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# AN INTEGRATED STRATEGIC APPROACH TO THE IMPLEMENTATION AND MANAGEMENT OF POVERTY ALLEVIATION PROGRAMMES IN KWAZULU-NATAL

By

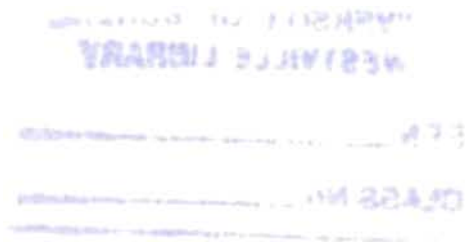
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## ***DECLARATION***

I declare that this dissertation is my own work, and has not been submitted for any degree in any university. All the sources that have been used or quoted have been indicated and acknowledged by means of complete reference.

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## DEDICATION

To my parents, my daughter and my late grandfather, ***Petros Mpomponyana Madlopha*** who believed in education that he built a class and employed a teacher for the betterment of the community.

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## **EXECUTIVE SUMMARY**

This research details the findings of research done on the poverty alleviation programme in KwaZulu-Natal. It includes the poverty alleviation initiatives undertaken since 1996, changes since the inception of the programme and lessons for decision makers. The study involved reviewing existing documents on poverty alleviation from the departments of Social Welfare and Population Development, Agriculture and Environmental Affairs, Public Works and Community Based Organisations. Existing literature on poverty was reviewed, 38 officials involved in poverty alleviation programme responded to a questionnaire, 10 members of projects were interviewed and were part of the case study. The case study was done to get detailed information on the nature of the poverty alleviation programme especially from the beneficiaries' perspective and other documents were analyzed to get information on poverty alleviation programmes in the province.

The South African government engaged in poverty alleviation after the first democratic elections to deal with the challenges posed by apartheid in some parts of our society where the rates of poverty were extremely high, a high unemployment rate, illiteracy and underdevelopment especially in the traditionally black areas. The first policy document to deal with this was the Reconstruction and Development Programme (RDP), which spelled out government's commitment to poverty alleviation and developing the previously disadvantaged areas. It also spelled out how such a process was to be undertaken, that is, in consultation with the communities themselves for ownership of such a programme. The RDP was quite strong on partnerships and ensuring collaboration to prevent duplication of services.

The RDP was based on a survey conducted by the African National Congress before it came to power. The research was on the whole country and was not province specific. It resulted in the presidential projects. When most programmes commenced, they were

interpreted by communities as government's programmes and this hampered ownership of the programme by the community.

The above situation has changed as currently members of the community or a community based organisation apply on their own to the various government departments for funding, except for Public Works, [which choose the area on its own] resulting in other members being unaware that this is a government endeavour to fight poverty. However this approach has facilitated a clear understanding of project ownership.

Another challenge facing the poverty alleviation programme is its initial emphasis on women. This had good intentions but was confronted in some instances with counter attacks as men wanted to play a role as they are also unemployed and have a responsibility of being providers in families. This situation almost created the impression that this programme was aimed at changing the current situation of a man being a provider and thus creating suspicion of its intentions.

From the findings it is clear that a multi-faceted approach has been used in KwaZulu-Natal including short-term job creation [Public Works programme], community projects, Flagship programmes [which are programmes aimed at empowerment of women with children under the age of twelve] and development centres [these are skills development centres to train projects and community members on various technical and management skills [Department of Social Welfare and Population Development. Most of these have been characterised by:

- Government spelling out what needs to be done
- A revelation of the non- existence of a provincial poverty alleviation strategy.
- Weak implementation plan or no operational plans with specific time frames
- Lack of understanding of ownership of the project as some still see them as government projects.

The case studies revealed that:

- Projects, especially in the Department of Social Welfare and Population Development do not have their own plans but they complete a similar form, which does not allow for an operational plan with time frames and measurable indicators.
- Projects do not have structured meetings for report backs and updates, challenges and achievements except on an ad hoc basis
- There is lack transparency at project level on finances and the officials do not check on transparency yet it is critical for project success.
- Projects are almost wholly dependent on government officials
- Projects are not treated in the same way as funded Non Governmental Organisations [NGOs] where they account for funds on a regular basis but projects cannot even buy anything without going through the bureaucratic route, thus confirming the fact that they do not own anything, since it is a government project. They first have to send quotations to the Department of Social Welfare and Population Development for approval before they can purchase anything. This is not even approved at a district office level but at regional office. In the case of Social Assistance, an emerging NGO is given money, trained and regularly monitored, and functions almost independently from the same department.

The absence of a poverty alleviation strategy

- Makes it difficult for departments to focus resulting in some focusing on other departments core functions
- Contributes to the failure of most plans
- Makes it impossible to develop synergies between departments
- Results in ad hoc plans
- Leads to poor coordination

## **CHAPTER 1: INTRODUCTION TO THE STUDY**

### **1.1 INTRODUCTION**

In this chapter the rationale for this research is highlighted and the methods of data collection are discussed.

### **1.2 PROBLEM STATEMENT**

Poverty, unemployment, joblessness and high levels of illiteracy are some of the challenges facing the new democratic South Africa and its population on a daily basis. Finding effective ways of addressing them is one major challenge of national, provincial and local governments.

According to the State of South Africa's Population Report 2000 it is estimated that the official unemployment rate increased from 16,9% in 1995 to 20,1% by 1996 and again to 22,9% in 1997. This forces South Africans to live in poverty. A variety of contributing factors can be attributed to the high rate of poverty. These include:

- Lack of employment opportunities
- Dispossession of land
- Lack of land
- Scarce resources to develop land
- Lack of affordable housing
- Housing structures of poor standard
- Inadequate basic services
- Inability of communities to afford services
- Health care problems
- Inadequate water supplies
- Education related problems
- Environmental problems and
- Lack of delivery by government.

Another contributing factor is the phasing out of the state maintenance grant with effect from 1 April 2001, as there were no measures put in place to absorb them into already existing poverty alleviation programmes. The scourge of the HIV/AIDS epidemic is forcing families and communities into poverty as they have to battle with the impact of the disease. This has to a large extent shaped the poverty alleviation programmes for the past five years.

Primary beneficiaries of poverty alleviation are mainly people in rural areas especially women and children, youth, people with disabilities, the elderly, those infected and affected by HIV/AIDS as well as people who live in the informal settlement and the formal sector in the urban areas. Through poverty alleviation it is hoped that social development in the communities would be improved.

Various organs of state and various sectors are presently engaged in poverty alleviation in South Africa including KwaZulu -Natal. Noting that the causes of poverty and the contributing factors are multifaceted, an integrated approach to dealing with it therefore is necessary. Presently each government department and some private sector are engaged in programmes mainly on an uncoordinated fashion though efforts are made to formalise partnerships. Currently this is on an informal basis. There is a lack of co-ordination and integration of the initiatives, resulting in fragmentation, duplication and poverty alleviation is seen mainly as a function of the welfare sector since the department is mainly spearheading it presently. A shared implementation and management strategy could create a shared sense of purpose and clear direction with focussed responsibilities for all the parties concerned. This should involve a long-term plan on how to reduce the level of poverty in the next ten years, which will be further broken down on a medium term and yearly basis.

Also, for each funded project there should be a plan on how to develop it into a small, medium and macro enterprise [SMMEs]. This can facilitate output driven project implementation and management.

The Public Finance Management Act 1999 places a lot of emphasis on strategic planning and the results of interventions. In so doing, value for money can be easily justified, inefficiency picked up and managed.

Such planning should show evidence of partnerships with other sectors as the Constitution also emphasize the need for intergovernmental relations in the three spheres of government as well as the horizontal level [among government departments] and extra-governmental relations. Through such relations service delivery can be improved and sustainability can be ensured. This would be making partnerships a reality as required by most policy documents such as the Welfare White Paper, White Paper on Public Service Delivery, the Local Government White Paper and the Municipal Systems Act. This indicates government's commitment at policy level to ensure integrated comprehensive planning for effective service delivery.

A further challenge for government is to make these policies a reality through improved planning through intergovernmental relations.

### **1. 3. FOCUS OF THE STUDY**

In 1997, the then National Department of Welfare and Population Development engaged on poverty alleviation programme. This was as a result of the statistics on poverty and the disparities prevalent in the past regarding access to basic services. Other government departments also initiated the similar programmes. The four provinces with high poverty rates were KwaZulu-Natal, Eastern Cape, Northern Province and Free State.

This could be attributed to the fact that all the four provinces are characterised by:

- Large rural areas
- High level of underdevelopment
- High rates of unemployment



- Lack of basic infrastructure resulting in families and communities struggling to make ends meet.
- Ex-homelands, which were characterised by lack of resources and a high rate of underdevelopment and unemployment.

Poverty alleviation funds were thus aimed at improving the standards of living and the quality of life of these communities, creating job opportunities through Small Medium and Macro Enterprise thus impacting positively on the financial status of rural people in general. This however depends largely on strategies used to implement and monitor such a programme.

This study focused on the strategy for implementation and management of poverty alleviation. KZN was used as a case study. It examined the past three- year cycle of poverty alleviation funds and its management thereof. Focus was on the following:

- An analysis of the strategies that might exist on poverty alleviation in the various departments involved in poverty alleviation and evaluation of the strategies
- Assessment of impact of poverty alleviation initiatives in the province
- Recommendations were then made

The purpose of the research was to establish the present status with a view to provide a policy framework based on the need for intergovernmental, intra governmental relations and extra- governmental relations in poverty alleviation in the province to ensure an integrated poverty alleviation programme.

This research was about how poverty alleviation is run in the province and not necessarily about the quantity of poverty alleviation projects, but about mechanisms to ensure efficiency, effectiveness and sustainability.

Conclusions were drawn based on the findings and recommendations made to assist the province improve the implementation of poverty alleviation programmes.

#### **1. 4. MOTIVATION**

The Government of South Africa is based on the foundations of democracy. One of its major challenges is to entrench the values of a democratic state in the public service. Policy documents have been developed to build the foundations for integrated service delivery.

Therefore, each department is now confronted with the task to examine its management styles and service delivery to ensure that it is in line with the vision and the mission of government.

The Welfare White Paper advocates a developmental approach in service delivery provision. This therefore calls for intervention strategies in line with this to ensure that its implementation is managed and monitored appropriately.

Poverty is one of the major contributing factors to social pathologies like high crime rates, sickness, and disruption in family life, high increase in street children, etc. It is also one of the major targets of government after HIV/AIDS; therefore it is important to evaluate its present status, as there are a lot of public funds committed to these programmes. This is especially critical in the light of the president's arguments on the relationship between poverty and HIV/AIDS. Rossi and Freeman [1993:37] argue that unless programs have a demonstratable impact, it is hard to defend implementing and maintaining them, hence the need for impact assessment.

The availability/unavailability of the strategy and yearly strategic planning on poverty alleviation will indicate whether there is a need for change in the management of these programmes or not.

Strategic planning and management is critical for success of any programme. It would therefore be interesting to see how such programmes have been managed in the past and present. It will also be interesting to see how the beneficiaries and officials see the difference these programmes might/might not have made in their lives or the lives of communities.

## **1. 5. BENEFITS OF THE STUDY**

Through the study various gaps and trends were established and ways to address them recommended for effective and efficient poverty alleviation programmes in the province. It was absolutely essential that a research study be undertaken as there are huge amounts of government funds invested in the poverty alleviation programmes. It is hoped that the following benefits will accrue:

- The provision of a strategic direction for poverty alleviation in the province
- Improved planning, implementation, management of poverty alleviation and monitoring
- The identification of the role of the NGOs and business sectors in poverty alleviation
- Efficiency and effectiveness in service delivery through integrated and comprehensive planning.

## **1. 6. OBJECTIVES**

The general aims of the study were:

- To determine whether there is a poverty alleviation strategy for the KZN province or not
- To determine whether the various departments involved in poverty alleviation have their departmental strategies
- To generate an understanding of how poverty alleviation has been implemented and managed in the past with a view to establish trends and gaps and facilitate the development strategies to address the gaps.
- To determine the impact of the programme

## **1.7. DEFINING TERMS**

### **1.7.1 Introduction**

In this section a brief review of the literature on poverty will be presented. Focus is mainly on the definition and the dimensions/approaches to poverty.

### **1.7.2 Approaches to poverty**

It is usually difficult to define poverty and the approach adopted in the definition usually is the one followed with regard to the intervention strategies adopted. Definitions will be dealt with in detail in chapter two.

In terms of the approaches to define poverty, the following approach focuses on:

- Poverty datum line defines poverty in relation to a minimum level of income required to fulfil basic subsistence and productive needs.
- Others define it in terms of access to basic needs such as shelter, food, safe water and education.

Both these definitions focus on certain standards and associate poverty with lack of something and obviously will vary from urban to rural.

Another approach focuses on positives through understanding livelihoods and poverty. It mainly focuses on survival strategies developed over a period of time that seek to mobilise available resources and opportunities. This approach is also in line with the principle of beginning where the people are. It is based on the premise of listening to the experiences and voices of the poor themselves to ensure that strategies are built on the assets and capabilities that exist. Therefore one size fit all solutions do not work.

There is also the social exclusion theory, which focuses on the fact that social relationships and structures of power are crucial at a local level.

Social exclusion refers to circumstances of deprivation and disadvantage that extend beyond the lack of material resources and people may be socially excluded even if they are not materially poor.

The United Nations Development Programme advocates the human development approach to understand poverty. This approach highlights the political underpinning of effective poverty reduction action by demonstrating how poverty and marginality can be reproduced through top down interventions. Poverty is multidimensional.

Therefore no single approach can single-handedly be successful in dealing with poverty in South Africa, thus the need to focus on an integrated approach. Poverty is more than a lack of income.

It involves lack of individual(s) or a household access to income, jobs and/or infrastructure, social, spatial and political isolation or environmental degradation, which exacerbate poverty.

These definitions complement each other. Therefore an integrated approach needs to be adopted. An effective poverty alleviation strategy seeks to link what the poor does for themselves and their communities [empowerment] with broader enabling strategies of government, NGO and business sectors. This indicates the need for intergovernmental relations with all spheres of government and other sectors.

Pieterse [1999:16] said that the then Minister of Welfare Fraser-Moleketi reported at the launch of the Poverty and Inequality Report in June 1998 that government does have a national poverty strategy and it rests on 5 pillars. These are:

- Macro economic stability [price stabilisation and increased investment through consistent implementation of GEAR]
- Meeting basic needs [pre-primary education, primary health care, water and sanitation, housing, electrification and telephone extensions]

- Providing social safety nets [old age pension, child support grant and disability grant]
- Human resource Development [skills development, curriculum 2005, further education and national qualifications framework] and
- Job creation [Community based public works programme, poverty alleviation in the department of welfare, job summit proposals and enabling environment for business].

The focus of this research is on the last point. However the other aspects will also be briefly dealt with. Another crucial term in this research is social development. Social development according to the White Paper on Local Government and Municipal Systems Act 1999 includes, integrated social, economic, environmental, institutional organisational and human resource upliftment of a community aimed at improving the quality of its residents with specific reference to the poor and other disadvantaged sections of the community.

## **1.8. RESEARCH METHODOLOGY**

### **1.8.1 Introduction**

This section will focus on the method of research chosen, ethical guidelines that governed the study and also highlight how data was collected and analysed. The rationale and relevance for the method selected will be discussed. This study used the evaluation research method, since this study is directed toward making decisions about the effectiveness in decision making of the poverty alleviation programme in KwaZulu-Natal. Moreover the goal of this evaluation research is to make recommendations on the implementation and management of poverty alleviation programme in the province. The rationale for using this method is that it allowed the researcher to evaluate the programmes, administrative procedures used for implementation and the impact on the beneficiaries.

### **1.8.2 Area of Research.**

The targeted area and scope of this research was to cover governmental departments involved in poverty alleviation as well as the intended beneficiaries of the programme. These include the Departments of Agriculture and Environmental Affairs, Social Welfare and Population Development, Public Works and Department of Labour. The Independent Development Trust [IDT], Bhekamantungwa Associates and Community Based Organizations involved in poverty alleviation were included as well. IDT is a parastatal involved in the disbursement of poverty alleviation funds nationally in the Department of Social Welfare and Population development. It is also the implementing agency for the Community Public works Programme in the province. Bhekamantungwa Associates is a consultancy involved in capacity building of poverty alleviation projects. They were included because of the roles they play in poverty alleviation.

### **1.8.3 Evaluation research**

This type of research is aimed at testing the poverty alleviation programme in terms of effectiveness and impact.

Hopefully it will highlight neglected areas of need, achievements, opportunities, neglected target groups and problems within departments (organizational) and the programme itself. As Casley et al (1984: 99) states, evaluation entails a systematic, objective analysis of the project's performance, efficiency and impact in relation to its objectives. The ultimate purpose is to draw lessons from experience in order to adjust the intervention strategy of the existing projects, to alter other ongoing projects, or to improve the design of ones to follow:

An evaluation attempts to:

- Critically re-examine the project rationale stated in preparation and appraisal documents.
- Assess the efficiency of the project
- Implementation procedures and the quality of managerial performance.
- Determine the effects and impact of the projects

- Present the lessons learnt and the recommendations that follow from them.

The aim is to create understanding on the current situation in the province by highlighting current problems, trends, forces and resources as well as possible consequences of the various types of interventions.

Evaluative research uses qualitative research procedures as it seeks to describe and understand the program in terms of social reality as held by the program personnel beneficiaries and other stakeholders interviewed. For Herman et al (1987:10) evaluation research puts emphasis on explaining effects, identifying causes of effects, and generating generalizations about program effectiveness. The evaluator begins with the conception of the program that is available from documents, to seeing the program through his/her eyes, through the eyes of stakeholders, program staff and targets. The intent is to end up with a description of the program as it exists, to provide an understanding of the differences between how it is formulated and how it is actually conducted and to explain the differences in the way it is perceived and valued by the various parties involved.

Evaluative research, for Rossi et al (1993:15), is more than the application of methods. It is a political and managerial activity from which emerge policy decisions and allocations for the planning, design and implementation and continuance of programs to better the human condition.

For them, evaluation can be undertaken for mainly 3 reasons:

1. For management and administrative purposes
  - To assess the appropriateness of the program changes
  - To identify ways to improve the delivery of interventions or to meet the accountability requirements of funding groups



2. For planning and policy purposes

- To test innovative ideas on how to deal with human and community problems.
- To decide whether to expand/curtails programmes or to support advocacy for one programs over another.

3. To test a particular social science hypothesis or a principle of professional practice (the particular program studied may be mainly a matter of convenience).

For this particular research it was undertaken mainly for 1 and 2 above. Furthermore Rossi and Freeman (1993:34) add that evaluation encompasses also the following activities:

- Analysis related to the conceptualization and design of interventions.
- Monitoring of program implementation, and
- Assessment of program effectiveness and efficiency.

This is mainly for accountability to ensure that program sponsors and stakeholders are provided with evidence that what was paid for and deemed desirable was undertaken.

Rossi and Freeman (1993) say that many programs are not implemented and executed according to their original design. This therefore highlights the need to constantly evaluate them against their original plans, key performance indicators, impact, resources/value for money. Rossi and Freeman (1993) say that many programs are not implemented and executed according to their original design. This therefore highlights the need to constantly evaluate them against their original plans, key performance indicators, impact, resources /value for money.

This is also because there is increasing concern of the lack of accountability over public programs. Evaluative research use qualitative and quantitative data collection methods and these will be briefly discussed hereunder.

#### **1. 8.4. Description of qualitative and quantitative data collection methods**

Quantitative research for Bouma and Atkinson [1995:206] refers to social science research that produces results that are obtained by statistical procedures or other methods of quantification.

It is aimed at seeing through the eyes of the people being studied. It seeks to go beyond pure description and to providing an analysis of the environment in which these people/ population being studied operate [context]. The researcher or evaluator adopts a descriptive approach in which the program or particular aspects are analyzed and furthermore seeks to understand the meaning of a program and its outcomes from the participant's perspective. The qualitative researchers rely on observations, interviews, case studies and other means of field- work for data collection. For Bouma and Atkinson (1995:204) qualitative research requires the researcher to empathize with the people being studied. It is more intuitive, subjective and deep and helps to understand people's experiences.

#### **1. 8. 5 Population**

The population involved all projects for poverty alleviation in KwaZulu Natal. This involved all government departments involved in poverty alleviation projects as well as Community Based Organisations [CBOs] involved in poverty alleviation programmes.

#### **1.8.6 Research Design**

A combination of qualitative and quantitative methods was used in this study. These have been briefly discussed under 1.8.4.

##### **1. 8. 6.1 Sampling**

A multi-stage sampling procedure was used in this study. Firstly a purposive sample of most government departments involved in poverty alleviation was conducted. This for Bless et al (1995:95) is based on the judgment of the researcher regarding the characteristics of a representative sample. The strategy was to select units that were judged to be typical of the population under investigation. The Department of

Agriculture and Environmental Affairs and Social Welfare and Population Development, Independent Development Trust, Public Works, Bhekamantungwa Consultants and the Department of Labour were sampled because of their high involvement in the poverty alleviation programme.

From these departments, both officials and beneficiaries were targeted and case studies drawn from mainly the Department of Social Welfare and Population Development and just a few from the Department of Agriculture and Environmental Affairs.

The questionnaire was however forwarded to Public Works, Agriculture, NGOs, IDT and Department of Social Welfare and Population Development and Bhekamantungwa Associates. A purposive sample method targeted government departments involved in poverty alleviation in the Durban, Pietermaritzburg, and Umlazi regions. In terms of Regional Councils, these include Umkhanyakude, Uthungulu, Umlazi, Ugu, Sisonke and Umgungundlovu. This study was conducted in Durban, Pietermaritzburg and Umlazi regions. The Durban region is characterized by urban and informal sectors and the existence of basic infrastructure.

The Pietermaritzburg region was also included because it has large farming and rural communities. Umlazi region on the other hand is mainly rural in nature; there is a lack of basic infrastructure, high illiteracy, high rate of poverty and underdevelopment. It has most of the first poverty nodes as identified in the Integrated Sustainable Rural Development Strategy [ISRDS].

These areas were chosen mainly for two reasons:

- The areas had elements of rural and urban context, therefore findings from this will be easily generalised to other areas.
- Nodal points in terms of the ISRDS

All beneficiaries of the poverty alleviation programmes were sampled using stratified random sampling.

The sample size for the questionnaire was 40 and only 38 subjects responded to the questionnaire. The sample size for the case study was 15. Out of the 15 only 10 indicated their willingness to participate in the study. With this population there is almost 95% chance that the sample has all the characteristics of the population.

#### **1. 8.6.2. Data collection**

This was a combination of qualitative and quantitative method as the study was evaluative in nature.

##### **Phase 1: A document study**

The document method of data collection was used in phase one of the research process during which the existing documents in the province and legislation related to the programme. At this stage strategies were analysed and evaluated. May (1999:157) says documents have the potential to inform and structure. For May (1999:160) documents refer to written text. These could include reports on official statistics, other government records, ministerial records, debates, political speeches, administration and committee records and reports. It involves identifying the types of documents, establishing a procedure that indicates the types of meanings represented by particular documents and categorizing documents. For Bless et al (1995: 125) the record method is a non-reactive method and information is gathered without direct interaction by the use of public documents. The researcher used records like Anti-Poverty Programme Plan 1999-2003, Anti-poverty procedural document 1999 as well as annual reports and previous evaluation reports. Reference was also made to institutional publications.

Although Bouma and Atkinson [1995] note the basic problem with using recorded information to measure a variable is gaining access to the information and the fact that information reported is not exactly what the researcher wants, other methods like interviews, questionnaires were used to deal with the possibility of bias in the records.

This is because for Bless et al (1995:45 - 48), documents can be used to assess the design, implementation and usefulness of social interventions. It aims to test interventions to see how effective they are and this links actions and research in a constructive manner.

It could be used as:

- A diagnostic method
- A strategy to help people implementing an intervention to identify neglected areas of need, neglected target groups and problems within organizations and programs.
- To compare a program's progress with its original aims is another.
- To promote the effectiveness of a programme (formative evaluation).
- To shape the programme so that it will have the greatest beneficial impact upon the target community.
- To inform researchers and project managers about the present situation within communities, highlighting current problems, trends, forces and resources, as well as the possible consequence of various types of interventions with a view to change strategies.

Therefore a description of the program was done based on formal documents, which include:

- Administrative regulations
- Funding brochures
- Annual reports and
- Evaluation studies

### **Phase 2: The questionnaire**

The second phase included sending a questionnaire to program personnel. This involved key people to gather their description of the goals and rationale of poverty alleviation program as well as identify actual program operations.

From this, both the intentions, that is, information on the intentions and the actual operations of the program was obtained. This is further discussed hereunder.

For Bloom (1986:137) the questionnaire involved a set of topics to be explored in which the researcher directly or indirectly communicates with the participant. It can also be closed or open-ended. In this research a questionnaire was used when dealing with officials. This data collection method was chosen because all the officials in the programme are literate and therefore were able to respond to the questionnaire. Officials from the Departments of Social Welfare and Population Development, Agriculture and Environmental Affairs, Department of Labour, Public Works, Independent Development Trust and Bhekamantungwa Associates responded. In total 40 officials were given the questionnaires to respond. There were more officials from the Department of Social Welfare and Population Development. Such a large sample was selected to ensure generalizability of the findings and the fact that it was not possible to get a proper population of officials involved in poverty alleviation. A total of 38 responses were received

### **Phase 3: Case study**

The third phase involved contact with the beneficiaries where structured interviews were used by the researcher. This method was crucial as the researcher was dealing mainly with people whose literacy levels was not suitable for other methods of data collection. This was combined with sight inspection where the researcher saw the projects and the impact they have made on the lives of the beneficiaries and their communities.

For Bouma and Atkinson [1995:110] the case study method is aimed at answering the question, "What is going on?" Such a method for them is used in exploratory research and involves observing the group under investigation. This included site visits to obtain first hand impressions of how programs actually operate. These impressions are collated with information from documents and interviews.

According to Bless et al (1995:43) the case study is a detailed and thorough investigation of a few cases. It looks at the object to be studied as a whole.

Dunn (1995:355) sees a case study as a good method to examine objective as well as subjective social conditions.

It is also an inexpensive and effective way to obtain information about subjective perceptions of policy processes held by different stakeholders. It is usually combined with observation where the researcher observes through the case study method and records events as an outsider.

The focus here was on looking at program implementation.

King et al (1987:9) stress the importance of measuring program implementation. Focus should be on the following:

- Attitudes and achievements of program participants
- Programme effectiveness by looking at outcomes by asking the following questions.
  - To what extent were stated program objectives attained?
  - What other results did the program produce?
  - What worked/didn't work?

This method was used with the participants in the program [beneficiaries]. Ten cases were studied. Eight were from Pietermaritzburg Region and two from Ulundi Region. Out of these nine projects were managed and funded by the Department of Social Welfare and Population Development and one was managed by the Department of Agriculture and Environmental Affairs and had funding from this department. It must also be mentioned that the interview was used as a data collecting method. It was chosen to ensure that one obtained the beneficiaries' perspective of the programme.

Besides the interview of program participants, the business plans of the projects were scrutinized carefully to examine whether they were also well prepared with targets and milestones to be achieved. The interview method was used to collect data during the interaction with the beneficiaries and is briefly discussed hereunder.

For Bless et al (1995:106), interviews involve direct personal contact with the participant who is asked to answer questions. It is a method of getting people to express their views broadly on certain issues. A structured interview was used. Issues to be investigated were listed according to the different themes prior to the interview. These included the history of the project, information on poverty alleviation programme, programme management, impact of the programme on the lives of the beneficiaries, areas of improvement.

It was crucial in this research to use the interview method because:

- It facilitated clarification of concepts and problems
- Helped to overcome misunderstanding and misinterpretations of words or questions and the answers given were clearer.
- It ensured that all questions were covered and there was no possibility of omitting difficult questions.
- It was administered to respondents who cannot read or write.

Though Hadley and Mitchell (1995:320) see the interview method as being a labour intensive procedure, it was necessary to cater for the above factors in the light of the fact that there is high illiteracy in the province. It is also better to have face- to- face communication with respondents.

The structured interviews were used to the sample of members involved in poverty alleviation projects, as beneficiaries would not have been able to respond to the questionnaire because of their literacy levels. A list of themes was prepared.



It is hoped that through the use of this method, researcher was able to evaluate the programmes from the beneficiaries' perspective. This is critical in a democratic country like S.A. which emphasizes co-operative governance in which communities participate meaningfully on issues affecting their lives.

### **1.8.7 Data analysis**

Information was organised into themes. Information from the documents and reports was analysed by comparing it to planning and management literature. The information from the group was also analysed according to themes. Comparisons were also be made on the perceptions of officials of the programme with those of the beneficiaries.

### **1.9 Limitations**

Most respondents as well as case studies were from the Department of Social Welfare and Population Development, therefore the findings could be reflective of the implementation and management of poverty alleviation programme in this department. The unavailability of information on poverty alleviation especially in the annual reports of the Departments of Agriculture and Environmental Affairs and the Public Works even made it difficult to make comparisons with the programme in the Department of Social Welfare and Population Development. Much as the scope of this research was wide, involving Ugu, Sisonke, Umgungundlovu, Durban Unicity, Ilembe, Uthungulu, Zululand, and Umkhanyakude District Councils, there were only ten case studies, mainly from Umkhanyakude, Sisonke, Umgungundlovu and Ugu District Councils. The uniqueness of each project need to be taken into account before general conclusions can be made. The unavailability of data of the projects [case studies] prior to them engaging in poverty alleviation made it quite difficult to assess the impact.

## 1.10 CONCLUSIONS

This chapter has provided the conceptual understanding of poverty alleviation in the province, how one defines poverty, impacts on the intervention strategies that one will adopt to address it. This chapter has also attempted to separate poverty alleviation issues from the general social development in order for it to be addressed directly.

The various methods of data collection were discussed and a synopsis of the findings presented will be discussed further in chapter 4. Paramount were:

- The non-existence of a poverty alleviation strategy in KwaZulu-Natal to guide such initiatives and ensure alignment of departments plans with this
- Failure to integrate planning
- Lack of co-ordination of poverty alleviation initiatives
- Difference in handling CBOs by funding departments as opposed to emerging NGOs who are given independent functioning whereas with the poverty alleviation projects CBOs have to follow the bureaucratic route before they can purchase items. This creates dependency, disempowerment and creates problems around ownership of the project and the funds allocated.

In the next chapter the literature on poverty alleviation will be discussed in detail. This will be mainly from an international and African perspective.

## **CHAPTER 2: LITERATURE REVIEW: INTERNATIONAL AND AFRICAN PERSPECTIVES ON POVERTY**

### **2.1 Introduction**

This overview of literature on international and African experiences is aimed at providing a theoretical or conceptual framework for the research. From the discussions in this chapter, some of the key poverty and management of poverty reduction strategies are presented from international and African experiences with a view to providing lessons for South Africa and KwaZulu-Natal.

Poverty is multi-dimensional. Therefore, poverty reduction strategies have to involve a variety of approaches, which will have to be integrated and coordinated to reduce duplication resulting from fragmentation. This must also ensure access and equity in poverty relief and promote synergies.

It is also important to note that for the successful implementation of poverty relief programmes, good planning, management and monitoring strategies will have to be implemented. The needs and interests of the community should inform planning on development initiatives. This inevitably places demands on management to adopt new democratic management principles and build institutional capacity to ensure efficient and effective service delivery and facilitate meaningful participation of the community in their development initiatives for sustainability.

This chapter provides a general overview of literature. This includes the definition of poverty, characteristics, international trends on poverty, international approaches to poverty reduction, case studies from five African countries, [Lesotho, Rwanda, Kenya, Malawi and Zimbabwe].

These countries have been particularly chosen on the basis of the fact that:

- They are engaged in poverty relief programmes and there could be lessons for South Africa
- These countries have managed poverty relief programmes
- The countries selected are third world countries in Africa and are from the Sub-Saharan Africa.
- All of the countries were colonized like South Africa, although differently from South Africa.
- The international community has played a pivotal role in development of these countries
- Most of these countries emphasize sustainable livelihoods

## 2.2 Defining Poverty ✓

Ramphele (1989) in Barberton et al (1998:18) defines poverty as not knowing where your next meal is going to come from, always wondering when the council is going to put your furniture out and always praying that your husband must not lose his job.

