

# ***WHITE PAPER FOR SOCIAL WELFARE***

***August 1997***

**Principles, guidelines, recommendations, proposed policies  
and  
programmes for developmental social welfare in South  
Africa.**

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# **PREAMBLE**

1. *South Africans are called upon to participate in the development of an equitable, people-centred, democratic and appropriate social welfare system. The goal of developmental social welfare is a humane, peaceful, just and caring society which will uphold welfare rights, facilitate the meeting of basic human needs, release people's creative energies, help them achieve their aspirations, build human capacity and self-reliance, and participate fully in all spheres of social, economic and political life.*
  2. *South Africans will be afforded the opportunity to play an active role in promoting their own well-being and in contributing to the growth and development of our nation. The challenge facing the welfare system is to devise appropriate and integrated strategies to address the alienation and the economic and social marginalisation of vast sectors of the population who are living in poverty, are vulnerable, and have special needs. An intersectoral response is needed within Government and between Government and civil society to adequately address welfare needs.*  
*A further challenge is to address past disparities and fragmentation of the institutional framework in the delivery of welfare services.*
  3. *The Ministry for Welfare and Population Development is committed to the continuity of existing services whilst at the same time re-orientating such services towards developmental approaches. The Ministry will strive to achieve the above social goals in a collaborative partnership with individuals, organisations in civil society and the private sector in keeping with the values, goals and priorities of the Reconstruction and Development Programme.*
  4. *The approach and strategies contained in this White Paper for Social Welfare will inform the restructuring of services and social welfare programmes in both the public and the private sectors. The identified principles, guidelines and recommendations for developmental social welfare policies and programmes will be implemented progressively. A five-year strategic plan of action will be developed. This plan will provide details on goals, objectives, activities, time frames, progress indicators, costing, and the parties responsible for the implementation of social welfare programmes.*
  5. *This White Paper has been drawn up with the full participation of the stakeholders in the welfare field. It is a negotiated policy framework and strategy, and it charts a new path for social welfare in the promotion of national social development. The proposed direction of the White Paper is in line with the approach advocated by the United Nations World Summit for Social Development, held on 6 to 12 March 1995.*
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# **CHAPTER 1**

## **SOUTH AFRICAN SOCIAL WELFARE CONTEXT**

### **SOCIAL DEVELOPMENT CONTEXT**

#### **Economic growth and income distribution**

1. South Africa has experienced declining economic growth rates over the past two decades, with the average annual growth rate of the Gross Domestic Product (GDP) falling below the annual population growth rate.

This situation has resulted in a decrease in per capita income, and increasing poverty and pressure on the welfare system to meet basic human needs. Inflation has affected the capacity of poor families to meet their needs. Further, low levels of economic growth and income are also associated with low levels of savings. This means that when individuals and families become vulnerable, they have limited resources on which to draw.

Extreme inequality in the distribution of income exists among racial groups and households. The poorest 40% of households in South Africa earn less than 6% of total national income, whilst the richest 10% earn more than half of the national income.

Great poverty exists alongside extreme wealth. About a third (35,2%) of all South African households, amounting to 18 million people, are living in poverty. African households, households in rural areas, especially those headed by women in rural areas, are the most affected. Over half (54%) of all South Africa's children live in poverty<sup>1</sup>.

Unequal income distribution has severely hampered development, particularly that of people in rural areas, who are generally poorer than their urban counterparts. In 1993 the average per capita income of rural Africans was only R151 per month, compared to metropolitan incomes of R335.

Rural households rely mainly on remittances and state social grants for income. Remittances make up a tenth of household income and social grants account for about a quarter of household income in rural areas. However, many rural households and their extended families do not have access to reliable remittances, wages and/or resources to generate enough support for themselves.

#### **Employment**

2. South Africa is characterised by large-scale unemployment in the formal sector of the economy.

The formal economy created an estimated 350 000 employment opportunities between 1980 and 1991, while the extended labour force grew by 4,5 million people. During this time, the number of people who were unemployed or in the informal sector (32%) more than doubled, while up to 20% of the extended labour force had to make a living from subsistence agriculture.

Unemployment has been severe among women, especially those in rural areas, as well as among young people under the age of 24. Nearly a third of black people in this group were unemployed, as were just under 20% of those aged 25 to 34. Unemployment among people with disabilities is high.

The formal sector of the economy is becoming less labour-intensive and can only provide employment for half of the labour force. It needs fewer, but better skilled people than in the past to produce the same level of output. The labour force is relatively young and has a low overall skills level owing to poor educational opportunities.

