

# 5

## Social development

### ■ Introduction

Social development is a major priority of the South African government and contributes to Outcome 13 of the NDP (an inclusive and responsive social protection system). During the period under review, government has increased efforts to achieve this outcome and improve the social welfare of all South Africans.

Economic development is not simply about the pursuit of faster growth but is also about creating a more equitable future. Economic growth has been slower and more inequitable than anticipated for the period under review and it is evident that the country needs more inclusive growth that recognises the interrelatedness of economic and social development.

South Africa's population increased from 54.9 million in 2015 to 57.5 million in 2018, outstripping the sluggish growth in GDP. This has resulted in a decrease in *per capita* income, thus increasing poverty inequality.

By investing in key social sectors and effective redistributive mechanisms, government aims to improve the lives of the country's people, and particularly those of the poor and marginalised, as measured across a range of human development indicators. Provincial social development expenditure can be highly instrumental in achieving these aims, especially those related to social protection.

*South Africa needs more inclusive growth that recognises the interrelatedness of economic and social development*

*The provincial level is instrumental in achieving government's outcomes*

This chapter reviews the social development landscape and describes budget and expenditure trends and service delivery achievements for the period 2015/16 to 2022/23.

## ■ Current landscape

### *Policy background*

The Department of Social Development (DSD) is responsible for developing legislation, policies, norms and standards and for monitoring implementation of policy and service delivery at provincial level. Provincial departments are responsible for implementation. In response to the demand for social welfare services, provincial social development projects a budget of R76 billion over 2020 MTEF for the sector.

Legislative progress related to the social development sector has been made. The review of the White Paper for Social Welfare has been concluded and is expected to be submitted to Cabinet for consideration by the end of 2020/21. Once approved, there will be clarity on the minimum services for social development services to be provided by the state and norms and standards will be aligned with the requirements of the White Paper.

The DSD is developing a sector funding policy and guidelines which will streamline the process to be followed by government in funding non-profit organisations (NPOs).

### *Socio-economic climate*

Critical to government's fiscal policy is to improve the lives of the poor. The 'social wage' has been used as a redistributive mechanism within the national budget to achieve this. Additional mechanisms include free primary health care, no-fee-paying schools, old age and child support grants, housing and free basic services to poor households. These policies and interventions have resulted in notable gains in poverty reduction since 1994. However, the country continues to face high levels of poverty, widespread unemployment, growing inequality and large disparities between low and high income groups.

*The review of the White Paper for Social Welfare has been concluded and is expected to be submitted to Cabinet for consideration by the end of 2020/21*

**Table 5.1 Selected demographic indicators by province**

Province	Total population (thousand)	Percentage of children (aged 0-19 years)	Percentage of youth (age 15-34 years)	Percentage of older persons (=> age 60 years)	Percentage of disabled persons (=> age 5 years)
Eastern Cape	6 734 001	41,9%	31,2%	11,4%	5,0%
Free State	2 928 903	37,0%	33,9%	9,9%	5,3%
Gauteng	15 488 137	30,4%	37,3%	8,5%	3,0%
KwaZulu-Natal	11 531 628	40,8%	35,2%	8,1%	4,0%
Limpopo	5 852 553	42,9%	32,8%	8,9%	3,4%
Mpumalanga	4 679 786	37,9%	35,5%	7,9%	6,5%
Northern Cape	1 292 786	37,2%	33,0%	10,2%	6,4%
North West	4 108 816	37,2%	33,1%	9,0%	6,4%
Western Cape	7 005 741	31,6%	33,8%	10,3%	3,1%
<b>Total</b>	<b>59 622 350</b>	<b>36,6%</b>	<b>34,7%</b>	<b>9,1%</b>	<b>4,4%</b>

Source: Mid-year population estimates 2020

The information in Table 5.1 helps with understanding the demand for social development services. Gauteng and KwaZulu-Natal have the largest populations and the Northern Cape and Free State the smallest. More than 40 per cent of the residents of Limpopo, KwaZulu-Natal and the Eastern Cape are aged 19 or below. At 37.3 per cent of the province's total, young people aged 15 to 34 are Gauteng's largest population group.

At 11.4 per cent, 10.3 per cent and 10.2 per cent respectively of their overall populations, the Eastern Cape, Western Cape and Northern Cape have the highest percentages of older persons while Mpumalanga has the lowest at 7.9 per cent. With the ever-growing population and increased demand for social services, capacity in provincial departments of social development is highly constrained and it is a challenge to meet the increasing demand.

The Quarterly Labour Force Survey for the first quarter of 2020, published by Statistics South Africa (Stats SA), indicated that the country's unemployment rate in that quarter was 30.1 per cent. The rates were highest in the Eastern Cape, Free State, and Mpumalanga, at 40.5 per cent, 38.4 per cent and 33.3 per cent respectively and lowest in Limpopo and the Western Cape, at 23.6 per cent and 20.9 per cent respectively.

Economic growth for the period under review was below expected levels and remains far below what is needed to reduce the unemployment rate significantly. Growing unemployment leads to increased demand for social welfare services such as income support and maintenance and services for children and young people.

*More than 40 per cent of the residents of Limpopo, Eastern Cape and KwaZulu-Natal are aged 19 or below.*

*There was a significant increase in the appointment of social workers and related professionals, mainly between*

Table 5.2 shows the numbers of permanent employees in critical social service-related occupations per province for the years 2015/16 to 2019/20. Following the introduction of the social work graduates' conditional grant in 2017/18, which provides for the employment of social workers, the number of social workers and related professionals employed increased. The increase was also due to departments prioritising critical posts.

