THE IMPACT OF POVERTY REDUCTION PROGRAMMES
IN KING SABATA DALINDYEBO MUNICIPALITY

By

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degree of Masters in Development Studies in the Department of
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DECLARATION

I, Busisiwe Tando Tabiso Lujabe, student number 211260819, hereby declare that the treatise for Masters in Development Studies is my own work and that it has not been submitted for assessment or completion of any postgraduate qualification to another University or for another qualification.

Busiswe Tando Tabiso Lujabe
ACKNOWLEDGEMENTS

I wish to extend my sincere appreciation and gratitude to the following:

Firstly, I thank God, my Heavenly Father for giving me the strength and wisdom to complete this work; without Him in my life, this would not have been possible;

To my Supervisor; Professor Naas Ferreira, thank you for your guidance, professional advice and support. You made a valuable contribution to the success of this report.

To my family: Sutu, Bongani and Nomonde Lujabe, thank you for your unfailing support and encouragement;

And lastly, to my son Samkele, thank you for your understanding.
ABSTRACT

This study focuses on investigating the impact of poverty reduction programmes in improving the quality of lives of the people in the King Sabata Dalindyebo Local Municipality, in relation to interventions that have been implemented by the South African government to address poverty. The purpose of the study is to understand the situation in King Sabata Dalindyebo Municipality and come up with recommendations that will assist government to enhance delivery of poverty reduction programmes in order to improve the quality of life of the rural poor in King Sabata Dalindyebo Local Municipality.

The research methodology for this study is descriptive, sourced from available literature. Due to the restricted extent of the research, no empirical survey is conducted. A number of normative criteria that deal with the research problem are identified from the available literature from which findings are drawn and recommendations made.

The findings of the study show that; whilst significant progress has been made to address poverty through policy and legal frameworks and through implementation of poverty reduction strategies and programmes, there is a general consensus in literature that poverty is still widespread in South Africa and that activities put in place to reduce and eradicate it are not sufficiently translating into required outputs necessary for desired outcomes which ultimately impact on poverty. The study has identified the gaps that exist in service delivery as well as the challenges faced by government in effectively impacting on poverty through its poverty reduction programmes.

Based on the findings the study has made recommendations that will assist government to enhance service delivery so that poverty reduction programmes are conducted in an effective and efficient, integrated and coordinated manner which will cause government to achieve its desired outcomes.
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<tr>
<td>ANC</td>
<td>African National Congress</td>
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<tr>
<td>CAI</td>
<td>Consultancy Africa Intelligence</td>
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<td>CBO</td>
<td>Community Based Organisation</td>
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<td>CDE</td>
<td>Centre for Development and Enterprise</td>
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<td>CMIP</td>
<td>Consolidated Municipal Infrastructure Programme</td>
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<tr>
<td>CRDP</td>
<td>Comprehensive Rural Development Programme</td>
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<td>CRDPF</td>
<td>Comprehensive Rural Development Programme Framework</td>
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<td>CRSA</td>
<td>Constitution of the Republic of South Africa</td>
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<td>DBSA</td>
<td>Development Bank of Southern Africa</td>
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<td>DCFPE</td>
<td>Draft Conceptual Framework towards Poverty Eradication</td>
</tr>
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<td>DNPS</td>
<td>Draft National Poverty Strategy</td>
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<tr>
<td>DPLG</td>
<td>Department of Provincial and Local Government</td>
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<tr>
<td>DRDLR</td>
<td>Department of Rural Development and Land Reform</td>
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<tr>
<td>DSD</td>
<td>Department of Social Development</td>
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<tr>
<td>ECSECC</td>
<td>Eastern Cape Socio-Economic Consultative Council</td>
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<tr>
<td>EPWP</td>
<td>Expanded Public Works Programme</td>
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<tr>
<td>FBO</td>
<td>Faith Based Organisation</td>
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<tr>
<td>FHCS</td>
<td>Free Health Care Services</td>
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<td>FHISER</td>
<td>Fort Hare Institute of Social and Economic Research</td>
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<tr>
<td>GHS</td>
<td>General Household Survey</td>
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<tr>
<td>HDI</td>
<td>Human Development Index</td>
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<td>HPI-1</td>
<td>Human Poverty Index</td>
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<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
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<td>IMF</td>
<td>International Monetary Fund</td>
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<td>INP</td>
<td>Integrated Nutrition Programme</td>
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<tr>
<td>KSDLM</td>
<td>King Sabata Dalindyebo Local Municipality</td>
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<tr>
<td>MDGs</td>
<td>Millennium Development Goals</td>
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<td>MIG</td>
<td>Municipal Infrastructure Grant</td>
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<tr>
<td>NDP</td>
<td>National Development Plan</td>
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<tr>
<td>NGO</td>
<td>Non Governmental Organisation</td>
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• NGP  New Growth Path
• NIDS  National Income Dynamics Study
• NPO  Non Profit Organisation
• NSDP  National Spatial Development Perspective
• OECD  Organisation for Economic Cooperation and Development
• ORTDM  Oliver Reginald Tambo District Municipality
• PGDP  Provincial Growth and Development Plan
• PHC  Primary Health Care
• PSC  Public Service Commission
• PSNP  Primary School Nutrition Programme
• RDP  Reconstruction and Development Programme
• RSA  Republic of South Africa
• SMMEs  Small Micro Medium Enterprises
• Stats SA  Statistics South Africa
• SNP  School Nutrition Programme
• UNDP  United Nations Development Programme
• WOP  War on Poverty
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CHAPTER 1
INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

South Africa is still characterised by high levels of poverty and joblessness especially in its rural areas. One study using calculations based on National Income Dynamics Study (NIDS) data suggests that 47 percent of South Africans in 2008 lived below the poverty line: 56 per cent of blacks lived in poverty compared to 2 percent of whites, using an arbitrary income poverty line of R502 per capita (Gumede, 2010: 15). According to the Centre for Development and Enterprise (CDE), the unemployment rate in South Africa is 25 percent (Bernstein, 2011: 2). Poverty in South Africa has come to exist, to some extent, as an enduring reminder of the apartheid past and the need for development. The number of South Africans living below the poverty line, identified according to apartheid-era social categories, was calculated in the above study as 56 percent "black", 27 percent "coloured", 9 percent "Indian", and 2 percent "white" (Gumede, 2010: 15). The apartheid system forced much of the African population into rural reserves called “homelands” according to different black ethnic groups. The Eastern Cape Province, which comprises two of the former homelands, Transkei and Ciskei, is predominantly rural in character with approximately 68 per cent living in rural areas (Mfono, Ndlovu, Mlisa & Duma 2008: 1).

The Province of the Eastern Cape is one of nine provinces in South Africa. What is evident in the literature is that poverty is unevenly distributed amongst South Africa’s nine provinces. The highest poverty rates are in the Eastern Cape Province (Alemu, 2010: 8). According to the Assessment of the Eastern Cape Provincial Growth and Development Plan (PGDP) final report, the percentage of people in poverty in 2007 was 61.9 percent and 67 percent of the population of the Eastern Cape had an income of below R800 per month (Eastern Cape. PGDP, 2009: 24-25). The 2011 population estimates show the Eastern Cape Province as having the third largest population of South Africa’s nine provinces, constituting approximately 13,5 percent of the population (Statistics South Africa, 2011). Poverty is also unevenly distributed amongst the Eastern Cape’s District Municipalities, with the O.R. Tambo District Municipality having the highest poverty rates (Alemu, 2010: 9).
Since the democratic government came into power in 1994, it has shown its commitment in addressing the poverty inherited from the previous apartheid government in that one of its key priorities was to eradicate poverty. Over the last eighteen years, since 1994, government has developed several policies and programmes, and has passed several pieces of legislation to provide an environment conducive to poverty reduction. The 1994 Reconstruction and Development Programme (RDP) formed the basis of government’s attempt to attack poverty and deprivation. Government translated the RDP into policies and programmes. For example, the White Paper on the Reconstruction and Development Programme (RDP), focused mainly on improving the standard of living and quality of life for all South Africans and thus creating a sustainable democracy. The White Paper prioritised poverty eradication, the access to land and the provision of basic services to vulnerable groups (RSA, White Paper, 1994). The provision of basic services emanates from the Bill of Rights that is enshrined in Chapter 2 of the Constitution of the Republic of South Africa (Act 108 of 1996). The South African Constitution’s Bill of Rights provides that everyone should have the “right to have access to housing, health care services, sufficient food and water and social security.” The study examined several other national, provincial and local municipal policy and legislative frameworks related to poverty reduction which are discussed at length in Chapter 2 of the literature review.

South African Government policy recognises the multi-dimensional nature of poverty, as evidenced by its attempts to address poverty through poverty reduction programmes by various departments, for example; The Department of Social Development’s Social Security; Social Relief programmes and War on Poverty Programmes; The Department of Rural Development and Land Reform’s Comprehensive Rural Development Programme (CRDP); The Consolidated Municipal Infrastructure Programme (CMIP); The Department of Public Works’ Expanded Public Works Programme (EPWP). The study also examined definitions of poverty and poverty reduction as well as some of the poverty reduction programmes implemented by various government departments to local communities. These are discussed at length in Chapter 2 of the literature review.
Whilst significant progress has been made to address poverty through policy development, legal frameworks and through implementation of poverty reduction strategies and programmes, 18 years after 1994, government is still challenged by poverty (NDP, 2011) and confronted with the need to reduce it by half by 2014, i.e. within the next two years, in line with its commitment to the Millennium Development Goals (MDGs) and its vision for 2014 (Eastern Cape. PGDP, 2009). According to the MDG Report (2010), one of the indicators of progress towards the achievement of the MDGs is the effective and equitable delivery of public services (RSA, MDG Report, 2010).

The findings of the Public Service Commission (PSC) report on an audit of government poverty reduction programmes reveal that although the government’s poverty reduction programmes have largely been allocating funds to the neediest areas in the country, the impact of some of them seems to be limited, especially amongst the ultra poor in rural areas. It further identifies certain concerns that have been raised about poverty reduction programmes which include poor coordination, poor integration of service delivery, lack of proper processes, exclusionary practices and a lack of monitoring and evaluation (PSC, 2007: 4). Also, from recent past years to date, South Africa is witnessing a series of service delivery protests, many of which ended in violence, by very poor communities who allege poor delivery of basic goods and services (Ozoemena, 2010). Improvement in service delivery thus remains a priority for the South African government. There is an urgent need to enhance the quality of public service delivery.

In an attempt to address the above research need, this study focused on investigating the impact of poverty reduction programmes in improving the quality of the lives of the people of KSD Local Municipality, in relation to interventions that have been implemented by the government to address poverty. The study sought to identify what gaps exist in service delivery as well as what challenges are faced by government in effectively and efficiently planning, coordinating and implementing poverty reduction programmes. The study intended to make recommendations that will assist government to enhance service delivery so that poverty reduction programmes are conducted in an effective and efficient, integrated and coordinated manner which will result in government achieving its desired outcomes.
According to the DBSA study findings on measuring poverty, deprivation and progress in service delivery in the Eastern Cape Province (ECP), poverty is unevenly distributed amongst the Eastern Cape’s District Municipalities with the O.R. Tambo District Municipality having the highest poverty rates (Alemu, 2010: 8, 9, 11). The O.R. Tambo District Municipality is comprised of seven local municipalities, one of them being the King Sabata Dalindyebo Local Municipality (KSDLM). Due to the vastness of the problem and the extensive nature of the geographical area of O.R. Tambo District Municipality, this study is focused exclusively on KSDLM.

1.2 PROBLEM STATEMENT

The main problem statement is that; the population of King Sabata Dalindyebo Local Municipality (KSDLM) predominantly lives in poor living conditions due to poverty; followed by the following sub-problems.

- **Sub-Problem 1**

The KSDLM consists of two urban cities, Mqanduli and Mthatha. Even though Mthatha is an important regional centre when compared to the other seven local municipalities of the O.R. Tambo District Municipality, widespread poverty and unemployment in KSDLM continue to exist. The KSDLM Integrated Development Programme (IDP) (2012-2015) shows that Household income within KSD remains depressed with 61 percent earning less than R3500 per month. The low levels of household income reinforce the poverty levels within the municipality and are largely reflective of high levels of unemployment (KSD IDP 2012-2015: 87).

