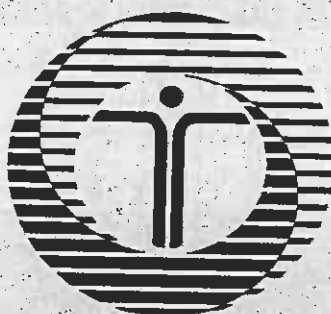


# HUMAN SCIENCES RESEARCH COUNCIL

## CHILD, YOUTH & FAMILY DEVELOPMENT



### RESEARCH STUDY ON THE SOCIAL RELIEF OF DISTRESS PROGRAMME

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&**

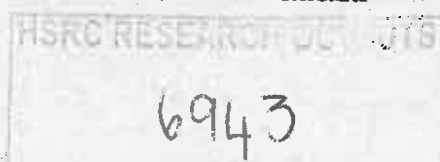
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Ms. Vuyo Mxego  
Mr. Temba Mpanza

## **EXECUTIVE SUMMARY**

### **Aim**

The aim of the study is to describe the implementation of Social Relief of Distress in each of the nine provinces; evaluate the implementation of the programme with respect to cost benefit and cost effectiveness and assess the impact of Social Relief of Distress with respect to its demand, availability and adequacy in addressing destitution.

### **Methodology**

In depth interviews were conducted in all nine provinces. Sites that were visited were the Provincial Headquarters of Social Security where the Head of Social Security, DoSD financial manager and Treasury officials were interviewed. In addition, two randomly selected service point offices were visited where two Line Functionaries and six randomly selected beneficiaries were also interviewed.

### **Results**

The main finding of the study is that SRD programme has, to a large extent, been successful in helping applicants who are waiting for other grants, and people who have suffered a personal disaster that has resulted in a loss of property. The Social Relief of Distress has been less successful in other categories of eligibility mainly because of lack of publicity and uneven criteria of awarding the grant. This has resulted in SRD budget being grossly under spent in most provinces. Other problems that are associated with the SRD are related to lack of proper computerisation of the programme and absence of adequate monitoring processes in most provinces.

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## ACRONYMS

CYFD	Child, Youth and Family Development
DoSD	Department of Social Development
HSRC	Human Sciences Research Council
NFES	National Food Emergency Scheme
SRD	Social Relief of Distress



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## 1. INTRODUCTION

### 1.1 BACKGROUND

The Child, Youth and Family (CYFD) Programme of the Human Sciences Research Council (HSRC), in conjunction with the national Department of Social Development (DoSD), was commissioned to undertake a research study on the Social Relief of Distress (SRD) programme. The aim of the study, as outlined within the tender document, was to research the implementation and impact of the Social Relief of Distress Programme (Social Assistance Act No: 59 of 1992).

### 1.2 The Objectives of the study are:

1. To describe the implementation of the Social Relief of Distress in each of the nine provinces;
2. To evaluate the implementation of the programme in each of the nine provinces with respect to cost benefit and cost effectiveness; and
3. To assess the impact of Social Relief of Distress with respect to its demand, availability and adequacy in addressing destitution.

### 1.3 Scope of the task

The project was required to: -

- Describe the implementation of the programme in each province in terms of its legal framework, namely: policy, legislation, amendments to legislation, court orders, priorities, the nature of the programme (centralised versus decentralised), verification of applicants' details and circumstances, the type of monitoring implemented and procedures to control fund fraud.
- Assess the number of applications and the type of assistance provided – in cash or in kind - including transport and food products of various types.
- Calculate the time elapsed between application and award.
- Describe the mechanisms for budgeting for Social Relief of Distress, and the expenditure history for the past three years.
- Evaluate the implementation of the Social Relief of Distress programme with respect to understanding of the legal framework, demand for service, costs involved, benefits to recipients, and effectiveness and efficiency in each of the provinces.

- Assess the impact of the Social Relief of Distress on managers, line functionaries, recipients or beneficiaries and the community.
- Propose policy options for rendering social relief and the financial implications of these options.

In order to deliver on the above outputs the researchers were expected to work with the national department and visit all provincial departments to gather the relevant information on the Social Relief of Distress programme implemented in terms of the Social Assistance Act No. 59 of 1992. In order to determine the accessibility, availability, and the nature of the programme, its usefulness and user friendliness, interviews were conducted with:

1. A small random sample of beneficiaries who received Social Relief of Distress in all of the provinces.
2. Managers.
3. Line functionaries (officials responsible for administering Social Relief of Distress at service points).

## 1.4 Methodology

Three Interview Schedules were prepared: for Managers, Line functionaries and Social Relief of Distress beneficiaries. Before the fieldwork began, the instrument was put to the steering committee, which gave inputs for modification, and subsequently approved the final version of the questionnaire.

In depth interviews were conducted in all nine provinces. Respondents from the Social Security Provincial Headquarters included the following:

- Provincial Head of Social Security.
- Provincial Financial Manager (Department of Social Development).
- Provincial Treasury Official responsible for the Department of Social Development Budget.

In addition two service point offices were randomly selected, representing urban and rural areas. In each office, two Line Functionaries were interviewed and six randomly selected beneficiaries. A total of ten beneficiaries were selected, from a list provided by the office to allow for possible unavailability of respondents during the time of the team visit. Interviews were conducted privately within the homesteads of beneficiaries. Before interviews, the aims of the project, the rights of interviewees to refuse to be interviewed or answer certain questions and issues of confidentiality and anonymity were explained.

## 1.5 Research Fieldwork

### 1.5.1 Selection and functioning of researchers

Two teams were formed to do interviews throughout the provinces; each team consisted of a senior researcher and a junior researcher from the Human Sciences Research Council (HSRC) accompanied by a senior official from the Department of Social Development (DoSD). The senior researcher was responsible for interviewing provincial management staff, while both senior and junior Researchers were jointly responsible for interviewing line functionaries and Social Relief of Distress applicants.

### 1.5.2 Training of researchers

The principal investigator conducted training a week before the interviews. Training covered the following topics:

- The Social Relief of Distress Program (legal framework).
- The content of the three different questionnaires, (for Managers, Line Functionaries and Beneficiaries).
- Note taking, interview techniques and methods of verification.
- Research ethics.

### 1.5.3 Duration

Fieldwork began on the 22 January 2004 and ended on the 10 February 2004. The actual schedule of interviews is shown in the table below.

**Table 1: Fieldwork schedule**

Team A	Provinces visited	Dates of visit
Ms. Pat Naicker, Ms. Sharmila Rama and Mr. Temba Mpanza	KwaZulu Natal	26-28/01/04
	Limpopo	1-4/02/04
	Gauteng	5-6/02/04
	Free State	29-30/01/04
Team B		
Ms. Unathi Mguye, Dr. Monde Makiwane, Ms. Vuyo Mxego	North West	19-20/01/04
	Eastern Cape	26-27/01/04
	Western Cape	28-29/01/04
	Northern Province	04-05/02/04
	Mpumalanga	09-10/02/04

#### **1.5.4 Access**

Officials from the DoSD were instrumental in setting up appointments with various provincial officials. In addition, officials accompanied HSRC researchers on the research trips. DoSD officials introduced the research teams, helped to arrange meetings with government officials and helped in interpreting some government working procedures to the rest of the research team.

#### **1.5.5 Sources of data**

##### **1.5.5.1 Interviews**

Interviewers collected data using a structured questionnaire throughout the nine provinces from managers, line functionaries and beneficiaries. Informal interviews were also conducted with selected officials from Provincial Social Security Offices.

##### **1.5.5.2 Documentary data**

Fieldworkers also gathered documentary evidence on budgetary procedures, assessment tools, and statistics on grant allocation where available.

#### **1.5.6 Verification of the findings**

Self-report data were verified by checking anonymously with other informants, their opinions about what others said. Information on policy and departmental practices was verified by asking various officials about what these policies and practices were, and checking the responses against one another.

#### **1.5.1 Data analysis procedures**

Analysis of data was done first by province and subsequently across provinces. For each province, analysis of information from field notes, research reports, debriefing sessions with fieldworkers, and documentary data produced a descriptive framework.

The report will first review the national legislation and policy and describe implementation of Social Relief of Distress in different provinces. Summary of the findings will be tabled together with recommendations.

## 2. REVIEW OF LEGISLATION AND POLICY

### 2.1 The Legislative Framework for the SRD

The national Department of Social Development's (DoSD) draft policy document on the SRD programme provides the following historical background and perspective: "Social Relief of Distress originated from its provision in terms of Section 15 of the Fund Raising Act No. 107 of 1978, wherein it states social relief of distress means the alleviation of the need of persons by means of the temporary rendering of material assistance to them. The Social Pensions Act No. 37 of 1973 did not make any provisions for social relief of distress. Social Relief of Distress was provided for in the Fund Raising Act No. 7 of 1978. It was meant for victims of violence only, hence provision for social relief on a broader spectrum was subsequently provided for in the Social Assistance Act No. 59 of 1992, to address the gaps of the relief programmes created in the Fund Raising Act No. 107 of 1978" (Department of Social Development, 2003b, p.2).

In addition to the Social Relief of Distress programme, the Fund Raising Act No. 107 of 1978 also makes provision for the creation and implementation of other relief funds that is the Disaster Relief Fund, South African Defense Force Fund, State President's Fund and the Refugee Relief Fund. "The objectives of the relief programmes created by both the Fund Raising Act No. 107 of 1978 and the Social Assistance Act No. 59 of 1992 were to provide relief to individuals who experienced socio-economic distress resulting from a range of circumstances. It is the circumstances, which result in socio-economic distress, that differentiate one relief programme from another" (ibid).

Distress, as applied within the context of SRD, is defined in the Regulations of Social Assistance Act as amended in 2001, as "a condition that is usually precipitated by a crisis situation, which could emanate from a sudden change in status such as death, a loss of a job, illness or an accident." Regulation 26 to 29 of the Social Assistance Act No. 59 of 1992, prescribes the criteria for eligibility for SRD, requirements for application, determination of the value and period of assistance, and recovery of SRD assistance.

At public hearings held by the Portfolio Committee on Social Development into the South African Social Security Agency Bill (B51 - 2003) and the Social Assistance Bill (B57 - 2003) on 22 and 23 September 2003. "Submissions argued that many provinces do not make available social relief of distress, which means that there is no equal access to the benefit across the country. The submissions noted that social relief of distress plays an important role in ameliorating the impact of poverty. Therefore it should be administered nationally according to national norms and standards and not be left to provinces to decide unilaterally whether or not to implement this provision."

A number of challenges and steps to address these are highlighted within the draft policy document and the Guidelines for the implementation of SRD. The draft policy notes that, "In addition to budgetary constraints, provinces experience logistical problems with the implementation of the programme, such as the lack of uniform guidelines in the implementation of the programme, lack of uniform amounts for relief, procurement difficulties for provisions and the additional administrative burden of recovering the costs of relief from the beneficiaries when they are awarded their grants and arrear payment" (Department of Social Development, 2003b, p. 5). The following discussion is an elaboration of some of the problems as addressed by these documents.

## 2.2 Eligibility Criteria

To be eligible for social relief of distress, as set out in Regulation 26(1) of March 1998, one has to:

- (a) Awaiting permanent aid
- (b) Been found to be medically unfit to undertake remunerative work, for a period of less than six months
- (c) Not receiving maintenance from a person obliged to pay maintenance and proof is furnished that efforts made to trace such a person or to obtain maintenance were unsuccessful.
- (d) The breadwinner is deceased and insufficient means are available.
- (e) The breadwinner has been admitted to an institution for less than six months
- (f) The person has been admitted to an institution for less than six months.
- (g) The person has been affected by a disaster although the area of the community in which he or she lives has not yet been declared a disaster area, or by any other emergency situation.
- (h) The person is not receiving assistance from any other organisation.

In addition to the above regulation, Regulation 26(3) stipulates that assistance may be issued on approval by a senior official, if stipulations mentioned in Regulation 26(1) and (2) cause undue hardship. The circumstances of qualifying for the grant under Regulation 26 (a) to (h) are fairly specific. The shortcoming in the process is in the regulation that allows discretion by senior officials. It is virtually impossible to quantify or specify this provision, as it opens up the net for eligibility. Furthermore, to define limits could result in constitutional dilemmas.

The DoSD draft policy notes, "There are no uniform criteria for eligibility into the Social Relief of Distress programme. Currently, Social Relief of Distress is implemented in the provinces as relief to individuals who applied for grants and are awaiting the outcome of their applications. It is less frequently administered to individuals and families, who experience destitution from the loss of income through other circumstances as regulated in the Social Assistance Act No. 59 of 1992" (Department of Social Development, 2003b, p. 4).

The Guidelines document for the implementing of the Social Relief of Distress programme addresses some of these concerns in that it seeks to examine, the eligibility criteria and terminology used within the relevant Acts and Regulations. Amongst other things, the following are noted:

- In Criterion (a) the use of the terminology 'permanent aid' and 'awaiting' is addressed. The key point on 'permanent aid' is that it "excludes COIDA, UIF, private pension provisions and private insurance and RAF". Given the context and circumstances of poverty that families and households experience, the access to Social Relief of Distress (SRD), should be broadened to include other types of 'permanent aid'.

'Awaiting' permanent aid, which usually refers to the award of a government grant, does not take into account the time required to apply for the grant and for the application to be processed. Approval of the care dependency grant/disability grant is dependent on a comprehensive report from an assessment panel or an assessment by a medical practitioner. The delays may exceed the maximum period of three consecutive months, and extensions of the period by a further three months of the SRD assistance, which contradicts the overall aim of the SRD to provide temporary means of assistance to alleviate need.

Some provinces in their implementation of the SRD have also noted other restrictive aspects in the policy and its regulations. Gauteng, for example, in their SRD procedure manual, notes that the eligibility criterion "The person is not a member of a household that is already receiving social assistance" is unconstitutional and therefore took the decision not to apply this criterion for SRD in the province (Department of Social Services and Population Development, 2003). There are also problems that are related to the implementation of the program. Of particular note is the case brought against the Department of Social Welfare and Population Development in KwaZulu Natal by a beneficiary whose monthly maintenance grant was to be phased out, and there was non-payment of maintenance from the former spouse. The beneficiary, made the application for SRD on behalf of her children. The applicant was given a R160.00 food voucher and informed that SRD provision was applicable for one month only, and that the law did not make provisions for children over the age of seven years (Affidavit submitted to High Court signed 9 October 2001). The main argument in the proceedings was that the implementation of SRD was not in line with the eligibility and provision criteria as stipulated in the regulations of the Act. The outcome of the court order was that the provincial department provided the applicant with the food voucher for an additional month.

