

Lecture 1

# The Social Development Approach in the Global South

Presented by: Prof Leila Patel

DST/NRF Research Chair, Welfare and Social Development  
Centre for Social Development in Africa, University of Johannesburg



science  
& technology

Department:  
Science and Technology  
REPUBLIC OF SOUTH AFRICA



National  
Research  
Foundation



# Part 1:

## Early Approaches to Social Policy

- **Pre-colonial period in Africa** (15<sup>th</sup> century): needs met through kinship group, communalism, co-operation and mutual aid.
- Indigenous forms of provision/support e.g. *Letsema means working together for a common goal*; families work together on rotational basis in the fields, chief's granary.
- Patriarchal and patrilineal kinship group relations – authority over land, headship of households and children.
- Women occupied junior positions – marked by sex based division of labour.
- Gendered nature of social reproduction with women being largely responsible for care and nurturance of family, provision of social support.

# Post-independence (1950s-1960s) – role of the state in social policy

- Challenge to colonial rule by liberation movements.
- Coincided with negative impact of two World Wars leading to economic, political and social pressures for colonial and imperial powers.
- ‘Winds of change’ – independence in many African countries (1950s-1960s).
- **Rise of more expansive social policies** building on colonial infrastructure e.g. public services; health, education and statutory welfare services especially for children.
- Some of these were extensively **modelled on social policy systems of colonial powers** e.g. social security systems in SA and India modelled on British social policy and in the Francophone countries on French systems.
- **Coincided** with post WW 2 reconstruction via social policy in Europe: **social contract between state and citizens to meet needs and protect against risks.**
- Propelled in the North by elected centrist and social democratic parties and labour movements: **redistributive social policies**

# Expansion of Social Policies in the South

- **Independence leaders adopted more 'statist'** (institutional) policies: goal of nation building and improvements in standards of living e.g. schools, hospitals, clinics; houses, community development programmes, nutrition & literacy campaigns; statutory social work services & residential care.
- But these were **largely curative and residual in nature** and scope, compared to the expansive egalitarian principles of northern European welfare states
- **Variations in welfare state development in different regions** in Asia, Africa and Latin America (Haggard & Kauffman 2008). In SA we see residual policies for Blacks and more expansive welfare state policies for whites (Patel 2015: Chapter p.44-64).
- **Authoritarian political regimes** in some countries (East Asia) followed a different policy path following the end of colonialism – developmental welfare states

# Debate: 'Growth first' and Welfare later

- On the one hand it was argued that in development contexts **economic growth not social spending** would **improve social outcomes**.
- **Public spending considered to be wasteful consumption** spending – these should be directed to investments in infrastructure and other growth promoting sectors of the economy.
- **Minimalist social policies** of the colonial era were entrenched or rolled back in other countries.
- Argued that expansive policies were not feasible in development contexts due to low economic growth, inadequate institutional capability and political instability.
- Also, labour market policies (contributory insurance schemes) and large informal economies required new social strategies as these conditions were different to countries in the North.

# Turn to Neo-Liberalism in 1980's and Beyond

- Former arguments were drivers of the neo-liberal turn in social policy.
- **Washington Consensus** – conservative governments in UK & USA were proponents of market oriented social policies in line with the SAPs (Structural Adjustment Programmes).
- Bypassing strategies of governments (corruption and inefficiencies) led to greater support for NGOs as delivery agencies in development.
- SAPs did not deliver the economic growth advocated instead, it resulted in reversal of earlier positive social trends; reliance on informal and familial systems of support.
- But, NGOs and development agencies (e.g. UNICEF) critiqued neo-liberal policies.
- Key shifts towards more pro-poor and transformative social policies from the 1990s.



STRUCTURAL ADJUSTMENT

# New Thinking and Goals Begin to Drive the Social Agenda: The Rise of Social Protection Policies

- **International social development:** UN World Summit for Social Development in 1995 – key shift to **redistribution with growth**.
- Mkandawire (2004) & Midgley (1995) and Patel (2005; 2015) support notion of **indivisibility of economic growth and social development**.
- New wave of social policies in the South.
- **Re-emergence of redistributive policies** in some countries although policies are mainly residual.
- **Social protection agenda:** social assistance e.g. cash transfers – poverty reduction strategy.
- **New approaches** emerged: enhancing human capital development; human capabilities approach; social capital theory, gender and development theory, social investment theory among others, to break the cycle of intergenerational poverty.
- **Transformative social policies:** advocate tackling the structural and systemic barriers that underlie poverty, vulnerability and inequality.