- **Sub-Problem 2**

Despite government interventions to reduce poverty, poverty reduction programmes do not filter down to the people of KSDLM in a coordinated and integrated way in order to achieve the desired outcomes. The IDP (2012-2015) again shows that levels of poverty within KSDLM are decreasing, but they still remain very high. The percentage of people living below the poverty line was 59 percent in 2008 from 64 percent 13 years earlier. Similarly the municipal Human Development Index (HDI) was 0.48 in 2005 before slipping to 0.47 in 2008 (KSD IDP 2012-2015: 87).
1.3 KEY QUESTIONS PERTAINING TO THE RESEARCH

This study sought to provide answers to the following questions.

- What is the role that has been played by government in addressing poverty in KSDLM?
- Are poverty reduction programs currently beneficial in improving the quality of life of the rural poor in KSDLM?
- How can poverty reduction programmes be enhanced in order to improve the quality of life of the rural poor in KSDLM?
- What can be done to ensure effective and efficient planning and co-ordination in the implementation of Poverty Reduction Programmes so as to improve the quality of life of the rural poor in the King Sabata Dalindyebo Local Municipality?

1.4 THE RESEARCH AIMS AND OBJECTIVES

The overall aim of the study was to investigate the impact of poverty reduction programmes in improving the quality of life of the rural people of KSDLM.

The objectives of the study included:

- To explore what poverty reduction programmes are implemented;
- To identify the challenges faced by government in effectively and efficiently implementing poverty reduction programmes.
- To ascertain previous research and literature on the impact of poverty reduction programmes;
- To extract selected normative criteria from the literature;
- To make recommendations that will assist government to enhance service delivery so that programmes to reduce poverty are developed and implemented to improve the quality of life of the people of KSDLM.

The goal:

- To understand the situation in KSDLM and come up with a strategy to supplement what has already been done.
1.5 SCOPE AND SCALE OF RESEARCH

The research was conducted in King Sabata Dalindyebo Local Municipality. KSDLM is located in the north east of the Eastern Cape Province. The municipality comprises four amalgamated entities comprised of both Mthatha and Mqanduli urban and rural magisterial areas and measures approximately 3019 square kilometres. The city of Mthatha is an important regional service centre and tourism gateway city on the N2 National road 220km to East London to the west, and 450km from Durban to the east. The other important road link is the R61, with Queenstown 200km away also linking the wild coast to the south. There are roughly 94 177 households within KSD, the majority of who are in rural areas (KSD IDP, 2012-2015: 7, 72)

Due to the vastness of the poverty problem and the extensive nature of the geographical area of O.R. Tambo District Municipality, as well as given the limitations of the Guided Research Report, the researcher has decided to limit the scope of the study to focus exclusively on one local municipality, using KSDLM as a microcosm of the larger O.R. Tambo District Municipality’s poverty problems.

1.6 RESEARCH METHODOLOGY

The research methodology for the study is descriptive, sourced from available literature. Due to the restricted extent of the research, no empirical survey was conducted. A number of normative criteria that dealt with the research problem were identified from the available literature, from which findings were drawn and recommendations made.

1.6.1 Literature search

Secondary data was collected from a review of existing literature and documents, namely:

- Government departments e.g. Social Development , Agriculture, etc. - Strategic Plans, Conceptual and Legislative Framework related to poverty reduction, Programmes and Projects;
- Municipalities e.g. King Sabata Dalindyebo Local Municipality - the socio economic profile including service delivery progress of KSDLM that has already been documented; Household surveys done;
• United Nation’s (UN) and SA Millennium Development Goals (MDGs);
• Library - Peer reviewed materials, other research that has been previously conducted - research reports, theses, dissertations, treatises, journals and books on definitions of poverty, causes of poverty, theories, strategies and best practices in poverty reduction.
• Internet – such as information on demographics from Statistics South Africa; National and Eastern Cape Province’s policy and strategy documents on poverty reduction namely:
  ➢ 1994 Reconstruction and Development Programme (RDP)
  ➢ 1996 Constitution of the RSA and Bill of Rights
  ➢ 2004 Expanded Public Works Programme (EPWP)
  ➢ 2004 - 2014 EC Provincial Growth and Development Plan (PGDP)
  ➢ 2006 - Accelerated and Shared Growth Initiative (ASGISA)
  ➢ 2008 - National Spatial Development Perspective (NSDP)
  ➢ 2008 - Anti-Poverty Framework for South Africa
  ➢ 2008 – EC Draft Conceptual Framework towards Poverty Eradication
  ➢ 2008 - War on Poverty Programme (WOP)
  ➢ 2009 - Comprehensive Rural Development Programme (CRDP)
  ➢ 2010 - New Growth Path (NGP)
  ➢ 2010 - Draft National Poverty Strategy (DNPS)
  ➢ 2011 - National Development Plan (NDP).

1.7 RECOMMENDATIONS AND CONCLUDING REMARKS
This study intends to make recommendations that will assist government to enhance service delivery so that poverty reduction programmes are conducted in an effective and efficient integrated and coordinated manner which will cause Government to achieve its desired outcomes.

1.8 SUMMARY
This Chapter gives an introduction and background to the study and describes how more recent literature shows that poverty and unemployment are still widespread in South Africa. It also shows how the South African government, since the advent of the democratic government in 1994, has made poverty reduction one of its key priority issues. Government has set targets for itself to reduce poverty by half in
2014, in line with its commitment to the MDGs. Several policy and legislative frameworks, strategies and programmes on poverty reduction have been introduced and implemented by government at National, Provincial and Local Municipal level in order to overcome the challenge of poverty. Whether government will meet its targets or not is still debatable given some findings from literature that interventions put in place to reduce poverty are not translating sufficiently into required outputs necessary for desired outcomes which ultimately impact on poverty, especially in impoverished communities which most recently have been protesting against poor service delivery by government. Improvement of service delivery by government thus remains a priority. An urgent need exists to enhance the quality of public service delivery. The study sought to address this research need in investigating the impact of poverty reduction programmes in the KSDLM. The study sought to make recommendations that will contribute to the improvement of the quality of public service delivery, which forms the basis of Chapter 2.

Chapter 2 explores in depth the poverty reduction legislation and policy framework as well as poverty reduction programmes which have been developed and implemented, particularly in local communities in South Africa. Relevant literature on poverty and the reduction of it is also explored to provide the theoretical framework for the study.
CHAPTER 2

IMPROVED QUALITY OF PUBLIC SERVICE PROVISION IN POVERTY REDUCTION

2.1 INTRODUCTION

The main focus of this chapter is on improved quality of public service delivery. Literature pertinent to the concept of poverty and poverty reduction is reviewed. The theoretical and empirical causes of poverty that are of particular relevance to South Africa as well as interventions aimed at addressing poverty are outlined. The legislative and policy framework pertaining to poverty reduction in South Africa beyond 1994 is explored, at national, provincial and local level. The chapter also explores state funded poverty reduction programmes by different departments and finally focuses on the socio-economic profile of King Sabata Dalindyebo local municipality in relation to its demographics, household income, rate of unemployment, as well as service delivery progress.

2.2 THEORETICAL FRAMEWORK FOR POVERTY REDUCTION IN SOUTH AFRICA

A number of theories exist for development. These include; Growth and Modernization theory, Radical Structuralism and Dependency Theory, Neo-Marxist and Marxist Perspectives and Critique, the Regulation Approach, Business Systems Approaches and the Basic Needs Approach. For the purposes of this study, a broad view of economic development and underdevelopment as well as a Basic Needs Approach is taken.

2.2.1 Defining Poverty

In defining poverty, authors such as Burkey (1993: 3-4), May (1998: 3) and Kehler (2001: 1) appreciate the definition of poverty which takes the basic needs dimension of poverty. May (1998: 3) defines poverty as “the inability of individuals, households or entire communities to command sufficient resources to satisfy a socially acceptable minimum standard of living.” Kehler (2001:1) points out, drawing on May(2000: 21), that this approach reflects one way of conceptualising and measuring poverty and inequality, where “objective social indicators such as income levels,
consumption expenditures, and housing standards, together with subjective indicators, such as attitudes, needs and perception of social conditions can be used to determine levels of poverty and inequality.” Burkey (1993: 3-4) further classifies poverty in terms of absolute poverty and relative poverty. He refers to a definition by a group of development workers in Uganda who define absolute poverty as “the inability of an individual, a community or a nation to satisfactorily meet its basic needs.” Relative poverty is defined by this group as “the condition in which basic needs are met, but where there is an inability to meet perceived needs and desires in addition to basic needs” (Burkey, 1993: 3-4). The Public Service Commission in consultation with other stakeholders in South Africa have adopted a similar definition of poverty, that “an individual or household is said to be in a state of poverty when they have no income or have an income below the standard of living or are unable to meet their basic human needs” (PSC, 2007: 15(3.1)). This definition of poverty from a basic needs dimension appears to have informed the development of policies and programmes towards poverty reduction in South Africa as will be discussed later in this chapter.

It appears that deciding on a definition of poverty is critical because whatever definition is used serves as a benchmark against which poverty reduction policies and programmes that are currently in place in South Africa can be examined. It is also necessary to note that the concepts used to define poverty determine the methods employed to measure it. In essence this implies that in order for the South African government’s poverty reduction policies and programmes to be more effective, they need to be informed by the perceptions of the poor themselves, of how they conceptualise poverty as well as what government defines as poverty in the South African context. As Everatt (2005: 24) points out, failure to define poverty directly impacts on delivery. If poverty is undefined, programmes lack focus. Kanbur and Squire in Everatt further state that the definition of poverty drives the choice of policies (Everatt, 2005: 24).

It is against this background, that for the purposes of this study, despite the different definitions by voluminous studies on poverty that have been conducted, a basic needs perspective in defining poverty is preferred. Basic needs refer to those things that an individual must have in order to survive as a human being. Essentially, these are clean water, adequate and balanced food, clothing, shelter, sanitation, public
transport, health and education (Burkey, 1993: 5). The basic needs view is comprehensive since it firstly, is derived from the perceptions of the poor on how they conceptualise poverty as they are the ones targeted for poverty reduction interventions. For example, Wilson and Ramphele (1989: 14) quote a statement by Mrs Witbooi of Philipstown, defining poverty as “…not knowing where your next meal is going to come from, and always wondering when the council is going to put your furniture out and always praying that your husband must not lose his job…” (Mrs Witbooi quoted in Wilson & Ramphele, 1989: 14). Secondly, it also derives from how the South African government defines poverty, as developers and implementers of poverty reduction policies and programmes.

2.2.2 Causes of Poverty

A vast range of causal factors are identified in literature. Alcock (1997: 36) states that “If we can identify the causes of poverty, then that should give us a basis to develop a policy response to it”. This in essence means that understanding the causes of poverty is essential to comprehend the problem and to eventually design proper policies and programmes to address it. Hulme, Moore & Shepherd (2001: 23) provide a useful framework for examining a few of these causes that are pivotal in a South African context. These can be classified under the following categories, namely; Historical, Social, Economic, Environmental and Geographical. Policies and programmes addressing these causal factors address them simultaneously most of the time (Hulme et al. 2001: 23).

