

Department of Social Development

**DRAFT CONCEPTUAL FRAMEWORK
TOWARDS POVERTY ERADICATION
IN THE EASTERN CAPE**

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This document outlines a proposed framework for poverty eradication in the Eastern Cape

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1. INTRODUCTION

The Eastern Cape Province inherited a massive legacy of poverty and inequality when the first democratic government took power in 1994. Poverty in the Eastern Cape is both widespread and deep, with 43% people living in poverty. Most of these are concentrated in the former Bantustan areas, what now makes up O R Tambo, Alfred Nzo, and parts of Amathole, Chris Hani and Ukhahlamba districts. While poverty is concentrated in rural areas, there is also significant urban poverty, with growing township and informal settlement populations.

Poverty is multi-dimensional and must be seen as more than lack of income; it is primarily characterised by a lack of access to opportunities for a sustainable livelihood (income, assets, skills, knowledge, self-confidence and access to decision-making). Poverty in the Eastern Cape, and in South Africa is inter-generational and structural, with economic, social and political dimensions. The Provincial Growth and Development plan (PGDP) states that poverty eradication is only possible if the underlying structural causes of poverty are addressed through i) Greater control over and access to decision-making processes by poor people; ii) Poverty reduction initiatives that address the income, asset and skills capabilities of the poor; and iii) Linkages between the micro and macro levels of intervention in a mutually-reinforcing manner. Poverty eradication was a main pillar of the PGDP, with a set of programmes aimed as addressing these three areas.

Since the PGDP was launched in 2004, the Eastern Cape Province, together with national government embarked on the piloting of a household based approach to poverty. Poverty eradication was identified as a major pillar of government's work and both national and provincial government identified the need for a poverty eradication strategy. The development of a Provincial Poverty Eradication Strategy was identified as one of the Department of Social Development contribution to the Provincial Service Delivery Acceleration Plan. Prior to this, and arising from the February 2007 EXCO lekgotla, the Department of Social Development had been mandated by EXCO to develop an integrated, sustainable and targeted approach to poverty eradication whilst the Presidency was working on a National Anti-Poverty Strategy. The need for a poverty eradication strategy is premised on the fact that programmes implemented since 1994 have not had the desired impact on poverty.

This concept document outlines the pillars of such a strategy and will serve as a

discussion document in the process towards developing the fully fledged strategy for the Eastern Cape. The strategy will outline the provincial approach to poverty eradication and develop a set of programmes in this regard. The process of developing this strategy should be seen as part of updating the PGDP.

2. BACKGROUND

2.1 South Africa

The public service commission classifies the following poverty government programmes that meet a definition of contributing towards poverty alleviation or eradication.

Table 1 Governments Poverty Eradication Programmes

Programme Type	Programmes
Social security	Child support grant Old age pension Disability grant Food parcels
Free/subsidised basic household services	Water and sanitation Electricity Transport Refuse removal
Subsidised individual services	Education and training Healthcare
Housing	RDP housing
Land reform	Land redistribution Land restitution Land tenure reform
Income generating projects and SMMEs	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	CBPWP Working for Water LandCare CoastCare other 'components' of the EPWP, etc.

Public Service Commission (2007:18)

2.2. Eastern Cape

In addition to the programmes funded through national government, the Eastern Cape province has developed and implemented the following programmes:

Table 2 Eastern Cape Government Programmes on Poverty Eradication

Programme	Interventions
Emergency Relief Programmes	Social grants
	Free schooling
	School Nutrition Scheme
	ECD
	Free Health Care
	Free basic services
	Housing
	Social Relief of Distress
	Access to land
	Transport (bicycles, subsidized public tpt)
Sustainable Livelihoods Programme	HCBCs
	Youth Development Projects
	Women's cooperatives
	Siyazondla
	Sustainable Livelihoods projects
	Learnerships and Internships
	CDWs
	EPWP
	Micro-Enterprises
	Cultural industries
	Education
	Healthcare
JIPSA	
ASGISA	
Economic Development Programmes	SMMEs
	Co-operatives
	Small-scale farming
	Access to formal
	Employment
	Industrialisation
	Agrarian development
	Growth of EC economy
	JIPSA
	ASGISA

The PGDP stressed that a successful approach to poverty eradication needed to be premised on:

- Shifting of public expenditure towards the poor and ensure that public funds are effectively targeted and efficiently spent on the poor. This will require increased capacity in research, planning and budgeting, and output-based monitoring and evaluation systems in all spheres of government.
- The boundaries of Provincial Government service districts and District Municipalities have to be harmonised to allow for more rational joint action in support of delivery within Municipal areas.
- Better coordination is needed between Provincial poverty programmes poverty alleviation interventions of different departments.
- Plans and programmes for basic service provision require greatly improved coordination between the various levels of government. For example, the development of water supply infrastructure requires close cooperation between the Provincial Government, District Municipalities and the Department of Water Affairs and Forestry.
- The capacity of Local Government for service delivery needs to be developed through more effective deployment of staff, through the development of skills, and through the allocation of sufficient resources to District and Local Municipalities.
- Increases in take-up of existing and new or extended grants need to be managed in terms of both increases in intergovernmental fiscal transfers and effective reallocation of Provincial budget expenditure.

2.3 POVERTY ERADICATION MODEL

2.3.1 THE MODEL

Section 27 (1) c of Chapter 2 of the South African Constitution, states clearly that every citizen has a right to social security, including, if they are unable to support themselves and their dependants, appropriate social assistance. To meet the above mentioned constitutional requirement the Eastern Cape Department of Social Development with relevant stakeholders and other Departments embarked on Poverty Reduction initiatives.

In September 2006 a South African delegation visited Chile and Tunisia in order to observe first-hand the successful poverty eradication strategies of these two countries. Chile is reported to have reduced poverty from 44% to 13% within a

period of 20 years.(Source: Social development Chile report). A provincial delegation followed in 2007.

In February 2007 State of the Nation's Address (SONA), President Thabo Mbeki drew sharp attention to the need to review and refocus poverty reduction efforts. With reference to the Chilean approach to Poverty Eradication, he also made the points that poverty reduction is central to all that government does and that we cannot treat poverty reduction in isolation from building social cohesion.

Eastern Cape government responded promptly to challenge of the February 2007 SONA. Eastern Cape Executive Committee (EXCO), at the Iekgotla in Port Alfred, adopted the idea of a two-phased approach to poverty eradication: Focus in the immediate and short term on integrating and coordinating existing Poverty Eradication activities with a special focus on the 10 (later extended to 11) poorest or least developed Local Municipalities in the Eastern Cape and work towards the family-based Chilean model in the medium to long-term.

Department of Social Development was charged with the responsibility of developing a Provincial Poverty Eradication Strategy. The idea of the Integrated Poverty eradication Strategy is to develop more coordinated approaches to poverty reduction where departments do not just work in terms of their constitutional mandates but also attempt to complement each other through the provision of 'a basket of services'.

2.3.2 CONSULTATION

Since the February 2007 Eastern Cape EXCO Iekgotla, various consultations were held with Stakeholders.

- In May 2007 a consultative workshop were held with the 11 targeted municipalities and stakeholders to introduce concept and workshop approach. Major focus was placed on researching and refining the concept and approach and in developing the conceptual framework for a pilot project in the course of the 2007/08 year.
- Subsequently sessions held with each municipality and stakeholders on the approach and to get buy-in. With the municipalities agreed to a pilot consisting of 900 families per municipality (i.e. 9 900 people) over 3 years. The Province interfaced with the Presidency and National Department of Social Development, as well as stakeholders like South African Women in Development (SAWID), to ensure alignment of approach being developed with Na-

tional initiatives.

- Stakeholder consultations have also been held with traditional leaders, faith-based organizations, organized business and political parties. Out of the resolutions of these focus group discussions, the road to the summit was mapped. The poverty summit is intended to develop a Provincial Poverty Eradication Strategy and ensure broad-based buy-in.
- Detailed poverty debates, involving ordinary citizens, have been held at local level in Ngqushwa, Mbashe, Mnquma, Intsika Yethu, Ngcobo, Elundini, Mbizana, Ngquza Hill/Quakeni, Nyandeni and Umzimvubu.
- The concept of holding a poverty summit was initially raised by the Honorable Premier when work started on developing a coordinated and integrated approach to poverty eradication. From June to August 2008 pre-summit sessions were held with stakeholders in order to consolidate gains reached in the understanding of the poverty matrix.