**Table 5.2 Employment in critical occupations, 2015/16 - 2019/20**

Headcount	2015/16	2016/17	2017/18	2018/19	2019/20
<b>Eastern Cape</b>					
<i>Social work and related professionals, Permanent</i>	1 884	1 869	2 042	2030	2008
<i>Social sciences supplementary workers, Permanent</i>	190	192	186	180	181
<i>Auxiliary and related workers, Permanent</i>	267	263	253	251	262
<i>Community development workers, Permanent</i>	754	755	609	591	578
<b>Free State</b>					
<i>Social work and related professionals, Permanent</i>	432	415	422	443	433
<i>Social sciences supplementary workers, Permanent</i>	89	84	83	79	79
<i>Auxiliary and related workers, Permanent</i>	138	128	126	118	115
<i>Community development workers, Permanent</i>	100	98	93	88	92
<b>Gauteng</b>					
<i>Social work and related professionals, Permanent</i>	1 739	1 715	1 685	1952	2131
<i>Social sciences supplementary workers, Permanent</i>	244	236	227	203	194
<i>Auxiliary and related workers, Permanent</i>	599	589	580	522	506
<i>Community development workers, Permanent</i>	38	36	35	51	50
<b>KwaZulu-Natal</b>					
<i>Social work and related professionals, Permanent</i>	1 808	1 762	1 939	1886	1838
<i>Social sciences supplementary workers, Permanent</i>	99	99	23	2	2
<i>Auxiliary and related workers, Permanent</i>	209	205	232	306	292
<i>Community development workers, Permanent</i>	214	231	227	241	234
<b>Limpopo</b>					
<i>Social work and related professionals, Permanent</i>	1 514	1 476	1 663	1645	1633
<i>Social sciences supplementary workers, Permanent</i>	172	169	165	165	165
<i>Auxiliary and related workers, Permanent</i>	383	393	389	235	144
<i>Community development workers, Permanent</i>	362	355	344	337	333
<b>Mpumalanga</b>					
<i>Social work and related professionals, Permanent</i>	536	523	557	548	541
<i>Social sciences supplementary workers, Permanent</i>	462	453	446	440	431
<i>Auxiliary and related workers, Permanent</i>	-	-	-	-	-
<i>Community development workers, Permanent</i>	205	197	195	193	190
<b>North West</b>					
<i>Social work and related professionals, Permanent</i>	730	824	857	857	837
<i>Social sciences supplementary workers, Permanent</i>	85	26	26	26	25
<i>Auxiliary and related workers, Permanent</i>	370	379	383	384	381
<i>Community development workers, Permanent</i>	252	263	268	262	258
<b>Northern Cape</b>					
<i>Social work and related professionals, Permanent</i>	276	262	267	297	278
<i>Social sciences supplementary workers, Permanent</i>	124	123	120	130	120
<i>Auxiliary and related workers, Permanent</i>	94	95	87	121	174
<i>Community development workers, Permanent</i>	89	85	84	89	88
<b>Western Cape</b>					
<i>Social work and related professionals, Permanent</i>	817	841	867	889	932
<i>Social sciences supplementary workers, Permanent</i>	138	135	130	122	125
<i>Auxiliary and related workers, Permanent</i>	414	429	433	453	596
<i>Community development workers, Permanent</i>	33	30	29	29	26
<b>Total</b>					
<i>Social work and related professionals, Permanent</i>	9 736	9 687	10 299	10 547	10 631
<i>Social sciences supplementary workers, Permanent</i>	1 603	1 517	1 406	1 347	1 322
<i>Auxiliary and related workers, Permanent</i>	2 474	2 481	2 483	2 390	2 470
<i>Community development workers, Permanent</i>	2 047	2 050	1 884	1 881	1 849

Source: Vulindela human resource reports

## Budgets and expenditure trends

Provincial departments of social development are funded through the provincial equitable share and conditional grants. Provincial budgets and expenditure have grown significantly during the period under review

with the growth, mainly under the equitable share, reflecting government's commitment to strengthening the delivery of social welfare services. Table 5.3 shows social development budgets and expenditure per province between 2015/16 and 2022/23.

**Table 5.3: Provincial budget and expenditure on social development by province, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
R million	Outcome				Preliminary outcome	Medium-term estimates		
Eastern Cape	2 254	2 360	2 516	2 721	2 967	3 228	3 370	3 519
Free State	1 003	1 091	1 142	1 247	1 367	1 473	1 502	1 573
Gauteng	3 942	4 252	4 482	4 242	5 042	5 776	6 196	6 475
KwaZulu-Natal	2 610	2 754	2 916	3 297	3 542	3 836	3 965	4 175
Limpopo	1 585	1 662	1 817	2 035	2 182	2 360	2 474	2 625
Mpumalanga	1 271	1 370	1 474	1 524	1 628	1 838	1 962	2 071
Northern Cape	714	730	839	859	911	1 012	1 056	1 107
North West	1 289	1 361	1 472	1 636	1 685	1 878	1 992	2 112
Western Cape	1 892	1 960	2 104	2 231	2 432	2 673	2 828	2 965
<b>Total</b>	<b>16 560</b>	<b>17 539</b>	<b>18 763</b>	<b>19 794</b>	<b>21 755</b>	<b>24 076</b>	<b>25 346</b>	<b>26 621</b>
<b>Percentage growth (average annual)</b>	<b>2015/16 – 2019/20</b>				<b>2019/20 – 2020/21</b>		<b>2019/20 – 2022/23</b>	
Eastern Cape	7,1%				8,8%		5,9%	
Free State	8,0%				7,8%		4,8%	
Gauteng	6,3%				14,6%		8,7%	
KwaZulu-Natal	7,9%				8,3%		5,6%	
Limpopo	8,3%				8,2%		6,3%	
Mpumalanga	6,4%				13,0%		8,4%	
Northern Cape	6,3%				11,1%		6,7%	
North West	6,9%				11,5%		7,8%	
Western Cape	6,5%				9,9%		6,8%	
<b>Total</b>	<b>7,1%</b>				<b>10,7%</b>		<b>7,0%</b>	

Source: National Treasury provincial database

Between 2015/16 and 2019/20, expenditure on social welfare increased at an average annual rate of 7.1 per cent. Over the medium term, it is projected to increase by an average annual rate of 7 per cent. The increases in some provinces were mainly under compensation of employees because of the increased number of social workers and the construction of substance abuse treatment centres in the Northern Cape, Free State, the Eastern Cape and North West.

**Table 5.4 Proportion of social development expenditure to total provincial expenditure by province, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
R million	Outcome				Preliminary outcome	Medium-term estimates		
Eastern Cape	3,5%	3,4%	3,4%	3,4%	3,6%	3,8%	3,8%	3,8%
Free State	3,4%	3,5%	3,5%	3,6%	3,6%	3,7%	3,6%	3,6%
Gauteng	4,1%	4,1%	4,0%	3,6%	3,9%	4,1%	4,0%	4,0%
KwaZulu-Natal	2,5%	2,5%	2,5%	2,7%	2,7%	2,8%	2,8%	2,8%
Limpopo	3,0%	2,9%	2,9%	3,1%	3,1%	3,2%	3,2%	3,3%
Mpumalanga	3,2%	3,3%	3,3%	3,2%	3,2%	3,4%	3,5%	3,5%
Northern Cape	4,9%	4,8%	5,1%	4,9%	5,0%	5,3%	5,3%	5,3%
North West	3,8%	3,8%	3,8%	4,0%	3,9%	4,0%	4,1%	4,1%
Western Cape	3,7%	3,5%	3,5%	3,5%	3,6%	3,7%	3,8%	3,8%
<b>Total</b>	<b>3,4%</b>	<b>3,4%</b>	<b>3,4%</b>	<b>3,4%</b>	<b>3,4%</b>	<b>3,6%</b>	<b>3,6%</b>	<b>3,6%</b>

Source: National Treasury provincial database

Table 5.4 shows social development expenditure as a proportion of provincial totals between 2015/16 and 2022/23. At an annual average of 3.4 per cent, the proportion of social development expenditure and allocations in relation to total provincial allocations was consistent between 2015/16 and 2018/19. However, the allocated proportion varies per province due to discretion and each provincial government's priorities.

There is considerable variation in the average growth rates of provincial social development expenditure, from 2.7 per cent in KwaZulu-Natal to 5 per cent in the Northern Cape which consistently shows the highest proportion of social development expenditure to total provincial expenditure. The Northern Cape increase was mainly due to the introduction of the new conditional grants, particularly the *substance abuse treatment grant*, the *early childhood development grant* (ECDG) and other allocations from the DSD for specific purposes such addressing gender-based violence, food relief programmes and the appointment of social workers.