Lusting (2000:5-6) agrees with Ramphele when he equates being poor to being hungry and malnourished, to lack of adequate shelter and clothing, to be sick and not cared for, to be illiterate and not schooled. For the poor, living in poverty is more than this. It includes lack of voice, power and representation.

Barberton et al (1998) adds that the World Development Report's [WDR] definition includes the inability to attain a minimal standard of living (measured in terms of basic consumption needs of income required to satisfy them). Poverty is therefore characterized by the inability of individuals, household or entire communities to command sufficient resources to satisfy their basic needs.

Robert Chambers (1988) in Barberton et al (1998:18) speaks of poverty:

*Powerlessness* - a lack of adequate income or assets to generate income

*Physical weakness* - due to under-nutrition, sickness or disability

*Physical / social isolation* – this results from peripheral location, lack of access and services, ignorance or illiteracy.

*Vulnerability* - to crisis and the risk of becoming even poorer and

*Powerlessness* - within existing social economic and cultural structures.

Edgar Pieterse (1999: 13 -14) on the other hand, talk about approaches to defining poverty which include these points:

- 1) The poverty datum line: according to this approach poverty is defined in relation to a minimum level of income that is required to fulfill basic and subsistence needs.
- 2) Some define it in terms of access to basic services to fulfill basic needs such as shelter, food, safe water and education. Both these talk about certain standards but these probably would vary from urban and rural areas. However, they both associate poverty with "negative views"- lack of something. What about potential and survival strategies?
- 3) The third approach focuses on a livelihoods basis of understanding poverty. This focus is on the survival strategies, developed over a period of time, that seek to mobilize available resources and opportunities. This approach starts from the premise of willingness to listen to the experiences and voices of the poor themselves to ensure that strategies build on the assets and capabilities that exist. Therefore, "one size fit all" solutions don't work

- 4) Fourthly, the social exclusion theory, focus on the fact that relationships and structures of power are crucial at the local level. Social exclusion refers to circumstances of deprivation and disadvantage that extend beyond the lack of material resources and people may be socially excluded even if they are not materially poor.
- 5) Lastly, the United Nation's Development approach to understand and engage with unsustainable development and poverty has been crucial. This approach highlights the political underpinning of effective poverty reduction action by demonstrating how poverty and marginality can be reproduced through top-down interventions.

From all these definitions, it is clear that poverty is an outcome of economic, political, environmental and social processes that interact with each other in ways that can worsen or ease the deprivation in which the poor live. Poverty also contributes to the inability of individuals to meet their basic needs, thus contributing to social pathologies. It is therefore clear that poverty is multifaceted, thus no single government department, parastatal or private sector can single handedly deal with its challenges or no single approach will be adequate to deal with its challenges. This calls for integration of the activities directed at poverty reduction to ensure access and equity in poverty reduction, promote synergies, effective use of resources and prevent duplication. This will also help to realize some of the Constitutional imperatives of cooperative governance and intergovernmental relations to ensure efficient and effective service delivery to all South Africans.

### **2.3 Characteristics of poverty**

According to the report prepared for the South African inter-ministerial committee in 1998, poverty is characterized by the inability of individuals, households or communities to command sufficient resources to satisfy a socially acceptable minimum standard of living. Poverty for the poor South Africans themselves include alienation from the community, food insecurity, crowded homes, usage of unsafe and inefficient forms of energy, lack of jobs that are adequately paid and/ or secure, and fragmentation of the family.

It goes on to indicate that poverty is not a static condition since individuals, households or communities may be vulnerable to poverty as a result of shocks and crises [uncontrollable events which harm livelihoods and food security] and long term trends [such as racial and gender discrimination, environmental degradation and macroeconomic trends]. Vulnerability to poverty is therefore characterized by an inability to devise an appropriate coping or management strategy in times of crisis.

Poverty may also involve social exclusion in either an economic dimension [exclusion from the labour market and opportunities to earn income] or a purely social exclusion from the labour market and opportunities to earn income or a purely social dimension [exclusion from decision making, social services, and access to community and family support].

Africa has dimensions of urban and rural poverty. Wratten (1995: 3) identified the following differences between urban and rural poverty.

Urban poverty is characterized by higher living costs, greater vulnerability of the poor to changing incomes, the lack of intangible assets such as social networks and greater vulnerability to environmental hazards.

Rural poverty on the other hand is characterized by underdevelopment, difficulty in accessing the basic services as well limited access of the community to participate in the economic development of the country.

#### **2.4 International trends on poverty**

Alcock (1993:38) states that poverty is an international or rather global problem since there are gross inequalities in the resources available to people in different parts of the world and within all countries. This results in deprivation within relatively affluent countries and in severe deprivation in some less affluent ones when compared with wider international standards.

The World Bank research by Allen and Thomas [2000:11] confirms this by showing that poverty is a global problem of huge proportions: of the World's largest 6 billion people, 2,8 billion live in less than \$ 2 a day and 1,2 billion on less than \$1 a day. Rahenema (1992:158) in Allen & Thomas (2000:11) argues that global poverty is an entirely new and modern construct. The idea of measuring poverty at the level of entire nations and of their GNP [Gross National Product] per capita is also new. Therefore information provided in terms of statistics in this research might not provide information prior to this date.

Knowles & Materu (1999:3) say that the global environmental and developmental problems will only be solved if their root causes are tackled. This means that communities need to fully satisfy their basic needs by securing access to a fairer share of resources in the global system. The process of globalization is shifting the balance of power away from the local and onto the international stage, and as a result people are becoming increasingly detached from decision-making factors, which affect their lives. This will have a negative impact on sustainable development



The following table illustrate that poverty is not only confined in third world countries but is also prevalent in first world countries as it shows the poverty levels of various countries in the international community.

**Table 1: Comparison of selected middle-income countries**

	Poland	Thailand	Venezuela	Botswana	Brazil	S.A.	Malaysia
<b>GNP per capita US\$ 1994</b>	2 410	2 410	2 760	2 800	2 970	3 040	3 480
<b>Life expectancy</b>	72	69	71	68	67	64	71
<b>Infant mortality rate</b>	15	36	32	34	56	50	12
<b>Adult illiteracy %</b>	N/A	6	9	30	17	18	17
<b>Total fertility rate</b>	1.8	2.0	3.2	4.5	2.8	3.9	3.4

*Source: World Development Report. World Bank, Washington DC.*

*GNP = Gross National Product is the total value of all final goods and services produced by the nationals of a country over a given period usually a year.*

From this table it is clear that South Africa is one of the middle- income countries yet there is high infant mortality, high adult illiteracy and shorter life expectancy and all these are indicative of poverty. This is as a result of the apartheid policy, which excluded the bulk population as well as gross underdevelopment and skewed distribution of wealth in favor of the white community. Therefore most of the population groups did not benefit from the wealth of the country.

Khan in Naidu & Reddy (1997:62) reveals that the World Institute shows that child poverty is greater in the US than in any other leading industrial country. 20% of American under the age of eighteen live in poverty. The report shows that the US has higher rates of childhood hunger and has an average cut back more drastically than any other industrialized nation on programs that help children.

The average child in a low income US family is worse off than the average poor child in fifteen other industrial nations. He further states that the number of people at risk of dying from hunger is likely to increase as the new federal welfare laws take effect.

It is important that the trends, as observed, also influence policies and strategies to reduce poverty in those countries. For example, in the USA focus should be on children and youth, and in South Africa on development of the previously disadvantaged communities, which include rural areas, where the majority of the population are black, youth, women and people with disabilities.

#### **2.4.1 History of poverty alleviation /development: International perspectives**

Knowles & Materu (1999) say that during the Rio Earth Summit world leaders endorsed the international action programme called Agenda 21 aimed at poverty reduction. This document is therefore a blue print for the global actions needed to effect the transition to sustainable development. It brings together the need to protect and conserve the natural environment with the social and economic development needs of communities and also highlights the need for people from all sections of the community, and from all parts of the world, to take joint responsibility for development decisions.

Agenda 21 recognizes that proper sustainable development can only be realized when all actions are informed and carried out in partnership with those people who know their own community best, the citizens themselves. Chapter 8 of Agenda 21 gives guidance to local authorities and other policy makers about working together with all sectors of the community on the joint implementation of the local sustainable development plans.

Knowles & Materu (1999:11) emphasize that redressing inequalities in human terms alongside respecting and preserving the natural environment for its own sake, are the dual and inter-twined aims of sustainable development, aims which do not always sit comfortably together but which often result in tensions and conflict. For them sustainable development was first brought to the public's attention through publication of the World Conservation Strategy in 1980.

This document defined sustainability mainly in terms of ecology and put forward three major priorities:

- Maintaining essential ecological processes and life-support systems
- Preserving genetic diversity
- Sustaining the use of species and ecosystems.

This was further deliberated on in 1987 when the World Commission on Environment and Development introduced the most commonly used definition of sustainable development, still widely used today: "Development that meets the needs of the present without compromising the ability of future generations to meet their needs". This highlights the bottom up approach, the whole concept of cooperative governance, partnerships in development initiatives as well as development which is based on planning that takes into account the possible impact of development initiatives to the environment. This in itself challenges the traditional approaches to administration and management requiring a transformed management which is in line with the democratic values and principles.

As defined, poverty can be an outcome of economic, political and social processes that interact with each other in ways that can worsen or ease the deprivation in which poor people live. Barberton et al (1998: 36) states that international experience indicates that rapid and political sustainable progress in reducing poverty has been achieved by pursuing two objectives:

- Broad -based economic growth

- Promotion of basic social services for the poor.

It is believed that through economic growth, incomes of the poor rise. Therefore poverty is reduced. Reduction of poverty through economic growth does not imply reduction in inequality.

Economic growth requires among other things:

- Political commitment
- Enhancement of human capabilities [education, health and skills]
- Strengthening of small scale and informal sector production
- Broader access to land, and
- Investment in research and development

The World Development Report (2001: 6) proposes that attacking poverty requires actions in three areas: opportunity, empowerment and security at the local, national and international levels and this is also supported by Lusting (2000:6) when he says that if the developing world and the international community work together to combine these insights with resources and tap peoples' experience, knowledge and imagination, the 21<sup>st</sup> century will see a major reduction in world poverty.

This is also in line with the World Bank report (1998:46), which stipulates that poverty should be attacked on three fronts, that is, ensuring empowerment of the poor by increasing their participation and voice in decision making and managing the growth of inequalities, providing security against shocks at the household and national levels and protection for those who are unable to share in the benefits for growth and creating opportunities by putting in place the conditions for sustainable economic expansion, to provide the material basis for poverty reduction".

However, Shah (1990:118) feels that assigning top priority to poverty reduction does not and should not imply reducing the growth rate. Growth is necessary for reducing poverty and should be in-built into programmes of poverty reduction. This would imply a change in the pattern of investment so as to produce a favorable effect on both growth and poverty reduction. This for Shah can be done by careful selection of projects and programmes.

For Barberton et al (1998:35) poverty reduction can be achieved through government listening to poor people's own articulation of their immediate needs and then focus on meeting these needs. Empowerment and development for Barberton et al (1998:35) also includes *reducing inequality [through increased access to education, health and social infrastructure] leads to both poverty reduction and higher economic growth. This strategy for economic growth that emphasizes people and their productive potential is the only way to open opportunities.*

This indicates the need for partnership between government, civil society and NGOs and CBOs. This is also in line with the United Kingdom Department for International Development (DFID) White Paper (1998:41) which places significant emphasis on deep long term partnership with low income countries that are committed to the elimination of poverty and pursuing sensible policies to bring about that.

Within such partnerships the different types of DFID assistance may include:

- Capital aid [financial support for specific projects or activities]
- Programme aid [balance of payments and budgetary support],
- Technical co-operation [transfer of skills whether from outside or within the country, including training and scholarship]
- Schemes managed through diplomatic posts.

It is believed that the government concerned has to develop its capacity to deliver services on a permanent basis, especially because there is increasing evidence that donors will seek to move away from a reliance on projects which, have rarely succeeded in achieving sustainable development in the past.

Mullen (2000: 35) says that overseas aid's main emphasis on poverty reduction should be to promote "broad based economic growth, overcoming structural disadvantage, discrimination against the poor and increasing their productivity".

Focus is therefore on sectors in which poverty is more prevalent and where the potential for reducing it is greatest. Five key sectors identified include health, education, infrastructure, rural development and lately governance. *Governance* is a new focus for such programmes that looks at openness, transparency, equitable and responsive government to people's needs. These sectors, in the light of international development experience and the UN 20:20 Compact, are perceived to directly benefit the poorest, while building a broader base for economic growth. Partnerships with country governments, NGO's and multi laterals are encouraged. The international community in its attempt to reduce poverty facilitates development but the government commitment is a key element of the partnership since it has to manage the aid given.

Poverty is therefore one challenge facing the world and national and international communities are attempting to make a dent on it through providing financial and technical aid, capacity building, establishing partnerships and conditions conducive for development initiatives to continue. This also involves issues of governance and government commitment to development. However various countries receiving such aid should drive the process in their countries to ensure sustainability. The following section will focus on the African experience of poverty and poverty reduction.

## 2.5 Poverty in Africa ✓

For many African countries the rate of unemployment is high and there is a growing disparity between the rich and the poor and between people who live in the urban and rural areas. Minister ZST Skweyiya, in his address in the annual report [2000:3], indicated that, "experiences in Sub-Saharan Africa point to the limitations of existing policy prescriptions to respond sufficiently and effectively to the challenges of poverty and economic development within a globalizing world. Women still bear the brunt of economic and social crises and very little progress has been made on the improvement of their status".

This then requires a vigorous attempt to address the challenges faced by women in an integrated way. These include social, political as well as economic challenges. The following section focuses on case studies from Africa to look at the challenges in Africa. Countries in sub-Saharan Africa have been targeted as they have similarities and that they are in the same region like South Africa.

### 2.5.1 The extent of poverty in Africa: Case studies

#### 2.5.1.1 Lesotho

Lesotho like South Africa is a new democratic country and therefore faces a variety of challenges. Changes in any country brings with it opportunities as well as challenges. As a small country, Lesotho has historically depended mainly on South Africa economically thus resulting in a fragile economic base. One of the challenges that face Lesotho is poverty.

According to Gay (2000:7) in 1991 Lesotho's per capita GNP in US\$ was 580 and therefore ranked one of the world's 40 lowest -income economies - 93<sup>rd</sup> among 127 countries. In the sub-Saharan Africa, it fares better, ranking ninth richest out of 32 countries.

Lesotho's per capita GNP is four to five times greater than some of the poorest African countries, such as Mozambique and Tanzania. Gay (2000:1) says that poverty is worst in rural areas. The following table illustrates that Lesotho is a poor country.

**Table 2: Social indicators for countries of comparable per capita GNP [1993]**

	Honduras	Sri Lanka	Cote d'Ivoire	Lesotho	Armenia	Egypt	Azerbaijan
Per capita GNP US\$	600	600	630	650	660	660	730
Life expectancy	68	72	51	61	73	64	71
Infant mortality rate [per 1000]	41	17	91	77	21	64	28
Adult literacy rate %	27	12	46	38	NA	52	NA
Under 5 malnutrition rate %	21	45	12	27	NA	13	NA

*Source: Pathway out of Poverty 1996:7*

Gay (2000:8) indicates that nearly half of Lesotho's population is poor and poverty is greater in rural than urban Lesotho. Of the poor population, 90% live in rural households. Also, in Lesotho some types of households and individuals are more disadvantaged than others no matter where they are. These included households headed by women, single, divorced, widowed or abandoned by their spouses. This for Gay is similar in many African countries.



This is because of a long tradition of Basotho men leaving to work in South African mines and sometimes never going back. This has implications on gender and development. These characteristics of the poor households suggest that there is a strong life-cycle component of poverty, often aggravated by the fragility of the family structure caused by male labor migrancy.

Some of the causes of poverty in Lesotho include unemployment, environmental disaster [including drought, floods and hailstorms as well as loss of soil fertility and productive pasture land], lack of adequate agricultural land and inputs, ill health or disability.

Like in most countries poverty is worst in rural areas than the urban areas. Over 80% of Basotho households are rural. About 54% of rural households are poor compared with a Maseru average of 28% and other urban areas average 27%.

According to the Pathway out of Poverty [1996:14] Poverty in Lesotho is attributed to:

- Unemployment.
- Environmental disaster
- Lack of adequate agricultural land and inputs
- Ill- health or disability
- Political factors such as injustice, oppression and corruption especially in local level
- Personal failings such as laziness
- Social issues such as conflict, hatred and witchcraft.

In rural areas, especially in the mountains, the level of illiteracy is very high.

#### **2.5.1.1 Poverty alleviation strategies in Lesotho**

As a government, Lesotho had to do something to address the plight of poverty in the country especially for the rural poor who were hardest hit.

In 2000 government commissioned the Sechaba consultants to look at the situation to do recommendation and the following was recommended.

1. Promote social justice through public action. This meant that proactive creation of policies and strategies that will:
  - Influence pro-poor macro economic growth,
  - Direct resources to sectors important to the poor, and
  - Allocate resources to poor areas particularly the mountains
2. Strengthen democracy, promotion of good governance and fair elections.
3. Ensure effective co-ordination and adequate funding for an anti-poverty programme.
4. Reward success
5. Ensure participation and ownership of plans.
6. Promote empowerment of the poor.
7. Prioritize decentralization.
8. Ensure accountability at local level for the funds allocated.
9. Move control of resources and decision making closer to the people.
10. Develop monitoring systems.

In 2001 Lesotho compiled its Poverty Reduction strategy paper. This was aimed as showing government's commitment to weeding out poverty.

This strategy focuses on the various roles played by line departments to alleviate poverty. These included Roads Departments, Education, Welfare, Health, the private sector, local government, the private sector agriculture, tourism and land reform.

Emphasis is on capacity building, promoting exports and creating an environment for economic development.

## **2.5.2 Rwanda**

The World Bank Report (1998:73) states that 70% of all household, in Rwanda were falling under the poverty line in 1997 as compared to 53% in 1993. The depth of poverty has also increased, meaning that not only has the poor household increased in number, and they have got poorer. Poverty levels arose in 1997 following the influx of population from the Democratic Republic of Congo [DRC] in the late 1996.

Most people depend on agriculture and educational levels are also low as a result of poor access to educational facilities to facilitate basic education.

### **2.5.2.1 Strategies of poverty alleviation in Rwanda**

Poverty reduction affects all aspect of public action. The strategy is comprehensive and is intended to guide all aspects of public policy. The actions are grouped under the following core areas:

- Good governance, democratization, national reconciliation, national political stability, and security. Grassroots participation in development and decision making, an all inclusive economic system that allows effective participation of all social and economic groups in the population and creates an economy of stakeholders.
- Policies to increase productivity and income of the poor. The measures to increase income focus on employment and labor productivity, rural re-capitalization in all its components which is essential to increase productivity, agricultural modernization, provision of rural credit and financial services, and support to micro and small scale enterprises.
- Actions to improve the provision and accessibility to information and social services so as to improve the quality of life of the poor. The priorities include primary health care, primary education, water and sanitation, energy and housing. They also include assertive public action to address the high rate of population growth.
- Addressing the problems of vulnerable groups on a sustainable basis, replacing transfers with sustainable livelihoods and establishing safety nets.

Mo (2000) believes that poverty reduction should be a central objective of all sectoral programs. An institutional framework for preparing the poverty reduction strategy with all stakeholders has been established so as to improve the monitoring and coordination of the program. Three structures have already been created namely, Inter-ministerial committee, Steering Committee and the Technical Committee.

All stakeholders are represented in this framework.

The aim of the consultations according to Mo (2000: vii) is to create awareness and mobilize all the stakeholders for action against the problem of poverty that affects the majority of Rwandan people.

There is also the Poverty Observatory. This structure is under the National Program for Poverty Reduction. It mainly coordinates the monitoring of poverty outcomes and conducts studies related to poverty in Rwanda. They work closely with the Statistics Department.

Such co-ordination and integration requires that government restructure its institutions and governance to bring the poor and the deprived to the center of development and development initiatives and emphasize the principles of transparency, accountability, trust and legitimacy. It involves a paradigm shift and a moral obligation to individuals to take an interest in the community in which they live - the obligation which leads people to take action on behalf of others, feeling obliged to contribute to the well-being of the community they share. There is a lot of potential that exists in communities amongst the poor, the trust and support, community tiers and networks, emotional belonging and sustainable livelihoods which government could utilize in its initiative to reduce poverty.

### **2.5.3 Malawi**

#### **2.5.3.1 Status of poverty in Malawi**

According to Mullen (2000: 34) for Malawi the goals of poverty alleviation program include the following:

- Raising productivity of the poor
- Promotion of sustainable poverty reduction
- Enhancing the participation of the poor in the socio-economic development process so as to raise and uphold individual and community self esteem, and
- Increasing income and employment opportunities for the poor

Some of the problems experienced are that there is no effective consultation with the private sector. The private sector can play a role in the sustainability of the programme or can serve as a potential market for the products.

Mullen (2000: 39) believes that for local government to reduce poverty, the establishment of an appropriately representative and unified body at the district level is required to take the lead in resource mobilization for and through local government. This further takes poverty reduction to the local people where delivery takes place and this is where co-ordination should take place.

### **2.5.4 Zimbabwe**

In Zimbabwe, according to Mullen (2000: 92) poverty is a cross cutting issue and as such, departments are encouraged to cooperate in reducing poverty. This can be achieved through ensuring cooperation by setting up an interdepartmental committee to look into the issue of poverty alleviation. However the private sector/ business sector should not be left out

A variety of studies have been commissioned to address the issue of poverty in Zimbabwe. These also include pilot projects. This has been in collaboration with the Kellogg Foundation. According to Murwira (2000: 7) it is clear that a shared district strategic plan is crucial. This can facilitate the development of a shared vision including priority issues.

For Muriwa (2000) most of the development initiatives that have been implemented in Zimbabwe over the past eighteen years have been funded and managed externally and this has resulted in the dependency syndrome.

Murwira (2000: 16) asserts that people are now realizing that meaningful development can only take place when people have a shared vision and an agreed strategy. Working in a fragmented manner on the other side causes confusion at community level through conflicting messages, results in duplication of services and wastage of resources, minimizes the positive impact of the work being carried out, does not lead to empowerment of the community as the community will only wait to respond to initiatives from outside instead of them taking the initiative to mobilize all resources at their disposal for their own development.

It is also clear that an integrated approach that is holistic and focusing on the development of the total community, full commitment and a selfless attitude on all stakeholders with a shared vision is required for it to succeed. This illustrates the importance of capacity building at the local level, community and government level, to ensure sustainability.

## **2.5.5 Kenya**

### **2.5.5.1 Poverty Rates in Kenya**

According to Mullen (2000: 102), Kenya is taking a process approach to coordination and strategy formulation. Though it can be frustrating and time consuming, they believe that it is essential because it is the only way through which:

- Poverty elimination can be addressed in a coordinated manner at national, city and community levels
  - Plans of interventions can be coordinated and duplication and overlapping reduced
  - Networks and synergies are stimulated
  - Stakeholders can respond rather than be supply driven
  - Actions are brought into the process
- 
- Existing institutions can learn how to change by adapting their existing operations and approaches to tackle poverty

For Mullen (2000:102), a successful process approach depends on:

- A level of concern based on accurate information about the extent and dimensions of poverty
- A willingness by stakeholders to sit down together and understand one another's position and find common ground
- Expert guidance in institutional matters
- Energetic and enthusiastic individuals willing to take a chance and make innovative decisions and initiatives to keep the process moving.

## 2.6 Some Development initiatives in Africa

David Korten in Mwaniki (2000:5), see development as a process by which the members of society increase their personal and institutional capacities to mobilize and manage resources to produce sustainable and justify distributed improvement in their quality of life consistent with their own aspirations.

Development therefore emphasizes enhancing personal and institutional capacity, respecting the principles of social, economic and political justice, sustainability and inclusiveness at community level. For Mwaniki (2000:6) the manifestation of such principles in most community development programmes has been weak. Eade (1998:13) sees development as the process by which vulnerabilities are reduced and capacities are increased. If equality and equity are the goals of development, then interventions must address the causes of people's weaknesses and recognize their sources of strength. It is about empowerment of individuals and communities to bring about positive changes in their lives and personal growth ultimately addressing challenges of poverty, oppression and discrimination.

For Onimode (1990: 19), African governments need to prepare parallel long-term programs or perspectives for their national development. They need to take into account that African development occurs in a global context and thus have to align their strategies. Eade (1998:31) emphasizes the importance of capacity building, and clear organizational vision with clear structures and the ability of the organization to carry out its tasks.



For Onimode (1990: 46), the main objectives of African economies are:

- Food self-sufficiency on a regional basis
- The reduction of general poverty by basically removing hunger (satisfying basic critical needs- food, shelter, clothing, education, health etc)
- The achievement of sustainable development and growth



Onimode (1990:67) believes that development strategies in Africa should include:

- Development of human resources
- Satisfaction and continuous improvements of basic needs of the African people
- Maintenance of a healthy environment
- Creation and generation of employment
- Food security and food self sufficiency

Pettifor (2000: 6), on the other hand, says that African governments should not embark further on development until they have increased the capacity of Africans to save. He states that Britain did not develop by borrowing on foreign markets. Mwaniki (2000:15) concurs with this when he says that development is a complex issue with no quick- fix solutions as development is a process and different development models have been tried in various countries, international, African and even in South Africa.

Onimode (1990: 66) also sees development as the act or process of developing, state of being developed, a gradual unfolding of growth, evolution, the expression of a function in the form of a series in maths, elaboration of a theme or that part of a movement in which there is a cause (music), new situations that arise.

According to the World Bank Report [1999:9] poverty reduction on a short- term basis should be aimed at:

- Enabling poorer households, to increase their agricultural output and market their produce at fair prices.
- Improving the quality of primary education and lowering the costs of the poor, and
- Improving access of poor households to basic medical care

The medium term poverty relief should:

- Promote growth in all sectors that will benefit the poorest
- Ensure that legal and institutional framework for economic activities favor access by poorer households
- Equip the poor households with the skills and knowledge necessary to access new opportunities, and
- Provide the social and economic infrastructure necessary to support the movement of poorer households into non-agricultural employment, in particular through improvements in urban infrastructure and services.

## 2.7 Sustainable Development

It is usually difficult to define sustainable development, except to say that it is, development that meet the needs of current citizens without compromising the needs of future generations. This means that:

- Development places emphasis on the long term needs of humanity
- Resources need to be used to meet the needs of present and future generation
- Sustainable development places a balance between the environment, the economy and social and cultural services

For Cloete (1999:14) sustainability should be conceptualized holistically to include political, institutional and managerial dimensions.

For him *political sustainability* refers to durable effective political commitment and support founded on legitimate democratic process

*Institutional sustainability* - refers to the establishment of durable, effective and efficient institutions, which have a good record of achieving strategic policy objectives and of learning from past failures and successes. (Brown 1998:5)

*Managerial sustainability*- refers to a strong and committed leadership, clear and unambiguous strategic policy objectives, a broad based consensus about these objectives, effective strategic and operational policy implementation, co-ordination, monitoring, assessment and a, review and redesign process.

Some of the key aspects for sustainable development include:

*Community participation* - this means sharing power, indicates people driven development. Community involvement should be from the onset of the project need analysis, planning, implementation as well as monitoring and evaluation stages.

*Empowerment - development involves a holistic approach.* Empowerment can take many forms for the primary and secondary beneficiaries. This could be capacity building as well their involvement through income generation or be employed different phases of the project.

*Participation in inter-sectoral service delivery.* Most problems are interdependent, interconnected and require a multi-sectoral approach. For Hagg (1998:23) service delivery these days have become an inter-sectoral effort, involving various government departments, NGOs and the private sector. He also emphasizes the importance of capacity building that needs to be done and sustained.

In his view this also requires different management styles such as negotiation and mediation skills and a flexible attitude, transparency, accountability, cooperative governance, encouragement of partnerships, good communication skills and intergovernmental and extra-governmental relations.

Murwira (2000: 16) states that ***meaningful development can only take place when people have a shared vision and agreed strategy, in a multi-stakeholder situation.*** This usually takes more time. Sometimes it requires creating a paradigm shift on a number of stakeholders to enable them to change their attitudes and to attain new values for themselves. This, for Murwira , is an integrated development approach which is much more holistic as it focuses on the development of the community as a whole but it requires full commitment and selfless attitudes on all

stakeholders for it to succeed. It requires that all stakeholders become transformed and be facilitated to have a shared vision. Welile (2000: 9) also emphasizes the power of an integrated approach to development. He says that it seeks to stimulate local economies to achieve maximum growth.

Ramphele (1991), in Emmett (1998:7), says that the following places major obstacles towards sustainable development. These are:

- Family breakdowns with increasing divorce rates, separation, single parenthood and teenage pregnancy
- Breakdown of authority of parents and teachers
- High unemployment and unemployment rates
- High level of alcohol and drug abuse
- Low performance in all spheres of life including school and skills training
- High crime rates and endemic violence at all levels of social interaction
- Despair and acceptance of the victim image
- Flight of skills and positive role models from the townships into high income areas
- Development of a culture of entitlement and non-payment services

Swarts M (1996:60) identified some of the reasons for projects to fail, which include:

- Project may not be truly wanted by the community
- No clear direction, planning is poor,
- Insufficient project management skills,
- Lack of accountability and poor controls
- Poor networking skills and inability to source help
- Insufficient information
- Lack of training, skills and expertise
- Lack of sustainability

Kalis (2000: 1) further states that one of the obstacles to social development and poverty eradication in the developing world relates to fragmented, scattered, hit-and-run efforts in responding to social needs and that resources are not mustered and harnessed towards integrated and holistic programs. This therefore highlights the need for integrated planning within each government and with other governments and other stakeholders. It also means that there is a need for alignment in all spheres of government.

Poverty is also characterized by many social problems like malnutrition, lack of education, low incomes and assets, environmental risks, mortality, illiteracy low life expectancy and substandard housing. Urban poverty reduction is seen as one of the challenges for frameworks for management and the promotion of policies and programmes which promote the generation of new employment, improve access to basic services and social integration [World Social Summit 1995]

Whilst urban areas are relatively well off in comparison with rural areas, there is growing urban poverty and also a recognition of the differences between being poor in urban areas and rural areas.

The poor in urban areas have to cope with higher costs of living. The costs of access to basic services are much higher and therefore there is greater vulnerability to environmental hazards. The types of poverty in urban areas are linked to lack of access to services and social exclusion.

Most urban dwellers have a stake in the rural economy, and in most African countries, the majority of urban dwellers still consider the rural village their "true home", where the family networks thrive, and they maintain social security system. The rural economy is seen as the basis for social security in old age and retirement. (Mbimba 1999). Therefore the urban rural link will have to be taken into account in all development initiatives if they are to be sustainable.

Habitat Agenda 1996 states that the new development agenda for the next millennium is predominantly urban. Therefore, national economic development planning has to prioritize urban issues more than ever before, redressing the prevailing policies on rural development. Understanding the dynamics of rural- urban linkages is likely to be the key for meaningful poverty reduction as a solution to one without the other is unlikely to be sustainable.

Habitat Agenda (1996: 13) states that, the understanding of urban poverty has been hampered by the underestimation of the scale and depth of urban poverty, which has been reinforced by the dominant view that rural poverty is more significant in a national demographic sense.

South African policies after the democratic government are no exception to this. Such policies have been trying to address access and equity and thus the emphasis on rural areas. The urban settling has always been viewed as a place of opportunity and therefore urban residents are better off than their rural counterparts, thus resulting in rural areas identified as disadvantaged areas being poverty pockets, where poverty is endemic.

Thus there is a need to understand rural- urban linkages and develop appropriate and substantial development strategies.

There is also another sector namely, the farm workers who are vulnerable to their employers which is increased by their dependence for employment, wages, housing electricity, schooling for their children and transport. According to the Integrated Sustainable Rural Development Strategy [2000:9] a survey conducted in 1997 showed that about 50% of farm workers had no schooling and a further 40% had only been educated between grade 2 and 7.