# Part 2:

## Approaches to Social Policy

- An **approach** is a looser term than a theory.
- It is used to depict how **different theoretical and philosophical ideas**, assumptions, concepts, principles and methods are systematically organized into a theoretical or conceptual framework that guides social policy analysis.
- Approaches to social policy are based on **different theories** and **ideological orientations**

### **Theoretical approaches that are reviewed are:**

- Philanthropy
- Residual
- Institutional
- Social investment
- Critical - feminist, human rights/social justice
- Human capabilities
- Social development



# Why are these Theoretical Approaches Important?

- **Applied social science theory:** widely referred to and applied in the field of social policy, in development studies are relevant in both developed and developing country contexts.
- **Organizes our thinking theoretically** usually in the form of a theoretical framework that sets out the key concepts, theories and models.
- Usually based on a set of **normative principles** (values, beliefs e.g. social justice), **theoretical assumptions**. Key arguments, statements or propositions are set out that assist us in describing (what is) and in explaining (why it is the way it is).
- **It has implications for action (social policy/intervention).**
- **Methodology or way in which certain actions are expected to unfold.** e.g. human capabilities approach would strongly advocate enlarging human capacities such as skills.
- It provides a **strong scientific base** to the study of contemporary issues and social policy
- It demonstrates how **scientific knowledge relates to the topic** or your research.

# Philanthropy

- **Ancient roots** in different religious & cultural communities: charitable giving.
- e.g. Christianity, Judaism, Islam, Hinduism & oriental philosophies.
- Philanthropic approach: formally established in European countries in 19<sup>th</sup> century.
- **Contemporary form of philanthropy**: voluntary action contributing to the public good; formalized in different contexts by voluntary organizations and Faith-Based Organizations; legislation, tax regimes allow for rebates for giving; corporate giving; individual giving.
- National, international and transnational philanthropic initiatives.
- **Critics**: paternalistic, associated with 'handouts' and 'welfare' and is reformist and not transformative.

**Sources:** Habib & Maharaj (2008); Patel (2015); Mottiar & Ngcoya (2016); Trialogue (2018);. \*There is a vast literature on the subject that you may consult.

# Philanthropy: A South African & African Example

- Dominant views are that Africans are the recipients of philanthropy but what about giving and the generosity of million of Africans?
- Gift of the Givers- See programmes <http://giftofthegivers.org/>
- You may also consult Mottiar & Ngcoya (2016) who challenge the former perspective.

# Residual Approach

- **Origins** in *laissez-faire* economics of Adam Smith (18<sup>th</sup> century & Milton Friedman (20<sup>th</sup> century)
- **Argues** that there are two natural systems through which people meet their needs.
- **Assumptions:** These are the capitalist market economy and individual/family.
- When these systems fail – a 3<sup>rd</sup> mechanism comes into being – social welfare and social policy.
- **Social policy propositions:** Short-term, emergency support to tie people over a crisis.

# Residual Approach (cont.)

- When the crisis is over, the individual is responsible for his/her own welfare.
- **Principle of selectivity**: selected and targeted groups qualify only based on set criteria such as age, need, income.
- Means test is used to determine eligibility; or other targeting mechanisms.
- **Conservative philosophy** – limited role for the state in social welfare.
- Characterized by **low social spending** by governments ( e.g. health, education, pensions, minimal subsidies for basic goods and services).
- Proposes use of **non-state actors in social provision**.
- Needs are met through market systems such as private savings, insurance, commercialization of services, fee for services, and private sector provision are preferred.
- Associated with neo-liberal approach to social policy – see history of social policy in part 1 of this lecture.

# Residual Approach (cont.)

**Conservatives argue that generous social welfare benefits and services are detrimental to society and lead to:**

- Dependency and is paternalistic.
- Excessive government involvement in people's lives.
- Bureaucratic and mired red tape.
- Uses resources for consumptions that could be channeled into productive economic activities e.g. infrastructure.
- It is too expensive and is a drain on public resources.
- People should do things for themselves.