Table 5.5 shows that the allocated proportion is lower in KwaZulu-Natal. However, in absolute terms the province's expenditure is second only to Gauteng's, while the Northern Cape's is the lowest. This is consistent with the sizes of the provinces' populations. Table 5.5 also shows that provincial social development adjusted appropriation increased from R16.8 billion in 2015/16 to R22.4 billion in 2019/20 and that spending in that period increased from R16.5 billion to R21.8 billion.

**Table 5.5: Provincial expenditure on social development by province, 2015/16 – 2019/20**

	2015/16	2016/17	2017/18	2018/19	2019/20	2015/16	2016/17	2017/18	2018/19	2019/20
R million	Adjusted budget					Outcome				
						Preliminary Outcome				
Eastern Cape	2 262	2 404	2 642	2 858	3 044	2 254	2 516	2 721	2 967	2 967
Free State	1 018	1 137	1 197	1 316	1 412	1 003	1 142	1 247	1 367	1 367
Gauteng	3 997	4 272	4 586	4 661	5 443	3 942	4 482	4 242	5 042	5 042
KwaZulu-Natal	2 713	2 782	2 986	3 311	3 576	2 610	2 916	3 297	3 542	3 542
Limpopo	1 609	1 680	1 829	2 065	2 182	1 585	1 817	2 035	2 182	2 182
Mpumalanga	1 295	1 436	1 484	1 538	1 647	1 271	1 474	1 524	1 628	1 628
Northern Cape	720	776	870	868	925	714	839	859	911	911
North West	1 316	1 393	1 525	1 638	1 722	1 289	1 472	1 636	1 685	1 685
Western Cape	1 899	1 964	2 111	2 247	2 461	1 892	2 104	2 231	2 432	2 432
<b>Total</b>	<b>16 829</b>	<b>17 843</b>	<b>19 231</b>	<b>20 503</b>	<b>22 412</b>	<b>16 560</b>	<b>18 763</b>	<b>19 794</b>	<b>21 755</b>	<b>21 755</b>
	2015/16	2016/17	2017/18	2018/19	2019/20	Total under exp	Total (-)over exp	Total under spending as %		
	(-)Over/under spending									
Eastern Cape	8	-113	-79	-109	77	85	-300	0,6%		
Free State	15	-5	-50	-50	46	61	-105	1,0%		
Gauteng	55	-210	344	-381	401	800	-591	3,5%		
KwaZulu-Natal	103	-134	-311	-231	33	136	-675	0,9%		
Limpopo	23	-137	-206	-117	0	23	-461	0,2%		
Mpumalanga	24	-38	-39	-89	19	43	-167	0,6%		
Northern Cape	6	-64	11	-43	14	31	-106	0,7%		
North West	27	-80	-111	-47	37	65	-238	0,8%		
Western Cape	7	-140	-121	-185	30	37	-446	0,3%		
<b>Total</b>	<b>268</b>	<b>-920</b>	<b>-563</b>	<b>-1 252</b>	<b>658</b>	<b>1 281</b>	<b>-3 089</b>	<b>1,3%</b>		

Source: National Treasury provincial database

## Budget and expenditure trends by programme

Table 5.6 shows actual and projected provincial expenditure on social development by programme between 2015/16 and 2022/23.

**Table 5.6: Provincial expenditure on social development by programme, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
R million	Outcome				Preliminary outcome	Medium-term estimates		
Administration	2 646	2 713	2 851	3 151	3 405	3 661	3 851	4 050
Social welfare	3 845	4 092	4 364	4 745	5 091	5 459	5 609	5 870
Children and	6 197	6 672	7 214	7 429	8 141	9 271	9 894	10 439
Restorative Services	2 195	2 252	2 470	2 633	3 050	3 355	3 614	3 780
Development and	1 677	1 810	1 864	1 836	2 068	2 331	2 377	2 483
<b>Total</b>	<b>16 560</b>	<b>17 539</b>	<b>18 763</b>	<b>19 794</b>	<b>21 755</b>	<b>24 076</b>	<b>25 346</b>	<b>26 621</b>
<b>Percentage of total</b>								
Administration	16,0%	15,5%	15,2%	15,9%	15,7%	15,2%	15,2%	15,2%
Social welfare	23,2%	23,3%	23,3%	24,0%	23,4%	22,7%	22,1%	22,0%
Children and	37,4%	38,0%	38,4%	37,5%	37,4%	38,5%	39,0%	39,2%
Restorative Services	13,3%	12,8%	13,2%	13,3%	14,0%	13,9%	14,3%	14,2%
Development and	10,1%	10,3%	9,9%	9,3%	9,5%	9,7%	9,4%	9,3%
<b>Total</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>Percentage growth (average annual)</b>		2015/16 – 2019/20			2019/20 – 2021/22		2019/20 – 2022/23	
Administration		6,5%			7,5%		6,0%	
Social welfare		7,3%			7,2%		4,9%	
Children and		7,1%			13,9%		8,6%	
Restorative Services		8,6%			10,0%		7,4%	
Development and		5,4%			12,7%		6,3%	
<b>Total</b>		<b>7,1%</b>			<b>10,7%</b>		<b>7,0%</b>	

Source: National Treasury provincial database



The provincial departments of social development render services through the following programmes: administration, social welfare services, children and families, restorative services and development and research.

Table 5.7 shows that, between 2015/16 and 2019/20, two core programmes - social welfare services and children and families – received the largest proportions of the departments’ allocation at average annual percentages of 23.5 per cent and 37.9 per cent respectively. To ensure the sustainability of the services delivered by these core programmes, these percentage shares are sustained over the MTEF with a slight increase in the allocation to children and families.

The large share of funds allocated to Programme 3: Children and Families focuses on Early Childhood Development (ECD), with the ECD and Partial Care sub-programme having received significant additional allocations in recent years. The ECD grant, which contributes to the higher percentage share, provides ECD services to poor children by improving the health and safety of the conditions in which early learning takes place. The 2020 MTEF allocation for the ECD grant is R3.1 billion.

Spending on Programme 4: Restorative Services increased by 8.6 per cent between 2015/16 and 2019/20, remaining at an average percentage of 13.3 per cent of the total over the period. This is ascribed to the construction and operationalisation of substance abuse treatment facilities in the Eastern Cape, Free State, North West and the Northern Cape with completion and full operationalisation of the Free State centre scheduled for 2020.

Between 2015/19 and 2019/20, the allocation to Programme 5: Development and Research declined slightly from 10.1 per cent to 9.2 per cent of the total. As a result of increased focus on and allocations to other programmes, this decline is expected to continue during the MTEF.