## 2.8 CONCLUSION

The literature that has been reviewed has provided a conceptual framework of poverty reduction. It also shows that poverty and development initiatives carry a lot of weight in the international community as well as in Africa. It is also clear that poverty is dimensional. Therefore, interventions to reduce it have to harness the resources that are available from the public sector, business sector, private sector and the community. Central to any development initiative is the community. Therefore, their involvement is critical, as they have to own the programme for it to be sustainable. The importance of decentralization to the local level cannot be emphasized too much to ensure the coordination of programmes as well as commitment of resources to reduce poverty.

It has also been highlighted that in most cases local government especially in the rural areas does not have the ability to implement and monitor programmes. Therefore capacity building is critical. There is a need for empowerment of staff as well as the community for effective programme implementation.

From all these countries the salient facts and points on poverty reduction strategies include:

- The establishment of a shared vision is needed
- The importance of integrated planning and coordination to prevent overlaps and duplication and maximize the utilization of scarce resources
- Poverty reduction is not only the role of the state but also includes the communities being developed, the private and business sector.
- Consultation is paramount in sustainable development initiatives

The issue of governance is also looked at in terms of:

- ▶ Democratization
- ▶ Grassroots participation
- ▶ Sustainable livelihoods

- ▶ Access to information and services to improve quality of life
- ▶ Creation of coordinating forums at districts, regional, provincial and national levels
- ▶ Monitoring the impact/ outcome of such programs
- ▶ Capacity building at local government level for effective implementation and monitoring
- ▶ Community empowerment
- ▶ The urban -rural linkages in addressing poverty reduction
- ▶ Transparency, openness and accountability
- ▶ Co ordination to be at local government level.
- ▶ Intersectoral collaboration with public, private, business and NGO's,CBO, community working towards a common goal.
- ▶ Community participation in the design, funding, implementation and monitoring. Creation of an environment conducive to poverty alleviation.

It is apparent that Africa is a huge continent, which comprises a diverse range of countries varying in physical characteristics, demographic patterns, political structures and economic and social development. Many African nations share a history of colonization.

The extent of human deprivation in the Sub-Saharan Africa including South Africa is very high. The majority of people cannot meet their basic needs, and there is high incidence of poverty, illiteracy, under- nourishment, ill health and premature mortality, resulting in widespread social and economic distress. Africa is also facing the growing problems of environmental damage, desertification and urbanization. Escalating rural to urban migration is fueling the continued degradation of the urban environment.

In Africa one of the roles of government and social institutions must be to bring equity in income distribution. Such institutions must promote production systems and consumption.



## CHAPTER 3: POVERTY IN SOUTH AFRICA

### 3.1 Introduction

South Africa is a unique country as a result of its political history and it is facing daunting challenges after the democratic and transformation process. These include dealing with the challenge of HIV/AIDS, transforming service delivery and reducing the level of poverty, which resulted from decades of apartheid.

It cannot be disputed that post apartheid South Africa inherited a massive backlog in the provision of basic services to certain sectors of the population predominantly the areas where the black population of South Africa live whether its urban or rural, though the situation is worse in rural areas. There is usually interdependence of rural people in large cities and this results in high mobility of the population. Consequences of poor service delivery manifest themselves in social pathologies and health hazards like outbreaks of cholera in KwaZulu-Natal. This poses challenges for government to upgrade and develop historically disadvantaged areas. Government also has a constitutional obligation to ensure that all its citizens have access to adequate services, contribute actively towards the economy of the country, to improve the quality of life of all the citizens and to mobilize resources in a unified way for efficient service delivery. This can only happen if there is an ethos of openness, transparency, consultation, consumer participation and other stakeholders through the processes of determining needs and implementing service delivery options. This in itself encourages better information flows, value for money, avenues for citizen's redress and importantly courtesy in service delivery. This is the basis for sustainable development.

In this section focus will be on the extent of poverty in South Africa. A review of the rates of poverty according to province, race, gender as well as geographic areas and the legislative provision on poverty will be presented. In this way a broad framework of the priorities of government will be highlighted.

### 3.2 History of poverty

Poverty is a major challenge facing developing countries today. South Africa, like most developing countries is faced with social pathologies like high crime rates, disease, infant mortality, maternal mortality, and broken families as a result of high poverty rates in the country. Joblessness and unemployment and high levels of illiteracy are some of the challenges facing S.A. and its population on a daily basis.

Poverty in this country symbolizes an inequitable distribution of wealth and state of deprivation both in terms of access and opportunity among the poor to productively participate in the mainstream of development. The perpetuating state of poverty in any society will in most cases have negative growth effect on families and children. In his address the president of South Africa, Mr. T Mbeki (2001:20) said, South Africans need to be united in action against racism and poverty. In identifying the government's key goals- he felt that the governments increasing savings and investment and fighting poverty were the major goals. May (99: 10) said that for South Africa policy insights suggest that planning methodologies employed by local government must reflect an understanding that "the problems of poverty reduction are inter-sectoral."

Poverty in SA is significant and widespread, prevalent in both rural and urban areas, and encompasses more than half of the population. It affects about 65 % of the total population. 72% of the poorest live in rural areas where the levels of poverty are higher than urban areas. Poverty in South Africa affects millions of people the majority of these are women and rural dwellers. The most fundamental challenge in South Africa today is to achieve a reduction in poverty and inequality. This will require substantial changes in the distribution of incomes, wealth and economic power between men and women, between rural and urban areas, between white and black and between capital and labour. South Africa has the highest unemployment rate where the rate in the formal sector it is estimated at 40% of the economically active population and this is projected to increase according to (Knowles & Materu 1999:52).

In South Africa 12 million people do not have access to an adequate supply of potable water, and about 17 million lack basic sanitation Knowles & Materu (1999:54).

Mangcu (2000: 4), a labour analyst, further states that there is growing economic insecurity and joblessness. Agriculture and mining's share of GDP declined from 18% in 1970 to 11,9% in 1997 while the share of services increased from 50,2% to 58,6% in the same period. Between 1970 and 1995 the demand for labour in agriculture and mining declined by 50% and 30% respectively while that for financial and business services increased by 200%. The fall in employment has continued to worsen despite the government claims that its neo-liberal economic policies would create 400000 jobs per annum by the year 2000. Recent estimates are that a million jobs have been lost since 1994. This is a revised estimate upwards from the earlier figure of 500000. Between 1994 and 1998 the agricultural sector has shed 700000 (50%) and mining is expected to lose 100000 jobs because of fluctuations in the gold price. A further 300000 jobs are expected to be lost as the public sector also downsizes over the next five years. The South African economy grew by 2% while jobs declined by 75% between 1994 and 1998. Most of the displaced workers do not have the skills to join the growing service sector- 70% of South Africa's unemployed are unskilled and are mostly in the 44 - 55 age group.

Barborton [1998:48] asserts that poverty levels seem to have remained high despite the overall decline in fertility levels among South Africans. 21% of South Africans fall below the absolute poverty line. Social factors like education, unemployment, poor health and housing quality are closely linked to poverty. It is especially African and Coloured women who are significantly affected by these socio-economic factors of poverty. The poverty rate in rural areas [i.e. the percentage of individuals classified as poor] is about 70% compared to 30% in urban areas. While poverty is not confined to any one racial group in South Africa it is particularly concentrated among Africans. The dimensions on poverty include gender, education, age and disability. Most of these are vulnerable and do not have access to basic services.

The following table illustrates the provincial rates of poverty in South Africa.

### 3.3.0 Characteristics of poverty in South Africa

**Table 3: Provincial poverty rates** (Statistics South Africa & World Bank (2000:25))

Province	Percentage
KwaZulu- Natal	26
Mpumalanga	25
Gauteng	12
North West Province	37
Northern Province	38
Western Cape	12
Eastern Cape	48
Northen Cape	35
Free State	48

From this chart it is clear that the poorest are in mainly three provinces. KwaZulu-Natal (26%), Eastern Cape (48%) and Northen Province (38%). This is contrary to the information from the Integrated Rural Development White Paper for KwaZulu-Natal (1998:4) where KwaZulu-Natal is seen as the fourth poorest province, thus the rationale for most development initiatives should be directed at these provinces if government is to make a dent on poverty. It is also critical to also get an idea of who in these provinces is mostly poor. Another indicator of this would be to focus on gender and poverty.

### 3.3.1 Poverty and Gender

Population figures in the world and in South Africa point out that women are in the majority in all countries. For example during the 1996 census in South Africa, the total number of women was 19 695 and males were 18 163. This means that there are fewer 48% males than females 52%. This scenario was prevalent in most of the provinces except in Gauteng where the percentage of males was 50% as opposed to 48,1% for females.

Such an analysis is critical to direct the strategic focus of the poverty relief programme. In order to address this issue, the International Conference on Population Development agreed upon a Programme of Action, which placed emphasis on:

- Gender equity i.e. the equality and empowerment of women both as an important and in itself, and as essential for the achievement of sustainable development
- Improving education and health conditions
- Promoting sexual and reproductive health and reproductive rights
- Supporting the family as the basic unit of society and contributing to its stability
- Fostering a more balanced distribution of the population and reducing the role of various factors that affects rates of migration and
- Establishing factual bases for understanding and anticipating the interrelationships of population, socio-economic and environmental variables, for improving programme development, implementation, monitoring and evaluation.

Measuring development is not simply a measure of income, but also of quality of life, knowledge and standard of living. The right to development is a universal right, and an integral part of fundamental human rights.

Therefore the role of government is to facilitate people's ability to make informed choices and to create an environment in which they can manage their lives.

A gendered approach to development according to Coetzee et al [2001:157] is based on the belief that if development strategies are to make a difference to individual lives and to women in particular, they need to take into account the ways in which power relations are gendered. Therefore, development strategies need to address the gender power relations operating in households, other institutions, different spheres of government and society as a whole.

The classic economic measure of development is the gross domestic product [GDP] that measures the production of market goods and services. A problem with GDP is that it does not measure goods and services which are not exchanged on the market for example, goods produced in subsistence agriculture and the unpaid labour performed mainly by women, bearing, rearing and caring for people yet this is critical to the functioning of the entire economic and social system. Advancing gender equality and the empowerment of women are fundamental prerequisites for sustainable human development and thus constitute cornerstones of population and development programmes.

It is, however, important to mention that women all over the world are not a homogeneous group. Their differences include race, class, geographic location [urban and rural] but generally they are the vulnerable group as they are discriminated against internationally, as they also do not enjoy equal status as their male counterparts.

Gender disparities exist in many indicators of human development and these reflect the status of women compared to men. The income share of females is 30,5% of the total income, and indicates that there is less number of women who are part of the labour force. Even for those who are employed, are in the traditional female dominated occupations, which in most cases pay less. Women are under represented in the decision- making structures of both government and the private sector.

In South Africa, the Employment Equity Act hopefully will address this since all government departments are expected to have an equity plan for the next five years to address the needs of the vulnerable groups.

Although the Constitution of South Africa guarantees equality between both sexes, many administrative and cultural practices still discriminate against them. Female-headed households are particularly disadvantaged. Their average income is about half that of male-headed households at R1 141 and R2 089 respectively. Consequently a larger proportion of female-headed households live in poverty. The Mercury [21/09/01:4] showed a classical example of non-appointment of women into senior and powerful positions in Cape Town. This is also against transformation, the Employment Equity and affirmative action policy, however it's a reflection of the gender disparities that take place globally as South Africa is part of the global village.

The following table illustrates the poverty from a gender perspective.

**Table 4: Gender and Poverty**

<b>Household Type</b>	<b>Poverty Rate</b>
<b>Female Headed</b>	60,3%
<b>Male Headed</b>	31,3%

*Source:* Statistics South Africa 1996

From this table it is clear that poverty in South Africa has a gender dimension. Therefore if the strategies to reduce poverty were to be successful they have to focus on involving women in all development initiatives. Poverty reduction amongst the majority of the population and for women in particular remains one of the greatest challenges facing many developing countries including South Africa.

Reducing the high incidence of crime and violence against women is critical for development, advocating and facilitating measures taken in order to enable women achieve their full potential through:

- Eliminating all forms of discrimination and disparities based on gender
- More effective implementation of laws that protect women rights and privileges and
- Increasing women representation in decision-making bodies through affirmative action.
- Promoting the equal participation of men and women in all areas of family and household responsibilities, including responsible parenthood, reproductive health, child rearing and household work,
- Promotion of women education at tertiary level
- Create employment - generating growth with focus on economic opportunities for young people and women.

Other factors contributing to women under development is the migration of men to cities leaving their families behind. This forces women to be mainly housebound, as they have to see to the upkeep of the children. For example, Lesotho men coming to S.A. to work in the mines leaving wives and sometimes never going back has implications on gender and development. In S.A. internal migration tends to take the same stance with men migrating from rural to urban areas for employment. Also usually it is the age groups 15 -44 who are particularly inclined to migrate with the peak around the age group 25-29 years. Others leave their areas resulting in a high number of female-headed households, thus making them prone to poverty. This is evidenced in the employment rates of women, which show that they comprise 31% of the total labour force in industrially developed countries and 46% worldwide. Poverty and socioeconomic disadvantage affect women disproportionately. They are also affected by lack of basic services. It is the women who bear the primary responsibility for collecting water and fuel for household needs, ensuring that children are clothed, fed and receive a basic education and attempt to meet the health needs of the family. As a result of traditional stereotypes, women find themselves unable to move out of the private sphere of home and family into the public realm of productive work and politics.





Effective service provision of electricity, water, sanitation, childcare and health services will assist women to be productive with their lives. This will ease the burden for women to be economically active, create opportunity for their socio economic development and the development of their full potential.

### **3.3.2(i) Urban and rural poverty in South Africa**

South Africa like most countries has both elements of urban and rural poverty. Urban poverty reduction is seen as one of the challenges for frameworks for management and the promotion of policies and programmes which promote the generation of new employment, improve access to basic services and social integration [World Social Summit 1995].

Whilst urban areas are relatively well off in comparison with rural areas, there is growing urban poverty and also a recognition of the differences between being poor in urban areas and rural areas. The poor in urban areas have to cope with higher costs of living and a higher degree of monetisation of urban economies. The costs of access to basic services are much higher and therefore there is greater vulnerability to environmental hazards.

High rates of urban growth have also precipitated a crisis for many municipal or city governments whose planning and management capacities are weak, and have a high dependence on central government resources. Programs for poverty relief have tended to be viewed as national programs executed by sectoral ministries and national parastatal bodies. Most of these programs have neglected local government.

Most urban dwellers have a stake in the rural economy, and in most African countries, the majority of urban dwellers still consider the rural village their "true home", where the family networks thrive, and they maintain social security systems. The rural economy is seen as the basis for social security in old age and retirement. (Mbimba 1999).

As discussed, most of the poor in South Africa live in rural areas. While 50% of the population of South Africa is rural, the rural areas contain 72% of those members of the total population who are poor where the poverty rate is 71%. Poverty is characterized by many social problems, some of which include malnutrition, lack of education, low incomes and assets, environmental risks, low life expectancy, substandard housing and lack of infrastructure.

For Barberton et al (1995:25) the following table indicates that most of the poor live in rural areas [76%], where the poverty rate is 69% compared with 25% in urban areas.

**Table 5: Distribution of poor households by urban/rural classification**

Nature of area	Population	Poverty Share	Poverty Rate
Rural	53	76	69
Urban	47	24	25
All	1000	100	48

*Barberton 1995:25*

From this table, it is clear that poverty is more in rural areas [69%] as compared to 25% in urban areas. Therefore intervention strategies aimed at poverty reduction should address this skewed distribution of resources and development as well as try to stop the cycle on poverty if they are to be meaningful.

Unemployment and social inequality are increasing in South Africa. Certain categories of the population are more vulnerable to social exclusion than others. They tend to be rural, African, women, and younger persons.

The social effects of globalisation tend to follow the contours of existing patterns of social exclusions and to aggravate the impact of social problems, such as crime, unemployment, HIV/AIDS and poverty of these segments of the population.

As a response, the South African Government adopted the Reconstruction and Development Programme to combat poverty and unemployment. This policy recognizes the link between poverty and the environment, in particular environmental degradation. This aspect is discussed fully in the section on legislative framework.

Strats (1996:60) says that development is a vehicle for change for significant and substantial improvement and aims at self-sufficiency within the shortest period of time that is logistically feasible.

As indicated earlier poverty is multidimensional. Therefore no sector can single handedly deal with its challenges, thus an inter-sectoral approach is required. Hagg (1998: 23) supports this when he says service delivery these days has become an inter-sectoral effort, involving various government departments, private and business sector. This calls for joint planning and partnerships against poverty.

### **3.3.2( ii ) Characteristics of rural dwellers in South Africa**

Erskine (1996:39) believes that most rural dwellers in South Africa fall into one of several different categories as follows:

- Landless people who have no land to farm with or even use for subsistence production
- People with access to small units of land that they can use [if they have financial resources and labor available] for subsistence farming [production of some of the food required by household]
- People with access to larger units of land who can, if they have reasonable resource base [adequate water and fertile soil and access to needed inputs] produce sufficient food for the household and generate a small marketable surplus

- A very small number of people with access to good land in bio-dramatically favorable areas [adequate rainfall] who do, or who could, with access to guidance and inputs, produce a significant marketable surplus and can be considered to be commercial farmers.

Rural areas often lack adequate delivery mechanisms for socio- economic services such as health, welfare, education, housing and policing. Labor migration increases provincial socio- economic disparities as resources and skilled personnel are concentrated in the more urbanized provinces. Unemployment and social inequality are increasing in South Africa.

Certain categories of the population are more vulnerable to social exclusion than others, they tend to be rural, African, women and younger person. The social effects of globalization tend to follow the contours of existing patterns of social exclusions and to aggravate the impact of social problems, such as crime, unemployment, HIV/AIDS and poverty of these segments of the population.

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As indicated earlier, poverty is multidimensional therefore no sector can single handedly deal with its challenges thus an inter-sectoral approach is required. Hagg(1998:23) supports this when he says service delivery these days has become an inter-sectoral effort, involving various government departments, private and business sectors. He also emphasizes the importance of capacity building for sustainability. This calls for new management styles and skills such as negotiation and mediation skills and a flexible attitude, transparency, accountability, co-operative governance, encouragement of partnerships and good communication skills. Satlatentear (2000:21) sees this as a challenge for government and civil society, since implementation depends on all stakeholders doing working together, negotiating plans for valuing human dignity, equality and equity.

According to the Business Report [2000:21] South Africa is moving towards a competitive nation through productivity. It is believed that this is the key to compete in world trade, improve the quality of life of people and ensure the creation of quality jobs. This for Lakhani (2000:21) can be done in partnerships between public and private sector. Skweyiya (2000: 6) supports this as he sees it as part of democracy to ensure the environment for accountable, responsive government that promotes the active citizenship of those who have been living on the sidewalks of society. However, he acknowledges the fact that narrative of social marginalization of women and poor people from economic and political decision-making structures and processes continues to be a painful reality. For him, programs to eradicate poverty and promote social development must therefore be planned and evaluated with poor people. The many innovative ways through which people have been working to overcome their poverty should be strengthened and promoted.

### **3.3.3 Poverty and illiteracy**

James & Levy (1998: 62) adds another aspect of poverty since most illiterate people have poverty related to information, which further disadvantages them. They define illiteracy as fewer than seven years of formal schooling, that is, less than a standard five level (Grade7). A survey of basic adult education in SA published by the Joint Education Trust 1996 estimates that in 1994 there were about 7,5 million illiterate people in South Africa. This means that in 1994 nearly one in every three South Africans was illiterate.

The State of South Africa's Population Report 2000:21 indicates a correlation between education and employment by reporting that districts with better educated population have noticeably lower unemployment.

Poverty in SA is basically a general form of relative deprivation, which arose from an unequal distribution of resources rather than an actual shortage of resources. For Clarke-McLeod (1995:17-21) a special feature of the South African poverty and unemployment is that other racial groups disadvantaged by apartheid suffer most although not exclusively. Wilson and Ramphela (1998) refer to overcrowding, illiteracy, unemployment and lack of access to energy sources and water as conditions associated with poverty. This is true of the urban and rural poor of South Africa.

From this it is clear that illiteracy is one of the challenges for development initiatives. Therefore any development initiative that does not take literacy levels into account is unlikely to succeed, as people might not even comprehend the developmental challenges. It must therefore incorporate adult basic education. Earlier it was also mentioned that poverty is multi-dimensional, thus strategies to deal with it will have to take the same stance.

From the Business report (1999:12) it is clear that real economic growth in South Africa will come from Small Medium and Micro Enterprises [SMMEs] who not only have the potential to provide S.A. with employment, but who will one day become the new global cooperates. For this to happen S.A. need to harness all its initiatives. It calls for a language, a mode of expression and a behavioral pattern that is informed by sound business practices, strengthening of imports and export industry. This means that effective poverty reduction strategies must try to link what the poor can do for themselves and their communities (empowerment) with broader enabling strategies of government, non-governmental organizations (NGO), and the business sector. This indicates the need for intergovernmental relations in economic political and social development with all spheres of government and other sectors.

International consensus about the current development paradigm agrees on sustainable development and improving quality of life as these two key concepts and also both are closely related to environmental concerns. Sustainable development consist of three elements:

*First:* Environmental and economic policies should be integrated. Environmental considerations should be entrenched in the theory and practice of economic policy making.

*Second:* Sustainable development emphasizes equity. Two forms of equity are crucial, namely intra governmental and intergovernmental equity. Intra-generational equity or equity between groups of people currently living refers to equal access to productive resources as well as to the fair distribution of products of development. Inter-generational equity or equity between current and future generations refers to the conservation of the environment for the sustenance and enjoyment of future generations. Environmental costs and benefits should be fairly distribution between generations.

*Third:* Sustainable development includes a rich description of human welfare as captured in the key concept of quality of life. The term quality of life implies some notion of what it means to live a meaningful life, or the good life. Quality of life indicates a richer definition of human well being than living standard. The later term expresses the measures of income and material and physical well-being. By contrast, quality of life includes psychological, social, cultural and political aspects. Improvement in quality of life thus broadly signifies both cultural and material gains in human life. Universal aims of human development therefore include access to resources, education, and freedom from violence, a decent living standard, and employment, guaranteed human rights, health, longevity and political freedom. Development can be assessed as successful only when it improves all these aspects of people's lives.

#### ✓ **3.3.4 HIV/AIDS and poverty**

The issue of HIV/AIDS has been briefly mentioned and it is critical to note that the economic implications of HIV/AIDS will affect all South Africans. The projected age structure of the population shows that the number of dependants, both children and aged will increase in relation to the potentially economic active proportion of the population. This means that the dependency rate will increase substantially during the coming years, and there will be fewer people to care for children and elderly. This also has implications for the workplace; therefore initiatives aimed at development should integrate HIV/AIDS.

For Whiteside [1999:37-42] the following are the ways in which AIDS might affect the macro economies, the illness and death of productive members of society and, thus loss of their production and the diversion of resources from savings and eventually, investment care.

For Whiteside [1999:37], AIDS will and is already having an effect on the household level. The individual requires medical care and possibly special diets.

This for Whiteside increases demands on the household resources.



The following are projections on life expectancy and Population Growth 1998 by the World Population Profile produced by the Population Division of the US Bureau of the Census in Washington DC as presented by Whiteside [1999:40].

Country	Life Expectancy			Growth rates	
	Without AIDS	With AIDS	Years Lost	Without AIDS	With AIDS
Namibia	65.3	41.5	23.8	2.9	1.6
Botswana	61.5	40.1	21.4	2.4	1.1
Swaziland	58.1	38.5	19.6	3.2	2.0
Zambia	56.2	37.1	19.1	3.3	2.1
Kenya	65.6	47.6	18.0	2.5	1.7
Malawi	51.1	36.6	14.5	2.7	1.7
South Africa	65.4	55.7	9.7	3.2	2.0

Table 6 shows the data for the year 2010. The situation will not get better but it will be worse. The actual cost of AIDS to employers will vary greatly. Productivity will be affected as skilled or experienced staff fall ill, stay absent and finally the training costs will multiply as some employers find that some of their trainees die after completing training courses. Further HIV/AIDS, according to Kinghorn and Steinberg: 17, results in increasing costs of employee benefits such as insurance and medical aid. This, for them, will depend on the number of affected employees, their skills, and particular nature of the production processes and the effectiveness of the prevention management programmes. The report by Kinghorn and Steinberg further states that AIDS will be a major obstacle to reducing poverty and socio-economic inequality.

If infected persons are income earning, then illness and possible death will reduce the household income thus forcing families and children into extreme poverty. There will also be reduction in agricultural farming as most people won't be able to do labour intensive cultivation, possible shift to other non-agricultural activities and a decline in the care and healthy of livestock. These have implications for household income.

One of the worst consequences of AIDS is the large numbers of children orphaned when both parents die from AIDS, projections indicate that by the year 2005, a million children under 15 will have lost their mothers of AIDS. These children have to carry the trauma of losing parents, deal with the stigma of the virus, and deal with poverty and loss of role models. Therefore government has to ready itself to deal with this challenge.

### **3.3.5 Poverty and Inequality**

According to the report on poverty and inequality in South Africa (1998:1) in per capita terms, South Africa is an upper-middle-income country, but this relative wealth, the experience of most South African households is of outright poverty or of continuing vulnerability to being poor. According to the report the distribution of income and wealth in South Africa is among the most unequal in the world, and many households have little access to education, health care, energy and clean water. Therefore there is a need to address issues of poverty, inequality and development. Khan (1998 : 44 ) asserts that there is a growing agreement that government does not take cognisance of the current developments and development challenges will not survive in the fast-growing, intricate, interdependent local, regional and international developments. Therefore recognition that government is for citizens, run with citizens and often by or through the involvement of citizens, as opposed to an older notion, which, saw government, doing things for the people (Clarke and Reddy 1999:2).

This in a nutshell is part of democratic governance and Dwivedi (1997:4-5) sees the following as guidelines on how democratic governance has to be operationalized by public officials, political office bearers and public representatives:

- Sustained belief and resolve to serve and care for all citizens
- Recognition of the facts that the governing process is a moral endeavor.
- Consideration of their role as protectors of the rights of not only human beings but also of others in the environment and as a guardian of natural legacy for the future generations.
- Realization of the fact that protecting and enhancing democratic principles requires vision and morality- an essential purpose of serving public because such an essential purpose ought not and cannot be sacrificed on the alter of administrative nationality or mere political expediency.

Haque (1999:314) say that a democratic mode of governance requires that services be provided to all total classes and groups of citizens especially the underprivileged who are usually left out by the private sector in the market. The World Bank also emphasizes the themes of transparency and information as critical for good governance and these are seen as strengthening public accountability and also seen as a prerequisite for successful beneficiary participation in programme design and implementation. In the next section, focus will be on how South Africa has responded to the poverty challenge through legislation.

From this discussion it is clear that poverty in South Africa has:

- A urban / rural dimension
- A gender dimension
- A racial dimension
- The most vulnerable are the illiterate, disabled, young and previously disadvantaged

It is also clear that poverty in South Africa cannot be separated from the political scenario of South Africa prior to democratization as it tends to reflect the disparities between population groups with the majority of blacks not having access to basic services, employment opportunities, health facilities and generally being hardest hit by poverty. This is reflected in the two worlds in South Africa, which has first and third world characteristics.

### **3.4 LEGISLATIVE PROVISIONS TO DEAL WITH POVERTY IN SOUTH AFRICA AND KWAZULU-NATAL**



The democratization of S.A. in 1994 resulted in the review of policies, as it was apparent in the country that there was unequal distribution of services and resources as a result of the Apartheid policy. There was also evident in underdevelopment in the rural and urban black residential areas as opposed to the urban areas. Therefore the democratic government had to be responsive to the needs of all South Africans. In this section, a review of relevant legislation that has an impact on social development, and poverty reduction will be provided, and strategies to deal with poverty will be explored.

#### **3.4.1 The Constitution and the poor**

The Constitution is the supreme law of the Republic and provides a general framework to ensure that people have access to services as guaranteed in the Constitution.

Chapter two of the constitution focuses on the Bill of Rights for all South Africans.

#### **Housing**

Section 26 of the Constitution states that:

- 1) Everyone has a right to have access to adequate housing
- 2) The state must make reasonable legislation and other measures within its available resources to achieve the progressive realization of this right

- 3) No one may be evicted from their home, or have their home demolished, without an order of court made after considering all the relevant circumstances. No legislation permits arbitrary evictions.

## **Health Care, Food, Water and Social Security**

Section 27 guarantees:

- 1) Everyone the right to have access to:
  - i) Health care services including reproductive health care
  - ii) Insufficient food and water and
  - iii) Social security including if they are unable to support themselves and their dependants, appropriate social assistance
- 2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realization of each of these rights, dependants, and appropriate social assistance
- 3) No one may be refused emergency medical treatment

## **Education**

Section 29 of the constitution states:

1. Everyone has the right:
  - a) To basic education, including adult basic education, and
  - b) To further education, which the state, through reasonable measures, must make progressively available and accessible
2. Everyone has the right to receive education in the official language(s) of their choice in public educational institutions where the education is reasonably practicable. In order to ensure the effective access to, and implementation of, this right the state must consider all reasonable educational alternatives, including single medium institutions, taking into account:
  - a) Equity

- b) Practicability
  - c) The need to redress the results of the past racially discriminatory laws and practices
3. Everyone has the right to establish and maintain, at their own expense, independent educational institutions that:
- a) Do not discriminate on the basis of race,
  - b) Are registered with the state, and
  - c) Maintain standards that are not inferior to standards at public institutions
4. Subsection (3) does not preclude state subsidies for independent educational institutions

This implies that government and its organs of state should work towards ensuring that the poor's rights are protected, as are the rights of all the vulnerable groups, which include women, people with disabilities and the youth.

It is also the right of individuals and citizens of this country to dignity and access to basic services. Thus laws and policies that create conditions to human dignity are contributing to social development. This can facilitate participation of the community and contribute to, and benefit from, economic, cultural and social development. The implementation of social development depends on all stake- holders doing work together, negotiating plans, implementing, monitoring and evaluating implementation.

At the World Summit for Social Development in Copenhagen in March 1995, South Africa joined nations of the world in pledging to work towards the eradication of poverty. From this it is clear that government had to draw up legislation to ensure that the rights as indicated above are realized. Some of the legislation will be discussed hereunder.

### **3.4. 2 The Reconstruction and Development Programme [RDP] 1994**

The RDP was intended to be an integrated, coherent socio-economic policy framework aimed at:

- An integrated and sustainable program
- Meeting people's basic/ immediate needs
- Peace and security for all
- Nation building
- Linking reconstruction and development and democratization of South Africa.

Meeting people's basic needs is the first priority of the RDP. This cannot happen unless our human resources are developed to match the challenges of development initiatives. The main focus of the Reconstruction and Development Programme [RDP] is to ensure that the economy is built and that all South Africans including women have a role to play in economic development. This can only happen in a society where the community will feel confident to participate meaningfully in all the processes and in governance. This is one way of democratizing South Africa. This can also be seen as being in line with the World Bank (1997:162) which states that improving the delivery of public and collective services will require closer partnership with the private sector and civil society. Such partnerships should be encouraged, especially when the links between the state and civil society are underdeveloped.

According to the basic guide to the RDP (1994:10), it aimed at addressing many social and economic problems such as:

- Violence
- Lack of housing
- Lack of jobs
- Inadequate education and health care

- Lack of democracy
- A failing economy

From this it is clear that the RDP as a policy document is similar to the Constitution, as far as sections indicated earlier are concerned since its focus aims to address people's rights as enshrined in the Constitution. This is in spite of the fact that the RDP document was drawn up in 1994 prior to the Constitution, which was adopted as an Act in 1996.

The RDP's goal was to create a strong and balanced economy, which will:

- End poverty
- Create jobs and meet the needs of people
- Address the structural problems of the economy
- Build the economy in South Africa and Southern Africa and integrate South Africa into the world economy
- Protect worker rights
- Develop the human resources of all people
- End discrimination, for example, that is based on race, sex, sexual orientation, disability and language
- Make the economy democratic by involving all stakeholders including trade unions and small business in an open and transparent process of economic decision making.

The central objective of the RDP was to improve the quality of life all South Africans and in particular the most poor and marginalized/ disadvantaged communities.

Section 2.2.5 states that the RDP aims to do this in an integrated manner, combining urban, peri-urban and rural development processes through job creation, land reform, access to housing, water and sanitation, energy and electrification, telecommunication, transport and ensure a clean environment, health care, nutrition.