The South African economy has not been able to supply sufficient employment opportunities for all who want to work. Unemployment has increased the vulnerability of many households. In addition, the market also makes little provision for those with special needs, such as people with disabilities. Because people do not have secure and sustainable livelihoods, many turn to the welfare system for income maintenance and social support.

### **Access to social services**

3. Poverty cannot be measured by income alone, nor can an anti-poverty programme only address income enhancing measures. This necessitates a multi-sectoral and an integrated approach.

Education is one of the most important factors determining employment and thus income. There is a close association between poverty and a lack of education. Illiteracy varies from 27% in metropolitan areas to 50% in rural areas. Illiteracy among coloureds (68%) and Africans (61%) in rural areas is higher than the national average. The lack of education of the head of a household is closely correlated with poverty in households.

Of the 7,1 million people between the ages of 16 and 24 years, approximately 2,1 million have not matriculated and do not attend school. For more than a third, this lack of education is due either to a lack of money or to family responsibilities.

The lack of education, employment opportunities and access to services has deprived many people of their dignity and the ability to look after themselves. These factors necessitate the need for additional support mechanisms to allow people to live in some degree of comfort and security.

### **Access to social welfare**

4. South Africa has embarked on the arduous task of socio-political and economic reform. While sound economic policies and a well-functioning labour market are essential for growth and employment generation, by themselves, they are not sufficient. To reap the benefits, South Africa must invest in people; that is, develop the human capital which is essential for increasing productivity and moving people out of poverty. Internationally, the strategy that has proved most effective in improving economic and social well-being consists of three elements: labour-absorbing growth, equitable investments in education, health care and social support for poor and vulnerable groups.

5. Welfare support limits the impact of market and policy failures. It also eases the transition experienced by many workers owing to changes in work and living conditions,

as well as the weakening of social and family networks in providing social support and security.

Social welfare policies and programmes which provide for cash transfers, social relief, and enabling and developmental services ensure that people have adequate economic and social protection during times of unemployment, ill-health, maternity, child-rearing, widowhood, disability, old age and so on. Social welfare programmes of this nature contribute to human resource development by enabling impoverished households to provide adequate care for their members, especially children and those who are vulnerable. When such programmes are combined with capacity building, people can be released from the poverty trap.

6. Further, many people experience difficulties in managing life situations and transitions, which in turn impact on their social functioning. Social welfare programmes to promote optimal social functioning also contribute to human resource development and social stability.

7. There are, however, certain welfare programmes which do not necessarily benefit human capital development, but are an expression of a country's commitment to human and social rights. These programmes are protective and developmental services for people with special needs.

Welfare programmes do not only contribute towards enhancing social welfare through human capital development and the alleviation of poverty, but also through the provision of merit goods. These programmes are an expression of a country's commitment to human and social rights.

The policies of the past have resulted in social disintegration and consequent social problems. Social welfare services could contribute significantly to enhancing social integration.

### **Social and economic development**

8. Social and economic development are two interdependent and mutually reinforcing processes. Equitable social development is the foundation of economic prosperity, and economic growth is necessary for social development. Social welfare refers to an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people. Social security, social services and related social development programmes are investments which lead to tangible economic gains and in turn lead to economic growth. Without such social investments economic growth will be compromised.

### **Policy implications**

9. Since resources are limited, trade-offs must be made between investment in economic growth and human resources, and investment in a social safety net. Welfare expenditure will only be able to expand as higher economic growth rates are achieved. The benefits of economic growth, however, should be equitably distributed through raising real per capita income and through social development programmes, which in turn will increase the capacity of individuals and families to meet their own needs. Limited resources require trade-offs between expenditure programmes. Investment in human resources and the social safety net may reinforce other investments in economic

growth. Understanding the impact of social spending on growth is critical to ensure that trade-offs do not bias spending against social development or growth.

This means that the high expectations of many people for the new democratic Government to deliver welfare services and programmes to address pressing needs cannot be fully met in the short-term. These expectations are a significant constraint and pose a great challenge to all parties to develop social security and social welfare programmes that are both sustainable and interlinked with other anti-poverty strategies.

## **SOCIAL WELFARE CONTEXT**

10. The following critical problems have been identified within the welfare system:

### **Lack of national consensus**

11. There is no national consensus on a welfare policy framework and its relationship to a national reconstruction and development strategy.