**Table 5.7: Percentages of provincial expenditure on social development by programme and by province, 2015/16 – 2022/23**

Province	Administration		Social welfare services		Children and Families		Restorative Services		Development and research	
	2015/16 - 2019/20	2019/20 - 2022/23	2015/16 - 2019/20	2019/20 - 2022/23	2015/16 - 2019/20	2019/20 - 2022/23	2015/16 - 2019/20	2019/20 - 2022/23	2015/16 - 2019/20	2019/20 - 2022/23
	Eastern Cape	17,8%	17,2%	26,8%	26,5%	28,5%	31,7%	15,3%	15,2%	11,7%
Free State	23,1%	20,8%	17,4%	17,1%	36,7%	38,2%	10,9%	13,4%	11,9%	10,6%
Gauteng	13,1%	13,0%	17,6%	16,5%	47,1%	44,4%	11,0%	13,8%	11,2%	12,2%
Kwa-Zulu Natal	17,0%	15,4%	24,6%	21,0%	41,5%	45,6%	10,2%	10,7%	6,6%	7,2%
Limpopo	16,7%	16,6%	18,5%	18,7%	43,9%	43,4%	10,6%	11,5%	10,4%	9,8%
Mpumalanga	19,3%	23,7%	17,9%	16,8%	37,1%	37,0%	13,7%	12,4%	12,0%	10,1%
Northern Cape	16,4%	16,9%	14,5%	13,9%	31,9%	32,3%	20,2%	20,9%	17,0%	16,0%
North-West	14,0%	11,9%	31,6%	32,8%	26,6%	29,0%	16,5%	16,1%	11,3%	10,2%
Western Cape	9,6%	9,7%	39,3%	39,1%	31,1%	30,7%	17,1%	18,1%	2,9%	2,4%
<b>Total</b>	<b>15,6%</b>	<b>15,3%</b>	<b>23,5%</b>	<b>22,5%</b>	<b>37,9%</b>	<b>38,6%</b>	<b>13,1%</b>	<b>14,1%</b>	<b>9,9%</b>	<b>9,5%</b>

Source: National Treasury provincial database

It is projected that, as a proportion of provinces' total expenditure, administration will remain at an average of 15.3 per cent over the MTEF, with most provinces marginally reducing the share of expenditure that they allocate to administration over the period.

Expenditure on the children and families programme is expected to increase between 2019/20 and 2022/23. This is explained by the additional allocation to the ECD grant as indicated above and by the focus on children and families as a priority.

#### *Budget and expenditure trends by economic classification*

Table 5.8 shows provincial expenditure on social development by economic classification between 2015/16 and 2022/23.

**Table 5.8: Provincial expenditure on social development by economic classification, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20 Preliminary outcome	2020/21	2021/22	2022/23
R million	Outcome					Medium-term estimates		
Current payments	9 517	10 212	11 656	12 442	13 616	15 204	16 018	16 815
<i>of which:</i>								
<i>Compensation of</i>	7 283	7 822	8 486	9 295	10 096	11 360	12 042	12 659
<i>Other current payments</i>	2 234	2 391	3 170	3 147	3 520	3 844	3 976	4 156
Transfers and subsidies	6 299	6 574	6 329	6 611	7 335	8 117	8 551	9 020
<i>of which:</i>								
<i>Non-profit institutions</i>	6 162	6 429	6 219	6 516	7 229	7 974	8 411	8 874
Payments for capital assets	726	718	763	737	798	754	777	786
Payments for financial assets	18	35	15	4	6	–	–	–
<b>Total</b>	<b>16 560</b>	<b>17 539</b>	<b>18 763</b>	<b>19 794</b>	<b>21 755</b>	<b>24 076</b>	<b>25 346</b>	<b>26 621</b>
<b>Percentage of total</b>								
Current payments	57,5%	58,2%	62,1%	62,9%	62,6%	63,2%	63,2%	63,2%
<i>of which:</i>								
<i>Compensation of</i>	44,0%	44,6%	45,2%	47,0%	46,4%	47,2%	47,5%	47,6%
<i>Other current payments</i>	13,5%	13,6%	16,9%	15,9%	16,2%	16,0%	15,7%	15,6%
Transfers and subsidies	38,0%	37,5%	33,7%	33,4%	33,7%	33,7%	33,7%	33,9%
<i>of which:</i>								
<i>Non-profit institutions</i>	37,2%	36,7%	33,1%	32,9%	33,2%	33,1%	33,2%	33,3%
Payments for capital assets	4,4%	4,1%	4,1%	3,7%	3,7%	3,1%	3,1%	3,0%
Payments for financial assets	0,1%	0,2%	0,1%	0,0%	0,0%	0,0%	0,0%	0,0%
<b>Total</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>Percentage growth (average annual)</b>		<b>2015/16 – 2019/20</b>			<b>2019/20 – 2020/21</b>		<b>2019/20 – 2022/23</b>	
Current payments		9,4%			11,7%		7,3%	
<i>of which:</i>								
<i>Compensation of</i>		8,5%			12,5%		7,8%	
<i>Other current payments</i>		12,0%			9,2%		5,7%	
Transfers and subsidies		3,9%			10,7%		7,1%	
<i>of which:</i>								
<i>Non-profit institutions</i>		4,1%			10,3%		7,1%	
Payments for capital assets		2,4%			-5,5%		-0,5%	
Payments for financial assets		-22,6%			-100,0%		-100,0%	
<b>Total</b>		<b>7,1%</b>			<b>10,7%</b>		<b>7,0%</b>	

Source: National Treasury provincial database

The largest spending items for provincial departments of social development are compensation of employees and transfers and subsidies to non-profit organisation (NPOs), at 46.4 per cent and 33.2 per cent respectively in 2019/20.

Spending on current payments increased by 9.4 per cent between 2015/16 and 2019/20, with compensation of employees being the main contributor. During this period, compensation of employees increased from R7.3 billion to R10.1 billion, an average annual increase of 8.5 per cent. This was primarily driven by the appointment of social workers, referred to above; the social work graduates from the scholarship programme; and above-inflation annual wage adjustments. The increased compensation of employees' budget was insufficient for the number of social work graduates that needed to be absorbed. The DSD therefore amended the contracts with the students to allow them to be employed by NPOs, other government departments and provincial departments of social development.

*The increased compensation of employees' budget was insufficient for the number of social work graduates that needed to be absorbed*

To address the number of unemployed social work graduates, in 2017/18 the DSD introduced the *social worker employment grant*, a conditional grant to the value of R591.3 million over the 2017 MTEF. This reduced the backlog of 3 187 by 582. The grant allocation for 2018/19 of R196.7 million aimed to sustain the appointments made in 2017/18. The grant was phased into the equitable share over the MTEF.

Over the same period, transfers and subsidies to NPOs grew by 4.1 per cent and are expected to grow at an average annual rate of 7.1 per cent between 2019/20 and 2022/23. The growth in the outer years of the MTEF is intended to offset the impact of inflation on current funding.

*Budget, expenditure and service delivery trends for social welfare services*

**Table 5.9: Provincial expenditure on social welfare services by sub-programme, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	Outcome				Preliminary outcome	Medium-term estimates		
<b>R million</b>								
Management and Support	1 252	1 141	1 217	1 375	1 408	1 512	1 547	1 643
Services to Older Persons	1 130	1 221	1 308	1 386	1 482	1 557	1 636	1 711
Services to Persons with Disabilities	627	738	794	864	963	1 038	1 095	1 142
HIV and AIDS	777	898	955	986	1 099	1 168	1 127	1 169
Social Relief	58	94	91	134	140	184	205	204
<b>Total</b>	<b>3 845</b>	<b>4 092</b>	<b>4 364</b>	<b>4 745</b>	<b>5 091</b>	<b>5 459</b>	<b>5 609</b>	<b>5 870</b>
<b>Percentage of total</b>								
Management and Support	32,6%	27,9%	27,9%	29,0%	27,7%	27,7%	27,6%	28,0%
Services to Older Persons	29,4%	29,8%	30,0%	29,2%	29,1%	28,5%	29,2%	29,2%
Services to Persons with Disabilities	16,3%	18,0%	18,2%	18,2%	18,9%	19,0%	19,5%	19,5%
HIV and AIDS	20,2%	21,9%	21,9%	20,8%	21,6%	21,4%	20,1%	19,9%
Social Relief	1,5%	2,3%	2,1%	2,8%	2,7%	3,4%	3,6%	3,5%
<b>Total</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>Percentage growth (average annual)</b>	<b>2015/16 – 2019/20</b>				<b>2019/20 – 2020/21</b>		<b>2019/20 – 2022/23</b>	
Management and Support	3,0%				7,4%		5,3%	
Services to Older Persons	7,0%				5,1%		4,9%	
Services to Persons with Disabilities	11,3%				7,8%		5,9%	
HIV and AIDS	9,1%				6,3%		2,1%	
Social Relief	24,4%				31,6%		13,5%	
<b>Total</b>	<b>7,3%</b>				<b>7,2%</b>		<b>4,9%</b>	