Section 6.2.1. - 6.3.2. of the RDP policy document states that:- "To implement the RDP will require the establishment of effective RDP structures within national, provincial and local governments. These structures must monitor the implementation of the RDP, including the elaboration of strategic planning frameworks and co-ordination between departments and tiers of governments to overcome tendencies of fragmentation While not displacing the line functions of other departments, the structures will require a great deal of coordination and appropriate budget" RDP (1994:138).

Other government legislation is aligned with the RDP like the Welfare White Paper Section 2.1.3.4 of this document (1995) outlines the goals of a developmental social welfare program as:

- The attainment of basic social welfare rights for all South Africans through the establishment of a democratically- determined, just and effective social delivery system.
- The redressing of past imbalances through a deliberate process of affirmative action in respect of those who have been historically disadvantaged, especially women, children, youth, the disabled, people in rural communities and informal settlements.
- The empowerment of individuals, families and communities to participate in the process of deciding on the range of needs and problems to be addressed through local, provincial and national initiatives.
- The recognition of the role of organs of civil society in the welfare system such as community based rehabilitation structures and organizations, NGO development organizations, civic associations, the private sector, religious organizations, traditional and other complementary healers, trade unions and individual initiatives and the establishment of guidelines for mutual cooperation.

The RDP also recognizes the need for urban and rural development to be integrated for equitable distribution of services. It also acknowledges the role of the public sector and business sector for sustainability of projects.

The ultimate goal is job creation for people other than the primary beneficiaries to the project. Although rural development must be integrated with urban development, the RDP acknowledges that most of South Africa's poor live in rural areas. Therefore, in terms of priority, rural areas should be given high priority. Categories of the previously disadvantaged are further outlined to include women and people with disabilities. This is because women have been disadvantaged as they have little access to basic services and facilities and most of them are unemployed.

Hanekom (1987:54) states that the actual implementation of any public policy involves the translation of the policy of government into implementation policy and second into administration policy, then third, the monitoring and evaluation of the implementation. This means that various government departments responsible for its actual implementation need to develop strategic plans, with measurable outputs, with time frames for monitoring and evaluation.

Alleviating poverty is a complex and lengthy process requiring political commitment and determination to see the process through to a successful conclusion. This can be achieved through integrated strategic planning, human resource development, capacity building for the community, cooperative governance, ensuring accountability monitoring and evaluation of the program and provision of finances on an ongoing basis in line with the long term plan.

From 1994-1996, the RDP was located in a ministry without portfolio. Much as the importance of this programme was acknowledged it was later realized that there was a gap in reducing the debt of South Africa has from the past, to improve the economic position of South Africa by coming up with an economic policy framework as well as ensure participation of South Africans in building the economy of the country. This indicated a need for another policy to be formulated to address this.

This led to the Growth, Employment and Redistribution Strategy [GEAR] and the closure of the RDP office in 1996. RDP activities had to be integrated into various departmental programmes. The closure of the RDP office in 1996 resulted in chaos and it questioned government's commitment to the idea of the RDP.

According to James & Levy (1998:77), since the demise of the RDP office and fund, government policy on poverty has been ad-hoc and uncoordinated. Shrinking national and provincial budgets continue to allocate funds to poverty relief but without sufficient coordination and targeting. Lack of coordination is one of the overarching factors associated with the weaker than expected delivery performance of the South African government. This made way for GEAR. Most people including the labour movement were not in support of GEAR despite assurances, from the then Deputy President Mr. Thabo Mbeki and the Minister of Finance.

### **3.4.3 The GEAR**

It was clear by early 1996 that it was difficult to attain sustainable economic growth that was likely to have an impact on poverty reduction, income distribution, employment creation and financing of essential services, thus the Growth, Employment and Redistribution (GEAR) is a macroeconomic strategy aimed at addressing the above shortfalls.

The GEAR was published in 1996 and it outlines a macro-economic policy framework that makes all other policy objectives subordinate to creating macro-economic conditions that will persuade foreign and domestic investors to invest in the South African economy.

This strategy was aimed at shifting economic policy to a private sector, growth-led approach rather than a public sector and expenditure-led as embodied in the RDP. This was aimed at reducing the debt.

It mainly looks at what each organ of state should do to make economic development a reality in the country. It is mainly a strategy for rebuilding and economic redistribution, which is in keeping with the RDP. As the RDP focuses on an integrated development program, the GEAR's main focus is economic development to ensure that the basic needs of people are met.

Some of the core elements of an integrated strategy include:

- A renewed focus on the budget to strengthen the re-distributive thrust of expenditure.
- An expansion of trade and investment flows in South Africa
- Speeding up restructuring of state assets to optimize investment resources.
- An expansionary infrastructure program to address service deficiencies and backlogs
- A commitment to the implementation of stable and coordinated policies.

GEAR recognizes that a sustained reduction in inequality requires accelerated job creation.

GEAR focuses on strategy for higher growth rates through:

- Re-prioritization of the government budget towards social spending
- Acceleration of the fiscal reform process
- Gradual relaxation of exchange controls
- Consolidation of trade and industrial reforms
- Public sector restructuring
- Structured labour market flexibility with collective bargaining, and
- A social agreement to facilitate wage and price moderation.

GEAR rests on the tenet that poverty reduction over the long-term is impossible without sustained economic growth and that the key to economic growth is private investment. GEAR argues that, by re-prioritizing government expenditure, the impact on the poor can be minimized. The aim is to ensure that the expenditure is not skewed towards those that are better off, but reaches those who need it. GEAR is emphatic in its commitment to curbing state spending. This policy has an element of a free market economy which supports the World Bank (1994:vii) which places a strong emphasis on the development of a free market economy, and sees the political elements of good governance as predictable, open, transparent policy making processes, a professional bureaucracy, an accountable executive, a strong, participative civil society and a culture of acceptance of the rule of law. For the World Bank these attributes are positive influences on sustainable socio-economic development to reduce poverty globally.

Also, at the heart of GEAR is integrated economic and employment creation which advocates for partnerships between the state and voluntary organizations centered on developmental welfare services that will focus attention on the vulnerable, especially in under-serviced areas, while freeing resources from expensive institutionally-based services.

It also acknowledges the need for public service restructuring if economic growth is to be enhanced. Ongoing efforts to improve the access of South African firms to foreign markets will concentrate on exploring special arrangements with major trading blocks and continuing participation in the multilateral World Trade Organization process. A further key element of the strategy is the gradual integration of the economies of Southern Africa through the trade and investment protocols of Southern African Developing Countries [SADC].

Section 5.4 of the strategy calls for the promotion of small, medium and micro enterprises (SMMEs) as a key element in the Government's strategy for employment creation and income generation.

As mentioned earlier, GEAR is aimed at improving the economic productivity and status of the country thus aimed at making South Africa competitive in world trade, to ensure the establishment of quality jobs. Lakhani (2000:21) supports this when he says that public and private sectors needed to implement bold and innovative measures to improve productivity and simultaneously create jobs for the country to achieve this goal.

Much as the GEAR was aimed at improving the economy of the country and improve the growth rate by 6% by 1999 in order to increase the number of employed, President Mbeki in his state of the nation address, in the Mail & Guardian [2001:10], indicated that the annual growth of 3,5% implies a continued rise in unemployment and poverty. For him, in the long run, growth will depend on skills formation.

#### **3.4.4 The Integrated Sustainable Rural Development Strategy (ISRDS) 2000**

The ISRDS is designed to realize a vision that will "action socially cohesive and stable rural communities with viable institutions sustainable economies and universal access to social amenities, able to attract and retain skilled and knowledgeable people, who equipped to contribute to growth and development", ISRDS [2000:iv].

The strategic objective of the ISRDS is "to ensure that by the year 2010 the rural areas would attain the internal capacity for integrated and sustainable development.

This strategy was as a result of government's commitment to rural development after the 1999 elections. Its target was community affected by retrenchments, poverty pockets and mining areas. Five provinces were identified. These were KwaZulu Natal, Free State, Eastern Cape, Northern Province (Limpopo) and North West Province.

Participation: The process of selecting the services and programmes at the local level will be the chief instrument for integration, and the Integrated Development Planning (IDP) process will play a role in this.

In terms of the ISRDS, municipalities will take part in the assessments and choose investments and services that suit their priorities and abilities to maintain them.

The strategy acknowledges that currently there might not be enough capacity within municipalities to implement and monitor such programmes, thus the importance of capacity building and institution capacity is emphasized. It is hoped that once this is done municipalities will resume responsibility and district councils will increasingly revert to more limited roles in information exchange, co-ordination and oversight of regional projects.

Financing the basket of selected services: The strategy emphasize integration and promotion of synergy of existing programmes rather than allocation of funds for rural development. It is critical to note that “it is proposed that most funding will be drawn from budgets and the municipalities” Once the communities, have articulated their needs, the municipality will approach the various providers to cost the desired service and to check whether the provider is willing and able to provide the service or investment. Line departments will also be approached to respond to the needs of communities.

Integrated Development Plans: In terms of the Municipal System Act 2000, municipalities are supposed to come up with Integrated Development Plans which is a five year plan indicating the services to be provided during that period and the funding required. The IDP calls for amalgamated expenditure to ensure provision of integrated and comprehensive services. The municipalities will then coordinate the programmes as service delivery takes place at a local level.

Human resource development and capacity building: Given the complexity of the programmes, the need for human resource development and capacity building at local community level cannot be over emphasized to ensure meaningful implementation and monitoring resulting in sustainability.

Part of this looks at land reform as well as income generating projects as critical aspects that address poverty and rural development.

It calls for the establishment of project teams and the nodal points for project implementation.

This strategy highlights most of the critical issues for sustainability but there are other issues that are not addressed, namely:

- Line departments do have their own priorities that might not be in line with the ISRDS, which could be in conflict with the ISRDS.
- Most priorities for development initiatives in SA are not determined at a local level but at national level resulting in top down approaches, thus resulting in difficulty in implementing the ISRDS.
- No viability studies are done prior to the implementation of government policies at a local level.
- Officials from line departments can resist this, as roles are not clearly defined.
- It is a good strategy with no resources to implement that could result in it not being implementable.

### **3.4.5 The Public Finance Management Act [PFMA] 1999**

This is legislation aimed at improving the management of finances and accounting principles in the public sector. It shows a commitment to accountability and the application of sound management principles.

The PFMA is aimed at:

- Ensuring that all revenue, expenditure, assets and liabilities of government are managed efficiently and effectively
- Ensuring that those to whom responsibilities of managing activities in government have been entrusted, are held accountable for the outcome of their activities.



Also at the heart of the PFMA is *planning*. If the policy and strategic planning processes are not fully synchronized with the financial process, the likelihood is that policies will be introduced without the necessary funds/ capacity for their implementation, which can lead to frustration and unfunded mandates.

For Plant (2000:13-15), the importance of strategic plans of the departments and entities is highlighted and should cover a three-year cycle and should be updated annually. This for Plant changes the focus of budgets to be more output/ objective oriented so that they are in line with the strategic plans of the entity or government department. Also central to the PFMA is the *empowerment of management*. This will ensure that those to whom delegation has been made are held accountable for what they do. This is mainly aimed at improving *performance*. For Plant, accounting officers will have to ensure that performance reports are generated on at least a quarterly basis and submitted to executive authority. The policy promotes performance rather than simply money spent.

The PFMA also brings about the issues of *internal control and risk management*.

Gloeck (2000:5-7) states that the PFMA requires accounting officers to ensure that their departments and entities have and maintain an effective, efficient and transparent system of finance and risk management, and internal control. This Act requires accounting officers to establish and maintain:

- “effective, efficient and transparent system of financial and risk management and internal control”,
- a system of internal audit under the control and direction of an audit committee complying with and operating in accordance with regulations and institutions prescribed”

The focal points of management accounting according to Plant [2000:14], are control [incorporating governance], planning, performance measurement and general financial management procedures. All this points to the need for transparency, communication and openness on matters of governance. It also allows for creativity and innovativeness whilst holding officials and political office bearers accountable. Its main objective is to regulate financial management and calls for transparency and accountability on fiscal issues.

This is also evidenced by the fact that it also stipulates sanctions for financial misconduct. It also clarifies the roles and responsibilities of accounting officers and puts disciplinary procedures in place for failure to carry out the roles.

#### The PFMA

- Demonstrates commitment to accountability and sound management principles
- It shifts responsibilities on financial management to new horizons and introduces statutory performance management
- Requires accounting officers to ensure that their departments have and maintain effective, efficient and transparent system of financial risk management and internal control
- Accounting officers also have the statutory duty to establish an internal audit system and an audit committee, and also to stay within the budget.

#### **3.4.6 Implications of these policy documents for the implementation and management of poverty alleviation programme**

The following aspects emerged from all the policies:

- The need for planning
- Integration and co-ordination of services for effective service delivery
- Partnership between the state and private sector in service delivery
- Empowerment of human resources and the community

- Transformation of management in line with the democratic principles
- Accountability
- Efficiency and effectiveness of service delivery based on the restoration of the dignity and respect of the beneficiaries of services
- Sustainability of economic and social development

The implications of such policies to development initiatives like poverty reduction are enormous. For Thomas (2000:0), it requires openness, transparency and accountability. Financial and co-operative restructuring and reforms are a big part of what is needed to restore investor confidence. However, reforms in governance and politics should also be considered keys to the success of economic reforms. Economics should look beyond economic growth at the quality of investments and the social, environmental and sustainable aspects of growth.

The global integration of economies and the spread of democracy have dramatically altered the role of government in the past decade. A new and different role of government has emerged - no longer sole provider, government is now facilitator and regulator.

As governments operate in more democratic and participatory environments, they need to know how to provide social services, poverty programmes and environmental protection in more decentralized ways, dividing functions among provincial and local levels of government. They need to know how to undertake painful financial and economic restructuring programmes. Thus the need for development learning is more immediate and the demand greater than ever before.

Davies et al (1993: 32) supports this by saying that inter-sectoral action challenges traditional patterns of organization and management in the public sector. He also warns that efforts to work across departmental lines frequently encounter political, managerial and professional resistance unless each of these groups can see it as being to their advantage.

More information about organizational structures, planning mechanisms, decision-making tools and evaluation methods will foster co-operative action and the sharing of responsibility. This requires strategic planning and Davies et al (1993: 33) say that effective action in this kind of context requires a strategic perspective that is long-term and comprehensive, combining a clear sense of direction and the ability to adopt flexible to changing circumstances and ensure that resources finally meet all the needs of citizens. This is further emphasized in the White Paper on Local Government (1998:23) which highlights issues of cooperative governance that demand not only joint decision making amongst the spheres of government, but also joint action. Planning for development for instance, should be conducted together, for the same geographic areas, to avoid fragmentation, confusion, and duplication. This ensures that planning must be coordinated and integrated within and across geographical areas. Therefore the management has to be open to change as this challenges the traditional way of doing things according to various sectors and emphasizes the issue of intergovernmental and extra-governmental relations. This is critical for sustainability of programmes.

Such an approach calls for the implementation of good governance which, Chitiga (2000: 2), sees as a process of collective decision-making and responsibility. In terms of this definition, Government is seen as one of the actors in a partnership of civil society, government and the private sector to create a good society. For this to be implemented, it requires:

- A strong state and a strong civil society
- A deepening democracy through a participatory democratic culture,

- An enlarged role for citizens and their endeavors and among them, between them and civil society intermediary organizations.

From all these pieces of legislation, it is clear that there is a need for management to transform itself to be able to deal with the challenges of poverty. It calls for inter-sectoral collaboration. This calls on government to play new roles including facilitation, enabler and promoter. This for Bekker (106) needs a well-planned process based on at least the following principles:

- Legitimacy, transparency and participation
- Good planning designed to ensure a balance between, on the one hand, the need for transformation and, on the other, the need for good governance and continuity
- A strategic approach to ensure that the relevant key issues are identified and addressed. Strategic management is critical as Bekker states that lack of strategic management will result in crisis management.

All of this indicates the need for planning which is also alluded to by the PFMA. From all the above the aspect of partnerships has been mentioned. Maybe it is critical to briefly discuss its importance in relation to poverty reduction and sustainable development.

It is clear that the democratization of the state or government implies that government has to have a particular way of conducting its activities, which should be characterized by transparency on all issues of government and governance. Participation of the community is critical in all spheres of government and an ongoing relationship between government and the private sectors and citizens.

For this to be successful requires flexibility and delegation of powers and responsibilities, the building of capacity of personnel in community partnerships and the ability to relate to the community as well as empowerment of communities for them to take a meaningful role in their own development. This for DuToit et al [1998:167] effective communication is aimed at ensuring that the principles of uBuntu are incorporated which are namely:

- Participatory management
- Continuing negotiation instead of conflict and
- Transparency in all decision making

All this requires institutional and organizational capacity within the local community and structures with skills and information as well as the fact that development must be people driven with them as partners in service delivery.

### **3.5 Partnerships**

Partnership for Pierre (1998:11) has been a more common term in the analysis of public policy especially in economic development, technology transfer and urban management. Partnerships usually refer to relationships rooted in the acceptance and respect of all the parties of their shared vision and responsibility for the delivery of services. It demands close cooperation between parties and coordination of roles and functions of them for service delivery. It is based on the notion that government alone cannot deliver or deal with the challenges and the needs of the people because problems are multifaceted and that these problems are interdependent.

Partnerships for Pierre (1998:12) involve:

- Two or more actors, at least one of which is public
- Each partner is a principal
- Partnerships are an enduring relationship among the actors, with some continuing interactions [usually these are negotiated during the onset]
- Partnerships imply some shared responsibility for outcomes of their activities

From this it is clear that partnerships are formed for a variety of reasons. One of the paramount aims is to ensure that public policy goals are reached and to ensure that co-operation and co-ordination is done in service delivery. This requires all parties to be open, transparent, flexible and able to communicate with each other. For Kalis (2000: 4) partnerships implies an inter-relatedness and interdependence between the respective parties. It also provides an opportunity for sharing of skills, knowledge, needs, frustrations and aspirations. This can facilitate capacity building.

Kalis (2000: 5) sees the roles in a partnership to include the following:-

*Government:*

The state has a governing responsibility to ensure that there is the required delivery of services within the legislative and policy framework. The state therefore accepts primary responsibility for the development of policies and legislation to facilitate and direct the design and implementation of service programs. In acknowledging its primary responsibility for the welfare of its citizens, it accepts the responsibility for creating and maintaining an enabling environment for the delivery of such services. Fundamental to the notion of an enabling environment for the delivery of services is the state's responsibility to adequately fund the instruments (organizations) rendering the services.

In acknowledging the central role of the voluntary welfare sector in the implementation of services, rooted in policies and legislation, the development of policies and legislation is a joint process between the parties with the state driving, facilitating and coordinating the process. Since policies directly impact on the NGO sector and the consumers of their services the state acknowledges the NGO sector as a stakeholder with equity in policy and legislature processes. Against this background it is the role of the state to ensure and provide for the necessary mechanisms and structures for communication and consultation. Consultative processes start right at the onset of implementation strategies.

The state accepts responsibility for engaging with the voluntary or NGO sector at this fundamental stage. By virtue of its governing responsibility and its funding the state accepts the role of approving, monitoring and evaluating the state funded services of welfare organizations.

### *The NGO Sector*

Kallis (2000:7) feels that it is the role of the NGO's to:

- Deliver services efficiently and effectively within the framework of government policies, and strategies consulted and negotiated between NGO's and government,
- Work in partnerships with government to achieve common aims and objectives.
- It is accountable to government for its policies and service programs
- It is open, transparent and accountable to the public

As an instrument of civil society, the NGO sector accepts the role of watchdog over the policies and practices of government in the interest of the consumers, its services and the wider public. In this role, it will target government in its advocacy, lobbying and negotiating functions when required.

It must be noted that with the creation of wall- to- wall municipalities and the Municipal Integrated Development Plans, there is a need for:

- The other spheres of government to align their programmes with the Integrated Development Plans
- Local Government has a responsibility to co-ordinate services at the local sphere of government
- There is a need for transparent on plans and intentions
- Different spheres of government need to also work closely with other government departments and the private sector.



From all these it is apparent that an integrated approach is required as is a strategic management approach to ensure sustainability. In the following section, the strategies to deal with poverty in South Africa will be explored.

### **3.6 STRATEGIES TO DEAL WITH POVERTY IN SOUTH AFRICA**

It is argued that, if policies are successfully implemented to reduce mass poverty, this will lead to a reduction of social pathologies as resulting in an increase in the well being of the population. Erskine (1996:40) further states that we need to look at rural community development in the context of the Government's Reconstruction and Development Program.

According to Skweyiya (2000: 1-2) the 1990's saw an unprecedented commitment made by 117 heads of state and governments to eradicate poverty as "an ethical, social political and moral imperative of human kind". People centered development was recognized as the key to achieving poverty eradication. Since these commitments were made, little has changed for the world's poorest people. All forms of poverty have deepened and widened while inequalities within and between countries have increased.

Skweyiya (2000: 4) says that, across poor countries, the inadequacy of national and regional policy and institutional capacity to manage the economic and social devastation of recurrent economic crisis is evident. There is growing consensus that there is a need to anticipate, prevent and offset negative social and economic consequences through effective regional and national strategies supported by appropriate international aid.

Edgar Pieterse (1999: 16) report that the then Minister of Welfare, Fraser-Moleketi, at the launch of the Poverty and Inequality Report in 1998, said that South African government has a national poverty strategy and it rests on 5 pillars.

These are: -

- 1) Macro economic stability (price stabilization and increased investment through consistent implementation of GEAR)
- 2) Meeting basic needs (pre and primary education Primary Health Care, water and sanitation, housing, electrification and telephone extensions)
- 3) Promoting social safety nets (old age pension, child support grant and disability grants)
- 4) Human resource development (skills development, curriculum 2005, further education and national qualifications framework), and
- 5) Job creation (community based organizations, public works program, poverty relief program, poverty relief program in the department of welfare, job summit proposals and enabling environment for business).

The South African government adopted the RDP to combat poverty and unemployment. Stemming from this, government legislation for the various organs of state has been linked to this policy document. The RDP 1994:38 recognizes the link between poverty and the environment in particular environmental degradation.

## Actions of the Reconstruction and Development Programme

**Integrated Nutrition.** The production of food that requires cheap, appropriate and environmentally friendly technologies

**National Housing.** Providing housing and services alongside jobs and training opportunities.

**Electrification Schemes.** Producing affordable electricity to reduce the dependency of low income groups on wood and fossil fuels, and thereby reducing deforestation and air pollution, and improving the health profiles and living conditions of women.

**Growth and Development Strategy.** Increasing foreign investment and export earnings, thus creating jobs and stimulating and environmentally based businesses.

**Land Reform.** Redistributing land to disadvantaged communities, especially women, in order to reduce their dependence on marginal lands, while at the same time providing support services such as education and training.

**Water Provision.** Improving water supplies to the rural poor, thus promoting equity and efficiency in water utilisation given the scarceness of water in South Africa.

**Social Security and Welfare Systems.** Reviewing the existing social security and welfare systems to target assistance to the most severely affected sectors of society.

### *From Knowles and Materu 1999:53*

Various government departments, for example the Departments of Welfare, Agriculture, Economic Affairs and Tourism and the Public Works Programme engaged in small projects to build capacity, to empower poor people to take part in the economy and in that way reduce the level of poverty through increasing their income levels and creating other jobs for the local community. Self-employment was required to deal with the high levels of poverty. It was hoped that this would result in a reduction of the crime rate and increase the quality of life of people and the well being of people in general.

In 1994 December, the Community- Based Public Works Program (CBPWP) was launched. This entailed the mobilization of massive community- based construction projects in the form of asset creation projects such as roads building, construction of community halls, community gardens, water schemes in the country's four poorest provinces viz. KwaZulu- Natal, the Eastern Cape, Northern Cape and Mpumalanga Province. Various approaches have been employed ranging from public works job creation programs to outright cash donations to the underprivileged. From various media reports, it would appear that the main poverty reduction programs advocated by various senior public officials and elected office bearers are:

- The use of community-based public works construction program
- The use of state-subsidized low-cost housing schemes
- The encouragement and the support of small business through various small Medium and macro enterprises (SMME) support initiatives

This program was aimed at the use of labor- based construction methods to ensure that people benefited. In December 1995 this program was made a permanent one.

Poverty relief programs have been initiated in various departments. However, it appears that in some situations it has not reached the people. The Mercury (2000: 2) revealed that in September 2000 the auditor general revealed that less than 1% of the R204m allocated in the 1998/99 financial years had been used. From this it was clear that the money did not reach the people it was intended to reach through the department of welfare. Therefore measures had to be put in place to address this issue. In future, provinces will be required to submit monthly reports to the national department of social development showing that poverty relief funds allocated by the department reach the poor. This indicated some of the management challenges that this department is faced with when it comes to the implementation of government policies.

### **3.6.1 The encouragement and support of SMME**

The SMME sector has been used successfully in many parts of the world to reduce poverty in its various forms. Perhaps one reason for its success lies in the fact that this sector employs more people than the traditional formal business sector of the economy. It also facilitated participation of most sectors in building the economy of the country. All these initiatives highlight the importance of empowerment and community participation that, Alfonso (1997:185), sees as a real process of popular empowerment that will "convert the ordinary citizen from a passive political consumer into an active political producer. But more than this it will be a process of reevaluating the very concept of power.

In SA the SMME sector is present in all sectors of the economy. Due to the fact that it employs a significant proportion of the population, in June 1994, government decided to increase its assistance for this sector as a means of reducing poverty levels and also as a means of sustaining the jobs that the sector was capable of generating.

#### **3.6.1.2 Programme management**

Consumer participation is central to community provision of services and sustainability. As decisions are made on poverty reduction local communities must also ensure participation. This means:

- Involve the beneficiaries directly
- Seek their early consensus on the project
- Gear in additional resources from them.

According to Sartaj (1978:1) third world countries have come to realize that development strategies they had pursued in the past two decades were inappropriate and even irrelevant to their real needs. They have also come to realize that a development strategy tied primarily to economic growth will not by itself solve problems of employment and income distribution or improve conditions of the poorest segments of the population.

Indeed, in many countries, rapid economic growth has further aggravated the problems of poverty, unemployment and inequality.

Allen & Thomas (1978: 434) argue that a powerful obstacle to sustainable development and urban poverty reduction is the inability to provide employment for a growing labour force. For the majority of people who cannot find work in the formal wage sector, their only choice is to seek a livelihood in the informal economy.

It must be mentioned that the Free State Province is the only province so far that has a poverty alleviation strategy. This was a product of various government departments each identifying its role in reducing the level of poverty in that province. This is further dealt with in chapter five.

From this discussion it is clear that government has put in place various programmes to deal with the challenges of poverty. It is also apparent that such programmes have been faced with challenges as well. In the next section the focus will be on KwaZulu-Natal.

### **3.7 POVERTY IN KWAZULU-NATAL**

#### **3.7.1 Characteristics of KwaZulu-Natal**

KwaZulu- Natal, according to the 1996 Census results, has a population of 7.7 million people which makes it the province with the largest population. In KwaZulu-Natal more than half of the population is non-urban. According to the Integrated Rural Development White Paper for KwaZulu-Natal (1998:4), it is the fourth poorest province. Women account for the larger proportion of the population and this is due to internal migration, amongst men to the urban/ industrial complex.

KwaZulu\_Natal comprises an especially high proportion of women, higher than in any other province except for Northern Province and Eastern Cape.

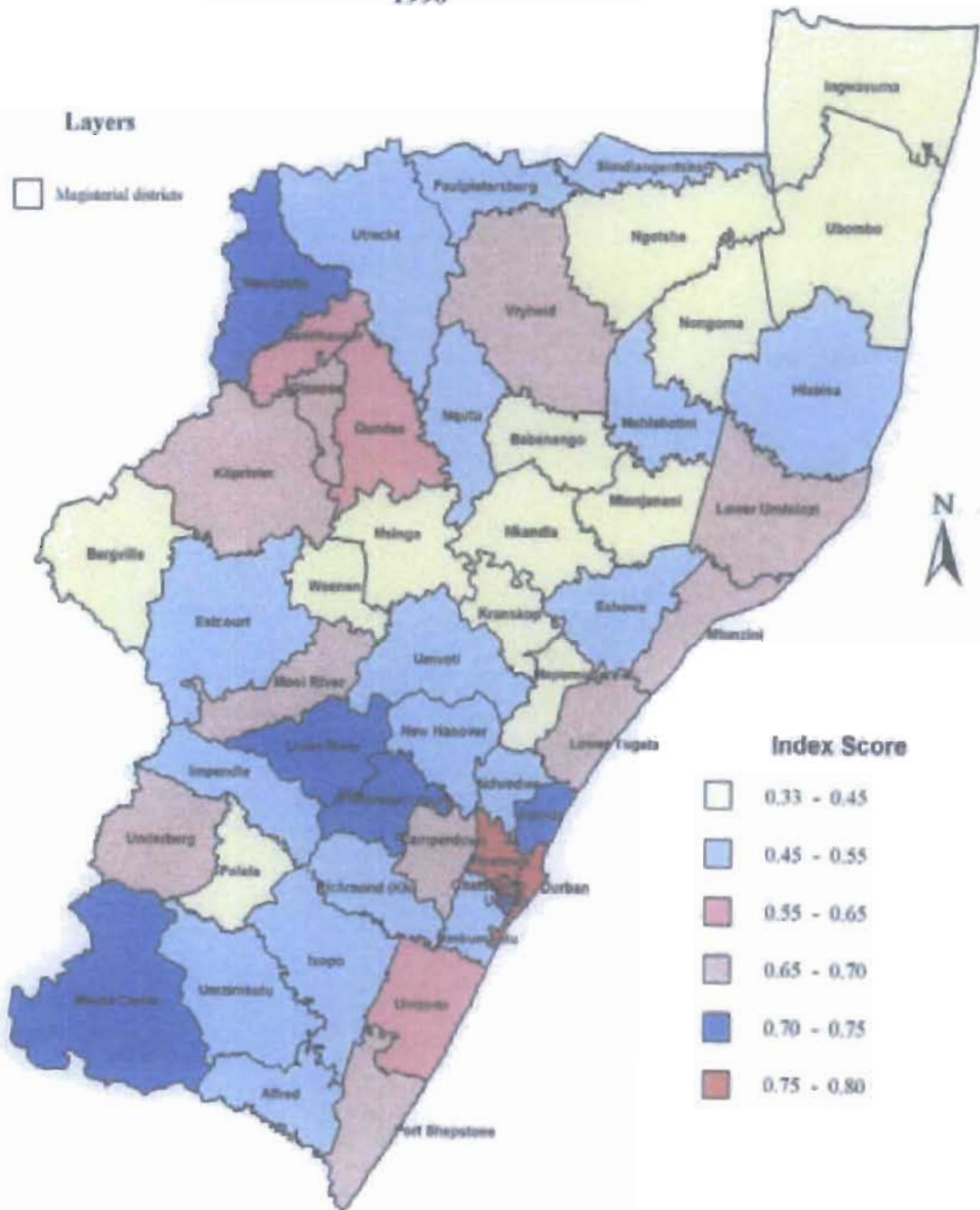
The infrastructure in urban areas is more advanced than in rural areas. According to Biyela (2001:2) in some rural areas infrastructure for development is non-existent.



# HUMAN DEVELOPMENT INDEX

*KwaZulu-Natal*

1996



Produced by: GIS Centre/HSRC  
Source: Statistics S.A. Census 1996





### **3.7.2 Legislative Provisions that impact on poverty alleviation**

In this section an exploration of some legislation that impact on poverty alleviation will be done.

#### **3.7.2.1 Amakhosi and Iziphakanyiswa Act 9 of 1990 and Ingonyama Trust Act 1994**

Some of the legislation is national and some provincial. Rural people reside in the areas that are under the control of Tribal Authorities in terms of the Amakhosi and Iziphakanyiswa Act 9 of 1990 an institution, according to Biyela [2001] called Kingdom of KwaZulu which is based on the tribal authority system.