### **Disparities**

12. Past welfare policies, legislation and programmes were inequitable, inappropriate and ineffective in addressing poverty, basic human needs and the social development priorities of all people.

13. Racial, gender, sectoral and geographic disparities have created significant distortions in the delivery system. In general, welfare service provision has an urban and a racial bias.

Services are not always located in underprivileged communities and are therefore inaccessible to their members.

### **Information**

14. Information is fragmented and incomplete, leading to an inability to understand the need, impact or consequences of welfare spending.

### **Fragmentation**

15. The welfare system was administered by 14 different departments for the different population groups and homelands. This resulted in fragmentation, duplication, inefficiency and ineffectiveness in meeting needs. Each of these departments had their own procedures, styles of work, approaches and priorities.

There is a lack of inter-sectoral collaboration and of a holistic approach. This fragmentation is also reflected in social welfare legislation.

### **Participation**

16. Citizen and stakeholder participation in decision-making on social welfare policies, programmes and priorities was not exercised fully and effectively. This resulted in a lack of legitimacy in the welfare system.

### **Inappropriate approach**

17. The social service delivery system is organised along specialist lines. It is fragmented between a number of fields of service, which did not always allow for a holistic approach. While some social workers have received training and practice in community development, the approach to service delivery is still largely rehabilitative, it relies on institutional care and is not preventative and developmental. Welfare services are not accessible and responsive to the needs of all people.

There is a lack of personnel to address needs, especially in provinces with large rural areas. Other categories of personnel are underutilised. A significant proportion of existing personnel are not trained in developmental approaches.

### **Lack of sustainable financing**

18. In the past, social welfare programmes were not considered to be critical social investment priorities and were under-resourced.

### **Lack of enabling environment**

19. There is a lack of enabling legislation and taxation policies are not "welfare-friendly".

### **Partnership**

20. South Africa has a fairly developed social security system and a rich institutional framework of welfare services delivered by non-governmental organisations, such as voluntary welfare organisations, religious organisations, community-based organisations and informal family and community networks. These organisations have expertise, infrastructure and other resources which could play a significant role in reconstruction and development.

In the past, all these service providers were not accorded equal status by the Government. Organisations in civil society which had a progressive stance were not acknowledged or integrated into the formal welfare system.

## **RESTRUCTURING PRIORITIES**

21. The following restructuring priorities have been identified:

- (a) Building consensus about a national social welfare policy framework.
- (b) Creating a single national welfare department as well as provincial welfare departments and exploring the potential role of local government in service delivery.
- (c) The phasing out of all disparities in social welfare programmes.

- (d) Developing representative governance structures to build up the partnership between Government, organisations in civil society, religious organisations and the private sector.
- (e) Restructuring the partnership between stakeholders to develop a system which is socially equitable, financially viable, structurally efficient and effective in meeting the needs of the most disadvantaged sectors of the population, and to involve communities in planning and the delivery of services.
- (f) Legislative reform at all levels of Government.
- (g) Human resource development and the re-orientation of personnel where this is necessary towards establishing a developmental social welfare framework.
- (h) Restructuring and the rationalisation of the social welfare delivery system, towards a holistic approach, which will include social development, social functioning, social care, social welfare services and social security programmes.
- (i) Developing a financially sustainable welfare system.
- (j) Developing strategies and mechanisms to translate the aims, objectives and programmes of the Reconstruction and Development Programme into action in the welfare field. The development of intersectoral arrangements within the welfare sector and between the welfare sector and other Government departments is a key priority.
- (k) An ability to translate these strategies and aims into implementable budgets requires better information and modelled alternatives so that decision makers can make more informed decisions.

## **FORMAT OF THE WHITE PAPER**

This White Paper deals with key substantive issues in the restructuring of social welfare services, programmes and social security.

The document is structured in two parts. The first part (chapters 2 to 6) provides the overall framework and the instruments needed to deliver effective and appropriate services.

The substantive issues in the first part are: a national strategy; institutional arrangements; human resource development; legislation; and finance and budgeting.

The second part (chapters 7 and 8) focuses on the actual restructuring of the social service delivery system, that is, on social security and welfare services, to enhance social integration. These chapters set out the proposed programmes, guidelines and recommendations for future action. Section 1 in chapter 8 focuses on the family and the life cycle: families, children, youth and ageing. Sections 2 and 3 address the needs and problems of women and persons with disabilities. The special needs and problems of individuals and families are addressed in Section 4, focusing on mental health, substance abuse, crime prevention through restorative justice, people with chronic illnesses and HIV/AIDS.

