



Report on an Audit of Government's Poverty Reduction Programmes and Projects

Public Service Commission

February 2007



Vision

The Public Service Commission is an independent and impartial body created by the Constitution, 1996, to enhance excellence in governance within the Public Service by promoting a professional and ethical environment and adding value to a public administration that is accountable, equitable, efficient, effective, corruption-free and responsive to the needs of the people of South Africa.

Mission

The Public Service Commission aims to promote the constitutionally enshrined democratic principles and values of the Public Service by investigating, monitoring, evaluating, communicating and reporting on public administration. Through research processes, it will ensure the promotion of excellence in governance and the delivery of affordable and sustainable quality services.

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FOREWORD

With the advent of a democratic South Africa in 1994, one of the key priorities was to eradicate poverty. The White Paper on Reconstruction and Development, 1994, focused mainly on improving the standard of living and quality of life for all South Africans and to create a sustainable democracy. The White Paper prioritised poverty eradication, access to land and the provision of basic services to people within a peaceful and stable society characterised by equitable economic growth. Now, twelve years later, Government is still challenged by poverty and the need to reduce it by half by 2014 in line with its commitments to the Millennium Development Goals (MDGs).

Apart from the social security programmes which are currently major instruments for redressing poverty, both national and provincial departments have been implementing a broad range of interventions to address poverty. Although these programmes have largely been allocating funds to the neediest areas in the country, the impact of some of them has still been limited, especially amongst the ultra poor. Concerns that have been raised about these programmes include poor coordination, poor integration of service delivery, lack of proper processes, exclusionary practices and a lack of monitoring and evaluation.

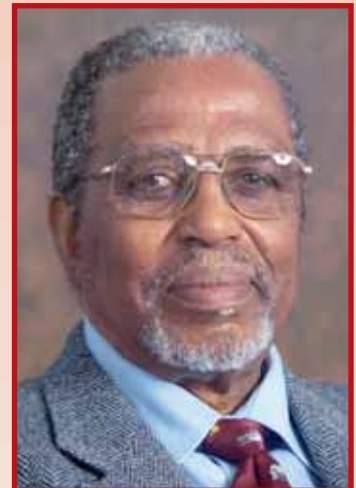
Evidence from "Towards a Ten Year Review" further stressed the need to coordinate all Government's divergent developmental initiatives under one framework or "Social Compact" (PCAS, 2003).

The PSC therefore decided to undertake a series of evaluations of the success of these poverty reduction programmes. In preparation for such evaluations the PSC first undertook an audit of poverty reduction programmes and projects (as a first phase of the project). The aim of the audit was to gain a better understanding of the definitions and criteria used to describe poverty and the interventions implemented to address it. The audit also aimed at developing an integrated database of key poverty reduction programmes and projects implemented at national and provincial levels of government.

The database that has consequently been developed is by no means encompassing of all Government's poverty reductions programmes. A lack of capacity, systems, and norms and standards for the implementation of these programmes, has inhibited this objective to be accomplished. Despite this, the database will suffice for purposes of identifying a realistic and representative sample of programmes and projects to evaluate in the second phase of this study. If further developed and maintained it would, apart from providing a complete list of Government's initiatives aimed at poverty reduction, also facilitate better reporting on these programmes.

This first phase report now puts the PSC in a position to commence with a series of evaluations of the success of these programmes and projects.

I trust that this Audit of Government's Poverty Reduction Programmes and Projects will contribute to further discussion amongst stakeholders about the need for a national strategy as well as norms and standards for the implementation of poverty reduction programmes that has been identified. Only when these programmes are conducted in a comprehensive, coherent and co-ordinated framework will Government succeed in achieving its development goals.



A handwritten signature in black ink that reads "Sangweni".

PROF. SS SANGWENI
CHAIRPERSON: PUBLIC SERVICE COMMISSION

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Glossary of Terms

AGIS	Agricultural Geographic Information Systems
AU	African Union
CASP	Comprehensive Agricultural Support Programme
CMIP	Consolidated Municipal Infrastructure Programme
DBSA	Development Bank of Southern Africa
DPLG	Department of Provincial and Local Government
EPWP	Expanded Public Works Programme
FAO	Food and Agricultural Organisation
FSDP	Free State Development Programme
FSGDS	Free State Growth and Development Strategy
GCIS	Government Communications and Information System
GIS	Geographic Information Systems
GPS	Global Positioning Systems
HSRC	Human Sciences Research Council
IDP	Integrated Development Plan
IDT	Independent Development Trust
IFAD	International Fund for Agricultural Development
IFSNP	Integrated Food Security and Nutrition Programme
ILO	International Labour Organization
ISRDP	Integrated Sustainable Rural Development Programme
LED	Local Economic Development
LEDF	Local Economic Development Framework
LRAD	Land Redistribution for Agricultural Development
MDG	Millennium Development Goals
M&E	Monitoring and evaluation
MIG	Municipal Infrastructure Grant
MOS	Measure of Size
NDA	National Development Agency
NSDP	National Spatial Development Perspective
NSS	National Statistical System
OPSC	Office of the Public Service Commission
PCAS	Policy Co-ordination and Advisory Services
PDF	Portable Document Format
PGS	Provincial Growth Strategies
PoA	Programme of Action
PPS	Probability Proportional to Size
SLAG	Settlement and Land Acquisition Grant
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
URP	Urban Renewal Programme

EXECUTIVE SUMMARY

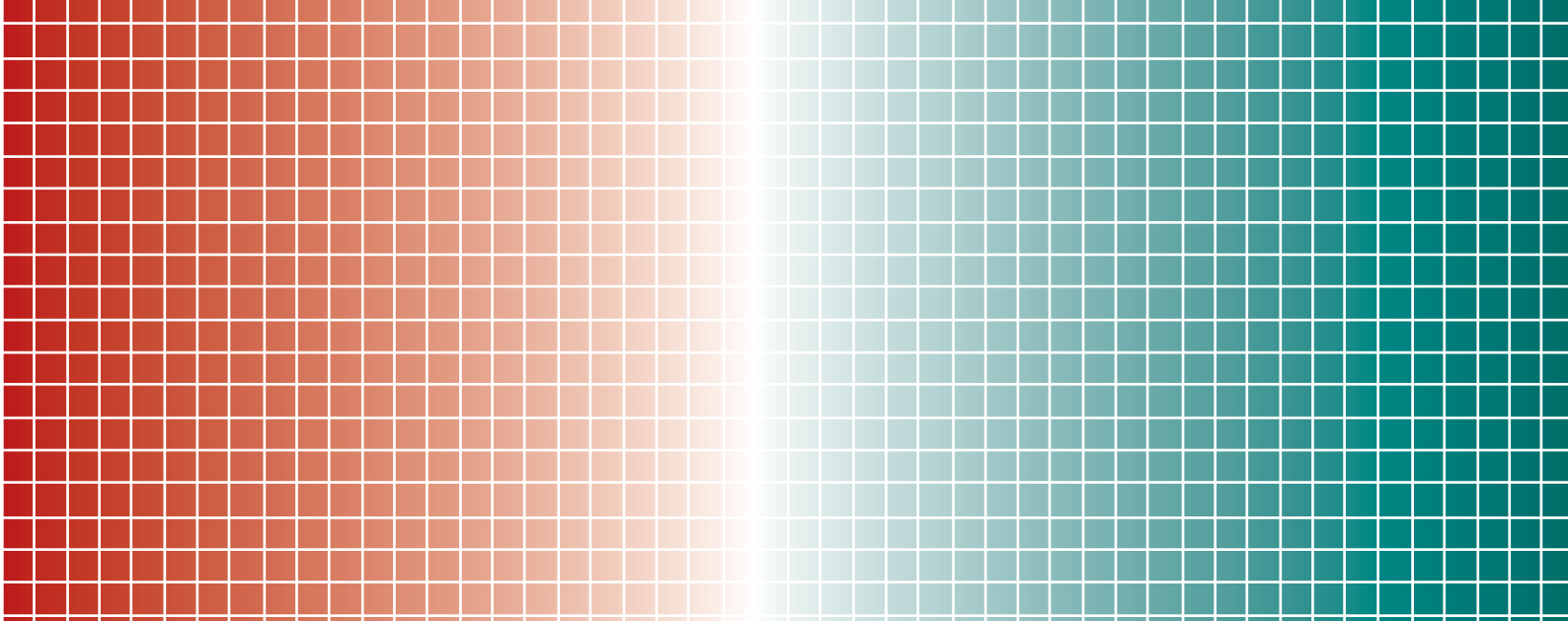
1. Background

The South African democratic government inherited a huge legacy of inequalities in 1994. Since then, it has been doing everything within its means to address these. It has for instance dramatically increased the proportion of funds being allocated to social related initiatives. This was in line with the thinking laid out in the White Paper on Reconstruction and Development in 1994 that proposed the need to address poverty, democratise and expand access to land and improve the imbalances in access to services and infrastructure as a means of improving the quality of life of all people. Now twelve years into our democracy, the reduction of poverty still remains one of the most serious challenges.

President Mbeki's "three pillar formulation" is Government's most recent portrayal of how it is to address the multi-dimensional nature of poverty and under-development in South Africa (Mbeki, 2004). This involves encouraging growth and development in the First Economy, increasing its potential to create jobs, implementing programmes and projects to address the challenges in the Second Economy and building a social security net to bring about poverty alleviation. To achieve the goals within this framework requires an improvement in the way the State operates. Poverty reduction programmes will have to be implemented more effectively to ensure that targeted communities, especially the poorest members, benefit.

The Synthesis Report on the Implementation of Government Programmes, Towards a Ten Year Review (PCAS, 2003, p. 103), has further stressed the importance for Government to use an appropriate institutional framework in assessing the achievement of its developmental objectives. Evidence from the Review indicated that there is a definite need for a "framework of encompassing interest" or "Social Compact" that will coordinate and unite the divergent developmental activities and interests of both Government and its social partners around some common developmental objectives of the overarching "development project of the nation". This framework will ensure that the State not only plays the role of an actor in providing services and helping create an appropriate environment for development, but also asserts its leadership role beyond the areas under its direct control. Such a framework will therefore contribute to improving the performance of both the formal and informal institutions of the State in realising the national development objectives.

Two of the Constitutional values governing public administration that the PSC must promote in terms of its mandate in sections 195 and 196 of the Constitution also relate directly to this primary government objective of reducing poverty, namely "Public administration must be development-oriented" and "People's needs must be responded to ...".



The PSC therefore decided to undertake a series of evaluations of the success of Government's Poverty Reduction Programme. In preparation for such evaluations the PSC undertook an Audit of Government's Poverty Reduction Programmes and Projects, as a first phase of the project, towards the end of the 2004/2005 financial year.

The aim of the *Audit* was to define what are being regarded as poverty reduction programmes and projects and to categorise them, so that the universe of what programmes and projects to later include in the evaluation, could be defined. The purpose was to bring conceptual clarity and to categorise poverty programmes and projects because Government's programme is comprehensive and covers a broad range of interventions. The second aim of the *Audit* was to design and populate a database containing basic information on key poverty reduction programmes and projects.

The conceptual work of the *Audit* and the database that is now available, will form the basis for the series of evaluations of these programmes and projects in the second phase of the project.

2. Methodology

A review of international and South African literature was done to get an understanding of the definitions used to describe the different types of poverty relief programmes and the criteria used to categorize them. Key informant interviews were also conducted with selected national government departments. The intention of the interviews was to get a perspective on how government officials defined poverty and what criteria they used to categorize the different programmes and projects into the different poverty types.

Before any information on the programmes and projects was collected, a database was designed to house the data collected and to create a potential framework for future reporting on these programmes and projects. A relational database was designed that could in future be used to collect information on programmes and projects. This was done through consultation with national government departments and by reviewing programme databases already in existence. Four main approaches were then used to collect information on programmes and projects. Firstly, the annual reports of every national and provincial department were collected and examined to identify all programmes and projects that were developmental, poverty relief related or of a conditional grant nature.

Secondly, searches of the literature and the web were done to identify programmes and projects and to access any information on these. Thirdly, government officials responsible for programmes related to poverty relief were contacted and information on the programmes and projects solicited. Fourthly, workshops were held with national and provincial departments to obtain inputs on definitions, criteria and data on programmes and projects. Information received on projects belonging to programmes was then captured into databases before being integrated into one overall project database.

3. Conclusions

In selecting criteria for a categorization of programmes and projects, two issues were considered. In the first instance, that the categorization should lend itself to future monitoring and evaluation and in the second instance, that it should resonate with the way that decision makers see their various endeavours. Taking these two considerations into account, the one approach to categorisation focuses on poverty types and the second on programme or project activity types. The first approach defines programmes by the type of poverty that they address (i. e. income, capability, asset, special needs and social insurance). The second approach simply defines programmes based on the existing programme interventions (i. e. social security, free basic services, subsidized services, housing, land reform, income generating and public works). Ideally, the poverty type and activity type categorizations should be hybridised into one single system, as is presented in Table 1. This categorisation in Table 1 should be used as the basis for scoping the series of evaluations envisaged for phase 2 of the project.

An integrated database of more than 40 programmes that contains more than 29 900 projects was produced. These projects have been captured into a database developed during the study. With the incorporation of some of the largest programmes such as the Expanded Public Works Programme (EPWP), the programme database of the Free State Growth and Development Strategy (FSGDS), the Poverty Management Information System of the Limpopo Growth and Development Strategy, the Integrated Sustainable Rural Development Programme (ISRDP), the Land Redistribution for Agricultural Development (LRAD) Programme, the Settlement and Land Acquisition Grant (SLAG) and the Comprehensive Agricultural Support Programme (CASP), a solid foundation has been developed. However, many more important national and provincial programmes could have been incorporated if the support was forthcoming from the different departments. More specifically, data from the Department of Housing's Housing Subsidy Programme and the Department of Provincial and Local Government's Municipal Infrastructure Grant (MIG) was not provided. Nevertheless, it is believed that this database, for purposes of doing a series of evaluations of government's efforts in addressing poverty in the second phase of the project, will suffice.

A major challenge for this project was that no central national database of poverty reduction programmes and projects exists. This meant that information had to be sourced from the national and provincial departments themselves. Furthermore, both programmes and projects did not have sets of unique numbers to distinguish them from one another, which means that it was difficult to pick up duplicate projects in the data sets and to do comparative analyses of programmes and projects from one year to another. A future requirement of any central database would be to identify both a core set of variables for which information on programmes and projects needs to be collected and a set of indicators for measuring the impact of programmes. Norms and standards should also be developed on the collection of information on programmes and projects and its storage in a database.

There is a need for a system that allows the capture of information on programmes and projects and this should take into consideration the points that have been presented in the previous paragraph.

The project has accomplished the three main objectives that it set out to achieve. In the first instance, a definition was provided for Government to use when describing programmes and projects that focus on poverty reduction. Secondly, an approach to categorizing poverty programmes and projects was described and the criteria for the inclusion of programmes into the different categories provided. Finally, an integrated database of programmes and projects was developed that can be used for the selection of a sample to conduct an evaluation of Government's poverty reduction programme. However, much more could have been done in terms of the development of an integrated database of programmes and projects if government processes and systems were in place and the capacity was available in national and provincial departments to make the necessary information available.

Government policy recognizes the multi-dimensional nature of poverty, as evidenced by its attempts to address poverty in a number of different ways. The PSC has adopted and also recommends a working definition of poverty that is as broad and encompassing as possible. The term 'Poverty' can then be defined as, **'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'**.

4. Recommendations

It is with this context in mind that the following recommendations are made.

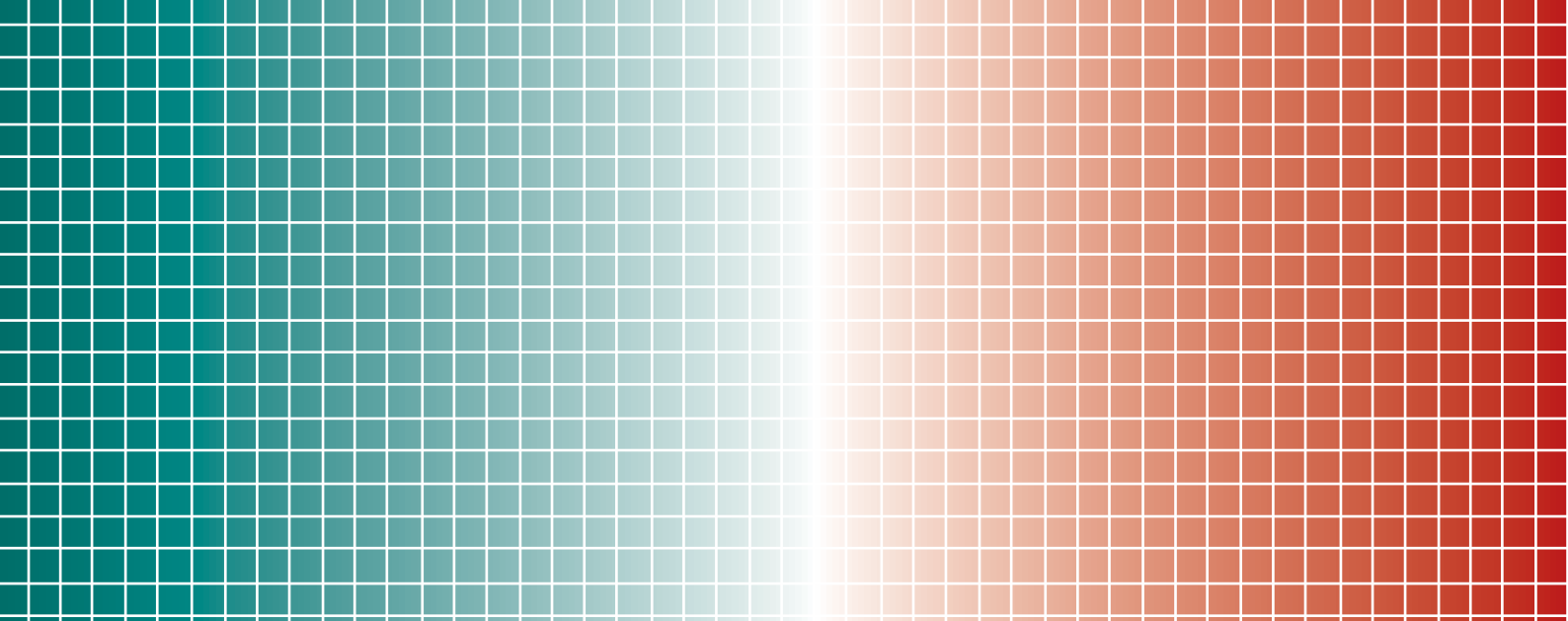
4.1 Definition of poverty reduction

After consultation with relevant stakeholders on the definition of poverty, the PSC recommends that the term 'poverty reduction' be 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.

In terms of the definitions and categorizations suggested in this report it is recommended that they be communicated to relevant stakeholders for their consideration and further input.

4.2 Development of a database

The Presidency has been identified in the Programme of Action to take forward the development of a government-wide monitoring and evaluation system. It is recommended that The Presidency also take responsibility, in



consultation with National Treasury, Statistics South Africa and the PSC, for the development and maintenance of the database of Government's poverty reduction programmes and projects. The database should be updated on an annual basis.

A standardised set of variables and indicators for each programme and project need to be developed and adapted for department specific circumstances. In addition appropriate business processes to ensure the proper recording of information on programmes and projects need to be developed. In this regard, there is a need for Government to develop a system that allows programmes and projects to be provided with unique identifier codes or numbers. It is also critical that geographic information on the projects is provided and that the sub-place names database of Stats SA becomes the official source to be used for geo-locating projects.

Chapter One

Introduction

1.1 Background

Since the new government came into power in 1994, it has shown great commitment in addressing the many inequalities inherited from the previous apartheid government. Over the last twelve years, 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 increased from R10b in 1994 to R70b in 2006 (PCAS, 2003; Manuel, 2006).

In addition, Government has embarked on a number of initiatives to expand healthcare, provide public infrastructure, build houses and provide free basic services such as water and electricity (Manuel, 2006). All these are guided by an overall commitment to combat under-development and create a better life for all.

In his 2004 Address to the First Joint Sitting of the Third Democratic Parliament, the President outlined the following three pillars as the basis of Government's strategy of fighting under-development and poverty in the country. These are:

"

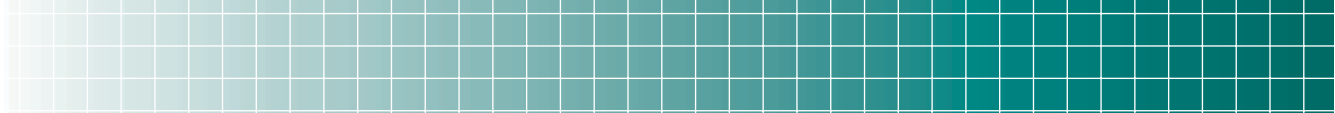
- encouraging growth and development in the First Economy;
- increasing the opportunity for jobs and addressing the challenges of the Second Economy; and
- building a social security net to bring about poverty alleviation." (Mbeki, 2004).

