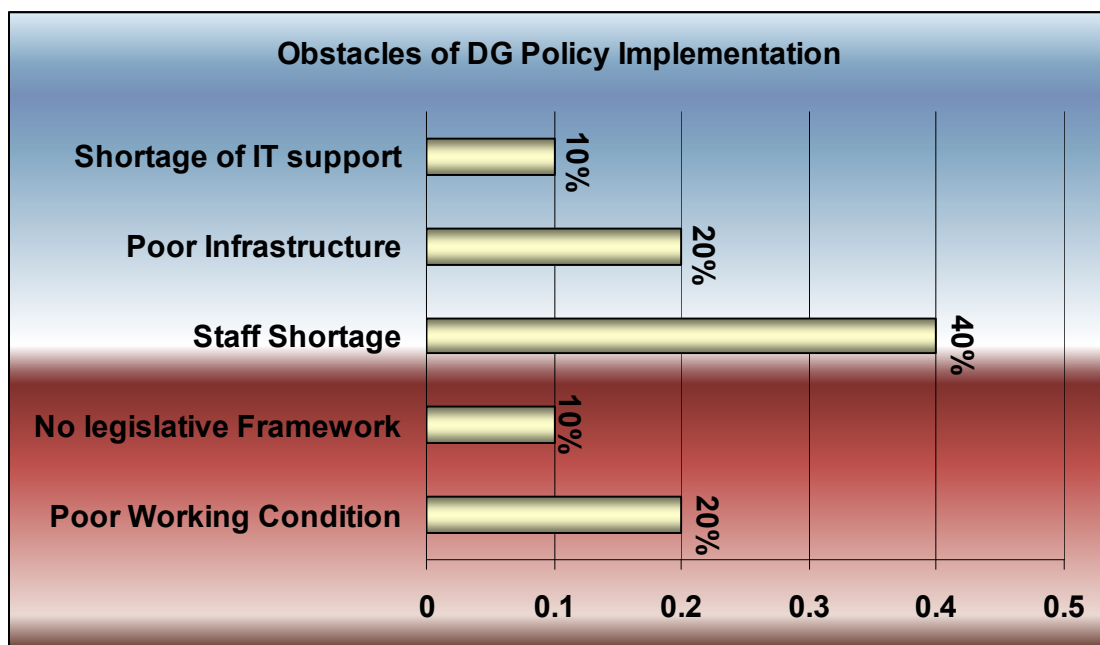
### **5.6.1 Challenges for Policy Implementation**

There are number of challenges that face the successful implementation and distribution of the Disability Grant policy in the North West province. The national and provincial policy on the Disability Care programme does not stipulate a time-frame, this was seen as there were no target date which were set for the implementation or the rolling-out of this programme in the various White Papers. The development of such a programme has therefore not received any priority in the North West province. The researcher is, however, of the opinion that lack of target dates does not and should have not constituted sufficient reason for not

having developed and implemented this type of social security grant programme effectively and efficiently. The provincial department of social development and other responsible stakeholders in the implementation of the social security grants should have taken their own initiative in the roll-out and distribution of the Disability Grant. Policy implementation involves those players, organisations, procedures and techniques that carry policies into effect in an endeavor to attain their goals. Challenges in the Disability Grant policy implementation is the result of interactions among a plurality of separate actors with separate interest goals and strategies. Shortage of Information Technology, shortage of staff, poor working condition and unguided legislative framework are some of the challenges that are identified under the Disability Grant policy (SASSA, 2008).

Below diagram indicate number of challenges and obstacles that hamper regular and smooth distribution of the Disability Grant particularly in the North West province.

**Figure 11: Challenges for DG Implementation in North West Province**



Source: Sampled Data, 2008



#### **5.6.1.1 Shortage of Information Technology Support**

Shortage of Information Technology facilities in the deep rural areas in the North West province is one of the factors that delays and hamper the speed distribution and rolling-out of the Disability Grant policy. The ongoing challenges in respect of the Information Technology systems lead to a project to assess the areas of functionality improvements that could be undertaken. To be able to successfully address the Disability Grant payment and information system challenges, there is a need for a new governance framework for Information Technology management to be developed and strategic architecture information systems plan to be introduced. The proper design and development of an electronic document management system is also needed for a smooth and effective distribution and roll-out of the Disability Grant.

#### **5.6.1.2 Poor Infrastructure**

Poor infrastructure in the North West province has led to poor accessibility of the majority of people who qualify for the Disability Grant. The North West province is also struggling to have facilities that can be used regularly to distribute the grants.

#### **5.6.1.3 Staff Shortage**

The research indicates that about 40% of the respond indicate staff shortage is the main stumbling bloc towards smooth distribution of Disability Grant. The National Treasury also indicated that the lack of staff is a major problem for any institution to successfully and effectively implement any policy which is aimed at development.

#### **5.6.1.4 Problem of Legislative Framework**

There has been number of confusion in terms of which guidelines can best be implemented to successfully roll-out and distribute the Disability Grant. This confusion which is mostly influenced by different interpretations of the relevant

legislation to follow one implementing developmental policy has led to delays in terms of effective distribution of the Disability Grant in the North West.

#### **5.6.1.5 Poor Working Conditions**

Poor working conditions such as being under staffed and long working hours are some of the problems that demotivate the employees at the social grants offices. If the staff is not motivated, there are huge possibilities that they would not carry out their function effectively, efficiently and professionally. So if the North West provincial government does not address the problem of poor working condition it is likely that the smooth and effectively roll-out and distribution of the Disability Grant will not be achieved.