*For descriptions of terms, please refer to the glossary.*



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## **CHAPTER 2**

### **NATIONAL DEVELOPMENTAL SOCIAL WELFARE STRATEGY**

#### **VISION**

1. A welfare system which facilitates the development of human capacity and self-reliance within a caring and enabling socio-economic environment.

#### **MISSION**

2. To serve and build a self-reliant nation in partnership with all stakeholders through an integrated social welfare system which maximizes its existing potential, and which is equitable sustainable, accessible, people-centred and developmental.

#### **SOCIAL WELFARE AND SOCIAL DEVELOPMENT**

3. Social welfare refers to an integrated and comprehensive system of social services, facilities, programmes and social security to promote social development, social justice and the social functioning of people.

4. Social welfare will bring about sustainable improvements in the well-being of individuals, families and communities.

5. Social welfare is intrinsically linked to other social service systems through which people's needs are met, and through which people strive to achieve their aspirations. Social welfare services and programmes are therefore part of a range of mechanisms to achieve social development, such as health, nutrition, education, housing, employment, recreation, rural and urban development and land reform.

6. The welfare of the population will not automatically be enhanced by economic growth. Economic development has to be accompanied by the equitable allocation and distribution of resources if it is to support social development. Social development and economic development are therefore interdependent and mutually reinforcing.

#### **NATIONAL GOALS**

7. The national goals of the proposed strategy are:

(a) To facilitate the provision of appropriate developmental social welfare services to all South Africans, especially those living in poverty, those who are vulnerable and those who have special needs. These services should include rehabilitative, preventative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and the enhancement of social functioning.

- (b) To promote and strengthen the partnership between Government, the community and organisations in civil society and in the private sector who are involved with the delivery of social services.
- (c) To promote social development intrasectorally both within the welfare departments and in collaboration with other Government departments and non-governmental stakeholders.
- (d) To give effect to those international conventions of the United Nations system which have been ratified by the Government, and which are pertinent to developmental social welfare.
- (e) To realise the relevant objectives of the Constitution of the Republic of South Africa and the Reconstruction and Development Programme (RDP).

## **PRINCIPLES**

Developmental social welfare policies and programmes will be based on the following guiding principles:

### **Securing basic welfare rights**

8. The Government will take steps to ensure the progressive achievement of social security for all including appropriate social assistance for those unable to support themselves and their dependents.

### **Equity**

9. Resources will be equitably distributed and should address racial, gender, geographic, urban/rural and sectoral disparities. Equality of opportunity and the social mobility of groups of people with special needs will also be fostered.

### **Non-discrimination**

10. Social welfare services and programmes will promote non-discrimination, tolerance, mutual respect, diversity, and the inclusion of all groups in society. Women, children, the physically and mentally disabled, offenders, people with HIV/AIDS, the elderly, and people with homosexual or bisexual orientations will not be excluded.

### **Democracy**

11. Appropriate and effective mechanisms will be created to promote the participation of the public and all welfare constituencies in decision-making about welfare policies and programmes which affect them. Consultation will be conducted with all role players, including beneficiaries and service providers, through their representatives and organisations where possible.

Those constituencies which are unable to represent themselves, for example younger children and profoundly mentally impaired people, will be allowed to be represented by interest groups.

This principle is closely related to the participation of the public in the delivery of social programmes and in the management of social service organisations.

### **Improved quality of life**

12. The welfare system will raise the quality of life of all people especially the disadvantaged, those who are vulnerable and those who have special needs, through the equitable distribution of resources and services.

### **Human Rights**

13. Social welfare services and programmes will be based on respect for human rights and fundamental freedoms as articulated in the Constitution of the Republic of South Africa.

### **People-centred policies**

14. Past policies will be replaced by just and people-centred policies.

### **Investment in human capital**

15. Welfare programmes contribute to the optimal social development of individuals, families and communities. It is also an investment in human capital development and in turn contributes to economic development. The Department of Welfare will continue to advocate for the equitable allocation of government's resources to developmental social welfare programmes.

### **Sustainability**

16. Intervention strategies designed to address priority needs will be financially viable, cost efficient and effective.

### **Partnership**

17. Welfare policies and programmes will be developed and promoted in partnership with organisations in civil society, the private sector and government departments.