### 2.3 Processes, Procedures, and Procurement

In some provinces the application form 'prescribed' by the national DoSD is being implemented and in use at all service points. Other provinces, have devised their own application form, which is more appropriate to the particular province. In some few provinces, no particular form is filled by the applicant, only assessment reports from social workers is used for assessing the applicant. The variation in the application and implementation of the SRD Act and its Regulations, prompted the following response in a court order in the North West:

"To this end (referring<sup>1</sup> to the Respondent), it shall:

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<sup>1</sup> Respondents being - The member of the Executive Committee for Social Services, Culture, Arts and Sport in the North West Province, and the Minister of Social Development.

- Devise a training programme for the attesting officers and Social workers who process applications for social relief of distress, as well as any other staff members who advise or guide members of the public on the circumstances in which people qualify for social relief of distress and the manner of claiming it.
- Finalise national guidelines for the social relief of distress, excluding the relief envisaged in regulation 26(3).
- Finalise a national procedural manual for the social relief of distress excluding the relief envisaged in regulation 26(3).
- Finalise national guidelines and a national procedural manual for the social relief of distress envisaged by regulation 26(3)."

The court order also notes the need for the training of social security officers (and others) working with the SRD and an advocacy campaign on the SRD programme.

In provinces that utilise food vouchers or food parcels, there are numerous problems with the quotations, unwillingness of suppliers and late payment of suppliers impacting on the implementation of SRD. Provinces, depending on the circumstances, have also reviewed and revised their procurement and financial procedures.

## 2.5 Budget Analysis

According to the DoSD (Department of Social Development, Undated) the total accumulative provincial budget on SRD for the 2000/01 financial year was R30, 573 million, increasing to R32, 818 million in 2001/02, R36, 988 million in 2002/03 and R36, 692 million in 2003/04. The table below provides a breakdown for the last three financial years, with total actual expenditure for the SRD programme, and the growth rates in normal terms. It also shows that over the last three years provinces continuously under-spent their budgets on Social Relief of Distress.

Table 2: National budget allocation and total actual expenditure of SRD Financial Year

Budget and Expenditure	Financial Year			
	2000/01	2001/02	2002/03	2003/04
Total Budget	R30,573,000.00	R32,818,000.00	R36,988,000.00	R36,692,000
Total Actual Expenditure	R8,730,578.00	R9,473,481.00	R19,233,571.00	
Estimated Under Expenditure	R21,482,422.00	R13,344,519.00	R17,754,429.00	

Source: DoSD Finance Department

Provinces on average have allocated about 0,19 percent of their social security transfers budget on Social Relief of Distress. Although the Social Relief of Distress budget has increased, it had declined as a percentage of total security transfers budget as shown



in the table below.

**Table 3: Social Relief of Distress as a percentage of total social security transfers**

Province	2001/02	2002/03	2003/04
Eastern Cape	0.06	0.13	0.10
Free State	0.42	0.38	0.26
Gauteng	0.16	0.14	0.08
KwaZulu Natal	0.20	0.13	0.09
Limpopo	0.28	0.13	0.16
Mpumalanga	0.00	0.06	0.00
Northern Cape	0.23	0.50	0.42
North West	0.00	0.00	0.04
Western Cape	0.20	0.29	0.12

Source: DoSD Finance Department

Generally virtually all provinces have been grossly under-spending their budgets on Social Relief of Distress. Two exceptions are Mpumalanga in the year 2001/02, when it spent R75, 690 that was not budgeted for and Northern Cape in the year 2002/03 when it overspent its budget by R801, 803.

**Table 4: Provincial budget allocation and total actual expenditure of SRD per Financial Year**

Province	2001/02			2002/03			2003/04		
	Budget Allocated	Actual Expenditure	Deficits/ Surplus	Budget Allocated	Actual Expenditure	Deficits/ Surplus	Budget Allocated	Actual Expenditure	Deficits/ Surplus
Eastern Cape	R2, 517, 000	R1, 259, 000	R1, 258, 000	R6, 860, 000	R3, 016, 457	R3, 837, 548	R6, 898, 000		
Free State	R5, 200, 00	R658, 723	R4, 541, 277	R5, 200, 000	R 936, 745	R4, 263, 255	R5, 200, 000		
Gauteng	R3, 808, 000	R897, 000	R2, 911, 000	R3, 000, 000	R1, 115, 000	R1, 885, 000	R3, 000, 000		
KwaZulu Natal	R8, 749, 000	R3, 092, 000	R5, 657, 000	R6, 510, 000	R3, 672, 000	R2, 838, 000	R6, 510, 000		
Limpopo	R7, 529, 000	R6, 428, 000	R1, 101, 000	R5, 034, 000	R3, 825, 000	R1, 209, 000	R7, 220, 000		
Mpumalanga		R75, 690	-R75, 690	R1, 000, 000	R236, 000	R 962, 291			
Northern Cape	R1, 300, 000	R1, 259, 000	R41, 000	R3, 023, 000	R3, 825, 803	-R 802, 803	R3, 000, 000		
North West							R1, 000, 000		
Western Cape	R3, 715, 000	R1, 739, 000	R1, 976, 000	R6, 361, 000	R2, 804, 857	R3, 556, 143	R3, 864, 000		

Source: DoSD Finance Department.

## 2.6 Monitoring and Accountability

The draft policy notes "The programme is allegedly subjected to a great deal of abuse by officials because of their access to funds and a lack of effective monitoring and accountability mechanisms. To successfully implement this programme at district level and to ensure that the desired impact is achieved, effective controls and rigorous monitoring and accountability mechanisms must be implemented. Even with accountability mechanisms and a good fraud

prevention strategy, the complete elimination of fraud and corruption in the administration of Social Relief of Distress will be extremely difficult.”(Department of Social Development, 2003b,p.4)

As part of prevention of fraud, a number of documents are usually requested from applicants. The Identity Document is usually requested; although in situations where it cannot be produced other means of verifying the identity are used, for example use of traditional or other community leaders to identify an individual is common. Other documents are sometimes required as evidence of a particular condition of the applicants, which could include, marriage certificate, death certificate of a breadwinner, and school registration certificate of dependents. Social worker’s report is usually used to verify the socio-economic conditions of applicants.

### **3. Description of the Implementation of Social Relief of Distress in Different Provinces**

#### **3.1 Eastern Cape:**

##### **Decentralised to Regional offices model of Social Relief of Distress**

##### **3.1.1 Process and Procedures**

The Eastern Cape uses a decentralized system where every application is approved at a regional office. Applications are lodged in a local service point. Most people who apply for the grant are either unemployed, not eligible for any other grants, waiting for other grants to be approved, suspended from getting other grants, or people who are temporarily medically unfit to work.

A workshop was held in East London sometime last year (2003) that included line functionaries and managers of social security to formulate procedures related to the Social Relief of distress procedures. As a result of the workshop a manual was produced and distributed to all offices. Accompanying documentation is required when applying, which includes an identity document. A Social worker is then assigned to assess the home, and recommend whether the applicant falls under Social Relief of Distress category. Only after these assessments are done, the applicant formally fills an application form. The attesting officer will then submit to a verifying officer who will formally approve the application. SOCPEN (the computer software that captures all social security grants) is not used to record Social Relief of Distress because of problems experienced during data capturing

##### **3.1.2 Types of relief**

The Province gives relief in form of food parcels. This, officials claim, was because of unsuccessfully trying other options. The officials found that cash was misused by recipients, being used for other purposes than those, which the grant was intended for. Officials had serious problems implementing the voucher system. First most suppliers were reluctant to do the tender for government because of delays experienced with government payment systems. Many suppliers complain that it takes too long for the Provincial Government to pay suppliers after they have made a claim. Secondly, in some parts of the province, there is difficulty in finding suppliers, as most are informal and not registered, therefore not eligible for government contracts. The government buys in bulk and distributes through non-governmental Organisations like the South African Council of Churches and through traditional leadership. Food parcels are sent to beneficiaries with a standard list of items that are contained in the parcel. The food parcels vary in value from R160 to R700 for three months.

### **3.1.3 Budget and monitoring**

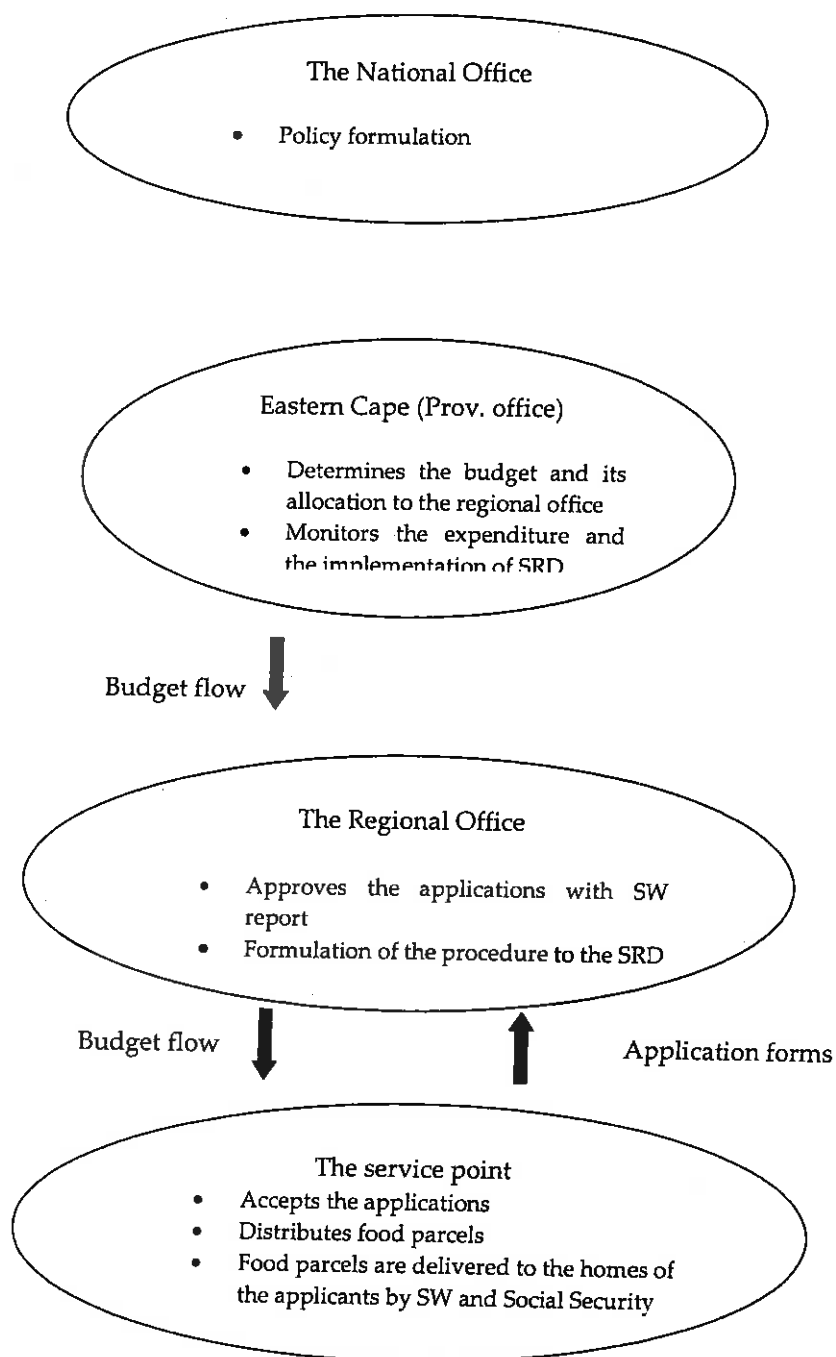
The budget was drawn by adjusting the previous budget allocation to allow for inflation. The expenditure is monitored by monthly statements on expenditure patterns, which are monitored by the treasury according to a spokesperson for the treasury.

Expenditure on Social Relief of Distress has been very slow, and a letter notifying the department about this has been sent by the treasury department. Statistics on the use of the Social Relief Distress Fund have not been kept so far.

### **3.1.4 Beneficiaries**

Some of the beneficiaries interviewed (n=6) were suspended from other grants after being wrongly identified as deceased. Many of these beneficiaries received the social relief of distress grant long after their grant was suspended, some after a year without any support. One beneficiary reported that some of the items she was told would be in the food parcels were missing. Generally, many beneficiaries thought that line functionaries were helpful and friendly. Eastern Cape applicants walk a distance of 10-20 minutes for those in urban areas, but in rural areas applicants walk for about an hour and a half to reach the service point where they can apply for SRD. Some wait up to six months after they have applied for Social Relief of Distress to get assistance.

**Table 5: Schematic presentation of SRD administration in Eastern Cape**



### **3.2 Free State:**

#### **Decentralised to Regional offices model of Social Relief of Distress**

In the Free State, the provincial department is a decentralized model of service delivery that has five district offices. The provincial department is responsible for the planning of policy and the determination of the budget allocations to the district offices. The implementation and distribution of SRD takes place at the district level. Two managers and three line functionaries participated in the research.

The Free State DoSD report on SRD, comments that "social relief of distress as administered in terms of the Social Assistance Act, 59 of 1992 has been under-utilised as a result of restrictive policy and procurement" (Department of Social Development-Free State Provincial Government, 2002, p.1).

#### **3.2.1 Process and Procedures**

In the Free State, manuals have been developed for the implementation of SRD. The manual also provides a detailed annexure of the 'prescribed' forms and documents that need to be utilised for applications for SRD, for the social worker report, copies of the social relief packages etc. Both the line functionaries report that they have received training on the procedures and guidelines for SRD, and that they have access to the manuals. The provincial manager for the SRD noted that as part of his role, he does hold workshops with staff, especially if there have been new developments for the SRD programme.

The Free State DoSD report on SRD, comments that "the major problem lies with the lack of proper identity documents for children and some of the destitute adults, and as result this restricts their access to social distress" (Department of Social Development - Free State Provincial Government, 2002, p.4). Lack of relevant documentation may deny, in the case of foster and child support grants, the child access to basic nutrition, thereby contravening the constitutional rights of a child to basic nutrition. Without proper or relevant documentation the child cannot access SRD. The same would apply to the delay in compiling assessment and social worker reports.