Analysts have pointed out that the elements of this approach are largely the same as those laid out in the White Paper on Reconstruction and Development (RDP) of 1994 (Aliber and Nhlapo-Hlope, 2005). The primary objectives of the RDP were to improve the standards of living and quality of life for all South Africans and to create a sustainable democracy by prioritizing poverty eradication, access to land and providing basic services to people within a peaceful and stable society characterized by equitable economic growth.

In studies on service delivery improvement and monitoring and evaluation, the PSC has identified several factors that remain challenges in the achievement of the above RDP objectives. One of these factors is the inappropriate processes and practices adopted in the governance and implementation of government programmes. Research conducted by the Public Service Commission (PSC) into the national housing subsidy scheme showed that it was constrained by factors such as poor coordination and the poor integration of service delivery systems and processes (PSC, 2003). Other problems that have been identified by the PSC are that project management systems are often not introduced, criteria for support are not clearly defined and results are not monitored or evaluated. This has resulted in Government concluding as part of the Ten Year Review that more direct interventions are needed.

To achieve the objective of halving poverty by 2014 as stipulated in the Ten Year Review, released in October 2003, and in accordance with the Millennium Development Goals (MDGs), it is essential to improve the performance of Government. The PSC's State of the Public Service Report of 2004 highlights the need for Government to accelerate social development and address poverty more effectively to ensure that the above objective is achieved. Research undertaken by the HSRC has pointed out that poverty cannot be reduced by improving performance of Government *per se*. The prevailing *pro-poor* conditions need to be identified and the available natural, human and economic resources utilised to bring about the kind of economic growth where the poor share equally in the proceeds (Aliber and Nhlapo-Hlope, 2005). Improving road access to economic centres where people can find employment, raising the standard of education and improving access to health facilities are all factors that need to be considered when implementing programmes and projects aimed at improving the standard of living of people in South Africa.

It is against this background that the PSC identified the need to evaluate Government's poverty relief programme to see to what extent it has impacted on under-development, poverty and inequality in the country, especially in relation to the three pillars highlighted by President Mbeki. Of great importance to any evaluation of this nature



is to determine the extent to which an integrated approach to development is being achieved and whether this is happening within a “comprehensive, coherent and co-ordinated framework” that will co-ordinate all the different and divergent development initiatives into one focused development intervention. (PCAS, 2003).

To undertake such an evaluation requires as thorough an understanding as possible of all government's programmes and projects aimed at reducing poverty at both national and provincial level.

Since Government's Poverty Reduction Programme is comprehensive and includes a broad range of initiatives, the PSC first had to conduct an audit of all such programmes and projects and categorise them, so that the universe of what programmes and projects to include in the evaluation, could be defined. Basic information on all the programmes and projects also had to be collected. This effectively constituted the first phase in a process that the PSC has embarked on to assess Government's Poverty Reduction Programme. Since valuable insights have already been gained through this phase, and since the database that has been developed is extremely valuable in itself, the PSC decided to publish the first phase report.

1.2 Purpose and objectives of the Audit

The purpose of the *Audit* was to provide all the necessary definitions, criteria and data on government programmes aimed at poverty reduction. The idea is that, once a universe of projects within the programmes being implemented by the national and provincial departments has been developed, a realistic and representative sample could be drawn to evaluate during the second phase of this project. This will enable the PSC to implement Phase 2 of the project which will entail a series of evaluations of the performance of selected programmes and projects.

To achieve the purpose of evaluating Government's poverty reduction programmes and projects, the following three objectives were set for the *Audit*:

- To define what is meant by poverty relief (and related terms) programmes and projects.
- To develop criteria for the classification of poverty relief programmes and projects.
- To develop and populate a database on poverty relief programmes and projects in all government departments at national and provincial level.

1.3 Mandate of the Public Service Commission

The PSC is an independent and impartial institution established in terms of Section 196 of the Constitution of South Africa (1996). Its Constitutional mandate empowers it to investigate, monitor and evaluate the organisation and administration of the Public Service. This mandate also entails the evaluation of achievements, or the lack thereof, of government programmes at all levels.

Furthermore, the PSC is also mandated to promote, throughout the Public Service, measures that ensure effective and efficient performance, as well as promoting the values and principles of public administration as set out in the Constitution, especially the principle on “public administration should be development oriented”.

1.4 Scope

The scope of the *Audit* was to include all programmes and projects aimed at poverty reduction that are implemented at the national and provincial spheres of Government. To carry out the scope, it was necessary to identify all programmes and projects that in some way have a poverty reduction or developmental focus.

The setting of the above objectives and scope are in line with the mandate of the Public Service Commission, which was outlined in the previous section.

1.5 Methodology

The methodological approach adopted by the project team to fulfil the objectives of the project, was the following:

1.5.1 Definition of poverty relief programmes and projects and criteria for the classification of poverty relief projects

The definition and categorization of 'poverty relief' and associated concepts was examined through a review of the South African and international literature. South African literature included recent academic theory, government documents, white papers, the State of the Nation address and budget reviews by National Treasury. International literature included that of the International Labour Organization (ILO), the World Bank and the Overseas Development Institute, amongst others. A summary of the relevant points extracted from the literature is provided in Addendum 1.

It is important to note that the approach had to be somewhat reflexive, in the sense that one can establish working definitions at the beginning of the project that might change on completion of the project or even after the project has ended.

In addition, interviews were conducted with government officials in key stakeholder departments as to their understanding of 'poverty relief' and their respective views on what constitutes a 'project' and a 'programme'. The interviews were targeted at the Departments of Social Development, Health, Agriculture, Provincial and Local Government, Public Works, Land Affairs and Science and Technology. The Policy Co-ordination and Advisory Services Unit in the Office of the President and National Treasury were also approached for their views on the definition.

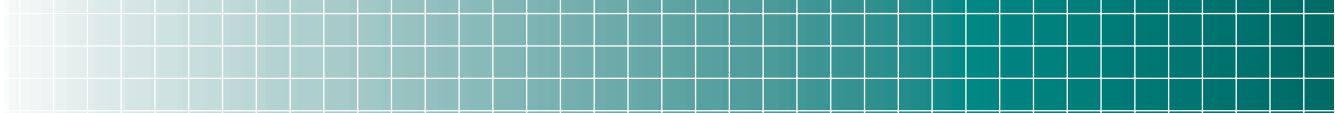
Interviews focused on questions around the respective department's contribution to resolving South Africa's poverty problem, whether their efforts are effective and the reasons for their success or failure with respect to poverty relief/reduction. Questions were also asked as to the department's reliance on a formal monitoring and evaluation (M&E) system to measure achievements in terms of poverty reduction. Views on the above issues were also obtained from officials attending the national and provincial workshops organised as part of this project.

1.5.2 Developing a database on poverty reduction programmes and projects

1.5.2.1 Design of the database

Since no centralized national database on all poverty relief programmes and projects in South Africa could be identified (and it was established that apart from the programme and project inventories of the Free State, Limpopo and North West, no such database existed at a provincial level either), it had to be designed and created by the project team. The structure of the database had to allow for the collection of all the relevant information on poverty reduction related programmes and projects and, thereby, enable the scope of the project to be achieved. Furthermore, the database was also designed with the future requirements of Government in mind.

In developing the database design, the project team studied databases from various national government departments. The database design drew from available project databases of the Department of Agriculture (Land Care Programme), Department of Housing (Housing Subsidy Scheme), the Department of Public Works (Expanded Public Works Programme) and the Department of Science and Technology (database on technologically-oriented poverty reduction projects). The database was designed to contain fields and capture aspects of the most important information needed to populate an extensive database of poverty reduction related programmes and projects. These aspects included the programme and project name, main activities, contact details, budget information, location of projects (by municipality), outputs, beneficiaries, etc.



In order to test the utility of such a database design for capturing relevant and useful data elements, a workshop with the main national government stakeholders was held. Representatives of the Department of Public Works, the Department of Provincial and Local Government and the Department of Social Development, attended. The workshop provided participants with the context of the project and the database design. A preliminary database design was also presented to provide some framework for discussion. This included a description of the tables to be incorporated in the database design, their attributes/fields and the relational links between them. Examples of code tables and values that need to be categorized were also presented.

The workshop focused on the following:

- Programmes and projects to be captured in the database;
- Description of fields and the type of data to be stored in each (e.g. numeric or text);
- Defining values of programme and project types, categories or classifications;
- Fields that should be added (e.g. what data is required to aid classification later);
- Hierarchical relationships between programmes and projects and what data should be stored at each level;
- Identification of critical versus nice-to-have fields; and
- A discussion on what data is readily available for all fields.

Following the workshop, amendments were made to the database design before a final report was produced.

1.5.2.2 Populating the database on Government's poverty reduction related programmes and projects

This phase of the project involved several different activities including conducting searches of the web and relevant literature in identifying national and provincial programmes and getting contact details of individuals that were responsible for such programmes. It also entailed accessing and capturing data on programmes and projects to enable the population of the database. The geographic coordinates or place names associated with projects were also used to map them.

The main approach followed by the project team in identifying national and provincial programmes was to obtain the annual reports from all national and provincial government departments.

Having received the annual reports, researchers then scanned through them to identify any poverty or developmental related programmes and projects.

The criteria used to identify relevant programmes and projects in the annual reports are listed below:

- All poverty reduction programmes;
- all conditional grant allocations;
- programmes that provided some form of service and/or infrastructure to communities or the people; and
- programmes/projects of a developmental nature.

The annual reports were also used to obtain information on programme and project objectives. Follow-ups were made by contacting departments directly. The reasons for the direct contact were:

- i) To verify information that was already available in existing databases;
- ii) to collect more information about programmes and projects for which only partial information was available;
- iii) to identify 'new' poverty reduction initiatives; and
- iv) to collect the necessary information about them in the format set out in the database design.

Written material describing these poverty reduction related government programmes and projects was also accessed by undertaking internet-based searches for literature and accessing departmental web sites. Information

obtained from the web and from government departments was used to populate the database with information on programmes and projects.

At national government level, the Directors-General offices, the relevant Chief Director, the Chief Financial Officer or the person directly responsible for the management of the programme or project were contacted to get access to information on the specific programme and or project and to request access to existing databases of all programmes and projects undertaken in 2004/05. The approach of the project team at the provincial level was to contact relevant Heads of Department.

Consultative workshops were also held with both national and provincial departments. At these workshops the project team provided a brief overview of the project rationale and objectives. The main focus of the workshops was the discussion of the types (e.g. income, capability, asset, special needs or social insurance) and categories of poverty relief or reduction programmes/projects (e.g. social security, free/subsidised basic household services, subsidised individual services, housing, land reform, income generating projects and SMMEs, public works), and the definitions being used to describe poverty relief, alleviation, reduction or eradication in the various departments. The monitoring and evaluation (M&E) systems and/or activities taking place to assess the impact of these programmes and projects were also discussed. The document used as a basis for discussion in the workshops is attached as Addendum 2.

Electronic databases and hard copy lists of programmes and or projects have been received from a number of departments. The databases received were integrated into the database structure developed at the onset of the project. The project data was stored in Microsoft Excel because it is the easiest to use in manipulating and analysing the data. It also provides much functionality including the ability to transpose data. It also allows for quick entering of the project data into the database.

To enable projects to be geo-located to the smallest geographic place possible, the spelling of place names where projects were implemented had to be corrected and stored in a separate variable. Unfortunately, the geographic level that was provided for projects in the database varied from village to district municipality level. Consequently, a variable was included in the database that indicated to what geographic level each project in the database was geo-located.

1.6 Resources available to the project team

A team of more than fourteen researchers participated in the project. The team members were skilled in the collection of information on programmes and projects as well as capturing this information into databases. Researchers with a background in poverty analysis, monitoring and evaluation, programme performance evaluation, database design and implementation and Geographic Information Systems (GIS) formed part of the team.

1.7 Limitations

The project was hampered by the lack of a central database on programmes and projects. Furthermore, the seemingly limited capacity and lack of resources at national and provincial departments to deal with requests for information on programmes and projects also prevented the project team from compiling a comprehensive list of poverty reduction programmes and projects.

Similar difficulties experienced during a national survey undertaken by the HSRC in collaboration with the CSIR and University of Fort Hare on 'Technology transfer for poverty reduction' (HSRC, 2004), were also encountered during this *Audit*. The main difficulty was that to assemble a list of programmes and/or projects required an enormous number of person-hours just to make contact and follow-up with government staff. During the *Audit* it was concluded that this was mainly because of a lack of systems and standards when it comes to information management and reporting. Digital formats ranged from documents supplied in Microsoft Word format to

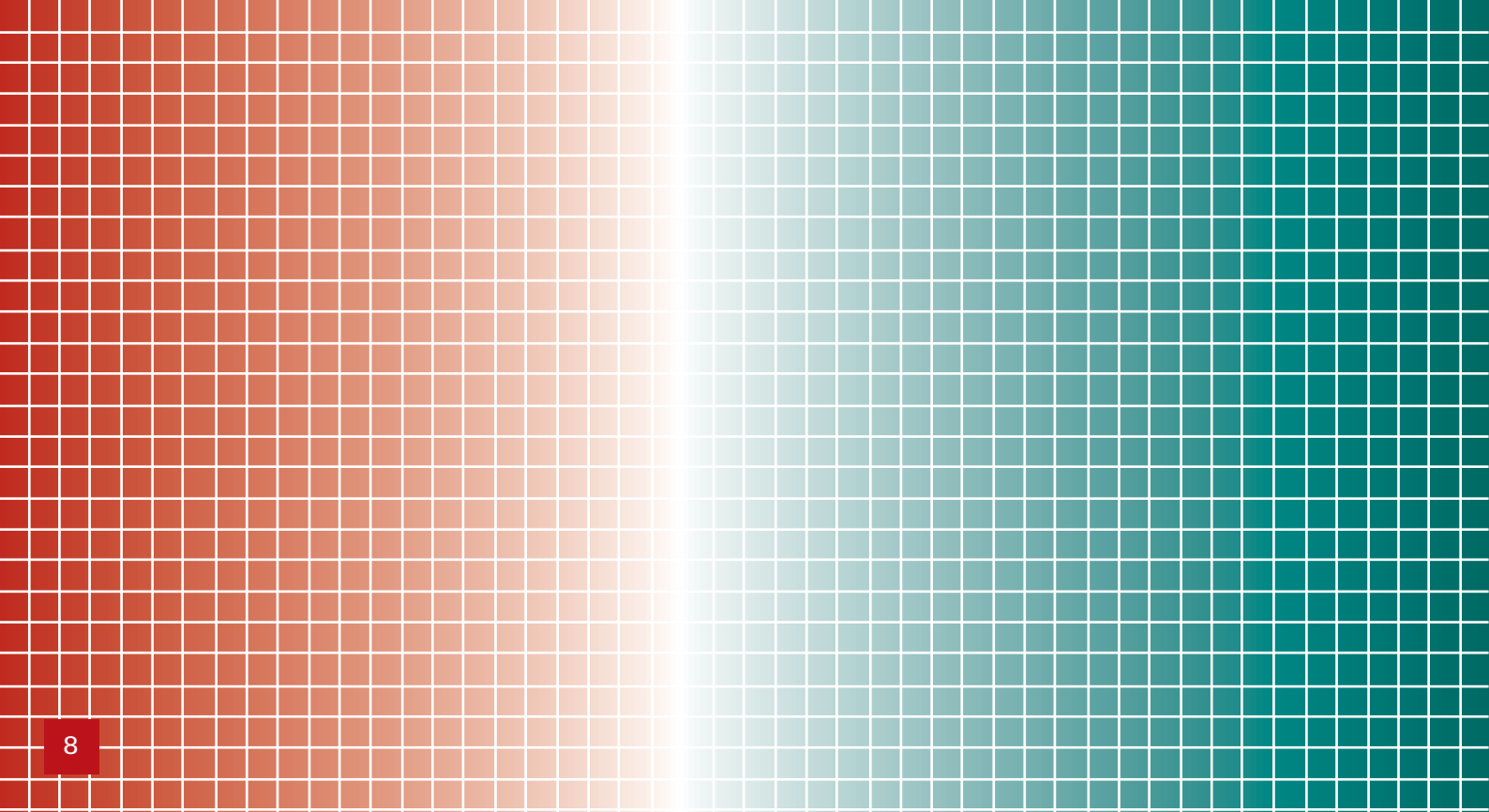


Microsoft Excel workbooks or just one Excel sheet. Many programmes provided a list of projects in hardcopy format.

The variation in the variables incorporated into programme databases and documentation, made it difficult to integrate into a single database.

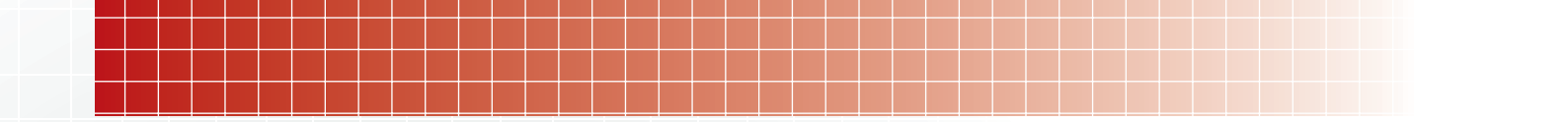
Mapping of the programmes and projects was quite problematic because of the absence in most cases of the spatial detail like the exact geographic coordinates of projects in the field. The erratic spelling of programme and project names and variables containing geographic information (e. g. place name, local and district municipality), further hampered the mapping process.

The absence of unique programme or project identification codes limited the ability to identify duplicate records. A system that will allow departments to access information on other departments' programmes and projects will also make it easier to identify these duplicate records. It will also ease the monitoring and evaluation processes.



Chapter Two

Findings from the Workshops
Held with National and Provincial
Departments



Findings of the workshops largely confirm what has been stated in the previous section. A clear understanding of the complexity within which departments operate was however gained. This understanding will be expanded upon in this section.

One of the main findings is that many of the line department programmes being implemented have an outreach to poor communities and, therefore, can be considered to be poverty reduction programmes. According to officials from various departments attending the workshops, most of these programmes either have a direct (e.g. job creation) or indirect (e.g. skills development) impact on poverty. This is because national and provincial policies and strategies guide departments to ensure that the needs of the people are being addressed in their programmes. What was also highlighted was that the focus of government is moving away from direct poverty relief programmes (or so-called “handouts”) towards what is termed “investment” programmes.

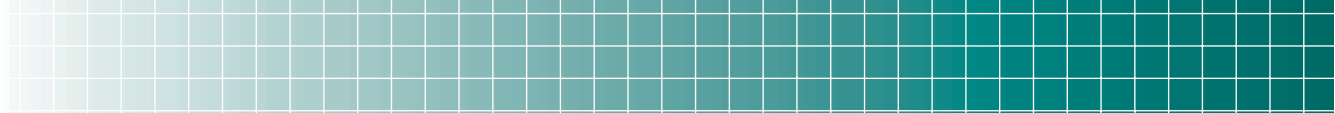
It was acknowledged that outside of the line departments there are distinct poverty relief or reduction programmes such as those that receive conditional grant funds. Furthermore, there are large poverty reduction programmes which are not implemented by a single department but by a number of national and provincial departments with functional responsibility allocated to each of these departments. The programmes that were consistently identified were the Expanded Public Works programme (EPWP), Integrated Sustainable Rural Development Programme (ISRDP), Urban Renewal Programme (URP), Local Economic Development Programme (LED), Municipal Infrastructure Grant (MIG) and the Consolidated Municipal Infrastructure Programme (CMIP). The importance of these different programmes changes from province to province as the emphasis shifts from the building of schools to the building of clinics as an example.

Other programmes that were identified to form part of the poverty reduction programme of the country are those that provide free basic services or subsidies. Another important programme that has had dramatic impact on poverty in South Africa over the years and should be incorporated in an evaluation of poverty reduction programmes and projects is the social grants provided by the national Department of Social Development. A database of 8 000 pay points throughout the country exists and this database can be used to evaluate the impact of this programme on beneficiaries.

Outside the line departments and large poverty reduction programmes of the national and provincial departments are agencies that are implementing other poverty relief programmes. One of these is the National Development Agency (NDA) that receives its funding mainly from the Department of Social Development and another is the National Lottery Board of the Department of Trade and Industry. Within some of the provinces development agencies have been established and if they are allocating funds independently of provincial governments for poverty relief programmes then these programmes too should be monitored. Agencies like the Independent Development Trust (IDT) and the Development Bank of Southern Africa (DBSA) who assist departments in the implementation of the projects and also provide their own funding for the implementation of programmes should also avail their information for monitoring and evaluation purposes. This is to ensure that the evaluation of poverty relief programmes and or projects provides a holistic understanding of the impact.