### **Intersectoral collaboration**

18. An inter-sectoral approach will guide the design, formulation, implementation and monitoring of anti-poverty strategies.

### **Decentralisation of service delivery**

19. The Government is committed to the devolution of appropriate welfare functions to local government level in order to promote increased access to services, improved co-ordination of services, local empowerment and greater responsiveness to meeting needs.

### **Quality services**

20. All social welfare programmes will strive for excellence and for the provision of quality services.

### **Transparency and accountability**

21. All welfare organisations and institutions, both public and private, will be transparent and accountable at all levels, including levels of delivery.

### **Accessibility**

22. Organisations and institutions will be easily accessible and responsive to all those in need. All barriers will be removed which have made it difficult or impossible for some people to participate equally in all spheres of life. Special training programmes will be provided to facilitate the development of accessible services.

### **Appropriateness**

23. Social welfare programmes, methods and approaches will be appropriate, will complement and strengthen people's efforts, enhance their self-respect and independence and will be responsive to the range of social, cultural and economic conditions in communities. The sustainable use of human, material and the earth's natural resources will be ensured for the benefit of future generations.

### **Ubuntu**

24. The principle of caring for each other's well-being will be promoted, and a spirit of mutual support fostered. Each individual's humanity is ideally expressed through his or her relationship with others and theirs in turn through a recognition of the individual's humanity. Ubuntu means that people are people through other people. It also acknowledges both the rights and the responsibilities of every citizen in promoting individual and societal well-being.

## **AN AGENDA FOR ACTION**

### **A national plan**

25. A national plan of action for the next five years will be developed by the national and provincial departments of welfare, in consultation with all stakeholders including Government departments, to facilitate the shift towards a comprehensive, integrated, equitable, multidisciplinary and developmental approach in the welfare field. Welfare programmes are contingent upon and influence the labour market. Efforts will be made to relate welfare policy more closely to changes and policy development in the labour market.

The White Paper for Social Welfare will be used as a basis for the development of such a plan of action.

All the departments of welfare will be restructured in accordance with the vision, mission, goals, principles, approach and strategies outlined in this policy framework.

### **Universal access**

26. Policies and programmes will be developed to ensure that every member of society can realise his or her dignity, safety and creativity. Every member of society who finds him or herself in need of care will have access to support. Social welfare policies and legislation will facilitate universal access to social welfare services and social security benefits in an enabling environment.

A combination of public and private financing options will be harnessed to address the needs of all South Africans.

### **War on poverty**

27. Social welfare policies and programmes will be developed which will be targeted at poverty prevention, alleviation and reduction and the development of people's capacity to take charge of their own circumstances in a meaningful way.

(a) Individuals, families and households are particularly vulnerable to poverty in times of unemployment, ill health, maternity, child-rearing, widowhood, and old age. Disability in a family also increases the impact of poverty. Further, economic crises, political and social changes, urbanisation, disasters or social and political conflict and the displacement of people contribute to, or heighten the distress of poverty. Adequate social protection will be provided for people who are impoverished as a result of these events.

(b) Poverty coincides with racial, gender and geographic or spatial determinants, and these will be taken into account in the targeting of programmes. While poverty is widespread throughout South Africa, African people are most affected. Women and children (particularly in female-headed households), people with special needs, and those living in rural areas, informal settlements and on farms, are most at risk and will be assisted.

(c) Poverty is often accompanied by additional social problems, such as family disintegration, adults and children in trouble with the law, and substance abuse. It is the combination of economic, social, and emotional deprivation which heightens the vulnerability of poor individuals and families. Appropriate programmes will be implemented to enhance social integration. Support and assistance (such as restoring dignity and self-esteem, the promotion of competence and empowerment programmes) will be provided for individuals and families to assist them to break out of the structural barriers which keep them in poverty .

(d) Poverty is often accompanied by low levels of literacy and a lack of capacity to access economic and social resources. The welfare departments' developmental social welfare programmes will build this capacity, facilitate access to resource systems through creative strategies, and promote self-sufficiency and independence.

(e) Innovative strategies will be designed for vulnerable individuals and families to increase their capacity to earn a living through employment creation, skills development, access to credit and, where possible, through facilitating the transition from informal to formal employment. Special programmes will address the needs of vulnerable households and help them access both governmental and non-governmental employment programmes. Employment programmes for people with special needs will always be necessary and will be provided.

(f) Poverty also places strains on household resources and on family and informal networks, which increase the need for formal social welfare services. Existing family and community networks will be developed and strengthened.