In the province a register of the beneficiaries of SRD is kept, and this information is captured on the SOCPEN system. However, with the information on SOCPEN, SRD may not be up-to-date in that there are regular problems with the system being offline or down.

### **3.2.2 Payment Method**

In the Free State food vouchers are distributed to SRD beneficiaries. There are three types of packages, which can be issued:

Standard [package one] consists of food items that can be purchased for the value of R400.00, and provides for a family of six people per month. Supplementary [package two], which is a high nutrition fortified diet, to the value of R100.00. It provides for one person per month. Special Pediatric Diet [package three], valued at R120.00, and it provides for one child between the ages of 0 to 3 years for one month.

The supplier is provided with a list of food items and the quantity, which can be purchased using the above vouchers. A note in the Free State Procedure Manual is that "more than one family member may qualify for the social relief of distress food package within the same family if s/he meets the criteria as prescribed in the Act and Regulations" (p.4).

### **3.2.3 Methods of informing potential applicants**

In the province there is a communication strategy around SRD and other relief programmes. The social security officers and communication officers regularly inform communities about the grants, criteria etc. It was found that within communities, people delegated as councilors, that is they are not political appointees but rather members of the community, have the responsibility of informing the community about grants etc. These councilors work with the communication and social security officers; they also write letters of recommendation for applicants who are in need of SRD or other social assistances. Mention is made by the managers of the community organisations that refer SRD cases to the provincial offices.

### **3.2.4 Eligibility Criteria**

In the Free State the Social Assistance Act and regulations are used as a guideline to determine eligibility for SRD. Findings from the questionnaire show that only one of the two line functionaries had some idea on the criteria for eligibility, that is, the awaiting permanent aid, disaster situation and where the breadwinner is deceased. In terms of assessing eligibility, mention is made of the use of social worker reports and the report from the attesting officer.

### **3.2.5 Procurement Challenges and Solutions**

In the Free State, previously the procurement tender was awarded to one supplier per town, and was based on a quotation basis system. Quotes for the procurement of food parcels were received from three suppliers, with preference for awarding tenders to HDI's (historically disadvantaged individuals), and the cheapest as well most reliable quotations (Department of Social Development-Free State Provincial Government, 2002).

With regard to the quotation problems, the Free State report on SRD notes, "In some towns there are no reliable suppliers to provide the service" (Department of Social Development-Free State Provincial Government, 2002, p.4), and where possible suppliers from the larger towns assisted. "Furthermore, suppliers are under no obligation to give a quotation. This is hampering service delivery especially in smaller towns as district offices are left at the mercy of those few suppliers who are willing to provide a service" (ibid).

Unwillingness of suppliers, stems from their dissatisfaction with ad hoc requests for the provision of food packages for a few individuals. "Most HDIs are merely individuals who do not keep stock at their premises. They find it unprofitable to render a service for only one person at a time" (ibid, p.5), preferring instead to supply to at least ten individuals at a time. This is problematic, "because different individuals or families apply for social relief at different times as dictated by their circumstances" (ibid). The most affected by the late payment are the small suppliers as they are dependent on cash payments to purchase the required stock for social relief. Late payments result in them encountering cash flow problems thereby impacting on their service delivery capacity.

The Free State has developed a procurement and financial procedure manual, providing detailed guidelines on dealing with different areas of the processes and procedures, as well as contact details of provincial staff responsible for the different areas. It also highlights the legislative framework for administering of SRD, that is the Public Finance Management Act, Treasury regulations, procurement policies and the departments financial procedures and delegations.

### **3.2.6 Budgeting**

The provincial budget is distributed to each district, and each district is responsible for that budget. Over and under- expenditures in the budget are discussed at the monthly Financial Committee meetings. Districts offices also have monthly meetings, which include the Social worker and admin support staff. The monthly expenditure of SRD is monitored via the use of a commitment register. Each district office completes this form, noting how much has been spent and how much of the allocated budget is left. The Free State province does implement the recovery of SRD from beneficiaries who are awaiting permanent aid.

### **3.2.7 Monitoring and Accountability**

The province has developed a number of manuals and implemented forms to be able to monitor expenditure of the SRD budget. Aspects, which are monitored include, delivery of food rations, payment of suppliers, and cases of fraud and corruption that are to be reported to the relevant department officers. Statistics on spending and the distribution of food rations are requested on a monthly basis, and District Heads of Social Security forward this to the provincial office.



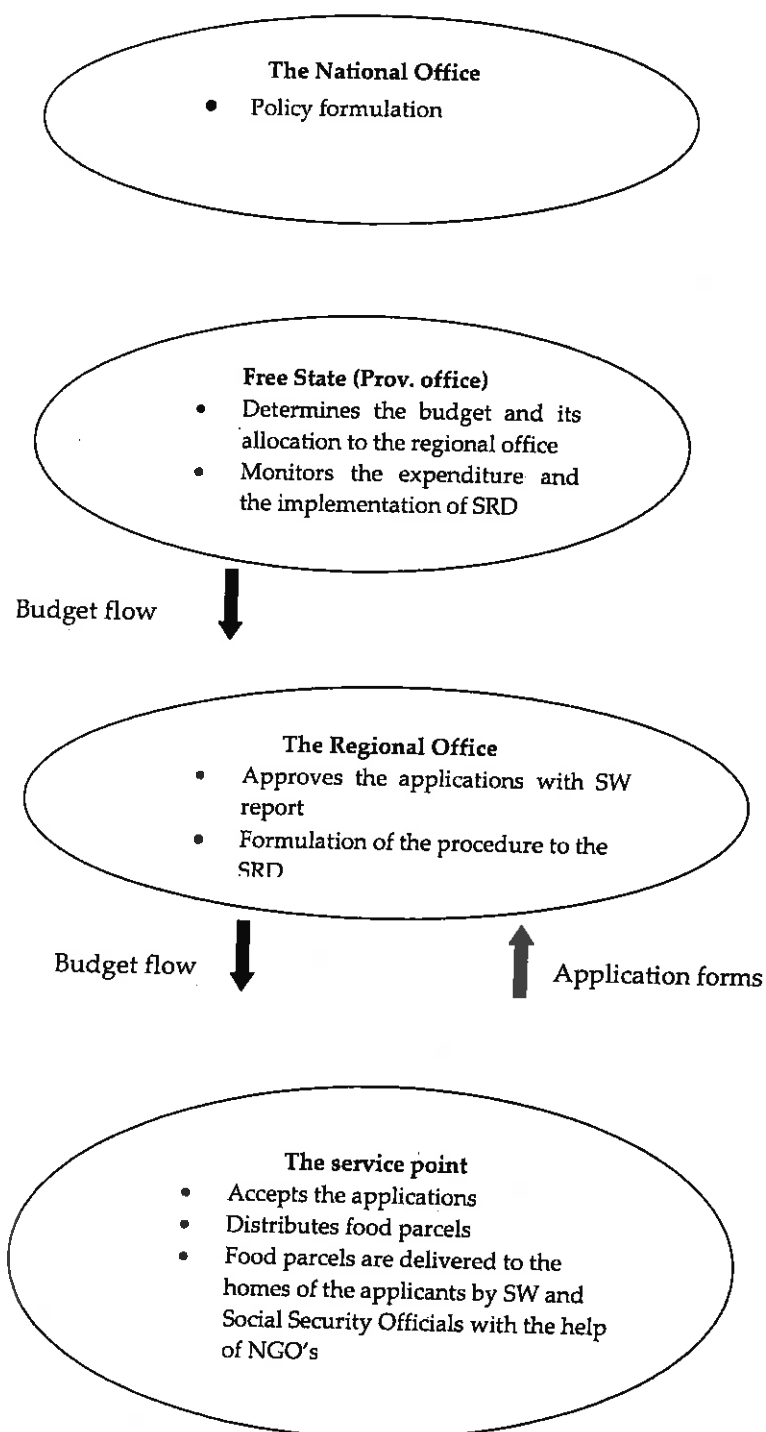
### **3.2.8 Beneficiaries**

A total of ten interviews were undertaken in Free State, five in Bloemfontein and the other five in Botshebelo. The majority (n= 7) of beneficiaries interviewed reported that they heard about the SRD programme from family, friends or the media. The social security officer informed three beneficiaries about SRD. The three were awaiting permanent aid.

Most of the beneficiaries were given some information on the SRD criteria, two of the beneficiaries reported that they were not informed about the criteria. Beneficiaries commented that they were not informed about how many payments they would receive, and wondered why some beneficiaries received more than one payment.

Most beneficiaries applied for SRD for themselves and their families. In most cases there were no sources of income for the family.

**Table 6: Schematic presentation of SRD administration in Free State**



### **3.3 Gauteng:**

#### **Decentralised to Regional offices model of Social Relief of Distress**

In Gauteng, the provincial department follows a decentralised model of service delivery, in that the five regions have control over their budget and the implementation of the SRD programme. Similarly to the Free State, Gauteng province has undertaken an intensive investigation into the application and implementation of SRD in the province. The current system of SRD in the province is based on the findings and recommendations made in the study. A total of six managers and two line functionaries participated in the research.

#### **3.3.1 Process and Procedure**

The Province has developed a very detailed procedure manual that has been used as the model for the DoSD procedure manual. The province has developed a number of forms, which it uses in combination with the 'prescribed' national DoSD SRD forms. The two line functionaries interviewed, reported that they have received training on the guidelines and procedures for the implementation of SRD, and that they have access to the manuals.

In addition to this, financial procedures have been implemented and documented for the application of SRD. Areas covered in the document include monitoring of the number of vouchers and the process for allocating a voucher for payment of the supplier. Checks are required for the voucher issue number, the receipt and voucher amounts etc.

All information on the SRD is captured manually as well as on the SOCPEN system.

#### **3.3.2 Types of Relief and Eligibility Criteria**

The Social Assistance Act No. 59 of 1992 and its regulations are used in the application and implementation of SRD in the province. The province has broadened the eligibility criteria, to assist children who are awaiting permanent placement, that is the temporary caregiver is provided with SRD for the child until the permanent placement is finalized. SRD assistance is also being used to provide assistance to child-headed (orphan-headed) households in the province.

Gauteng, in their SRD procedure manual, notes that the eligibility criteria "The person is not a member of a household that is already receiving social assistance" is unconstitutional and therefore took the decision not to apply this criteria for SRD in the province (Department of Social Services and Population Development, 2003).

Applications for SRD are received either through referrals from non-government Organisations working in the province, referrals from Social workers or other departmental heads or applicants who come to the social security officer seeking aid. Applicants undergo initial screening. If they qualify for SRD and have the relevant documentation with them, then the SRD application is verified and processed immediately. The beneficiary receives the food

voucher on the same day of application. In other instances, the applicant may be referred to the Social worker. The Social worker will investigate the home circumstances and make the relevant recommendations. The two line functionaries interviewed have a clear understanding of the criteria for SRD eligibility, and the importance of immediate processing of applications.

In the province very few applications are made by those awaiting permanent aid, in that provincial managers have created indicators/benchmarks for service delivery of social grants - an application should not take more than 3 months to process.

### **3.3.3 Payment Method**

In Gauteng SRD buying vouchers are issued and the value has been set at R160.00 per month for a child, keeping in line with the regulation that it should not exceed the maximum child support grant of R160.00 and for adults R300.00 per month in respect of each adult (effective as of October 2001). The buying voucher stipulates that no cigarettes or alcohol may be purchased, and that in the case of being issued for babies or diabetics, notes on such dietary needs have to be made on the voucher.

### **3.3.4 Budget and Repayment**

The provincial office determines the provinces SRD budget. The budget allocation is done according to the different grant types and then by region. Within each region the budget allocation is then distributed by grant type.

### **3.3.5 Monitoring and Accountability**

In addition to the administration and financial procedures and process manuals for implementing SRD, the province has implemented a number of measures to reduce the problems of fraud and over-expenditure.

The SOCPEN data, as well as other management information systems are being utilised to monitor the expenditure in the various regions. In regions where there were over-expenditures, investigations were undertaken. Cases of fraud that were detected were investigated. To curb fraud the department has requested that regional offices conduct regular audits of the manual and electronic records for SRD and other grants.

A problem that was raised during the interview with provincial managers is that of applicants from outside of Gauteng accessing grants within Gauteng. The applicants provide addresses that are in Gauteng, but in investigating the patterns of receipt of grants irregularities were noted. A list from SOCPEN of grant beneficiaries who were not claiming their grants on a regular basis was generated. Door-to door visits (to approximately 6 000 beneficiaries) were

undertaken to verify residential status. The SRD programme has been audited for residential verification. More emphasis is being placed on permanent aid.