What became clear in the workshops is the extent to which the national Department of Public Works, through the EPWP, play a role in poverty relief initiatives in the country. This Department and programme have provided guidelines and definitions of poverty that are extensively being used at both national and provincial level. They are not only keeping detailed information on all the EPWP projects being implemented across the country but are also undertaking the monitoring and evaluation of these projects.

Many provincial departments indicated that they did not keep a database of their poverty relief projects or established M&E units because this was already being undertaken by the EPWP, as indicated in the previous paragraph. Within the national departments M&E is much more established than in most of the provincial departments. Some of the provinces, especially the better off ones like Gauteng and the Western Cape, are beginning to establish their own M&E units. It was also mentioned that because national line function departments,



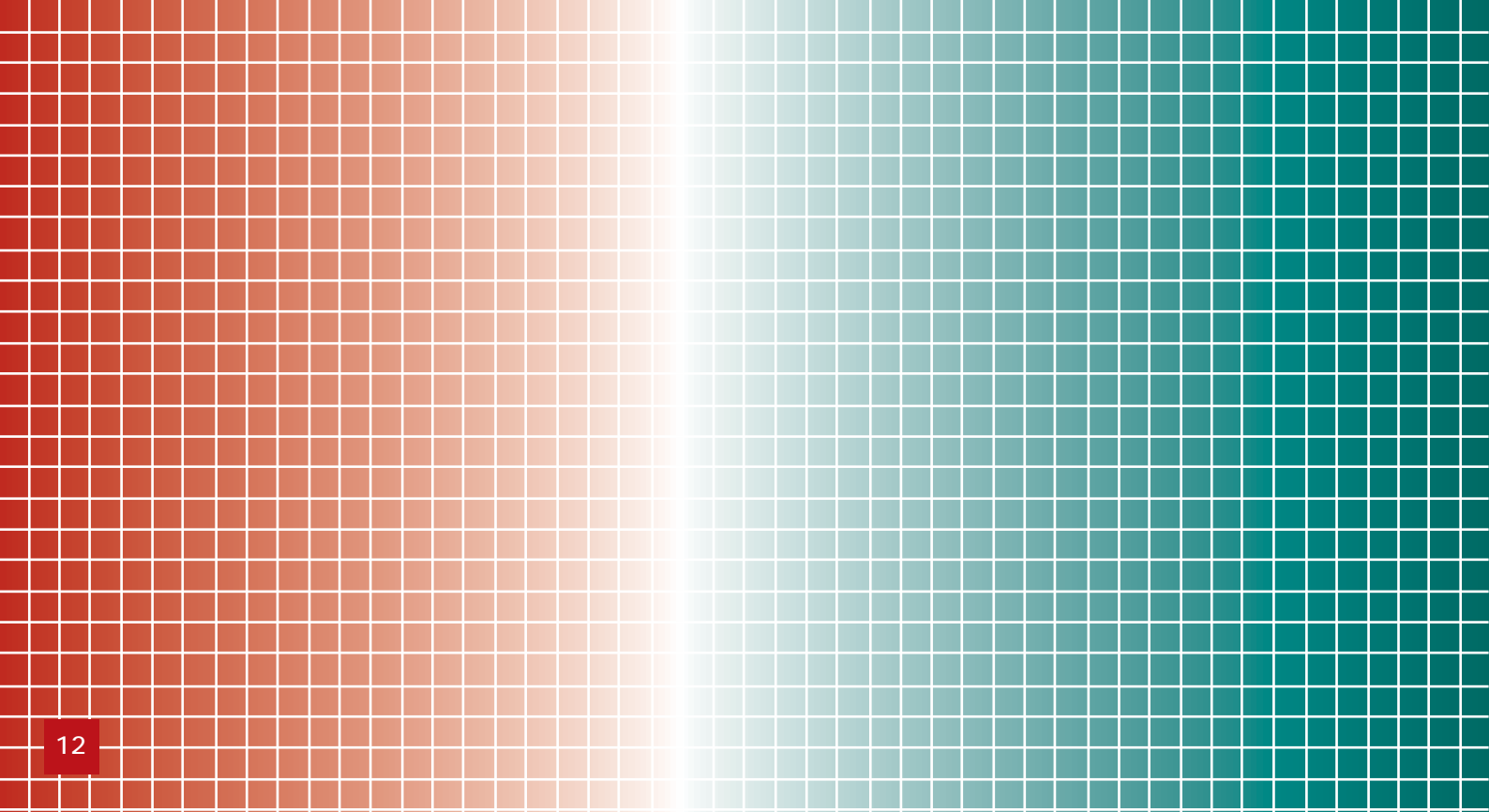
National Treasury, provincial treasuries and The Presidency (Programme of Action) are doing reporting and M&E, the need for individual provincial departments to also do it, did not really exist. In fact these departments raised a concern about the amount of reporting they are doing and that it affects their ability to implement their programmes.

The workshops clearly pointed out that no integrated central database of poverty relief programmes and projects exists at either a national or provincial level. Databases are mainly available within the larger programmes and Premiers' Offices in some of the provinces are starting to develop registers or lists on these projects or programmes. There has also been some indication that individual departments have developed databases on poverty relief programmes. Given that the state of project/programme databases is seemingly not advanced enough, there is a possibility that projects are either being duplicated or they are being left out when integrating the databases from the myriad of sources.

To enable the effective monitoring and evaluation of these programmes and projects and to address the above problems an integrated system for monitoring these programmes and projects should be developed. National and provincial departments have stressed that such an integrated database should be developed within the framework of a national poverty reduction strategy. The purpose of the system would be to ensure that information on the performance of these programmes and projects feeds into a broader nationally co-ordinated monitoring and evaluation process.

A standardised set of variables and indicators for each programme and project need to be developed and adapted for department specific circumstances. In addition appropriate business processes to ensure the proper recording of information on programmes and projects need to be developed. In this regard, there is a need for Government to develop a system that allows programmes and projects to be provided with unique identifier codes or numbers. It is also critical that geographic information on the projects is provided and that the sub-place names database of StatsSA becomes the official source to be used for geo-locating projects.

Furthermore, a department will have to be identified that will drive the entire process of implementing and maintaining such a system. There are several potential role players that have been identified. These are The Presidency, National Treasury, the Public Service Commission and Statistics South Africa. Parastatals like the CSIR and HSRC could also contribute in this regard because of their research capacity. Offices of the Premier have been identified as having an important responsibility in coordinating the collection of information on poverty relief programmes from the different provincial departments and ensuring that the information feeds into the national monitoring and evaluation process. It is recommended that The Presidency takes responsibility, in consultation with National Treasury, Statistics South Africa and the PSC, for the development and maintenance of the database of Government's poverty reduction programmes and projects. This database should be updated on an annual basis.



Chapter Three

Definition of Poverty Reduction Programmes and Projects and the Criteria for the Classification of these Programmes and Projects

3.1 A definition of poverty

Over the past two decades, there has been increasing attention to the fact that poor people's experience of poverty involves a great deal more than inadequate income or consumption (Chambers, 1994; Kanbur and Squire, 1999). This has been forcefully illustrated in South Africa by means of a number of qualitative research initiatives, of which perhaps the most ambitious is the South African Participatory Poverty Assessment, or "SA-PPA" (1998). All of these lead to ways of describing poverty which seek to reflect poverty's multi-dimensional nature. A good example is South Africa's draft Comprehensive Social Security Framework, which seeks to ensure a social safety net that addresses "income poverty," "service poverty," and "asset poverty," among others (HSRC, 2004).

In addition to these increasingly comprehensive and elaborate ways of describing poverty, there also exist many theoretical and methodological perspectives on poverty that purport to explain what poverty is, what is at its root, and/or how best to really understand it. These would include for example the 'capabilities approach,' the 'multiple livelihoods framework,' and the 'entitlements approach,' (Kaplan, 2004).

In the Report of the Commission for Africa, 2005, the reality of poverty is projected as follows:

'Poverty means hunger, thirst, and living without decent shelter. It means not being able to read. It means chronic sickness. Poverty means not finding any opportunities for you or your children. It is about being pushed around by those who are more powerful. It is about having little control over your own life. And it can mean living with the constant threat of personal violence.' (Commission for Africa, 2005, p 101)

The above report further describes the consequences that arise when governments fail to provide effective public services that meet the basic needs of its people:

'Poor people in urban slums, forced to live with mountains of uncollected, disease-infested rubbish, open sewers and dirty and expensive water.

Farmers that cannot sell their produce because the road to the market is impassable in the rainy season. Clinics that have no drugs and schools that have no teachers ... Monies that disappear from hard-pressed national budgets ...' (Commission for Africa, 2005, p 133)

In its *State of the World Population Report*, 2002, the United Nations Population Fund (UNFPA) provides the following perspective on poverty:

"Income is the common way of measuring poverty, but poverty has many dimensions. The poor are deprived of services, resources and opportunities as well as money. Their limited resources are inefficiently deployed. Energy, water, and food all cost more per unit consumed-paradoxically, poverty is expensive for the poor.

People's health, education, gender relations and degree of social inclusion all promote or diminish their well-being and help to determine the prevalence of poverty. Escaping poverty depends on improving personal capacities and increasing access to a variety of resources, institutions and support mechanisms.

Economic growth will not by itself end poverty. The assumptions that wealth will "trickle down" to the poor, or that "a rising tide lifts all boats" are convenient, but do not always correspond to experience, especially in the poorest countries and among the poorest people. Ending extreme poverty calls for commitment to the task, and specific action directed to it". (UNFPA, 2002)

A further dimension of poverty highlighted in this report is *"the distinction between lack of income and lack of capacity. Poor people acutely feel their powerlessness and insecurity, their vulnerability and lack of dignity. Rather than taking decisions for themselves, they are subject to the decisions of others in nearly all aspects of their lives. Their lack of education or technical skills holds them back. Poor health may mean that employment is erratic and low-paid. Their very poverty excludes them from the means of escaping it. Their attempts even to supply basic needs meet persistent obstacles, economic or social, obdurate or whimsical, legal or customary. Violence is an ever-present threat, especially to women.*

The poorest use what resources they have, and considerable resourcefulness, in their struggle to survive. For the poor, innovation means risk, and risk can be fatal. Helping them improve their capacities calls for imagination as well as compassion". (UNFPA, 2002)

Because government policy does in fact recognize the multi-dimensional nature of poverty, as evidenced by its attempts to address poverty in a number of different ways, the PSC is adopting a working definition of poverty that is as broad and encompassing as possible. That is, **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.**

3.2 Definitions of activities aimed at addressing poverty

There is no firm, internationally accepted typology of anti-poverty activities. However, there is a tendency to distinguish interventions according to the extent to which they are designed to meet immediate needs of those who otherwise cannot fend for themselves (i.e. 'welfarist'), or empower poor people to better their own circumstance (i.e. 'developmental'), or reconfigure the economy so that the structural aspects of poverty are minimised or removed.

The following definitions from Henriot (2002, p.6) are typical examples:

- *"Poverty Alleviation: this is 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."*
- *"Poverty Reduction: this is 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."*
- *"Poverty Eradication: this is 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. However, this article will use the term 'addressing poverty' to cover all of the above. Specific distinctions will emerge in the discussion of each approach. One can identify five approaches currently used for addressing poverty. They are not mutually exclusive but rather are interlinked."*

Mafeje (2002) attempts to provide some historical explanation for the use of different terminology. He contends that "poverty alleviation" as a distinct concept arose among international development institutions (especially FAO, IFAD, and UNDP) in the late 1970s as they became increasingly disillusioned with the failure of conventional development policies to 'trickle down' to the poor. In other words, the emergence of the use of the term "poverty alleviation" was an acknowledgement of the need for more active measures to combat poverty in developing countries. Mafeje further contends that "poverty eradication" was a later coinage, this time as a reaction to the failure or limitations of structural adjustment policies; the distinction was more or less the same as that reflected in Henriot's definitions above, i.e. in contrast to "poverty alleviation," "poverty eradication" implied more attention to (developing) the self-reliance of the poor, and/or to addressing the social and economic conditions that perpetuate poverty.

However, it is fair to say that there is only modest consistency in the use of these and related terms in the international literature, notwithstanding the near-universal acknowledgement that it is important, *inter alia*, to distinguish safety-net type measures from those that are more developmental.

Turning now to the case of South Africa, it is evident that the situation is much the same. There is little or no consistency in the manner in which different terms are used (i.e. "poverty alleviation," "poverty relief," "poverty eradication," etc.), but there is, broadly speaking, an understanding that there are in fact different types of interventions aimed at addressing poverty. This is confirmed by both the scan of the literature and the interviews with government officials. The central distinction, as with the case of "poverty alleviation" versus "poverty eradication" cited above, is that between 'welfare' and 'development,' as most visibly illustrated by the shift in thinking that was reflected in the name change from Department of Welfare to Department of Social Development. However, it is also important to point out that in South Africa the meaning of "poverty eradication" is somewhat different than described above *vis-à-vis* some of the international literature - it is not a function of the type of intervention, but is rather taken to mean the ultimate, longer-term goal of eliminating poverty, regardless of how it is achieved.

At one level, the distinction between welfare interventions and developmental interventions is very real. Clearly the activity of disbursing grants is entirely different from supporting an income generating project or financing the transfer of land to poor people. However, at another level – that of impact – it is important to be cautious: it appears that it is not correct to assume that grants only assist poor people in terms of short-term relief from income poverty, while developmental interventions, by contrast, 'teach them to fish' (or whatever they do). There is credible research to the effect that South Africa's social grants are in fact quite developmental, while a lot of would-be developmental initiatives are not.

Since the anti-poverty activities are referred to as "programmes" and "projects" in this report, working definitions of both are provided:

A *poverty reduction project* is a systematic process of activities aimed at achieving a decrease in the number of individuals or households that are unable to meet his/her/its basic human needs. It has a cost parameter and a time defined for its development.

A *poverty reduction programme* is a portfolio of projects related to the common objective of reducing poverty in a specific functional area (e.g. the Comprehensive Agricultural Support Programme (CASP) of the Department of Agriculture) or a combination of functional areas (e.g. the Expanded Public Works Programme combining *inter alia* infrastructure, environmental and culture, economic and social related projects). The projects combined under one programme benefit from the consolidated approach.

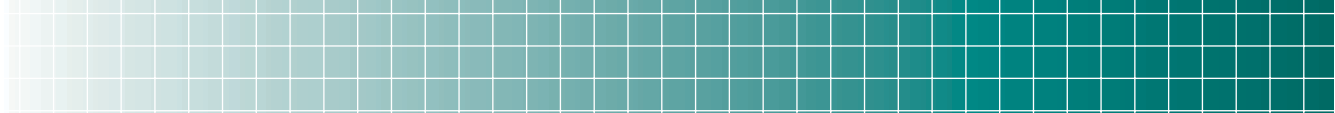
3.3 Brief overview of South Africa's anti-poverty 'strategy'

Before proceeding to the proposed categorizations, a very brief summary of the prevalent view in Government as to what their anti-poverty strategy consists of, is provided. This is needed to address the possibility that an official typology of government's anti-poverty measures exists that may already suit the needs of this project.

In fact, there is really only one recent, official statement as to Government's anti-poverty policy that can be considered a candidate. In particular, it is important to take note of the 'three pillar formulation' offered by President Mbeki in a speech to Parliament on 21 May 2004:

"At the core of our response to all these challenges is the struggle against poverty and underdevelopment, which rests on three pillars. These are: encouraging the growth and development of the First Economy, increasing its possibility to create jobs; implementing our programme to address the challenges of the Second Economy; and, building a social security net to meet the objective of poverty alleviation" (Mbeki, 2004).

This formulation is important in at least three respects. First, it accurately reflects the view of many in government and elsewhere that a central key to resolving poverty does not relate to targeted poverty alleviation initiatives at all, but rather to fostering a stronger and, hopefully, more inclusive, economy. Second, it confirms the distinction



drawn above between the welfare-type interventions associated with the third pillar, and the developmental interventions covered in the second-economy third pillar. And third, the two-economy language is now firmly ensconced in Government's lexicon, for example serving as an organizing principle for the economic cluster in Government's Programme of Action (POA).

3.4 Proposed definition of 'poverty reduction'

Through the research done during this project, the PSC has determined that a useful general term to be used is *'poverty reduction,' which can be defined as 'an initiative, project, or programme which seeks to improve the livelihood or quality of life of individuals or households with no income, with an income below the standard of living or those people living in poverty'*. The reason for using 'poverty reduction' rather than 'poverty alleviation' or 'poverty relief' is that the latter are frequently understood to mean short-term palliatives. The advantage of 'poverty reduction' over 'poverty eradication' is that the latter is often interpreted to imply a long-term, large-scale effort or process with near-complete results.

The downside of 'poverty reduction' is that it is sometimes also construed with a specific meaning, as illustrated with the example above. However, the general observation is that, of all of the terms generally used in South Africa, 'poverty reduction' is the broadest and most generic, which is suitable for the project purposes. The proposed definition itself aims to be quite inclusive, and indeed very clearly includes welfare, improved services, and developmental interventions. However, it does stress deliberate interventions, that is, it would not include indirect or passive lessening of poverty due to job growth in the formal sector.

3.5 Proposed systems of categorization

An important component of the present exercise is to propose one or more ways of categorizing anti-poverty initiatives to serve the purposes of the project. This means first and foremost that whatever way of categorizing that is proposed lends itself conveniently to any future evaluation the PSC may wish to do. An additional consideration is that it would be desirable if whatever is proposed was to resonate with the way in which South African policy makers tend to see their various endeavours.

Two main approaches to categorizing were explored, one by the type of poverty the initiative is meant to address, and the second by the nature of the activities the initiatives consist of.

The "poverty type" option (e.g. "income poverty" *versus* "service poverty" *versus* "asset poverty" *versus* "capability poverty" *versus* "social insurance") is very attractive on the face of it, since it would seem desirable to categorize poverty reduction initiatives according to the functional manner in which they address poverty. However, in practice there would be some challenges to this approach. The main challenge is that it is quite difficult to categorize a number of actual poverty reduction initiatives, because one can rationalize that they address two or more types of poverty. A case in point is the example given above about the under-recognised developmental impact of social grants. A second is the public works programmes, which in some countries are considered a type of welfare, and in others a form of capacity building (see e.g. Appendix 1 in the evaluation of the "RAP-85" programme). A third example is Government's Land Distribution Programme, which explicitly seeks to address both income and asset poverty.

The second proposed way of categorizing poverty reduction measures is by the type of activity, where this is defined more or less intuitively in line with major types of existing programme interventions. For purposes of this study, categories based on 'programme type' are the most preferred. This is due to the fact that it becomes easier to choose specific activities to evaluate. The table below illustrates:

Table 1: Categories based on types of activities

PROGRAMME TYPE	PROGRAMMES
Social security	<ul style="list-style-type: none"> • Child support grant • Old age pension • Disability grant • Food parcels
Free/subsidised basic household services	<ul style="list-style-type: none"> • Water and sanitation • Electricity • Transport • Refuse removal
Subsidised individual services	<ul style="list-style-type: none"> • Education and training • Healthcare
Housing	<ul style="list-style-type: none"> • RDP housing
Land reform	<ul style="list-style-type: none"> • Land redistribution • Land restitution • Land tenure reform
Income generating projects and SMMEs	<ul style="list-style-type: none"> • Programmes by DTI (e.g. Technology for Women in Business, Small Medium Enterprise Development Programme, Skills Support programme, Micro Credit Outlets (Khulastart), Tourism Development Finance) • Various departmental programmes (DSD, DEAT, etc.)
Public works	<ul style="list-style-type: none"> • CBPWP • Working for Water • LandCare • CoastCare • other 'components' of the EPWP, etc.

The advantage of this rather simple approach – apart from the fact that it is simple – is that it does not rely on a preconception of what a programme does or seeks to do, and it is aligned with government activities as they are presently defined.

Although in principle both approaches are serviceable ways of categorizing poverty reduction initiatives, in the sense that both could figure as fields in the database of initiatives, and thus serve as a means of disaggregating or drawing a stratified sample, it is felt that the second, simpler approach by activity type is preferred.

The reader may wish to know why, having delved into the semantics of “poverty alleviation” etc. that some sort of typology based on these terms is not proposed. It is felt that these terms are over-used and at the same time interpreted too variously to be useful, especially if and when the PSC may wish to communicate with the outside world in respect of its poverty-related work.

3.6 Thinking ahead to evaluation

The recent trend in Monitoring and Evaluation (M&E) is to focus on outcomes rather than primarily on inputs. 'Results-Based M&E' has been developed to support governments in designing and adjusting their projects, programmes and policies. Essentially, Results-Based M&E comprises the following activities (Kusek and Rist, 2004):

- Formulate outcomes and goals
- Select outcome indicators to monitor
- Gather baseline information on the current condition
- Set specific targets to reach and dates for reaching them
- Regularly collect data to assess whether the targets are being met
- Analyze and report the results.