The Ingonyama Trust Act establishes the KwaZulu Ingonyama Trust Act Number 3 of 1994 established the Ingonyama Trust Board. This is a provincial legislation that controls access to land for people in rural areas. In terms of the present position in rural areas land is communally owned and the registered owner of the land is the Ingonyama Trust Board. As a result in KwaZulu-Natal land for development is made available to the applicant through an instrument known as Permission To Occupy [PTO]. For Biyela (2001:3), this form of ownership is not accepted by commercial banks as a form of security should they invest in such areas. This is because the general accepted type of land ownership in a market driven economy is private ownership. As South Africa is part of the global economy, KZN might need to look at the most accepted instrument of landownership to encourage domestic and international investors to the rural areas. One also will argue that KZN has a right to maintain its culture and identity, therefore there needs to be a decision from the people and leadership on how to take the process forward. It must also be noted that in terms of the Ingonyama Trust Act, the Nyawo Tribe under Ingwavuma District is not listed yet it is controlled by the same Act. The legitimacy of this Act in this tribe is questionable.



### 3.7.2.2 The White Paper on Integrated Rural Development for KwaZulu-Natal 1998

The Integrated Rural Development White Paper emphasized finding links between different problems and trying to solve them in a coordinated way. This document indicates that national and provincial departments must work together through local government so that development can happen at a local level. There are mainly five reasons stated for integrated development. These include:

1. The Constitution for South Africa stipulates that people should be treated equally and guarantees rights related to their economic and social well being - rights to adequate housing, education, health care, food and water and the right to participate in decisions affecting their lives. Thus this policy is seen as a way of trying to address their needs.
2. The fact that about 7,7 million people in KwaZulu-Natal which makes it the most populated province. Half of this population live in rural areas
3. Poverty is a serious problem facing people in rural areas and about 50% of people from KwaZulu-Natal live in poverty, most of who are women.
4. The high rate of HIV/AIDS is a serious threat in rural areas and to their development. KwaZulu-Natal is the leading province in terms of HIV/AIDS infections. This brings another dimension to poverty, that is, the possibility of an increase in AIDS orphans and the depletion of the least available community resources to deal with crises situations likes death.
5. Government departments have identified rural areas as a priority, but there has been a lack of working in an integrated way leading to duplication of work and wastage of already scarce resources.

From these points, it is clear that this White Paper is also in line with Integrated Sustainable Rural Development Strategy 2000 from the national government with the exception that the new strategy stipulated the developmental nodes for urgent attention.

The Integrated Rural Development Strategy (1998:5) also highlights some of the issues to be taken into account in rural development. This includes population shifts and settlements, multiple livelihoods and traditional values and lifestyles. These aspects are very important especially in KwaZulu-Natal with its history of strong cultural routes and the traditional leadership. The White Paper further provides ways and means of making it a reality through changing the way government works in rural areas, so that services are provided through local government structures, developing local capacity, accommodating customary systems of power and incorporating traditional perspectives through:

- Promoting development committees as a means of representing the broad interests of a community, in order to provide a link between local government and traditional authorities and to assist local governments to prioritise development needs
- Capacity building for traditional authorities as they are seen to be playing a non-partisan role and that traditional leaders should have a role in assisting in the promotion of local activities and partnerships with local government,
- Professional understanding of indigenous perspectives and practices, and
- Accommodating Tribal Authorities in terms of the land tenure

To ensure sustainability this Paper says that it can be done in four ways:

**Socially:** Everyone in the rural areas must have access and be able to share in the opportunities, services and available resources,

**Environmentally:** The use of natural resources must ensure that the environment is not harmed,

**Economically:** The best possible use must be made of the resources and budgets of provincial and local government within each area, and

**Institutionally :** The institutions and structures of local government must enable traditional, elected and community bodies to work together.

Sustainability further can depend largely on the delivery of resources and services and the necessary capacity and ability of rural communities to access these.

Social and economic sustainability is seen to depend on whether rural women have access to services and economic opportunities.

The KwaZulu-Natal Government can improve and expand, accelerate poverty relief programs through partnerships with other sectors. Presently there are a number of significant gaps and constraints in the existing policy and these create uncertainties on whether government will ever improve the socio-economic status of the community thus making a dent on poverty. This policy will create a more conducive environment for poverty relief programs, and partnership arrangements by addressing the gaps and constraints that presently limit such relations and partnerships. Government will also establish systems to monitor the performance of departments according to the expectations and report on this to cabinet and communities.

Mnyanda (2000: 16) says that economic growth alone cannot eliminate poverty, as the causes of poverty are expected to be firmly located within the policy choices made by individual countries. Poverty for Dewis (2001:4) is the biggest problem facing this country. For him when people have nothing, they have nothing to lose, and even their lives are not worth living, as with the young adolescents involved in criminal tendencies.

### **3.7.2.3 The Provincial Growth and Development Strategy [PGDS] 1996**

This strategy provided a vision and framework for growth and development in the province. It facilitated the identification of the roles of the various sectors in the province and its main aims were to:

- Build a winning province
- The development and utilization of human resources
- The formulation and an appropriate spatial framework
- The development of institutions and implementation capacity
- Enable local economic development
- Fuelling the powerhouse
- Addressing the needs of the poor

#### **3.7.2.3.1 Analysis of the strategy**

It was able to establish the provincial vision until year 2020, which created opportunities for guiding and building frameworks for growth and development in the province. Noting the political volatile nature in the province at this time this strategy provided common ground for all parties on the direction of development in the province. The development of the strategy also encouraged intersectoral collaboration as most participants were from the various sectors including almost all government departments.

This strategy, however, was implemented to a limited degree. It must be noted that the implementation of poverty alleviation initiatives in this province is still in line with this strategy. Though government department are not necessarily consciously aware that they are implementing this strategy. This is mainly because they have not aligned their yearly plans with the contents of the strategy. A major challenge of this strategy was co-ordination as well as the linkages between provincial growth and the development of municipal growth and the linkages with national programmes. It must be understood that this needs to be clarified in the light of the fact that the ISRDS puts co-ordination at a local level whilst the PGDS puts it at the provincial level. This could be a potential area of conflict. This strategy has not been aligned with departmental budgets thus making it difficult to be achievable.

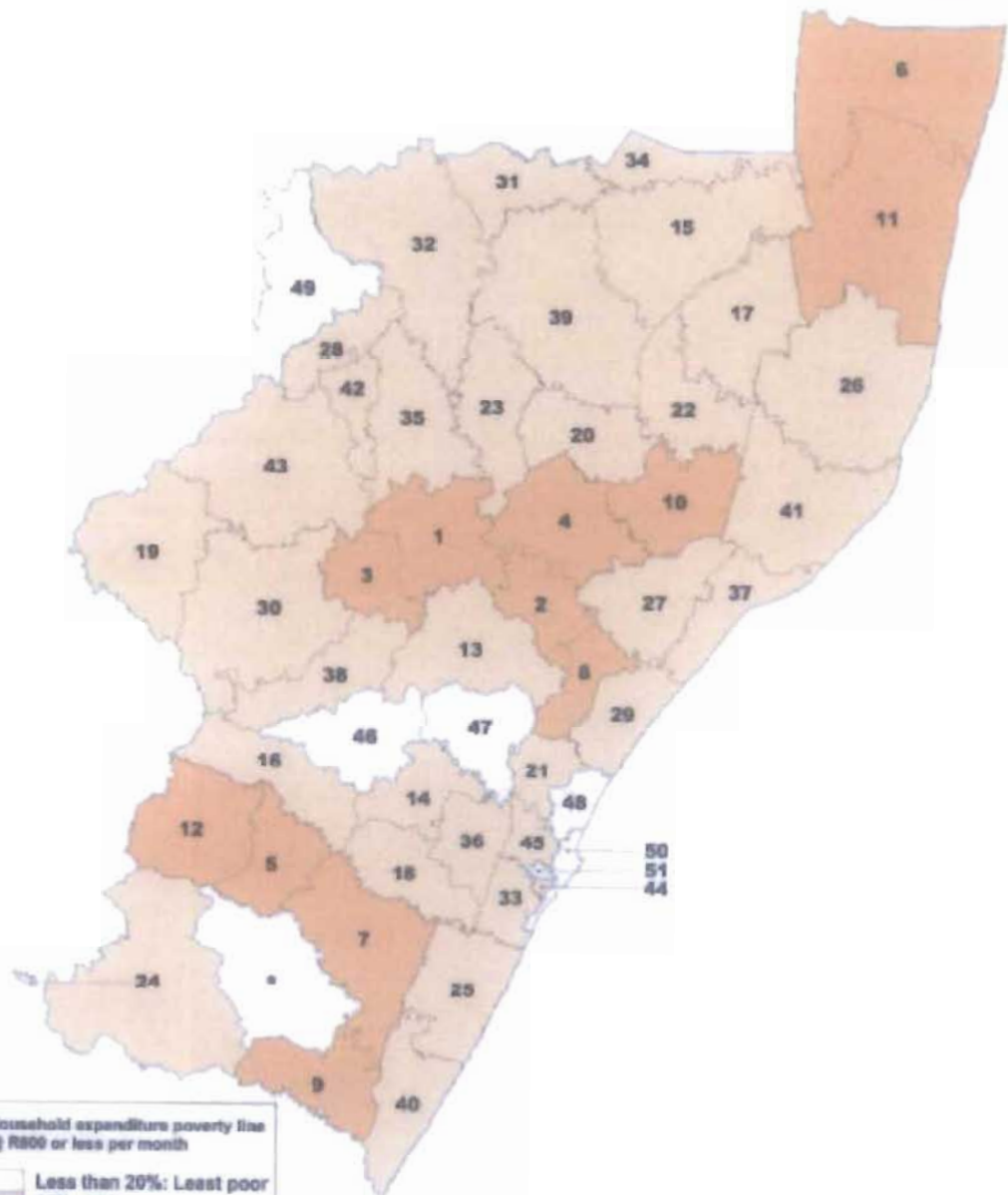
The PGDS is currently being reviewed. The premier's department is driving the review process.

### **3.7. 3 The rate of poverty in KZN**

In a survey on the RDP conducted in KwaZulu-Natal where residents were provided with a list of five key RDP needs [education, housing, water, electricity and jobs]. They were then asked "..... if the government cannot afford to attend to all these problems immediately, which problem should the government attend last". According to Moller (1996:33-34)'s survey report, as many as 61% respondents said that " all five problems needed immediate attention, none could be unattended" A further 17% were prepared to temporarily forego electricity but were not prepared to exercise a trade off with the other four options.

Erskine (1996:40) states that in KZN there is a population of about 5million of whom 1,2million are urbanized and 3,8million live in rural areas. Of the 3,8million rural dwellers about 80% live below the breadline. The following is a map that illustrates the poverty rates in the province.

## Distribution of poverty based on monthly expenditure in KwaZulu-Natal by magisterial district



Household expenditure poverty line  
@ R800 or less per month

	Less than 20%: Least poor
	20% - 39%
	40% - 59%
	60% - 80%: Poorest

Key: See Appendix Table 3 (KwaZulu-Natal)  
\* See Appendix Map 4 (Eastern Cape), no. 17  
Source: Statistics South Africa & World Bank

**KwaZulu-Natal**

- 1 Masinga
- 2 Kranskop
- 3 Wassen
- 4 Ndanda
- 5 Pekaia
- 6 Ingwavuma
- 7 Isipingo

- 8 Napierville
- 9 Alford
- 10 Mthorpaneni
- 11 Umhombi
- 12 Umkhathazi
- 13 Umvoti
- 14 New Hanover
- 15 Ngqulana
- 16 Ingwenyama

- 17 Nongoma
- 18 Richmond
- 19 Bergville
- 20 Babanango
- 21 Ndlovu
- 22 Mhlabathini
- 23 Ngqulu
- 24 Mount Currie
- 25 Umzimba

- 26 Hlabisa
- 27 Eshowe
- 28 Dannhauser
- 29 Lower Tugela
- 30 Estcourt
- 31 Paulpietersburg
- 32 Utrecht
- 33 Umhumbuku
- 34 Siniyanga

- 35 Dundee
- 36 Camperdown
- 37 Muzisi
- 38 Mbuli River
- 39 Weyheit
- 40 Port Shepstone
- 41 Lower Umfolosi
- 42 Glangwe
- 43 Nqirivri

- 44 Umhlati
- 45 Pieterman
- 46 Lions River
- 47 Pietermaritzburg
- 48 Inanda
- 49 Newcastle
- 50 Durban
- 51 Chatsworth

### 3.7.4 Factors contributing to poverty in KwaZulu-Natal

#### 3.7.4.1 Political context

KwaZulu-Natal is one of the provinces with a high rate of political intolerance between the two major political parties in the province namely the African National Congress [ANC] and the Inkatha Freedom Party [IFP], especially in the early 1990s. This in itself forced families into poverty as a result of deaths of family breadwinners and people leaving their homes and support systems and networks. It has also slowed and in some cases hindered any efforts to reduce poverty especially if a development initiative is brought by someone from the opposition. .

This is likely to have serious problems in future especially the disagreements around the role of the traditional leaders as most of them in this province are aligned with the IFP. .

The process of demarcating rural areas into municipalities and the role of the traditional leaders is likely to have serious implications for the province. Recently, the councilors aligned with the IFP were threatening to start a go slow in terms of service delivery. Efforts to find a solution on this and might need an amendment of the Constitution so that roles of amakhosi are clear.

#### 3.7.4.1 HIV/AIDS in KwaZulu Natal.

Reports on HIV/AIDS shows that most African countries are carrying a burden of HIV/AIDS that is 100 times heavier than that of industrialized countries. Yet their ability to fund their efforts against AIDS is often several hundred times less.

The province of KZN is in the middle of an HIV epidemic (Whiteside 1997). As more people get sick, this is likely to impact on household income and expenditure and as parents die, there will be an increase in AIDS orphans. All this will impact negatively on the economic growth in the province.



It is also clear that HIV will impact on development of the province generally. This is likely to reduce life expectancy, increase infant mortality, child mortality and increase death rates. Women mainly living in rural areas drive most development initiatives. Statistics show that women are most infected compared to men. Therefore, a question arises who will drive development initiatives in rural areas if AIDS has killed women?

The move of government according to Nzimakwe (1999:23) is to promote home based care, as hospitals are not in a position to care for sick patients in the hospital. This means that doctors will rely on family members to care for HIV infected and AIDS patients. This is based on traditional values where families used to care for sick family members. It is however crucial to note that times have changed because of industrialization.

The consequence of the AIDS epidemic is that most young adults are falling ill and dying leaving behind orphans and the elderly who cannot be in a position to offer home based care for other sick people. Families are usually caught up in the vicious cycle of poverty.

AIDS can cause financial problems as family members become sick and die of AIDS, the family can become poorer because of costs, both in time and money, of purchasing drugs and medical services, providing care and paying funeral expenses. Another particular concern in Africa is the orphans that AIDS victims leave behind. This is also critical as normally times of death of both parents, extended families used to care for their orphans. However the stigma attached to the disease and the breakdown in extended family structures because of migration, urbanization and unwillingness to take orphans because of poverty place government with major challenges of dealing with this category of its population. Also it is crucial that additional support is given such as foster care, which requires community commitments and resources.

HIV primarily affects people who are at the most productive stage of their lives and this has disruptive effects on production. The business sector committed itself in 1998 in the fight against AIDS.

### **3.8 Strategies to reduce poverty in KwaZulu-Natal**

The following initiatives highlight the importance of empowerment and community participation, which Alfonso (1997:185), sees as a real process of popular empowerment that will convert the ordinary citizen from a passive political consumer into an active political producer. But more than this, it will be a process of re-evaluating the very concept of power.

According to The Mercury (15/09/00 page 15) it is apparent that KZN province is committed to women's empowerment. Part of this according to Nkoyeni will focus on extensive training workshops for mainly women MP's and for information to be disseminated to rural women.

It also appears that women empowerment in this province is also alluded to by almost all ministers. According to The Mercury (12/09/2000:2) from the reports tabled by various ministers, the role of women featured prominently. These included the minister of Agriculture where he indicated that his department was employing more women in senior positions, the Minister of Economic Development and Tourism Mr. Mabuyakhulu said that the creation of jobs was a key objective and women involvement was a prerequisite in ensuring equity in the economy. He also indicated that 15% of its budget for the development of tourism products is owned or managed by women.

The Minister of Welfare reported that the focus of his department's development initiatives is women as a target group.

According to Dewis (2001:4), the KwaZuluNatal Transport Department has set aside R1billion over the next four years for road construction and maintenance to be undertaken by emerging contractors all over the province.

The rural roads plan has grown into R160 million over the past six years and has brought some relief to the rural poor and perhaps, on a community level, many benefited.

KwaZulu Natal is also witnessing private- public sector partnerships in development initiatives and in poverty alleviation. For example the Mbonambi project which is built on four pillars- education, health, agriculture and job creation. According to Sunday Business Report (2001:3), this project includes:

*Adult literacy-* adult literacy classes, entrepreneurial training and sports coaching, building and equipping classrooms, introducing a school bus service and training and funding teachers.

*Health care-* building five Richards Bay Minerals funded clinics and training community health care workers to provide home based care, as well as curative and preventive health services at grassroots level.

*Agriculture-* grows produce, cook healthily, build affordable water wells, purify water and install hygienic toilets.

Agriculture and job creation- crop rotation improved cultivation vegetable methods, poultry farming and egg production. In his speech the then premier, Dr B. Ngubane, in 1999 felt that "perhaps the best way to reduce the numbers of marginalized in any society is through economic development". This is evident in the most developed economies of the world where people enjoy exceptionally high standards of living in conjunction with high levels of education. The faster the economy grows, the faster we will be able to put in place the social essentials of health, education and welfare and stabilize society so that we can form an informed, educated and united front against the AIDS epidemic. Widespread discrimination due to HIV status makes it impossible for those affected to be financially independent provide and to contribute to their communities. The varied HIV-related human rights issues include violence against women, universal freedom to travel and displaced people.

Violence against women according to Ngubane (1997:2) is a key factor in exacerbating the epidemic. Discrimination against women and girls in access to education and employment opportunities reinforces their economic dependence on men. Because they cannot leave relationships that threaten them with infection, such dependence increases their vulnerability to HIV.

Further, women's economic dependence becomes compromised when there is a family affected by HIV. An HIV positive woman, whether driven from the family home or left to care for the family when the husband dies of AIDS, often has no choice but to enter a life of destitution or prostitution. This needs a holistic approach where partnership will have to be strengthened to ensure that resources are available to fight HIV in the 20<sup>th</sup> century.

According to the Premier, Dr L. Mtshali (2000), in spite of these initiatives to reduce poverty, there is too much poverty. Addressing the parliamentary legislature on 12/09/00:2, according to the Mercury he said that there is slow progress of poverty reduction in the province. He blamed this on the lack of coordination between the departments and other spheres of the government.

For him, all district councils and departments had expressed frustration at the confusion, duplication and waste of resources, which resulted from inadequate and ineffective coordination. There is also ongoing confusion between departments around line function responsibilities, resulting in some departments embarking on projects that are not feasible and simply not sustainable. Most departments, according to the premier, seem not to have adequate capacity to plan, manage, implement, monitor and evaluate poverty reduction programs at local government level. Consequently this leads to mismanagement and corruption as well as the continued problem of unspent funds and rollovers for poverty reduction programs.

### **3.9 The need for an integrated approach**

The 1998 Wilson House Conference Report states: "Close links between citizens and the institutions of representative democracy were seen as crucial to national success in the next millennium. As the future bring with it greater engagement of citizens in the design of public policy and as citizens demand more responsive institutions, the basic institutions of representative democracy will come under increasing pressure for reform."

The Constitution also establishes a model of governance that takes co-operation and partnership as the pillars of government in SA. The government is established in such a way that requires diverse, continuous and suitable interaction between its three spheres at vertical level and between depths at horizontal level. The practice of intergovernmental relations involves complex and interdependent interaction between individual structures in various spheres of government.

Also the new concept of spheres of government emphasizes the new relationship and imputes some equality in status to national, provincial and local government. In intergovernmental relations the spheres are expected to collaborate with one another in pursuit of the common good. For collaboration to be effective the following is crucial:

- There should be sufficient independence required and extra time and energy needed for collaboration to work through individual differences
- There should be parity in power among individuals so that they can interact candidly
- There must be the potential benefits over the long-term for resolving the dispute through a win- win process
- There ought to be sufficient organizational support for taking the time and energy to resolve disputes through collaboration.

The central theme of intergovernmental relations is to create the basis for integrating the fragmented system of government administration to create a unified public service. Too many government departments pose a danger through each department placing so much emphasis on its own goals that it loses sight of national goals. This can be prevented by coordinating different government initiatives to achieve a common goal is achieved. Coordination can only be achieved if political office bearers and officials refrain from being subjective.

The White Paper on Transformation of Public Service states that government sees its vision as the commitment to improve the lives of the people of SA through a public service that is representative, coherent, transparent, efficient, accountable and responsive to the needs of all. To materialize this, it is envisaged that the public service should be integrated, coordinated and decentralized. *Intergovernmental relations bring to the fore images of supportiveness and solidarity among government units.* Should government departments operate in isolation from one another, the activity of each department would become an isolated end in itself, in competition with other departments and would no longer be a means of realizing the overall goals and policies of the government.

The principle behind Intergovernmental Relations (IGR) is the need to create innovative arrangements to facilitate reconstruction and development, transformation policies and institutions and put effective delivery mechanisms in place. For IGR to function vigorous efforts must be made to address issues regarding officials, their attitude and behavior, and the application of the principles of cooperative government and IGR and to guard against any unwarranted conduct.

### 3.9.1 Objectives of the IGR

Watts identified six objectives

1. Coordination between central and provincial governments to
  - Improve information base between spheres
  - Ensure the policies are in harmony with one another
  
- Achieve national objectives and accommodate differences among provinces
  
2. Opportunity for self-rule
  - To meet the needs of their constituencies
  - Enables diversity to meet different social, economic and cultural needs
  - Avoids over concentration of power at national government level
  
3. Balance between objectives of coordination and autonomy
  - Coordination to bring the activities of various government in line with one another
  - Coordination to balance division of labor to integrate the rendering of services
  - To ensure uniform interpretation of policies application by all government departments
  - Autonomy ensures that provinces and local government take greater responsibility for their own performance.
  
4. The dangers of complexity and rigidity, and the need for flexibility and adaptability
  
5. Elimination of intergovernmental competition
  - Coordination is aimed preventing overlapping and identifying the no man's land where a demand for public service is satisfied. Even competition for personnel is a big problem for SA.

## 6. Democratic accountability

Intergovernmental relations are necessary to ensure democracy and to manage people-centered and people-driven development. IGR emphasizes the right to self-determination of each sphere of government, counterbalanced against dominance and the coordination of activities to avoid undesirable competition and duplication.

Pery (1962:210) in Du Toit et al (1998) says that a system of Intergovernmental relations have the following strategic purposes: -

- To promote and facilitate decision making and promote cooperation between
- national, provincial and local spheres of government
- To coordinate and align priorities, budgets, policies and activities across interrelated functions and sectors
- To ensure a smooth flow of information within government and between government and communities, with a view to enhancing the implementation of policy and programs
- The prevention and resolution of conflicts and disputes.

Inter-governmental relations are therefore about cooperative relationships and coordination among and between vertical and horizontal sites of power within a policy. It also goes beyond the vertical relations and horizontal intergovernmental relations, but also involves various departments within each sphere of government.

This means that government and government departments in each sphere (national, provincial and local) must cooperate with other government departments in each sphere and in other spheres must also work together. Effective coordination within and between the spheres of government is clearly vital if the public service is to contribute meaningfully to the kind of integrated approach to reconstruction and development advocated in the RDP and other policy documents.



However, presently there are serious weaknesses in the current structures and practices of intergovernmental relation leading to poor coordination within and between different departments and spheres of government, creating incapacity to implement national programs and consequent failure to deliver services.

If cooperation exists, it becomes easy for the public managers to execute their duties because they become sensitive to and cognizant of the intergovernmental environment within which they function.

This will ultimately result in the cohesive, cost-effective, cost-efficient and optimal utilization of public resources by and between public institutions in the rendering of goods and services.

For effective implementation, development and poverty reduction requires proper planning, management and monitoring of development projects and programs. This requires a lot of capacity building to enhance the institutional and human resource capacity of organizations and government to contribute to the economic and social development of the country.

At the heart of intergovernmental relations is planning which Eade (1998:129) say is closely linked to self-appraisal and provides a framework within which an organization and its constituency can affirm what it wants to do and how it will do it.

Strategic planning may help create consensus around a shared sense of purpose as well as promoting an organization to look beyond itself in order to:

- Define what is and what it wants to be
- Identify external trends relevant to its success or failures
- Identify strategic issues and how to address them
- Establish priorities
- Identify strengths, weaknesses, opportunities and threats
- Be more effective
- Agree on monitoring and evaluating criteria

- Allocate resources including training and personnel development
- Achieve standards of excellence

According to Kalis (2000:1) service delivery in a fragmented uncoordinated fashion where various role players go about the delivery of services in a unilateral manner without them being part of a comprehensive, coherent strategy, would not lead to a meaningful response to needs.

### **3.10 CONCLUSION**

This chapter has highlighted the current programmes on poverty alleviation in the province. One feature that was remarkable was the lack of co-ordination resulting in poverty alleviation programmes not being sustainable, wastage of resources and poverty relief not being more effective in making a dent to poverty. This indicates the importance of planning, as the key factor in any program or project that government or any sector intends to undertake. Planning ensures that the policy mandates are carried out in a cost effective and efficient way as the key performance indicators are usually clearly spelled out in the plan. This involves financial and human resource planning and ensures that mechanisms are in place to carry out the policy mandates. As mentioned earlier, poverty alleviation cannot take place without the involvement of other departments, the private sector and business sector. This therefore calls for integrated planning and IGR. It is also crucial that these sectors get involved at an early stage of the policy or strategy formulation to ensure that they examine carefully the implications of such a strategy and proper planning to meet the challenges.

This is very critical for a country like South Africa which has elements of a first world and third world context since government in its policies has to strategically address past disparities. This is also evidenced in the constitution, which dedicated a whole of chapter 3 n human rights especially the socio-economic rights.

This cannot be achieved unless there is cooperation in services delivery. To ensure this is adhered to the Constitution, Act number 106 of 1996 dedicated chapter (3) on cooperative governance. Cooperative governance is emphasized in all spheres of government as well as between government departments and between government and the private sector and business sector.

From the literature it is apparent that government is committed to address the needs of the poor as a whole. However, because of the skewed distribution of resources, which resulted in gross underdevelopment in rural areas, focus is mainly in rural areas in terms of development.

Some of the reasons for this include:

- The legacy of apartheid
- Entrenchment of patriarchal values in rural areas rendered women to be dependent on men thus poorer.
- Bulk of the population in SA stays in rural areas.
- The mushrooming of the informal settlements around urban centres because men leave rural areas in search for work and thus having no accommodation.
- Lack of empowerment of rural communities in terms of political, economic as well as social empowerment.
- The constitution of this country does indicate that it is a basic human right to have shelter, food etc.

It is also clear from the strategies adopted that SA is still on a fact finding mission for a possible strategy to alleviate poverty. Initially it was the RDP, than GEAR, the Integrated Rural Development strategy. Much as these could have an impact it must be noted that this could be quite confusing for the administrators who have to adapt and change their implementation strategies as informed by the existing policy.

Rural development will in fact pose major challenges for rural communities, in which most people are illiterate. This is mainly because they might be expected to manage exorbitant funds with the little or no education or training.

The HIV/AIDS epidemic poses a major threat to any development initiatives. Therefore it becomes critical to integrate HIV/AIDS programmes into the poverty alleviation programme. The importance of Intergovernmental Relations for joint planning was highlighted to ensure co-coordinated service delivery.

KwaZulu- Natal as a province is also discussed. This is mainly because it is used as a case study for this research. From the strategies presented it is apparent that there is no poverty alleviation strategy though the current strategies address some aspects of it.

Political intolerance makes a major contribution to the present state of affairs. It makes a major contribution to poverty as people flee from their places to seek refuge in other places leaving their properties behind therefore forced to poverty. Their houses and other belongings are burnt down and death of breadwinners therefore forcing certain families into extreme poverty.

KwaZulu-Natal is also the hardest hit province with regard to HIV/AIDS and the rate of AIDS orphans is increasing at alarming rates. This therefore indicates a need for strategies on how to deal with these.

## **CHAPTER 4: PRESENTATION OF RESULTS FROM DOCUMENTS**

### **4.1 Introduction**

The following documents were used to analyze the progress of poverty alleviation funds:

- Annual report from the Social Welfare and Population Development department 2000/1 and 2001/2 financial years
- Annual report from the Department of Agriculture and Environmental Affairs 2001/2
- Annual report from the National Public Works Department 2001/2 and KwaZulu-Natal Public Works Department 2002/3
- The Development Update 2001
- Anti-Poverty Programme Plan 1999/2003

### **4.2 Focus of the poverty alleviation programme**

From the reports the following are the targets of poverty alleviation:

- Women
- Recipients of single care grants
- Persons with disabilities
- Older persons
- Unemployed persons
- People affected and infected by HIV/AIDS
- Poor rural communities

**Table 6: Comparison of the targets of Department of welfare**

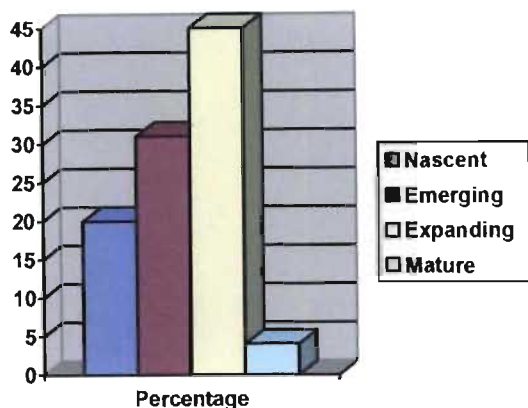
2001/2 Target	2002/3 Target
<ul style="list-style-type: none"><li>• Flagship Programmes</li><li>• Recipients of single care grants</li><li>• Persons with disabilities</li><li>• Older persons</li><li>• Unemployed persons</li><li>• People affected and infected by HIV/AIDS</li></ul>	<ul style="list-style-type: none"><li>• Food Security</li><li>• Support for HIV/AIDS</li><li>• Women's Cooperatives</li><li>• Youth Skills Development</li><li>• Children and the Elderly</li><li>• Flagship Programme</li><li>• People with disabilities</li></ul>

#### **4.3 Annual report Department of Social Welfare and Population Development**

The report does not spell out achievements during the year under review (1999/2000) but only the distribution of funds. The implementation of poverty alleviation has changed if you compare the 2001/2 and 2002/3. During 2001/2, there were contract development workers employed to assist with the implementation and in 2002/3 consultants were employed to assist with the alignment of business plans and implementation. In 2001/2 projects were individually funded and in the 2002/3 financial year, the clustering of projects was introduced. The clustering approach involves putting together projects doing the same activities and funding them as a cluster.

The report further indicate that in terms of sustainability the following graph indicates that 20% nascent, 31% emerging, 45% expanding and 4% mature

**Figure1: Poverty alleviation Projects in the Department of Social Welfare and Population Development in terms of sustainability**



#### 4.4 Anti Poverty Programme Plan: 1999 - 2003

This document acknowledges the need for intersectoral government co-operation. It identified the following departments as being involved in poverty alleviation. These are:

- Department of Water Affairs -by assisting Local Government and communities to have access to affordable and portable water and sanitation,
- Community Based Public Works Programme - assist with the provision of infrastructure and community amenities in various communities.
- Department of Health - provides state grants such as PR and Investment Fund.
- Department of Trade and Industry - works on initiatives that are aimed at growing SMMES and various efforts such as the raising of funding for social spending.
- Department of Land Affairs - allocates subsidies to redistributed land for families to repurchase other land and engage in productive and/or subsistence agriculture.

This list overlooked the following sectors:

- Department of Social Welfare and Population Development
- Department of Agriculture and Environmental Affairs

- Department of Labour
- Business sector
- Non-Governmental organisation

It indicates that there is also a Poverty Relief and Infrastructure Development Fund whereby communities are engaged in various income generating activities and the target groups being children, women, youth, elderly, people with disabilities and those infected/affected by HIV/Aids.

#### **4.5 Anti-poverty programme procedural document.**

This document spells out the procedure for the management of the programme. Some of the salient aspects were captured.

The provincial Department of Social Welfare and Population Development has been guided by this document.