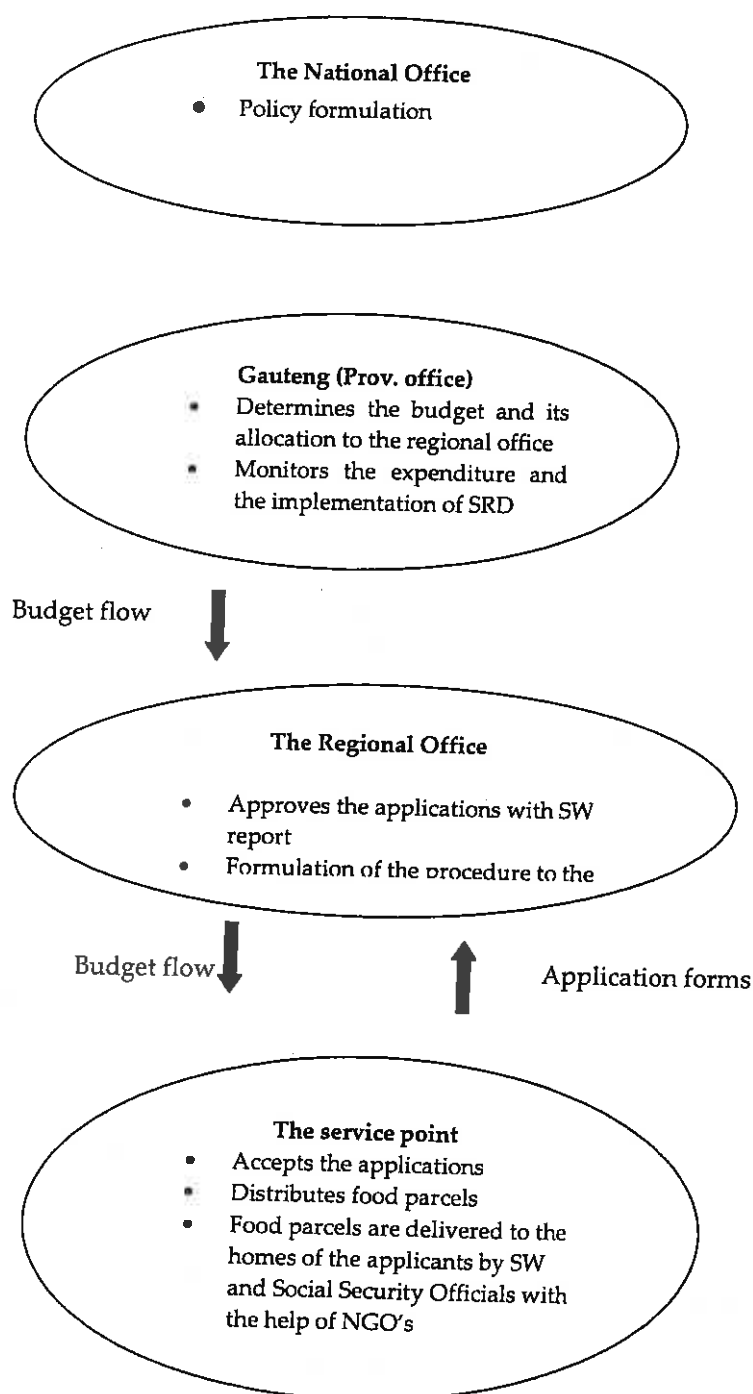
### **3.3.6 Beneficiaries**

In Gauteng five beneficiaries were interviewed in Katlehong and one in Kagiso. A sample of ten beneficiaries was drawn for Kagiso but only one beneficiary was at home.

Four of the beneficiaries heard about SRD from the social worker they went to, and the other two from friends or family. Three beneficiaries applied because they have no source of income, two beneficiaries were awaiting permanent aid, and a sixth beneficiary's grant was suspended. In the latter case, the procurator had passed away, and the department assumed the beneficiary had passed away, and therefore discontinued the grant.

All the applicants report that they received the food voucher on the day that they applied for SRD. Four of the beneficiaries report that the SRD criteria and process was explained to them.

**Table 6: Schematic presentation of SRD administration in Gauteng**



### **3.4 KwaZulu Natal:**

#### **Decentralised to Service points model of Social Relief of Distress**

In KwaZulu Natal, the provincial department (Department of Social Welfare and Population Development) is a decentralized model of service delivery that has seventy district offices. The provincial department makes the decisions on budget allocations and monitors the spending of the budget, as well as the implementation of SRD in the districts. A total of five managers, and three line functionaries were interviewed.

##### **3.4.1 Process and Procedures**

Two of the three line functionaries reported that they had received training on the procedures and guidelines for SRD. All three have access to the manual for implementing SRD, noting that they did not have any difficulties with understanding the manual. All three have a fairly good understanding of the process for the application of SRD, the documentation an applicant needs to provide them, and the screening processes that need to take place. According to the SRD managers, the staff undergoes regular training on the processes and procedures.

In the province a register of the beneficiaries of SRD is kept, and this information is captured on the SOCPEN system. However, with the information on SOCPEN, SRD may not be up-to-date in that there are regular problems with the system being offline or down.

##### **3.4.2 Types of Relief**

The implementation of SRD, in the province, is in accordance to the Social Assistance Act No. 59 of 1992, and its regulations. The provincial SRD procedure manual (Social Security Circular No 09 of 2002), explains that there are two types of social relief of distress assistance, namely poor relief and distress relief, which are implemented in the province. The manual draws a distinction between the two forms, "Poor relief refers to temporary material assistance given to families who cannot meet their own primary needs", and "Distress relief to assistance given in times of natural disasters, such as floods, fires or any other emergency situations" (Social Security Circular No 09 of 2002).

##### **3.4.3 Eligibility Criteria**

While the criteria for determining eligibility for SRD is in accordance to the Act and the regulations, some of the criteria or basic principles for poor relief differ. The basic principle being that poor relief should be the last option of assistance an individual seeks – assistance should be sought from the community, other state departments, NGO's and district/ local councils. Like in the case of SRD, poor relief is a temporary measure designed to assist in situations of crisis.

Poor relief is issued for a period of one month only, and cases for re-issues have to be reviewed. Poor relief may not be issued for a total period exceeding 3 consecutive months. Only in exceptional cases is assistance continued, and this is subject to the social workers investigation or the submission of a report by an authorised department official or an affidavit from the client. No beneficiary may receive poor relief for a period exceeding six months in any financial year.

Findings from the questionnaires completed by the line functionaries indicate that line functionaries are not familiar with all the criteria of eligibility for SRD. The most common criteria of eligibility cited is that of persons awaiting permanent aid, persons awaiting the outcome of their grant appeal and persons affected by some disaster or distress. The Department of Social Welfare and Population Development's provincial social security manager mentioned the issue of chronic unemployment in the province, noting that in such cases a once off SRD payment may be considered. Mention is made by the manager and line functionaries of the social worker report as a means of assessing SRD

A point raised by line functionaries was that of the period that applicants await grant approval. The comment here is that this process needs to be fast tracked. Applicants should not have to wait such long periods to hear if their applications have been approved or not.

#### **3.4.4 Payment Method**

The amount for SRD for the province is R180.00 per month per adult to a maximum of two adults, and R130.00 per month per child to a maximum of two children. Each beneficiary was able to purchase food with the voucher from an approved supplier. District offices determine and approve the supplier.

A common comment from the beneficiaries was that they were given only one voucher when most of them are still awaiting their grants, and that those who were to receive more than one voucher, have been unsuccessful in claiming the voucher from the relevant office. The district offices told them that no vouchers were being distributed, as the department had not paid the wholesaler/ supplier.

#### **3.4.5 Budgeting and Recovery**

The managers indicated that historical data or trends are used to determine the budget and ascertain projections for the budget. No set mathematical or financial formula is used in regard to the projecting of SRD expenditure and budget allocation in the province. However the managers did note that the province has had under-spending in the SRD budget, and that in some district offices overspending has occurred. In such instances of overspending, districts can apply for additional allocations, and these are approved by the designated official at the provincial office.



The key challenge managers and line functionaries note is the manual process of recovery. They would prefer to see an electronic recovery done via SOCPEN. Similar comments were reported by the officials from the Department of Finance. The manual recovery has been an expensive logistical and administrative exercise in the province.

#### **3.4.6 Monitoring and Accountability**

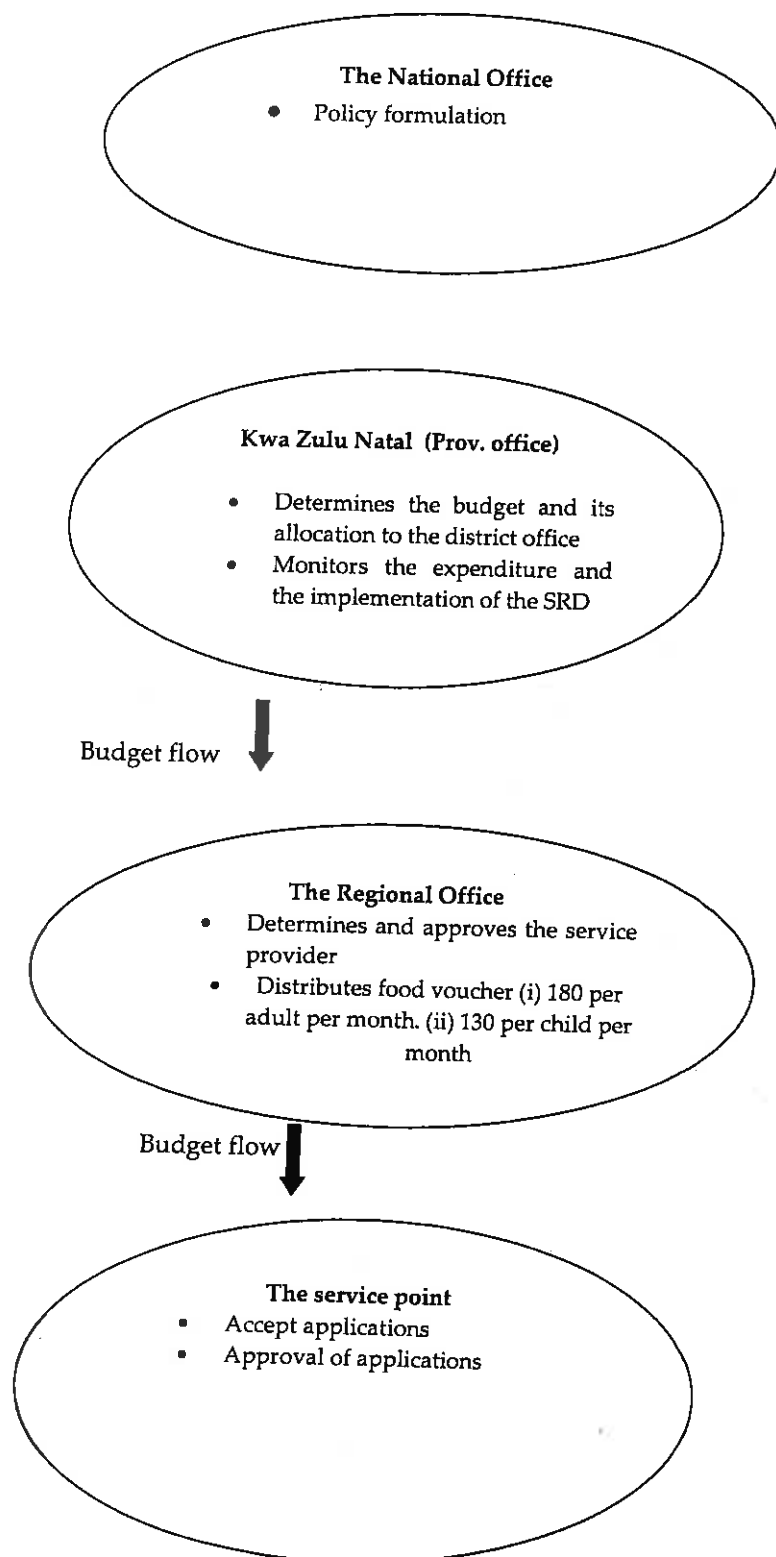
The relevant departments are doing monitoring of the SRD expenditure in the province and its recovery. District offices are requested to forward to the provincial offices information on the number of SRD beneficiaries. With regard to monitoring mechanisms, there does not seem to be additional guidelines to reduce or detect cases of fraud by beneficiaries, suppliers or officials in the SRD programme for the province.

#### **3.4.7 Beneficiaries**

The main reasons beneficiaries gave for applying for SRD are as follows: Two of the beneficiaries received SRD as a once off payment, after hearing from the Provincial Minister of Social Welfare and Population Development about the programme. The Minister provided letters for the beneficiaries to give to the social security officers. Both respondents had been waiting for their grant (disability) application outcome, the one for two years and the other for three years. They each received an amount of R180.00 each. Three of the beneficiaries, who were awaiting permanent aid, applied for SRD. They heard about it from people who were in the queue at the provincial DoSD office.

Four of the six beneficiaries commented that the criteria for eligibility for SRD were never explained to them by the social security officers, while one said that the criteria was explained to him by the official at the Department of Labour, who had also been the person who told him of the SRD programme. Only one beneficiary reported that the social security officials explained the eligibility criteria.

**Table 6: Schematic presentation of SRD administration in KwaZulu Natal**



### **3.5 Limpopo:**

#### **Decentralised to Regional offices model of Social Relief of Distress**

In Limpopo, the provincial department follows a decentralized model of service delivery in that the 66-regional district offices have control over their budget and the implementation of the SRD programme. A total of 5 line managers and 1 line functionary participated in the research.

##### **3.5.1 Process and Procedure**

In Limpopo, the one line functionary that answered the questionnaire did not complete it, because the Social worker rather than social security officers deals with the SRD applications. The process and procedure for the application of SRD are different in Limpopo, in that the Social worker makes a recommendation for a client to receive SRD. The social security officer uses the recommendations in the Social worker report to procure the food parcel. The social security officer processes the SRD application with the finance section and notifies the Social worker when a beneficiary's food parcel is available. The Social worker arranges for the delivery of the food parcels.

There is no interface between the social security officers and the SRD application. Information on the SRD beneficiaries is not captured on SOCPEN. The district offices keep manual registers of beneficiaries who have received poor relief, or unemployment relief, and the number of pauper burials.

##### **3.5.2 Types of Relief and Eligibility Criteria**

In the Limpopo, social relief is provided to two categories of people, those awaiting permanent aid and as poor relief. In the implementation and application of SRD to persons awaiting permanent aid, the Social Assistance Act and Regulation are used as guiding principles. While this option of receiving SRD is given to those awaiting permanent aid, the provincial managers report that applicants seldom exercise this option because of the recovery aspect.

With regard to poor relief, the provincial Department of Health and Welfare took the decision to pool together the financial resources from all relief programmes and provide food parcels to the beneficiaries. The province identified poverty nodal points; emphasis is placed on the rural poor. Applications for poor relief is determined by the Social worker's report.

In the Sheshego (Capricorn) district for Limpopo, SRD funds were being used to assist with 'pauper' burials. In these instances. The district office is requested to assist, not that there is no family or relatives to assist with the burial, but people are unable to meet the costs for burials. Based on the register provided to the research team, the Capricorn district provided SRD assistance for about 25 pauper burials in 2001, 34 in 2002 and 53 in 2003.

### **3.5.3 Payment Method**

In pooling together the provincial relief funds, the Department of Health and Welfare established a single contract with a supplier that would enable food parcels to be available. The contract agreement between the Department of Health and Welfare and the supplier, notes that "an amount of R495.00 for the first year and R515.00 for the second year respectively" has been approved for the period 1 April 2003 to 31 of March 2005" (Department of Health and Welfare, 2003). The supplier is given a standard list of items (and necessary alternatives) that should be contained in a food parcel and these are distributed across all relief programmes including the SRD programme. The contents of the food parcel have been listed for the supplier - with a note on the special dietary needs for persons with diabetes, hypertension, obesity, gout and coronary heart disease.