# Institutional Approach

- Social welfare policies and programmes are the normal, first-line function of a modern industrial society.
- Society is responsible for the support of its members – **collective responsibility**.
- People need support due to circumstances beyond their control – such as **market failure** e.g. job losses due to currency fluctuations; erosion of savings of pensioners as interest rates fall.
- **Social costs** of large scale societal changes should not be borne by individuals and households
- **Major role for government in economy and society.**



# Institutional Approach (cont.)

- **Social spending is high**
- **Highly regulatory welfare regimes** – aim is to manage market failures or systemic & structural barriers to human development.
- **Policy solutions:** social policies and laws to ensure a minimum living level e.g. income, minimum wages, basic services, health and education.
- Social welfare is available to all citizens, it is not a privilege – **right of citizenship.**
- **Principle of Universality** – all citizens have access to social welfare regardless of income.
- **Policies emerged in the post World War II reconstruction in Europe**
- **Informed by Keynesian economic policies** – argues that in times of crisis governments should **invest in meeting consumption needs such as income maintenance programmes that** boosts demand in the economy. When economic crisis recedes and economic growth is generated, investments could revert to 'normal' levels of funding of programmes.



# Institutional Approach (cont.)

- Approach is **criticized by the conservatives** who challenged the welfare state approach in the 1980s.
- More conservative market oriented approaches began to be more dominant.
- **Demographic changes** (growing elderly population) in first world countries – elder care programmes becoming significantly more costly.
- Limited role for voluntary sector in social policy and provision of social services exists with variations between welfare state programmes.
- **Criticized conservatives for abrogating state responsibility for social welfare; stigmatizing the poor and marginalized through selective policies**

# Institutional Approach (cont.): European Welfare States

- Institutionalism is associated with northern welfare states in the European countries.
- Emerged in post World War 2 period as a compromise between labour movements, private capital and government to find a middle road between free market capitalism and socialism.
- **Variations in welfare states: Esping Anderson (1999)** argues that there are 3 types of welfare regimes based on the extent to which they are de-commodified or de-linked from the market with the goals of changing the class stratification of the society.
- These are: Liberal; conservative-corporatist and social democratic (redistributive)
- This classification has been much criticized for its Northern bias and has been adapted by Gough & Wood (2004) who added other regime types relevant to the South.
- **Social democracies in the South???** e.g. Costa Rica; Mauritius, Chile (Sandbrook et al. 2007).

# Social Development Approach

- First introduced by UN in 1960s following independence from colonialism.
- 1995 UN World Summit for Social Development – Declaration adopted by 160 countries – international support for social development re-emerged.
- Midgley (1995) defines it as a planned process of social change to improve social well-being of the population in conjunction with a process of economic development.

# Social Development (cont.)

**Assumption:** Social well-being is enhanced when people participate in the productive economy and in turn contribute to economic growth.

**Social development stresses the following:**

- ✓ Economic and social processes work hand-in-hand
- ✓ Economic growth must go hand in hand with **social investments in social welfare – only in this way is there likely to be social progress**



# Social Development (cont.)

- Social development can be achieved through macro social and economic policies
- South Africa's Constitution and Bill of Rights guarantees a set of **socio-economic rights**
- **Package of social policy proposals:** social policies to promote small business development and employment through public works programmes; skills development; employment equity policies, progressive taxation policies; public health, education, housing, social security and social assistance, children's rights among others.
- These policies and laws must provide an enabling environment to promote social well-being; build human capabilities and widen people's choices.
- Strong role for government in social development is advocated.

# Social Development (cont.)

- **Partnership** between government, voluntary sector, commercial sectors, individuals and families. Also known as **pluralist approach**
- **Participation of people in development programmes.**
- People and their needs are central to development efforts – pro-poor and ‘people-centered development’ policies.
- **Holistic approach** – social, economic, cultural, political, environmental factors all play a role in understanding social conditions and in shaping interventions.
- Universal – all people must benefit from social policies and welfare programmes but the **most disadvantaged must be favoured.**

# Social Development (cont.)

Argument against social development:

- ✓ Its too new an approach, its experimental.
- ✓ It is more applicable to third world conditions and is not applicable in the developed world.
- ✓ It does not challenge the capitalist system but rather maintains the status quo.
- ✓ It does not adequately speak to micro and mezzo level aspects of people's every day lives.