### **5.7 IMPLEMENTATION OF FOSTER CARE GRANT**

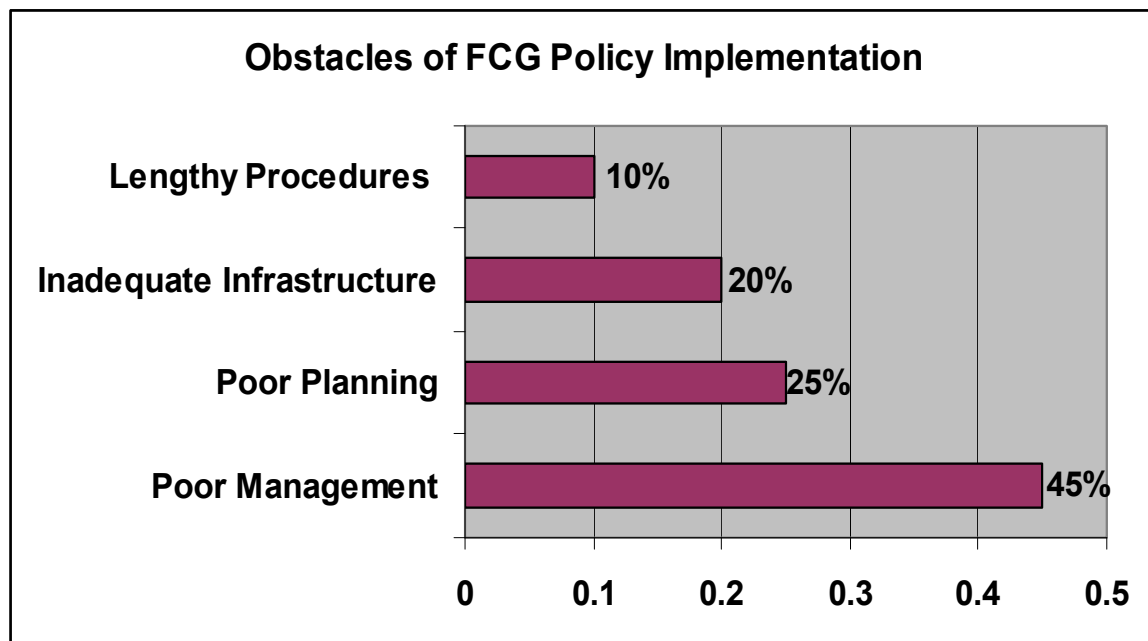
This is also part of the children's social grant, the parents who apply for the foster care grant should be a South African and the child should also be a South African and should live permanently in South Africa. All foster care document such as court order indicating foster care status and the medical certificate indicating foster child has passed the means test should be submitted to the social grant security office (SASSA, 2008).

#### **5.7.1 Challenges for Policy Implementation**

There is a chronic shortage of foster homes and residential care vacancies for children in need of care as increasingly, families are not in position to effectively support them. Incoming children are frequently subjected to a painful process of being subjected to a painful process of being repeatedly placed in overnight arrangements while staff is searching for somewhere where they will be able to remain. The North West provincial government today is still with challenges of providing the best possible service to the poorest and most vulnerable sectors of society.

In the North West province, the implementation of the foster care has been hampered by numerous factors such as poor management, poor planning, lengthy processes and inadequate infrastructures. Below diagram indicate the extent of these factors in hampering the fast and smooth roll-out of the foster care grant in the North West province.

**Figure 12: Challenges for FCG Implementation in North West Province**



Source: Sampled Data, 2008

### 5.7.1.1 Lengthy Procedures

Lengthy procedures in applying for Foster Care Grant also lead to delays in the rolling-out and distribution of this grant. The issues of attending or getting a permission from the court for a person to have a legal documents which allow a person to be a foster parent can also lead to a long lengthy process in finalising the rolling-out and distribution of the grants. Some of the obstacles raised by beneficiaries, potential beneficiaries and care-givers are that those who apply for Foster Care Grant are expected to provide a whole range of documentations that are in most cases not readily available from the potential beneficiaries. The documents such marriage certificates, death certificates, court permission papers

and birth certificates are always required by the social grants officers and sometimes they are not available, so this delays the process of a person accessing the Foster Care Grant (SASSA, 2008).

#### **5.7.1.2 Inadequate Infrastructure**

Inadequate infrastructure in the North West province pay points led to the poor distribution of this grant. Post Office outlets has been used as pay points in number of areas in the North West province, this has led to congestion and long queues during the payments of the grant. Inadequate infrastructure has, in addition, led to delays and difficulties in distributing grants.

#### **5.7.1.3 Poor Planning**

Poor planning in terms of rolling-out and disbursement or distribution of the Disability Grant in the North West province is a serious problem. The North West province is seriously struggling to fulfill its mandate due to the poor planning in the department, this poor planning was influenced by the fact that there is limited knowledge at provincial government level of its social development role. Proper planning in the distribution and rolling-out of the social grant will assist in terms of enhancing and providing access to social grants roll-outs at lower costs and more effective.

#### **5.7.1.4 Poor Management**

The study find out that poor management skills in the provincial service points for the social grants contribute heavily towards the delays and ineffective roll-out and distribution of the grant. People employed in the North West provincial government department like department of health, department of justice and department of social development lack managerial ability to help the social security agency to properly and effectively implement the Disability Grant policy.