Key questions behind selecting and designing an M&E approach or system for South Africa's Poverty Reduction Programme are: What are the strategic goals? and What outcomes are or could be attached to these goals? In the absence of a national poverty reduction strategy, goals could be deduced from current types of programmes and/or projects aimed at poverty reduction as these are listed in Table 1. However, an alternative approach is to use poverty reduction categories based on a typology of poverty and to base the goals of poverty reduction on these poverty types.

The advantages of M&E based on the poverty type categorization include the following:

- The types cover various aspects or dimensions of poverty, whereas programmes and programme goals might be too specific and fail to impact on important poverty components.
- They provide a theoretical base against which dimensional assessments can be made and are thus less vulnerable to *ad hoc* and short evaluations. Programme goals are being defined once a programme comes into existence. Evaluation of the impact of a programme is therefore often limited to programme activities and duration *per se* and fails to incorporate developments which are not necessarily directly related or synchronous to the programme.
- They allow for intergovernmental (integrated) assessments, whereas with regard to programmes, intergovernmental activities are defined by programme design. This might result in one or few government departments involved and assessed. The poverty typology on the other hand allows for evaluation of departments on the poverty dimensions irrespective of government programmes *per se*.

Disadvantages include:

- Interventions might relate to more than one typology; the typologies are not exclusive. Overall assessments of interventions/programmes might therefore become complicated.
- There is no certain level of importance and relevance or weight attached to each type and the interdependency among types of poverty might be contextual. This undermines the possibility to evaluate a programme which touches on various types of poverty.

Having said this, one should also consider current efforts to develop an integrated anti-poverty strategy, which is not necessarily based on either a poverty typology or existing programmes. According to Kusek and Rist (2004), the creation of a results-based M&E system often works best when linked to other public sector reform programmes and initiatives, such as creating a medium-term public expenditure framework, restructuring public administration, or constructing a National Poverty Reduction Strategy. Linking the creation of M&E systems to



such initiatives creates interdependencies and reinforcements that are crucial to the overall sustainability of these systems. Developing an anti-poverty strategy and an M&E system thus goes hand in hand.

Chapter Four

Developing the Database on Poverty Reduction Programmes and Projects

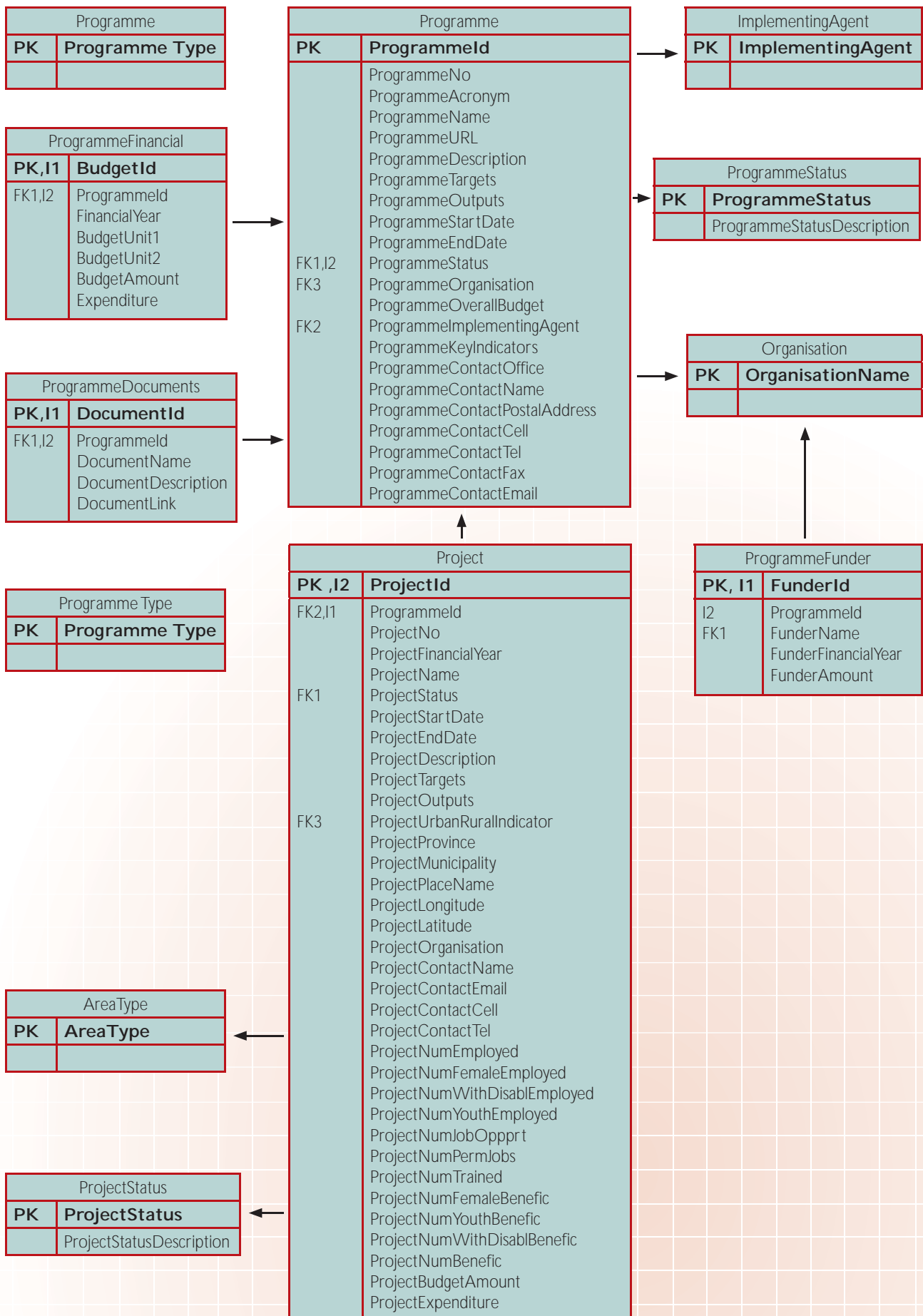
4.1 Design of the programme and project database

The database designed during the initial stages of the project uses a relational database configuration. A relational database design allows information on distinct entities to be stored separately but can be joined together using a key column or primary key (e.g. Programmeld) and, therefore, provides access to only the relevant data at any particular time. In the relational database design of this project, individual databases provide information on six main entities (Figure 3), namely: the programmes, projects, implementing agent, responsible department/organization, funder and beneficiaries. Another reason for developing this design is that it provides government with a format that can in future be used at national and provincial level for recording information on programmes and projects.

In terms of the relational database design, each programme may have several projects within it but a project belongs to one specific programme only. The individual databases and the information that they contain on the different entities and how they link to one another are schematically represented in Figure 1. What Figure 1 also shows is that each programme may have one or more funder(s), documents, financial data or projects. The primary key (e.g. Programmeld) is used to link the programme to its corresponding funders, documents, financial data or projects. The database design has been integrated in Microsoft Access and is available on CD.

Project information is provided by financial year because the budgets and expenditure are allocated according to a financial year as required by National Treasury. The database design caters for this by providing data on projects by department and for data to be captured on an annual basis (per financial year). In developing the database design it was assumed that programmes and projects would not necessarily have unique programme or project numbers. Therefore, the matching of projects from year to year would be a tedious and time-consuming process with a high potential for error. However, by sorting in terms of various project fields, trends associated with projects can be examined from year to year.

Figure 1: Data flow diagram



A description of the fields contained in the more important component databases are described below. For the description of the fields in all the component databases, Addendum 4 is provided. The description of the fields contained in the programme database and their type are provided in Table 2. The purpose of this database is to provide descriptive information about each of the national and provincial programmes. Ideally, each programme should be registered at a central government facility and have a unique identifier number or acronym (e.g. Expanded Public Works Programme EPWP). Where this does not exist it should be generated programmatically. Critical fields of information that should be maintained are the contact details of the government official who is responsible for each programme and or project in the country. This information will allow government officials and researchers to get access to information on the programmes, but more especially, data on the projects that are being conducted under each programme.

Table 2: Description of fields in programme database

	Programme	Description	Type
Describe	Id	Numeric primary key to uniquely identify a programme programmatically because there is not an alternative in the form of consistent unique identifiers. These values will however be hidden to any user.	Number
	No	Unique descriptor for a programme. It is left for future use but will not currently have values as programmes do not have an identifying number at this stage.	Text
	Acronym	Acronym for the programme. Programmes are currently uniquely identified by their acronyms even though every programme may not have an acronym	Text
	Name	Name of the programme	Text
	URL	Web Address of the programme if it is available on a website	
	Description	Provide an overall description of the programme including the mission, aims and objectives of the programme	Text
	Targets	Describes the list of tangible outputs intended to be produced by the programme e.g. 10 km of road built or 20 mobile clinics. These will differ between programmes.	Text
	Outputs	Describes the list of tangible outputs actually achieved by the programme. These will differ between programmes.	Text
	StartDate	The date or year that the programme started.	Text
	EndDate	The date or year that the programme was completed or discontinued.	Text
	Status	Status of the project: Planned: Programme has been approved and is in the planning phase. Implemented: Programme is currently in process and actively achieving objectives. Reviewed: Programme has been running for a while and is now in process of being reviewed. Programme activities still continue taking place during this phase. Completed: The Programme has successfully completed its activities.	Text
Organisation	The name of the organisation or department that owns and is responsible for the programme.	Text	

	OverallBudget	OverallBudget contains the total budget assigned to the programme and could span several years. Percentage of budget allocated and spent per year may then be calculated.	Number
Describe	ImplementingAgent	The agent that will be implementing the programme. Valid values are: national, provincial and municipality.	Text
	KeyIndicators	This will list the key indicators for the programme such as 40% of workforce must be female and all projects in the programme would be expected to comply with these indicators.	Text
Contact	ContactOffice	Office, department, directorate or section to contact regarding the programme.	Text
	ContactName	Name of the person to contact for information regarding the programme.	Text
	ContactEmail	Email address of the person to contact for information regarding the programme.	Text
	ContactCell	Cell number of the person to contact for information regarding the programme.	
	ContactTel	Telephone number of the person to contact for information regarding the programme.	Text
	ContactFax	Fax number of the person to contact for information regarding the programme.	Text
	ContactPostalAddress	Postal address of the contact person for the programme.	Text

The project database links to the programme database by the ProgrammeID, which should be unique to ensure the correct linkage of projects to the programme that they belong to. Each project should also have a unique number assigned to it by the programme coordinator or programmatically and should include the unique programme ID or acronym as a prefix (e.g. EPWP0001). Like the programme database, the project database contains descriptive and contact detail fields. This database also contains critical fields with regard to where the project is geographically located (e.g. local municipality, latitude/longitude coordinates) and information on key performance indicators (e.g. number of people employed). Summary information on the budget allocated and the amount that has been spent on the project each financial year is included.

Table 3: Description of the fields in the project database

	Programme	Description	Type
Describe	ProjectId	Meaningless numeric primary key to uniquely identify a project programmatically because there is not an alternative in the form of consistent unique identifiers. These values will however be hidden to any user.	Number
	ProgrammeId	Link to the programme which supports this project. Using this value any of the programme fields may be displayed for the project.	Text
	ProjectFinancialYear	Financial Year of the project. A project may span budget years. Format: yyyy/yy	Text
	ProjectNo	Unique Reference Number assigned to a project to identify it.	Text

Describe	ProjectName	The name of the project or in its absence the name of the community where the project is taking place.	Text
	ProjectStatus	Status of the project: <ul style="list-style-type: none"> • Planned: Project has been approved and is in the planning phase • Implemented: Project is currently in process and actively achieving objectives • Reviewed: Project has been running for a while and is now in process of being reviewed. Project activities still continue taking place during this phase. • Delayed: The Project did not start on its planned start date and is delayed for various reasons. • Discontinued: The Project will no longer continue its activities or receive funding for various reasons. • Completed: The Project has successfully completed its activities 	Text
	ProjectStartDate	The planned start date of the project. If the project does not start at its planned start date for various reasons then the project status 'delayed' may be used to indicate that the project has been delayed.	Date
	ProjectEndDate	Actual date of completion of the project. It was decided not to store PlannedEndDate at this stage.	Date
	ProjectDescription	Provide an overall description of what the project is about. Include the description, aims and objectives of the project.	Memo
	ProjectTargets	Describes a list of tangible outputs intended to be produced by the project e.g. 300 people trained	Memo
	ProjectOutputs	Describes the tangible outputs actually achieved by the project e.g. 250 people trained.	Memo
	UrbanRuralIndicator	Indicates whether a project is taking place in an urban or rural area. Valid values are Urban or Rural.	Text
	Geolocation	The lowest spatial (geographic) level to which the project could be geo-coded (e.g. GPS, place name, local or district municipality, province or Unknown)	Text
	Source	The department or agency (where it could be determined) from whom the project data was received. This is not necessarily the same as the department which implements the project.	Text
	Type	The format in which project data was received (e.g. hard copy or digital/electronic format)	Text
	Location	ProjectProvince	Province within which the project is located and operating
ProjectMunicipality		The local municipality where the project is taking place and not the district municipality. The district municipality can be identified from the local municipality.	Text
ProjectPlaceName		Name of place where project is located or operating	Text
ProjectLongitude		Latitude of the project location	Text
ProjectLatitude		Longitude of the project location	Text

Contact	ProjectOrganisation	Organisation undertaking to do the project.	Text
	ProjectContactName	Name of the contact person for the project.	Text
	ProjectContactEmail	Email of the contact person for the project.	Text
	ProjectContactCell	Cell number of the contact person for the project.	
	ProjectContactTel	Telephone number of the contact person for the project.	Text
Key Performance Indicators	ProjectNumEmployed	No. of workers employed. From CBPWP Key Performance Indicators	Number
	ProjectNumFemaleEmployed	No. of women workers employed. From CBPWP Key Performance Indic	Number
	ProjectNumWorkWithDisablEmployed	No. of workers with disabilities employed. From CBPWP Key Performance Indicators	Number
	ProjectNumYouthEmployed	No. of youth (people between the ages of 18 and 35) employed. From CBPWP Key Performance Indicators.	Number
	ProjectNumJobsOpport	No. of job opportunities created.	Number
	ProjectNumPermJobs	No. of permanent jobs created. From CBPWP Key Performance Indicators	Number
	ProjectNumTrained	No. of local labour being trained. From CBPWP Key Performance Indicators	Number
	ProjectNumFemaleBenefic	Number of females benefitting from the project.	Number
	ProjectNumWithDisablBenefic	Number of people with disabilities benefitting from the project.	Number
	ProjectNumYouthBenefic	Number of youth (people between the ages of 18 and 35) benefitting from the project.	Number
	ProjectNumBenefic	No. of individuals benefitting from the project. From Dept Agric. Landcare Programme Projects	Number
Finance	BudgetAmount	Amount in rands of budget allocated	Number
	Expenditure	Amount in rands that was spent	Number

It is strongly recommended that the place (i.e. suburb in metropolitan areas; village, town or local municipality in rural areas) be defined for each and every project and that Statistics South Africa's 2001 sub-place geographical names database be used as the standard. Examination of the various databases that have been received so far show that the extent to which projects have unique numbers, vary from programme to programme. Furthermore, in comparison to the list of database fields presented above, most programmes provided limited data. It is the contention of the project team that government should standardize on a core set of fields to be used in reporting on all programme and projects. It is also recommended that a unique number be provided for each and every programme and project being implemented at a national and provincial level. This will facilitate much faster access to programme data and will enable much easier comparisons of programmes and projects from one year to another.

The programme funder fields provide summary information on what agency is funding a programme, in what financial year and the amount of funding that is provided (Table 4). This is for several reasons, including getting an understanding of where the funds are coming from so that a complete picture of who is funding what and where can be obtained. For example, a project might be implemented under the EPWP but its funding is coming from a provincial department. Tracking this information will also allow more effective reporting to the funding agent and assist in monitoring whether there is duplication of expenditure on programmes or projects.

Table 4: Description of fields in programme funder database

	Programme	Description	Type
Funder	Name	Name of the funder e.g. World Bank.	Text
	FinancialYear	Financial Year for which funding was received.	Text
	Amount	The amount received from the funder.	Number

The purpose of the programme financial database is to provide summary data on various aspects of the programme (Table 5). This includes providing budget and expenditure data at various administrative levels (i.e. province and local municipality) and for different components (e.g. training, salaries, etc). Financial information is also provided over the financial years for which the programme is operational.

Table 5: Description of fields in programme financial database

	Programme	Description	Type
Financial	Financial	Budgets and Expenditure are done by varying units e.g. province and are allocated per financial year. Allows budget and expenditure to be stored for several years per unit allocated.	Table
	FieldName	FieldDescription	
	BudgetYear	Year for which budget was allocated	Text
	BudgetUnit1	Unit e.g. province to whom allocation was made. This allows for some breakdown of the budget instead of just storing one global amount.	Text
	BudgetUnit2	Unit for breakdown of budget if needed to breakdown budget further e.g. by training or salaries within province.	Text
	BudgetAmount	Amount in rands of budget allocated	Number
	Expenditure	Amount in rands that was spent	Number

A final database component described is that of the programme document database (Table 6). In this database information is provided on secondary documents that relate to the programme and or project and to the format they are stored in. Provision is made in the database to hyperlink to the actual document or to gain access to documentation on a relevant web page. This information is of great value for evaluation purposes as it provides secondary information that may not be stored in a database (e.g. vision, objectives, indicators, etc).

Table 6: Description of fields in programme document database

	Programme	Description	Type	
Documents	Documents	Name and link to any document (.doc, pdf,.xls), database or report related to this programme. Allows several documents to be listed.	Table	
		FieldName	FieldDescription	
		DocumentName	A short name to identify the document.	Text
		DocumentDescription	A more detailed description of what the document contains.	Text
		DocumentLink	The fully qualified file path and filename to the physical file so that it may be opened and viewed. Note: Affects portability as there is a hard coded reference to the file path.	Hyperlink

For specific fields in the database, the design has catered for the selection of a value from a predefined list. Code tables have been created to provide an understanding of what the predefined list of values mean (Addendum 5). For example, these include ProgrammeStatus, ProjectStatus, ImplementingAgent and AreaType. When accessing these specific databases the code value is used as the primary key, which makes the export and extraction of programme and project data much simpler. An organisation table has also been created to ensure the consistent use of organisation (or department) names in the database. This table supplies values for ProgrammeOrganisation (Department that owns the programme) and FunderName (funder of the programme). The acronym of the organisation is used as the linking field and is also the primary key for the organisation table and is thus required for all organisations.

4.2 Populating the programme and project database

4.2.1 Accessing information on programmes and projects

The identification of poverty reduction programmes and projects, making contact with the relevant government officials and integrating the data received into a database proved to be the most difficult and time-consuming aspect of the entire project. Presently, there is no readily available central database or list of poverty relief or reduction programmes and projects in South Africa. Discussions were held with both National Treasury and the Presidency on the project and the existence of a central database and they confirmed that there was none. This was largely confirmed also when conducting the workshops with the national and provincial departments, although the Premiers Offices of some provinces have started to put together a register of poverty relief or reduction projects. National Treasury stated that they had been successful over the last three years in getting national and provincial departments to adopt a new reporting structure that is based on international standards. This has resulted in improving the quality of data being provided to National Treasury although at an aggregate level (i.e. provincial or national) and not a project specific level.

The second element of the stipulated methodology employed by the project team was to contact departments directly for access to databases. One such department was the Department of Public Works, for access to its database on Expanded Public Works Programme (EPWP) projects. Quarterly updates were available from the programme's website, but a more comprehensive database of all projects for the last financial year, could only be made available to the project team after the project phase in which data had been captured had been concluded. The EPWP is a prominent and well-publicised anti-poverty programme of government and it was important to include this programme in the project. The number of programmes and projects received from departments in either an electronic or hardcopy format are presented in Tables 7 and 8 below. Databases were received from provinces, especially from some of the Premiers Offices, which contained information on projects for a number

of different departments and programmes (e.g. the Free State and Mpumalanga).

Although certain programmes, such as the EPWP of the national Department of Public Works and the Integrated Sustainable Rural Development (ISRD), Urban Renewal Programme (URP), Local Economic Development, Consolidated Municipal Infrastructure Programme (CMIP) and Municipal Infrastructure Grant (MIG) of the Department of Provincial and Local Government (DPLG) contain the majority of the poverty reduction projects being implemented for national and provincial departments, some national and provincial departments are implementing smaller programmes on their own, such as the Department of Social Development's Food and Emergency Relief Programme and the HIV and AIDS Programme. Furthermore, provinces are implementing poverty relief projects using their own funds that are not registered in the databases of the larger programmes and, therefore, the necessity for the Premiers' Offices to collate information on their poverty relief programmes at a provincial level.