2.2.2.1 Historical Causes of Poverty

*Colonialism and Apartheid:* It is evident from literature reviewed on poverty that South Africa’s historical circumstances have shaped the present configuration of poverty and inequality. Historically, poverty is seen to arise from centuries of colonial and apartheid oppression wherein indigenous populations were systematically robbed of their land, their productive assets, their cultural heritage and their self-respect (Aliber, 2001: 5). Terreblanche (2002: 18) adds that this historic disinheritance of the vulnerable and poor has been exacerbated and entrenched by contemporary political and economic conditions.
2.2.2.2 Economic Causes of Poverty

*Unemployment and lack of sufficient income:* The transformation of the South African economy has been slow and consequently it has failed to create a sufficient number of jobs. The unemployment rate in South Africa is at an average of 25 percent (Bernstein, 2011: 2). This implies that currently the major cause of poverty in South Africa is unemployment and a consequent lack of sufficient income. Income is viewed as “that which is obtained as a reward for labour or services that are rendered” (Olivier, 1994: 45). This brings us to the point of basic human needs in a market economy. In any market economy, such as the South African economy, Olivier argues that individuals and families must have enough income-generating employment to afford an adequate diet, unless they produce their own food. Olivier further states that the individual or family without the means to buy food, health services and medicine or the equipment to construct shelter, to pay for education, water, firewood or electricity, and the like, can suffer from effects of poverty (Olivier, 1994: 46). Klasen & Woolard (1997) in May (2000: 83) indicate six categories of the unemployed poor, namely; poorly educated rural unemployed (28%); poorly educated unemployed (13%); young unemployed with no labour market experience (36%); long-term unemployed with no labour market experience (6%); those with labour market experience and some education (15%); highly educated unemployed poor (1%) (May, 2000: 83).

*Inequality:* Income growth has not resulted in a decline in South Africa’s historically high levels of inequality. Todaro and Smith (2011: 220) assert that inequality is a critical factor in understanding the severity of poverty and the impact of market and policy changes on the poor. The economic inequality in South Africa still remains one of the highest in the world with a Gini Coefficient that is estimated at 0.69 (Bhorat & Van der Westhuizen, 2009: 9). Estimations based on National Income Dynamics Study (NIDS) data suggest that the black population group has the lowest Human Development Index (HDI) at 0.63 compared to that of whites of 0.91; the Human Poverty Index (HPI-1) is too high at 31.2. The HPI-1 combines measures of life expectancy, child nutrition status, access to improved water sources and income. Human Development and Human Poverty Indexes differ significantly by location and
predominantly rural provinces have a lower HDI and a higher HPI (Gumede, 2010: 15).

2.2.2.3 Social Causes of Poverty

*Lack of food:* Food is considered to be the most basic need of human beings. The access to food and a balanced diet is essential for long-term survival. Since the earliest times of mankind, food is the most precious resource. According to a General Household Survey conducted in 2010, an estimated 21.9 percent of South African households had inadequate or severely inadequate access to food. Food access problems were the most serious in the North West where 33.3 percent of households had inadequate or severely inadequate food access. They were followed by KwaZulu-Natal (26.9%), Northern Cape (26%), Free State (23.6%), Limpopo (20.6%) and Eastern Cape (20.3%) (Statistics South Africa, 2010: 6 (2.12)).

In analysing food as a causal factor of poverty, a whole range of interrelated factors come into play. There are interrelated factors such as household income, agricultural production versus population growth, distribution of food, malnutrition, and food-aid (Olivier, 1994: 56). The latest empirical research according to Todaro and Smith (2011: 296) shows adverse impact of high population growth on food, education, health, poverty and inequality. For example feeding the world’s population is made more difficult by rapid population growth, which also causes educational expenditures to be spread more thinly, lowering quality for the sake of quantity.

*Lack of basic services:* The lack of access to services experienced by the poor often contributes to the difficulty entailed in moving out of a state of poverty (Armstrong, Lekezwa & Siebrits, 2009), and the provision of basic social services such as health and education, enhances people’s capabilities, which are necessary for securing a minimally adequate quality of life that is essential for poverty reduction (Tibandebage in Pressend & Ruiters, 2008: 73). This implies that poverty is influenced whether or not basic social services are available or accessible. Ozoemena (2010) concurs with this view and states that: “manifestations of poverty include limited or no access to education, increasing mortality and morbidity from illness, chronic ill-health, homelessness and inadequate housing, and unsafe environment.” She further states that: “inadequate housing and homelessness significantly affects the poor, erodes
their dignity and undermines social justice and development.” Government has made the provision of basic services to the poor its responsibility and its commitment is enshrined in its legislations and policies, for example in the Constitution of the Republic of South Africa (Act 108 of 1996: 1255, 1257(26, 27, 29)) and in the Reconstruction and Development Programme (RDP). This will be covered at length under the legislative and policy framework later in the chapter.

2.2.2.4 Environmental/Situational Causes of Poverty

Hulme et al. (2001: 23) cite low quality natural resources, environmental degradation and natural disasters as contributing to poverty. For example the negative effects of natural disasters like hailstorms, floods, fire and drought could lead to poverty if not managed properly.

Geographical Location: Research on poverty shows that poverty is concentrated in rural areas. For example, the Eastern Cape Province, which comprises two of the former homelands, Transkei and Ciskei, is predominantly rural in character with approximately 68 per cent living in rural areas (Mfono, Ndlovu, Mlisa & Duma 2008: 1). The percentage of people in poverty in 2007 was 61.9 percent and 67 percent of the population of the Eastern Cape had an income of below R800 per month (Eastern Cape, PGDP 2009: 24-25).

2.2.3 Interventions Aimed at Addressing Poverty

Henriot (2002: 6) in the Public Service Commission Report (2007: 15 (3.2)), makes distinction between interventions aimed at addressing poverty, namely; poverty alleviation, poverty reduction and poverty eradication. He defines poverty alleviation as “the work of lessening the suffering of the poor, meeting their immediate pressing needs with welfare handouts and social security, providing safety nets, dealing with widows, orphans, the elderly and the handicapped. This is basically charitable assistance.” He further defines poverty reduction as “the task of lowering the numbers of those living below the poverty line and eliminating them from the rolls of the deprived. This involves providing people with jobs which pay wages above the poverty line, providing health and education services, providing credit for small business enterprises and other opportunities to rise above the poverty line. This is
basically, commitment to development” (Henriot, 2002: 6 in the PSC Report, 2007: 15(3.2)).

The Public Service Commission Report (2007: 17(3.3)) points out that the term ‘poverty reduction’ is used to describe programmes and projects that have a focus on “improving the livelihoods or quality of life of individuals and households with no income, with an income below the standard of living or who are unable to meet their basic human needs.” The report further clarifies between a project and a programme by defining a poverty reduction project for example, as “a systematic process of activities aimed at achieving a decrease in the number of individuals or households that are unable to meet their basic needs.” On the other hand, a poverty reduction programme has a cost parameter and a time defined for its development, defined as “a portfolio of projects related to the common objective of reducing poverty in a specific functional area. The projects combined under one programme benefit from the consolidated approach.” (PSC, 2007: 16 (3.2)).

Poverty Eradication is defined as “the challenge of restructuring society so that there is no longer growing poverty and absolute numbers of the impoverished decrease to minimal exceptional cases. This calls for planning – for setting priorities, for shifts in power, for restructuring society, for radical social and economic changes. This is basically the transformation of society through policies based on justice, compassion and inclusiveness.” (Henriot, 2002: 6 in PSC Report, 2007: 15(3.2)).

Poverty eradication is the aim of government in the long term, poverty reduction in the medium and poverty alleviation in the immediate to short term, depending on the target group (RSA, Draft Anti-Poverty Strategy 2010: 5 (12)). The general observation, however, is that, of all the interventions generally used in South Africa, poverty reduction, which is suitable for the purposes of this study, is the broadest and most generic.

2.3 LEGISLATIVE FRAMEWORK FOR POVERTY REDUCTION IN SOUTH AFRICA AFTER 1994

Since 1994, the South African government has passed several pieces of legislation and has developed several policies and programmes to provide an environment
conducive to poverty reduction. An overview of a selection of these legislations is first given below followed by the policy framework thereafter.

2.3.1 The Constitution of the Republic of South Africa Act 108 of 1996

The South African Constitution reflects priorities regarding poverty eradication in the provisions for socio-economic rights. The Constitution highlights the “right of all citizens to have an access to basic level of services, such as adequate housing, health care services, sufficient food, water, social security and education…if they are unable to support themselves and their dependents.” This is enshrined in the Bill of Rights, Chapter 2 of the Constitution section 26, 27 and 29 (RSA, Act 108 of 1996: 1255, 1257 (26, 27, 29)). Section 195 of the Constitution states that:

“Public administration must be governed by the democratic values and principles enshrined in the Constitution, including the following principles: A high standard of professional ethics must be promoted and maintained. Efficient, economic and effective use of resources must be promoted. Public administration must be development-oriented. Services must be provided impartially, fairly, equitably and without bias. People’s needs must be responded to, and the public must be encouraged to participate in policy-making. Public administration must be accountable. Transparency must be fostered by providing the public with timely, accessible and accurate information. Good human-resource management and career-development practices, to maximise human potential, must be cultivated. Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation” (RSA, Act 108 of 1996: 1331(17)).

2.3.2 Municipal Structures Act 117 of 1998

The Constitution of the Republic of South Africa Act 108 of 1996 granted Local Government the legal and constitutional basis for service responsibility as a sphere of government “distinctive, interdependent and interrelated with the National and Provincial spheres (RSA, Act 108 of 1996: 1267 (40)). The Municipal Structures Act 117 of 1998 enables the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities. The Act’s preamble
states that: “municipalities are to fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development and encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives” (RSA, Act 117 of 1998: 2, 4(12)).

2.3.3 The Social Assistance Act 13 of 2004

Since the Constitution of the Republic of South Africa (Act 108 of 1996: s 27(1) (c)) provides for the “right of access to appropriate social assistance to those unable to support themselves and their dependants.” The Social Assistance (Act 13 of 2004: 2), provides for the “administration of Social Assistance and payments of grants.”

2.4 POLICY FRAMEWORK FOR POVERTY REDUCTION IN S.A. AFTER 1994

The Constitution has established three spheres of government, namely; national, provincial and local, which are distinctive, interdependent and interrelated (RSA, Act 108 of 1996: 1267 (40)). National government provides policy frameworks within a function (norms and standards), overall planning and essential coordination. Provinces are primarily responsible for public service delivery. They have different demographic and economic profiles and a differing capacity to fulfil their Constitutional responsibilities. According to the Municipal Systems Act (32 of 2000: 2) municipalities at local level are responsible for the provision of services to communities. An overview of policies pertaining to poverty reduction as per the three spheres of government, are outlined below. But, the outlining of the relevant policies cannot be done without first mentioning the Reconstruction and Development Programme (RDP) which formed the basis of government’s attempt to attack poverty and deprivation (ANC, 1994: 15 (2.2.2).

2.4.1 The Reconstruction and Development Programme (RDP) 1994

The RDP became the first policy framework drawn by the ANC-led alliance in consultation with other mass organisations with the purpose of drafting the vision of transforming South Africa. The first key priority policy programme outlined in the RDP is ‘Meeting Basic Needs’ of people, namely; jobs, land, housing, water, electricity, telecommunications, transport, a clean and healthy environment, nutrition, health care and social welfare. These included “redistributing land to landless people,
building over one million houses, providing clean water and sanitation to all, electrifying 2.5 million new homes and providing access for all, to affordable health-care and telecommunications” (ANC 1994: 1, 7 & 8 (1.4)). Hanival and Maia (2008: 3(2.1.1)) state that the implementation of the RDP’s full vision depended on access to substantial resources requiring complementary policy initiatives. Government translated the RDP into policies and programmes as follows:

2.4.2 The White Paper on Reconstruction and Development 1994

The RDP became translated into an actual programme of government as a White Paper on Reconstruction and Development with the task of setting out strategies for the implementation of the RDP (RSA, 1994: 6(0.4)).


The White Paper for Social Welfare (RSA, 1997: 49) highlights the eradication and alleviation of poverty through “investing in social security with an unbiased distribution of resources to those in need through quality, accessible and appropriate social services to promote individual, family and community well-being and empowerment.” The paper heralds a shift in policy from the previous “welfare” principles to an expanded position that seeks to promote “developmental social welfare principles”. It also highlights promotion of social rights especially those of women and children. Maistry and Vasi (2010: 6(1.1)) state that South Africa is one of the few countries in the world to have adopted a social development policy framework for welfare in line with the United Nations Declaration on Social Development and the proposals of the World Summit for Social Development in Copenhagen in 1995.