## 5.8 CONCLUSION

The analysis of policy implementation clearly indicated that the mere existence of good policies does not automatically result into a successful implementation therefore. The smooth transition from policy to practice will always remain a challenge and challenges can come from the environment that is why it is important to always keep in mind that policy-making is not isolated from the environment. The demands for policy action are the result of problems and conflicts emanating from the environment and transmitted to the political system by groups and officials.

Formulating a policy without a thorough understanding of the implications of the environment's influence on the policy can be a total failure. So it is extremely important that if one formulates a policy, factors such as practicality of the policy, possible effects of policy, factors hampering policy implementation and capacity of the institutions should be taken into consideration as they can help in ensuring a smooth distribution and roll-out of the any policy.

Financial and technical resources, along with the quality of human resources are key factors that contribute to successful policy implementation. The lack of human resources and financial resources has proven to be two aspects that can cause serious delay as far as policy implementation is concerned. Proper management which will allow proper spending of the budget and management of the people might be a good indicator for successful policy implementation.

## CHAPTER 6

### Findings, Recommendations and Conclusion

#### 6.1 INTRODUCTION

People expect formulated policies to be dynamic and complex, but unfortunately not every episode of implementation of policy is equally complex. The complexities is not as much in the breath of the variables as in their depth and to unravel those complexities is imperative to unraveling implementation of effectiveness and therefore successful service delivery. The discrepancies between policy and policy implementation are largely caused by unrealistic policies, and a lack of managerial expertise. Another issue relating to policy implementation problem is that there is absence of a people driven process. Insufficient co-ordination of policy implementation is cited in virtually all sectors and has significantly hampered the implementation of policies. The insufficient or shortage of staffing and capacity of provincial governments as well as the linkages between them have largely worked against the successful implementation of policies.

This chapter will, however, reflect on the key findings of the reasons for poor policy implementation in the North West province. The role of national government in ensuring that there is proper management in the provincial government will be discussed. Furthermore, the chapter will provide some advices in form of recommendations, in terms of the route that the North West provincial government can take in smooth and effective implementation of the policies that are aimed at alleviating poverty. The chapter will also provide a synopsis which will lead the reader to a logical conclusion of this study.

## 6.2 FINDINGS

The problem statement of this study was that of policy implementation issues in the North West provincial government which are aimed at addressing public social problems. Failure to prepare role players and to provide enough resources (both human and financial) and directives for the implementation process could cause serious inefficiency and disillusionment, this resulted in the delay in policy implementation which prolonged the public problem. The research objective for this study was also to determine the extent to which the North West provincial government has played in the implementation of policies which are formulated from the national government and the case which was used is the social assistance grant programmes. The primary objective for this study was to find factors that play a central role in policy formation and policy implementation and how are these factors contribute towards the success and failure of policy implementation in the North West provincial government.

Policy analysis models were also described with special emphasis on their objectives and contributions to the research. These models were used as a base to assess why it is so important that a policy is analysed and debated before it can even be implemented and they have contributed significantly to outline and refine the policy implementation issue in the North West province. Policy analysis, in this study, proved to be essential because it was able to provide a satisfactory tool to facilitate policy implementation in the North West provincial government.

Key findings that are identified in this study as contributing factors which delay and hamper effective policy implementation in the North West province include;

- Developmental Challenges,
- Poor Management of Policy Implementation,
- Human Resource Management Challenges,
- Improper Policy Implementation,

Lack of Human Capital Development, and  
Poor Monitoring and Evaluation.

## **6.2.1 Developmental Challenges**

The study finds out that numerous developmental challenges in the North West province has contributed negatively towards poor social service delivery and towards degenerating of the province. High rate of poverty and high dependency on government had put lot of pressure in the provincial government to implement policies that are aimed at developing the province and to fight poverty and all other social problems. The developmental challenges that have unacceptable impact in the North West province and ultimately in the social service delivery specifically the social grant policy include;

- Lack of social cohesion,
- High corruption rate,
- High unemployment rate, and
- Disintegrated family units

### **6.2.1.1 Lack of Social Cohesion**

The North West province is faced with challenges such as disintegrated families and communities resulted in lack of social cohesion. This lack of social cohesion increase the vulnerability of children, it resulted in the failure of redressing the social imbalances in the province and it weakened socio-economic networks. The lack of co-ordination among political representatives and officials, among government departments in the North West province, has also resulted in a problem and difficulty with implementation of policies aimed at uplifting the lives of the communities.

### **6.2.1.2 High Corruption Rate**

The issue of ineffective government department and corruption has been described as major obstacles to proper policy implementation. In the North West province, high corruption rate in the provincial government resulted in poor



service delivery and line managers are only looking at enriching themselves without taking the needs of the community or citizen seriously. Policy implementations in the province has been hampered and delayed by the high rate of corruption. The study find out that fraud and using government property for personal use in the North West province are some of the usual problems that the communities are facing.

#### **6.2.1.3 High Unemployment Rate**

The problem of high unemployment rate in the North West province has resulted in huge dependency rate of social services from the provincial government. Great numbers of people are depending on government to provide for their daily bread and this put lot of pressure to the government. People with skills are even leaving the province as they believe that service delivery is poor in the province. Graduates are also contributing towards the unemployment rate as there are no jobs in the provincial government and the province is failing to manage the high rate of unemployment which also led to more social problems.