Source: National Treasury provincial database

Table 5.9 shows that, between 2015/16 and 2019/20, the management and support sub-programme accounted for the greatest share of the budget allocation to the social welfare services programme. This was due to personnel spending from the old social welfare services programme which was not correctly allocated to social service professional salaries across the sub-programmes and according to area of work. By 2022/23, the allocated proportion is projected to have declined to 22 per cent as a result of the reallocation of the personnel budget to the correct sub-programmes.

Spending on services to older persons increased between 2015/16 and 2019/20 by an average annual rate of 7 per cent and is projected to increase by an annual average rate of 4.9 per cent over the MTEF. This is in keeping with the objectives of the Older Persons Act (2006) which are to maintain and promote the status, well-being, safety and security of older persons with a shift from an emphasis on institutional care to community based care, with older people remaining in their homes. However, there will always be a need for residential care.

*Children and families***Table 5.10: Provincial expenditure on children and families by sub-programme, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20 Preliminary outcome	2020/21	2021/22	2022/23
<b>R million</b>	<b>Outcome</b>				<b>Medium-term estimates</b>			
Management and	348	348	288	308	329	296	329	349
Care and Services to	366	366	451	435	474	555	590	620
Child Care and	1 616	1 616	1 694	1 708	2 086	2 181	2 349	2 578
ECD and Partial Care	2 154	2 154	2 413	2 736	2 957	3 172	3 334	3 453
Child and Youth	1 014	1 014	1 118	1 351	1 265	1 480	1 621	1 879
Community-Based	700	700	713	701	326	767	789	798
<b>Total</b>	<b>6 197</b>	<b>6 197</b>	<b>6 677</b>	<b>7 239</b>	<b>7 437</b>	<b>8 452</b>	<b>9 013</b>	<b>9 677</b>
<b>Percentage of total</b>								
Management and	5,6%	5,6%	4,3%	4,3%	4,4%	3,5%	3,7%	3,6%
Care and Services to	5,9%	5,9%	6,8%	6,0%	6,4%	6,6%	6,6%	6,4%
Child Care and	26,1%	26,1%	25,4%	23,6%	28,0%	25,8%	26,1%	26,6%
ECD and Partial Care	34,8%	34,8%	36,1%	37,8%	39,8%	37,5%	37,0%	35,7%
Child and Youth	16,4%	16,4%	16,8%	18,7%	17,0%	17,5%	18,0%	19,4%
Community-Based	11,3%	11,3%	10,7%	9,7%	4,4%	9,1%	8,8%	8,2%
<b>Total</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>Percentage growth (average annual)</b>		<b>2015/16 – 2019/20</b>			<b>2019/20 – 2020/21</b>		<b>2019/20 – 2022/23</b>	
Management and		-3,0%			-10,0%		1,9%	
Care and Services to		4,4%			17,1%		9,4%	
Child Care and		1,4%			4,6%		7,3%	
ECD and Partial Care		6,2%			7,3%		5,3%	
Child and Youth		7,4%			17,0%		14,1%	
Community-Based		0,0%			135,3%		34,7%	
<b>Total</b>		<b>5,3%</b>			<b>13,6%</b>		<b>9,2%</b>	

Source: National Treasury provincial database

The budget for the children and families programme, the largest spending area in the social development budget, is an indication of government's commitment to giving effect to the Children's Act (2005). As Table 5.6 shows, by 2022/23 it will make up 39.2 per cent of the total. The programme includes ECD and partial care, some prevention and early intervention programmes, childcare and protection, foster care, adoption, drop-in centres and child and youth care centres.

Table 5.10 shows that, between 2015/16 and 2019/20, expenditure on the programme grew at an average annual rate of 5.3 per cent; this rate of growth is forecast to increase to 9.2 per cent over the MTEF period, reaching R9.7 billion in 2022/23. The increase over the medium term provides mainly for access to ECD and for the effects of inflation. Growth for the period under review was mainly the result of increased allocations for ECD and other services related to the Children's Act.

### Early childhood development

*There has been an increase in the number of children accessing ECD facilities; however, there is still a lot to be done to further reduce the large number not accessing these facilities.*

Early childhood is the phase in which the building blocks for a person's future development are laid. Without good nutrition, health care, support from family and encouragement to learn and achieve goals, children tend to perform poorly in school, develop personal and social problems and fall short of their potential.

There is strong international evidence, including from low- and middle-income countries, that increased investment in ECD can significantly improve education, health, social and economic outcomes. In terms of human capital development, it leads to improved school performance, more years of completed education and higher earnings in adulthood. Health-wise, it leads to better adult physical health and mental well-being and lower rates of chronic disease. In respect of social inclusion, it leads to better personal and social adjustment, lower levels of interpersonal violence and a more equitable society. It helps to break the intergenerational cycle of poverty and to reduce dependence on social assistance.

In the short term, investment in good quality ECD results in considerable cost savings and efficiency gains in the health and education sectors. Children who benefit from ECD are more likely to be healthy and ready to learn on entering primary school, to stay in school longer and to perform well throughout their schooling.

ECD services provided by the provincial departments of social development include the development and registration of programmes for children below five years of age, and monitoring and evaluation of services.

**Table 5.11: Population aged 0-4 years attending/not attending early childhood learning facilities by province, 2015-2018**