2.4.3 White Paper on Local Government 1998

must focus its efforts and resources on improving the quality of life of communities, especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people.”

2.4.3 The National Indigent Policy 2005

The Indigent Policy (RSA, 2005: 5, 13) is aimed at including those currently excluded from access to basic services, through the provision of a social safety net. The policy has a framework for how this could be achieved at local government level. The policy “seeks to address the problem of institutional exclusion by facilitating the reform of the systems of local government in ways that ensure the inclusion of the poor in ways that will guarantee their access to affordable basic services.”

2.4.3 The New Growth Path 2010

The New Growth Path Framework was launched in 2010 with the purpose of “creating decent work, reducing inequality and defeating poverty through a new growth path founded on a restructuring of the South African economy to improve its performance in terms of labour absorption as well as the composition and rate of growth.” The strategy sets out critical markers for employment creation and growth combining macroeconomic and microeconomic interventions. (RSA. New Growth Path, 2010: 1). In the State of the Nation Address (Zuma, 2012), President Zuma mentioned that during 2011, a total of 365 000 people were employed. This he attributed to the mobilisation of government’s social partners, namely; business, labour and the community sector, in working with government in implementing the New Growth Path. This was done by mainstreaming job creation in every government entity including state owned enterprises and by strengthening social dialogue and cooperation between government, business and the community sector. Accords have been signed by government, business and labour on procurement, skills development, basic education and the green economy.

2.5 POLICY FRAMEWORK FOR POVERTY REDUCTION IN E.C. AFTER 1994

2.5.1 E.C. Provincial Growth and Development Plan 2004 – 2014

The Eastern Cape Provincial Growth and Development Plan (PGDP) is the overall socio-economic plan for the Eastern Cape. The Policy framework aims to provide a
stimulus for transformation and sets out six core objectives, namely; agricultural transformation, poverty eradication, manufacturing diversification, infrastructure development, transforming the public sector, and developing human resources. An assessment of the PGDP was done in 2009. The core observation of the assessment is that while there have been improvements in some key socio-economic indicators since 2004, the PGDP has not yet had the desired impact on the lives and well-being of people in the Eastern Cape. The report states that while poverty has been reduced marginally, nearly seven out of ten people are still living in poverty. It also indicates that service delivery indicators such as water and sanitation show positive movement, but that there are massive backlogs across a wide range of socio-economic measures. One of the findings of the assessment is that there is too little coordination and collaboration among departments and spheres of government (Eastern Cape. PGDP, 2009: 9, 63).

2.6 POLICY FRAMEWORK FOR POVERTY REDUCTION AT LOCAL LEVEL

2.6.1 Guidelines for the implementation of National Indigent Policy at local level

The guidelines for implementation of the indigent policy provide municipalities with options for the development of their indigent policies. Municipalities are expected to customise the guidelines to suit their specific situations. The guidelines apply specifically to the Free Basic Services programme within municipalities. This includes free basic water, 6 kilolitres of water per household per month; free basic sanitation, three or more kilolitres of water for water-borne toilets in urban areas and ventilated pit latrines in the rural areas; free basic energy, paraffin or bio-ethanol gel and solar energy to indigent beneficiaries who are residing in non electrified areas and free basic refuse removal. In most cases, those indigent households that are in the rural areas have a low income and are part of the indigent, demographic cohorts that access these services through the Local Government (South Africa. Department of Provincial and Local Government, 2006: 9). The term ‘indigent’ means ‘lacking the necessities of life’, this means anyone who does not have access to the above services is considered indigent. These are in particular vulnerable groups, among them rural women, children, people living with HIV/AIDS and other diseases, the disabled and the elderly. (South Africa. DPLG, 2006: 12).
2.6.2 The impact of pro-poor legislation and policies

There seems to be a general consensus from literature reviewed about poverty reduction legislation and policies. For example, Buffel (2007: 168) argues that in terms of policy and legislative framework, the South African government is not lacking, that its glaring weaknesses are to be found in the implementation of policies and service delivery. Ozoemena (2010) concurs with Buffel (2007: 168), stating that most of the existing policies are not well implemented and hence do not benefit the maximum number of citizens. Sokupa (2010) argues that as long as central government policies are not coordinated sufficiently and then implemented carefully through the administrative apparatus down to the local government level, the current crop of problems like incompetent administrators, non-responsive decision-makers and corrupt officialdom, will emerge and entrench themselves.

National and Provincial policies are implemented at departmental level and they guide departments to ensure that the needs of the people are being addressed in their programmes. The following are poverty reduction programmes which are driven and implemented by a single department as well as those which are driven by a specific department but are implemented by a number of national and provincial departments with functional responsibilities allocated to each of these departments.

2.7 POVERTY REDUCTION PROGRAMMES IN SOUTH AFRICA AFTER 1994

2.7.1 Social Security Programmes

The social security programmes fall under the category of programmes which are implemented by single departments, which in this case, is the Department of Social Development (DSD). Social security programmes are based on the system of social grants that are in place for certain categories of vulnerable persons according to the Social Assistance (RSA. Act 13 of 2004), which provides the legislative framework for the provision of social assistance grants (e.g. the Old Age, Disability, Child Support, Foster Care Grants and Grant-in-Aid). Presently, government has dramatically increased the proportion of public resources allocated to social spending. Income support to vulnerable households through social security and social assistance grants has increased from R10b in 1994 to R104.9b in 2012 (Gordhan, 2012). According to the findings of a General Household Survey (2010), social grants
benefit approximately 28.4 percent of individuals in South Africa (Statistics South Africa 2010: 20(7)). In the Eastern Cape Province, almost two-thirds of individuals are dependent on social grants, the highest percentage of households receiving grants being in the O R Tambo District Municipality, where 75.1 percent of households receive one or more grants (Bank, Minkley & Kamman, 2010: 20).

A study on trends in South African Income Distribution and Poverty since the fall of Apartheid highlights the importance of social assistance grants as a source of income for many households in South Africa. Findings show that poverty is seen to improve markedly due to government grants and that this effect became stronger between 1993 and 2008 and especially between 2000 and 2008. This time period accords with the substantial roll-out of the child support grant. The study concludes that without government grants poverty would worsen over time rather than improve (Leibbrandt, Woolard, Finn & Argent, 2010: 45 (108)). This view is supported by the World Bank and IMF, who acknowledge that social safety nets for the most vulnerable are necessary to avoid human disasters (World Bank, 2001). Hanival and Maia (2008: 5(2.2)) confirm that the incidence of poverty has fallen, particularly since 2000, with the real income of the poor increasing and nearly 15.6 million people currently receiving social grants (Gordhan, 2012).

According to the General Household Survey conducted in 2010, nationally, salaries (62.4%) and grants (44.9%) were received by the highest percentages of households. Provincially, Western Cape (74.7%) and Gauteng (74.2%) had the highest percentage of households who earned an income from salaries. Grants were more prevalent than salaries as a source of income in Limpopo (58.2%), Eastern Cape (56.2%), Northern Cape (52.2%) and Free State (51.5%). About a third of households in Eastern Cape (37.6%) and Limpopo (33.1%) selected social grants as their households’ main source of income (Statistics South Africa, 2010: 5 (2.11)). Maistry and Vasi, however, warn against the creation of dependencies among welfare-service users and call for community self reliance. They also allude to challenges that have been encountered by the Department of Social Development with respect to service delivery of social grants, specifically in the rural areas, which include access to grants, lack of capacity and effective administrative systems and
processes, fraud and corruption; discrimination and grant cancellations (Maistry & Vasi, 2010: 39 (1.10)).

While the expansion of social grants has brought much-needed relief for many trapped in poverty, Armstrong, Lekezwa & Siebrits (2009), argue that lasting progress in the battle against poverty and its manifestations, requires accelerated economic growth and fundamental reform of the South African education system. Poverty affected 66.3 percent of those who had no schooling and 59.9 percent of those who had not completed primary schooling (Armstrong, Lekezwa & Siebrits, 2009).

2.7.2 Education

The South African government acknowledges that “expanding and improving the educational system to reduce the earning differentials and in turn improve the earning potential of the poor, improve access of the poor to available job opportunities and accelerate growth is fundamental” (RSA, Draft Anti-Poverty Strategy, 2010: 8 (11)). Education is one of the key interventions government uses to reduce poverty. The Constitution guarantees basic education to all South Africans.

According to the ECSECC Report (2011), there were 2 026 000 people aged 20 years and older in South Africa with no education in 2010. Of these, 307 000 people (15.2%) were in the Eastern Cape (ranked third in the country). KwaZulu-Natal is ranked first, with the highest number of people with no schooling, representing 23.1 percent of the total in RSA; and the Western Cape is ranked last, with the lowest number of people with no schooling, representing 3.6 percent of the total in RSA (ECSECC, 2011: 5(2)). The findings of the General Household Survey (GHS) 2010 show that nationally, 72.8 percent of persons aged 7 to 24 were attending educational institutions. After the steady increase in attendance rates between 2002 and 2007, the GHS 2010 found a slight decline in attendance rates relative to 2007 in all provinces except Gauteng. This is attributed to the poor state of the economy. A lack of money for fees remains the primary reason for a large proportion of individuals in this age group who were not studying. As many as 45.2 percent of 7–24-year-olds in KwaZulu-Natal and 38.8 percent in the Eastern Cape who were not studying during 2010 blamed ‘a lack of money’ for not studying. The data also
suggest that the ‘No fee’ school system and other funding initiatives were beginning to show its effect. The percentage of learners who reported that they paid no tuition fees increased from 0.7 percent in 2002 to 54.6 percent in 2010 (Statistics South Africa 2010: 3 (2.1)).

2.7.3 Health

In terms of section 27(2) of the Constitution of the Republic of South Africa Act 108 of 1996, the State must “take reasonable legislative and other measures within its available resources to achieve the progressive realisation of the right of the people of South Africa to have access to health care services, including reproductive health care; …provide for a system of cooperative governance and management of health services, within national guidelines, norms and standards, in which each province, municipality and health district must address questions of health policy and delivery of quality health care services” (RSA, Act 108 of 1996: 1255 (27)).

Health protection programmes including the Primary Health Care (PHC) programme provide free healthcare for certain vulnerable groups, including pregnant women and children under six. The Integrated Nutrition Program (INP) and Primary School Nutrition Program (PSNP) target vulnerable communities, groups and individuals from poor households, for nutrition interventions and provide nutrition education. Free Health Care Services (FHCS) and the Protein Energy Malnutrition Scheme provide assistance for people with special needs including Home-based/Community Care. The Home-Based/Community-Based Care Programme is for children and families infected and affected by HIV and AIDS. The programme, funded through conditional grants, aims to implement effective and affordable home/community-based care and support models that are integrated with poverty-alleviation programmes, in order to meet the basic needs of families and children living with HIV and AIDS. (RSA. Draft Anti-Poverty Strategy, 2010: 8-10(13-19, 24-29)).

The General Household Survey (GHS) 2010 reveals that in the Eastern Cape, the majority (87.9%) of people are not covered by medical aid. Of those not covered by medical aid, 94.0 percent are black and have to rely on the nearest facility i.e. public clinics and public hospitals. This results in a heavy demand on medical services in public hospitals which are already understaffed. The GHS (2010) highlights three
main challenges that the users of these public health facilities experience: “the waiting period is too long, drugs that are needed are often not available, and health staff members are rude, uncaring and impatient” (Statistics South Africa 2010: 17 (5.1)).

2.7.4 Expanded Public Works Programme (EPWP) 2004

EPWP was launched in 2004 with the purpose of creating employment opportunities for the poor and the vulnerable. It is defined as a nation-wide programme to draw significant numbers of the unemployed into productive work accompanied by training so that they increase their capacity to earn an income. This is done through integrated and co-ordinated labour intensive methods for public sector delivery of infrastructure projects and service provision (South Africa. Department of Public Works, 2005: 9). In a joint partnership between the Department of Public Works and the Business Trust of South Africa, R100 million for example was committed by Business Trust for management support at all levels of government over the period March 2005 to March 2010. According to a quarterly progress report of the Expanded Public Works Support Programme (South Africa, Department of Public Works & Business Trust, 2010: 2 (1.1)), the EPWP Unit was able to report that 482 742 work opportunities were created, which was said to be closer to the 500 000 target that had been announced by President Zuma in the State of the Nation Address on 3 June 2009.