It appears that the following are the key result areas based on a multi-year funding approach of up to 5years: -

- Funding of excess of 2000 projects per annum over 10 national programmes.
- Improving human and organisation capacity of the projects and future programmes funded by the department.
- Improving the social and economic status of women, especially women in rural areas.
- Improvement of physically social infrastructure where the poor live.
- Improvement of income levels and saving capacity of targeted communities.
- Enhancement of youth participation in economic development initiatives and to embrace the ethics of the National Youth Commission.
- Increase the community organisation participation in advocating poverty eradication in their areas.



It must be noted that it was discovered that during this period cluster coordinators were employed to assist in the implementation of the projects. Cluster coordinators came from NGO's with a view to:

- Build capacity in the projects
- Monitor project implementation
- Assist in the financial administration

IDT's role in poverty alleviation in the Department of Social Welfare and Population Development

- Manage disbursements,
- Build capacity among recipients of funds from the department
- Assist in the development of appropriate key performance indicators to monitor progress and measure the sustainability of interventions.
- Ensure sound financial procedures are followed through financial monitoring and
- Participate in a policy review committee.

#### **4.6 Annual Report: Department of Agriculture and Environmental Affairs**

It must also be noted that there was no mention of progress of the poverty alleviation projects in the annual report of the Department of Agriculture and Environmental Affairs. Xoshindlala, [chasing away hunger], is only mentioned in the auditor-general's report section of the report, which states that, "Financial Management Systems indicates that an expenditure of approximately R 47 703 000 pertaining to Xoshindlala project, however audit was unable to determine the breakdown per individual project since no relevant financial information could be extracted from the Financial Management System as to what was budget and spent per project.

From this, it is therefore not clear what the target of Xoshindlala is, how the programme is implemented and possible impact.

#### **4.7 Annual reports Department of Public Works 2001/2**

The annual report for the KwaZulu-Natal Public Works 2001/2 is quiet about the Public Works Programme aimed at poverty alleviation in the province. This is a major challenge for this department whether this is because the Public Works Programme is controlled at National level but the provincial department has a responsibility to monitor implementation.

The National Public Works annual report for 2000/1:24 indicated that the target for the Public Works Programme is the youth, women, men and disabled. From this report it is clear that the programme is done in partnership with other government departments, private sector and local government. The intention is job creation and skills transfer to the community, thereby increasing potential to employment opportunities and reduce poverty.

A total of R88, 8million was allocated to KwaZulu-Natal for four special projects. According to the report by the end of 2000/1 there were 18 655 jobs created for men, 14 950 jobs created for women, 14 248 jobs created for youth and 33 605 jobs created for the disabled. Out of these 818 were sustainable job.

As part of the desk top analysis the researcher also managed to get one province in the country that has a poverty alleviation strategy.

A synopsis of the strategy is presented hereunder.

#### **4.8 Free State Poverty Eradication Strategy**

The process developing a strategy will be presented as well as the salient aspects of the strategy. The Director of Social Development in the Department of Social Welfare led this strategy, the office of the Premier and the Department of Labour was also part of the core team to support and steer the project.

The approach used included a series of workshops, which included various government departments to plan the process of developing a provincial strategy and a team from Khanya Consultancy. Two officials from the department of Social Welfare worked full time with the team. This was mainly because the MEC for Social Welfare was the political champion of the strategy on behalf of the provincial government and requested that the strategy be produced.

The planning process included funders, departments, politicians, Khanya consultants, NGOs, business, the poor, media, DFID, international support organizations, civics and tertiary institutions. Such a process was aimed at ensuring ownership during the initial stage of the strategy. This was followed by research aimed at:

- Assessing the role of stakeholders NGOs and government on their views on poverty and the role they could play
- Case studies initiated to see what could be required to promote sustainable livelihoods in some areas
- Workshop with government stakeholders
- Workshopping of findings with wider stakeholders.

Government departments were clustered around the following themes.

- Enhancing job creation Environmental Affairs and Tourism, Finance, Expenditure and Economic Affairs, Roads and Transport, Public Works, Sports, Arts and Culture Science and Technology and Public Safety and Security.
- Provisioning of Housing and Infrastructure – Local Government and Housing, Public Works and Transport, Health, Education and Agriculture

- Human Resource Development – Education, Health, Social Welfare, Sports, Arts, Science and Technology. The aim here is to ensure quality education, development of and implementation of poverty alleviation programmes, support the private welfare sector and social and community development programmes which include HIV/AIDS awareness and district based primary health care.
- Rural development- Departments of Agriculture, Welfare, Health, Local Government and Housing, Education, Chief Directorate of Planning and Department of Land Affairs- focus here was on problems in rural areas.

The strategy outlines the roles of each government department to address poverty in the province including the financial resources used by each department.

The focus of the strategy is on sustainable livelihoods approach because of the following implications:

It starts with poor people as the focus, their assets, their needs and how they are currently structured. Institutions must therefore seek to really understand who their clients are, their differing situations and priorities.

It requires those seeking to intervene to support poor people to do some social and livelihood analysis to understand their potential clients and their differences in some detail, as a basis for an effective partnerships with them

It recognizes the critical nature of the institutions in deciding the environment within which people live and the external services and resources available to them.

It means learning to listen to the poor and learn about their situation and their objectives.

Intervention to be long term

The other critical issue is the definition of poverty in term of Free State as a province, clarifies the key performance indicators listed in the table below.

**Table 7: Key Performance Indicators for the Free State Poverty Reduction Strategy**

<b>Asset</b>	<b>Element poverty Definition</b>	<b>Key indicator</b>	<b>Key areas for action</b>
Human	Poor Health and welfare	Life expectancy	All, particularly child immunization, AIDS education
	Inadequate food	Child nutritional level	Household food production Female adult literacy Income generation Health and education
	Inadequate skills and capabilities	Adult literacy	Adult Basic Education
Physical Infrastructure	Inadequate infrastructure [personal and community]	Access to safe water	Municipal infrastructure
Financial	Inadequate income	Income	Diversifying livelihoods, income generating activities, land reform, business support system
Social	Conflict and breakdown in society	Active community taking control of development	Community based planning, system supporting community involvement, institutions-client focused in approach and not top down
Natural	Lack of access to natural resources	Sustainable natural resource base	Catchments management and environmental education

## **CHAPTER 5: RESULTS OF THE QUESTIONNAIRES AND CASE STUDIES**

### **5.1 INTRODUCTION**

The results of this research are presented according to the data collected through investigation conducted as indicated in chapter 1. The latter was carefully and systematically executed according to a preconceived plan in order to derive valid conclusions about the findings. The results in this study are presented in the following format: The results from the questionnaires are presented first, followed by the results of the case studies. This is because a triangulation of methods was used in this study. Tables are presented followed by their description. There were age differences among respondents as well as their level of functioning. The respondents include employees from the Department of Social Welfare in KwaZulu-Natal, Public Works, Department of Agriculture and Environmental Affairs, Independent Development Trust, Bhekamantungwa Associates and the Department of Labour. All these officials operate at different levels. There were those functioning at district level, regional level and provincial level as well as some on consultancy basis. This was done to facilitate representativity of almost at all levels, as well as getting a holistic picture of all levels, that is, operations and management. It must be noted that officials from the Department of Welfare and Population Development were more than the other departments. This was due to the fact that the department of Social Welfare is the lead department in poverty alleviation and a lot of funds have been invested in this department for poverty relief programmes.

## 5.2 CHARACTERISTICS OF THE RESPONDENTS

**Table 8: Characteristics of respondents according to gender**

<b>Gender</b>	<b>Frequency</b>	<b>Percentage</b>
Males	8	21,5
Female	30	78,8
<b>Total</b>	<b>38</b>	<b>99,9</b>

Table 8 shows that most of the respondents were females. This was due to the fact that most targeted officials were from welfare and most social workers are females. This could be attributed to the fact that women empowerment is emphasized in these programmes.

**Table 9: Characteristics of respondents according to age.**

<b>Age Group</b>	<b>Frequency</b>	<b>Percentage</b>
21-25	0	0
26-30	10	26,3
31-35	10	26,3
36-40	13	34,2
41-45	2	5,26
46-50	1	2,6
51-56	2	5,26
<b>Total</b>	<b>38</b>	<b>99.92</b>

Table 9 shows that most respondents were between the ages of 26-35 followed by ages 36-40. These are the high productive ages of most people. This indicates that most people involved in poverty alleviation are either youth or adults in their forties.

**Table 10: Characteristics of respondents according to position held.**

<b>Position held</b>	<b>Frequency</b>	<b>Percentage</b>
Social worker	5	13
Development worker	11	29
Assistant Director	6	16
Deputy Director	3	8
Director	1	3
Agricultural officer	4	11
Home economist	3	8
Programme manager	2	5
Acting head of office	1	3
Consultant	2	5
<b>Total</b>	<b>38</b>	<b>100</b>

Table 10 shows that most of the subjects were development workers and assistant directors

**Table11: Characteristics of respondents according to Level of functioning**

<b>Level of functioning</b>	<b>District</b>	<b>Regional</b>	<b>Provincial</b>	<b>Total</b>
Frequency	20	11	7	<b>38</b>
Percentage	53	29	18	<b>100</b>

Table 11 shows that most of respondents interviewed were functioning at a district level. This is where operations take place. This also implies that there are people at district level involved in poverty alleviation.



**Table 12: Respondents involved in poverty alleviation programme**

Years in poverty relief	Frequency	Percentage
1-2	5	13
2-3	4	10
3-4	3	8
5-6	19	50
7-8	5	13
8+ years	2	5
<b>Total</b>	<b>38</b>	<b>99</b>

Table 12 shows that respondents had been involved in poverty alleviation for almost five to six years. They therefore had a fair understanding of poverty alleviation in the province.

### **5.3 POLICY DOCUMENTS THAT GUIDE THE DEPARTMENTS ON POVERTY ALLEVIATION.**

The respondents indicated that the following are policies that guide the poverty alleviation implementation by the include:

- White Paper on Social Welfare.
- Department of Public Works White Paper.
- RDP
- GEAR
- Programme management systems
- Community garden
- Department of Agriculture White Paper
- Rural Development Strategy
- Financing policy

These policies and legislation are mostly what the National Government laid down as a foundation for Social development in South Africa.

The province now has not integrated all these policies into one comprehensive and user-friendly document that specifically guide it as a province. These documents are disjointed as they are.

**Table 13: Respondents involvement on poverty alleviation.**

Responses	Frequency	Percentage
Yes	28	74
No	7	18
Unsure	3	8
Total	38	100

Table 13 shows that most respondents were directly involved in poverty alleviation though a small percentage were not directly involved. These include people at management levels either at regional or provincial levels.

**Table 14: Respondents engaged in yearly planning for poverty alleviation.**

Response	Frequency	Percentage
Yes	17	45
No	10	26
Unsure	11	29
<b>Total</b>	<b>38</b>	<b>100</b>

Table 14 shows that most departments engage in yearly planning. This is critical as it is a requirement in terms of the PFMA.

Those respondents who are involved in yearly planning said that the salient aspects of their plans are as follows:

- It is based on SMME
- Foster sustainable development
- To unlock agricultural potential of the province.

- Urban renewal
- Development of rural women.
- Food security

**5.4 According to the respondents the strategic focus of the province on poverty alleviation is:**

- To empower disadvantaged women.
- Urban renewal
- Foster sustainable development
- Creation of income generating projects
- Food security
- Building institutional capacity
- Rural areas

**5.5 FUNDING ISSUES ON POVERTY ALLEVIATION**

According to respondents the funding for poverty relief is according to the targets tabulated below:

**Figure2: Allocation of poverty alleviation funds in the province per target group**

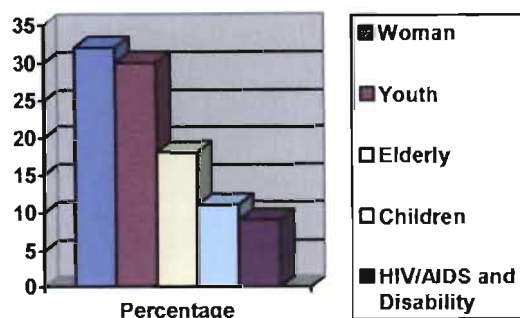


Figure 2 shows that a lot of funds for poverty alleviation are directed at women’s programmes [32%] followed by the youth [30%], 18% is allocated to the elderly, 11% to children and 9% to HIV/AIDS. This is in line with government policies aimed at women empowerment. It also tries to address the challenges of high unemployment rates amongst the youth.

It must be noted that the elderly and people with disabilities also benefit from social pensions. There are also provincial programmes aimed at addressing the challenges of HIV/AIDS.

**Table 15: Strategies for ensuring equity and access in the distribution of poverty alleviation funds.**

<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	20	52,6
No	6	15,7
Unsure	12	31,5
<b>Total</b>	<b>38</b>	<b>100</b>

Table 15 shows that plans exist to ensure equitable distribution and access to poverty alleviation funds by communities. Those respondents who agreed highlighted the following methods as strategies:

- Priority is given to rural areas to access funds.
- The existence of transformation and migration plans
- The funds are disbursed according to MTEF (a three year plan).
- There is a strategic plan on social development
- The departments have targets to address.

## 5.6 MANAGEMENT PROCESS FOR POVERTY ALLEVIATION PROGRAMMES

It must be noted that the management of poverty alleviation in the province this differs from government departments studied but to a large extent follow this sequence.

The projects were funded by a National Department



Provincial Task Team then manages the programme



Since there was no special component for the programme. The Department initially allowed fund for NGO.



Programme managed by development workers unit/ Implementing agent /extension officers.



NGO committee members managed project.



District social workers supervised the project



Meetings and reports were provided to funding department

It must however be noted that the Public Works Programme uses implementing agents to facilitate, support and monitor its programmes.

**Table 16: Respondents who were involved in poverty alleviation programme management process**

Response	Frequency	Percentage
Yes	16	42
No	15	39
Unsure	7	19
<b>Total</b>	<b>38</b>	<b>100</b>

Table 16 shows that 42% of respondents were involved in management of poverty alleviation programmes. This means that most of the subjects were from the districts, though even at that level they manage the programme through project monitoring. The respondents who were not involved listed the following reasons:

- Social development is responsible for its own funding
- It has changed in the sense that the Departments are directly involved in the management of the programme.
- There is transparency.
- Participatory approach is used.
- Monitoring and reporting system has been improved.

**Table 17: Effectiveness of programme management**

Response	Frequency	Percentage
Yes	17	44,7
No	12	31,5
Unsure	9	23,6
<b>Total</b>	<b>38</b>	<b>100</b>

Table 17 shows that a significant number of respondents think the management process for poverty alleviation was effective, though a remarkable 31,5% said the management process for poverty alleviation was not effective. This might suggest the need to review current management processes and procedures.

**Table 18: Private Sector involvement in the management of the programme.**

Response	Frequency	Percentage
Yes	16	42
No	16	42
Unsure	8	21
<b>Total</b>	<b>38</b>	<b>100</b>

Table 18 shows half of respondents agree that there is involvement of private sector in the management of the programme yet another half indicated that there was no private sector involvement. Therefore there is a need to intensify private sector involvement in the poverty programmes.

Those respondents who agreed to private sector involvement indicated that the following private organization were involved:

- IDT and UNDP have representatives in the National Programme Committee.
- NGOs and CBOs take part in project activities.
- Have consultants on project development who do construction.
- For marketing purposes there is networking with private sectors

**Table 19: Screening committee for funding applications**

Level	Yes	Percentage	No	Percentage
District	4	11	14	37
Regional	9	24	3	8
Provincial	6	16	2	5

Table 19 shows that more than a third of respondents indicated that there is no screening committee at the district level. At Regional level respondents agreed that there was a committee for funding applications as well as a provincial level. The no responses could indicate lack of awareness of the committee; therefore transparency is necessary on the funding process.

Respondents indicated that the following officials (in terms of designations and not names) sit in the screening committee:

**Table 20: People who sit in the screening committee**

<b>Dept of Social Welfare and Population Development</b>	<b>Dept of Agriculture and Environmental Affairs</b>	<b>Dept of Public Works</b>
District co-coordinator [Development worker]	Assistant director	Provincial coordinators
Regional co-coordinator [Assistant director]	Extension officers	Chief directors
IDT Provincial co-coordinator Deputy director		

The process and criteria for funding of applications involved the following process:

- The national Department supply criteria
- Business plans are collected and submitted to regional office.
- Applications are submitted at District offices
- There is a checklist for projects.
- Project planning committee
- Poverty pockets
- Focus groups



**Table 21: Screening Process**

<b>Number of months</b>	<b>Frequency</b>	<b>Percentage</b>
0-3 months	12	32
4-6 months	5	13
7-10 months	4	11
11-13 months	7	18
13 months +	10	26
<b>Total</b>	<b>38</b>	<b>100</b>

Table 21 shows that most projects are screened within a period of three months. There is however a concern on the projects that take more six months to be screened as this could lead to delays in implementation.

**Table 22: Period of funding after the screening of project.**

<b>Funding of approved funding</b>	<b>Frequency</b>	<b>Percentage</b>
0-3 months	8	21
4-6 months	10	26
7-10 months	6	16
11-13 months	4	11
13 Months +	10	26
<b>Total</b>	<b>38</b>	<b>100</b>

Table 22 shows that there is a waiting period after the initial screening to being funded. This ranges from zero to six months. There are again extremes here which take between seven to more than thirteen months. This is a cause for concern especially in the light of the rates of poverty in the province.

## **5.7 THE PROCESS OF INFORMING COMMUNITIES ABOUT THE PROGRAMME AND APPLICATION PROCESS.**

The respondents indicated that the following methods are employed in informing communities about the programme and application processes:

- (i) Through extension officers
- (ii) District developmental workers are the way to link
- (iii) Media
- (iv) District municipality
- (v) Community awareness programmes
- (vi) District co-coordinators
- (vii) Awareness campaigns
- (viii) Short notices

### **5.7.1 PROJECT MONITORING STRATEGIES**

Respondents indicated the following strategies as part of the monitoring of a project:

- (i) District co-coordinators [District development workers]
- (ii) Regional workers
- (iii) Committees
- (iv) Through project visits
- (v) Programme implementing agents
- (vi) Local extension officers
- (vii) Project Impact Assessment

### **5.7.2 FINANCIAL ACCOUNTABILITY MECHANISMS FOR THE PROJECTS**

The respondents indicated the following mechanisms that are employed for financial accountability in project management:

- (i) Projects Submit 3 quotations prior to purchasing items
- (ii) Through reports
- (iii) Project visits
- (iv) Relevant books
- (v) Requisition forms
- (vi) Reconciliation forms

- (vii) Bank statements
- (viii) Invoices
- (ix) Local extension officers

**Table 23: Policy followed in cases of financial management**

Responses	Frequency	Percentage
Yes	23	61
No	15	39
<b>Total</b>	<b>38</b>	<b>100</b>

Table 23 indicates that there is a procedure followed on matters of financial mismanagement. It was however of great concern to note that 39% of respondents did not agree that there is a policy followed in cases of financial management. Those respondents who agree indicated that the following are key aspects of this policy/procedure in the table below:

**Table 24: Procedure to deal with financial mismanagement**

<b>Department of Social Welfare and Population Development</b>	<b>Public Works department</b>
Matter is reported to the regional office and project members are requested to make an Affidavit.	Monitoring and evaluation tool is used for assessing the progress and checking accountability.
The fraud unit especially in the Department of Social Welfare and Population Development is called in for investigation where gross mismanagement has taken place and cannot be handed by the district and the region.	The contractor submits claims and supporting documents to the cluster manager, who ensures that there is a balance in terms of delivery and the claim
Finance audit is conducted.	Monthly reports of invoices are submitted
Funds are given to other groups.	Report to the criminal justice system.
Report to the criminal justice system.	

**Figure 3: Rating of the financial management process in projects.**

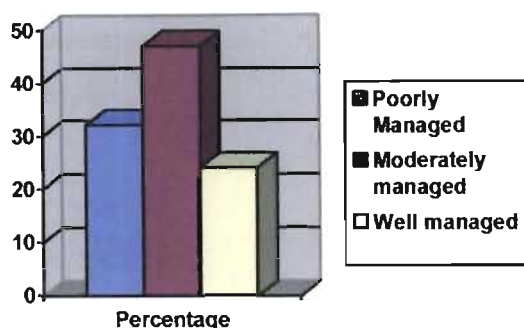


Figure3 shows that finances are moderately managed by most projects. It is good to know that in some projects finances are well managed. Assistance needs to be given to the projects that manage finances poorly. It is noted that the group that reported well management of finances indicated that finances are managed in the following manner:

- (i) Finances are managed by implementing agents not communities.
- (ii) We have project management systems, which give guidelines for accountability and prevention of fraud.
- (iii) Financial management of the projects is done by Project managers
- (iv) Submissions of requisition form together with quotation prior to utilization of funds.
- (v) Project Implementing Agents manages file funds as per PFMA.

The following factors were cited as factors indicating the positive impact the programme had on beneficiaries:

- (i) Farmers are benefiting in terms of receiving good yields and the infrastructure is being rehabilitated.
- (ii) All categories are benefiting either direct or indirect from the projects resulting from the programme.
- (iii) Communities at large benefit from the project as they get fresh produce.
- (iv) Communities get assistance that was not available previously.
- (v) This programme does benefit beneficiaries but it takes a long time for the project to be sustainable therefore benefits are not immediate.
- (vi) Most of the funded projects have not reached a stage where members are able to generate income.
- (vii) The programme has given communities a sense of ownership and belonging.
- (viii) There is a greater need for improvement and clear direction.

**Table 27: Number of projects in the region or district operating like businesses.**

<b>No. of projects</b>	<b>Frequency</b>	<b>Percentage</b>
1 – 10	28	73,6
11 – 20	6	15,7
21 – 30	4	10,5
<b>Total</b>	<b>38</b>	<b>100</b>

Table 27 shows that there are projects that are now operating like business. They range between 1-10. This indicates a significant stride in poverty since these can be developed into SMMEs.

**Table 28: Beneficiaries earning money on a monthly basis.**

<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	17	44,7
No	21	55,2
<b>Total</b>	<b>38</b>	<b>100</b>

Table 28 shows that some beneficiaries earn money. Much as this might seem little, it a process involved from initiating a business to the stage where it develops money.

**Table 29: Percentage of people earning money.**

<b>Number of people in percentages</b>	<b>Frequency</b>	<b>Percentage of responses</b>
0-4	10	26,3
5-10	9	23,6
11-14	7	18,4
15-20	0	0
21-24	0	0
25-30	7	18,4
31-34	0	0
35-40	0	0
Other	5	13,15
<b>Total</b>	<b>38</b>	<b>100</b>

Table 29 shows that almost fourteen project members ear money. This is a result of the fact that some have been reported to be operating like businesses. 13,5% of respondents indicated that other than earning money people are benefiting from food from the gardens therefore they are getting something from the projects.

## **5.9 MECHANISMS EMPLOYED BY THE DEPARTMENTS IN ENSURING COOPERATIVE GOVERNANCE IN THE POVERTY ALLEVIATION PROGRAMMES.**

The respondents indicated that the following are methods employed by the department in ensuring cooperative governance in poverty

reduction programmes:

- ( i ) NGOs, CBOs, local councils and the private sector are involved that is the partnership with these departments is crucial.
- (ii) Through the use of service providers forum.
- (iii) Other stakeholders are involved at a minimal level.
- (iv) Partnership with different stakeholders and project members are encouraged.
- (v) Working direct with the National province and local government in all over projects.
- (vi) This is ensured through co-ordination meetings and project steering committee.
- (vii) Project members participate actively in the running of the project.
- (viii) Monthly meetings for poverty relief are held regionally so as to look at the progress and also to discuss problems.
- (ix) Integration approach.

## **5.10 LIST AND ROLES OF STAKEHOLDERS THAT PARTICIPATE IN THE IMPLEMENTATION AND MANAGEMENT OF THE POVERTY ALLEVIATION PROGRAMME.**

The following are stakeholders and their roles in poverty alleviation as described by the respondents:

- (i) Department of Welfare- Project funders and Encouragement and support to projects
- (ii) Department of Labour- Provide skills training for community cluster manager
- (iii) IDT- Disbursement agency
- (iv) Labour- Skills training
- (v) Local government- support of projects as part of local development
- (vi) United Nations Development Programme- Technical support
- (vii) Landbank- provide loans
- (viii) Training service providers – provide expertise to their agricultural desk
- (ix) Department of Agriculture and Environmental Affairs –assist with technical skills
- (x) Department of Public Works- Infrastructure development
- ( xi) Department of Health -HIV/AIDS issues on drop in centers
- ( xii ) Municipality- Accommodation

## **5.11 FORUMS EXIST FOR THE FUNDED OR UNFUNDED PROJECTS.**

The following are forums listed by respondents:

- ( i ) District task team – to provide support and mentoring
- ( ii ) Provincial co-ordination committee
- ( iii ) Farmers forum- establishment of co-operatives
- ( iv ) Stakeholders forum
- ( v ) Community development district forum
- ( vi ) Developmental forum
- ( vii ) Ndwedwe Community Development District Form
- ( viii ) Regional technical working group
- ( x ) Department of Economic Affairs and Tourism



## 5.12 THE ROLE OF NGOs IN THE SCREENING OF APPLICATIONS FOR FUNDING.

- (i) The respondents indicated that the following is a role played by NGOs in the project:
  - (a) IDT- involved and is a member of the National Review Committee
  - (b) Disbursing forums
  - (c) Distribution of funds
  
- (ii) The respondents also identified the following as areas in which the NGOs can play a part:
  - (a) To indicate areas where government can intervene for poverty reduction to prevent duplication.
  - (b) As a service provider or where they have a particular interest.
  - (c) Projects need input from various sectors in the community.
  - (d) They also have poverty relief programmes.
  - (e) There should be a cluster of representatives
  - (f) In planning and sharing of resources.
  - (g) During the screening process they can be part of this to ensure transparency.

**Table 31: Rank order of the importance in the integration of other aspects of development in the poverty alleviation programme.**

	List	Frequency	Percentage
(i)	HIV/AIDS	7	18
(ii)	Social security	7	18
(iii)	Special programmes	5	13
(iv)	Victim empowerment	4	11
(v)	Commercial farming	3	8
(vi)	Family preservation	3	8
(vii)	Local municipalities	3	8
(viii)	Skills development	2	5
(ix)	Financing institutions	2	5
(x)	Agricultural services	1	3
(xi)	Technical	1	3

Table 31 shows that there is a high level of integration between the poverty alleviation programmes and HIV/AIDS and social security. This hopefully will result in independence of social security beneficiaries of state grants. The integration with HIV/AIDS is also critical especially in this era of the AIDS epidemic as it is likely to mitigate the negative impact of HIV/AIDS. There also needs to be focus on skills development especially amongst young people.

### **5.13 UNINTENDED EFFECTS OF THE PROGRAMME**

The following were reported by respondents to be unintended effects of the programme:

- ( i ) Conflict with farmers.
- ( ii ) Highlighting community needs and how these should be addressed.
- ( iii ) Encouragement of a dependency syndrome where communities depend on government where people do not want to start projects with their funds as they used to do.
- ( iv ) Raising hopes in the community
- ( v ) Use of a holistic approach in service delivery
- (vi) It has created competition amongst projects.
- ( vii ) Exposure of the area
- ( viii ) It has shown that Ubuntu is lost
- ( ix ) Loss of initiative and originality
- ( x ) More focus is on project development and less on planning and training

### **5.14 THE EXTENT TO WHICH THE PROGRAMME UTILIZE PEOPLE'S EXISTING SKILLS AS OPPOSED TO ALWAYS TEACHING NEW SKILLS**

According to the respondents the following strategies are employed in utilizing existing skills:

- ( i ) People are given opportunity to train others.
- ( ii ) People are not expected to change their activities and they receive funding for the improvement of existing skills.
- ( iii ) Utilising local people with their different skills.
- ( iv ) Indigenous knowledge on cropping plan is being acknowledged and utilized.
- ( v ) People with new skills ensure constant contact with the department with projects.
- ( vi ) Usage of kraal manure still encourage and also indigenous varieties.

- ( vii ) Participating in poultry farming.
- ( viii ) Practical craft work
- ( ix ) Sharing of skills is vital and disengaging.

#### **5.15 CONSTRAINTS THAT HAVE BEEN EXPERIENCED IN THE PAST IN REALISING THE PROGRAMME OBJECTIVES**

The following were seen by respondents as constraints experienced in realizing the programmes' objectives:

- ( i ) Insufficient funds
- ( ii ) No incentives
- ( iii ) Communities being too poor
- ( iv ) The target groups should have a mixture of poor and rich
- ( v ) Project commenced late due to dispute with sugar cane farmers.
- ( vi ) Lack of business skills from project managers.
- ( vii ) Delays in the implementation.
- (viii) Lack of human resources
- ( ix ) Not working according to the planned budget.
- ( x ) The distance between clusters causes conflict.
- ( xi ) Project managers feel that they need to be employed permanently.
- ( xii ) Difficult to cluster projects from different amakhosi.
- ( xiii ) Funding is too little.
- (xiv) Developmental workers are not trained sufficiently.
- ( xv ) Process of obtaining quotations delays implementation.
- ( xvi ) Unrealistic time frames from provincial and regional offices.

## **5.16 STRATEGIES TO DEAL WITH CONSTRAINTS EXPERIENCED TO REALIZE THE OBJECTIVES OF THE PROGRAMME**

The following were suggestions from the respondents on how some of the constraints have been ameliorated in the programme:

- ( i ) Motivating projects to seek funding outside government.
- ( ii ) Improvement of relations in the area.
- ( iii ) Early planning
- ( iv ) Project members referred to Illovo Development Centre for skills training.
- ( v ) Focus on one tribe so that Amakhosi are not combined in terms of clustering and ensuring that the distance is not too far.
- ( vi ) Suggestion have been made to provincial office to minimize unrealistic time frames in submission of business plans.
- ( vii ) Human resources problems are being attended to.
- ( viii ) Training needs of personnel have been identified.

## **5.17 THE IMPLICATIONS OF THE PERFORMANCE OF THE PAST PROJECTS FOR THE CHOICE OF FUTURE TARGET GROUPS ON DEVELOPMENT.**

Respondents indicated that the following new initiatives based on past performance of the other projects:

- (i) Projects must receive business skills training
- (ii) Mixed groups with different levels of motivation.
- (iii) Men had to be dealt with separately otherwise they would have dominated all the time.
- (iv) Performance in some areas has caused less funding directed to similar type of projects.
- (v) New funding to focus on target group after a feasibility study.
- (vi) Project were mostly identified by government officials, therefore project need to be identified by the community.
- (vii) Mixed projects were dominated by males and this made females uneasy and now focus is on women.

- (viii) Some groups do not like certain projects that they have to work under, this needs to be determined during the initial phase.
- (ix) Projects should be targeted towards needs.

#### **5.18 AREAS OF IMPROVEMENT IF THE POVERTY ALLEVIATION PROGRAMME IS TO BE SUCCESSFUL.**

Respondents suggested the following areas of improvements if the poverty alleviation programmes were to be successful in future:

- (i) Development of provincial poverty relief strategy
- (ii) Viability study needs to be done prior to starting a project.
- (iii) Communities should be prepared before functioning and careful target identification.
- (iv) Stakeholder's analysis need to be done prior to the beginning of the project
- (iv) Capacity building to project members on business skills, financial management and committee skills
- (v) Business plans should be simple ((Application forms need too be improved).
- (vi) Language best understood by people need to be used in the forms as well as by the officials rendering the service.
- (vii) Timeous disbursements of funds.
- (viii) Mix groups members with different levels of development and literacy levels
- (ix) More staff to be employed to mentor projects and monitor progress.
- (x) System of clustering needs to be improved.

**Table 32: The existence of provincial, regional and district forum to ensure integrated development**

Response	Frequency	Percentage
Yes	13	34
No	19	50
Unsure	6	16
<b>Total</b>	<b>38</b>	<b>100</b>

Table 32 shows that there are no forums to ensure integrated development. This could also mean that the respondents are not aware of any. This however is critical for coordination. Those respondents who did not agree highlighted the following reasons:

- (i) Only Deputy Director attends
- (ii) The provincial task team that consists of all Government departments needs to be functional.
- (iii) Development cannot be brought about solely by one sector.
- (iv) It is important to have a structure that ensures integration to avoid duplication of services
- (v) Integrated development will ensure the provision of necessary support and monitoring services.
- (vi) Sharing of ideas is necessary.
- (vii) Partnerships are formed with other sectors but there is no formal poverty reduction forum.
- (viii) In some sector there is a Provincial Poverty Task Team and in another the Provincial Interdepartmental Task Team need to be functional. The Department of Local Government and Traditional Affairs convene the current one.
- (ix) Co-ordination has to take place at a provincial level.