A complexity of these project databases is that they may be incorporated into both national and provincial databases resulting in records possibly being duplicated. Without a unique programme or project identification code, the ability to identify these duplicate records is limited and can only be done through a comparison of project names, which is extremely difficult to do and very time consuming. There would clearly be a need for departments to find ways on sharing information on their individual databases to avoid such duplication.

What became apparent is that there is little or no standards for information provided on poverty reduction programmes and their projects. This confirms the necessity for a system to report on a standardized set of poverty relief programme indicators.

Clearly, this points to the need for departments to adopt better approaches (e.g. norms and standards and indicators), as suggested by National Treasury. There is also the need for a system that will allow the information from national and provincial departments to be easily accessed for monitoring and evaluation purposes.

Twenty-nine thousand, nine hundred and sixty-six (29 966) projects are presented in the integrated database. In future, consideration should be given to how information on poverty relief programmes become "official" statistics that can be incorporated into the National Statistical System (NSS) and contain the necessary endorsement from departments that the data provided is accurate and complete.

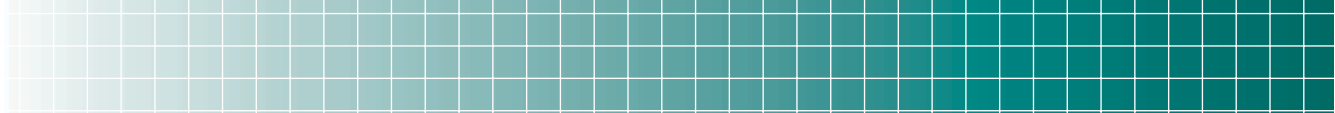
Statistics South Africa as custodian of the National Statistics System could provide advice on indicators to use in the reporting on poverty reduction programmes. The Presidency could play a facilitation role to get the necessary systems in place that would allow the data on poverty reduction programmes and projects to be recorded into a central database as is suggested in the PoA. At this stage it is recommended that the Presidency be the custodian of the central database.

Having such a system and comprehensive central database will allow departments to get access to the information they require to inform their planning systems and to undertake evaluations of government programmes.

4.2.2 Capturing of programme and project data received into the database

Throughout the project, programme managers were requested to provide the data in a digital format. Digital formats ranged from documents supplied in Microsoft Word format and as Microsoft Excel workbooks with either one or multiple sheets. They were also requested to provide specific data that could be used to populate the database.

Many of the programmes provided a list of poverty relief projects in hardcopy format. Documents that appeared on websites were usually in a PDF format and these were printed and treated as hard copies, since extracting text from PDF documents was regarded as too time-consuming. Project team members were responsible for



compiling the integrated database from the digital and hard copies, respectively. Regular quality checks were performed to ensure that data capturing errors were kept to a minimum.

Although care was taken during the integration of both hard copy and digital sources of data, no guarantee can be given on quality of the data. The reasons for this are twofold. In the first instance, the significant variation in the variables incorporated into the programme databases and documentation made it extremely difficult to integrate. In the second instance, the erratic spelling of programme and project names and especially variables containing geographic information (e.g. place name, local and district municipality) has made it difficult to map the projects within the time frame of this project. Having integrated the data into the database considerable editing had to be done. However, this too was an enormous task that will require more person hours than are available to complete this project.

The population of core data fields was also highly dependent on the entries supplied in digital and hardcopy format by the various government departments. Significant errors were discovered with data in fields not matching the variable names. One example is that the project owner may be a local municipality or a provincial government department. However, in the project owner field the record provided does not refer to who is the source/custodian of the data. Thus the field, ProjectMunicipality, had records that mainly contained municipality names, while another contained 'Agriculture'. These obviously inaccurate entries were edited in the database and the record of the project was retained.

In many cases, the spelling of geographical place names was not the same. Furthermore, there were mismatches between the data provided and the names of the variables. For example, a village name would be entered into the ProjectMunicipality field and in other instances; there was a mixture of district and local municipalities in the same field. Variations in spelling, the truncation of names and the complete omission of data from fields, but especially geographical place name, has made it largely impossible to develop an integrated database of sufficient quality. All of the above talks to the necessity of standards in capturing programme information and the core set of variables that all programmes should collect for M&E purposes.

It must also be noted that some programme databases could not be captured and integrated into the database because they were received too late in the project. Furthermore, it is anticipated that reports on programmes will continue to be received even after the completion of this phase of the project. Therefore, consideration must be given as to how the electronic, hardcopy and late submissions of programme projects can be used for sampling in the evaluation phase of the project. One such example is the 'Project Analysis Report', made available by the DPLG on the Integrated Sustainable Rural Development Programme (ISRDP). The report lists project linkages, stakeholders, objectives and several projects specific details are provided in a Microsoft Word document. Even if this report were received in a digital format, it would have taken several days to integrate the data into the standardised format of the database designed by the project team.

What has been received and been integrated into the database is summarized in the tables below. A total of 29 966 projects spread across the nine provinces and from several different programmes that are implemented at a national and provincial level have been integrated into the database. The provinces with the highest number of projects are Eastern Cape (6 781), Free State (4 606), KwaZulu-Natal (4 179) and Limpopo (3 568). The main reason for the Free State having such a high number of projects is because of the work that the Office of the Premier has done in establishing their project register. In the Eastern Cape there is quite an even spread of projects amongst several programmes with the highest number coming from the national Department of Land Affairs Land Reform Programme. In most of the provinces the majority of projects captured into the database were from the Department of Education's National School Nutrition Programme (NSNP).

Table 7: Projects integrated into database by province and source.

PROVINCE	SOURCE OF PROGRAMME	NUMBER OF PROJECTS
Cross Border	Agriculture	16
	Sub-Total	16
EASTERN CAPE	Agiculture (AGIS)	213
	Dept of Education	4834
	Dept of Housing	454
	DPLG	173
	Eastern Cpe Dept of Housing, Local Govt and Traditional Affairs	95
	Eastern Cape Economic Affairs, Environment & Tourism	189
	Eastern Cape Social Development	6
	Land Affairs	467
	Publiuc Works	344
	Unspecified	6
	Sub-Total	6781
FREE STATE	Agiculture (AGIS)	36
	Dept of Education	1167
	Dept of Housing	1
	DPLG	12
	Free State Local Economic Development	30
	Free State Office of the Premier	2712
	Land Affairs	477
	Limpopo: Office of the Premier	22
	Public Works	107
	Social Development	38
	Unspecified	4
	Sub-Total	4606
GAUTENG	Agiculture (AGIS)	16
	Department of Educatiion	1718
	DPLG	9
	Gauteng Social Development	204
	Land Affairs	142
	Limpopo: Office of the Premier	35

PROVINCE	SOURCE OF PROGRAMME	NUMBER OF PROJECTS
	Public Works	912
	Social Development	21
	Sub-Total	3057
KWAZULU-NATAL	Agriculture (AGIS)	282
	Dept of Education	3069
	Dept of Housing	3
	DPLG	42
	KZN Arts, Culture and Tourism	15
	Land Affairs	320
	Office of the Premier	3
	Public Works	362
	Social Development	70
	Unspecified	13
	Sub-Total	4179
LIMPOPO	Agriculture (AGIS)	99
	Dept of Education	2119
	Dept of Housing	8
	DPLG	18
	Land Affairs	218
	Office of the Premier	809
	Public Works	193
	Social Development	63
	Unspecified	41
	Sub-Total	3568
MPUMALANGA	Agriculture (AGIS)	66
	Dept of Education	1545
	Dept of Housing	11
	DPLG	16
	Land Affairs	252
	Office of the Premier	189
	Unspecified	412
	Public Works	534
	Social Development	51
		Unspecified

PROVINCE	SOURCE OF PROGRAMME	NUMBER OF PROJECTS
	Sub-Total	3093
NORTH WEST	Agriculture (AGIS)	188
	Dept of Education	1973
	Dept of Housing	3
	PDLG	11
	Land Affairs	147
	Office of the Premier	20
	Public Works	113
	Social Development	38
	Unspecified	3
	Sub-Total	2496
NORTHERN CAPE	Agriculture (AGIS)	38
	DPLG	24
	Land Affairs	157
	Dept of Housing	13
	Northern Cape Agriculture and Land Reform	23
	Public Works	98
	Unspecified	3
	Sub-Total	356
WESTERN CAPE	Agriculture (AGIS)	97
	Dept of Education	214
	Dept of Housing	2
	DPLG	18
	Land Affairs	362
	Public Works	382
	Social development	11
	Unspecified	16
	WC Social Servoces and Poverty Alleviation	39
	Sub-Total	1141
Province Unspecified	Dept of Education	4
	Dept of Housing	2
	DPLG	2
	Limpopo Office of the Premier	202

PROVINCE	SOURCE OF PROGRAMME	NUMBER OF PROJECTS
	Public Works	439
	Unspecified	24
	Sub-Total	673
Grand-Total		29966

To look more closely at the distribution of projects that have been received and integrated into the database, an analysis of the programmes was done and is presented in Table 8. The largest programme database that was received was that from the Office of the Premier in the Free State. This was followed by the projects contained in the different components of the EPWP: The Poverty Management Information System (of the Limpopo Growth and Development Strategy) with 1195 was the fourth largest programme. The national Department of Agriculture provided the next largest source of data from their Land Redistribution for Agricultural Development (LRAD), Settlement and Land Acquisition Grant (SLAG) and Comprehensive Agricultural Support Programme (CASP).

The Integrated Sustainable Rural Development Programme (ISRDP) and the Municipal Infrastructure Grant (MIG) could not be made available by the national DPLG, but some of the project data was included as part of provincial department submissions to the project team. Flagship poverty reduction programmes, such as the EPWP and the National School Nutrition Programme, have been obtained centrally from the Departments of Public Works and Education, respectively.

Table 8: Analysis of projects by programme.

Programme Name	Number of Projects
National School Nutrition Programme (NSNP) of the Department of Education	16641
Free State Growth and Development Strategy (FSGDS) of the Free State Office of the Premier	2712
EPWP-Infrastructure of the Department of Public Works	1915
EPWP-Environmental & Culture of the Department of Public Works	1281
Poverty Management Information System (MIS) of Limpopo: Office of the Premier	1195
Land Redistribution for Agricultural Development (LRAD) of the Department of Land Affairs	970
Settlement and Land Acquisition Grant (SLAG) of the Department of Land Affairs	884
Comprehensive Agricultural Support Programme (CASP) of the Department of Agriculture	603
Restitution Discretionary Grant of the Department of the Department of Land Affairs	528
Project Linked Subsidy of the Department of Housing	447
Executive Outreach of Mpumalanga Office of the Premier	412
Projects under an unspecified programme of the Department of Agriculture (AGIS)	250
EPWP-Social of the Department of Public Works	218
Poverty Alleviation by Local Authorities of the Department of Social Development: Gauteng	204

Programme Name	Number of Projects
LED Poverty Relief Projects of Eastern Cape Economic Affairs, Environment & Tourism	169
Comprehensive Agricultural Support Programme (CASP) of DPLG	134
Local Economic Development Framework (LEDF) of DPLG	131
Land Care of the Department of Agriculture (AGIS)	126
Commonage Grant of Department of Land Affairs	124
Land Care of Various Departments	122
Sustainable Resource Management of Limpopo: Office of the Premier	85
LED/REDZ/ISRDP of Eastern Cape Department of Housing, Local Government and Traditional Affairs	82
EPWP Economic of the Department of Public Works	70
Women's Flagship Programme of the Department of Social Development	65
Older Persons Flagship Programme of the Department of Social Development	55
National Land Programme (NLP) of the Department of Agriculture	54
HIV/AIDS of the Department of Social Development	53
Food Security of the Department of Social Development	53
Land Care of DPLG	47
Poverty Relief of the Department of Social Development	38
Projects under an unspecified programme Land Affairs	36
Consolidation Subsidy of the Department of Housing	32
Poverty Alleviation Allocations of the Western Cape Department of Social Services and Poverty Alleviation	30
Local Economic Development (LED) of Free State Department of Local Economic Development	30
Food Security of the Northern Cape Department of Agriculture and the Department of Land Affairs	23
Projects under an unspecified programme of the Department of Social Development	21
Institutional Subsidy of the Department of Housing	18
ISRDP Anchor Projects of the Department of Agriculture	16
Poverty Alleviation of the Department of Arts, Culture and Tourism: KZN	15
PGDP Service Delivery Programme of the Eastern Cape Department of Housing, Local Government and Traditional Affairs	13
LED Poverty Relief Projects of the Department of Social Services and Poverty alleviation: Western Cape	9
Youth Development Programme of the Department of Social Development	7
LED/REDZ/ISRDP of the Department of Economic Affairs, Environment and Tourism: Eastern Cape	7

Programme Name	Number of Projects
Projects under an unspecified programme Eastern Cape Department of Economic Affairs	5
Poverty Relief of the Department of Economic Affairs, Environment and Tourism: Eastern Cape	5
Food Security of DPLG	5
Poverty Relief of Various Departments	4
Women's Flagship Programme of DPLG	3
Poverty Alleviation of the Department of Social Development: Eastern Cape	3
Poverty Alleviation of the Department of Economic Affairs, Environment and Tourism: Eastern Cape	3
Older Persons Flagship Programme of DPLG	3
Projects under an unspecified Programme of the Department of Education	2
HIV/AIDS of DPLG	2
Poverty Relief of the Department of Social Development: Eastern Cape	1
LED Poverty Relief Projects of the Department of Social Development: Northern Cape	1
LED Poverty Relief Projects of the Department of Social Development: Eastern Cape	1
Land Redistribution for Agricultural Development (LRAD) of the Department of Agriculture	1
Integrated Food Security and Nutrition Programme (IFSNP) of the Department of Agriculture	1
Food Security of the Department of Social Development: Eastern Cape	1
Total	29966

A copy of the integrated database and the individual programme databases has been compiled on CD. A file containing all the hard copy documents of programme projects has also been put together. This information will be used by the PSC in drawing a sample for Phase 2 of the project. It also gives an understanding to Government of which national and provincial departments provided information on their programmes. A comparison of the different programme databases also shows their differences in terms of variables included and the way the data has been captured. Very importantly, it provides programme managers with information in an electronic format that can now be checked for its content and accuracy.

4.2.3 Mapping the programmes and projects captured in the database

The exact geographic coordinates of projects in the field would have been the ideal but the data received did not contain this level of spatial detail. The project team would have preferred that programme databases included the geographic coordinates created through the use of Global Positioning Systems (GPS) but only the national Department of Environment Affairs and Tourism was able to supply such data (Figure 2).

Figure 2: Distribution of poverty relief projects of the Department of Environment Affairs and Tourism.



The Department of Agriculture provided geographic information for their Comprehensive Agricultural Support Programme (CASP) that had been geo-located to the local municipality level (Figure 3). It would have been useful if the data had been geo-located to at least the exact level as this will allow people doing fieldwork to navigate more accurately to within a short distance of where the project is located. The intention was to geo-locate as many projects as possible in the integrated database of all programmes to the sub-place level. However, this was not possible because of the poor quality of the geographical references provided in the database.

Furthermore, many of the programme project databases provided information on the geographic location of projects to only the local or district municipality level. Thus, what the integrated database provides is, firstly, a comprehensive list of projects that gives a universe from which a sample of projects can be drawn. Secondly, the projects geo-located to the municipality level can be aggregated to provide statistics at the local or district municipality level. For the purposes of identifying the geographic location of projects to enable them to be properly evaluated it would have been better to have the locations of the projects at their exact or sub-place name levels. This is something that should be considered in future to facilitate more focused evaluation of Government's programmes.

Figure 3: Distribution of the projects of the Comprehensive Agricultural Support Programme (CASP) of the Department of Agriculture.



4.3 Matching the database to the poverty reduction categories

Having developed the database, there is now a possibility to disaggregate the list of projects according to the main poverty reduction programme or activity types as identified in Section 2.5. This has caveats. First, the process of categorising projects is not always straightforward. In some instances, projects appear to straddle more than one type of programme (for example, some agriculture projects have as their aim both income generation and food security, the latter of which is a form of social security).

The process of assigning projects to categories was in fact quite time consuming, requiring inspection of four different fields within the database ('Programmeld,' 'ProjectName,' 'ProjectDescription,' and 'ProjectOutputs'). This process also resulted in about 12% (3 590 out of 29 966) of the projects being eliminated from the database on the grounds that, after closer inspection, they did not qualify as poverty reduction initiatives in the sense described in Section 2.4. In addition, about 5% of the remaining project records could not be categorised, because the information provided and captured in the database does not allow an adequate understanding of what the projects intend to achieve. In principle, some of these probably would not qualify as poverty reduction initiatives if more were known about them, but they were maintained in the database because many of them presumably do fit the definition of a poverty reduction initiative, even if it is not clear exactly how.

The projects in the database that are categorised as social security are almost all part of the National School Nutrition Programme, while all of the very small number that are categorised as subsidised individual services involve home-based care that is not organised as part of the Expanded Public Works Programme. With these caveats in mind, Table 9 reports the overall composition of the database in terms of the programme categories.

Table 9: Breakdown of projects in the database according to programme category

Programme Category	Number	Share
Social security	16,697	63.3%
Individual services	122	0.5%
Land reform	2,513	9.5%
IGPs and SMMEs	2,014	7.6%
Public works	3,682	14.0%
Not categorized	1,348	5.1%
Total	26,376	100.0%

The dominance of social security is obvious, with public works showing as a distant second. On the face of it, however, one must be mindful of certain arbitrariness in these relative figures, owing to the fact that what constitutes a 'project' could in principle be different. For example, within the National School Nutrition Programme the various participating schools (the sites where the programme is implemented), are seen as different projects. If the participating districts were counted as different projects, then the numbers of projects would obviously be far lower (since each district is overseeing a number of schools). It is therefore important to go beyond the project numbers. There are two additional perspectives explored here, the first relating to budgets, and the second to numbers of beneficiaries.

Table 10 summarises what the database reveals about budgets for the poverty reduction efforts in the various programme categories. The first thing to note is that, overall, just under one third of the projects listed in the database have budget information associated with them. The second thing to note is that the coverage of information in the database about budgets varies quite a bit from one programme category to another. For land reform and public works projects, 84% and 78% of projects, respectively, had budget information reflected in the database.

This implies a fair degree of confidence in the calculated average Rand per project figures for these two categories. For income generating projects and SMMEs, however, only one quarter of the projects in the database had budget information associated with them, meaning that there is less certainty that the average for those projects with budget information is a good measure of the average for all projects in this programme categories. For social security, the situation is somewhat intermediate: the fact that budget information was captured for only 15% of projects (schools) is somewhat mitigated by the fact that this still represents a fairly large number of projects, moreover because they virtually all belong to the National School Nutrition Programme, one can assume that there is a certain homogeneity in terms of what these projects actually entail.

Table 10: Summary of budgets for poverty reduction projects, by programme type

Programme category	Number with data	As % of projects	Average Rand/ project	Extrapolation (Rand mill)	Budget share
Social security	2,434	14.6%	2,119,924	35,396	77.1%
Individual services	22	18.0%	221,918	27	0.1%
Land reform	2,114	84.1%	982,833	2,470	5.4%
IGPs and SMMEs	510	25.3%	970,895	1,955	4.3%

Programme category	Number with data	As % of projects	Average Rand/ project	Extrapolation (Rand mill)	Budget share
Public works	2,872	78.0%	1,271,694	4,682	10.2%
Not categorized	488	36.2%	1,033,805	1,394	3.0%
Total / Average	8,440	32.0%	1,741,153	45,925	100.0%

The third column from the right in Table 10 above shows the calculated average budget per project for each of the programme types, followed by an extrapolation of the total budget for projects in that programme type. As with the preceding table based on project numbers, social security is dominant, despite the fact that most of Government's attention to social security is not even included here.

Table 11 below is structured in a similar fashion to the preceding table. First, there is an indication of how many and what share of projects in the database has information (in this case regarding the number of beneficiaries) relative to the total number of projects. Overall, coverage of the number of beneficiaries is much better than for budgets - about three quarters of the projects listed have indicated the number of beneficiaries indicated. However, again there is quite a lot of variation from one programme category to the next, with social security having excellent coverage, public works having good coverage, and most of the rest being rather poor or even terrible.