Despite this positive performance, the model of the EPWP has received some criticisms. McCord (2007: 9), states that the selection of a model for the EPWP which is based on short-term employment and training to promote ‘employability’, is not appropriate in the South African context of structural unemployment, where unemployment is attributable mainly to a shortage of jobs rather than problems relating to the supply side of the labour market. The study further states that the supply side approach to the problem of unemployment has been widely criticized as inefficient even in OECD countries where unemployment rates are far lower than in South Africa. The study further states that, given these findings, the appropriateness of the EPWP strategy as a means of delivering social protection to the unemployed poor is questionable (McCord, 2007: 9).
2.7.5 War on Poverty (WOP) 2008

Government launched the War on Poverty (WOP) Programme in 2008. The War on Poverty Programme is an instrument of coordination, alignment, support and supervision of anti-poverty initiatives in order to make as much as possible an impact on households and communities living in poverty. The Programme emanated from an increasing realisation that the country needs a more integrated, coordinated and targeted approach to poverty reduction if the goal of halving poverty by 2014 is to be achieved. Anti-poverty “war rooms” in all nine provinces have been established with the aim of alleviating poverty in deprived communities. WOP uses a household based approach to address poverty (ARDRI, 2011: 16).

A War on Poverty Programme was piloted in Lubala Village, Lusikisiki in the Ngquza Hill Municipality in the Eastern Cape Province. The Campaign is to be subsequently scaled up to cover 1 128 of the most deprived municipal wards in the country by 2014. In a report of an evaluation for the Lubala War on Poverty Programme conducted by ARDRI (2011: 44), findings show that the objective of the WOP Programme to eradicate poverty in the Lubala village was not achieved. Despite the size and scale of the programme, there are families that were left untouched by the programme and who did not benefit at household level from all the projects that were implemented. This was attributed to extensive limitations and shortcomings in the way the programme was designed and that in some cases it was the political influence behind the programme which gave it momentum. The evaluation report cites that the programme has some sustainability issues that may affect it in the long term, mostly because of the limited planning before the implementation of the programme. The evaluation findings show that the programme is likely to collapse once external support is withdrawn and the community has to manage it themselves, and that it also had no buy-in from the various stakeholders involved in it (ARDRI, 2011: 44).

2.7.6 Comprehensive Rural Development Programme (CRDP) 2009

In 2009, when President Zuma became the president of South Africa, the strategic objectives and targets of government for the period 2009-2014 changed and particular emphasis has been placed on rural development. The overall purpose of
rural development is to improve the quality of life of rural households, enhancing food security through a broader base of agricultural production and exploiting the varied economic potential of each area. A Department of Rural Development and Land Reform (DRDLR) was introduced, and this culminated in the development of a Comprehensive Rural Development Programme (CRDP), aimed at being an effective response against poverty and food insecurity by maximizing the use and management of natural resources to create vibrant and sustainable communities. This, according to the DRDLR, will be achieved through a three-pronged strategy based on a coordinated and integrated broad-based agrarian transformation; strategically increasing rural development and an improved land reform programme (South Africa. Department of Rural Development & Land Reform, 2009: 1).

The Minister of Rural Development and Land Reform, inspired by an article in a newspaper about the levels of poverty in the Greater Giyani Municipal area, selected the municipality as a pilot project for the implementation of a Comprehensive Rural Development Programme (CRDP). A study of the CRDP in the Greater Giyani municipality, with specific reference to Muyexe village, was conducted. The study reports successful implementation of the CRDP with several developmental projects such as the introduction of a mobile clinic, the renovation of schools, the building of 350 RDP houses, a satellite police station, the Thusong Community Centre and other projects that have been implemented since the inception of the project. According to (Maake, n.d.: 23-24), some of the challenges encountered are outlined as follows:

- The absence of the framework for Comprehensive Rural development – this implied that everything was going to start from scratch;
- The lack of proper institutional arrangements for the project which at times tended to create confusion and possible tensions amongst stakeholders;
- The poor coordination of the contribution by the various stakeholders which at times led to communities being isolated from the project drivers;
- The absence of a clear indication of available budget resources for some of the identified projects.
2.7.7 Consolidated Municipal Infrastructure Programme (CMIP)

The Consolidated Municipal Infrastructure Programme (CMIP) is designed to further the aims of the RDP, through the provision of bulk, connector and internal services; and community services and facilities in support of needy South Africans, in ways that enhance the integration of previously divided areas. CMIP also aims to enhance the development impact of the delivery process by focusing, for example, on the transfer of skills, the promotion of small, medium and micro-sized enterprises (SMMEs), the use of labour-intensive construction methods, and the maximising of job-creation opportunities. CMIP makes available capital grants to municipalities to provide services and facilities such as water, roads, storm-water drainage, solid waste disposal, community lighting, clinics, cemeteries and multi-purpose community and sports facilities to needy South Africans. The ranges of services for which these funds can be used, are set out in the CMIP handbook. However, each municipality, in consultation with the beneficiary community and as part of the Integrated Development Planning (IDP) process, must determine the package of services, as well as the level of services, to be provided (Department of Provincial & Local Government. CMIP, 2001: 3).

It is reported that by March 2003, six million households, which previously had no access or limited access to a basic level of service, were benefitting from the CMIP, receiving water, sanitation, roads, storm water, solid waste and community lighting facilities (South African Yearbook 2003/2004: 33 in Hollands & Mageza 2010: 24-25). Most of the criticisms levelled at the CMIP programme relate to institutional failing and the capacity of the officialdom, which are not necessarily a reflection on the programme itself. Municipal incapacity, poor planning and misguided budget prioritization have often resulted in under-utilized and poorly maintained/vandalised infrastructure and as a consequence, inferior services (McIntosh Xaba & Associates, 2003). In a recent study on basic service delivery and local government, Hollands and Mageza (2010: 42) describe the CMIP/MIG programme as based on very broad developmental goals that have distracted from a more fundamental imperative, namely to ensure that value and service is obtained from every Rand spent on basic services infrastructure. There appears, however, to be no long-term mechanism in place to ensure that the corrupt awarding of infrastructure projects is stopped, that
successful bidders have the skills and equipment to do the job and that every aspect concerning sustainability, including appropriate technology and cost/maintenance inputs required of the community are carefully considered prior to construction. They further argue that local municipal autonomy is currently and in practical terms, more about shielding corruption and incompetence than providing the constitutional space for local leaders and communities to make informed choices about policy and service options (Hollands & Mageza, 2010: 42).

2.7.8 The impact of poverty reduction programmes

The findings of the Public Service Commission (PSC) report on an audit of government poverty reduction programmes reveal that although the government’s poverty reduction programmes have largely been allocating funds to the neediest areas in the country, the impact of some of them seems to be limited, especially amongst the ultra poor in rural areas. It further identifies certain concerns that have been raised about poverty reduction programmes which include poor coordination, poor integration of service delivery, lack of proper processes, exclusionary practices and a lack of monitoring and evaluation (PSC, 2007: 4).

The findings of the PGDP assessment also indicate that service delivery indicators such as water and sanitation show positive movement, but that there are massive backlogs across a wide range of socio-economic measures. One of the findings of the assessment is that there is too little coordination and collaboration among departments and spheres of government (Eastern Cape. PGDP, 2009: 9, 63).

2.7.9 Assessing poverty levels since 1994

It is important as part of this study to assess whether pro-poor policies and programmes that are being put to effect in South Africa are moving people out of poverty and improving their well-being both in the short and in the long term. In assessing South Africa’s performance in terms of poverty levels in the post-apartheid period, it will be useful to structure the discussion around two sub-periods: 1995 – 2000 and then the post-2000 period. Various studies have attempted to give an estimate of the extent of poverty and have yielded results that are at variance with each other. Available estimates with regard to the prevalence of poverty in post Apartheid South Africa vary depending on the poverty line and the data that has been
used. Regarding the first sub-period (1995 – 2000) a series of studies have found evidence for an increase in poverty over this time. For example, UNDP (2004), Van der Berg and Louw (2004) and Van der Berg et al. (2006) in Leibbrandt et al. (2010:17-18) assert that poverty stabilized or declined over this period. However none of this work argues for a notable improvement in poverty over this sub-period. UNDP reports that while the extent of poverty appears to have declined slightly, the depth of poverty (measured by the poverty gap) increased, particularly when using lower poverty lines. On the other hand, Statistics South Africa (2002) and Hoogeveen and Özler (2006) in Leibbrandt et al. (2010:17-18) differ with the above findings arguing that poverty increased between 1995 and 2000. Hoogeveen and Özler (2006) estimate that 12.6 million South Africans were living on less than PPP$1 per day in 1995 compared to 14.4 million in 2000 and that 22.9 million South Africans were living on less than PPP$2 per day in 1995 rising to 25.2m in 2000 (Leibbrandt et al. 2010:17-18).

Despite the debates on the shifts in poverty and inequality, there seems to be a consensus position in the first five years after democracy, i.e. in the period 1995 – 2000 that, using a range of realistic poverty lines, and relying on the income and expenditure surveys of 1995 – 2000 together with a range of unofficial or less than satisfactory datasets, income levels have not changed significantly (Bhorat & van der Westhuizen (2009: 1). For the period beyond 2000, van der Berg et al. (2006) in Leibbrandt et al. (2010:17-18) suggest that the poverty rate fell quite dramatically between 2000 and 2004. They estimate that there were 18.5 million poor in 2000 and this fell to 15.4 million in 2004. Van der Berg et al. (2008) in Leibbrandt et al. (2010:17-18) again at the R250 per capita per month poverty line confirm the same trends with poverty headcount ratios for 1993, 1995, 2000 and 2004 being 50.1 percent, 51.7 percent, 50.8 percent and 46.9 percent respectively. In addition per capita real incomes of individuals in the poorest two quintiles rose by more than 30 per cent during 2000-2004. He argues that, while the magnitude of this rise may be debatable, it should be borne in mind that this period coincides with a large increase in social grants. Van der Berg et al. (2006) in Leibbrandt et al. 2010:17-18) point out that the total income received by the poorest two quintiles in 2000 amounted to R27 billion and that government subsequently increased its annual social grant payment.
bill by R22 billion (in constant 2000 Rand terms). Most of these grant payments would have been received by individuals in the bottom two quintiles of the income distribution which provides a strong expectation of some improvement in the incomes of the poor (Leibbrandt et al. 2010: 17-18). Hoogeveen and Özler (2006) in Leibbrandt et al. 2010:17-18) concur with van der Berg et al. on an improvement in poverty levels after 2000.

Government has set targets to reduce poverty by half by 2014 in line with achieving the Millennium Development Goals (MDGs). The target according to MDG 1 is to reduce poverty by half by 2015 (South Africa. MDG Report, 2010: 23). It is still an open question whether these targets will be achieved. According to the MDG report (2010), one of the indicators of progress towards the achievement of the MDGs is the effective and equitable delivery of public services.