## 5.19 The strengths and weaknesses of the poverty alleviation programme cited by the respondents

**Table 33: The strengths and weaknesses of the poverty alleviation programme**

<b>Strengths</b>	<b>Weaknesses</b>
People are exposed to development	Lack of budget.
They have something to do instead of sitting.	Lack of commitment by participants.
They are able to get vegetables	Creation of dependency.
Community buys from projects instead of traveling long distances.	People working are not provided with food and therefore become demotivated.
Relationships with other departments are established.	Business plans's standards are too high and not in a language that people understand.
Generates income for participants.	Incorrect targeting of areas.
Equitable distribution of funds.	Lack of co-ordination.
Commitment on the department to render services.	Unwillingness of poor communities to believe that they can bring about change.
Targeting previously disadvantaged communities.	Limitation in terms of training of developmental workers.
Resources are available. It increases self-reliance. Creating moral support	Lack of collaboration with other higher levels.
Improve living standards	Programme implementers not involved in assessment.
Allow community participation	Focus on the needs of the donors and not the community. Those are assumed needs
Fight malnutrition	Top down approach



Create temporal employment	Lack of time given to projects to prepare business plans.
Promote integration of all stakeholders IPSP [Integrated provincial support programme]	Lack of a poverty alleviation strategy
Add value to the lives of the poor	Other areas do not receive funds
	Products of poor quality – not marketable
	Unsustainable development
	No skills transfer due to utilization of consultants
	Incorrect targeting of areas
	Lack of integration in government departments

### **5.20 The effect of this programme on other programmes in the community**

The following were reported by subjects as effects of the programme in the community:

- ( i ) It complements other programmes.
- ( ii ) Reduction of poverty in rural areas.
- ( iii ) Empowering women, skills development
- ( iv ) Duplication of services.
- ( v ) It has a positive effect on the AIDS programme
- ( vi ) Networking and integrating with other programme

## 5.21 CASE STUDY ANALYSIS

**Table 34: Background to the projects involved in the case studies**

Project Name	Amount allocated [Rands]
Masakhane sewing project [Mandawe]	Unemployed women from KwaCele community in Mandawe established the project. Initially it operated from Philani clinic. It applied for funding in 1999 and was allocated R40 000. The activities they engage in are sewing, juice-making. During the visit only gardening could be seen. It was also noted that the plan shows a working relationship with child welfare yet nowhere did this come up during the research except that the group works with the department of agriculture.
Masakhane Women's Club	This project is located in Sweatwater's area. This area is semi urban. Unemployed women initiated it. The local inkosi assisted the project with a poultry structure. In 2001 the Department of Social Welfare and Population Development funded the project with R65 000. In terms of the business plan they should be engaged in sewing, poultry and baking but during the study only poultry was reported to be active.
Khuthalani Mazulu	This project is located at Obhukwini in Nkwezela. The area is rural. Initially they were doing knitting, sewing and gardening but did not have funding. They are also engaged in block making. During the 1999/2000 financial year they got funding from the Department of Social Welfare and Population Development to the value of R96 600

Siyakhula	<p>The project is situated at Mandilini area in Ixopo. It was formed in 1997 as a garden project. It comprises of women as members. Initially they used to plough for consumption. During the 2000/1 financial the project got R80 000 funding from the Department of Social welfare and Population Development. The activities they are currently involved is block making and the local community is their market.</p>
Funukuphila	<p>This project started as a small women's club in the 1980s. It is located outside Greytown. They were involved in crochet and selling their products abroad through a missionary sister Johnson. This project battled after the missionary had left the country and was again revived in 2000. In 2002 they got R50 000 funding from the Department of Social Welfare. They are engaged in knitting and sewing. It was interesting to note that the business plan indicated a high number of beneficiaries yet during the research there were only 15 members.</p>
Kelso Community Gardens	<p>This project is located in a small informal settlement known as Kelso. It was initiated in 1997 after floods had affected the area. The project was proposed by the Department of Welfare and accepted by the Kelso committee. These activities involved sewing, knitting, brick making, poultry, chicken farming and food gardens. During the visit the project was only planning to establish a food garden and there was no mention of the other activities.</p> <p>The allocated amount is R50 000</p>

Harding Self Help	This project is located in an informal settlement at Harding. It was initiated in 1997. During the 1997/98 financial year they got R50 000 funding from the Department of Social Welfare and Population development. In 2000/2001 they got an additional allocation of R100 000 from the same department. They are involved in sewing, arts and craft and gardening.
Zenzele	This project has been in existence for more than twenty years. Women in the KwaNyawo-Mpondwane area to get vegetables as well as sell to the local community initiated it. This project used to participate in the Department of Agriculture's competitions for gardens. In 1998 the project got a donation of a fence from the Department of Agriculture and Environmental Affairs.
KwaDindi Farmers Association	This project was initiated after the 1994 violence in the Dindi area near the Roman Catholic Mission. Initially it was assisted by the Department of Agriculture by fencing a portion of the land. During 1999/2000 the project applied for funding from the Department of Social Welfare and were allocated R150 000. The project is involved in vegetable farming.

Zuzanathi	This project was initiated by one person who heard about poverty alleviation from a social worker. Noting the plight of unemployment in her area, she put together a business plan on their behalf in 1999 and got funding to the total value of R30 000 but only received R20 000 from the Department of Social Welfare and Population Development. She then withdrew as she was employed. The project engaged in poultry but has since failed to continue functioning because of shortage of funds and that most of the key members are now employed. The local municipality is now in a process of trying to secure funds to revive the project.
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**The following Abbreviations will be used later in this section that reports on the views of participants in the case study projects:**

- SA = Strongly Agree
- A = Agree
- U = Unsure
- D = Disagree
- SD = Strongly Disagree

**Table 35: Gender**

Gender	Frequency	Percentage
Male	2	20
Female	8	80
<b>Total</b>	<b>10</b>	<b>100</b>

Table 35 shows that most people participated in the research were women. This could mean that most people involved in poverty alleviation projects are females whilst males comprised a small percentage. This could be due to the focus of the poverty alleviation programmes and all its mandates emphasize women empowerment.

**Table 36: Age**

Age	Frequency	Percentage
31-35	3	30
36-40	1	10
41-45	2	20
46-50	2	20
51-55	1	10
56-60	Nil	Nil
60+	1	10
<b>Total</b>	<b>10</b>	<b>100</b>

Table 36 reveals that most of the respondents were between the ages 31-35. This age group was followed up by the 41-50 years of age. These ages are the most productive ages of people's lives. It was noted that 10% of respondents were elderly which confirms that poverty alleviation also focus on the elderly.

**Figure 3: Marital Status**

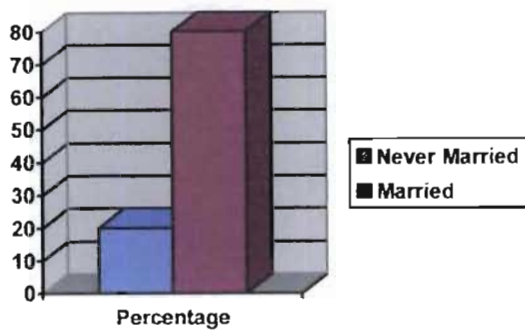


Figure 4 shows that most people involved in poverty alleviation are married. This indicates that families are benefiting from the poverty alleviation

**Figure 4: Position of respondent in the project**

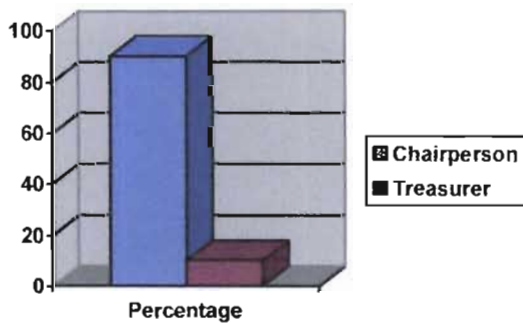


Figure 4 shows that 90% of the respondents were chairpersons of the project committee. This could be related to the fact that the committee especially the chairperson in any organization is usually the spokesperson of the organization.

**Table 37: Employment status**

<b>Response</b>	<b>Frequency</b>	<b>Percentage</b>
Yes	1	10
No	8	80
Pensioner	1	10
<b>Total</b>	<b>10</b>	<b>100</b>

Table 37 shows that most people who responded were respondents unemployed. This is in line with the poverty alleviation, which is targeting unemployed people.

**Table 38: Number of people in the project**

<b>Range</b>	<b>Frequency</b>	<b>Percentage</b>
6-10	4	40
11-15	5	50
16-20	Nil	Nil
21-25	1	10
<b>Total</b>	<b>10</b>	<b>100</b>

Table 38 shows that most projects have membership between 11-15. This could be because the first two seem easy to manage. The bigger the number of project members, the more formal it will have to be managed.



**Figure 6: Type of Area**

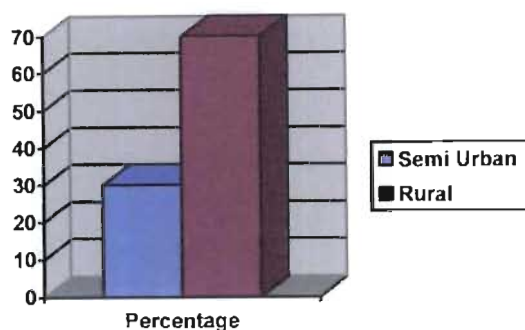


Figure 6 shows that most of the projects are in rural areas and 30% are located in semi-urban areas. These include informal settlements. This is in line with policy documents on poverty alleviation for example the Rural Development Strategy, ISRDS and the Urban Development Strategy.

**Table 39: Funded /Unfunded**

Response	Frequency	Percentage
Yes	9	90
No	1	10
<b>Total</b>	<b>10</b>	<b>100</b>

Table 39 shows that almost all respondents indicated that they had been funded except for one. The unfunded project emanates from the Department of Agriculture and Environmental Affairs. This is mainly because the Department of Agriculture and Environmental Affairs does not give people money and thus the perception that they are not funded.

The funders listed by almost all projects included the Departments of Social Welfare and Agriculture.

The activities most projects engaged in included

- Poultry
- Blockmaking

- Sewing
- Gardening/ agricultural farming
- Knitting
- Arts and crafts

**4.22 For the respondents poverty alleviation programmes do the following:**

- Deals with poverty stricken people especially women
- It tries to create income for them
- It is a programme aimed to improve the standard of poor people
- Three responses saw it as a programme to help poor people
- It is aimed at assisting unemployed people.
- To help people start businesses
- Not sure

**Table 40: Awareness of other groups in the community that are involved in the programme**

Response	Frequency	Percentage
Yes	3	30
No	5	50
Unsure	2	20
Total	10	100

Table 40 shows that half of the respondents were not aware other groups involved in poverty alleviation programmers, only 30% were aware. This could be because of lack of environmental scanning and no feasibility studies undertaken prior to initiating a project to ensure that they are aware of the competitors. There is also no networking amongst funded projects.

On the yes responses this was indicated:

- Some are doing gardening
- Some are working with the development forum and get funding through the municipality
- Some are doing sewing

- There is a project at Gwaliweni which is also doing poultry
- There is a person who sells blocks in the area
- Some are linked to the municipality

#### 4.23 The following is how the respondents knew about the programme

- I was part of this project
- The extension officer used to visit our project from long ago
- Through the social worker
- From a friend who heard from the social worker

**Table 41: Target groups of beneficiaries of the poverty alleviation programme**

Category	Frequency
Unemployed women	9
Unemployed Youth	4
Unemployed men	5
Elderly	1
Disabled	1
Families	1

Table 41 shows that in terms of the respondents the major focus of the poverty alleviation programmes is women. This indicates a fair understanding of the programmes.

**Table 42: Most people known to officials get funding**

Response	Frequency	Percentage
Yes	7	70
No	1	10
Unsure	2	20
<b>Total</b>	<b>10</b>	<b>100</b>

Table 42 shows that most people who have come into contact with officials know about the programmes. This could mean that information on the poverty alleviation programme is communicated through the word of mouth.

The following were some of the elaborations by the respondents:

- You should know the social worker before you get funding
- People who know the social worker get information earlier than those who do not go to the offices
- Extension officers visit communities
- No because if you apply for funding you may get it
  
- If my friend did not know the social worker I doubt whether we could have got it, such that even our last tranche was never received. Maybe those who knew the social worker got it.
- The extension officer asked us if we needed the garden fenced and he brought the fence and some seedlings

**4.24 The following were listed by respondents as requirements for funding:**

- A group doing something
- A committee
- A constitution
- A business plan
- A bank account
- Nothing – the extension officer did all

#### 4.25 Respondents indicated that this is how was their projects were funded

- We selected a committee
- We submitted a business plan
- The social worker assisted us with the request for funding
- Through the Departments of Agriculture and Social Welfare and Population Development we built a poultry structure

#### 4.26 Respondents' understanding of a project is:

- A group of people working together
- A group of people with a common goal
- A group of people doing the same thing
- A small business-like gathering
- Where people meet to do work
- It builds blocks and sells to the community

**Table 43: Previous source of income**

Source of income	Frequency	Percentage
None	5	50
Selling clothes	1	10
Husband	1	10
Helping others who would then pay me/ piece jobs	2	20
Pension	1	10
<b>Total</b>	<b>10</b>	<b>100</b>

Table 43 shows almost all respondents did not have a source of income except the pension. This indicates that they were the correct targets for the poverty alleviation programmes.

#### 4.27 The respondents' current sources of income included:

- Two respondents indicated that the project is now their source of income
- Sales from the jerseys they knit
- Piece jobs
- For some, there were still battling financially as they do not earn anything from the project. They do not sell much as there is competition. Selling blocks requires of them to have transport that they do not have.
- One still depends on husband though they also get two chickens for food consumption whenever they are ready for sale
- One is already employed and the group has already disbanded
- Two respondents still indicated that they still have no source of income.

Figure 7: Do you earn any amount on a monthly basis

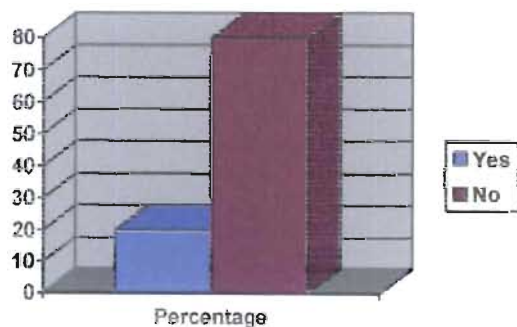


Figure 7 shows that most respondents do not earn money on a monthly basis except for a few. This could be because of the fact that it takes more time to realize profits.

For the one response where the respondent indicated that she earns money monthly she said that this depends on the profit made by the project at the end of the month and sometimes they get R250.00 per month. For the no responses the following was highlighted:

- We do not get any money from the project though we hope to get something in the near future. We once got something.
- Even when the project was functioning we never earned monthly but now the project has disbanded
- We only take two chickens per person when they are ready
- We do not earn money. In fact even selling blocks is difficult as we do not have water on site and also no transport
- It is not monthly earnings but depends on sales, the problem is that a lot of people buy on credit

**Table 44: Awareness of members on financial status of the project by project members**

Response	Frequency	Percentage
Yes	4	40
No	4	40
Unsure	2	20
<b>Total</b>	<b>10</b>	<b>100</b>

Table 44 shows that half of respondents indicated that project members are aware of the financial status whilst another half indicated that project members are not aware. This is critical especially in the light of the fact that awareness on finances is important for any business, thus members need to have a full understanding if they are to develop into business. Transparency on finances can assist in curbing unnecessary blame and corruption.

For the yes responses it was clear that they meet regularly and table financial status of the project. The project bankbook is also circulated amongst members. With the disbanded project they met at the end of 2000 and the financial status of the project was tabled at the meeting. With the no responses the following were issues noted:

- They do know that we have funding, we are old and sometimes forget how much is in the bank even though we have been told
- We do know that there is money but I cannot recall how much
- We do have update meetings, they know that we have money but we have not formally told them how much is left now. They are also informed when we do purchases but also informally.

**Table 45: Duration of the project**

Range [Years]	Frequency	Percentage
2-3	2	20
3- 4	2	20
4 +5	1	10
5-6	2	20
<b>6-7</b>	Nil	Nil
<b>7+</b>	3	30
<b>Total</b>	<b>10</b>	<b>100</b>

Table 45 shows that projects have been in existence for more than 2 years and some have been in existence for more than seven years.

#### **4.28 Project members in each project**

From the respondents it is apparent that project members range from 12-22 members in each group. In most cases membership has decreased as a result of the fact that people want money now. They cannot wait for a longer duration. The table below illustrates this.



**Table 46: Status of projects membership in terms of increase or decrease**

Status	Frequency	Percentage
Increased	2	20
Decreased	5	50
Remained Stable	3	30
<b>Total</b>	<b>8</b>	<b>80</b>

Table 46 that half of the respondents reported that membership in their projects has decreased. The following were some reasons cited by respondents for numbers decreasing:

- No payment – people want money
- People want money immediately
- People want to be paid

**Table 47: Registration as Non-Profit Organisation**

Response	Frequency	Percentage
Yes	nil	
No	10	100
Unsure	Nil	
<b>Total</b>	<b>10</b>	<b>100</b>

Table 47 shows that all projects [100%] are not registered as NPOs. Registration is critical for future funding. It is also critical for government departments to decide whether projects will be assisted to register as NPOs or co-operatives.

**Table 48: Awareness of project members of the contents of the business plan**

Response	Frequency	Percentage
Yes	5	50
No	Nil	Nil
Unsure	5	50
<b>Total</b>	<b>10</b>	<b>100</b>

Table 48 shows that half of respondents indicated that project members were aware of the contents of the business plan whilst another half indicated that project members were not sure. It is important to note that business plans do exist yet they are written in English, therefore members might not be aware of what is written. Understanding of the business plans is critical for a shared vision and a common goal in projects.

The following are some of the comments from the respondents:

- I think they know
- I am really not sure about this I only know that we saw vegetables
- Yes so that we all know
- Yes when so that when they are asked they can show that they know

All respondent say there was a need for all project members to understand what is contained in the business plan to ensure that they work towards a common goal.

#### **4.29 Where does your project see itself in three years**

- Being a small business
- We hope to get contracts
- Having a house of its own with its water meter
- Having grown and secured a stable market
- Not sure as we have a problem with water and sand. We cannot transport blocks for our customers as a result we are not getting orders except the families closer to the site

- Nowhere the project has disbanded
- Not sure

#### 4.30 Frequency in which the project hold its meetings

Frequency of holding of project meetings ranged from once a month to four times a month. Some projects do not have formal meetings but they report on developments whilst they continue to work.

**Table 49: Access to toilet facilities on project site**

Response	Frequency	Percentage
Yes	4	40
No	6	60
Unsure	Nil	Nil
<b>Total</b>	<b>10</b>	<b>100</b>

Table 49 shows that most people do not have access to toilet facilities on project site. This is critical in terms of normal hygiene.

#### 4.31 Human Resource development

Respondents indicated that projects have undergone the following training:

- Sewing
- Gardening
- Business management
- Running a nursery
- Bookkeeping
- Managing finances
- Running a meeting
- Poultry farming

Most people who have been trained in projects are the committee members. Other members have been trained on the technical expertise.

#### 4.32 Further training required

The following is further training that they cited as needing in order for them to produce quality work and grow into businesses:

- Marketing
- Business management
- Advanced sewing
- Quality control
- Conducting meetings
- Financial management

**Table 50: The project has never stayed more than a month without being visited by an official**

Response	Frequency	Percentage
SA	1	10
A	5	50
U	1	10
D	1	10
SD	2	20
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 50 shows that more than officials visit most projects monthly. With the respondents who agreed strongly, they indicated that the social worker visits regularly.

For those who strongly disagreed with the statement the following was highlighted:

- I do not think they know that the project is no longer functioning. They used to visit the project when people from Ulundi were coming.
- We have stayed more than a month without being visited by the official.

**Table 51: The project is visited more than once a month by the funding department**

Responses	Frequency	Percentage
SA	1	10
A	2	20
U	2	20
D	3	30
SD	2	20
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 51 shows that only most respondents indicated that officials do not visit their projects more than a once a month. The following were some comments on those who strongly disagreed:

- They hardly visit.
- As I have indicated sometimes we stay more than a month without the visit from officials

**Table 52: The project has only been visited once in six months**

Responses	Frequency	Percentage
SA	1	10
A	Nil	Nil
U	1	10
D	5	50
SD	3	30
<b>Total</b>	<b>10</b>	<b>100</b>

Table 52 shows that most respondents indicated that their projects have been visited more than once in six months, though 10% indicated that they have only been visited once in six months. The following were additional comments from those who strongly disagreed:

- He does come though not regularly or he told us that he wouldn't be doing regularly.

- Much as I can't say when last he was here but its not more than three months

The comment on the respondent who agreed strongly with the statement was that sometimes they have never visited for a year for example in the year 2001.

**Table 53: Are all project members always up to date with the project financial status**

Responses	Frequency	Percentage
SA	Nil	Nil
A	4	40
U	2	20
D	1	10
SD	3	30
<b>Total</b>	<b>10</b>	<b>100</b>

Table 53 shows that project members have a fair understanding of the financial status of the project. Of concern though is the fact that 30% reported project members are not up to date with the financial status of the project. This could also be attributed to lack of transparency on financial matters, the frequency of project meetings or ignorance on the part of projects that they need to regularly update the project members on the status of funds and any other matter.

These are some of the comments from the respondents who disagreed strongly with the statement:

- Project members sometimes forget even if they are told.
- Only the treasurer and chairperson know the facts and figures
- Not all members are aware because the project has not utilized much funds, therefore there was no need for financial update.

**Table 54: The project normally purchases items without getting quotations**

<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
SA	Nil	Nil
A	Nil	Nil
U	Nil	Nil
D	6	60
SD	4	40
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 54 shows that 100% of projects purchase items after calling for quotations. This indicates that there is compliance with the PFMA and treasury regulations and the business culture of comparing prizes before any purchase is made to ensure value for money.

The following were some of the comments:

- We have to forward quotations to regional office via the local office.
- We always request for quotations.
- We were told clearly that we would need to get quotations.
- The project gets quotations

**Tables 55: Projects who mismanaged funds intentionally should never be funded again**

<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
SA	1	10
A	8	80
U	1	10
D	Nil	Nil
SD	Nil	Nil
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 55 shows that all respondents felt that if a project has mismanaged funds they should not be funded again. This is a demonstration towards good utilization of funds. The following were some of their comments:

- The money is for them to help themselves and not to help themselves to the money.
- It means they are crooks
- It means they do not deserve the money



**Table 56: Being visited by officials means that the project has mismanaged funds**

Responses	Frequency	Percentage
SA	Nil	Nil
A	Nil	Nil
U	Nil	Nil
D	6	60
SD	4	40
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 56 shows that respondents are aware that they are visited not because they have mismanaged funds. This indicates that they are aware that officials visit for support, guidance and monitoring. The following were some of their comments:

- Officials visit projects not because they have his managed funds but to assist.
- They visit regularly to assist us
- Workers visit our projects not because we have mismanaged funds

**Table 57: Project members are scared to go to the office for assistance**

Responses	Frequency	Percentage
SA	Nil	Nil
A	1	10
U	1	
D	7	70
SD	1	10
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 57 shows that respondents visit offices and not scared to go to government offices. This indicates that they are welcome though 10% indicated that sometimes officials do not treat them well.

**Table 58: Project members visit the offices by invitation**

<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
SA	Nil	Nil
A	Nil	Nil
U	1	
D	9	90
SD	Nil	Nil
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 58 shows that project members visit offices and not scared to go to the office and that whenever they have a problem they can go to the office and not to wait for an invitation by officials

**Table 59: Project involvement in financial mismanagement**

<b>Responses</b>	<b>Frequency</b>	<b>Percentage</b>
SA	Nil	Nil
A	Nil	Nil
U	1	10
D	9	90
SD	Nil	Nil
<b>TOTAL</b>	<b>10</b>	<b>100</b>

Table 59 show that 90% of the projects have not been involved in financial mismanagement. The remaining 10% could be as a result of the fact that one project is not handling any funds.

## 5.21 CONCLUSION

This chapter has presented the analysis of results. The following

Are some of the salient aspects raised by both officials and project members on the implementation and management of the poverty alleviation programmes in the province:

- The lack of a provincial poverty alleviation strategy
- A fair understanding of the programmes
- Top down planning
- No concise business plans with targets and time frames
- Business plans written in English and thus poor or no understanding of the contents by the project members
- Capacity has been built on projects on technical as well as business management skills
- The need for further training both for staff and projects
- Improvement of human resources
- No clear role of the NGOs during the screening process and in programme monitoring
- The programme had had positive impact on the primary and secondary beneficiaries

The findings demonstrate that without a poverty alleviation strategy the management of such programmes would be difficult. Without a strategy government departments can engage in yearly planning but can hardly develop proper plans with measurable indicators, that can be measured and that will make a dent into poverty and result in sustainable development in the province. Therefore the province cannot achieve its goal of poverty alleviation.

## CHAPTER 6: DISCUSSION OF FINDINGS

### 6.1 Introduction

This chapter focus on the discussion of the results as presented in chapter four and five. It must be noted that various data collection methods were an attempting to get a comprehensive view of poverty alleviation in the province.

It is certain that the province has made significant strides towards alleviating poverty in the province though might not these programmes have up to now yield the desired results. It needs to be noted that poverty alleviation is a process and is a long- term vision that cannot be achieved overnight as it relates to:

- Empowerment
- The challenges of literacy levels
- Political and administrative commitments
- The need for committed staff that have the competencies required to make it a reality
- Restructuring of departments to ensure that poverty alleviation / social development sections have sufficient human resources dealing with this aspect of work.
- There are financial resource to fund the deserving communities

For J. Streak [2000:15], the dawn of a new political era has established greater political justice, but has thus far done little to address the issues of economic justice meaningfully. The reason for this is that the gross power imbalances that characterize South African society have not been significantly changed. Poverty reduction indicates the goal, implies improving economic growth, reducing unemployment and creating avenues for job opportunities. It also relates to educational poverty as well as growth of the individual and the promotion of independence of people. It is hoped that with the reduction of poverty there will be social stability and economic growth.

## **6.2 Participants in the study**

Most of the workers who participated in the study are involved in poverty alleviation programmes at district level and which is where operations take place. It was, however, critical to note that they were not aware of some of the critical mandates that guide the poverty alleviation programmes in KwaZulu – Natal for example, Urban Development Strategy, Integrated Sustainable Rural Development Strategy yet it is one of the cornerstones for funding in the country including KwaZulu-Natal and Provincial Growth and Development Strategy. Government officials are there to make policies a reality but when they are not even aware of these critical policies it means that the 2020 vision of the PGDS is unlikely to be made a reality.

## **6.3 Targets of the poverty alleviation programmes**

From the findings it is clear that the targets of the poverty alleviation programme includes women, elderly, youth, disabled and HIV/AIDS. This to a large extent has been affected by changes for example the scourge of the HIV/AIDS epidemic. With the high unemployment rates in the province, it is clear that men will need to be targeted as well.

## **6.4 Lack of poverty alleviation strategy**

The Agenda 21 [1998:7] states that an effective strategy for tackling the problems of poverty, development and environment simultaneously, should focus on resources, production and should also cover demographic issues, enhanced health care and education, the rights of women, the role of youth and of indigenous people and local communities and a democratic participation process in association with improved governance.

The province has not yet put together a strategy for poverty alleviation but it is currently using development strategies which include the RDP, GEAR, The ISRDS, the Rural Development Strategy, Urban Renewal Strategy and Provincial Growth and Development Strategy as well as other national strategies as indicated in chapter two.

It is therefore critical to note that these strategies are good but include all other aspects of development that might not relate to poverty alleviation and are not necessarily focused on poverty alleviation. Regulation has been ignored and there is pressure to proceed with implementation. Formulation of a poverty alleviation strategy is in line with Hubbard [2001:294], when he says that current strategies particularly in Africa are inadequate and invite an exploration of ways to assist the poor directly. He says the response is the, "... Broader, more comprehensive strategy to fight poverty" [attacking poverty], and going beyond economic policy.

A poverty alleviation strategy will address key issues that poor people encounter and will have milestones related to poverty alleviation. This is supported by Franks [1999: 56] when he says that – without a supportive policy/ strategy it is difficult to perform effectively. Effective planning and management of poverty alleviation programmes can only take place when the agencies responsible have a clear understanding of the policies and strategies of the programme in the province. For example, the Free state Province has a Poverty Reduction Strategy. This acts as a guide for staff, for all spheres of government, NGOS and business sector in the province. It also spells out the objectives, targets and roles of each sector.

The following was noted in the procedural documents for implementation of the poverty alleviation programmes that are currently being used, the Anti-poverty procedural document volume 1:1999 assumed that the cluster coordinators have capacity when in fact some of them did not which required them to be first trained before they could render support. This also resulted in confusion of roles between development workers and cluster coordinators.

This document on page 21 identifies four role players in poverty alleviation programmes namely the projects, the cluster coordinators, Independent Development Trust and the Department of Social Welfare and Population Development.

This document overlooks the fact that development is multifaceted and thus excludes major role players like other government departments, traditional leaders, local government and the community within which the project functions. This is a serious concern as it indicates that government initially did not support integration, yet in the constitution and other development mandates call for integration. This in itself explains the reason why other government departments are involved in poverty alleviation, lack of integration and the informal nature of integration.

The unavailability of a provincial strategy or plan is critical especially in terms of sustainability of projects and the use of the project management approaches to implement this programme. This probably could have been the reason for poor sustainability and dependency created as some of the projects have been in existence for more than seven years that still need as much monitoring as new ones.

## **6.5 Programme implementation**

### **6.5.1 Top-Down planning**

The results show that the perception of officials is that there is a top down approach in terms of planning. This is against the intention of the ISRDS which locates planning at local level to ensure that it is integrated, demand driven and aligned with other development initiatives taking place in that locality. This kind of planning has implications with regard to ownership and sustainability of the project. It also makes it difficult to know who defines the project's deliverables. Is it the project or the funding department?

This is also evident in the monitoring by the funding department, which apparently takes place on a monthly basis. Much as this might be necessary, it might create confusion around independence of the project especially in the light of the fact that the Department of Social Welfare and Population Development, for example, does have emerging organizations under social assistance for example in the department of but are not treated the same way as the projects.

In social assistance the management of the crèche or organization is fully accountable yet in poverty alleviation, projects cannot purchase anything without regional office's approval of quotations.

The other critical factor of the Integrated Development planning is that it assumes that the municipalities have the capacity to coordinate yet there are those small municipalities who currently do not have capacity though attempts are being made to build capacity. This also highlights the need for clarification of roles of the various spheres of government that is, provincial government versus local government as well as the various roles of the departments in poverty alleviation.

Much as capacity is being built, there is still a need to clarify which aspects the municipality will be coordinating. This is mainly because the Constitution is very clear on the roles of the different spheres of government. Clarification of this issue is critical as it can easily lead to role confusion and loss of accountability.

### **6.5.2 Screening and approval of funding**

Except for the IDT it appears that the private sector is not directly involved in the screening of applications for funding.

There is no structured screening committee at all levels except that the district and regional coordinators are involved in the identification of the projects with specific terms of reference. Elements of subjectivity can be experienced, especially in the Department of Social Welfare and Population Development as most of people that were reported to be involved in the screening are almost all the people involved in the directly involved in poverty alleviation programmes. The Screening committee used by the Public Works Department is too centralized at provincial level. It needs to have a few people at regional level. The Department of Agriculture and Environmental Affairs will also need to add a few people in the committee.



The time lapse for screening applications is too long and in some instances up to more than 13 months. The time lapse after the screening to funding also takes up to more than twelve months. This delays implementation. This is critical for service delivery and can result in funds not being exhausted at the end of the financial year thus requesting for rollovers.