#### **6.2.1.4 Disintegrated Family Units**

The problem of disintegrated family units in the North West province is a huge problem. This problem has delayed and hampered distribution and roll-out of social grants in the province. They have further led to difficulties on accessing documents like proof of father's whereabouts, birth certificate of child, birth certificate of adult and identity document book of the parent or foster parent. This has caused a serious administrative challenge and has led to huge vulnerability of children and people who deserve to be the grant beneficiaries.

### **6.2.2 Poor Management of Policy Implementation**

The research find out that one of the reason for the policy implementation failure is the fact that the North West province has failed to properly management the policy implementation process in the province. Policy implementation management processes such as accountability, organising, financing, control and personnel, which also formed part of the characteristics of public administration,

should have properly utilised to ensure that there is a smooth policy implementation management.

### **6.2.3 Human Resource Management Challenges**

Human capital is one of the best resource for any institution, the successful development of any country depend heavily on the proper human resource development and management. Human resources management is a study of how people can work effectively in groups in order to satisfy both organisational goals. Trained and well qualified public officials are needed for responsive needs of the citizens and to meet the expectations of their internal and external environments. The study find out that poor human resource management in the North West is one of the major reasons for poor social service delivery. Human resource management challenges in the North West province range from shortage of skilled personnel, staff poaching and poor working conditions. These challenges had delayed the disbursement, distribution and effective roll-out of the social grants in the province.

#### **6.2.3.1 Shortage of Skilled Personnel**

The study found out that about 70% of the employees in the social welfare have only matriculation certificate and only 5% of them have postgraduate qualification (see figure 3). This shortage of skilled personnel has led to poor management, poor administration and has caused serious delays in terms of rolling-out, disbursement and distribution of the social assistance grant services in the North West province.

#### **6.2.3.2 Staff Poaching**

The study further found out that staff poaching is also one of the major problems in the North West provincial government, the skilled personnel leave the province and go to other province, more especially Gauteng province for better working condition and availability of the facilities. So the North West provincial

government has been left with semi-skilled personnel who contribute very less towards proper and effective implementation of policies.

### **6.2.3.3 Poor Working Conditions**

Most of the staff in the North West province complained about the poor working condition in the province (*see figure 11*). Poor working condition refers to poor infrastructures and lack of facilities such as Information Technology (IT) systems. Poor working condition has also resulted into the situation whereby skilled employees leave the province and go to provinces or work environment where they will work in the climate where they will have all facilities and infrastructures that will help them to do the job well.

### **6.2.4 Improper Policy Implementation**

It is true that the mere existence of good policies does not automatically result in successful implementation. Problems with policies often lie in the implementation thereof. Since the advent of democracy in South Africa a whole hosts of new policies has been proliferated to address the inequalities of the past. Number of policies which include: *White Paper on Service Delivery, 1995* and the *White Paper on Transforming Public Service Delivery, 1997* were put in place in both 1995 and 1997, despite those policies and the available guidelines for the implementation of this policy the problems of poor service delivery still remain in the public sector.

This improper policy implementation in the North West province is influenced by numerous factors which includes amongst others;

- Poor Policy Translation
- Insufficient Resources
- Lack of Political Support
- Inconducive Socio-economic Environment

#### **6.2.4.1 Poor Policy Translation**

All policies that are ought to be implemented should be clearly translated so that it is understood correctly, but in the North West province this policy translation is a challenge. Public officials tasked to implement policies should follow what have been agreed upon, they should put aside their personal views and biasness towards the policy. Legal experts are not been involved to help in translating the policy clearly to the people who are responsible for the implementation.

#### **6.2.4.2 Insufficient Resources**

It is important that there should be adequate resources (financial and human resource) available to implement the policy. It is difficult to implement a policy if there are no people who will implement it and if policy needs money, it would not be implementable if there are no funds. In the North West provincial government there are funds, but most of the funds are not properly used, hence some projects are not implemented because the money that were supposed to be used for the implementation of a certain project are unavailable.

#### **6.2.4.3 Lack of Political Support**

Political setting which leads to prolonged decisions on policy implementation due to different needs of the political parties within the parliament should be speedily resolved so that policy can be successfully and properly implemented.

#### **6.2.4.4 Inconducive Socio-economic Environment**

It is true that the economic circumstances of a country directly influence the availability of resources needed to implement the policy and the social circumstances also influence the way in which the community perceives the policy being implemented. Some argued that sometimes policies set out to achieve ambitious targets which ultimately fall short of their desired outcomes and this led to policy not being implemented or policy fail to produce the results which were aimed.

Lack of reliable data often hampers policy makers' ability to devise clear policy goals with well defined implementation plans and evaluation mechanisms. The issues of ineffective government, corruption and lack of co-ordination among political representatives and officials have also been described as major obstacles to proper policy implementation.

### **6.2.5 Lack of Policy Implementation Management Process**

It is important that for any public policy to be successfully implemented, the preparatory work need to be thoroughly done. The study finds out that there are no policy implementation management processes in the implementation of policies in the North West province. Lack of proper policy implementation management processes has affected the speed distribution, disbursement and roll-out of social assistance grants to the needy people. This lack of policy implementation management processes has resulted in the following problems;

- Lack of Accountability
- Poor Organising
- Insufficient Funds
- Poor Control Measures
- Unskilled Personnel

#### **6.2.5.1 Lack of Accountability**

One of the cornerstones of public administration, which is indicative of the level of civilisation, is that each public functionary should be accountable for every action he/she take. Accountability in public administration can be viewed from different perspectives, for an example, how and why the executive institutions have to yield to the legislatures. Governmental institutions have been entrusted by citizens with the responsibility to look after public resources. If the public officials in the North West provincial government are accountable, it will be possible that the province will be governed effectively and efficiently. But now in the North West province accountability is lacking and this has resulted in

unresponsiveness of the public officials and this has frustrated the people and has led to marches and riots in the province.