2.7.10 General Service Delivery Progress at National and Provincial Level

According to Bank, Minkley and Kamman (2010: 55), the assumption is that there exists a correlation between poverty and service delivery on two levels. Where services are accessible, poverty causes financial barriers to access. Secondly, where services do not exist, it is very difficult for households to develop and escape the poverty or deprivation trap. Therefore, the relationship between service delivery and poverty is complex. One’s initial approach needs to be based on an assessment of whether households have access to services or not (Bank, Minkley & Kamman, 2010: 55). Seidle (1995:11) declares certain criteria for quality delivery of public services, namely; responsiveness, accessibility and reliability. In terms of access to basic services, progress is as follows:-

2.7.10.1 Access to Basic Services

The General Household Survey conducted in July 2010 shows a steady progress in people’s access to housing, electrification, water, sanitation, refuse removal etc. For example, the percentage of households living in formal dwellings, whose dwellings were fully owned, increased from 53.1 percent in 2002 to 58.1 percent in 2010 with 18.9 percent of South African households living in ‘RDP’ or state-subsidised dwellings. Residents have, however, raised concern about the quality of subsidised
houses and 17.2 percent said that the walls were weak or very weak while 17.9 percent regarded the dwelling roof as weak or very weak. More than 30 percent of households in the Western and Eastern Cape reported problems with the quality of their walls and roofs. The percentage of households connected to the mains electricity supply has increased relatively consistently from 76.8 percent in 2002 to 82 percent in 2010. Even though 89.3 percent of South African households have access to piped water, the situation is not necessarily universal. Less than three-quarters, 73.9 percent of households in the Eastern Cape have access to piped water. However, the situation has improved significantly since 2002 when only 56.8 percent had access. Nationwide the percentage of households with no toilets or bucket toilets decreased from 12.6 percent in 2002 to 6.1 percent in 2010. Provinces with the highest percentage of no toilet facilities/bucket users include: the Eastern Cape (16.8%), Limpopo (8.8%) and the Northern Cape (7.1%). The percentage of households that used the refuse disposal services of their municipality increased steadily from 57.8 percent in 2002 to 62.2 percent in 2006 before falling back to 59 percent in 2010 (Statistics South Africa, 2010: 4-6).

Despite progress that has been made, South Africa has seen waves of service delivery protests from its poorest and most marginalised citizens. Some of these protests resulting in violence. Townships in South Africa are literally burning up with mass protests against poor service delivery and the slow pace of development in their communities. The people are angry with government for not fulfilling most of the promises made to them during election campaigns (Ozoemena, 2010).

Even though there seems to be a general consensus amongst researchers and academics that a problem exists with respect to service delivery, there is, however, an ensuing debate on why there is a problem. While some point to factors which contribute to poor service delivery as emanating from “the degree of corruption, institutional capacity constraints relating to appropriate skills and staff, lack of transparency, dysfunctional ward committees, lack of accountability by councillors and municipal officials, lack of public participation in issues of governance, failure to comply with municipal legislation and other by-laws, failure to prioritize community needs and IDP and budgeting processes not aligned, tensions between the political and administrative sections of the municipalities and weak financial viability of the
municipalities” (IDASA, 2010): others blame it on the politics of funding and a lack of funding for deprived communities, and argue for a real equitable distribution of state revenue to less endowed municipalities. For example, Makgetla (2006) in Sokupa (2010) asserts that government has not treated municipalities equally, and that the distribution of spending per resident varies enormously with the metropolitan areas. The richer districts spending is up to 30 times more than that in poorer municipalities and that moreover poorer municipalities have not had equal access to government grants, to the extent that the more affluent municipalities had, for infrastructure and other priority spending. The question is whether increased spending in rural and poverty stricken municipalities will by themselves solve the institutional hindrances to better service delivery.

Having focused on service delivery progress at national and provincial level, it is imperative that service delivery progress at local municipal level be examined next, with specific reference to the King Sabata Dalindyebo Local Muncipality (KSDLM) as the focus area of this study. But firstly the socio-economic profile of KSDLM will be outlined.

2.8 SOCIO-ECONOMIC PROFILE OF KING SABATA DALIDYEBO LOCAL MUNICIPALITY

The KSDLM is made up of four amalgamated entities comprised of both the Mthatha and Mqanduli urban and rural magisterial areas. There are 35 wards in the municipality, of which 10 are situated in urban and semi-urban areas and 25 in rural areas. KSDLM is one of the seven local municipalities within the O R Tambo District Municipality. It measures approximately 3019 km² in extent. The Municipal Council and administration of the KSDLM are based in Mthatha (KSD IDP, 2012-2015: 7).

2.8.1 Population

According to Table 1 below, the total population of KSD municipality in 2008 was 438108 of which 433023 i.e. 99 percent are Africans. In the 13 years since 1995 the KSDLM population has grown by 18.4 percent or at an annual average of 1.4 percent. (KSD IDP, 2012-2015: 85-86).

<table>
<thead>
<tr>
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</tr>
</thead>
<tbody>
<tr>
<td>Black African</td>
<td>370,681</td>
<td>424,646</td>
<td>426,579</td>
<td>427,646</td>
<td>433,023</td>
<td>438,401</td>
</tr>
<tr>
<td>Coloured</td>
<td>1,992</td>
<td>2,469</td>
<td>2,538</td>
<td>2,612</td>
<td>2,657</td>
<td>2,702</td>
</tr>
<tr>
<td>Indian/Asian</td>
<td>600</td>
<td>596</td>
<td>605</td>
<td>617</td>
<td>616</td>
<td>616</td>
</tr>
<tr>
<td>White</td>
<td>1,465</td>
<td>1,617</td>
<td>1,701</td>
<td>1,799</td>
<td>1,812</td>
<td>1,825</td>
</tr>
<tr>
<td>Total</td>
<td>374,738</td>
<td>429,328</td>
<td>431,424</td>
<td>432,674</td>
<td>438,108</td>
<td>443,543</td>
</tr>
</tbody>
</table>

Source: ECSECC

2.8.2 Poverty Rate

The KSDLM IDP (2012-2015) shows that levels of poverty within KSDLM are decreasing but remain very high. The percentage of people living below the poverty line has declined to 59 percent in 2008 from 64 percent 13 years earlier, as shown in Table 2.2 below. Similarly the municipal Human Development Index (HDI) improved since 1995 to 0.48 in 2005 before slipping to 0.47 in 2008. (KSD IDP, 2012-2015: 87).

Table 2.2: Poverty Indicators for KSD Municipality

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Population Below MLL (%)</td>
<td>64.4%</td>
<td>60%</td>
<td>59%</td>
</tr>
<tr>
<td>Human Development Index (HDI)</td>
<td>0.45</td>
<td>0.48</td>
<td>0.47</td>
</tr>
</tbody>
</table>

Source: ECSECC

2.8.3 Household Income

Household income within KSD remains depressed with 61 percent earning less than R3500 per month. The low levels of household income further reinforce the poverty levels within the municipality and are largely reflective of high levels of unemployment (KSD IDP, 2012-2015: 88).

2.8.4 Unemployment

According to the KSDLM IDP (2012-2015), the total number of unemployed individuals in KSDLM is 51 567, whereas the total number of employed individuals is 46 913, of which 42.1 percent were employed in the community services sector (KSD IDP, 2012-2015: 7). It is recorded that in 2007 the KSD labour force (15-64) was
made up of roughly 229 668 people or 53 percent of the total population. Of these, 28 percent (66 158) were employed; while only 15 percent (35 944) fell in the category of the unemployed. A staggering 127 566, or some 55 percent of the labour force was classified as not economically active (KSD IDP, 2012-2015: 89).

2.8.4 Service Delivery Progress at KSDLM

The provision of services to communities is the main responsibility of local municipalities. Chapter 7, Section 151(3) of the Constitution of the Republic of South Africa Act 108 of 1996 stipulates the municipality’s rights to govern on its own initiative the local government affairs of the community subject to national and provincial legislation (RSA, Act 108, 1996). Service delivery is defined as “the provision of public activities, benefits or satisfactions.” Services relate to the provision of tangible goods and to intangible services themselves (Venter et al. 2007:148).

2.8.4.1 Access to Social Grants

According to the KSD IDP (2012-2015), 34 percent of people in the municipality are dependent on social grants. While social grants have made an immense contribution towards the alleviation of severe poverty, the high dependency on them is an indication of lack of economic opportunities. In 2007, the child support grant accounted for 69 percent of the grant of the municipal total (KSD IDP, 2012-2015: 92).

2.8.4.2 Access to Household and Community Services

Table 2.3 below shows that in 2007 water service delivery backlogs stood at 48 percent, which translates respectively to 19.5 percent and 9.6 percent of OR Tambo and the EC provincial backlogs. At roughly 32 percent, the KDS sanitation backlog accounted for 20 percent of the OR Tambo DM and 7 percent of the provincial backlog. KSD electricity backlogs were around 30 percent in 2007 while refuse removal stood at 74 percent (KSD IDP, 2012-2015: 93).
Table 2.3: RDP Service Levels by Function (2007)

<table>
<thead>
<tr>
<th>Service</th>
<th>Current Levels</th>
<th>Backlog (%)</th>
<th>Backlog as % of ORTDM</th>
<th>Backlog as % of EC Province</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water</td>
<td>51.9</td>
<td>48</td>
<td>19.5</td>
<td>9.6</td>
</tr>
<tr>
<td>Sanitation</td>
<td>68.3</td>
<td>31.6</td>
<td>19.9</td>
<td>6.9</td>
</tr>
<tr>
<td>Electricity</td>
<td>70</td>
<td>29.9</td>
<td>16.1</td>
<td>5.1</td>
</tr>
<tr>
<td>Refuse Removal</td>
<td>25.7</td>
<td>74.2</td>
<td>21.3</td>
<td>7.2</td>
</tr>
</tbody>
</table>

Source: Stats SA

2.8.4.3 Challenges to Service Delivery in KSDLM

According to the findings of a study on an investigation into the service delivery challenges in the KSDLM, the following challenges were listed: Lack of capacity; lack of financial resources to implement service delivery strategy; lack of machinery and equipment; infrastructure backlogs; poor participation of sector departments in the IDP and human resource to run IDP programmes; corruption and nepotism in which tenders are given to friends and relatives who have no capacity to execute the tender; and unstable political and administrative leadership among others. (Gwayi, 2010: 92; 100 (4.2; 5.3.1)). The findings of the study reiterate what is articulated in a paper by IDASA (2010) on the State of Local Government and Service Delivery in South Africa, that a significant number of municipalities do not have the managerial, administrative, financial and institutional capacity to meet the rising needs of local people. The paper also points out the corruption, financial mismanagement and non-compliance with financial legislation common in most municipalities (IDASA, 2010).

2.9 SUMMARY

This chapter has presented a review of relevant literature on the theoretical, legislative and policy framework for poverty reduction within the South African context. Despite many definitions of poverty by voluminous studies on poverty, this chapter has established that the general consensus is a definition of poverty from a basic needs approach, which is highlighted as a preferred approach within the South African context and for purposes of this study. It is preferred for the purposes of this study as the focus is on examining poverty reduction programmes. Furthermore it has also been established that the way in which poverty is defined determines how it is measured and also informs the interventions and the subsequent policies and
programme packages developed to address it. This implies that the relevance and effectiveness of policies and programmes, as well as how poverty is measured in South Africa can be examined against how it is defined by the South African government.

This chapter also focuses on a distinction between some of the interventions aimed at addressing poverty. Causes of poverty are also identified. Identifying causal factors is critical in developing policies and programmes. These causal factors are categorised according to historical, economic, social and environmental causes.

Other important aspects covered in this chapter include relevant pieces of legislation pertaining to poverty reduction, which have been in place in South Africa since 1994. An overview of policies pertaining to poverty reduction as per the three spheres of government, are outlined, starting with the RDP in 1994 which formed the basis of government’s attempt to attack poverty and deprivation. As National and Provincial policies guide departments to ensure that the needs of the people are being addressed in their programmes, state-funded poverty reduction programmes are discussed and finally the socio-economic profile of KSDLM is explained in terms of its demographics, poverty rate, household income, unemployment rate and service delivery progress. Challenges to service delivery in KSDLM are also highlighted.

Having outlined the relevant legislation, policies and programmes in poverty reduction, the next chapter will deal with the research methodology and design that is used in this study.
CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

The previous chapter provided various sources of information regarding the investigation and compilation of data. The focus of this chapter is on outlining the research design and research methodology that was used in conducting this study. Firstly, the aims and objectives of the study are outlined, followed by the scope and the scale of the research. Secondly, the research design and the research methodology are presented, providing explanation and justification for the choice of design and methodology used. Thirdly, the data collection method used is presented, outlining also the kinds of data and data sources, illustrating why and how they are appropriate in achieving the aims of this study. Finally, a summary of the chapter is presented.