### **3.5.4 Procurement Challenges and Solutions**

Like with the Free State, the Limpopo province has also had a number of challenges with the procurement process, specifically on obtaining three quotes for each payment and the supplier's delivery capacity. The department in 2003 contracted a single supplier who caters to all the relief programmes.

### **3.5.5 Budget and Repayment**

The budget for SRD is allocated based on number of beneficiaries that have received SRD, and the commitment register is used to determine the budget allocation. No mathematic or economic formula are used to determine the amount that is to be allocated, rather preference is given to main social grants and the amount remaining is then taken to be for SRD. In Limpopo, the provincial office took the decision not to recover the SRD.

### **3.5.6 Monitoring and Accountability**

The commitment register serves as the main form of monitoring the actual expenditure on SRD in the province.

### **3.5.7 Beneficiaries**

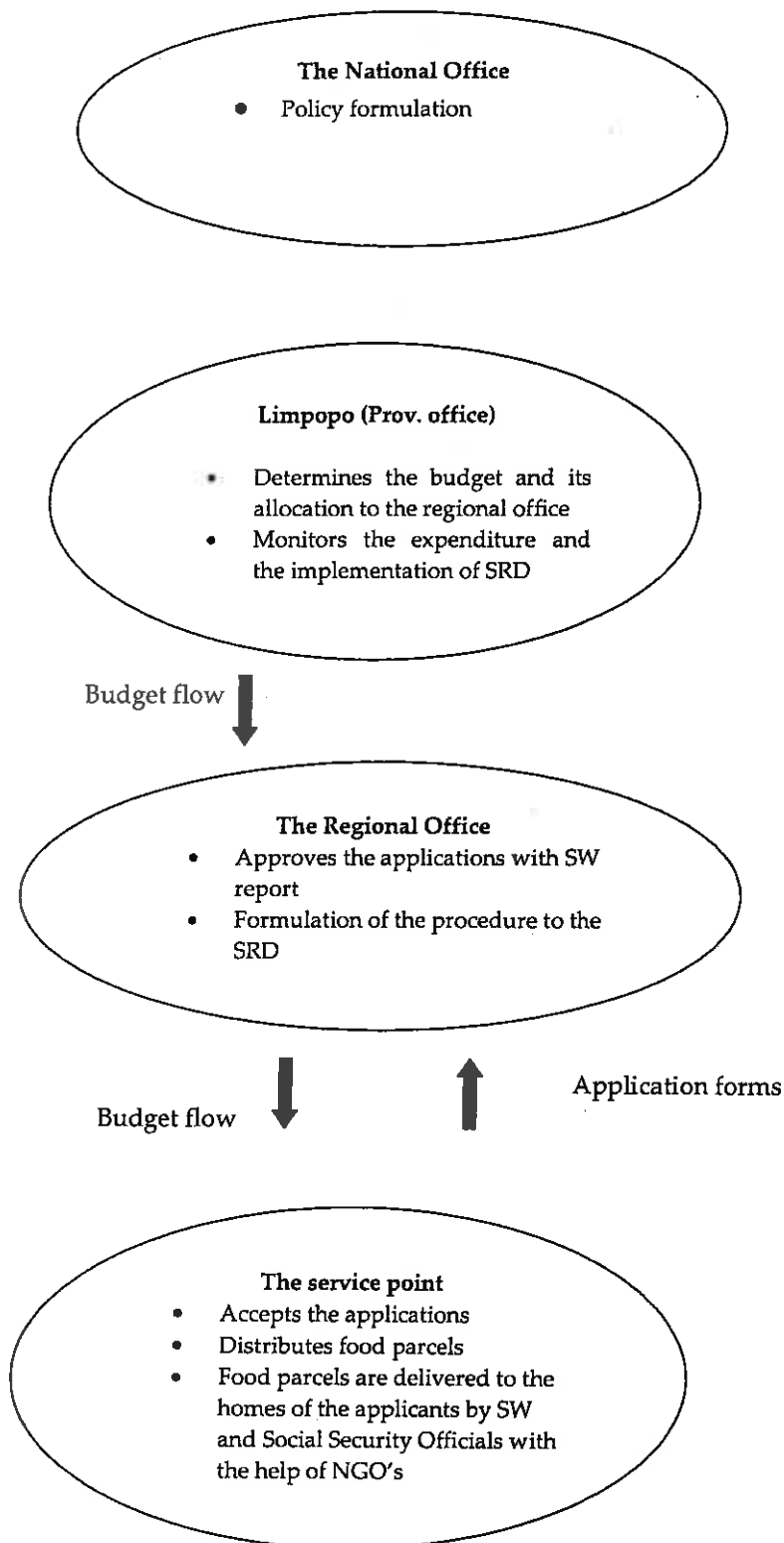
The beneficiaries report that they heard about the SRD programme from friends or family (n=2) and from the social worker (n=2), home based workers (n=2) and at a community meeting (n=2). Only one beneficiary reported that she applied for SRD for herself, and the remaining (n=7) applied for their family and children.

The main reason the beneficiaries gave for applying for SRD is that they are poor and unable to provide for themselves (n=7), while one person applied because he/she was awaiting

permanent aid (foster care grant). Only one of the beneficiaries reported that the SRD eligibility criteria` were explained to him by the Social worker that assisted him. Five of the beneficiaries report that they did receive information on the SRD process and the remaining did not.

Fieldwork, in the Sekhukhune District, indicated that some beneficiaries, who had received SRD, and later food parcels from either the Poverty Relief or National Food Emergency Scheme (NFES) programme, were not able to, in their interviews, distinguish between the different programmes that provided them with their assistance. In one instance the interview had to be discontinued as the beneficiary was unable to answer the in-depth questions on SRD. This may be the reason why beneficiaries raised questions about the criteria that are used to determine the number of payments a person would be allocated, and why the second and third payments they were told they would receive did not arrive.

**Table 6: Schematic presentation of SRD administration in Limpopo**



### **3.6 Mpumalanga:**

#### **Decentralised to Regional offices model of Social Relief of Distress**

Social Relief of Distress in this province is conducted by the Social Welfare section. This is planned to change as from next financial year, when the operation will be conducted from the Social Security Section. Up to now the duty of Social Security office is to provide necessary finance. The relief is supplied from Social Work offices. Social workers screen clients that have come for general social work advise and decide which cases must get food parcels. Lack of income, disaster and delays in the payment of grants are the main reasons for Social workers recommending the grant. No formal form is filled by the applicant. The Social worker's recommendation is sent to the Regional Office for final approval. Delays in the approval are the major problem. None of the interviewed beneficiaries waited for less than a month before getting the food parcels, and in one case a beneficiary waited for eight months and as one Social worker commented *"I no longer recommend my clients for food parcels, because it takes so long for them to receive one, long after the disastrous situation has come and gone"*

##### **3.6.1 Process and Procedures**

No formal application forms are filled. After Social workers have identified an individual as deserving of Social Relief of Distress, an arrangement is made to assess his or her homestead. Thereafter a report and recommendation is sent to the regional office for approval.

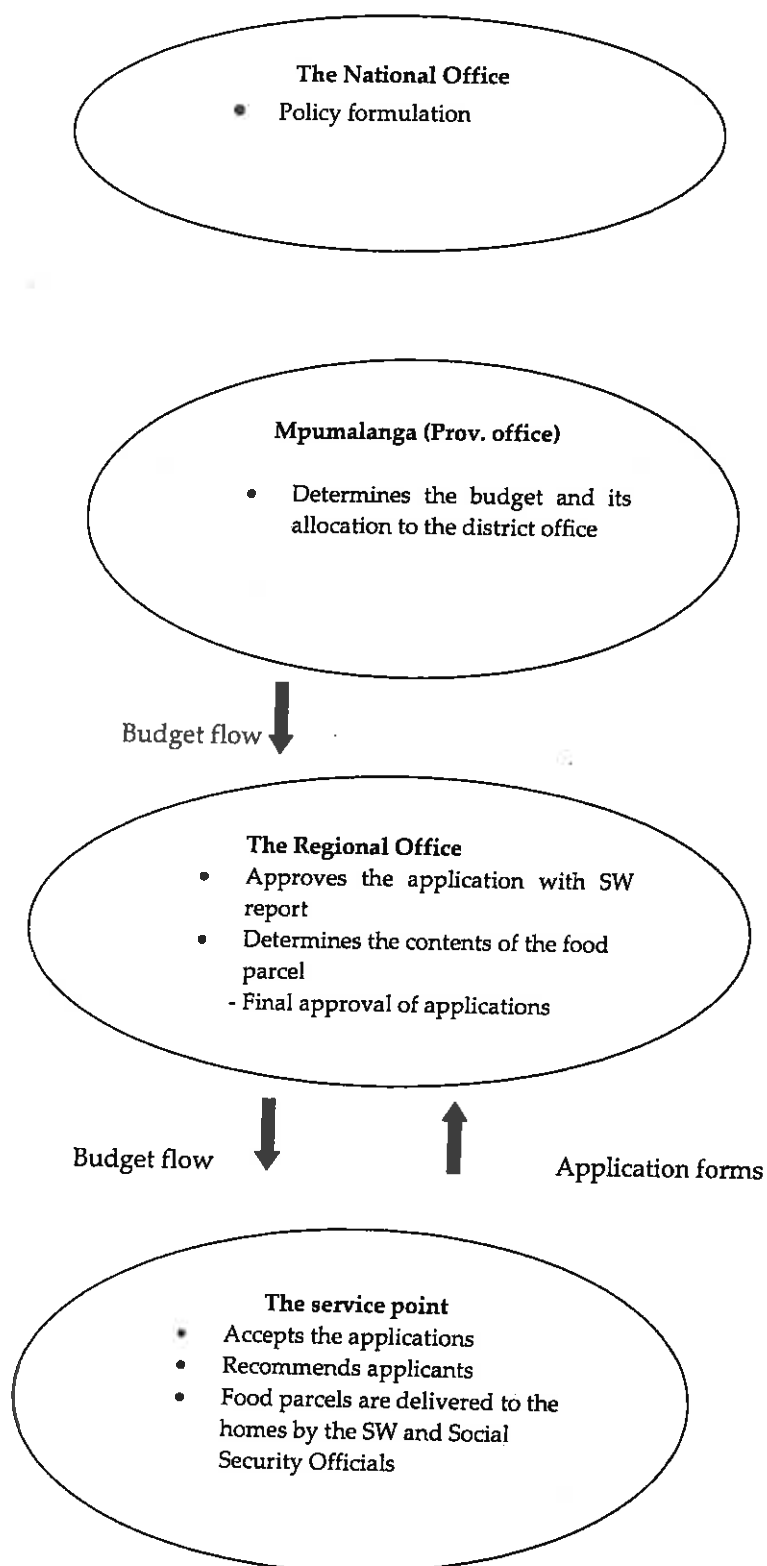
##### **3.6.2 Monitoring**

The main responsibility of Social Security has been to supply money to the social work division that administers the grant. The main monitoring is to assess expenditure patterns. Recently the Social Security division has noticed slow expenditure in Social Relief of Distress funds. They recommended decentralisation of the system, so as to speed delivery.

##### **3.6.3 Beneficiaries**

Beneficiaries interviewed obtained the grant either as a result of disaster that struck their household (n=6) or were referred to the Social Relief of Distress when enquiring about progress in applying for other grants (n=4). Most beneficiaries were referred to the social work office by members of the community, when they were experiencing problems, which in turn referred them to social relief of distress. The food parcels they received were of help in spite of long delays they were subjected to.

**Table 7: Schematic presentation of SRD administration in Mpumalanga**





### **3.7 North West:**

#### **Centralised to Provincial office model of Social Relief of Distress**

##### **3.7.1 Process and Procedures**

North West follows a centralised system where a programme manager approves every application at the provincial office. Two officials from each regional office were sent for training on Social Relief of Distress procedures. All three line functionaries interviewed reported that they were trained and have access to manuals. An application is lodged at a Social Security Service Point. Basic documents are requested from the applicant including an identity document with supplementary documents that authenticate the particular circumstance of the applicant (such as death certificate, birth certificate etc). No receipt is given to the applicant. The Provincial Office has developed a Social Relief of Distress procedure manual. The trained officers who accept the applications seem to be friendly and are able to process applications without undue delays to applicants, as all Social Grant applicants interviewed have attested. The forms are then sent to the provincial offices at least once a week (usually Fridays) for final approval.

##### **3.7.2 Eligibility Criteria**

North West has two types of applications.

The first type of application does not require a Social Work report, and is usually related to delays in payment of another grant. The Social Security Management claims that these are exceptions, because of a standing policy of attending to delays speedily, and therefore avoiding "spillover" of beneficiaries of other grants to Social Relief of Distress.

The second, far more common, type of application does require a Social Work report. Most applicants of the second type are unemployed and do not qualify for any other grant. They may have suddenly lost income, due to loss of a job or death of a breadwinner. Each of these cases is verified by a Social worker, but according to the Social Security Manager, there is a poor relationship between the unit and social workers, which they think are not co-operating well with them.

##### **3.7.3 Payment Method**

The grant is given in the form of cash, usually an amount of R700 per month for three months. This amount is usually paid through the payment system used for other grants. This means that the applicant have to wait until the next monthly payment date of other grants after the approval of the application. Cash payment is preferred because of its flexibility in allowing the recipient to spend on his/her real needs. The downside of the system is that it results in delays, as beneficiaries must wait for the next cycle of payment to get relief. SOCPEN system does not work well for the Social Relief of Distress system, as officials experience problems when entering Social Relief of Distress information on the system making monitoring of the system problematic. Social Security Officers have been instructed to send statistics of applicants

monthly but this does not happen. The department reports that further attempts will be made to make sure statistics are sent to the provincial office.

#### **3.7.4 Monitoring and Accountability**

The provincial office reconciles payments of Social Relief of Distress against applications approved for the month. The Social Security Officials use volunteers who are paid a stipend to check whether recipients use the money appropriately. This is done by interviewing members of the homestead and neighbours. No one has ever been suspended from receiving the grant because of being found to misuse the grant. In cases where a beneficiary is suspected to misuse the grant, volunteers are sent to educate the person on proper use.