#### **6.2.5.2 Poor Organising**

Organising is comprehensive and involves much more than arranging the individuals and groups in a specific order to achieve a simplistic objective. The State consists of a multitude of public institutions and for the creation and the maintenance of each public institution a number of functions have to be performed. In carrying out an extensive task there are usually many people, many roles and responsibilities, so because of variety of duties and many participants, it is imperative to have the basic organising arrangements, otherwise government institutions are bound to fail to perform all tasks assigned to them diligently to achieve predetermined objectives. Co-ordination, delegation and planning are some of the issues in organising. Poor planning in the North West province as indicated in *figure 12* of this research has resulted in inefficiency and delays in the distribution, disbursement and rolling-out of the social assistance grants.

#### **6.2.5.3 Lack of Funding**

Public institutions, just like all other undertakings cannot function and run without money. Most of the public institutions are depending on the citizens for their income through taxation or payments for the services rendered. So it is important that the finance of the institutions should be used in accordance with the rules and regulations reflected in the *Auditor-General Act, 1995* (Act 12 of 1995). Misusing of funds in the provincial government has resulted in poor implementation of other remaining projects which require funds.

#### **6.2.5.4 Poor Control Measures**

Control can be defined as the demarcation of work environments within which the functionaries, individually and collectively have to pursue their collective goals to all valid directives. Examples of control measures are reports, inspections, audits, cost accounting and set out instructions which outline the minimum

standard and volume of work expected of functionaries as they provide services to the community. It is therefore important for people to exercise control to ensure that the functionaries use their powers to further the well-being of the entire community.

#### **6.2.5.5 Unskilled Personnel**

Human element is central to the success or failure of any organisation in fulfilling its mandate. Every institution should seek effectiveness through satisfactory recruitment, placement and fair treatment of its employees. It is accepted that the foremost asset of any organisation is its employees. In order for any institution to attain its predetermined public objectives it must have personnel who are committed, motivated, educated and trained and willing to serve the public fairly and selflessly. Personnel should not be selected based on their loyalty to certain political party as reflected and indicated in *figure 4* of this research.

#### **6.2.6 Lack of Human Capital Development**

Every organisation needs to have well trained and experienced human resources to enable it to effectively execute its activities. It can therefore be concluded that training (provision of the necessary knowledge, skills and attitudes) is key to building human capital or building capacity of public officials and all the other functionaries who individually and collectively play a crucial role in contributing towards the successful implementation of public policies and attainment of developmental goals of the state.

No employee will be able to perform his/her duties properly from the outset without suitable training. So personnel should be well trained and developed so that they can be able to contribute positively towards improvement of service delivery. Development of human resource capital in the North West province will give effect to the enhancement of the level of efficiency and productivity, so employers need a diversity of training and development programmes that will help to capacitate the employees.

Lack of human capital development has resulted in short fall in the, *firstly*, knowledge and information management which will help to provide basis for knowledge sharing and continuous learning that puts public authorities at the cutting edge of new ideas and methods that can help them to adapt and respond effectively and successfully to the challenges and the opportunities during this transformation processes in the North West province.

*Secondly*, in the proper mentoring and coaching within the provincial government, which will be there to help to nurture and provide less experienced officials with the in-depth knowledge about the work in order to acquire necessary skills related directly to the job at hand. *Thirdly*, it has created limitations in the leadership development which will help in providing the kind of leadership that is capable of working with and among teams, act as agents of change and be capable of committing and inspiring others towards the envisaged change.

### **6.2.7 Poor Monitoring and Evaluation**

It is extremely important that when a plan is made it should at regular interval visited to assess if it brings the outcomes that are required. Poor Monitoring and evaluation of a policy and also the people who are supposed to implement that policy in the North West provincial government has led to failure of the provincial government to deliver services effective and efficiently and it has wasted lot of money on projects that failed without being evaluated and reviewed on time. Poor monitoring and evaluation of the Social Assistance Grant Policies has resulted in ineffective roll-out, distribute and disburse of these grants in the North West province.

## **6.3 RECOMMENDATIONS**

It is important that each an every research must be used as a guide for proper management by the institution concern. The problems and challenges that are being identified should be shared with the authority to assess them in order to



develop some framework on how the identified problems can be proven and later addressed. The researchers are advised not only to criticise the government in their research but they have the responsibility to provide solutions for problems in form of recommendations. Against the background of the problems which are identified in this research that has led to serious delays and that hampered the effective and smooth implementation of policies that are aimed at improving social service delivery in the North West province, the research recommends the following aspects as most important solutions to the problem of poor implementation of policies in the North West province;

- Proper Policy Implementation
- Effective Developmental Agenda
- Policy Implementation Management Process
- Human Capital Development
- Effective Monitoring and Evaluation

## **ISSUE#1**

### **6.3.1 Proper Policy Implementation**

Problems with policies often lie in the improper implementation of the policy. The mere existence of good policies does not automatically result in the successful implementation of the policy therefore. The basic requirements for proper policy implementation are needed. The study recommends that:

## **RECOMMENDATION#1**

*...There should be a clear policy translation in the North West province which will encourage and promote common understanding into how the process of policy implementation should unfold. There is also a serious need for financial support for provincial government to allow them to be effective when implementing policies, because each and every policy needs to be fully financed so that it can be properly and successfully implemented. Moreover, the study*

***recommends that, for proper policy implementation to be achieved there should be a political support, most of the policy fail because of lack of political will to ensure success in the policy implementation. Conducive socio-economic environment is also recommended for proper and successful policy implementation.***

## **ISSUE#2**

### **6.3.2 Effective Monitoring and Evaluation**

The issue of poor monitoring and evaluation has led to poor accountability and lack of responsiveness from the government. This, as indicated in the study, has led to failure and wasting of tax-payers money by allowing wrong policy to continue without being reviewed and evaluated. The study recommends that:

## **RECOMMENDATION#2**

***...There is a need for the Dunn Policy Model (as attached in the annexure B of the research) to be used to allow a proper and effective monitoring and evaluation. The implementation of policy should be regularly monitored, evaluated and reviewed and the feedback should always be provided for responsiveness and accountability within the government structures.***

## **ISSUE#3**

### **6.3.3 Effective Developmental Agenda**

The issue of ineffective developmental agenda in the North West province has led to poor service delivery and has also led to the degeneration of the province in terms of development of the infrastructures. The developmental challenges have also led to unreliable data when coming to issues of policy solutions. The study recommends that:

### **RECOMMENDATION#3**

*... There should be improvement of social cohesion, improve mechanisms to deal with corruption which has led to poor service delivery in the North West province. There is also a serious need for job creation, because the North West province is one of the provinces with the highest rate of unemployment. Development of infrastructures should be effective and efficient so as to address the challenges that the province is facing.*

### **ISSUE#4**

#### **6.3.4 Management of Policy Implementation Process**

One of the reasons for the failure of the successful implementation of public policies in the North West provincial government is the issue of intensive poor management of policy implementation process in the province. The poor management of policy implementation process was influenced by incompetence and ignorance by public officials in the provincial government. The study recommends that:

### **RECOMMENDATION#4**

*... There should be proper accountability which will ensure that the public officials in the North West province are accountable to the broader citizens and they take full responsibility for any maladministration and mismanagement in the province, these can be achieved only if proper management of policy implementation process is being followed. In addition, the study recommends proper organising which will ensure effective and efficient in the distribution, disbursement and rolling-out of the social assistance grants in the whole province. Furthermore, the study recommends that there should be skilled and competent personnel who will be fairly selected, employed and promoted on the basis of their competence to work effectively and efficiently.*

## **ISSUE#5**

### **6.3.5 Human Capital Development**

Many institutions collapse due to lack of human capital. Lack of human capital development in the North West provincial government has led to challenges in the proper management of human resources and also in the effective application of laws that govern the province. Lack of human capital development has further led to shortage of skilled personnel and poor service delivery in the North West province. The study recommends that:

### **RECOMMENDATION#5**

*... There should be improvement of human capital development which will help personnel to acquire necessary skills that will help them to meet the ever-growing challenges of effective and efficient social service delivery and more particular the distribution and disbursement of the social grants. For improved human capital development, the study further recommend that the provincial government should work closely with higher learning institutions to ensure that graduates are absorbed in the system and they are encouraged to work for the provincial government and for those who are already in the system should be encouraged to attend short course to increase their human resource management skills.*

## **6.4 CONCLUSION**

The inability of and deficiency of public organisations in implementing public policies are serious challenges and threat to achieving the vision of government as we as meeting the demands of the citizens. A series of factors ranging from poor management process of policy implementation, lack of cohesion in developmental agenda within the North West provincial government, staff poaching and shortage of skilled personnel constitute the barriers, shortcomings

and delays in the implementation of the social service policies in the North West province.

The research proposes and recommended a collective and integrated approach to implementing public policies. The research highlighted that this collective and integrated approach should ensure proper policy implementation which will be supported by policy translation and sufficient resources, proper policy implementation management process which will be supported by accountability and proper organising and control. Human capital development is also essential as it will help in developing skilled and well educated personnel who will be effective and efficient in the implementation of policies in the North West provincial government.

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**ANNEXURE: A**

**QUESTIONNAIRES**

**(PERSONNEL IN PROVINCIAL DEPARTMENT OF SOCIAL DEVELOPMENT AND THE SOUTH AFRICAN SOCIAL SECURITY AGENCY IN THE NORTH WEST PROVINCE)**

**SECTION A: PERSONAL INFORMATION**

**Age-Group Profile**

Between 20-30	
Between 30-35	
Between 35-40	
Between 40-50	
Above 50 years	

**Gender Profile**

Male	
Female	

**Race Profile**

Black	
White	
Coloured	
Indian	

**Language Profile**

Afrikaans	
English	
Xhosa	
Setswana	
Zulu	

### Education Profile

High School Drop-out	
Grade 12 Certificate	
Diploma	
Degree	
Post-graduate Qualification	

### Political Party Affiliation

Africa National Congress	
African Christian Democratic Party	
Democratic Alliance	
United Christian Democratic Party	
Freedom Front Plus	
United Democratic Party	
Other (Specify)	

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## SECTION B: EMPLOYMENT AND PERFORMANCE INFORMATION

### How did you know about the job in the department?

Newspaper Advert	
Gazette Advert	
By Friend who works in the Department	
By Radio Announcement	
Other (Specify)	