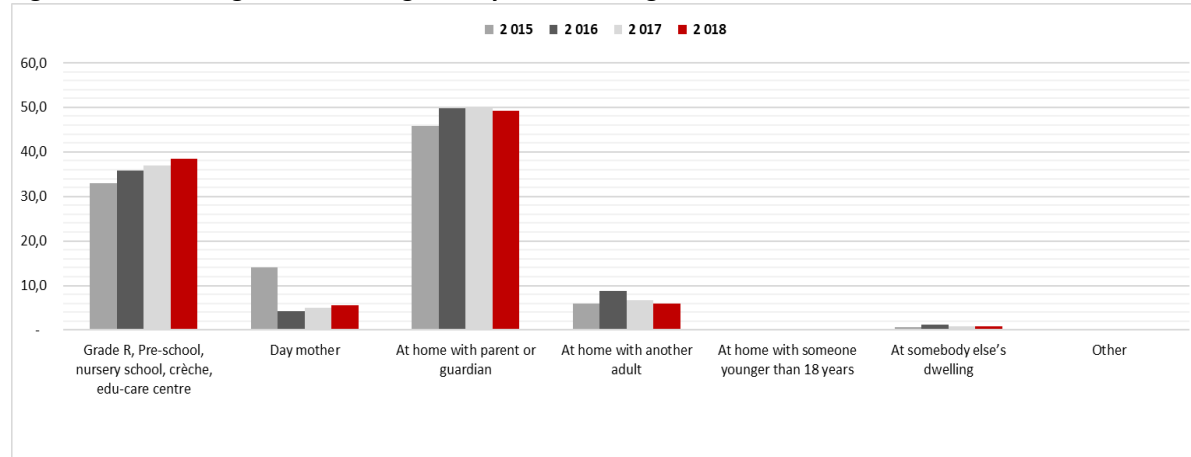
Provinces	Figures in thousands							
	Attend				Do not Attend			
	2015	2016	2017	2018	2015	2016	2017	2018
Eastern Cape	206	226	245	257	504	456	485	460
Free State	107	94	119	128	139	131	152	144
Gauteng	415	469	556	621	550	506	712	691
KwaZulu-Natal	210	297	314	279	865	759	867	877
Limpopo	222	227	265	284	393	394	490	464
Mpumalanga	115	149	186	184	325	298	330	315
North West	113	121	136	132	268	262	282	288
Northern Cape	31	36	31	27	87	74	94	97
Western Cape	191	181	227	247	349	356	361	347
<b>Total</b>	<b>1 610</b>	<b>1 800</b>	<b>2 079</b>	<b>2 159</b>	<b>3 480</b>	<b>3 236</b>	<b>3 773</b>	<b>3 683</b>

Source: Statistical release, General household survey

Figure 5.11 shows that for the years 2015 to 2018, 45.5 per cent of children aged 0 to 4 years old were at home with parents or guardians and 36.9 were attending various types of ECD facilities or care arrangements; these

included Grade R, pre-school, nursery school, crèche and educare centres. The figure 5.1 shows an increasing proportion of the children in this age group accessing ECD facilities.

**Figure 5.1: Percentage of children aged 0-4 years accessing child care facilities, 2015-2018**



Source: General Household Survey for each year

According to the General Household Survey, the number of children accessing child care facilities increased from 1.6 million in 2015 to 2.1 million in 2018 while the number of those not attending increased from 3.5 million to 3.7 million. The improvement reflects government's commitment to ensuring that all children have access to ECD services in registered centres. The aim of the ECD subsidy is ultimately to ensure access for all eligible children. However, much remains to be done to reduce the number of those not attending; their increasing number reflects the overall growth in population.

In 2017/18, R240 million was transferred to provinces to increase the provision of ECD services to poor children through partial care facilities. This resulted in an additional 168 868 children benefitting from this subsidy.

Over the 2020 MTEF period, the grant baseline for the ECD, which includes an additional R1.4 billion, totals R3.2 billion. For 2020/21, the additional allocations will be used to increase the per-child subsidy from R15 to R17 per day. The subsidy is projected to increase in line with inflation to R17.77 in 2021/22 and R18.57 in 2022/23.

*Over the MTEF period, R280 million is allocated for minor upgrades to conditionally-registered facilities to enable them to comply with the norms and standards*

Many early childhood development centres find it difficult to meet the minimum infrastructure requirements to become fully registered in terms of the Children's Act and therefore provide lower quality services. Over the 2020 MTEF period, R280 million is allocated for minor upgrades to conditionally-registered facilities to assist them to comply with the norms and standards, improve the quality of their services and qualify for full registration.

### Restorative services

Table 5.12 shows that, between 2015/16 and 2019/20, spending on the restorative programme increased by 8.6 per cent. The crime and prevention and support sub-programme received the largest single portion of the programme's allocation. Provincial social development departments are responsible for providing probation officers with assessments of children who have been arrested and before they appear in court. Expenditure is mainly driven by the number of children arrested. This sub-programme also provides for secure care centres.

**Table 5.12: Provincial expenditure on restorative services by sub-programme, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	Outcome				Preliminary outcome	Medium-term estimates		
R million								
Management and Support	208	131	136	153	178	173	178	185
Crime and Prevention and Support	1 075	1 020	1 041	1 097	1 241	1 350	1 467	1 535
Victim Empowerment	328	399	423	503	575	728	794	829
Substance Abuse, Prevention and Rehabilitation	585	703	869	880	1 055	1 103	1 174	1 230
<b>Total</b>	<b>2 195</b>	<b>2 252</b>	<b>2 470</b>	<b>2 633</b>	<b>3 050</b>	<b>3 355</b>	<b>3 614</b>	<b>3 780</b>
<b>Percentage of total</b>								
Management and Support	9,5%	5,8%	5,5%	5,8%	5,9%	5,2%	4,9%	4,9%
Crime and Prevention and Support	49,0%	45,3%	42,2%	41,7%	40,7%	40,3%	40,6%	40,6%
Victim Empowerment	14,9%	17,7%	17,1%	19,1%	18,8%	21,7%	22,0%	21,9%
Substance Abuse, Prevention and Rehabilitation	26,6%	31,2%	35,2%	33,4%	34,6%	32,9%	32,5%	32,5%
<b>Total</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>	<b>100,0%</b>
<b>Percentage growth (average annual)</b>	<b>2015/16 – 2019/20</b>				<b>2019/20 – 2020/21</b>		<b>2019/20 – 2022/23</b>	
Management and Support	-3,7%				-3,0%		1,3%	
Crime and Prevention and Support	3,7%				8,8%		7,3%	
Victim Empowerment	15,1%				26,6%		13,0%	
Substance Abuse, Prevention and Rehabilitation	15,9%				4,6%		5,2%	
<b>Total</b>	<b>8,6%</b>				<b>10,0%</b>		<b>7,4%</b>	

Source: National Treasury provincial database



### *Substance abuse*

The Prevention and Treatment of Substance Abuse Act (2008) prescribes that each province must have at least one substance abuse treatment centre and one halfway house. However, provision of treatment, prevention, early intervention, reintegration and after-care services are far below the requirements of the Act and the National Drug Master Plan. Treatment services are costly to provide and are mainly available in urban areas. In the past, public treatment centres were located only in the Western Cape, Mpumalanga, KwaZulu-Natal, Limpopo and Gauteng. However, as indicated below, during the period under review new public treatment centres were constructed, via a conditional grant, in the other four provinces to address the challenges of substance abuse.

*Additional public treatment centres were constructed in the Free State, Eastern Cape, Northern Cape and North West to address the challenges of substance abuse.*

Between 2015/16 and 2019/20, expenditure on substance abuse prevention and treatment increased from R585 million to R1.5 billion, with a projected increase to R1.2 billion in 2022/23. In the 2014 MTEF, R124 million was allocated to construct 40-bed substance abuse treatment centres in the Free State, Eastern Cape, Northern Cape and North West. The construction of these centres have been completed and the allocation for operationalising these centres is incorporated into the provincial equitable share.