#### **3.7.5 Methods of informing potential applicants**

The Provincial Social Security Official claims that they have embarked in recent months on a massive public relation exercise to inform the public about the grant: -

- Training Social Security Officials to identify and inform individuals who deserve such grants.
- Radio shows once a week (Wednesdays) that explains about government grants. Since September 2003, special attention has been given to Social Relief of Distress.
- Stickers and publicity materials that are distributed by the Social Relief of Distress Officials.
- The Member of Executive Council (MEC) responsible for Social Welfare has included Social Relief of Distress as an item during "Imbizos" conducted throughout the Province.
- Appointment of volunteers from the community, who are paid a stipend in order to identify people who need this grant.

#### **3.7.6 Budget and Monitoring**

Two Million Rand was budgeted for the year 2004/5 financial year. The previous year's amount was taken as a base and the expected devastating effect of HIV/Aids was factored in when arriving at the estimate. Monthly reconciliation of Social Relief of Distress payments against approved applications is done every month.

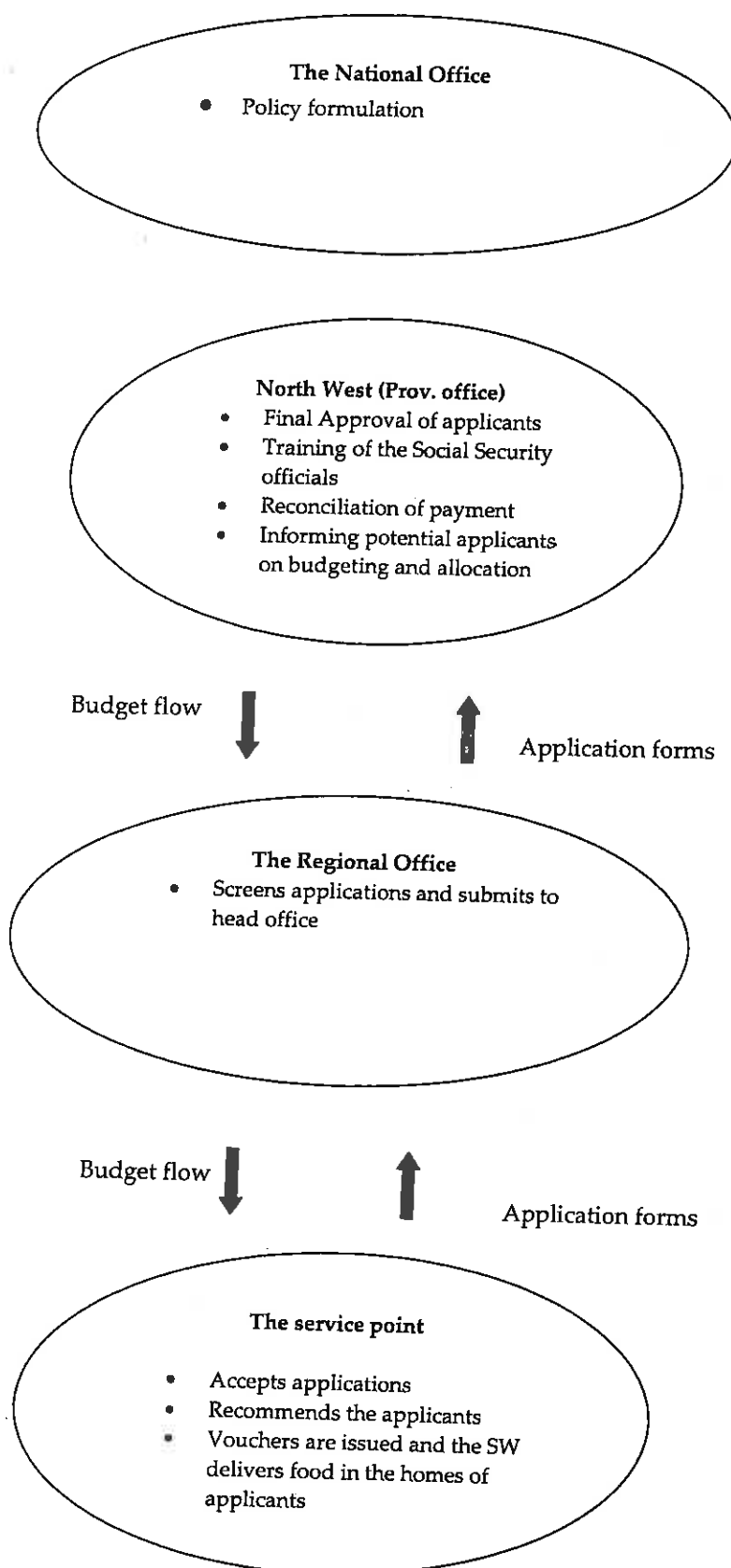
#### **3.7.7 Major flaws in the system**

Most officials identified the slowness of the process as a major flaw in the system, although none could offer solutions to this problem.

### **3.7.8 Beneficiaries**

Most beneficiaries heard about the programme from a circle of friends, neighbors, church members etc. Most applicants (n=7) received the information through church related networks. The reasons for application were for varied reasons including loss of a breadwinner and hospitalization without income. The money beneficiaries received varies between individuals, within the range of R500-R700 a month for a period of three months. One beneficiary received a lump sum of R2 100 after a political party made a recommendation to the Social Security Office.

**Table 8: Schematic presentation of SRD administration in North West**



### **3.8 Northern Cape:**

#### **Decentralised to Regional offices model of Social Relief of Distress**

##### **3.8.1 Process and procedures**

Applicants are processed in different service point. Social workers process applications and do necessary investigations to verify applications. An assessment is done through observation and consulting neighbours and community based Organisations. A call line has been opened which notifies the department about disasters. When there is such a call, a Social worker is sent to investigate, and identify potential recipients of Social Relief of Distress. Publicity of the grant is done through "Imbizos", and through booklets informing about government grants. A provincially produced manual is used for procedures. Some of the documents required include identity documents, proof of unemployment, marriage status and Social Work reports.

##### **3.8.2 Monitoring of Social Relief of Distress**

Financial monitoring of expenditures is done on a monthly basis. No statistical records of applications are kept at the provincial office.

##### **3.8.3 Payment method**

Parcels are the most common forms of relief given. These are delivered to recipients after application has been approved. Some beneficiaries complained about lack of consistency in the items packaged in different parcels. Social workers explained that it was a result of lack of security in offices where food is kept resulting in items being lost.

##### **3.8.4 Identified Problems with the system**

There is lack of capacity to process applications, especially there are few Social workers to do means testing on households. Managers of social security complained about the poor relationship between the unit and social workers that normally do the assessment. Social workers, on the other hand, complained that Social Relief of Distress is an additional heavy load to what social workers normally have to undertake. There is also a problem of lack of clarity on methods of assessing clients. Secondly, beneficiaries connive with service providers to get the items they are not supposed to purchase like liquor and tobacco. Others give false information about their employment status and number of children in their household.

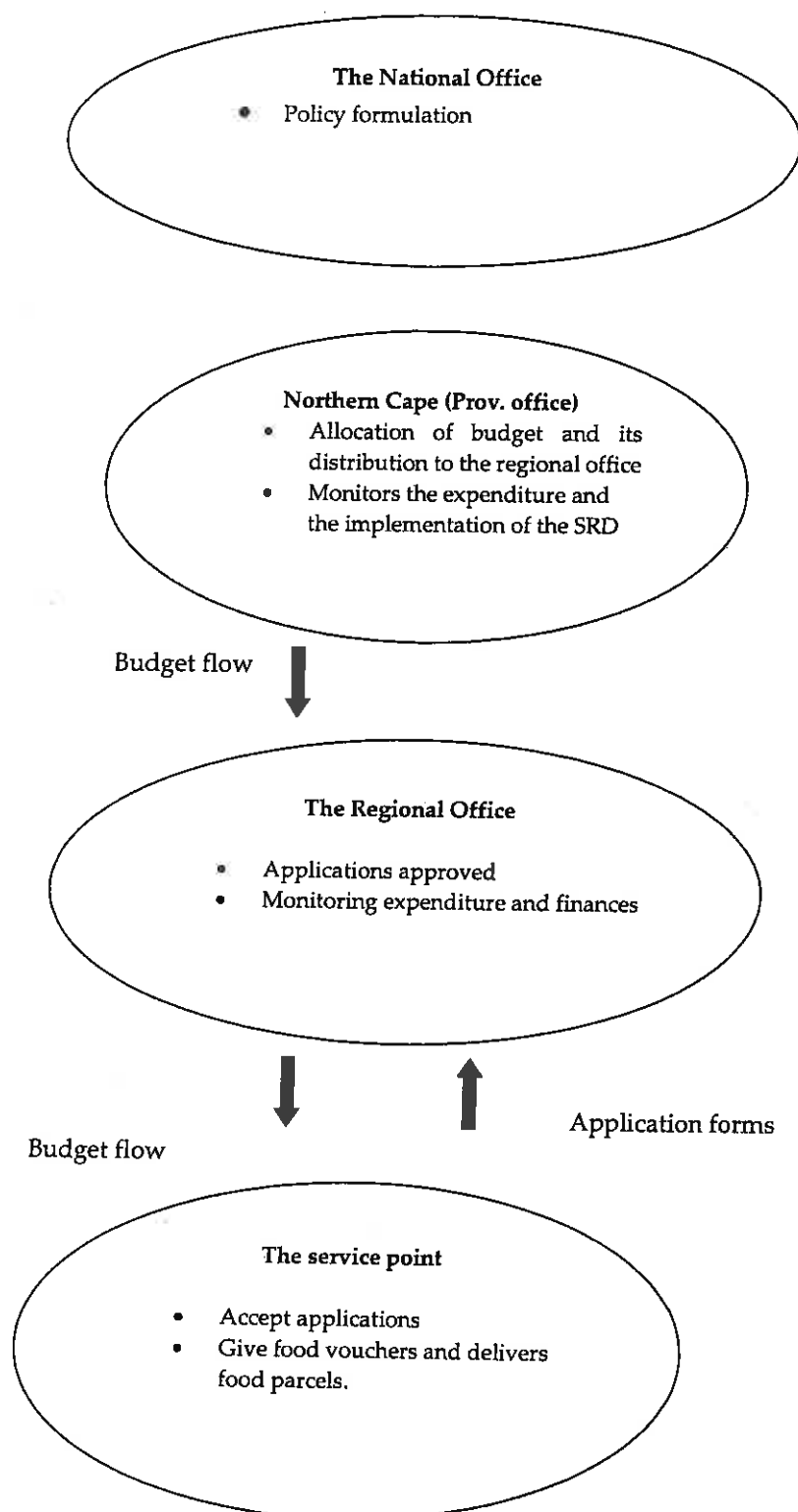
##### **3.8.5 Beneficiaries**

Some beneficiaries interviewed (n=12) were the breadwinners in their homes and had no income. Some had lost their job and some have never had a job. Some (n=4) applied for SRD to support their children who had HIV/AIDS and were advised by the Social workers to get assistance. Some beneficiaries (n=3) heard from an NGO in the community that they could get help from the Social workers if they go and report their situation and seek assistance. All beneficiaries were happy and relieved with the assistance they got, although they complained

that they had to wait for a long time such that one applicant passed away even before s/he could get assistance. Beneficiaries take about 15 minutes to get to the service point to apply for SRD, and wait for about two to three weeks to get assistance, while others wait for 2-3 months and one reported that she waited for six months. The monetary value of the food parcels varies from R150 to R300.

Social workers and the Social Securities Officials discovered that the beneficiaries cheat to get the SRD. A story was told of a certain family with four people who came and applied for the SRD from different Social workers.

**Table 9: Schematic presentation of SRD administration in Northern Cape**



### **3.9 Western Cape:**

#### **Decentralised to Regional offices model of Social Relief of Distress**

##### **3.9.1 Process and Procedures**

The Western Cape uses a decentralized system, where every application is approved at the regional office. There are two main types of application. The first is where the individual comes to apply for relief, and the application is assessed on an individual basis. The second is when there is a disaster in a neighborhood, for example, fire destroying a number of shacks, or a flood in an area. In such cases, a community leader generally notifies the Social Security Office and a Social worker is sent to assess each household affected and screen those who would be eligible for Social Relief of Distress. In such cases, especially where necessary documents were destroyed, no documents are insisted on. Social Work reports and documentation from disaster officials, for example, the fire brigade, would be necessary to authenticate the beneficiary.

An individual applicant would fill application forms and provide information about income, proof of residence. Some of the documents needed include identity documents, birth certificate, marriage certificate, spouse's identity document and proof of residence, for example, a rent statement. In most cases no Social Work report is required. Individual files are opened for each applicant and kept in a big registry for easy retrieval when there is a need.

##### **3.9.2 Methods of informing potential applicants**

Publicity of Social Security grants is done through "Imbizos" by a delegation that includes Members of Executive Council. But, Social Distress of Relief is usually advertised with caution, as one official in the province stated: -

*"If we can widely advertise for this grant tomorrow there will be a long queue of people in the street applying for it"*

##### **3.9.3 Payment method**

The voucher system is the most common method of relief. Finance section of Social Development issues money to service providers on production of a voucher which has been signed by the client together with cash slips. This method is preferred to cash payment that would result in unnecessary delays.