**How did you get the job?**

Deployment	
Just Appointed	
Just Promoted	
Through Interviews	
Other (Specify)	

**What is your Level of Employment?**

Senior Management	
Middle Management	
Junior Management	
Other (Specify)	

**How long have you been Employed?**

Less than 6 months	
Over a year	
Between 2-5 years	
Between 5-10	
Above 10 years	

**Is there a Performance Management Instruments in the department?**

No, I don't know	
Yes	
I am not sure	

**Which of the Indicators are addressed through performance assessment?**

Employee's strengths and weaknesses	
Training needs an employee	
Whether pre-set performance are achieved	
An employee's potential to be promoted	

**How frequent is performance appraisal take place in the department?**

Quarterly	
Biannually	
Annually	
Never or not sure	

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**SECTION C: POLICY UNDERSTANDING AND IMPLEMENTATION**

**Do you have sufficient knowledge on the concept "Policy"?**

Yes	
No	

**If yes, what is the meaning of the concept policy?**

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**What do you think are the factors which influence Policy Formulation?**

	Always	Sometimes
Expectations of the public		
Public Bureaucracy		
Natural Disasters		
Policies of the Political Party		
Other (Specify)		

**What do you think are the role players in Policy Formulation?**

	Active	Inactive
Pressure Groups		
Members of the Legislatures		
Media Institutions		
Political Parties		
International Funders		
Policy Analysts		
Other (Specify)		

**What do you think are institutions which play a role in Policy Formulation?**

	Always	Sometimes
Legislative Institutions		
Executive Councils		
Commissions of Inquiry		
Cabinet Committees		
Internal Auxiliary Services		
Other (Specify)		



**Are you aware of policy issues in the Department?**

Yes	
No	

**Your awareness on the following Policy Issues in South Africa!**

	Limited Knowledge	Deeper Knowledge
Employment Equity		
Affirmative Action		
Child Support Grant Programme		
Public Service Regulation		
Labour Relation Regulation		
White Paper on Human Resources		
White Paper on Service Delivery		
White Paper on Public Service Training		

**How policies in the department are made available to personnel?**

Circular/Memoranda	
Workshops	
Meetings	
Leaflets	
Annual Reports	
Other (Specify)	

**Who is responsible for Policy Formulation?**

National Government	
President of the Country	
Ruling Party in the Province	
Political Analysts	
Policy Analysts	
Human Resource Division	
MEC for the Department	
Do not Know	

**Who is responsible for Policy Implementation in the department?**

Line Managers	
Line Functionaries	
Director Generals of Departments	
Do not Know	

**What do you think are role players in Policy Implementation?**

	Always	Sometimes
Legislations		
Time Factor		
Institutional Disunity		
Political Setting		
Other (Specify)		

**Do you think Policy Implementation strategy has been fully implemented?**

Only in certain components	
Only for certain levels of personnel	
Yes, in the whole department	
No, nothing has been done	
Do not Know	

**Which of these form part of department's Policy Implementation strategy?**

Departmental Training on Policy	
Development on Policy Strategy	
Performance Assessments	
Effective utilisation of job descriptions	
Usage of pro-forma instrument of policy	
Other (Specify)	

**Knowledge on Social Security Assistance Policies**

	Know Well	Know Little
Early Child Development Programme		
Disability Care Programme		
Foster Care Programme		
Old Age Grant Programme		
Child Support Grant Programme		
Care Dependency Grant Programme		
War Veteran Grant Programme		

### Challenges for Child Support Grant Policy Implementation

Lack of Capacity	
Lack of Skills	
Lack of Uniformity	
Poor Administrative Services	
Other (Specify)	

### Challenges for Care Dependency Grant Policy Implementation

Lack of Infrastructure	
Lack of Capacity	
Lack of Co-ordination	
Staff Poaching	
Other (Specify)	

### Challenges for Disability Grant Policy Implementation

Poor Infrastructure	
Poor Working Condition	
No legislative Framework	
Staff Shortage	
Shortage of IT Support	
Other (Specify)	

### Challenges for Foster Care Grant Policy Implementation

Inadequate Infrastructure	
Lengthy Procedures	
Poor Planning	
Poor Management	
Other (Specify)	

### What do you think are challenges in Provincial Social Grant Disbursement?

	Always	Sometimes
Poor Financial Management		
Poor Human Resource Management		
Unequal Race Representation		
Poor Performance Management		
Inadequate Service Points		
Other (Specify)		

### What are the other Departments involved in Social Service Assistance?

	Always	Sometimes	Not at all
Department of Health			
Department of Home Affairs			
Department of Education			
Department of Safety and Security			
Department of Justice			
Other (Specify)			



**How did your department respond to the challenges that it experienced during the policy implementation?**

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**What actions have been taken by the department for effective implementation of government policy?**

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**Has there been any monitoring of policy implementation?**

No	<input type="checkbox"/>
Yes	<input type="checkbox"/>
Not Sure	<input type="checkbox"/>

**Who is responsible for evaluating policy implementation?**

MEC for Department	
Line Manager	
Line Functionaries	
Policy Analysts	
The President of the Country	
Other (Specify)	

**Who is responsible for providing feedback on policy implementation?**

MEC for Department	
Premier of the Province	
Policy Analysts	
Ruling Party	
Other (Specify)	

**Your Knowledge of Policy Management Process**

	Know Well	Know Little
Organising		
Accountability		
Financing		
Personnel		
Control		
Procedural arrangements		