3.2 Aims and Objectives of the Study

The overall aim of the study is to investigate the impact of poverty reduction programmes in improving the quality of life of the impoverished people of King Sabata Dalindyebo Municipality. The objectives of the study include:

- To explore what poverty reduction programmes are implemented;
- To identify the challenges faced by government in effectively and efficiently implementing poverty reduction programmes.
- To ascertain previous research and literature on the impact of poverty reduction programmes;
- To extract selected normative criteria from the literature;
- To make recommendations that will assist government to enhance service delivery so that programmes to reduce poverty are developed and implemented to improve the quality of life of the people of KSDLM.

3.3 Scale and Scope

Due to the vastness of the poverty problem and the extensive nature of the geographical area of O.R. Tambo District Municipality, as well as given the limitations of the Guided Research Report, the researcher has decided to limit the scope of the
study to focus exclusively on one local municipality, the King Sabata Dalindyebo Municipality as a microcosm of the larger O.R. Tambo District Municipality's poverty problems. Also, due to the restricted extent of the research, no empirical survey will be conducted. A number of normative criteria that deal with the research problem were identified from the literature study, from which findings will be drawn and recommendations made.

3.4 Research Design

The research design is the overall plan or strategy the researcher follows for solving a research problem. Different research problems lead to different designs and methods, which in turn result in the collection of different types of data and different interpretations of those data (Leedy & Ormonde, 2005: 85, 94). The function of the research design is to ensure that evidence is obtained which will be instrumental in answering the research question as unambiguously and accurately as possible (De Vaus, 2001: 9). Burns and Grove (2001: 223) state that designing a study helps researchers to plan and implement the study in a way that will help them obtain the intended results thus increasing the chances of obtaining information that could be associated with the real situation. What follows below is an explanation of the research design used in this study.

Mouton (2001: 57) presents a typology of research designs that illustrate two major types of study, namely; empirical and non-empirical study. According to Mouton, empirical studies are observational or experimental rather than theoretical, whereas non-empirical studies are based on theory, conceptual analysis, and literature reviews (Mouton 2001: 57). A non-empirical study is conducted for this research because it pursues a non empirical, normative question of how the quality of service delivery can be enhanced in order to improve the quality of life of the impoverished people of KSDLM. The non-empirical research employed in this study consisted of the literature review performed and reported in Chapter 2 which served to establish a pertinent theoretical and conceptual framework for this study.

According to Salkind (2000:10 - 11), non-experimental research includes a variety of different methods that describe relationships between variables. Included in such methods is the descriptive/historical research method, which describes the characteristics of existing and past phenomena (Salkind, 2000: 10-11).
3.5 Research Methodology

Polit and Hungler (2001: 223) state that research methodology refers to the techniques used to structure a study and gather and analyze the data in the course of the research investigation and consists of a set of orderly, disciplined procedures to acquire information. The research methodology for this study is descriptive because it seeks to explore and describe the quality of public service provision for poverty reduction through investigating the impact of poverty reduction programmes with a view to making recommendations that will assist government to enhance service delivery. Burns and Grove (2001: 248) state that descriptive designs help to identify problems in current practice with a view to improve practice outcomes. The purpose of descriptive research is the “exploration and description of real life situations” and to provide information of the elements as they occur (Burns & Grove, 2001: 248).

Leedy (1980: 3-9) is critical of those who display a prejudice for a given research methodology: “…it is difficult to defend the position of those who claim that unless research fits an arbitrary prejudice for a given methodology, it fails to be research. All highways are of equal excellence; each, however, traverses a different terrain, but they converge on the same destination. In other words, when research is viewed as an offensive against ignorance of the truth, then the four principal research methodologies are merely separate avenues leading in the direction of enlightenment. No one methodology is superior to any other and they all converge at one coveted point: the point from which we are able discern that which we were hitherto unaware…” (Leedy (1980: 3-9).

3.6 Data Collection Method

A literature search was conducted as a method of data collection from a review of existing literature. According to Cahn, Selden and Austin (1992: 1), a literature search is a “systematic and explicit approach to the identification, retrieval, and bibliographic management of independent studies (usually drawn from published sources) for the purpose of locating information on a topic, synthesizing conclusions, identifying areas for future study, and developing guidelines for clinical practice.” The search process, is distinguished from (but key to the integrity of) the literature review process. A literature review involves ‘analyzing, evaluating, and synthesizing
scientific evidence derived from studies identified through the search process’ (Cahn et al. 1992: 1). It is necessary to refine the research problem; establish a conceptual or theoretical orientation; develop the significance of the research; identify methodological limitations; identify contradictory findings; develop research questions or hypotheses, and learn new information (McMillan & Schumacher, 2006:75). The literature review performed in the previous chapter investigated the research questions outlined in Chapter 1, namely;

- What is the role that has been played by government in addressing poverty in KSDLM?
- Are poverty reduction programs currently beneficial in improving the quality of life of the rural poor in KSDLM?
- How can poverty reduction programmes be enhanced in order to improve the quality of life of the rural poor in KSDLM?
- What can be done to ensure effective and efficient planning and co-ordination in the implementation of Poverty Reduction Programmes so as to improve the quality of life of the rural poor in the King Sabata Dalindyebo Local Municipality.

3.6.1 Kinds of Data

Because this is a non-empirical study, data was sourced only from secondary sources of existing literature. Polit and Hungler (1999: 267) define data as “information obtained during the course of an investigation or study.” According to Borg and Gall (1979: 78), secondary sources are documents which are written by an author who did not directly observe or participate in the events described or who was not the originator of the concepts outlined. They further state that secondary sources are useful because they integrate information from many different sources into one document and provide an easy method of developing an overall understanding of the topic.

3.6.2 Sources of Data

The literature relevant to this study was gathered from the following sources, which can be grouped as follows:
• Academic sources from the library and the internet, which include journal articles and books, dissertations, theses, treatise and research reports written by and for the university professors, scholars, highly experienced professionals and graduate students in the field of development in relation to poverty and poverty reduction. These sources allowed the researcher to keep abreast of research reported and to understand the current debates on the topic of poverty reduction and challenges in service delivery. They also helped the researcher to ensure that the practices she employs have an empirical basis for efficacy. Journal articles in particular are very useful in that they publish recent original research in order to make information available to other scholars.

• Government sources sourced from government departments and the internet, which include national legislations, policy framework, e.g. white papers from which normative criteria were identified, studies and surveys commissioned or written or contracted by government e.g. Statistics South Africa, Household Surveys and Poverty Reduction Programmes. These provided an excellent source of information about common practices, recent statistics, norms and standards.

• Professional sources which include practitioners in the field of development, who are grounded in theory and research. These offered the researcher the opportunity to learn from experienced colleagues about key concepts on poverty, its causes and interventions aimed at addressing poverty.

Salkind (2000: 188) emphasises that while these sources may differ markedly from those in other research methodologies, the analysis of written documents are usually the domain of the descriptive research. Salkind (2000:191) holds that the evaluation of secondary data is accomplished through the application of two separate criteria: authenticity (external criticism) and accuracy (internal criticism). This means that the evidence gathered needs to be evaluated both for its authenticity as well as for its accuracy; that the researcher therefore needs to establish the value of the data from secondary sources that underlie the salient arguments of the research. This requirement is concomitant to the researcher developing a critical and evaluative attitude towards the collected information.
A number of normative criteria that deal with the research problem were identified from the literature study especially from National Government legislation and guidelines. For example, section 195 of the Constitution of the Republic of South Africa Act 108 of 1996 provides principles and values that govern public administration, which all spheres of government and organs of state and public enterprises must adhere to, namely;

- High standards of professional ethics
- Efficient, economic and effective use of resources
- Development-oriented Public Administration
- Impartial, fair, equitable service provision that is without bias.
- Needs driven policy goals and public participation in policy-making.
- Accountability.
- Transparency and accuracy of information.
- Good human-resource management and career-development practices
- Broad representation of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation” (RSA, Act 108 of 1996: 1331(17)).

In concluding this study in Chapter 4, the above normative criteria will serve as a framework against which public service provision of poverty reduction programmes will be judged. Firstly, looking at whether according to the literature reviewed, there are any adherences to the normative criteria identified in the practical delivery of poverty reduction programmes. Secondly, the researcher will present whatever gaps can be identified in service delivery as well as what challenges are faced by government in effectively and efficiently planning, coordinating and implementing poverty reduction programmes. The researcher will also check for validity, this means assessing whether the information obtained through the literature search is accurate. Thirdly, findings will be drawn and recommendations made. To ensure reliability, multiple sources or types of information are triangulated. According to Struwig and Stead (2001: 145), triangulation refers to the extent to which independent measures confirm or contradict the findings. By combining multiple data sources and validation
approaches, the researcher seeks to overcome the bias that comes from single informants.

3.7 SUMMARY

This chapter has outlined the research design, the research methodology and the data collection method used in this study. The research methodology for the study is descriptive. Due to the restricted extent of the research, no empirical survey was conducted instead a non-empirical study was conducted. Secondary data for the study was sourced from available literature using literature search as a method of data collection. A number of normative criteria that deal with the research problem were identified from the literature, which will serve as a framework against which public service provision of poverty reduction programmes will be judged in the next chapter and also from which findings will be drawn and recommendations made in concluding this study. The next chapter presents an introduction, overview of chapters, a number of recommendations and a conclusion to the study.
CHAPTER 4

RECOMMENDATIONS AND CONCLUDING REMARKS

4.1 INTRODUCTION

This chapter presents the conclusions based on the literature reviewed in Chapter 2 in line with the aims of the study. An overview of the previous chapters followed by a summary of findings is provided regarding the impact of poverty reduction programmes in the King Sabata Dalindyebo Local Municipality. The chapter also proposes some recommendations based on the findings in dealing with the research questions.

4.2 OVERVIEW OF CHAPTERS

a) Chapter 1

Chapter 1 gave an introduction and background of the study. The significance of the study, the overall aims and objections of the study as well as the research questions pertaining to the study were outlined. The chapter also highlighted the scale and the scope as well as the limitations of the study. The methodology applied in the study was also outlined. The overall aim of the study was to investigate the impact of poverty reduction programmes in improving the quality of life of the people of KSDLM.

The objectives of the study included:

- To explore what poverty reduction programmes are implemented;
- To identify the challenges faced by government in effectively and efficiently implementing poverty reduction programmes.
- To ascertain previous research and literature on the impact of poverty reduction programmes;
- To extract selected normative criteria from the literature;
- To make recommendations that will assist government to enhance service delivery so that programmes to reduce poverty are developed and implemented to improve the quality of life of the people of KSDLM.
The study sought to provide answers to the following questions:

- What is the role that has been played by government in addressing poverty in KSDLM?
- Are poverty reduction programs currently beneficial in improving the quality of life of the rural poor in KSDLM?
- How can poverty reduction programmes be enhanced in order to improve the quality of life of the rural poor in KSDLM?
- What can be done to ensure effective and efficient planning and co-ordination in the implementation of Poverty Reduction Programmes so as to improve the quality of life of the rural poor in the King Sabata Dalindyebo Local Municipality.

b) Chapter 2

The main focus of this chapter was on improved quality of public service delivery. Literature pertinent to the concept and definition of poverty and poverty reduction was reviewed. The theoretical and empirical causes of poverty that are of particular relevance to South Africa as well as interventions aimed at addressing poverty were outlined. The legislative and policy framework pertaining to poverty reduction in South Africa beyond 1994 was explored, at national, provincial and local level. It was found that from the perspective of policy formulation the government has responded in a credible fashion but from the perspective of implementation, government policies are not coordinated sufficiently, nor are they implemented carefully through the administrative apparatus down to the local government level. Challenges of incompetent administrators, non-responsive decision makers, and corrupt officialdom have been identified as the cause (Buffel, 2007; Ozoemena, 2010; Sokupa, 2010).