Table 11: Summary of the number of beneficiaries of poverty reduction projects, by programme type

Programme category	Number with data	As % of projects	Average beneficiaries/ Project	Extrapolation total beneficiaries	Beneficiary share	Average Rand/ Beneficiary
Social security	16,597	99.4%	334	5,583,015	86.9%	6,340
Individual services	2	1.6%	18	2,135	0.0%	12,681
Land reform	560	22.3%	124	310,800	4.8%	7,947
IGPs and SMMEs	174	8.6%	59	118,930	1.9%	16,441
Public works	2,578	70.0%	69	254,752	4.0%	18,380
Not categorized	58	4.3%	114	153,904	2.4%	9,055
Total / Average	19,969	75.7%	244	6,423,537	100.0%	7,149

Nonetheless, the average number of project beneficiaries is calculated for each of the programme types, followed by an extrapolation of the total number of beneficiaries implied for that programme type. The dominance of social security again comes through. One last consideration must be borne in mind when contemplating these figures, namely that they do not all accrue to a single year. In fact, as shown below in Table 12, for about 58% of projects, the financial year is not given at all, meaning that for those projects we do not know in which year the

projects were financed. Among those projects for which financial year is indicated, most are for 2005/06, and most of the rest for 2004/05.

Table 12: Project numbers by financial year, in aggregate and by programme category

Financial year	All	Social security	Individual services	Land reform	IGPs and SMMEs	Public works	Not categorised
2001/02 and before	3.4%	0.0%	0.0%	35.2%	0.0%	0.2%	0.0%
2003/04	0.6%	0.0%	0.0%	0.0%	5.8%	0.1%	3.3%
2004/05	14.5%	0.3%	9.8%	0.0%	6.4%	94.4%	11.4%
2005/06	23.9%	36.9%	0.0%	0.0%	6.6%	0.0%	0.0%
Not given	57.7%	62.8%	90.2%	64.8%	81.2%	5.3%	85.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Chapter Five

Conclusions and Recommendations

5.1 Conclusions

Through the extensive literature review and key informant interviews that were done by the project team, a set of definitions for the various terms used to describe poverty, both internationally and locally, could be provided. Considering the multi-dimensional nature of poverty, government policy and the recent trend to move towards “investment” type programmes, it was recommended that a broad and encompassing definition be used. Inputs from national and provincial departments consistently emphasized this point and they requested that all programmes that have an outreach to poor communities, whether they have a direct or indirect impact, be incorporated. It was also emphasized that programmes within line departments, poverty relief programmes, conditional grant programmes, free access to services and subsidies, large developmental programmes and work being done by public entities (e.g. NDA, IDT, DBSA) be considered.

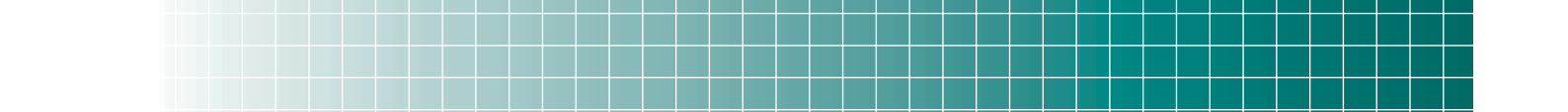
To facilitate having such a broad definition, the PSC has recommended that the term ‘poverty reduction’ be used to describe programmes and projects that have a focus on ‘improving the livelihoods or quality of life of individuals and households with no income, with an income below the standard of living or those people living in poverty. Furthermore, the use of this terminology implies a long term and large-scale effort in addressing the different forms of poverty in South Africa. Linked to this thinking in defining poverty programmes in South Africa, is the need for a set of criteria to categorize programmes and projects and this was provided in the project.

A categorization of programmes and projects would be most useful if it lends itself to undertaking monitoring and evaluation and if it echo the thinking of policy makers in terms of their approaches to addressing poverty in South Africa. In this regard, it is suggested that poverty programmes and projects can be categorized by poverty type and activity type . Government officials attending the workshops were in agreement with this approach but suggested that there were additional components that could be added to the categories and that ideally, the poverty type and activity type categorizations should be hybridised into one single system, as is presented in Table 1. The message received from government officials was - the simpler the better, and therefore the definitions and categories that have been presented by the project team provide a solid start.

Another component of the project was to develop a database of all poverty reduction programmes and projects at both national and provincial level. To accomplish this, the project team had to identify what programmes were being implemented by the different national and provincial departments. Information on these programmes was accessed from annual reports, under taking internet searches and accessing information from departmental web pages. Contact was also made with these departments by telephone, fax and E-mail to access information on programmes and project databases and to solicit information on what other poverty reduction programmes were being implemented. Workshops with national and provincial departments were conducted to communicate the project to government departments, to solicit input on definitions and categories and to gain a first hand understanding of what programme and project databases existed.

An integrated database of over 29 966-programme projects was developed that covers the entire country and encompasses many of the key poverty reduction programmes in the country. It is believed that this database for purposes of doing a series of evaluations of government's efforts in addressing poverty in further phases of the project, will suffice. By no means is the integrated database and supporting documents totally encompassing of all government's poverty reduction programmes. The ideal would have been for this to be accomplished in the project. Unfortunately, both at a national and a provincial level there is no readily available central source of this information and the lack of capacity, systems and standards has inhibited this objective of the project being fully accomplished.

The integrated database that has been developed, even with its limitations, has gone some way towards the establishment of a centralized database of poverty relief projects in South Africa. Hardcopy and electronic databases of programmes continue to be received, which will form part of the overall universe of programme and project information. The project has also developed a database design that could well form the foundation



of government's future efforts in establishing a central standardized database and system for monitoring and evaluation in South Africa.

Since the project (phase 1 and 2) was initially identified with the view to contributing to Government's evaluation, by 2014, in its second decade review, of the performance of the poverty reduction programme in total, a sample of projects will be identified from the database to be evaluated. Once these evaluations have been completed, the PSC will be able to conclude on the performance of the programme as well as on whether Government is achieving an integrated approach to development and whether this is happening within a comprehensive, coherent and co-ordinated framework.

5.2 Recommendations

5.2.1 Definitions and categories

After consultation with relevant stakeholders on the definition of poverty, **PSC recommends that** the term 'poverty reduction' be 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 those people living in poverty.

In terms of the definitions and categorizations suggested in this report it is recommended that they be communicated to relevant stakeholders for their consideration and further input.

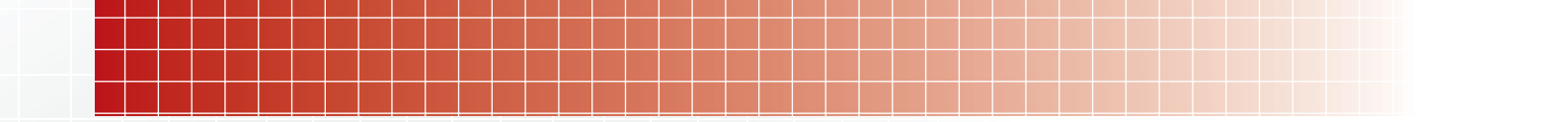
5.2.2 Development of a database

The integrated database that has been developed needs to be improved and as many poverty reduction programmes as possible added. This is not necessarily for the evaluation phase but it is to provide the country with a more comprehensive list of poverty relief projects for reporting and monitoring and evaluation purposes. Clearly there is the need for a national strategy and norms and standards for the implementation of poverty reduction programmes. There is also the need for a standardized set of variables to be collected for each programme and for systems to be put in place, whether manual or electronic, that ensure consistent and accurate access to information on poverty reduction programmes and projects.

With The Presidency being identified within the Programme of Action to mobilize the Public Service and align planning and implementation of government programmes, including the National Spatial Development Perspective (NSDP), Provincial Growth Strategies (PGS) and the Integrated Development Plans (IDPs) of local governments, **it makes sense to recommend that they champion this process.** Furthermore, The Presidency has been identified to take overall responsibility for the design, improvement and roll-out of government's monitoring and evaluation frameworks and systems.

A web-enabled system should possibly be considered for the capture, transfer and dissemination of information on these programmes and their projects. The use of such web based systems is cost effective as people in remote centres can access the system and it will further ensure that standardized variables and formats are used by national and provincial programmes alike. As has been pointed out by National Treasury, business processes will still have to be developed to ensure that proper recording of information on programmes and projects happens so that the data can eventually be captured into the web based monitoring and evaluation system. The web-enabled data capture system will need to be developed with all the appropriate security checks built in. **It is strongly recommended that the present integrated database be updated on an annual basis up until such time as the government has been able to implement an appropriate system.**

To be able to effectively assess the impact of projects on communities it is a necessity for geographic information on the projects to be provided. In this regard, it is recommended that the sub-place names database of StatsSA



become the official source of names to be used for indicating where projects are being implemented. If this is not possible, then the name of the local municipality in which the project is located should be a minimum. The need for projects and place names to have unique numbers associated with them cannot be over emphasized. It is also important that government investigate the mechanisms by which this information at the project or aggregated levels can be made available to government officials and the broader public of South Africa.

Other programmes that were identified to form part of the poverty reduction programme of the country are those that provide free basic services or subsidies. An important programme that has over the years had a dramatic impact on poverty in South Africa and should be incorporated in an evaluation of poverty reduction programmes and projects is the social grants provided by the national Department of Social Development. A database of over 8 000 pay points across the country exists in the department and can be used to evaluate the impact of this programme on the beneficiaries. Presently, the M&E division of the Department of Social Development is conducting an evaluation of the social grant programme in South Africa. Lessons learnt from the implementation and management of this programme can also be made available to programme managers in other departments.

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Addendum 1

Summary of Literature Review

Government sources

Source	Year	Summary regarding poverty
RDP 'base document'	1994	<ul style="list-style-type: none"> • "But an election victory is only a first step. No political democracy can survive and flourish if the mass of our people remain in poverty, without land, without tangible prospects for a better life. Attacking poverty and deprivation must therefore be the first priority of a democratic government." (s.1.2.9) • "Although a much stronger welfare system is needed to support all the vulnerable, the old, the disabled and the sick who currently live in poverty, a system of 'handouts' for the unemployed should be avoided." (s. 2.3.3) • "Our central goal for reconstruction and development is to create a strong, dynamic and balanced economy which will: ... eliminate the poverty, low wages and extreme inequalities in wages and wealth generated by the apartheid system, meet basic needs, and thus ensure that every South African has a decent living standard and economic security..." (s.4.2.2)
Constitution of the Republic of South Africa	1996	<ul style="list-style-type: none"> • "(1) Everyone has the right to have access to adequate housing. "(2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right." (Chapter 2, 26) • "(1) Everyone has the right to have access to <ol style="list-style-type: none"> a. health care services, including reproductive health care; b. sufficient food and water; and c. social security, including, if they are unable to support themselves and their dependants, appropriate social assistance. "(2) The state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of each of these rights." (Chapter 2, 27) • "Every child has the right... <ol style="list-style-type: none"> a. to basic nutrition, shelter, basic health care services and social services..." (Chapter 2, 28)
Dept. Social Development, <i>Annual Report 1999-2000</i>	2000	<ul style="list-style-type: none"> • "Transformation of social welfare services in our country requires moving away from a traditional approach towards designing and providing services that lead to self-sufficiency and sustainability. The central theme to this approach is social development and a critical aspect of this approach is the recognition that while there is a need to address the symptoms of problems through material relief grants, sustainable development strategies are those that focus on building institutional capacity." (p.1)

<p>Dept. Social Development, <i>Annual Report 2003-04</i></p>	<p>2004</p>	<ul style="list-style-type: none"> • “journey from welfare to social development” (p.1) • “social cohesion and protection as key instruments” (p.1) • particular need to protect the “vulnerable” (p.4) • cash grants = response to “income poverty” (p.5) • “[S]ustainable human development requires building human capacity whilst providing for opportunities to access resources for their own development” (p.5) • Programme 5 (p.59-63) = “Development Implementation Support has four subprogrammes: 1) “Poverty Eradication”; 2) “Community Development”; 3) “HIV/AIDS”; 4) “Non-profit organisations”. • See table p.59 – key objective of “poverty eradication” is to “Develop, implement, manage and co-ordinate sustainable poverty relief projects” • “During the current MTEF period, the Department will concentrate on the successful completion of the Poverty Relief Programme. The Department will use the experiences and lessons gained in the past seven years of implementing the Poverty Relief Programme to inform the development of a comprehensive Poverty Reduction Programme.” (p.65)
<p>DSD, “Lessons Learnt From The Poverty Relief Programme For Unemployed Women With Children Under Five Years, Initiated By The Department Of Social Development In South Africa”</p>	<p>no date</p>	<ul style="list-style-type: none"> • “In November 1995 the Departmental Committee on Developmental Social Services (DCDSS) jointly decided that a flagship programme that depict new focus of the department, i.e. prevention and development in welfare planning and service delivery, should be implemented. This new approach is in contrast with the approach of the past focus and practices that was largely rehabilitative and institutional care orientated.” (p.2) • “The aim of the programme was to provide unemployed women and their young children with the opportunity to break out of their situation of hardship and poverty and reduce their potential dependency on the State.” (p.2)
<p>Z. Skweyiya, at the launch of Food Emergency Scheme</p>	<p>March 2003</p>	<ul style="list-style-type: none"> • “...aimed at addressing the plight of the households most vulnerable to food insecurity and hunger.” • “...the tide has indeed turned against hunger and starvation.” • “Ladies and gentlemen, in July this year the Cabinet lekgotla will ponder the possibility of introducing a comprehensive social security system, which is currently being investigated. This system is expected to address, in a holistic manner, the health, education, social security, transport and employment needs of the poorest of the poor.”

DSD, "Integrated National Business Plan for the National Food Emergency Scheme for the 2003/04 to 2005/06 Financial Years"	2003? (no date)	<ul style="list-style-type: none"> • "Of the many factors associated with poor communities and families, food insecurity is one of the major indicators linked to poverty and vulnerability. Cognisant of this reality, the Reconstruction and Development Programme identified the priority goal of achieving food security as part of addressing the legacy of the apartheid socio-economic and political order." (p.3) • "...the South African Constitution enshrines the right of access to sufficient food and obliges the state to provide legislation and other supporting measures to ensure that all citizens are enabled to meet their basic food needs." (p.3)
DSD, "National Consultative Process: Ten Point Programme of Action"	2001	<ul style="list-style-type: none"> • "Minister outlines welfare priorities" • "The country is sitting on a time bomb of poverty and social disintegration. We need to act now and correct the weaknesses in our welfare system."
PCAS, The Presidency, "Towards a Ten Year Review: Synthesis Report on Implementation of Government Programmes"	2003	<ul style="list-style-type: none"> • "The central programme of the social sector focuses on Poverty alleviation through a range of programmes that address income, human capital and asset poverty. It is in this intersection between access to services, income and assets that the issue of the overall poverty trends since 1994 should be examined." (pp.16-17) • "At least two major programmes of the Government address income poverty in the form of income grants and public works programmes." (pp.17-18) • "Social services such as education, health, water and sanitation, and electrification are critical to improving the human capital of the nation." (p.19) • "Provision of clean water is a major tool for protecting human capital and for reducing social asset poverty." (p.24) • "The housing and land programmes are the two lead programmes relating to the elimination of asset capital poverty." (p.25) • "In order to alleviate inequality in access to services, human income and asset poverty and to address the social exclusion characteristic of Apartheid, many fundamental changes have been made through legislation and policy." (p.29)
T. Mbeki, "Speech on the Occasion of the Consideration of the Budget of the Presidency"	June 2001	<ul style="list-style-type: none"> • "...the eradication of poverty..." • "We have taken the necessary decisions to end the poverty and dehumanisation that continue to afflict millions of our people, who cannot lead lives of dignity because they have no jobs, no houses, no land, no capital and no means to prevent themselves from falling ill from avoidable diseases."
T. Mbeki, State of the Nation address	Feb. 2002	<ul style="list-style-type: none"> • "We know this as a matter of fact that the struggle to eradicate that poverty and underdevelopment in our own country is fundamental to the achievement of our own national goal to build a caring and people-centred society." • "...towards a society free of poverty and underdevelopment."

T. Mbeki, State of the Nation address	Feb. 2003	<ul style="list-style-type: none"> • “Last year when we spoke from this podium, we said our country has a continuing task to push back the frontiers of poverty and expand access to a better life for all.” • “Over the past few years we have worked hard to lay the basis for the advances we must make to meet the goal of a better life for all. At the centre of this are the related objectives of the eradication of poverty and the fundamental transformation of our country into one that is non-racial, non-sexist and prosperous.” • “The one [economy] is modern and relatively well developed. The other is characterised by underdevelopment and an entrenched crisis of poverty.” • “The expansion of social provision must reach this sector of our society, to relieve the poverty and suffering afflicting these masses of our people.” • “The government recognises the importance of the micro-enterprise sector with regard to the task of poverty alleviation.”
T. Mbeki, State of the Nation address	Feb. 2004	<ul style="list-style-type: none"> • “The work we will do must move our country forward decisively towards the eradication of poverty and underdevelopment in our country. We must achieve further and visible advances with regard to the improvement of the quality of life of all our people, affecting many critical areas of social existence, including health, safety and security, moral regeneration, social cohesion, opening the doors of culture and education to all, and sport and recreation.” • “We already have the policies and programmes that will enable us to translate all the strategic objectives we have just spoken of into a material factor in achieving the goals of the expansion of the frontiers of human fulfilment, and the continuous extension of the frontiers of the freedom, of which Nelson Mandela spoke a decade ago. “We have already identified the challenges posed by the Second Economy, which economy constitutes the structural manifestation of poverty, underdevelopment and marginalisation in our country. We must therefore move vigorously to implement all the programmes on which we have agreed to ensure that we extricate all our people from the social conditions that spell loss of human dignity. “These include the urban renewal and rural development programmes, the expanded public works programme, the expansion of micro-credit and small enterprises, the provision of adult basic education and modern skills, and the development of the social and economic infrastructure.” • “This will increase the resources available for social expenditures focused on investing in our people further to empower them to become better activists for reconstruction and development, away from trapping large numbers within the paradigm of poverty alleviation.”



T. Mbeki, State of the Nation address	Feb. 2005	<ul style="list-style-type: none"> • “This means that during each one of the years that make up our Second Decade of Liberation, including this one, we must achieve new and decisive advances towards: ... eradicating poverty and underdevelopment, within the context of a thriving and growing First Economy and the successful transformation of the Second Economy...” • “The gross annual value of the social wage was about R88 billion in 2003 with the poor being the largest beneficiaries. The democratic state will not walk away from its obligation to come to the aid of the poor, bearing in mind available resources.”
Dept. of Public Works, “Strategic Plan, 2004-2007”	2004	<ul style="list-style-type: none"> • “The Department is also charged, through the coordination of the Expanded Public Works Programme (EPWP), with the national goal of alleviating poverty and unemployment in the country through training, job creation and the provision and maintenance of infrastructure.” (p.2) • “STRATEGIC GOAL 3: Contributing to the National Goal of Poverty Alleviation and Job Creation Government and its social partners have prioritized poverty alleviation and job creation at the Growth & Development Summit in June 2003; unemployment has to be reduced by 50% by 2014.” (p.12)
National Treasury, “2003 Budget Review”	2003	<ul style="list-style-type: none"> • “Key elements in Government’s development strategy include: ... Progressive broadening of the income security net, revitalised health services and targeted poverty reduction initiatives...” (p.1) • “The 2003 Budget seeks to strike a balance between meeting the inter-linked social objectives of poverty reduction and development, and the economic goals of growth, job-creation and investment.” (p.51)
National Treasury, “2004 Budget Review”	2004	<ul style="list-style-type: none"> • “Improved economic performance over the next ten years will be built on four broad platforms: ... A poverty reduction strategy that includes promotion of work opportunities, creating sustainable communities and safe neighbourhoods and consolidation of the social security system.” (p.1) • “In preparing the annual budget, Government seeks to balance competing policy considerations – investment and job creation, poverty relief and social development, upgrading residential neighbourhoods, promoting the rule of law, development and peace in the African continent.” (p.16) • “In addition, R1,2 billion is set aside for emergency food relief over the next three years, as part of the broadening of Government’s approach to income security and poverty relief.” (p.21)

<p>T. Manuel, "2003 Budget Speech"</p>	<p>2003</p>	<ul style="list-style-type: none"> • "In just under nine years we have worked hard to push back the frontiers of poverty, to rebuild a tattered economy, to return pride to our people, to build confidence, to care for the poor and most vulnerable." • "The 2003 Budget extends and strengthens our growth and development strategy and progressively realises the social and economic rights of our people. It embodies a set of policies aimed at pushing back the frontiers of poverty whilst supporting growth and creating opportunities. It seeks to empower people by expanding their capabilities." • "The 2003 Budget: Gives priority to reducing poverty and vulnerability; Extends the child support grant and increases spending on the primary school nutrition programme; Increases spending on social grants, text books, medicines, hospital buildings and equipment; Further reinforces the enhanced response to HIVAids; Gives municipalities additional resources for free basic services, investment in infrastructure and job creation; Accelerates spending on land restitution; Supports further restructuring of universities and technikons; Invests in skills development; Strengthens the fight against crime; Increases spending on foreign representation and support for NEPAD; and Gives generous tax relief." • "This Budget once again recognises that making the right choices is not just about delivering a better quality of life to our people for a year or two. It is about ensuring that the policy choices we make today are affordable and sustainable ten or twenty years from now. This is important, because we must recognise that eradicating poverty is complex and takes time. Seemingly simple solutions that rely on weak and generalised assumptions about who the poor are, where they live, what they need and what they want, are destined to fail." • "<i>Addressing poverty and vulnerability</i>: Social assistance grants provide critical income support to vulnerable groups – the elderly, young children and people with disabilities. This is our largest and most effective redistribution programme."
<p>T. Manuel, "2004 Budget Speech"</p>	<p>2004</p>	<ul style="list-style-type: none"> • "We can celebrate the many ways in which we have pushed back the tide of poverty, and pushed forward the frontiers of our freedom and humanity. But as we look forward to the second decade of democracy, we know that we still have far to walk. Too many South Africans are trapped in the "second economy", characterised by poverty, inadequate shelter, uncertain incomes and the despair of joblessness. And many of those whose circumstances are most vulnerable are young and marginalised." • Over the past decade, Government has made concerted efforts to redress poverty and inequality through a substantial redirection of public spending towards key social and economic programmes."