##### **3.9.4 Budgeting**

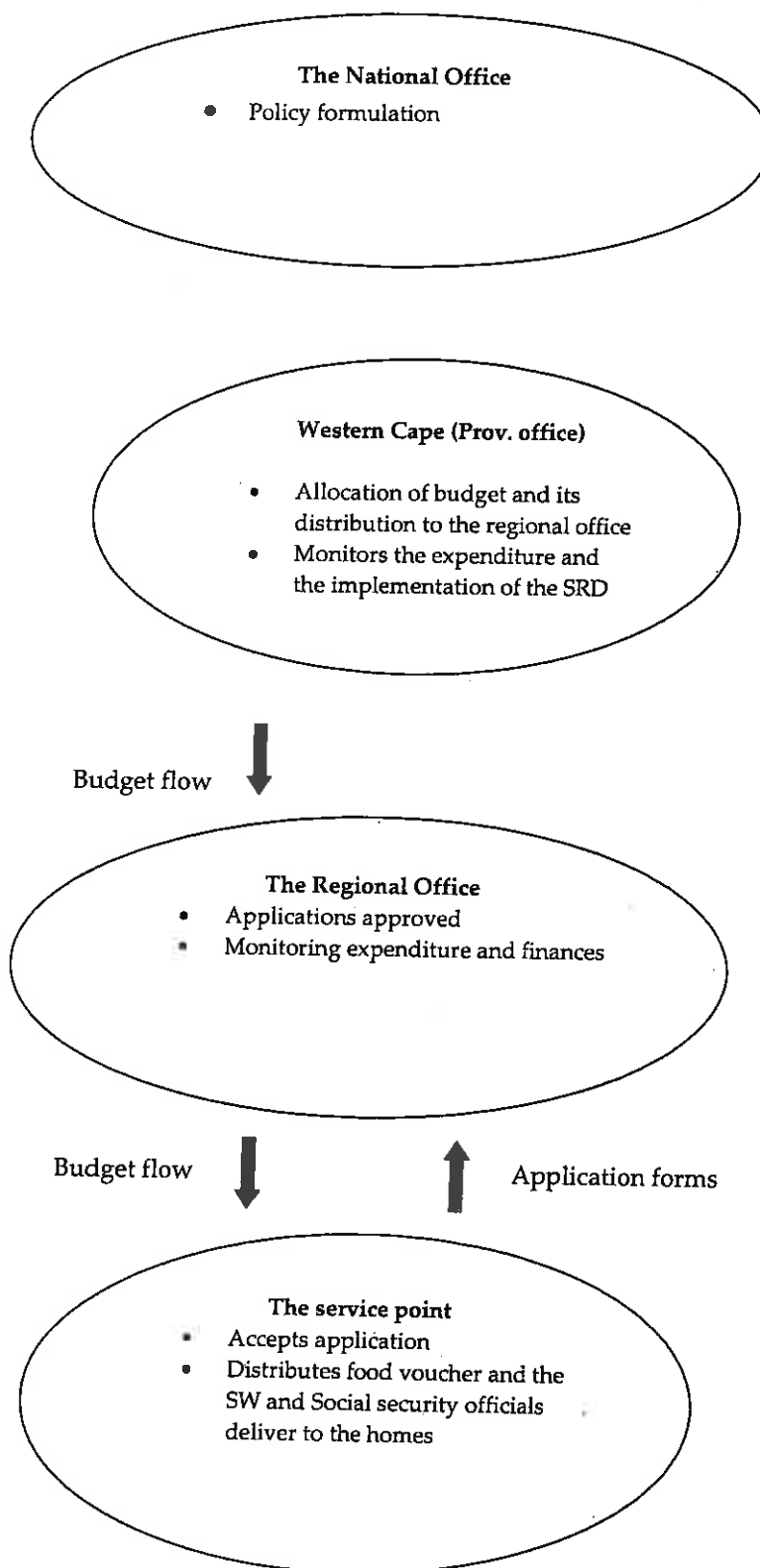
The budget is based on the previous year's budget and adjusted for inflation. This is the case in spite of the Line Functionaries saying that in previous years they had to stop issuing Social Relief of Distress because of funds being exhausted. Social Relief of Distress is monitored through tracking financial expenditure. No statistics are kept on applicants for Social Relief of Distress.



### **3.9.5 Beneficiaries**

Beneficiaries interviewed in the Western Cape (n=12), obtained the SRD either because they are waiting for other grants like disability and old age grants (n=4) or their homes have been burnt down. In one case, the applicant was advised to apply because she was the victim of robbery immediately after she got paid the grant and she was left with nothing. The applicants are happy with the support they get, which are mostly food vouchers, although they would love to buy things for themselves and things they need. Most beneficiaries heard about SRD from community members or from the nurses at the clinic. Beneficiaries in this province walk fairly short distances to the service point, which is where they lodge the applications for SRD. They almost all find Social workers and Social Security Officials helpful.

**Table 10: Schematic presentation of SRD administration in Western Cape**



## 4. Summary of findings

The two main categories of people who are eligible for Social Relief of Distress grant and who benefit mostly from the programme are:

- People who are waiting for other grants
- People who have suffered a personal disaster that has resulted in loss of property

People who are waiting for other grants are usually informed while enquiring about the progress of their grant. Secondly there are few problems that are related to authentication of information; as their particulars has already been captured in SOCPEN system. Eligibility in such cases is usually not disputable. Problems happen if delays in the payment of the permanent grant take longer than the eligibility period of SRD. People who have suffered disasters like a house being burnt down find it easy to get help from the SRD program, as in most cases communities notify Social Relief of Distress Offices about the disaster. The problems are where there are delays in the administering of relief to families that need immediate relief. In spite of these problems, Social Relief of Distress has had a significant impact in relieving distress in the above categories throughout South Africa. In other categories of eligibility, SRD has been less successful mainly because of lack of proper publicity and lack of a standard criterion for awarding the grant. Some of the findings that are pertinent to the working of SRD are stated below.

In most provinces, the final approval of application is decentralised to regional offices. This allows faster processing of applications, although this is not guaranteed. The major drawback of decentralisation is that it may allow for inconsistencies in granting procedures in the same province, and needs a strict monitoring system from the provincial office. Where approval of grants are centralised to the provincial office there is usually problems with time delays necessary to process applications from different regions.

### 4.1 Budgetary procedures

In most cases heads of the social security are unaware of how the Social Relief of Distress budget is arrived at. This is mostly attributed to the fact that SRD is generally a small portion of the overall social security budget, more effort being given to larger vote allocations. In most cases, it is financial managers who are able to explain how the budget, and as a general rule, the previous year's budget is increased by the inflation factor to make a budget for the oncoming year. Budget monitoring is usually confined to monthly expenditure reports, which are analysed by the treasury departments. Some provinces received a memorandum from their treasuries

complaining about slow expenditure of this vote allocation, resulting in frantic efforts to spend the budget towards the end of the financial year.

## **4.2 Statistics update**

Almost all provinces do not use SOCPEN for Social Relief of Distress; although they use it to verify the grant status of the applicants. The most cited reason for this is the fact that SOCPEN has only been updated recently to be able to accept SRD codes. Even then, the few provinces which have attempted to use SOCPEN for SRD information are still experiencing problems, one being the fact that SOCPEN requires a minimum set of information, which is usually not available from SRD applicants. The other possible sources of information on SRD are the monthly statistics, which are supposed to be sent to the provincial office. In most cases, many regional offices default in sending these updates to provincial offices, or where they are sent, these statistics are not collated and commented upon as a result, it is difficult to get updated provincial statistics

## **4.3 Eligibility criteria**

The assessment of eligibility for the grant is a source of frustration to many officials, who expressed the need for more clarity on eligibility criteria. The general practice is to give priority to certain categories of applicants. The most often stated reason for assessing Social Relief of Distress are people waiting for grants. It is easy for people awaiting other grants to access Social Relief of Distress, as social security officials refer them to this programme while enquiring for progress in their grant application. In one province, the manager insisted that they rather first trace the progress of the application, rather than use Social Relief of Distress to compensate for delays in grants to which the applicant is otherwise entitled. One area where people sometimes abuse the system is where someone has applied for a disability grant, and keeps on appealing after rejection, so as to extend eligibility to Social Relief of Distress. Other common reasons for getting the grant are as a result of a disaster to a family and lack of income within the household. There are provinces that have given special attention to loss of a breadwinner and short-term illness of a breadwinner. There is generally a low number of recorded applicants for Social Relief of Distress, even in provinces that claim they have included Social Relief of Distress grants in their publicity campaigns. Some managers have stated that they would not publicize this grant widely, as this would result in "long queues in the street of people coming to claim their entitlement."

## **4.4 Application procedures**

An identity document (ID) is the most common document required from an applicant, although unavailability does not preclude individuals from getting the grant. This is, as some officials claim, the biggest potential source of abuse. Some forms required as source of authentication, in certain provinces may include birth certificate, school report etc. A standard application form is filled and there is a Social workers' report, which is sometimes a source of frustration for many

officials. Firstly, there is a shortage of Social workers, resulting in continuous delays. Secondly, lack of control over Social workers is a source of frustration to many social security officials as other divisions within the Department of Social Development control them. On the other hand Social workers complain about workload, as Social Security is in addition to other responsibilities. Some officials have queried the use of only Social workers, as the reports are not technical in nature.

The Social worker's report is usually the most critical tool in deciding whether the applicant gets the grant or is turned down. Some provinces insist on a household evaluation whereas others evaluate an individual and dependents. There is virtually no set provincial tool to determine the threshold at which eligibility is determined.

In most provinces, a regional manager is responsible for final approval.

#### **4.5 Forms of assistance**

Food assistance is the preferred form of assistance by most provinces. Its major advantage is that this system avoids possible abuse by beneficiaries, as might be easier in other forms of relief, for instance cash might be used for gambling or for buying alcoholic beverages. Its major disadvantage is that food might not be the only immediate need of people in distress. The second problem with food parcels is that they are usually not constituted so as to cater for religious, cultural and medical related preferences.

Voucher system can be administered without much delay and administrative processes, which are necessary when handling cash or delivering large parcels of food. Its major disadvantage relates to a slow payment system of some provincial governments, which discourages potential suppliers to bid for the system. Another problem is lack of suitable suppliers in some rural parts of South Africa. Sometimes suppliers connive with SRD beneficiaries in substituting items suggested in the voucher for other items.

Cash system has a major advantage in giving beneficiaries flexibility in the use of relief. Its major disadvantages are possible abuse of cash by beneficiaries and delays necessitated by the need for comprehensive security and a monitoring system where cash is involved. Beneficiaries also use cash to buy items that are not necessary for family subsistence.

#### **4.6 Lack of Distinction between SRD and Other Relief Programmes**

Data from the fieldwork suggests that in some instances SRD is being called Poor Relief, thereby creating confusion for officials and beneficiaries between the national DoSD Poverty Relief programme, the National Food Emergency Scheme (NFES) and the SRD programme. The Poverty Relief Programme has been implemented by the DoSD as part of its strategy against poverty, targeting provinces with the most severe levels of poverty i.e. KwaZulu Natal, Eastern Cape and Limpopo (Department of Social Development Report, 2003d, p. 9). According to the

2002/2003 Annual Report, the Department allocated R100 million to support projects that deliberately targeted amongst others, people with disabilities, people infected mainly with and/or affected by HIV/AIDS as well as unemployed rural women (ibid, p.19)

Government, in response to the ongoing poverty and food insecurity, implemented the National Food Emergency Scheme (NFES) with an allocation of R 230 million (Department of Social Development Report, 2003d, p. 19). The scheme was piloted during December 2002 and is currently being rolled out to reach 244 000 most affected households, especially child-headed households. By the end of March 2003 food parcels were distributed to 10 000 households during the pilot phase in five provinces namely, Free State, Northern Cape, North West, KwaZulu Natal and Western Cape (ibid).

The lack of distinction between the SRD programme and some of the above-mentioned programmes, creates or can create further misunderstandings around eligibility criteria, period of provision and value of the provision, thereby impacting on the effective and efficient implementation of the SRD programme. Applicants who have not received assistance from one or other programme, or who have received varying amounts or forms of assistance from the different programmes may feel disadvantaged in comparison to others. What this may indicate is that officials who manage and implement these programmes, at community-levels/ service points, may not be in a position to properly brief the beneficiary on the different programmes, and the issues of eligibility, and the particular programmes the beneficiary is to receive assistance from.

While the DoSD does not have a SRD specific communication strategy, the SRD programme is currently built into the overall communication strategy of the department on social grants (Department of Social Development, undated, p.11), "however the development of policy guidelines and the procedure manual will require an internal communication strategy to disseminate the information to officials at different levels of the government especially those where interface with beneficiaries take place " (ibid). Greater emphasis should be placed on service points and officials operating in rural areas, or in areas that lack adequate administrative infrastructure.

**Table 11. Summary of key findings from different Provinces**

Province	Nature of service provided				
	Centralised / Decentralised	Nature of Assistance	SOCPEN use	Social Work Assessment Report	Records of updated statistics
E. Cape	Decentralised	Food parcels	No	Yes	No
Free State	Decentralised	Food voucher	Yes but not up to date	Yes	No
Guateng	Decentralised	Food voucher	Yes	Yes	No
KwaZulu Natal	Decentralised	Food parcels and food voucher	No	Yes	No
Limpopo	Decentralised	Food parcels	No	Yes	No
Mpumalanga	Decentralised	Food parcels	No	Yes	No
North West	Centralised	Cash	No	Yes	No
Northern Cape	Decentralised	Food parcels	No	Yes	No
Western Cape	Decentralised	Food voucher & cash	No	No	No

#### 4.7 Best Practice

Western Cape has the best practice of Social Relief of Distress so far. Its major advantages are:

- Strong links with community based Organisations, which are able to bring to the attention of service providers potential recipients of Social Relief of Distress.
- An immediate supply of relief to applicants, such that many applicants receive relief on the same day of application. This is also made easy by lack of insistence of Social workers report on first application.
- Presence and good relationship with suppliers. This must be understood within the context of most of Western Cape being urban in nature.
- Reconciliation of voucher's with cash slips.
- Recovery of Social Relief of Distress allocation from beneficiaries who were waiting for other grants.
- Good filing system, with files being kept in a well organized registry and a quick retrieval system.
- Large waiting rooms with adequate sitting arrangements, which also have entertainment and cafeterias next to them.

The implementation of the Social Relief of Distress in the Western Cape is not without problems, mostly related to lack of a strong publicity network with the general public and inadequate budgetary mechanisms, as many offices run out of budget. The Western Cape, like other provinces, lacks comprehensive updated statistics on the Social Relief of Distress. The province has also concentrated on giving relief to applicants waiting for permanent aid and persons affected by disaster. Little has been done to cater for potential beneficiaries who qualify under other criteria stipulated in the act.

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## 5. Recommendations

a) Cash is the method of relief that is preferred by most beneficiaries. It can also be cheaper to administer, especially if it is linked to the payment of other social security grants. Another advantage of using existing payment system is that information on the applicant could easily be cross-checked with other grants.

b) Conditions of eligibility should be revisited.

- A process of carefully assessing the need, which is being addressed by Social Relief of Distress, should be undertaken. That assessment must be used to formulate a proper budget of Social Relief of Distress.
- Tools of assessment must be precise, and well-trained staff must be given responsibility to assess applicants who are not necessarily social workers.
- Publicity of the grant should be both national and provincial, so that all who are eligible must be able to apply.
- Applicants and their dependents must be the unit of assessment rather than a household.

c) Application Procedures.