### **65.3 Business plans**

Project initiation phase. From the desk top analysis it was clear in the previous business plans of the case studies that:

- There was no indication of viability studies prior to undertaking the project.
- Lack of clear objectives and performance measures.
- No deliverables breakdown structure
- No time frames
- Lack of clear responsibilities
- No clear targets.
- No clear product (quality definition and objectives)
- No communication or marketing strategy
- Lack of project risk analysis

The absence of all the above as well as conflicting information indicated that these were done in a fuzzy way. No time was given to this critical stage of a project. A poor plan leads to poor project implementation as there are unclear targets therefore progress cannot be monitored. The plans were basically intentions expressed in broad terms. There were no deliverables to be achieved. This is very critical for project monitoring to ensure whether the project is delivering according to its set objectives no matter how small the impact is. Milestones are according to DENZO Management Systems [1990-2002:35] gates through which the project must pass to reach its final goal. Such projects run the risk of always being evaluated negatively. Planning is critical to any programme, project or business.

Poor planning, leads to frustration, misdirection, lack of focus as well as lack of uniqueness, which is critical for success of any business.

The project planning phase, is the most critical stage of a project. If there are no clear targets/ milestones, there will be unclear product [quality definition]; therefore there would be no objectives to ensure this. Time frames are also critical. The lack of a communication strategy is also critical for project success as it also assist in getting a buy-in from the community as well as serves as a marketing strategy for the project. This does not however mean that there is no need for a marketing plan. The lack of yearly operational plans for projects, which can be reviewed to monitor progress, is also an area of concern. It does not allow projects to have specific goals and targets, the opportunity to review their progress and plan accordingly. This also makes it difficult for the funding department to monitor appropriately as there are no key performance indicators with specific time frames. This result in the work of the development workers unclear since they cannot clearly say what are they monitoring. The deliverables to be produced and the accomplishments or results to be achieved are critical in breaking down the project into sub-components, which, assist in making implementation and monitoring as well as ensuring measurable outputs. Planning, even for organisations, makes it easy to know the kind of expertise/ competencies required to accomplish the expected tasks.

Bekker [132] sees planning as, " a way of enabling policies to be translated into practical action programmes which produce visible results, that is goal oriented".

From the case studies it was revealed that project members were not aware of the contents of the business plans, but only knew what they were doing, that is, some of the activities. It was also observed that projects did not have copies of the business plans with them yet they are expected to implement the contents of the business plan.

This means that they did not have a shared vision, common goal and this defeats the purpose of any organization to exist.

Without targets for achievement it is difficult, if not impossible to judge objectively the impact of the programmes. For example, how could the improvement of the economic status of these projects be measured? How can the contribution of poverty alleviation to social development be gauged? And how do the programmes unlock the economic potential of women?

Stakeholder analysis, during the project identification stage, is difficult yet it is critical for project success. This is because to a large extent these are the people who can contribute to the project success or to failure. This is because project sustainability to a large extent is dependent on them.

#### **6.5.4 Planning and integration**

Integration was found to be one of the major problems in poverty alleviation initiatives. Much as the responses indicated that government departments work together, especially the Departments of Labour, Agriculture and Environmental Affairs and Social Welfare and Population Development it was clear that the integration is quite late in the implementation stage. Integration is critical during the initiation stage as this can prevent duplication, assess viability of the project and clarify roles and responsibilities. It also allows for commitment from all other partners and facilitates project sustainability.

Government departments are doing what they can to integrate services though this is mainly informal. This was evident in relation to Departments of Social Welfare and Population Development and Department of Labour, Department of Agriculture and Public Works Department as well as other sectors like Eskom and Transnet. This is however not formalized and is on an ad-hoc basis. This confirms the findings of Everatt and Zulu [2001:11] where they say that government departments continue to work in silos rarely sharing information with each other and even more rarely undertaking joint planning despite acknowledgement by them that poverty is multi-faceted.

Government departments continue to implement projects in areas without consultation with each other and Local Government. The ISRDS 2001:28 also acknowledges this, "...projects are often characterized by poor coordination, poor consultation, weak participation, poor data and planning, weak institutional and regulatory mechanism, slow delivery and weak sustainability." It is hoped that the implementation of the Integrated Development Plans will assist deal with some of these challenges, as all projects will have to be integrated.

Much as informal relationships are acceptable, it is critical that relationships be formalized, as they will spell out clearly the nature of support they will provide either technical or financial. Through such partnership there could also be ensuring that there is an alignment of plans as well as objectives thus harnessing their synergies. For Kalis [200:1] service delivery in a fragmented, uncoordinated fashion where various role players go about in the delivery of services in a unilateral manner without them being part of a comprehensive, coherent strategy would have great difficulty in responding meaningfully to needs. The Municipal Systems Act locates integration at the local sphere of government and hopefully it will address issues of duplication and joint planning if coordinated well.

Planning is critical in any organization. It is more critical in projects of the very nature of projects, which is temporal aimed at achieving a specific objective. Therefore there needs to be a carefully drawn up plan which can be implemented, monitored and performance of the projects monitored against the specific targets and time frames.

Knowles and Materu [1999:146] say that partnerships should be achieved as part of a climate of joint planning and a climate of mutual support rather than according to traditional donor-recipient relationships, and then it can be very beneficial.

Any development initiative is aimed at improving the quality of life of that particular group of people. Poverty alleviation cannot be done in isolation from other developmental issues like infrastructural services, health issues, educational requirements as well as access to both commercial and industrial centers. Therefore the location of any project should ensure that it is within reach of most of the above facilities for sustainability.

This is because projects do not operate in a vacuum but are affected by a wide variety of stakeholders which include stakeholders, clients/sponsors requirements, the company's organisational structure, market requirements, competitors, the new technology, rules and regulations. These will also include the possible supporters or beneficiaries of the projects, those who are likely to resist the projects. Therefore, that project manager/ project committee must have a thorough understanding of the project environment which may well be changing, thus continuously shifting the goal posts.

In the light of the above, steps should be taken to ensure that smooth, efficient, and effective delivery of projects clearly outlines:

- Project conception
- Project preparation
- Project implementation
- Project monitoring and evaluation and
- Development of the project into an SMME

One of the critical issues in project sustainability is co-ordination.

Co-ordination should happen at a local authority level since local authority is well placed to guard against short-term hazy plans and to ensure that long term and sustainable development. It can also engage a diverse range of local groups, NGOs, and businesses in the partnership. This should ensure that local communities are able to participate in decisions that will affect their lives as well as support the project, thereby facilitate sustainability.

Findings indicate that a lot of the projects need capacity building. It must be noted that high illiteracy rates exist in the province. There needs to be an involvement of the Department of Education and Culture at the early stages of the project to teach basic numeracy and literacy. This can only be done if there is a strategy as indicated earlier where the various role players can identify their roles and commit to achieve them.

It must also be noted that this kind of development cannot be rushed and it needs to be accepted that these are special projects who might not follow the normal project cycle in any project management literature as the management committees are not in any position during the initial stage to manage the project in a proper way. They need capacity building on basic literacy, training on financial management as well as management and project management. A lot of preparatory work will have to be done prior to funding.

It was important to note that in spite of the fact that business plans were not well known, the case studies revealed that they all had future goals which included establishing small businesses, accessing markets and getting contracts. This means that with the proper guidance, capacity building and revision of their current business plans these projects can become small businesses in future.

#### **6.5.5 Unrealistic time frames**

The findings of the research revealed that there are unrealistic time frames given for getting business plans from CBOs. This could be the reason for the fuzzy nature of the business plans. The study revealed that the unrealistic time frames make it impossible for real delivery to take place but officials are forced to compromise some critical issues prior to funding. This consequently results in poor planning as well as implementation and possibility of financial mismanagement and fraud as monies are expected to have been expended within every short and unrealistic time frame.

These findings also support, Everatt and Zulu [2000:13] that sustainable, community based development cannot be fast-tracked without suffering serious leakage as the poor are the most difficult to reach and organize in already poor communities and need more facilitation and capacity building than others.

#### **6.5.6 Funding criteria**

The funding criteria addressed the target group as in accordance with the original business plan however the duration for screening is very long and probably could be the reason for funds unspent in the 1999/2000 financial year.

Many people living in the rural areas are not organized and this is the first obstacle for rural communities to having access to funding.

There is also those that are organized but usually lack the skills and information necessary for gaining access to funding whether from government, development agencies, donors and business sponsorships particularly important is the capacity to put together convincing and realistic project proposals. The fact that most rural communities lack infrastructure further limit them as they cannot travel easily to offices which are usually thirty to forty kilometers away as they do not have money and transport is scarce. Access to telecommunication is also limited, making it further difficult in for them to be contacted if there are queries in their plans before funding resulting in rejection to some applications for failure to submit amended business plans on time. Access to banking facilities is a further impediment as it was reported to be a requirement for funding. Most CBO do not have a bank account and banks are not easily accessible in these communities. The most accessible bank account in rural communities in KwaZulu-Natal is Ithala and some funders want the other commercial banks as they have cheque accounts and Ithala does not have a cheque account.

From the research, it was clear that knowledge of officials sometimes play a part in funding. It is however critical also to note that from the employees' questionnaire little was indicated on facilitation. This somehow confirms that knowledge of the official plays a role on who gets funding. This could result in the project being funded by various government departments and those that can't mix with officials battling to get funding. It was also noted that facilitation was noted in the Public Works Programme as well as by the development consultant, Bhekamantungwa and Associates.

Lack of capacity and skills to put together a good business plan remain a serious barrier to access poverty alleviation funds and thus making training a critical challenge.

The private sector does not play a role during the screening as well as funding process. This needs to be addressed to ensure transparency in the funding process.

#### **6.5.7 Information on the programme**

From the officials there appeared to be a fair understanding of the programme but from the responses it was clear that there is a problem at community level on the understanding of the programme and information on the programme appeared that to be very limited. The case studies interviewees also had a limited understanding of the programme. It therefore becomes critical that government departments and the province engage in a communication strategy to educate communities on the poverty relief programme and market the programme.

Communication is critical from the project planning stage as it assist to bring all stakeholders on board and work with them from the initial phase of the project. This is mainly because projects are about people. Therefore there is a need for a clear communication strategy both from the departments as well as the project. Conflict and turbulence will at one point or another take place in any project but all these are pointers to poor communication.



Therefore communication has to be ongoing. At project level there appeared to be poor communication even on issues that relate to finances and this is a high potential area of fraud and the project falling apart. Communication is mainly ad hoc.

The project operates within an environment which is comprised of:

- Community- potential users or customers
- Sponsors
- Implementing agent
- Funding department
- Local government and traditional structures

With all these role players there are bound to be problems if there is no communication plan. Communication in this instance refers to both written as well as oral communication as both convey information. It must be noted as well that communication is a management skill critical for implementation. It is through communication that the strategic direction is shared, goals set and communicated to all and implementation monitored.

#### **6.5.8 Understanding of the programme by projects**

It appears that there is a fair understanding of the programme though the information might be limited to certain sectors of the population who include urban, peri urban and some rural areas especially those around the offices. Most respondents knew about programme through other people who knew about it.

This highlights a need for a communication strategy to ensure that consumers and staff can practice their right to access of information as enshrined in Constitution. This for Madlopha [1999:98] is a cornerstone to democracy and is enshrined in the Constitution [1996:15], Section 32 (1) (a) and states that, “everyone has the right of access to any information held by the state”.

The main targets of the poverty alleviation programmes initially were the youth, men, elderly, children and women.

The disabled and HIV/AIDS have not been targeted in the past except recently. The National Integrated Disability Strategy emphasize the notion of skills development for people with disabilities, promotes their self- reliance and participation in the economy.

It appears that also people who are known to government officials get funding. This could be two- pronged. It could be people who are current clients of the department and also those who are known officials on a private capacity.

Understanding of a project varied however the issue of ownership was not highlighted which could mean that project members don't see themselves as owners of the project but the departments who funded them. The requirements for funding were not clear. This could be attributed to the fact that the goal posts have been changed dramatically since the start of the poverty alleviation programmes. It would assist if the departments had fliers, which clearly communicate to the beneficiaries the requirements as well as the changes that have come into effect.

#### **6.5.9 Financial Management**

The Public Finance Management Act has come into effect and it is hoped that it will change financial management. However, there could be serious implications especially on financial accountability where money is transferred to CBOs who cannot manage funds under the proviso that government will monitor. The issue is who will be finally accountable in cases of financial mismanagement though there appeared to be low incidences of financial mismanagement.

Capacity building on financial management is critical as government is confronted with the challenge to alleviate poverty, which has to be matched with an efficient use of limited resources.

This further highlights the need for linkages between service delivery and resource planning and utilization and co-ordination of programmes.

Apparently there is no written procedure of dealing with financial mismanagement. This is an area of great concern as these are public funds and one cannot rely on the fact that staff know what needs to be done as employees change jobs quite often. Staff/ officials cannot also be held liable if they failed to follow procedure, as there is none. The PFMA is very clear on issues of financial misconduct and dedicated the whole of chapter 10 on this. This area will need urgent attention because of its nature.

Transparency on financial issues appears to be a concern. This could be as a result of the fact that there are no structured meetings during which the project committee reports on progress except during the work process.

#### **6.5.10 Project monitoring and evaluation**

Project monitoring differs from department to department as does financial accountability. Some departments handle the funds directly whilst others give them to projects. In some instances projects are visited monthly yet some have closed down without the funding department knowing. It would be interesting to know whether there are any monthly reports on these that have closed down.

It was positive to note that structures for monitoring exist at local level and management levels but one questions the capacity of these officials. This is based on the facts that the research also revealed that projects do not have multi-year plans aimed at assisting them to be self- sustainable. This appears to be an area of great concern as some of the groups have members that are illiterate and have been in existence for more than seven years. This highlights the need for the Department of Education to play a major role in ABET for these groups. However, this cannot be done unless there is integrated planning so that the Department of Education incorporate the groups in their plans.

### **6.5.11 Management styles**

The study also revealed that the management styles at provincial level are autocratic whilst at regional levels it is more democratic. This is in line with Madlopha [1999:98] where she found that management styles need to change to be more participative in decision making and more transparent.

### **6.5.12 General programme management**

Poverty alleviation is a political process in terms of policy determination [who can benefit]. This therefore, calls for knowledge and experience on how to target the correct people, how to select staff to deal with poverty alleviation, how to target potential international and local markets, how to package deals and finally how to negotiate. In some departments programme management is in the hands of officials who are well vested on policy issues with minimal competencies of business management.

This is an area of great concern especially because other departments like Public Works are working through an implementing agency. If this is a political process one wonders whether the implementing agency will have the same transformation objectives as government.

### **6.5.13 Impact of the programme**

The impact of the programme seems positive. This is mainly because of the skills transfer, that is, in spite of the fact that there might be a problem with profits but groups are empowered with technical and other skills that are critical for survival. Other people in the communities now want to get involved in such programmes.

The issue of job creation is a major challenge as the programme is far from creating jobs and monthly earnings. This could be attributed to a variety of factors, which include:

- registration in terms of the Procurement Act.
- quality of products
- lack of marketing and communication strategies

- products that are not consumer oriented
- products that are already in abundance

At this point projects haven't started to operate like businesses. This is mainly due to the fact that most projects aren't trained on business management as well as the fact that for them at this stage this is not a business but some way of making income. As a result, most projects are not earning money.

This could also be related to the fact that initially poverty alleviation was a fact-finding programme and most departments were not sure of the expertise required for projects to be sustainable. This is in fact emphasized by Everatt and Zulu 2001:3-4 when they talk about the three phases which include, the learning curve [1994- 1996], innovative and refinement [1996-1997/8] and delivery and stagnation [1998-2000+].

Apparently most people's financial status has not changed since their involvement in the poverty relief programme. It must be noted that the economic rate of return is usually delayed in development initiatives. In these projects this was not assessed during the initial stage therefore it becomes impossible to say what it should be. In spite of this, projects reported growth in as far as other business and social skills are concerned. There are, however, cases that one might refer to in these projects as good case scenarios for example KwaDindi Farmers Association and Harding Self Help case studies. For the KwaDindi project integration was evidenced from the beginning and can be used to motivate others. It also won the Community Builder of the Year Competition at a national level in 2001. As a result it is currently operating like a small-scale farm. Members in the Harding Self Help are currently earning a salary on a monthly basis though it is still minimal and have extended their services to arts and craft and a garden. They have already employed a person to sell their sewing products and pay her based on the sales made.

Poverty alleviation projects are aimed at job creation and reduction in unemployment rates. It is however unclear at the moment on the number of jobs created by the programmes especially in the Department of Social Welfare and Population Development. The Public Works Programme by its very nature makes this possible to quantify, though on a temporal basis. Jobs have not been sustained. This is in line with Everatt and Zulu [2001:34] when they say that the Public Works Programme has responded to locally articulated needs but then impact has tended to be limited and short-term because they have not been integrated within a broader planning framework and because the focus has been on providing social infrastructure (classrooms and community halls) rather than creating productive assets (markets or production facilities) for Public Works Programme to have impact beyond the creation of short term employment through social infrastructure projects, longer term programmes, targeted to the provision of infrastructure within the framework of hierarchy of service centres and including productive assets which link to local economic development initiatives, need to be set in place. For Burke [2001:2-3] a project has a start and finish (life-cycle). This is not particularly the case with welfare projects some of which have been ongoing for the past five years with no end date.

This again relates to planning could be a negative factor for sustainability as there are no particular milestones to be achieved by particular time frames.

Progress has been made to empower both project members and staff on various skills including technical skills, financial management and business management. Funding departments also continue to support, guide and monitor their implementation.

#### **6.5.14 Co-operative governance**

From the responses it is clear that there is a misinterpretation of cooperative governance. Officials confuse cooperative governance with partnerships. There are also no forums for both funded and unfunded projects; therefore there is minimal cooperative governance.

The private sector, except for the IDT, does not play a role in screening applications. NGOs could have a role in selection of projects to ensure transparency of such processes.

Chapter three of the Constitution reinforces cooperative governance by stating that although the three spheres of government are distinctive, they are dependent and interrelated. It further states that the spheres need to cooperate based on, the following principles:

- Cooperate in mutual trust and good faith
- Respect the constitutional status of each other
- Provide effective, transparent, accountable and coherent government for the republic as a whole
- Co-ordinate their actions and legislation with one another
- Adhere to agreed procedures
- Avoid legal actions against each other

Based on the above it therefore becomes imperative that government departments make this a reality.

#### **6.5.15 Constraints in realizing programme objectives**

Various constraints were raised in realizing programme objectives. According to the researcher, the following aspects are critical since they relate to project operations:

- Lack of human resources as well as necessary skills on the existing developmental workers
- Lack of business skills from project managers
- Delays in implementation
- Not working according to the planned budget
- Difficult to cluster projects from different amakhosi
- Process of obtaining quotations delays the process
- Unrealistic time frames from provincial office to regional offices

Government if it is committed to poverty alleviation will have to provide human resources with the competencies required by the job. If staff has already been appointed to these positions without the necessary competencies, training, development and mentoring of these officials will have to be undertaken.

The other aspects noted as constraint relates to planning and therefore proper management of the programme.

#### **6.5.16 Reasons why some projects fail**

Some projects fail for a variety of reasons, some of which are technical, management or environmental. With the limited time frames reported in the findings of this research, it makes it impossible for the facilitators to deal with these. Risks should be dealt with during the initial assessment of the project where a comprehensive analysis of social, environmental and other factors can impact negatively on the project. Some of the risks could include markets, risks, systems, competitors operational and stakeholders.

##### **6.5.16.1 Organizing**

Organizing is paramount to empowerment. People in rural areas currently battle to organize themselves into groups and explore opportunities for growth. Such a strategy would come up with plans for social mobilization.

Poor people usually do not have a voice therefore require networks and forums to discuss issues that affect them. In this way government will be forging partnerships with civil society and ensuring good governance.

Nel [1997:6] says that the skills of leadership, motivation, and team- building and conflict resolution are relevant to the management of projects. All these are critical to enhance staff performance as well as facilitate project functioning [at project level]



### **6.5.16.2 Capacity building**

Planning from the organisation's point of view makes it easy to know the kind of expertise required to accomplish the expected tasks. It is not clear whether the staff selected to engage in poverty alleviation in 1997 had the capacity required to perform the functions of development. This is especially this category of staff will have to have business management principles as the goal is to create SMMEs. The staff mainly came from the social work profession as well as being agricultural officers. The social work training does not include any business or accounting principles as part of training. It must, however, be noted that the Department of Social Welfare and Population Development did invest on these staff members in terms of capacity building but still only a handful have to date been trained on business management. This was evidenced by the poor designs and the skills needed to oversee/monitor poverty alleviation have been scarce as a result even the disbursements in the Department of Social Welfare and Population Development is done by IDT. The implementation and monitoring for the Public Works Programme has been done by IDT as well. The major question is how does government monitor an implementing agency if it does not have the competencies required for that programme? For Franks [1999:51-57], capacity building and institutional development are issues of importance in industrialized countries as much as in developing 81 transitional economies. It must therefore be done. Capacity building has been done on projects on various critical competencies but to a large extent has been hampered by literacy levels of the project members. As a result, some project members are currently being trained on ABET.

### **6.5.16.3 Mobilising markets**

From the case studies it was clear that projects needed markets for them to be sustainable. This to a large extent goes hand in hand with the quality of products produced, their uniqueness and quality control. This is the cornerstone of any business and requires an orientation of these projects on private sector approach to business.

The managers of the programme will require orientation on this to assist the project to become businesses in future.

## 6.6 HIV/AIDS

The HIV epidemic poses a direct threat to poverty alleviation as it forces communities into extreme poverty. The fact that government departments like

Social Welfare and Population Development are currently focusing on HIV in the poverty alleviation programme yet there are funds in social welfare services earmarked for HIV/AIDS could pose serious challenges especially if there is no integration as it could lead to duplication. The fact that the food production cluster is aimed at giving food to infected and affected. The biggest challenge is that this objective is against the normal business/ market principles. Producing food for another person to consume can never lead to sustainability especially in a non- kibbutz system. In fact this can de-motivate people willing to engage in ploughing for commercial purposes.

It is also a concern that the skills invested in the community as well as in departments on social development and poverty alleviation could be lost due to HIV/AIDS. Everatt, Jennings and Smith 2001's findings in Eversrat and Zulu [2001:21] indicate that research commissioned by the Department of public works showed that adults " who worked on the Community Public Works Programme and received training and who were meant to have been able to enhance local economic activity –are already dying of AIDS". Therefore planners in poverty alleviation programmes have to take this into account and ensure that there is continuous training.

Another question related to this is, whether food production is the line function of the Department of Social Welfare and Population and Development or Agriculture and Environmental Affairs. The White Paper of the Agriculture is clear about and locates food production as one of its responsibilities. On the other hand the Welfare White Paper has no aspect on food production.

This indicates an overlap of the Department of Social Welfare and Population Development on the core function of the Department of Agriculture and Environmental Affairs. The existence of a provincial strategy can assist to streamline these.

## **6.7 Linking growth and human development**

Growth has to be translated into human development if it is to benefit the poor and this link determines the structure and the quality of growth that is achieved. Government has an important role to play in ensuring that the benefits of economic growth translate into developing the capabilities of all South Africans in a sustainable manner.

According to the World Development Report [1992], more people today live longer, healthier and more productive lives than at any time in history. But the gains have been inadequate and uneven. More than one billion people still live in absolute poverty. In per capita terms, South Africa is an upper middle-income country but despite this relative wealth, the experience of most South African households, is of outright poverty or of continuing vulnerability of being poor. In addition, the distribution of income and wealth in South Africa according to the Poverty and Inequality Report [1988:5], is amongst the most unequal in the world and many households still have unsatisfactory access to basic infrastructure, transport facilities, education, health care, energy and clean water. This calls for the involvement of the relevant government departments.

## **6.8 CONCLUSION**

This chapter has highlighted positive aspects of the poverty alleviation programmes in the province. Areas that need attention for the programmes to be successful have been discussed. Some of the positive features relate to both staff and project members' empowerment, projects having developed into small businesses, the winning of the first prize of the National Community Builder of the year by one of the projects during the year 2001. It must also be noted that some of the other aspects involve motivating other people in the community to be engaged in such programmes and provision of fresh vegetables to the community as well as ensuring that communities do not travel long distances to buy particular products like uniforms.

The areas that need improvement at policy- making level, implementation and management of the programmes were highlighted. One remarkable issue was the lack of a provincial poverty alleviation strategy. Without the strategy the poverty alleviation programmes in the province are like a ship with a captain without a map. The destination [strategy], should guide their plans as well as implementation. A captain without a map can moved to whatever destination by anyone. So will the poverty alleviation programme in the province. Without the strategy, there is a danger of poverty alleviation programmes not achieving the desired results but being directed by other priorities either than provincial priorities. These could include the national government, funders as well as consultants based on their own priorities resulting in such programmes not making a major impact in the province. It was also clear that most of the energy is spent on implementation rather than planning. This results in fuzzy plans. Planning is the most critical stage to ensure project sustainability. The development of a provincial poverty alleviation strategy is therefore critical.

## **CHAPTER 7: CONCLUSIONS AND RECOMMENDATIONS**

### **7.1 Introduction**

The purpose of the research was to determine the existence of a provincial poverty alleviation strategy in KwaZulu-Natal, establish whether government departments involved in poverty alleviation in KwaZulu-Natal have departmental strategies and lastly to evaluate the implementation and management of poverty alleviation programmes. The results revealed the following:

The findings revealed that there is no provincial poverty alleviation strategy. As a result various pieces of legislation are used as the basis for the implementation of poverty alleviation in the province. This could have been influenced by the fact that nationally there is no poverty alleviation strategy and the fact that in the country only the Free State province has a Provincial Poverty Reduction Strategy.

### **7.2 RECOMMENDATIONS**

#### *7.2.1 Development of a poverty alleviation strategy*

It would also be recommended that a poverty alleviation strategy be developed as a matter of urgency to provide a framework for poverty alleviation in the province.

This emanates from the findings of the research that showed that government departments have different objectives that can easily complement each other but currently result in duplication. The existence of a strategy will ensure that there is one goal for the province and each sector will be contributing to its achievement with clear definition of roles.

### *7.2.2 Funding process*

From the findings there appeared to be a limited number of people involved in the funding process and it appears to be unstructured. The researcher is of the opinion that a proper funding committee need to be established with clear terms of reference. For transparency, it is recommended that NGOs be part of the funding process.

The beneficiaries in this programme are poor thus requiring prompt, effective and efficient service. The findings of this study indicate that the approval times are extended.

It would be recommended that initiatives aimed at improving service delivery be put in place to ensure:

- Approval times are reduced
- Dealing promptly with customer dissatisfaction and expectation

Cooperative governance is practiced to avoid confusion at operational level and for customers

### *7.2.3 Planning*

There appears to be poor programme planning resulting in business plans with no specific time frames and measurable indicators. There is also lack of integration during the planning stage which results in poor or no environmental scanning during the planning stage, poor risk assessment and this could lead to projects being unsustainable. Sufficient resources be invested in careful program design and preparation ensure very clear and measurable indicators and how these relate to the provincial and national objectives on poverty alleviation. This will also facilitate the identification of the role of each sector in poverty alleviation to prevent duplication and overlaps.

### *7.2.4 Integration*

The research revealed that there is integration that is not formalized. This integration also takes place after the implementation stage thus duplication still exist.

The researcher is of the opinion that integration needs to be formalized in a form of memorandum of understanding to ensure commitment and accountability.

It is also recommended that mechanisms be created to facilitate the active involvement and participation of all concerned especially the community and local government in decision making and ensure that the project is aligned as well as local community and local government plans.

#### *7.2.5 Facilitation*

The research revealed that CBOs generally lack the skills and information necessary for gaining access to funding whether from government, development agencies, donors or business sponsorship. There is lack of capacity to put together convincing and realistic project proposals as a result for example the Department of Social Welfare and Population Development has designed forms that are used for this purpose but the forms are still in English. It is recommended that capacity be build on this and that more work be done on facilitation which will enable the community to learn to write business plans on their own that they can understand and identify with.

#### *7.2.6 Capacity building of projects*

It is critical that staff and projects participants are trained on the basics of a project, project management and business management. This will foster mutual understanding on expectations between the funding department and the projects and the identification of the critical competencies required to run projects as well as small businesses.

This will assist both the project committees and members in achieving set objectives, better management of projects thereby contributing to project sustainability. It must however be noted that KwaZulu-Natal is a province with high illiteracy levels, therefore attempts the Department of Education must also play a pivotal role.

### *7.2.7 Project meetings*

From the findings of this research, there appeared to be no formal structured meetings in which projects update themselves on project functioning, achievements, challenges and working on new strategies of addressing the challenges. This also includes the status of funds of projects.

### *7.2.8 Communication*

Effective communication is essential in any organization as well as for any programme. It was apparent from the research that this area needs attention. In essence projects are about people therefore failure to communicate with people will result in project failure. It is therefore recommended that a communication strategy be developed and be updated regularly.

### *7.2.9 Procedure on financial mismanagement*

There needs to be a clear written procedure on financial management and financial mismanagement. Capacity building is critical to ensure proper financial management has to be done prior as well as after funding. This should be coupled with mentoring. This should also cover issues of transparency on financial issues as the research revealed lack of transparency at project level on financial issues.

### *7.2.10 General project management*

For better project management it is recommended that the programmes adopt an approach that breaks down the project into phases where each phase is evaluated. This will assist projects as well as staff monitoring to come up with achievable key performance indicators, which are time bound and measurable.

It allows for better management control, decision points and appropriate links to ongoing operations where each phase is marked by completion of one or more deliverables.



### *7.2.11 Poverty alleviation programmes impact*

Poverty alleviation is a process. It was found to be difficult to quantify the impact especially on monetary terms because of absence of data on the project members status prior to be involved in the poverty alleviation programmes. Positive impact is being realized but it is not enough. Therefore it is critical to know the status of project members prior to them getting involved in these programmes to make it possible to measure impact.

It is recommended that impact assessments be done regularly so that funding departments can use the findings to improve the implementation and management poverty alleviation programmes in the province.

### *7.2.12 Co-ordination*

The absence of a strategy and co-ordination results in different sectors developing strategies that are duplicative and not mutually reinforcing. There appeared to be minimal co-ordination of the programmes. This needs strengthening. Clarification will have to be ensured on the responsibility of co-ordination. Is it the provincial sphere of government or local government? The researcher is of the view that local government can be involved at the local level but poverty alleviation is not necessarily a local government function, therefore provincial government will have to co-ordinate these programmes.

### *7.2.13 Monitoring and evaluation*

Much as monitoring is done, the research in some instances this does not happen, as it should yet this aspect plays a major role in assessing effectiveness and efficiency of the poverty alleviation programmes.

This aspect requires strengthening. The researcher is of the pinion that projects need to be evaluated yearly to enable them to learn and grow.

### **7.3 CONCLUSIONS**

It is clear that the poverty alleviation programme challenges the old way of thinking if it is to be successful. It focuses on policy-making, governance, empowerment, planning, partnership strategic management, community participation, accountability and intergovernmental relations. All these are enshrined in the Constitution as well as the Public Finance Management Act. The findings are indicative of government strides to reduce poverty. Looking ahead poverty alleviation will continue to shift focus towards a phase approach and focus on real facilitation rather than dispersing of funds and monitoring their utilization and little focus on preparation of projects to own their emerging businesses. It will require human resource development both at project and organizational levels continuously as the dynamics and causes of poverty continue to change especially in the light of HIV/AIDS. Such an approach will add value both to government as well as the community based organizations and enable it to meet the real objectives of poverty reduction.

Focus need to be paid on the promotion of cooperative governance, intergovernmental relations, intra-governmental relations and every sector commit itself in a pledge against poverty in the province. This will facilitate the identification of roles and each sector begins to do something about poverty in the province, thus, a multi-faceted approach. This will ensure as well as a strategic focus to poverty alleviation. All this cannot happen unless there is a provincial strategy and it will require strong co-ordination at provincial level.

From this it is clear that a country or province that can be successful in attacking poverty is the one that can develop a strategy for poverty reduction which will provide a guiding framework for such programmes, have business and operational plans that are informed by the vision and mission of the strategy, as well as the needs of the communities being served, develop monitoring mechanisms and build capacity both of staff and communities for them to participate meaningfully in such programmes, ensure that coordination mechanisms are put in place at local, regional and provincial levels.

The multi-faced nature of poverty requires the involvement of all public and private sector but this be driven at government level and being guided by the democratic values of transparency, good and cooperative governance and belief in human potential.

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