PROGRAMME EVALUATIONS

Source	Year	Summary regarding poverty
Department of Welfare, "The Flagship Programme: Development Programme for Unemployed Women with Children under Five Years"	1999	<ul style="list-style-type: none"> • "Poverty manifests itself in various ways: a lack of income and productive resources to ensure a decent living. Hunger, malnutrition, ill-health, limited or no access to education and other basic services, homelessness or inadequate housing, unsafe environments and social discrimination and exclusion." (p.2) • "In November 1995 the Departmental Committee for Developmental Social Services (DCDSS) jointly decided that a programme had to be implemented which would depict the new emphasis on prevention and development in welfare planning and services. This is in contrast with the approach of the past which was largely rehabilitative and institutional care oriented." (p.3) • "... the greatest challenge facing Government was the extent to which it could impact positively on reducing poverty and unemployment." (p.4)
Everatt, D., "Self-critical Governance: the Evolution of the Integrated Sustainable Rural Development Strategy," report commissioned by the Independent Development Trust	2003	<ul style="list-style-type: none"> • "The Integrated Sustainable Rural Development Strategy (ISRDS) was a simple idea, premised on better co-ordination of existing government resources and programmes across all three spheres, with the legally required Integrated Development Plan (IDP) providing the mechanism for integration of multiple services and alignment of different spheres of government." (p.3) • "The ISRDS also requires a change of mindset – away from a focus on individual projects and individual delivery agencies to broader understandings of public goods and seamless government." (p.3) • "The ISRDS has been renamed the ISRDP, reflecting the fact that it is not merely a set of ideas but a set of implementable activities." • "... if the ISRDS comes to be seen as a delivery programme – precisely the impression given by the anchor projects – it will collapse. Moreover, by concentrating on delivering anchor projects, sector departments are allowed to escape from the real challenge facing them: aligning their delivery with IDPs and ensuring that development is demand – and not supply driven." (p.14)
Strategy & Tactics, "RAP-85 Literature Review," report commissioned by the Department of Public Works	2000	<ul style="list-style-type: none"> • "Public Works Programmes (PWPs) have changed their role and status in sub-Saharan Africa, moving from short-term emergency relief to permanent features of anti-poverty and job-creation strategies. In South Africa this took place in the context of government adopting both an anti-poverty approach and a neo-liberal economic framework. The result has been intense pressure on all 'welfarist' interventions, including PWPs, to 'prove' their worth in economic as well as social terms." (p.1) • "RAP-85 was a fast-track anti-poverty intervention... This programme is therefore expected to bring about reconstruction and development of those areas that would result in sustainable economic growth, employment and peace." (p.2)

		<ul style="list-style-type: none"> • “PWPs traditionally suffer from tensions between the need to achieve efficient delivery and the slowness of developing local capacity and ownership.” (p.2) • “PWPs were widely used in South Africa during the global economic depression of the 1930s. More modest than their better known North American counterpart, the PWPs were specifically geared to tackling the ‘poor white’ problem.” (p.2) • “PWPs were regarded as a job creation exercises, reflected in the literature of the time as well as the ANC’s RDP.” (p.2) • “The CBPWP was initially a broad-based, application driven public works programme which sought to distribute assets as widely as possible among poor communities.” (p.5) • “The status of public works in South Africa has changed over in the mid-to-late 1990s. Initially, they were regarded as short-term job creation interventions, representing unavoidable spending by government in the poorest areas which should cease soon as possible. Moreover, PWPs are fairly expensive job creation exercises (initially the case with the Department of Finance) the value of training, completed assets and other factors is discounted. Public works in this view are welfarist and provide short-term relief: much of the battle has been to win recognition of PWPs as developmental with a long-term role in triggering economic activity and increasing social cohesion as well as short-term job creation, training and related function.” (p.5) • “Traditionally, PWPs are classified as safety net or emergency programmes, deployed to help ‘the poorest of the poor’ who can thereby ‘earn their welfare.’” (p.10) • “Public works programmes are frequently overloaded with multiple goals. This is particularly true in South Africa. The literature reflects the multiple goals – which in turn reflects the different conceptions of PWPs, with different authors identifying of the following requirements of PWPs: <ul style="list-style-type: none"> o To create employment for the most needy; o To create valuable and technically sound assets; o To resource impoverished communities helping transform the local economy; o To try stem rural out-migration; o To generate local awareness of development and socio-economic rights.” • “To equip workers with basic skills needed for asset maintenance as well as small-scale entrepreneurship.” (p.11)
<p>Strategy & Tactics, “RAP-85 Survey Report,” report commissioned by the Department of Public Works</p>	<p>2001</p>	<ul style="list-style-type: none"> • “PWPs are meant to transfer benefits to the poorest of the poor.” (p.23)



<p>Palmer Development Group, "Special Poverty Relief Allocation Review," report commissioned by the National Treasury</p>	<p>2003</p>	<ul style="list-style-type: none"> • "...a process was put in place which sought to ensure that the performance of the programmes funded by the Special Poverty Relief Allocation (SPRA) would be monitored against certain key objectives, most notably the creation of jobs, the targeting of those jobs to poor people, women, youth and the disabled; and the delivery of services/ infrastructure in poor areas." (p.11) • "SPRA has undergone two significant changes in orientation. The first was in 1998/99 when its character changed from being a special employment programme to that of a short-term poverty relief programme, then in 1999/00 when Job Summit commitments were incorporated into its remit. These changes are borne out by the changes made to allocations from the SPRA over the course of its existence." (p.11) • The criteria set by Cabinet for the allocation of funds changed as follows: <ul style="list-style-type: none"> o 1997/98: "...programmes funded must target the poorest of the poor; they must be cost effective in their alleviation of poverty; they must be sustainable; the skills (and wages) profile of employees of projects must make no impact on the formal job market; infrastructure or services must be delivered to poor people; and projects should be selected on the basis of their scalability." (p.13) o 1998/99: "...but two slightly different sets of criteria were designed for the allocation of funds for poverty relief projects, on the one hand, and infrastructure projects on the other. Criteria applied for poverty alleviation funding applications were that the project must relieve poverty in the poorest provinces; assist with human development and capacity development; provide jobs and, in so doing, encourage community development; impact on rural areas; impact positively on households with female breadwinners; and be sustainable." (p.13) o 1999/00: "In relation to the unallocated funds a new process was established. Departments were invited to apply for funds for projects that are targeted at poverty alleviation and employment intensive infrastructure investment which will be financially sustainable in the long-term." (p.15) o 2000/01: "The main criteria which would be used to evaluate the submissions was the programme's demonstrated effectiveness in employment creation, poverty alleviation and delivery. These were elucidated into four core objectives. Projects would need to: relieve poverty in the poorest areas, especially in rural areas; promote human development and capacity building; provide jobs and involve the community; and seek to ensure their sustainability." (p.16) o 2001/02: "The main condition for allocation was a proposal's demonstrated effectiveness." (p.16)
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<p>Urban Econ and Mawatsan, "Socio-Economic Impact of Poverty Relief Funded Projects," study commissioned by the Department of Environment and Tourism</p>	<p>2003</p>	<ul style="list-style-type: none"> • "The goal behind the Department of Environmental Affairs & Tourism's (DEAT) Poverty Relief Programme is to manage and administer poverty relief proposals and spin-off projects in the tourism and environment sectors, with a special focus on infrastructure investment and product development (such as heritage sites, rock art and conservation." (s. I.1) • "DEAT's Poverty Relief Programme is part of a broader Government project set up mainly to alleviate poverty amongst South Africa's poorest communities. Where possible, this is done in a manner that should create sustainable work opportunities." (s. I.1) • "DEAT follows an approach in ensuring that the Poverty Relief programme either supports broader Government initiatives (like spatial development initiatives) or policies, such as pollution and waste management. Areas of poverty relief are prioritised on the basis of social conditions (the prevalence of unemployment, underdevelopment and neglect), emerging market trends and national tourism strategy." (s. I.1). • "In order to have a common understanding of the concepts applied in the project to determine the impacts of 157 Poverty Relief Funded Projects poverty was defined as 'the inability to attain minimal standard of living, measures in terms of basic consumption needs or the income required satisfying them.' It is conventional to draw up a 'poverty line' reflecting the monetary value of consumption which separates the 'poor' from the 'non-poor' (Report prepared for the Office of the Executive Deputy President and the Inter-Ministerial Committee for Poverty and Inequality, 1998)." (s. I.7.1) • "...Poverty Relief Programme focuses on alleviating poverty amongst the poorest of the poor." (s. I.7.6) • "The Poverty Relief Fund has a special focus on infrastructure investment and product development that can explain the specific allocation of funds. Tourism infrastructure projects are not projects that are themselves sustainable with regard to employment creation, but these projects lead to the necessary infrastructure being developed in order to further, more sustainable projects to be implemented. It is stated that DEAT's approach is to either support broader Government initiatives (like spatial development initiatives) or policies such as pollution and waste management." (s. IV.3.1)
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ACADEMIC SOURCES

<p>S. Parnell, "Constructing a Developmental Nation – The Challenge of Including the Poor in the Post-Apartheid City," paper commissioned for DBSA/HSRC/ UNDP conference on Overcoming Underdevelopment in South Africa's Second Economy</p>	<p>2004</p>	<ul style="list-style-type: none"> • "...the tardiness in building an appropriate institutional foundation from which to run a developmental local state that is capable of responding to current and future urban development imperatives means that a large section of the urban population experience institutional poverty." (p.4) • "...in urban and rural areas the redistributive capacity of the municipal indigent package is potentially more significant in both monetary terms and as a lever for protecting the basic social and environmental rights of the poorest than the BIG would be." (p.15)
<p>HSRC, "The Social Wage in South Africa," report commissioned by DWAF on behalf of the Social Cluster</p>	<p>2004</p>	<ul style="list-style-type: none"> • "The approach to the Comprehensive Social Security Framework (CSSF) has advocated a 'package approach' in which poverty and social security are approached from different angles simultaneously. Drawing on the Taylor Committee's report, the team tasked with the development of the CSSF has advocated a social security package incorporating five main 'areas of need', each of which in itself requires a number of initiatives. These five areas of need are: income poverty, service poverty, asset poverty, special needs, and social insurance. The social wage focuses on efforts to address service poverty. • "The CSSF is considered to have three pillars of which the first addresses basic universal protection; the second the contributory cover paid for by income earners; while the third is purely discretionary for those who can and wish to pay for it. The social wage is part and parcel of the first pillar. • "The other main components of the first pillar on basic universal protection are i) social grants; ii) laws and regulations that protect the interests of all South Africans and in particular the poor; and, presumably, iii) public goods. Consideration of these other elements of the first pillar leads to two observations. Of these three, the social wage is most comparable in nature to social grants, and indeed the value and distribution of the social wage is best considered in conjunction with the value and distribution of social grants. • "Since the short-term, private value of both regulation and public goods is extremely difficult to estimate and by definition almost impossible to target (except, say, geographically), it is the social wage and social grants that comprise that part of the first pillar which lends itself to quantification and targeted delivery. This suggests that, for the purposes of any future CSSF, periodic estimation of the distribution of the social wage, is essential for monitoring government's performance in effecting the universal protection promised by the first pillar." (p.6) • See also page 42 of Taylor Commission report (reproduced below)

EPRI, "The Social and Economic Impact of South Africa's Social Security System"	2004	<ul style="list-style-type: none"> • "Social grants in South Africa play a critical role in reducing poverty and promoting social development." (p.1) • "The evidence in this report documents the substantial impact of South Africa's social security system in reducing poverty and destitution." (p.2) • "The results of this study provide evidence that the household impacts of South Africa's social grants are developmental in nature." (p.2) • "Poverty and its associated consequences erode the opportunities for children and youth to attend school, fomenting a vicious cycle of destitution by undermining the household's capacity to accumulate the human capital necessary to break the poverty trap." (p.2)
"The People's Budget 2005-2006"	2005	<ul style="list-style-type: none"> • "Ending poverty is not just about spending more and better. Perhaps even more importantly, it is about economic and political power. The government must step in to empower the poor economically and socially by improving social protection, redistributing wealth and redirecting the economy to create employment. That means that we need measures to give the poor greater access to jobs, productive assets and skills, ensuring greater investment in industries. Only this type of programme can reverse apartheid's legacy of impoverishment."

INTERNATIONAL DEVELOPMENT ORGANISATIONS

Source	Year	Summary regarding poverty
D. Narayan, <i>Empowerment and Poverty Reduction: A Sourcebook</i> , Washington DC: World Bank	2002	<ul style="list-style-type: none"> • "Empowerment is the expansion of assets and capabilities of poor people to participate in, negotiate with, influence, control, and hold accountable institutions that affect their lives." (p.14) • "Successful efforts to empower poor people, increasing their freedom of choice and action in different contexts, often share four elements: (1) access to information, (2) inclusion and participation, (3) accountability, and (4) local organisational capacity." (p.18) • "Because poverty is multidimensional, so are these assets and capabilities." (p.14) • "Assets refers to material assets, both physical and financial. Such assets – including land, housing, livestock, savings, and jewellery- enable people to withstand shocks and expand their horizon of choices." (p.14) • "[E]xtreme limitation of assets [...] severely constrains their capacity to negotiate fair deals for themselves and increases their vulnerability" (p.14) • "Capabilities [...] are inherent in people and enable them to use their assets in different ways to increase their well-being." (p.14) • "Human capabilities include good health, education, and production or other life-enhancing skills." (pp. 14-15). • "Social capabilities include social belonging, leadership, relations of trust, a sense of identity, values that give meaning to life, and the capacity to organise." (p.15) • "Political capabilities can be individual or collective." (p.15) • "poor people are often unable to take advantage of opportunities to invest in their assets or exercise their individual rights." (p.15) • "For poor people, the capacity to organise and mobilise to solve problems is a critical collective capability that helps them overcome problems of limited resources and marginalisation in society." (p.15)

<p>World Bank, <i>World Development Report 2000:Attacking poverty</i>. Oxford: Oxford University Press</p>	<p>2000</p>	<ul style="list-style-type: none"> • “Attacking poverty in three ways: promoting opportunity, facilitating empowerment, and enhancing security.” (pp.6-7) • Promoting opportunity > material opportunities: jobs, credit, schools, water, sanitation, and health services. This requires action by the state to support the build-up of human, land, and infrastructure assets that poor people own or to which they have access. • Facilitating empowerment > Achieving access, responsibility, and accountability is intrinsically political and requires active collaboration among poor people, the middle class, and other groups in society. Active collaboration can be greatly facilitated by changes in governance that make public administration, legal institutions, and public service delivery more efficient and accountable to all citizens - and by strengthening the participation of poor people in political processes and local decision making. Also important is removing the social and institutional barriers that result from distinctions of gender, ethnicity, and social status. • Enhancing security > Reducing vulnerability – to economic shocks, natural disasters, ill health, disability, and personal violence- is an intrinsic part of enhancing well-being and encourages investment in human capital and in higher-risk, higher-return activities. This requires effective national action to manage the risks of economy wide shocks and effective mechanisms to reduce the risks faced by poor people, including health- and water-related risks. It also requires building the assets of poor people, diversifying household activities, and providing a range of insurance mechanisms to cope with adverse shocks- from public work to stay-in-school programmes and health insurance. • Enhancing opportunities (pp.8-9): <ul style="list-style-type: none"> o Encouraging effective private investment and complementary public investment o Expanding into international markets o Building the assets of poor people o Addressing asset inequalities across gender, ethnic, racial, and social divides o Getting infrastructure and knowledge to poor areas-rural and urban • Empowerment (pp.9-10): <ul style="list-style-type: none"> o Laying the political and legal basis for inclusive development o Creating public administrations that foster growth and equity o Promoting inclusive decentralisation and community development o Promoting gender equity o Tackling social barriers o Supporting poor people's social capital
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		<ul style="list-style-type: none"> • Security (p.10-11): <ul style="list-style-type: none"> o Formulating a modular approach to helping poor people manage risks o Developing national programmes to prevent, prepare for, and respond to macro shocks- financial and natural. o Designing national systems of social risks management that are also pro-growth o Addressing civil conflict o Tackling the HIV/AIDS epidemic • Dimensions of poverty include (p.19): <ul style="list-style-type: none"> o Income poverty measured by income and consumption o Health and education important poverty/well-being indicators o Vulnerability is the risk that an individual will experience an episode of income or health poverty over time. But vulnerability also means the probability of being exposed to a number of other risks. Voicelessness and powerlessness
<p>S. Guttal, A. Bendana, and H. Wanguza, "The World Bank and the PRSP: Flawed Thinking and Failing Experiences," Jubilee South, Focus on the Global South, AWEAPON, and the Centro de Estudios Internacionales with the support of the World Council of Churches; Ottawa, 16 November 2001</p>	<p>2001</p>	<ul style="list-style-type: none"> • "In the name of poverty reduction, the World Bank and the IMF are seeking an expanded basis for sustaining externally driven structural adjustment plans. Our review of the actual PRSP processes confirms pre-existing doubts as to whether these processes represented fundamental changes in Bank-Fund programs and thinking. In every case examined the most important element of the PRSPs or interim PRSPs devised are the mandatory policy matrices. These orientations detail the now standardized Bank-Fund assortment of policy reform, including liberalization, privatization, fiscal and administrative reform, assets management. Fighting poverty becomes the newest justification for the aging prescriptions geared to increasing the overall opening of the host country to external economic actors and free market rules." (p.2) • "Reducing the discussion of poverty to poverty alleviation instead of the development model and economic globalization can be intentionally deceptive. There are a number of elements that are not included in PRSPs because they do not fit within the obligatory neoliberal parameters. Policy and political measures indispensable in many cases to effective poverty <i>and inequality</i> reduction mentioned included land and agrarian reform, progressive taxation, support for domestic markets and protection, food sovereignty, the protection of environment and labor vis-à-vis investors, assurances of social rights and entitlements, and other forms of governmental protection vis-à-vis the free market. In most official iPRSPs and PRSPs these elements did not appear even in the diagnosis, and if the poverty diagnosis is incorrect, so too will the emerging strategy. This is why we believe that the policy matrices that appeared in most PRSP processes seldom show a demonstrable connection with actual poverty reduction." (p.2) • "In practice, CSOs and governments came to complain, for different reasons, that the two dynamics –poverty alleviation and debt relief – became intertwined, hopelessly confused and subject to different expectations" (p.3).