**Note:**

- Critique will be revisited in the next lecture
- **Sources:** Patel (2015 :28 – 33); Midgley (2014:41-77).

# Social Investment Approach

- Europe and Latin America: a response to the dominance of neo-liberalism, its failures e.g. SAPs and new challenges and risks in the global era; demographic changes. e.g. population ageing; migration.
- Ambiguity around the approach: open different interpretations but **convergence around central ideas:**
  - **Social and economic benefits** are mutually reinforcing
  - emphasis is on achieving **long-term socio-economic outcomes** namely economic participation, **'productivist'** – promote productivity.
  - investments are needed that produce long-term **economic and social returns in employment, income and social well-being indicators.**
  - Disrupt **intergenerational cycle of poverty.**
  - **Human capital investments** are most prioritized e.g. education and training; health, early childhood development etc.
  - **Source:** Patel (2015 :23,25).



# Social Investment (cont.)

- Reconciling productive and reproductive activity
- Work (active labour market) and family policies
- This gives the approach a more future oriented, long-term and preventative and promotive orientation e.g. early childhood education.
- Investments in early stages in the life course – greater productive returns.
- Positive role for the state although proponents acknowledge contribution of the market.



# Social Development Practice Approach

*James Midgley*

- Investment in Skills and Knowledge: The Role of Human Capital
- Social Capital, Communities and Social Development Historical dimensions.
- Promoting Decent Work and Employment: Policies and Investments
- Microenterprise, Microfinance and Social Development
- Assets and Social Development
- Social Protection and Social Development Strategy
- Social Planning, Rights and Social Development

**Source:** Midgley (2014)

# The Child Support Grant – A Case Study

Read the case study (see hand out).

Discuss the case of the evolution of the CSG with reference to the following questions:

1. What contextual factors facilitated the evolution of the CSG?
2. What role did different social actors play in this process?
3. Identify the rationale and goals of the policy.
4. What are the distinguishing design features of the CSG?
5. What factors favoured the expansion of the CSG?
6. How have the impacts of the CSG been assessed?



# Lecture References

Esping- Anderson, G.(1999). *Social Foundations of Post-industrial Economies*. New York: Oxford University Press.

Gough, I. and Wood G. (2004). *Insecurity and Welfare Regimes in Asia, Africa and Latin America. Social Policy in Development Contexts*. (Cambridge: Cambridge University Press.

Habib, A. & Maharaj. B. (eds). (2008). *Giving & Solidarity. Resource Flows for Poverty Alleviation and Development in South Africa*. Cape Town: HSRC Press. Retrieved from source <https://www.hsrcpress.ac.za/books/giving-and-solidarity>

Haggard, S & Kaufman, R.R. (2008). *Development, Democracy, and Welfare States Latin America, East Asia, and Eastern Europe*. Princeton, USA: Princeton University Press

Midgley, J. (2014). *Social Development Theory & Practice*. Los Angeles: Sage

Midgley, J. (1995). *Social Development: The Developmental Perspective in Social Welfare*. London, Thousand Oaks, CA and New Delhi: Sage

# Lecture References

Mkandawire, T. (2004). Disempowering New Democracies and the Persistence of Poverty. In M. Spoor (ed.) *Globalisation, Poverty and Conflict*. (1<sup>st</sup> ed, pp 117-53) Dordrecht: Kluwer Academic Publishers

Mottiar, S. & Ngcoya, M. (2016) Horizontal Philanthropy in Maphumulo and Clermont, Durban. In S. Mottiar & M. Ngcoya (eds.) *Philanthropy in South Africa: Horizontality, Ubuntu and Social Justice*. Cape Town: HSRC Press : 94-109.

Patel, L. (2015). History of Social Welfare in South Africa. In L. Patel (2nd ed.) *Social Welfare and Social Development*. Cape Town: Oxford University Press Southern Africa

Sandbrook, Edelman, M., Heller, P. and Teichman (2007). *Social Democracy in the Global South. Origins, Challenges, Prospects*. Cambridge; Cambridge University Press.

Triologue.(2018). *Business in Society Handbook*. Cape Town & South Africa: Triologue. Retrieved from Source <https://trialogue.co.za/publications/csi-handbook-2018-free-download/>