(g) Poverty is one of the most important causes of hunger and malnutrition, which contribute to illness and disability.

Social welfare departments will appropriately incorporate nutritional objectives and activities into their relevant components. The welfare departments will also collaborate with other government departments to ensure that these programmes are effectively targeted at those who are vulnerable to malnutrition and at the socio-economically deprived in the form of supplementary feeding, public works, capacity building and other developmental programmes which will contribute to household food security. Welfare departments will co-operate with health departments in their supplementary feeding programmes for children and women. The nutritional needs of other vulnerable groups such as the elderly will also be addressed.

(h) Structural poverty emanates from the economic, political and social organisation of society. Unjust legislation and inequitable policies and programmes of the past have also contributed to increasing levels of poverty. In view of the structural causes of poverty, an intersectoral response is needed. The Department of Welfare will collaborate with other government departments and non-governmental organisations and institutions to develop an integrated response to poverty.

(i) In view of the widespread rural poverty, a rural development strategy will be developed by the Department of Welfare in consultation with all the relevant role players, which will increase the access of rural people to developmental social welfare programmes.

(j) An overarching anti-poverty programme will need to be developed which requires the co-operation between government departments and non-governmental organisations.

### **Achieving equity**

28. All forms of discrimination in the social welfare system will be eliminated in accordance with the Constitution of the Republic of South Africa. Religious, cultural and language rights will be accommodated in accordance with the Constitution.

(a) Creative strategies to address racial inequalities will be considered, e. g. taking services to the people; exploring the use of mobile units; bussing people to service points if this is cost-effective; networking between communities to find solutions; strategic planning and change management interventions; mediation and dispute resolution; cross-cultural education; breaking down racial stereotypes, barriers and social distance between groups; and the exchange of resources.

National and provincial plans will be devised in consultation with stakeholders to phase out racial discrimination. Such plans will have detailed targets, time frames and monitoring procedures. Minimum criteria for the delivery of welfare services will also be developed.

(b) Governmental and non-governmental organisations will create equal opportunities for people with disabilities. Appropriate programmes will be developed to enhance their independence and promote their integration into the mainstream of society.

(c) Social welfare policies and programmes will be devised to become more gender-sensitive and to address the special needs and problems of women.

29. The national and provincial departments of welfare are committed to providing services while they orient themselves in new directions. The reorientation process will take place alongside the existing system and the new system will be phased in immediately.

### **A national collective responsibility**

30. In view of fiscal constraints, low economic growth rates, rising population growth rates and the need to reconstruct social life in South Africa, the Government cannot accept sole responsibility for redressing past imbalances and meeting basic physical, economic and psycho-social needs. The promotion of national social development is a collective responsibility and the co-operation of civil society will be promoted.

(a) The Government acknowledges the contributions of organisations in civil society in meeting social service needs and in promoting development. The promotion of civil society is critical in building a democratic culture. Civil society includes the formal welfare sector, which is state-subsidised, religious organisations delivering welfare services, non-governmental organisations, which are currently not state-subsidised (also referred to as the informal welfare sector), the business sector, and informal social support systems and community networks.

(b) Corporate social investment programmes and occupational social services could make a valuable contribution. The trade unions already play a role in negotiating social benefits and services in the workplace.

(c) Private social service practitioners (for example, social workers and psychologists) provide services for those people in need who are able to pay a fee for services.

### **The family**

31. The family is the basic unit of society. Family life will be strengthened and promoted through family-oriented policies and programmes.

### **Restructuring the delivery system**

32. Comprehensive, generic and integrated services will be provided.

(a) Comprehensive services and programmes will be promoted which emphasise the relationship between the person and his or her social environment.

(b) The welfare system has in the past been dominated by rehabilitative and specialised interventions, which are necessary but not appropriate in all cases. There is scope for addressing rehabilitative needs through developmental interventions such as peer counselling. A balance will be struck between rehabilitative, protective, preventive and developmental interventions. Preventive programmes will focus on high-risk groups who are vulnerable to particular social problems, such as children and youth at risk.

(c) In view of resource constraints, appropriate generic services will be provided as far as possible. The types of services provided will be rationalised in order to address needs more comprehensively, appropriately, efficiently and effectively. This will be particularly relevant in underprivileged communities where decentralised service points will provide one-stop multi-purpose services.

(d) Social welfare programmes will be subject to on-going evaluation and review in order to inform the process of restructuring the social welfare delivery system.