**Who are the Role Players in the Provincial Department for social assistance?**

	Always	Sometimes	Not at all
Non-Governmental Organisations			
Non-Profit Organisations			
Community Based Organisations			
Faith Based Organisations			
International Non-Governmental Org.			
Other (Specify)			

**What are main Challenges which face your Department?**

	Always	Sometimes
Lack of Co-ordination		
Backlog in Work		
Shortage of Staff		
Lack of Expertise/ Knowledge		
Unethical Behaviour by Staff		
Unskilled Personnel		
Other (Please Specify)		

**How do these Challenges affect vision and mission of the province?**

	Always	Sometimes
Poor Service Delivery		
Lack of Development		
Riots by the Community		
Waste of Funds		
Corruption		





Low Morale by Employees		
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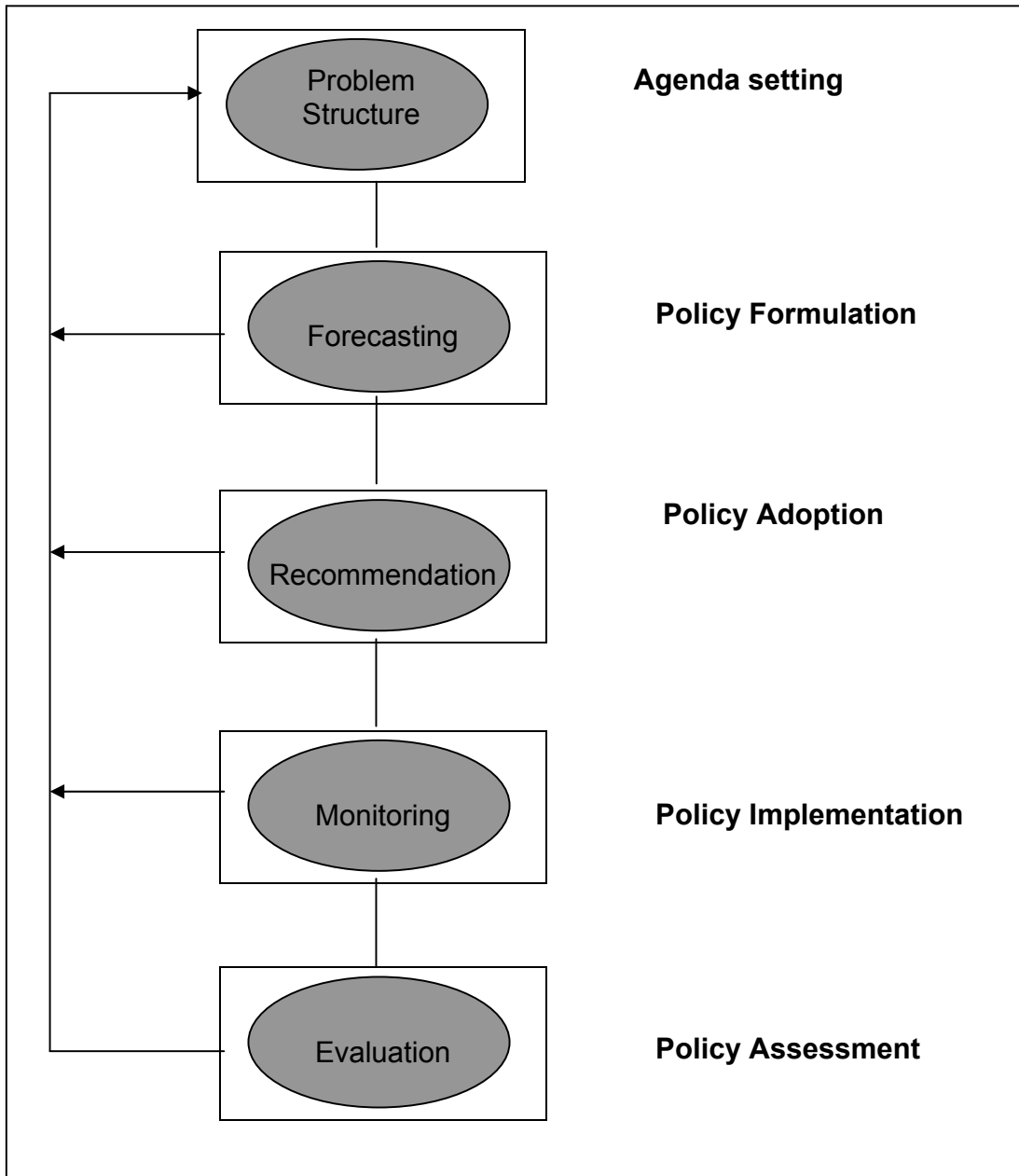
**What are your advices for Proper Policy Implementation in North West?**

	<b>Mostly</b>	<b>Sometimes</b>
Human Capital Development		
More Financial Resource Support		
Encourage Political Support		
Encourage Control and Accountability		
Create Conducive Socio-Economy		
Regular Monitoring of Policy		
Regular Evaluation of Policy		
Regular Assessment of Policy		
Reviewing of Policy regularly		
Other (Specify)		

**Thank you very much for your Participation!!!!!!!!!!!!!!**

**ANNEXURE: B**

**DUNN'S POLICY MAKING MODEL**



Source: Dunn (1994: 17)

**ANNEXURE: C**

**SOUTH AFRICAN MAP REFLECTING PROVINCES**



Source: Social Security Assistance Grant, 2008