<p>United Nations, <i>Poverty in the Human Development Perspective: Concept and Measurement</i></p>	<p>1997</p>	<ul style="list-style-type: none"> • “If human development is about enlarging choices, poverty means that opportunities and choices most basic to human development are denied – to lead a long, healthy, creative life and to enjoy a decent standard of living, freedom, dignity, self-respect and the respect of others. The contrast between human development and human poverty reflects two different ways of evaluating development. One way, the ‘conglomerative perspective,’ focuses on the advances made by all groups in each community, from the rich to the poor. This contrasts with ... the ‘deprivational perspective,’ in which development is judged by the way the poor and the deprived fare in each community.” (p.15) • Three perspectives on poverty (p 16): • <i>Income perspective.</i> A person is poor if, and only if, her income level is below the defined poverty line. Many countries have adopted income poverty lines to monitor progress in reducing poverty incidence. Often the cut-off poverty line is defined in terms of having enough income for a specified amount of food. • <i>Basic needs perspective.</i> Poverty is deprivation of material requirements for minimally acceptable fulfilment of human needs, including food. This concept of deprivation goes well beyond the lack of private income: it includes the need for basic health and education and essential services that have to be provided by the community to prevent people from falling into poverty. It also recognizes the need for employment and participation. • <i>Capability perspective.</i> Poverty represents the absence of some basic capabilities to function—a person lacking the opportunity to achieve some minimally acceptable levels of these functionings. The functionings relevant to this analysis can vary from such physical ones as being well nourished, being adequately clothed and sheltered and avoiding preventable morbidity, to more complex social achievements such as partaking in the life of the community. The capability approach reconciles the notions of absolute and relative poverty, since relative deprivation in incomes and commodities can lead to an absolute deprivation in minimum capabilities. • “Human poverty index concentrates on deprivation in longevity (death at early age), knowledge (literacy rate) and decent living standard (access to health services and to safe water, malnourished children under age of 5).” (p.18)
<p>United Nations Statistics Division, “Millennium Indicators Database” (http://unstats.un.org/unsd/mi/mi_goals.asp)</p>	<p>Jan. 2005</p>	<ul style="list-style-type: none"> • Goal 1. Eradicate extreme poverty and hunger <ul style="list-style-type: none"> o Target 1. Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day o Indicators o Proportion of population below \$1 (1993 PPP) per day (World Bank) 2. Poverty gap ratio [incidence x depth of poverty] (World Bank) 3. Share of poorest quintile in national consumption (World Bank) o Target 2. Halve, between 1990 and 2015, the proportion of people who suffer from hunger o Indicators 4. Prevalence of underweight children under five years of age (UNICEF-WHO) 5. Proportion of population below minimum level of dietary energy consumption (FAO)

<p>A. Sen, <i>Development as Freedom</i>, Oxford University Press</p>	<p>1999</p>	<ul style="list-style-type: none"> • “Freedoms are not the only primary ends of development, they are also among its principal means. [...] Political freedoms (in the form of free speech and elections) help to promote economic security. Social opportunities (in the form of education and health facilities) facilitate economic participation. Economic facilities (in the form of opportunities for participation in trade and production) can help to generate personal abundance as well as public resources for social facilities. Freedoms of different kinds can strengthen one another.” (p.11) • Sen favours the capabilities approach to development. • “The capabilities a person has, are the substantive freedoms he or she enjoys to lead the kind of life he or she has reason to value. In this perspective, poverty must be seen as the deprivation of basic capabilities rather than merely as lowness of incomes, which is the standard criterion of identification of poverty.” (p.87) • Poverty can be sensibly identified in terms of capability deprivation; the approach concentrates on deprivations that are intrinsically important (unlike low income, which is only instrumentally significant). • There are influences on capability deprivation – and thus on real poverty – other than lowness of income (income is not the only instrument in generating capabilities) • The instrumental relation between low income and low capability is variable between different communities and even between different families and different individuals (the impact of income on capabilities is contingent and conditional)” (pp.87-88)
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<p>A. Coudouel, J. S. Hentschel, and Q. T. Wodon, "Poverty Measurement and Analysis," in The World Bank Group (eds.) <i>Poverty Reduction Strategy Sourcebook: Volume 1 – Core Techniques and Cross-Cutting Issues</i>, Washington DC: World Bank (http://www.worldbank.org/poverty/strategies/sourctoc.htm)</p>	<p>2002</p>	<ul style="list-style-type: none"> • "Various definitions and concepts exist for well being, and this chapter focuses on three of its aspects. First, it addresses what is typically referred to as poverty, that is, whether households or individuals possess enough resources or abilities to meet their current needs. This definition is based on a comparison of individuals' income, consumption, education, or other attributes with some defined threshold below which individuals are considered as being poor in that particular attribute. Second, the chapter focuses on inequality in the distribution of income, consumption, or other attributes across the population. This is based on the premise that the relative position of individuals or households in society is an important aspect of their welfare. In addition, the overall level of inequality in a country, region, or population group, in terms of monetary and nonmonetary dimensions, is in itself also an important summary indicator of the level of welfare in that group. . . . Finally, the chapter considers the vulnerability dimension of well-being, defined here as the probability or risk today of being in poverty – or falling deeper into poverty – at some point in the future. Vulnerability is a key dimension of well-being, since it affects individuals' behavior (in terms of investment, production patterns, coping strategies) and their perception of their own situation." (p.29) • "<i>Health and nutrition poverty</i>. The health status of household members can be taken as an important indicator of well-being. Analysts could focus on the nutritional status of children as a measure of outcome as well as the incidence of specific diseases (diarrhea, malaria, respiratory diseases) or life expectancy for different groups within the population. If data on such health outcomes are unavailable, input proxies could be used, such as the number of visits an individual makes to hospitals and health centers, access to specific medical services (such as pre- and postnatal care), or the extent to which children receive vaccinations in time as an input for their future health status." (p.33) • "<i>Education poverty</i>. In the field of education, one could use the level of literacy as the defining characteristic and some level judged to represent the threshold for illiteracy as the poverty line. In countries where literacy is nearly universal, one might opt for specific test scores in schools as the relevant outcome indicator to distinguish among different population groups. Another alternative would be to compare the number of years of education completed to the expected number of years that, in principle, should be completed." (p.33)
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<p>C. Ruggeri Laderchi, R. Saith and F. Stewart, "Everyone Agrees We Need Poverty Reduction, But Not What This Means: Does This Matter?" Paper for WIDER Conference on Inequality, Poverty and Human Well-being, Helsinki, 30-31 May 2003</p>	<p>May 2003</p>	<ul style="list-style-type: none"> • "While there is worldwide agreement on poverty reduction as an overriding goal, there is little agreement on the definition of poverty. The paper reviews four approaches to the definition and measurement of poverty- the monetary, capability, social exclusion and participatory approaches. It points out the theoretical underpinnings of the various measures, and problems of operationalising them. It argues that each is a construction of reality, involving numerous judgements, which are often not transparent. The different methods have different implications for policy, and also, to the extent that they point to different people as being poor, for targeting. Empirical work in Peru and India shows that there is significant lack of overlap between the methods with nearly half the population identified as in poverty according to monetary poverty not in capability poverty, and conversely. This confirms similar findings elsewhere. Hence the definition of poverty does matter."
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List of interviewees and list of interview discussion questions

LIST OF INTERVIEWEES

Department	Name(s) and designation(s)
Social Development	<ul style="list-style-type: none"> • Sadi Luka – Chief Director, Integrated Development
Health	<ul style="list-style-type: none"> • GH de Klerk – Deputy Director, Nutrition • A Behr – Assistant Director, Nutrition
Agriculture	<ul style="list-style-type: none"> • Salome Modiselle – Deputy Director, Farmer Settlement
Provincial and Local Government	<ul style="list-style-type: none"> • Chris Malehase – Director, M&E Free Basic Services • Amanda van Schoor – Deputy Director, Municipal Infrastructure Grant • Neliswa Nolabankulu – Deputy Director, Free Basic Electricity • Monthe Moatshe – Deputy Director, Free Basic Water and Sanitation
National Treasury	<ul style="list-style-type: none"> • Julia de Bruyn – Senior Manager, Intersectoral Programmes • (formerly Programme Manager, Special Allocation for Poverty Relief Infrastructure Investment and Job Summit projects)
Policy Co-ordination and Advisory Services, Office of the President	<ul style="list-style-type: none"> • Vusi Gumede – Chief Director, Social Sector • Mastoera Sadan – Director, Social Sector • Lawrence Matemba – Deputy Director, Social Sector
Science and Technology	<ul style="list-style-type: none"> • Isaac Lusunzi – General Manager, Poverty Reduction
Public Works	<ul style="list-style-type: none"> • Stanley W. Henderson – Chief Director: Monitoring and Evaluation Specialist, Expanded Public Works Programme
Land Affairs	<ul style="list-style-type: none"> • Carmen van der Merwe – Director, Redistribution Policy and Systems

LIST OF INTERVIEW DISCUSSION QUESTIONS

- In what way does your department contribute to resolving South Africa's poverty problem?
- Are these efforts working? Why are they working, or why not?
- How do you know whether or not they are working? Does the department rely upon a formal M&E system in order to ascertain what is working?
- Would you describe these measures as "poverty relief"? "Poverty alleviation?" "Poverty reduction?" "Poverty eradication?"
- Does your department subscribe to any particular definitions for these terms? Or are they used loosely and interchangeably? Has there been any change over time in the terminology that is used? From where does your department get its terminology? Are any particular criteria applied that justify categorising different interventions according to these different labels?
- Do you think that your department's role in addressing poverty fits within a comprehensive, government-wide anti-poverty strategy? Please explain.
- What do you see as a 'project', versus what do you see as a 'programme'?

Addendum 2

Workshop Discussion Document

The tables below categorizes the types of poverty prevalent in South Africa (Table 1) and examples of programmes to address poverty (Table 2), respectively.

Questions for discussion:

- Which of the category/categories of poverty in Table 1 is/are being addressed by your department's poverty relief-related activities?
- How would your department define poverty relief/alleviation/eradication?
- How would you describe your department's poverty relief-related programmes (see Table 2)?
- What monitoring and evaluation (M&E) systems and/or activities are in place within your departments to assess the impact of these activities?
- Are detailed electronic/non-electronic databases on the project or sub-sub programme level poverty-relief related activities available?

TABLE 1: Comprehensive social protection package and components

(Source: Taylor Commission, 2002).

	Application	Key components
Income poverty	Universal	<ul style="list-style-type: none"> • Basic Income Grant • Child support grant • Maintained state Old Age grant
Capability poverty	Universal/ Eligibility criteria	<ul style="list-style-type: none"> • Free and adequate publicly-provided healthcare • Free primary and secondary education • Free water and sanitation (lifeline) • Free electricity (lifeline) • Accessible and affordable public transport • Access to affordable and adequate housing • Access to jobs and skills training
Asset poverty	Universal/ Eligibility criteria	<ul style="list-style-type: none"> • Access to productive and income-generating assets such as land and credit • Access to social assets such as community infrastructure
Special needs	Eligibility criteria	<ul style="list-style-type: none"> • Reformed disability grant, foster care grant, child dependence grant
Social insurance	Eligibility	<ul style="list-style-type: none"> • Cover for old age, survivors, disability, unemployment, and health needs

TABLE 2: Categories based on types of activities

Programme type	Programmes
Social security	<ul style="list-style-type: none"> • Child support grant • Old age pension • Disability grant • Food parcels
Free/subsidised basic household services	<ul style="list-style-type: none"> • Water and sanitation • Electricity • Transport • Refuse removal
Subsidised individual services	<ul style="list-style-type: none"> • Education and training • Healthcare
Housing	<ul style="list-style-type: none"> • RDP housing
Land reform	<ul style="list-style-type: none"> • Land redistribution • Land restitution • Land tenure reform
Income generating projects and SMMEs	<ul style="list-style-type: none"> • Ntsika (?) • Various departmental programmes (DSD, DEAT, DTI, etc.)
Public works	<ul style="list-style-type: none"> • CBPWP • Working for Water • LandCare • CoastCare • other 'components' of the EPWP, etc.

Addendum 3

List of Departments that
Attended the Workshop

AUDIT OF GOVERNMENT'S POVERTY REDUCTION PROGRAMME
NATIONAL AND PROVINCIAL PARTICIPANTS

PRO-VINCE	DEPARTMENTS	SURNAME & INITIALS	TEL NUMBER	FAX NUMBER	E-MAIL
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North West	OPSC	P Seabelo	018 354 1000	018 384 1012	018 384 1012	
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North West	Public Works	Thunzi Mbelo	018 387 2139	018 387 2061	018 387 2061	
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Addendum 4

Description of Fields in Database Design

EVALUATION OF GOVERNMENT'S POVERTY RELIEF PROGRAMME

Programme information

	Programme	Description	Type
Describe	Id	Meaningless numeric primary key to uniquely identify a programme programmatically because there is not an alternative in the form of consistent unique identifiers. These values will however be hidden to any user.	Number
	No	Unique descriptor for a programme. It is left for future use but will not currently have values as programmes do not have an identifying number at this stage.	Text
	Acronym	Acronym for the programme. Programmes are currently uniquely identified by their acronyms even though every programme may not have an acronym.	Text
	Name	Name of the programme.	Text
	URL	Web Address of the programme if it is available on a website	
	Description	Provide an overall description of the programme including the mission, aims and objectives of the programme.	Text
	Targets	Describes the list of tangible outputs intended to be produced by the programme e.g. 10 km road built or 20 mobile clinics. These will differ between programmes.	Text
	Outputs	Describes the list of tangible outputs actually achieved by the programme. these will differ between programmes.	Text
	StartDate	The date of the year the programme started	Text
	EndDate	The date of the year that the programme was completed or discontinued	Text
	Status	Status of the project: Planned: Programme has been approved and is the planning phase. implemented: Programme is currently in process and actively achieving objectives. Reviewed: Programme has been running for a while and is now in process of being Reviewed. Programme activities still continue taking place during this phase. Completed: The Programme has successfully completed its activities.	Text
	Organisation	The name of the organisation or department that owns and is responsible for the programme	Text
	OverallBudget	OverallBudget contains the total budget assigned to the programme and could span several years. Percentage of budget allocated and spent per year may then be calculated.	Number
	Implementing Agent	The agent that will be implementing the programme. valid values are: national, provincial and municipality	Text
KeyIndicators	this will list the key indicators for the programme such as 40% of workforce must be female and all projects in the programme would be expected to comply with these indicators	Text	

Contact	ContactOffice	Office, department, directorate or section to contact regarding the programme	Text
	ContactName	Name of the person to contact for information regarding the programme	Text
	ContactEmail	Email address of the person to contact information regarding the programme	Text
	ContactCell	Cell number of the person to contact for information regarding the programme	Text
	ContactTel	Telephone number of the person to contact for information regarding the programme	Text
	ContactFax	Fax number of the person to contact for information regarding the programme.	Text
	Contact PostalAddress	Postal address of the contact person for the programme.	Text
Funder	Name	Name of the funder e.g. World Bank.	Text
	FinancialYear	Financial Year for which funding was received.	Text
	Amount	The amount received from the funder.	Number
Financial	Financial	Budgets and Expenditure are done by varying units e.g. province and are allocated per financial year. allows budget and expenditure to be stored for several years per unit allocated.	Table
	FieldName	FieldDescription	
	BudgetYear	Year for which budget was allocated.	Text
	BudgetUnit1	Unit e.g. province to whom allocation was made. This allows for some breakdown of the budget instead of just storing one global amount.	Text
	BudgetUnit2	Unit for breakdown of budget if needed to breakdown budget further e.g. by training or salaries within the province.	Text
	BudgetAmount	Amount in rands of budget allocated.	Number
	Expenditure	Amount in rands that were spent.	Number
Documents	Documents	Name and link to any document (.doc, .pdf, .xls), database or report related to this programme. Allows several documents to be listed.	Table
	FieldName	FieldDescription	
	DocumentName	A short name to identify the document	Text
	DocumentDescription	A more detailed description of what the document contains	Text
	DocumentLink	the fully qualified filepath and filename to the physical file so that it may be opened and viewed. Note: Affects portability as there is a hardcoded reference to the filepath	Hyperlink
	Projects	Link the projects for this programme. See fields under Project Data	Table

EVALUATION OF GOVERNMENT'S POVERTY RELIEF PROGRAMME

Project information

	Project	Description	Type
Describe	ProjectId	Meaningless neumeric preimary key to uniquely identify a project programmatically because there is not an alternative in the form of consistnt unique identifiers. there values will however be hidden to any user..	Number
	Programmeld	Links to the progamme which supports this project. using this value any of the programme fields may be displayed for the project.	Text
	ProjectFinancialYear	Financial year of the project. A project may span budget years. Format yyyy/yy	Text
	ProjectNo	Unique Reference Number assigned to a project to identify it.	Text
	ProjectName	The name of the project or in it's absence the name of the community where the project is taking place.	Text
	ProjectStatus	Status of the project: <ul style="list-style-type: none"> • Planned: Project has been approved and is in the planning phase • Implemented: Project is currently in the process and actively achieving objectived • Reviewed: Project has been running for a while and is now in the process of being Reviewed. Project activities still continue taking place during this phase. • Delayed: The Project will no longer continue its activities or receive funding for various reasons • Completed: The Project has successfully completed its activities. 	Text
	ProjectStartDate	The planned start date of the project. If the project does not start at its planned start date for various reasons then the prject status 'delayed' may bve used to indicate that the project has been delayed.	Date
	ProjectEndDate	Actual date of completion of the project. It was decide not to store.	Date
	ProjectDescription	Provide an overall description of what the project is about. Include the description, aims and objectives of the project.	Memo
	ProjectTargets	Describes a list of tangible outputs intended to be produced by the project e.g. 300 people trained.	Memo

Describe	ProjectOutputs	Describes the tangible outputs actually achieved by the project e.g. 250 people trained.	Memo
	UrbanRuralIndicator	Indicated whether a project is taking place in an urban or rural area. Valid values are Urban or Rural.	Text
	Geolocation	The lowest spatial (geographic) level to which the project could be geocoded (e.g. GPS, placename, local or district municipality, province or Unknown).	Text
	Source	The department or agency (where it could be determined) from whom the project data was received. This is not necessarily the same as the department which implements the project	Text
	Type	The format in which project data was received (e.g. hard copy or digital/electronic format)	Text
Location	ProjectProvince	Province within which the project is located and operating	Text
	ProjectMunicipality	The local municipality where the project is taking place and not the district municipality. The district municipality can be identified from the local municipality	Text
	ProjectPlaceName	Name of place where project is located or operating	Text
	ProjectLongitude	Latitude of the project location	Text
	ProjectLatitude	Longitude of the project location	Text
Contact	ProjectOrganisation	Organisation undertaking the project	Text
	ProjectContactName	Name of the contact person for the project	Text
	ProjectContactEmail	Email address of the contact person for the project	Text
	ProjectContactCell	Cell number of the contact person for the project	
	ProjectContactTel	Telephone number of the contact person for the project	Text

Key Performance Indicators	ProjectNumEmployed	No. of workers employed. From CBPWP Key Performance Indicators	Number
	ProjectNumFemale Employed	No. of women employed. From CBPWP Key Performance Indicators	Number
	ProjectNumWork WithDisablEmp	No. of workers with disabilities employed. From CBPWP Key Performance Indicators	Number
	ProjectNumYouth Employed	No. of youth (people between the ages of 18 and 35) employed. From CBPWP Key Performance Indicators	Number
	ProectNumJobs Opport	No. of job oppertunities created.	Number
	ProjectNumPermJobs	No. of permanent jobs created. From CBPWP Key Performance Indicators	Number
	ProjectNumTrained	No. of local labour being trained. From CBPWP Key Performance Indicators	Number
	ProjectNumFemale Benefic	Number of females benefiting from the project	Number
	ProjectNumWith DisableBenefic	Number of people with disabilities benifitting from the project	Number
	ProjectNumBenefic	No. of individuals eneftting from project. From Dept Aric. Landcare Programme Projects	Number
BudgetAmount	Amount in rands of budget allocated	Number	
Expenditure	Amount in rands that were spent	Number	

Addendum 5

Coding Table for Values in Database

EVALUATION OF GOVERNMENT'S POVERTY RELIEF PROGRAMME

Current Database Code Lists to be re-evaluated or streamlined

ProgramCategory
Awaiting values

ProgramStatus	Description
planned	Programme has been approved and is in the planning phase.
implemented	Programme is currently in process and actively achieving objectives.
reviewed	Programme has been running for a while and is now in process of being Reviewed. Programme activities still continue taking place during this phase.
completed	The Programme has successfully completed its activities.

ProjectStatus	Description
planned	Project has been approved and is in the planning phase.
delayed	The Project did not start on its planned start date and is delayed for various reasons.
implemented	Project is currently in process and actively achieving objectives.
reviewed	Project has been running for a while and is now in process of being Reviewed. Project activities still continue taking place during this phase.
discontinued	The Project will no longer continue its activities or receive funding for various reasons.
completed	The Project has successfully completed its activities.

Area Type
rural
urban

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91 Alexandra Road
King William's Town 5601

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Fax: (043) 642-1371

Northern Cape
1st Floor
Woolworths Building
c/o Lennox & Chapel streets
Kimberley 8300

Tel (053) 832-6222
Fax (053) 832-6225

Free State
62 Fedsure Building
3rd Floor, St Andrews Street
Bloemfontein, 9301

Tel: (051) 448-8696
Fax: (051) 448-4135

Limpopo
Kleingeld Trust Building
81 Biccard Street
Polokwane 699

Tel (015) 297-6284
Fax (015) 297-6276

Gauteng
Ten Sixty-Six Building
16th Floor, 35 Pritchard Street
Johannesburg 2001

Tel: (011) 833-5721
Fax: (011) 834-1200

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Mmabatho Post Office Building
Ground Floor
University Drive
Mmabatho 2735

Tel: (018) 384-1000
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262 Brasford House
cnr Commercial & Longmarket Streets
Pietermaritzburg 3200

Tel: (033) 345-9998
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Sanlam Golden Acre Building
21st Floor, Adderley Street
Cape Town
8000

Tel (021) 421 3980
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