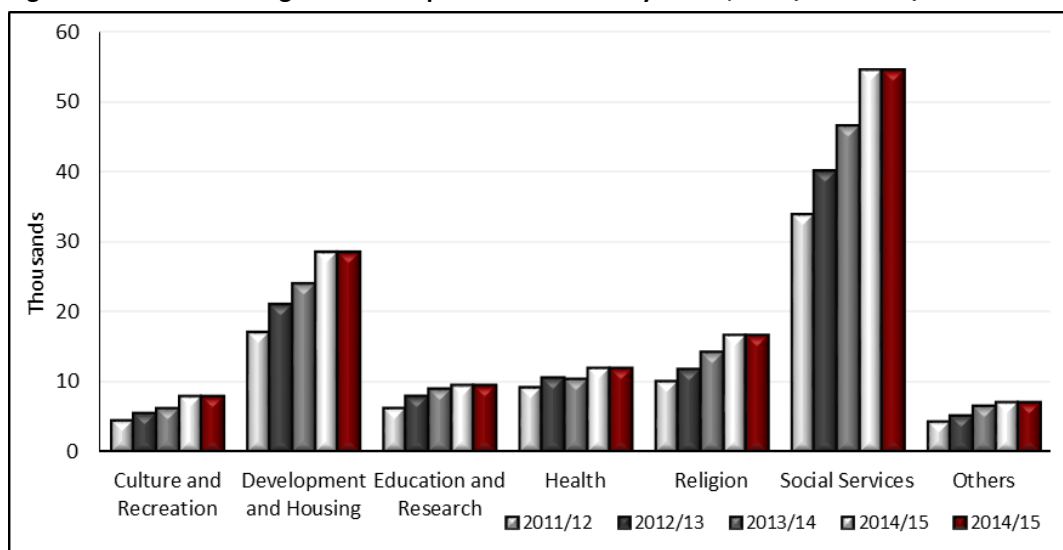
The Eastern Cape's facility is complete and operational. A certificate of completion was handed over to the department on 17 September 2015 and registration of the facility in terms of the Prevention of and Treatment for Substance Abuse Act was finalised in January 2017. The treatment facility in the North West is operational and was registered in June 2018. By September 2018, 24 patients had used the centre.

### *Registration and funding of NPOs*

NPOs are a major delivery arm of social welfare services and the social development sector relies heavily on them. The White Paper for Social Welfare (1997) describes social development as the collective responsibility of government and civil society, defined as including all institutions and organisations outside government and primarily driven by NPOs. To receive government funding, NPOs must be registered in terms of the Non-profit Organisations Act (1997) and in terms of the relevant registration requirements; these depend on the type of service being delivered. Figure 5.2 shows the number of registered NPOs by sector for the years 2011/12 to 2015/16; at the time of writing, data was not available for the years 2016/17 to the present.

*There has been a significant increase in NPO registration in all sectors, with social services being the fastest growing sector*

**Figure 5.2: Number of registered non-profit institutions by sector, 2012/13 – 2014/15**



Source: Social Development 2015/16 State of South African registered non-profit organisations

As of March 2016 and following the promulgation of the Non-profit Organisations Act, 153 677 organisations had been registered; 48 per cent of them, the largest single percentage, were in social services but there was growth in all sectors.

Most of the registered NPOs are in Gauteng, followed by KwaZulu-Natal; the Northern Cape has the smallest number. This is in line with the population numbers per province. Provincial departments of social development have a budget allocation to assist NPOs to build institutional capacity.

Table 5.13 shows that throughout the period 2015/16 to 2022/23 Gauteng’s allocation was substantially larger than other provinces’; this relates to the number of its NPOs. The Western Cape has a history of well-established NPOs and this is reflected in the relatively small budget allocation.

**Table 5.13: Provincial expenditure on institutional capacity building and support for NPO by province, 2015/16 – 2022/23**

	2015/16	2016/17	2017/18	2018/19	2019/20 Preliminary outcome	2020/21	2021/22	2022/23
<b>R million</b>	<b>Outcome</b>				<b>Medium-term estimates</b>			
Eastern Cape	49	63	36	34	40	45	44	45
Free State	13	13	13	13	13	13	15	15
Gauteng	154	190	180	183	191	235	244	255
KwaZulu-Natal	15	31	2	9	21	15	16	17
Limpopo	6	15	13	15	25	21	9	9
Mpumalanga	5	3	3	2	2	3	3	3
Northern Cape	29	23	22	21	39	27	29	30
North West	17	20	17	27	19	18	10	11
Western Cape	1	1	2	2	2	3	3	3
<b>Total</b>	<b>288</b>	<b>358</b>	<b>287</b>	<b>307</b>	<b>352</b>	<b>380</b>	<b>372</b>	<b>389</b>
<b>Percentage growth (average annual)</b>	<b>2015/16 – 2019/20</b>		<b>2019/20 – 2020/21</b>		<b>2019/20 – 2022/23</b>			
Eastern Cape	-4,7%		10,3%		4,0%			
Free State	-0,5%		4,2%		6,6%			
Gauteng	5,5%		23,1%		10,1%			
KwaZulu-Natal	9,3%		-28,2%		-7,3%			
Limpopo	42,7%		-15,4%		-28,2%			
Mpumalanga	-19,9%		45,5%		20,0%			
Northern Cape	7,8%		-30,0%		-8,0%			
North West	2,8%		-6,2%		-17,5%			
Western Cape	23,6%		16,6%		9,7%			
<b>Total</b>	<b>5,2%</b>		<b>7,8%</b>		<b>3,4%</b>			

Source: National Treasury provincial database

Provincial departments of social development are highly reliant on NPOs to deliver services on their behalf. Table 5.14 shows transfer payments to NPOs by service delivery area. Transfers to the ECD sub-programme has the largest share. This is in line with the sector's focus on expanding access to ECD. Transfers to child and youth care centres and to child protection services support implementation of the Children's Act. Transfers for the care of and services to older persons support NPO-managed residential facilities.

**Table 5.14: Transfers to non-profit organisations by sub-programme, 2015/16 – 2022/23**

R million	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	Outcome				Preliminary outcome	Medium-term estimates		
Care and Services to Families	366	451	442	474	616	611	644	674
Care and Services to Older Persons	1 130	1 221	1 308	1 386	1 482	1 557	1 636	1 711
Child and Youth Care Centres	1 014	1 118	1 323	1 268	1 502	1 611	1 730	1 817
Child Care and Protection Services	1 616	1 694	1 724	2 083	2 181	2 421	2 704	2 832
Community Based Care Services to Children	700	713	701	321	429	625	651	679
Crime Prevention and Support	1 075	1 020	1 041	1 097	1 241	1 350	1 467	1 535
District Management	1 194	1 146	1 214	1 316	1 395	1 475	1 549	1 646
ECD and Partial Care	2 154	2 407	2 718	2 954	3 053	3 661	3 824	4 080
HIV and AIDS	777	898	955	986	1 099	1 168	1 127	1 169
Institutional Capacity Building and Support for NPOs	288	358	287	307	352	380	372	389
Management and Support	2 117	2 117	2 230	2 440	2 544	2 651	2 729	2 876
Poverty Alleviation and Sustainable Livelihoods	454	493	553	481	598	773	782	820
Services to Persons with Disabilities	627	738	794	864	963	1 038	1 095	1 142
Substance abuse, Prevention, Treatment and Rehabilitation	585	703	869	880	1 055	1 103	1 174	1 230
Victim Empowerment	328	399	423	503	575	728	794	829
Women Development	24	46	61	58	63	71	74	77
Youth Development	189	255	276	290	306	331	323	336
<b>Total</b>	<b>14 637</b>	<b>15 777</b>	<b>16 920</b>	<b>17 706</b>	<b>19 454</b>	<b>21 553</b>	<b>22 676</b>	<b>23 843</b>

Source: National Treasury provincial database

Table 5.15 shows transfers to NPOs as percentages of total social development expenditure by province. Provinces differ in terms of the proportion of their budgets spent on transfer payments to NPOs. Mainly due to the number of NPOs registered in the two provinces, those of the Western Cape and Gauteng are higher than those of the other provinces.