33. Organisations delivering specialised therapeutic and special needs services will deliver those services to specifically defined target groups. Specialist knowledge and skills will contribute to the generalist services through ongoing capacity-building programmes.

Specialist organisations also have a critical role to play in advocacy, policy formulation, the integrated planning of services, primary prevention programmes through public education, and in providing assistance with the development of appropriate community-based interventions in particular fields.

### **Community development**

34. Community development strategies will address basic material, physical and psycho-social needs. The community development approach, philosophy, process, methods and skills will be used in strategies at local level to meet needs. The community development approach will also inform the reorientation of social welfare programmes towards comprehensive, integrated and developmental strategies.

35. Community development is multi-sectoral and multi-disciplinary. It is an integral part of developmental social welfare. The focus of community development programmes in the welfare field will be on the following:

(a) The facilitation of the community development process.

(b) The development of family-centred and community-based programmes.

(c) The facilitation of capacity-building and economic empowerment programmes.

(d) The promotion of developmental social relief and disaster relief programmes.

(e) The facilitation of food aid programmes in emergency situations owing to disasters such as floods, fire, civil unrest or drought, or to alleviate acute hunger. Food aid of this nature will be a temporary measure until individuals and households can be incorporated into other social development programmes.

(f) Voluntary participation in social and community programmes will be actively encouraged and facilitated.

(g) Self-help groups and mutual aid support programmes will be facilitated where needed.

(h) Advocacy programmes will be promoted.



(i) The Government will facilitate institutional development with the focus on creating and/or strengthening existing Government institutions and organisations of civil society.

(j) Appropriate public education and non-formal education programmes will be facilitated.

(k) The promotion of community dispute resolution and mediation programmes will be embarked upon where needed. Training programmes will be provided.

(l) The access of local communities to governmental and non-governmental resources to address needs will be facilitated.

(m) Intersectoral collaboration will be promoted, while the separate functions of different sectors and Government departments will be acknowledged.

### **Increasing human resource capacity**

36. A range of social development workers will be employed to address different needs and problems and to increase human resource capacity, particularly in under-served communities and rural areas.

Effective training programmes, accreditation systems and the definition of the roles and responsibilities of social workers and other categories of personnel will be developed. There will be scope for some social development workers to perform specialised roles while others will be more generic or development-oriented.

A task group will be established to develop volunteer programmes at national and provincial levels. These programmes will be developed in consultation with all stakeholders in order to increase human resource capacity in the delivery of developmental social welfare services and programmes.

A five-year strategic plan will be developed to reorientate personnel towards developmental approaches. All training institutions will also be encouraged to bring their programmes in line with the new national directions.

### **Promoting intersectoral collaboration**

37. Mechanisms will be designed to facilitate inter-sectoral policy formulation, planning, monitoring and evaluation, co-ordination, and the definition of functions and responsibilities. The development of joint national and provincial strategies will be embarked upon as a matter of urgency in relation to particular social programmes.

Such strategies will be negotiated by Government departments and other relevant non-governmental stakeholders. Intersectoral actions will take a variety of forms. They will be driven by different mandates, and may also be issue-related. Intrasectoral collaboration in the welfare field will also be developed.

The Department of Welfare will negotiate with other departments about the promotion of developmental social services and programmes in appropriate settings and particularly in health care and educational settings.

### **National information system**

38. The national Department of Welfare in collaboration with all stakeholders will develop a National Information System for Social Welfare in order to inform policy formulation, planning and monitoring.

- (a) A sound and ethically designed methodology for data collection and capture will be agreed upon and implemented.
- (b) Information regarding welfare-specific needs, inequalities, and development backlogs will be collected.
- (c) Indicators of poverty and vulnerability will be based on data which provides a breakdown along racial, gender, sectoral and spatial lines. This sort of disaggregation of information is necessary in order to effectively address the inequities of the past. It does not validate past racial classification systems.
- (d) National and provincial data will be accessible and will be disseminated to all parties within budgetary constraints.
- (e) The National Information System for Social Welfare will as far as possible be compatible with information systems in other Government departments, in the provinces and of welfare stakeholders and especially with the RDP.
- (f) Social welfare departments will participate in developing the RDP's poverty and related social indicators.
- (g) The system will be implemented only after thorough consultation with all relevant stakeholders.
- (h) A national data-base will be developed in conjunction with role players.

39. The social welfare information system will be developed to improve emergency preparedness planning through effective early warning and other information systems. The information system must facilitate the preparation of contingency planning to meet emergency needs.