The chapter also explored state-funded poverty reduction programmes by different departments. Literature pertinent to poverty reduction programmes which government has implemented in its attempt to reduce poverty was reviewed. Poverty reduction programmes were categorised in terms of those implemented by government at departmental level (e.g. by single departments: Social security, Education, Health and by a number of departments: EPWP, WOP, CRDP) and those implemented at local municipal level (CMIP and Access to Basic Services).
The effectiveness of poverty reduction programmes, especially social welfare grants in reducing poverty and their challenges were identified and presented. Challenges identified for the ineffectiveness of programmes in reducing poverty included poor coordination of the contribution by various stakeholders, poor planning before implementation, lack of availability of budgetary resources, absence of framework, lack of institutional arrangements, poor integration of service delivery, lack of proper processes, exclusionary practices and a lack of monitoring and evaluation (PSC Report, 2007; Eastern Cape PGDP, 2009). A summary of findings is presented in this chapter.

In order to assess the impact of poverty reduction programmes, an assessment of South Africa’s performance in terms of poverty levels was outlined, to ascertain whether poverty levels have increased or decreased since 1994. General service delivery progress as well as challenges to service delivery at national and provincial level was presented; and finally focus was made on the socio-economic profile of the King Sabata Dalindyebo local municipality in relation to its demographics, household income, poverty levels, rate of unemployment, as well as service delivery progress and its challenges.

c) Chapter 3

The focus of this chapter was on outlining the research design and research methodology that was used in conducting this study. The research design was presented as a non-empirical research and the research methodology was presented as a descriptive study, providing explanation and justification for the choice of design and methodology used. The data collection method used and specific data gathered was highlighted as literature search sourced from existing secondary sources of existing literature, from among which a number of normative criteria that deal with the research problem were identified.

d) Chapter 4

The final chapter contains a summary of findings from the literature reviewed and proposes a number of recommendations based on the findings to address the research questions posed in the research.
The previous chapters have provided the information necessary to fulfil the objectives of the study as well as to provide answers to the above research questions.

e) Summary of Findings
A summary of the findings from the literature reviewed on the impact of the selected programmes is presented below in order to come to a conclusion whether or not poverty reduction programmes have an impact. Findings from the literature reviewed show that:

- Out of all the poverty reduction programmes, the use of social security as a poverty reduction programme is seen to be the most effective in reducing poverty, given the extent of poverty in South Africa and the limitations of resources (Hanival & Maia 2008; van der Berg et al. 2008; Leibrandt et al. 2010). In KSDLM 34 percent of people in the municipality are dependent on social grants and the percentage of people living below the poverty line in KSDLM has declined from 64 percent in 1995 to 59 percent in 2008 (KSD IDP, 2012-2015: 92). While social grants have made an immense contribution towards the alleviation of severe poverty, as a measure of poverty reduction on their own, grants are not enough. Also, the high dependency on them is an indication of lack of economic opportunities. Challenges that have been identified in the delivery of social grants include: access to grants, lack of capacity and effective administration systems and processes, fraud and corruption and grant cancellations (Maistry & Vasi, 2010: 39).

- In terms of education, there is a decline in attendance rates in all the provinces except Gauteng due to lack of money for fees. For health, the poor have to make use of public healthcare services and experience poor service delivery resulting in long cues, unavailability of drugs and rude nursing staff. (Statistics South Africa, 2010). This means that the poor have particular difficulties in accessing education and healthcare because they do not even have the most basic income.

- There are certain challenges noted when examining the effectiveness of other government poverty reduction programmes, namely; the EPWP is only effective for short-term employment (McCord, 2007), therefore it is not a
credible long-term sustainable employment response to South Africa’s unemployment crisis. Also, despite the successful implementation of WOP and CRDP as programmes both aimed at an integrated and coordinated approach, literature reviewed shows that both have challenges of poor coordination of the contribution by various stakeholders, poor planning before implementation, lack of availability of budgetary resources, absence of framework, lack of institutional arrangements and that both programmes were politically motivated, as a result they did not achieve their objectives to eradicate poverty (PSC Report, 2007; Eastern Cape PGDP, 2009; ARDRI, 2011; Maake, n.d.). The CMIP also, despite its significant progress, has met up with challenges which relate to institutional failing and the capacity of the officialdom. Municipal incapacity, poor planning, misguided budget prioritization, no long term mechanisms in place to ensure that the corrupt awarding of infrastructure projects is stopped, and that successful bidders have the skills and equipment to do the job (McIntosh Xaba & Associates, 2003; Hollands & Mageza, 2010: 42).

- In terms of access to basic services, both the findings of the PGDP assessment (2009) and the General Household Survey conducted in July 2010 indicated that service delivery indicators show positive movement, i.e. they show a steady progress in people’s access to housing, electrification, water, sanitation, refuse removal etc. but that there are massive backlogs across a wide range of socio-economic measures especially in the Eastern Cape. In KSD in 2007 water service delivery backlogs stood at 48 percent, which translates, respectively to 19.5 percent and 9.6 percent of OR Tambo and the EC provincial backlogs. At roughly 32 percent, the KSD sanitation backlog accounted for 20 percent of the OR Tambo DM and 7 percent of the provincial backlog. KSD electricity backlogs were around 30 percent in 2007 while refuse removal stood at 74 percent (KSD IDP, 2012-2015: 93).

According to the findings of a study on an investigation into the service delivery challenges in the KSDLM, the following challenges were identified:

- Lack of capacity; lack of financial resources to implement service delivery strategy, lack of machinery and equipment, infrastructure backlogs, poor
participation of sector departments in the IDP and human resource to run IDP programmes, corruption and nepotism in which tenders are given to friends and relatives who have no capacity to execute the tender; and unstable political and administrative leadership among others. (Gwayi 2010: 92; 100 (4.2; 5.3.1)).

f) Identifying Gaps

A number of normative criteria that dealt with the research problem were identified in the literature review chapter. When the above findings on public service provision of poverty reduction programmes are judged against the normative criteria found in the Constitution of the Republic of South Africa (Act 108 of 1996), there are gaps that can be identified, which show that the practical delivery of poverty reduction programmes do not adhere to some of the normative criteria. For example, in terms of public administration, whereas findings point out to lack of administration systems and processes, section 195 of the Constitution of the Republic of South Africa (Act 108 of 1996) provides principles and values that govern public administration, which all spheres of government and organs of state and public enterprises must adhere to, namely:

• High standards of professional ethics
• Efficient, economic and effective use of resources
• Development-oriented Public Administration
• Impartial, fair, equitable service provision that is without bias.
• Needs driven policy goals and public participation in policy-making.
• Accountability.
• Transparency and accuracy of information.
• Good human-resource management and career-development practices
• Broad representation of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation (RSA, Act 108 of 1996: 1331(17)).
The following recommendations in dealing with the research questions are therefore proposed based on the above findings in order to close the gaps that have been identified:

4.3 RECOMMENDATIONS

4.3.1 Improve coordination and implementation of policies

Government must have mechanisms to coordinate policy planning and careful implementation of policies from national to local level through proper administrative systems.

4.3.2 Conceptualise long-term strategies to reduce dependency on grants

There is a need to begin to conceptualise long-term strategies to reduce dependency on social grants because the consequence will be that the poor will be trapped in a cycle of poverty. The poor and unemployed are to be encouraged to take ownership of processes and decisions, and thus enhance social and human capital.

4.3.3 Provide employment opportunities and sources of income

Government needs to foster an enabling environment that enhances the economic opportunities of the poor which will increase job creation for sustainable employment. The expansion of economic opportunities for the poor should also encompass more than employment to include increasing access to productive assets for the poor who are self employed in order to improve sources of income.

4.4.4 Improve access to quality education and healthcare

Government should ensure that every poor person (especially the youth) has access to basic quality education and healthcare, and with that they will have an opportunity to improve their economic status. The Constitution guarantees basic education and healthcare to all South Africans. The South African government acknowledges that “expanding and improving the educational system to reduce the earning differentials and in turn improve the earning potential of the poor, improve access of the poor to available job opportunities and accelerate growth is fundamental” (RSA, Draft Anti-Poverty Strategy, 2010: 8).
4.3.4 Set up mechanisms for consultation for proper interdepartmental planning and coordination

Findings indicated that there were challenges in the planning and coordination by various stakeholders in the implementation of poverty reduction programmes. This means that there is no proper planning for the implementation of programmes. Government should execute proper planning for the implementation of programmes, and ensure that programmes from all departments are well coordinated and integrated. For the planning process to work, representatives from different ministries and agencies across government should meet and communicate regularly. Monitoring and evaluation mechanisms must be built in during planning so that government officials can monitor and evaluate their performance against set standards for measuring their priorities and objectives.

4.3.6 Improve accountability and transparency of government processes

Plans must include efforts to increase efficiency and particularly increase the capacity to manage information about public expenditures and promote greater transparency in the budgetary, procurement, public information, public expenditure and management processes.

4.3.7 Strengthen the institutional capacity of local governments

Municipal incapacity in KSDLM is proved to be the main challenge to poor service delivery. The KSDLM should empower its councillors and managers in terms of fiscal management and training of a wide variety of new tasks and responsibilities. Workshops should be conducted by the municipality for councillors and managers because the danger of misunderstanding the basic issues results in the unintentional use of the Municipal Infrastructural Grant (MIG) for purposes for which it is not intended.

4.3.8 Ensure Efficient, economic and effective use of resources as well as Adherence to High standards of Professional Ethics

Corruption is a complex issue. Government must ensure efficient, economic and effective use of resources as well as adherence to a high standard of professional ethics. The KSDLM should award tenders to companies that have the capacity to execute the required proposals. The bidding processes should be monitored to
prevent corrupt practices. If corruption and nepotism continue to happen the municipality will experience financial loss due to poor quality work which will need to be redone within a shorter period than expected.

4.3.9 Develop monitoring and evaluating tools to monitor and evaluate service delivery

Government should develop monitoring and evaluating tools to help determine progress on the implementation of poverty reduction programmes, evaluate deviations from planning and finally examine suggested actions. The measuring of performance makes the implementation of programmes successful and benefits the communities.

4.3.10 Enhance the participation of civil society organisations in service delivery

Government should enhance the participation of civil society organisations in service delivery such as the Non Profit Organizations (NPOs), which include Non-Governmental Organisations (NGOs), Faith Based Organisations (FBOs) and Community Based Organisations (CBOs). Government has adopted a Service Delivery Model with a transformative, developmental framework which demands that service delivery be intersectoral and integrated between various departments and sectors, and which also acknowledges the collective responsibility of various role players in service delivery.

4.3.11 Adherence to Constitutional obligations

South Africa, as a democratic country, has established a Constitution which is the supreme law of the country which must be adhered to by all organs of society. National, Provincial Government and Local municipalities have an obligation to adhere to constitutional obligations. The Municipal Structures Act No. 117 of 1998 states that: “municipalities are to fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development and encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives” (RSA, Act 117 of 1998: 2, 4(12)).
Delivering on all these mandates invariably has financial implications. According to the Intergovernmental Fiscal Review, (2000:116) in Reddy, Sing and Moodley, (2003:61), the National Government assists municipalities in performing constitutional functions by prioritising, transforming, and reporting budget formats, budget preparations, implementation, monitoring and reporting within the local sphere of government to enable municipalities to meet their constitutionally determined developmental role and responsibilities.

4.4 CONCLUSION

This study focused on investigating the impact of poverty reduction programmes in improving the quality of lives of the people in the KSD Local Municipality, in relation to interventions that have been implemented by the government to address poverty. The study found that, despite government’s attempts in allocating billions of rand towards social spending targeted at the poor, programmes put in place to reduce and eradicate poverty are not sufficiently translating into the required outputs necessary for the desired outcomes and which ultimately impact on poverty. The practical service delivery of poverty reduction programmes does not adhere to the normative criteria found in the Constitution of the Republic of South Africa (Act 108 of 1996).

The study has identified the gaps that exist in service delivery as well as the challenges faced by government in effectively impacting on poverty through its poverty reduction programmes. Based on the findings the study has made recommendations that will assist government to enhance service delivery so that poverty reduction programmes are conducted in an effective and efficient integrated and coordinated manner which will cause government to achieve its desired outcomes.
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