**Table 5.15: Transfers to NPOs as proportion of social development expenditure by province, 2015/16 – 2022/23**

Province	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23
	Outcome				Preliminary outcome	Medium-term estimates		
Eastern Cape	20,2%	17,1%	18,8%	20,4%	21,2%	21,2%	21,9%	22,4%
Free State	36,7%	37,7%	36,5%	35,8%	34,5%	35,4%	35,9%	36,0%
Gauteng	53,1%	52,6%	39,3%	43,1%	44,2%	40,9%	39,9%	39,8%
KwaZulu-Natal	30,8%	31,6%	31,6%	28,3%	26,7%	29,9%	30,9%	31,6%
Limpopo	30,6%	30,9%	29,2%	26,8%	27,1%	26,2%	25,9%	26,4%
Mpumalanga	34,3%	35,4%	33,2%	33,9%	33,2%	34,0%	33,2%	33,2%
Northern Cape	28,8%	28,2%	24,4%	22,8%	20,7%	18,9%	19,0%	18,9%
North West	20,3%	18,8%	19,4%	18,9%	20,3%	23,2%	23,7%	23,7%
Western Cape	55,6%	53,4%	54,0%	53,1%	53,1%	51,7%	52,1%	51,6%
<b>Total</b>	<b>37,2%</b>	<b>36,7%</b>	<b>33,1%</b>	<b>32,9%</b>	<b>33,2%</b>	<b>33,1%</b>	<b>33,2%</b>	<b>33,3%</b>

Source: National Treasury provincial database

### *Focus on the state's response to violence*

A diagnostic review of the state's response to violence, carried out by the Department of Planning, Monitoring and Evaluation (DPME) in 2016, found that government funding for addressing violence was focused largely on immediate response and policing, leaving the areas of prevention and psychosocial services underfunded. The review found that the state could be more effective in responding to violence by closing the 'implementation gap' through improved integration and collaboration.

The review also recommended that administrative data collection and management should be strengthened to enable a clear understanding of the size, geographic spread and nature of the problem of violence against women and children (VAWC) in the country. This would facilitate better case management for victims and potential victims of VAWC. The review also recommended that, through evaluations of government and NPO implemented programmes, a stronger evidence base of what works best should be built so that VAWC can be addressed. The final recommendation was that the DSD should take the lead in comprehensively defining psychosocial response services for victims of VAWC, establishing minimum core services and identifying the funding implications of their implementation.

*Government allocated additional funds over the 2018 MTEF towards addressing the challenges of violence against women and children (VAWC) in South Africa per province*

Over the 2019 MTEF, R788.3 million is allocated to the provinces for addressing VAWC. A portion of the allocation will go to Isibindi, a community based child and youth care prevention and early intervention service that provides support to vulnerable children in their homes, at community level through safe parks and through life skills programmes. Table 5.16 shows the breakdown of the R788.3 million by province.

**Table 5.16: Social development allocations to address violence against women and children, 2019/20 – 2021/22**

	2019/20	2020/21	2021/22	Total
<b>R million</b>	<b>Medium-term estimates</b>			
Eastern Cape	28,0	39,5	41,4	108,9
Free State	11,2	15,9	16,7	43,8
Gauteng	39,9	57,1	60,6	157,6
KwaZulu-Natal	42,4	60,2	63,4	166,0
Limpopo	23,6	33,5	35,3	92,4
Mpumalanga	16,4	23,4	24,8	64,6
Northern Cape	5,3	7,6	8,0	20,9
North West	13,8	19,7	20,8	54,3
Western Cape	20,3	28,9	30,6	79,8
<b>Average</b>	<b>200,9</b>	<b>285,8</b>	<b>301,6</b>	<b>788,3</b>

Source: National Treasury provincial database

### *Social worker employment*

*583 social work graduates were absorbed by the nine provincial DSDs through the Social Worker Graduate Grant in 2017/18*

The backlog in employment of social workers, particularly those who received scholarships from the DSD through the National Student Financial Aid Scheme, has come under scrutiny in recent years. To address this, in 2017/18 funds were made available by reducing the annual social worker scholarships to create a new conditional grant allocation of R181.8 million to enable provinces to employ social work graduates. By the end of 2017/18, the provinces had recorded significant progress, with 583 social worker graduates appointed across provinces through the grant.

For the 2020 MTEF period, R398 million has been reprioritised from national government to continue to employ social workers in areas with a high prevalence of gender-based violence, substance abuse and issues affecting children.

### *Determining the service delivery gap over the medium term*

Policy making and planning in the social services sector is difficult when data sources about demand, supply and thus the service delivery gap are weak. Furthermore, service conditions (demand and supply) change continuously. An effective system must therefore constantly respond to signals coming from up-to-date information and analysis. Porous information and insufficient analysis of data and evidence are fundamental challenges.

## **■ Medium-term outlook**

A key area requiring attention over the medium term is a comprehensive sector response to the following:

- Improving access to good quality ECD by working closely with the Department of Education.
- Implementing the national anti-substance abuse programme of action. Substance abuse continues to plague South Africa and especially its poor communities, entrenching poverty and violence.
- Strengthening social welfare delivery through legislative and policy reforms and capacity building.
- Strengthening community development interventions and building the capacity of the NPO sector which continues to play a critical role in community development.
- Continuing to provide social relief through programmes to ensure the provision of care, support and protection of individuals, families and communities in distress. This function is currently provided by both the DSD and provincial social development departments. In

the medium term, to avoid duplication and improve coordination the function will only be provided provincially.

## **Conclusion**

Government's commitment to strengthening the delivery of social welfare services is reflected in the increased resources allocated to provinces. With the introduction of new conditional grants between 2015/16 to 2019/20, the budgets of provincial departments of social development have grown considerably. Over the MTEF, accumulation of additional and better-quality data about the impact of this expenditure will enable improved planning and implementation.

Provincial departments of social development play an essential role in addressing the human development needs of society's most vulnerable members. However, despite the achievements during the period under review, there are still challenges that confront the sector nationally and provincially and that need to be addressed.

High levels of inequality persist and are often linked to social pathologies such as substance abuse and violence against women and to the gap in NPO funding.

Provincial departments need to continuously strengthen their capacity to deliver services in line with the applicable legislation. Cementing relationships with viable NPOs and building capacity in emerging organisations will be a step in the right direction.

While funding has been earmarked through all three programmes to address some of sector challenges, it is noted that the ever-increasing population and slow economic growth continue to impact negatively on the national targets to verify improved social and economic outcomes.