The Department of Welfare will monitor poverty and develop early warning systems to effectively assess gaps in the safety net and advocate for policies to address such needs. Poverty monitoring will be done in consultation with other Government departments and relevant stakeholders.

### **Equitable and sustainable financing**

40. A five-year strategic financial plan will be developed for social welfare. The following critical issues will be addressed in the strategic plan:

- (a) The equitable allocation of funds between the provinces to address disparities;
- (b) reprioritisation within existing social welfare programmes to redress racial discrimination in the delivery of services;

- (c) the allocation of resources to address rural development needs;
- (d) structural efficiency in the welfare delivery system;
- (e) the reallocation of resources to identified social priorities, and in order to achieve a better balance in the financing of programmes to meet the wide range of needs identified in Chapters 7 and 8;
- (f) the phasing in of the financing of social welfare programmes which will be sustainable and based on approved business plans and performance audits; and
- (g) the mobilisation of additional development sponsorship for social welfare.

41. The Department of Welfare will, in its National Plan of Action for the next 5 years, formulate a strategy which will ensure that, within the total allocation for the Welfare Function, the allocation to social welfare services and development will be increased in real terms in order to redress the underfunding of this component. The Department will also continue to advocate for adequate and sustainable government expenditure on social security and welfare services.

42. Negotiations will be undertaken with labour and business to facilitate a better synergy between private, work-related social insurance and public social assistance programmes.

43. Strategies will be developed to increase employment opportunities for particular target groups.

### **Restructuring social security**

44. The following key programmes, guidelines and recommendations will be implemented to restructure the social security system:

(a) Social assistance programmes will be made more efficient through the rationalisation of the system. A uniform social grants system is being created which involves legislative changes, the development of uniform regulations, the rationalisation of computer systems and the development of a national social grants register and automated finger print technology. In addition, all beneficiaries at provincial level will be re-registered with a view to integrating them into a national social grants register. These measures will contribute to the administrative and financial efficiency of the system.

(b) A representative unit will be set up to identify groups of beneficiaries who could be absorbed into public works and other employment programmes.

(c) Social assistance to the elderly will continue to be provided in the form of old age grants. Eligibility will be determined by a means test. A more adequate social insurance strategy is needed. Employers and employees will be encouraged to contribute more effectively to retirement. The Department of Welfare will advocate for compulsory retirement provision by all employees in formal employment as a long-term strategy. In the short-term, incentives to encourage private retirement provision will be encouraged. The Government will also negotiate with stakeholders to ensure that retirement contributions are fully transferable when changing employment.

(d) A scheme will be initiated for self-employed people and the possibilities of a national savings scheme will also be explored.

(e) Uniform, simplified and more effective assessment procedures for grants for people with disabilities are being developed. A process will be set in motion to identify the problems in the interface between public and private work-related benefits in order to relieve the pressure on Government.

(f) Sustainable and affordable options of social security provision for families and children will be developed. The private maintenance system will need to be revised.

(g) The foster care system will be reviewed.

(h) Social and disaster relief programmes will be provided.

*Refer to Chapter 7.*

### **Programmes to enhance social integration**

45. A National Programme of Action for South African Families, Children and Youth will be developed in partnership with stakeholders, which will provide the comprehensive framework for policy, planning, legislation and social programmes.

46. Programmes for the elderly will be designed to enable them to live an active, healthy and independent life for as long as possible. The focus of social programming will be on social security, addressing the need for affordable accommodation and social programmes to promote social integration. Community care options will be promoted. Government has the responsibility to provide for the needs of disadvantaged, destitute and frail elderly persons. Racial inequity in the delivery of services will be terminated immediately.

47. Programmes in the welfare field to address the needs of women will focus on:

(a) Strategies to counteract abuse and violence. Supportive services for individuals and families will be provided.

(b) Capacity building, economic empowerment and community development programmes will be embarked upon to address poverty.

(c) Welfare programmes will be reorientated to become more gender-sensitive.

48. The Department of Welfare will participate in a co-ordinated national intersectoral strategy to facilitate the meeting of the needs and the promotion of the rights of people with physical and mental disabilities.

49. A preventative, restorative and developmental approach to the delivery of mental health services will be promoted. The focus will be on people who are at risk as regards mental disorders and handicaps, those experiencing mental health problems and victims of violence. A permanent intersectoral mental health policy structure will be initiated.