- All people who apply for Social Relief of Distress must be given a receipt and a file opened for each applicant and entered into SOCPEN irrespective of whether the grant was approved or rejected.
- SOCPEN technical problems must be sorted out as soon as possible and thorough training on the use of SOCPEN be given to Social Relief of Distress Line functionaries.
- Cost to Social Relief of Distress that result from delays or suspension must be recovered once the grant has been reinstated. This should be easy when all the grants are recorded on the SOCPEN system. Spill over from other grants must be kept to a minimum period of time. The Social Security Office should allocate resources to deal with problems of other grants including a speedy appeal system where a decision is contested.
- In cases where identity documents are not available, fingerprints should be taken during application and arrangements made for temporary identity documents to be



processed. While absence of a document should not prevent anyone from getting the immediate relief, future benefits must depend on the applicant having at least a temporary identity document.

(d) Monitoring

- Monthly statistics should be collated in each regional office. These statistics should include number of applications, approvals and rejections that are listed according to criteria of eligibility; time span between application and delivery of relief and geographic spread of applications. Feedback should be given to provincial offices and national office on a regular basis.

## 5.1 Types of relief

Three major types of relief are food parcels, vouchers and cash. All three systems have inherent advantages and disadvantages. There should be a minimum set of controls in place for each system, which include:

**Voucher system** Each voucher when it is redeemed should be accompanied by a cash slip that reflects the items bought.

**Food parcels** must be accompanied by a list of items to be delivered, together with amounts, which will be signed by the recipient.

**Cash.** On a monthly basis, amount paid out must be reconciled with payments approved for that month.

The Social Relief of Distress is extremely useful in alleviating an immediate and temporal situation that might arise, as almost all beneficiaries have attested although it is experiencing some problems in the way it is currently being implemented. Most problems with the current system relate to:

- Lack of clarity with eligibility criteria
- Absence of uniform assessment tools
- The Social Relief of Distress not being electronically processed
- Lack of adequate monitoring of the process.

## 6. References

- Department of Social Development (undated (a)). Budgets on Social Relief of Distress. Pretoria. South Africa.
- Department of Social Development (undated (b)). Social Relief of Distress Procedure Manual.
- Department of Social Development (undated (c)). Guidelines on the Implementation of the Social Relief of Distress Programme.
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- Department of Social Development, Free State Provincial Government (2002). Report of Social Relief of Distress: Review of Policy and Procurement Procedures. Report prepared by Multi-Disciplinary Team to Management, dated 14 May 2002.
- Department of Social Development (2003a). Draft Policy Document on the Social Relief of Distress. Revised version – January 2003, draft 4. Pretoria. South Africa.
- Department of Social Development (2003b). Draft Policy Document on the Social Relief of Distress. Revised version – January 2003, draft 4. Pretoria. South Africa.
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- Department of Social Welfare and Population Development, Province of KwaZulu Natal (2002). Social Security Circular No. 09 of 2002.
- High Court of South Africa, Bophuthatswana General Division (undated). Draft Order of Court.
- Makiwane, M (2004). Research Proposal – Research Study of Social Relief of Distress.

State Attorney (KwaZulu Natal). Social Relief Court Case- (supporting documentation- Letters, Court Order, Affidavits).

**Acts**

Fund Raising Act 107 of 1978

Social Assistance Act 59 of 1992

## Appendices

1. A copy of the social work report
2. A copy of the Social Relief of Distress application form

## **APPENDIX 1: Copy of the social work report**

**SOCIAL WORKERS REPORT : SOCIAL RELIEF OF DISTRESS**

**Surname and initials:**

Identity Number:

[illegible]

**Age:**

--	--

<b>NAME</b>	<b>RELATION</b>	<b>IDENTITY NUMBER</b>

(ii) Left school (year):

Occupational Training:

Type of accommodation

Property (own)	
----------------	--

Property (rented)	
-------------------	--

Boarder	
---------	--

Other	
-------	--

a) Period of residence in area?

b) Are other people residing with the applicant? If so, who?:

Is applicant currently employed?

YES ☐

NO ☐

**Was the applicant previously employed?**

YES ☐

NO ☐

10. If so, indicate:

Employer	Type of employment	Salary	Period		Reason for termination of employment
			From	To	

11. If applicant is not employed, indicate the efforts made by him/her to get employment. (Must be confirmed by documentary proof).

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12. (a) How did the applicant maintain him/herself until application? (e.g by means of a pension, other income, etc)

(b) Was the applicant assisted by:

ASSISTED BY	YES	NO	TYPE / AMOUNT
Church			
Other Welfare Organizations			
Family / Friends			
Department: - how many times			
what type of assistance			
Maintenance from father of children			

13. MARITAL STATUS

Married  
Divorced  
Estranged / Deserted  
Widow / Widower  
Cohabitation

MARK	DATE

14. How does the applicant spend his/her free time?

(a) What is the applicant's hobby?:

(b) Does he/she receive an income from casual work? If so, what type of work and the amount received:

15. Applicant confirms the above-mentioned information on this the \_\_\_\_\_ day of \_\_\_\_\_  
20\_\_\_\_

16. Recommendation:

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17. Sources of information:

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**SIGNATURE: SOCIAL WORKER**

**DESIGNATION**

Date: \_\_\_\_\_



## **APPENDIX 2: Copy of the Social Relief of Distress application form**

**APPLICATION FORM FOR SOCIAL RELIEF OF DISTRESS**

## HOW TO COMPLETE THE APPLICATION FORM

- |         |      |       |     |
|---------|------|-------|-----|
| Century | Year | Month | Day |
|---------|------|-------|-----|

- ## RECEIPT

**APPLICATION FOR SOCIAL RELIEF OF DISTRESS**

[illegible]

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

Y	Y	Y	Y	M	M	D	D

(i) **Personal Detail**

If no ID is available, reason:

[illegible]

Correspondence Language	English	Afrikaans
-------------------------	---------	-----------

**Postal Address:**[illegible]

Dialing Code					(W)
Dialing Code					(H)

Married	Single	Divorced	Widowed	Married but separated	Cohabitation
---------	--------	----------	---------	-----------------------	--------------

Identity Number:

Previous ID Number:

Surname:

Full Names:

Initials

Date of Birth:

Y Y Y Y M M D D

[illegible]

Dialing Code					(W)
Dialing Code					(H)

### Dependent Children

Surname	First name and Initials	Identity Number / Date of Birth	Does the child reside with you?	School

(v) **Details of persons acquainted with the applicant's circumstances:**

(a) Surname  
Name  
Address

[illegible]

(W) Relation  
Telephone number  
Telephone number (H)

								Dialing Code				
								Dialing Code				

(b) Surname  
Name  
Address

[illegible]

(W)      Relation  
Telephone number  
Telephone number (H)

								Dialing Code				
								Dialing Code				

(vi) **Religion** \_\_\_\_\_

(vii) **Church Details**

Name of Church: \_\_\_\_\_

Date of assistance: \_\_\_\_\_

Contact Person: \_\_\_\_\_ Tel No: \_\_\_\_\_

(viii) **Other organizations**

1. Name :

Date : \_\_\_\_\_

Contact Person: \_\_\_\_\_ Tel No: \_\_\_\_\_

2. Name : \_\_\_\_\_  
Date : \_\_\_\_\_

Contact Person: \_\_\_\_\_ Tel no: \_\_\_\_\_

**B. PREVIOUS APPLICATIONS FOR SOCIAL RELIEF OF DISTRESS**

1. Have you previously been in receipt of Social Relief?

YES

NO

If yes, Period : \_\_\_\_\_

Date : \_\_\_\_\_

2. If previous applications were unsuccessful, reason:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. Office(s) of previous application(s):

- a) \_\_\_\_\_  
b) \_\_\_\_\_  
c) \_\_\_\_\_

Y	Y	Y	Y	M	M	D	D

4. Organization(s) were previously applied:

- a) \_\_\_\_\_  
b) \_\_\_\_\_

Y	Y	Y	Y	M	M	D	D

**C. FINANCIAL DETAILS**

1. Assets

	Applicant	Spouse / Cohabiting partner
Fixed property	R	R
Investments / Cash	R	R
Shares	R	R
<b>TOTAL</b>	<b>R</b>	<b>R</b>

**NOTE:** Determine who is responsible for payments on outstanding bonds.

2. Income: (Per month)

	Applicant	Spouse / Cohabiting partner
Salary	R	R
Pension Benefits	R	R
Unemployment Insurance Fund	R	R
Maintenance	R	R
Casual Employment	R	R
Rent or Board received	R	R
Other income	R	R
<b>TOTAL</b>	<b>R</b>	<b>R</b>

3. Liabilities

Expenses per month	Applicant	Spouse / Cohabiting partner
Payment on mortgage bond	R	R
House rent or board	R	R
Water and Electricity	R	R
Household necessities	R	R
School Fees	R	R
Other expenses (e.g M-Net Decoder)	R	R
<b>TOTAL</b>	<b>R</b>	<b>R</b>

D. 1. TYPE OF BENEFIT REQUIRED

FOOD	TRANSPORT	OTHER: SPECIFY

2. REASON FOR APPLICATION

Complete only the relevant block(s):

REASON	X	DETAILS																
(i) Awaiting permanent aid	<input type="checkbox"/>	Type of grant: _____ Application date: <table border="1" style="display: inline-table; vertical-align: middle;"> <tr> <td></td><td></td><td></td><td></td><td></td><td></td><td></td><td></td> </tr> <tr> <td>Y</td><td>Y</td><td>M</td><td>M</td><td>D</td><td>D</td><td></td><td></td> </tr> </table> Office of application: _____ Reference number: _____ (if available)									Y	Y	M	M	D	D		
Y	Y	M	M	D	D													
(ii) Medically unfit for less than six months	<input type="checkbox"/>	<b>Documents to be submitted:</b> 1. Medical certificate <table border="1" style="display: inline-table; vertical-align: middle;"> <tr> <td>Y</td><td>N</td> </tr> <tr> <td>Y</td><td>N</td> </tr> </table> 2. Discharge certificate	Y	N	Y	N												
Y	N																	
Y	N																	
(iii) No maintenance/efforts unsuccessful	<input type="checkbox"/>	<b>Documents to be submitted:</b> 1. Charge of non-maintenance <table border="1" style="display: inline-table; vertical-align: middle;"> <tr> <td>Y</td><td>N</td> </tr> <tr> <td>Y</td><td>N</td> </tr> </table> 2. Maintenance court order. <table border="1" style="display: inline-table; vertical-align: middle;"> <tr> <td>Y</td><td>N</td> </tr> <tr> <td>Y</td><td>N</td> </tr> </table> 3. Proof that spouse cannot be traced <table border="1" style="display: inline-table; vertical-align: middle;"> <tr> <td>Y</td><td>N</td> </tr> <tr> <td>Y</td><td>N</td> </tr> </table>	Y	N	Y	N	Y	N	Y	N	Y	N	Y	N				
Y	N																	
Y	N																	
Y	N																	
Y	N																	
Y	N																	
Y	N																	

REASON	X	DETAILS
(iv) Breadwinner deceased/insufficient means	<input type="checkbox"/>	Date of Death: _____ Y Y M M D D  Death certificate submitted: _____ Y N
(v) Breadwinner in state institution	<input type="checkbox"/>	Date of arrest/admittance _____ Y Y M M D D  Date sentenced _____ Y Y M M F F  Period of detention: From ..... to ..... .....  Name of Institution: .....
(vi) Distressed circumstances	<input type="checkbox"/>	Victim of disaster or emergency situation - Specify: ..... ..... ..... ..... .....
(vii) Transport Expenditure	<input type="checkbox"/>	1. Referred for medical treatment <input type="checkbox"/>  Date of appointment _____ Y Y M M D D  2. Acceptance of employment or other aid <input type="checkbox"/>  Date of assumption of duty _____ Y Y M M D D
(viii) Other:	<input type="checkbox"/>	Specify: ..... ..... ..... ..... .....
		Regulation 26(h). The person has appealed the suspension of his/her grant.

**E. DECLARATION**

I, the undersigned, hereby apply for the assistance as indicated on the application form and declare that:

- a) Particulars furnished in this form are to the best of my knowledge true and correct.
- b) I am aware that any false declaration is punishable by law.

**SIGNATURE OF APPLICANT**

**Date:**

- (i) Are you conversant with the contents of the above declaration and do you understand it?

Reply: \_\_\_\_\_

- (ii) Do you have any objection to taking the oath/declaration?

Reply: \_\_\_\_\_

- (iii) Do you regard the oath/declaration as binding on your conscience?

Reply: \_\_\_\_\_

Thus signed and sworn to/confirm on this the \_\_\_\_\_ day of \_\_\_\_\_ 20\_\_\_\_\_.

the Deponent having acknowledged that, he/she knows and understands the contents of this affidavit, has no objection in taking the oath/to affirm the affidavit, having sworn to/confirm that the contents thereof are true and correct and that he/she considers the oath/declaration to be binding on his/her conscience.

**SIGNATURE OF FIRST ATTESTING OFFICER**

**OFFICIAL DATE STAMP**

\_\_\_\_\_  
**RANK**

\_\_\_\_\_  
**SERVICE OFFICE**

\_\_\_\_\_  
**SIGNATURE OF SECOND ATTESTING OFFICER**

\_\_\_\_\_  
**OFFICIAL DATE STAMP**

\_\_\_\_\_  
**RANK**

\_\_\_\_\_  
**SERVICE OFFICE**

**ASSISTANCE**

Approved	Rejected
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Date of assistance : \_\_\_\_\_

*\* Fingerprint Annexure Z-969 must be completed*

**FOR OFFICE USE**



Approved ☐ Rejected ☐

Reason: .....  
.....  
.....  
.....

**PERIOD**

One month ☐ Single payment ☐

Reason: .....  
.....  
.....  
.....

Other ☐

**NATURE OF ASSISTANCE APPROVED**

**FINANCIAL ASSISTANCE**

Amount: R \_\_\_\_\_

**TRANSPORT**

Amount: R \_\_\_\_\_

\_\_\_\_\_

**SIGNATURE OF AUTHORIZED OFFICER**

\_\_\_\_\_

**DESIGNATION**

\_\_\_\_\_

Date:

Referral to Social Worker? (Note: after the 3<sup>rd</sup> issue, the answer must be yes)

YES	NO
-----	----

Date:

Y	Y	M	M	D	D

## APPLICATION FOR RE-ISSUE: SOCIAL RELIEF OF DISTRESS

[illegible][illegible][illegible][illegible]

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[illegible][illegible]

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FOOD	TRANSPORT	OTHER: SPECIFY

DATE \_\_\_\_\_