2.3.3 BASELINE SURVEY OF PARTICIPATING HOUSEHOLDS

The Department of Social Development utilized a household survey questionnaire to develop database of family households in the pilot sites 2008. In 2008 the Policy Coordination and Advisory Services in the Presidency developed a standardized War on Poverty questionnaire, which was piloted in Lubala Village at Ngquza Hill Local Municipality.

A longitudinal baseline study on the 11 poorest Local Municipalities in the Eastern Cape was conducted by the Department of Social Development utilizing the services of the research unit of University of Fort Hare (See attached report).

It covers such issues as the particulars of the households, community challenges or problems; households challenges; survival strategies; food security; social participation; small business activities; and access to services such as free basic education, healthcare, social grants, free basic water and energy.

2.3.4 POVERTY SUMMIT

A Poverty Summit was held at Mzamba Wild Coast Sun in Mbizana Local Municipality 15 – 17 October 2008 (See attached Summit Report).

3 DEFINITION AND MEASUREMENT OF POVERTY

3.1 DEFINING POVERTY

Despite ongoing debates about how best to measure poverty and about its trends since 1994, there is little doubt that mass poverty continues to present a challenge. The Eastern Cape Province aligned itself with the following definition: Poverty is defined as an inability of individuals, households or communities to command sufficient resources to satisfy a socially acceptable minimum standard of living. It is more than merely income insufficiency. It includes lack of opportunity, lack of access to assets as well as social exclusion.

The PGDP stated that there are seven dimensions of poverty:

- 1) Facilitating access to good quality employment and economic opportunities.
- 2) Increasing the physical asset base of the poor;
- 3) Facilitating access to basic services.
- 4) Strengthening community management and organisation of own initiatives and external programmes.
- 5) Enhancing democratic participation by the poor.
- 6) Ensuring access of the poor to legal entitlements and security.
- 7) Ensuring access to safety nets to strengthen ability to manage shocks and stresses.

3.2 VULNERABLE GROUPS TO POVERTY.

Whereas poverty may affect a wide range of people in different circumstances, information collected from poverty debates conducted in the 11 poorest Local Municipalities within the Province revealed that the most vulnerable groups are:

- Older people – despite the broad coverage and reach of state old pension, income at old age is still limited. In many households, the state old pension support is eroded by dependency of unemployed able-bodied members of the households. Inadequate income and declining health status means they are predisposed to poverty.
- The unemployed, especially the youth who comprise a significant majority of the unemployed and have low levels of education – the major cause of poverty for the majority is lack of earned income due to unemployment.

- Children, especially those who grow up in poor families. Social assistance efforts have to be reinforced, and we have to ensure that children access education to enable them to escape the poverty trap.
- Women – especially single parents and particularly black women are vulnerable to poverty because they both face persistent gender discrimination and generally have extensive care-giving responsibilities. Critical support areas include expansion of ECD, provision of basic household infrastructure such as running water and electricity at an affordable cost, and improved access to training and economic opportunities.
- People with disability – disability is associated with difficulties of physical access, high living costs, low incomes and problems of social exclusion. It has major effects on employability. Social assistance is essential to provide a safety net for them.
- People living in poor areas – poverty still reflects apartheid settlement patterns. Most of the poor households are found in the former Bantustan regions, informal settlements and historically black townships. Therefore improving economic opportunities in these areas is critical.

4 SITUATIONAL ANALYSIS OF THE EASTERN CAPE PROVINCE

4.1 POVERTY IN THE EASTERN CAPE

The Eastern Province is one of the poorest provinces in South Africa, along with Limpopo and KwaZulu-Natal. Julian May et al, cites Liebbrandt and Woolard showing that the province was the poorest, containing 27 per cent of those likely to be ultra poor – poor while KwaZulu-Natal and Limpopo accounted for 19 and 17 per cent of the ultra – poor respectively. Also in 1995, the poverty gap¹ was about R15 billion per annum, or about 4 per cent of the GDP. In the years between 1995 and 2000 the poverty gap measures are below those for several provinces including KwaZulu Natal and Limpopo.

In the case of the two poorest provinces, Eastern Cape and Limpopo Province, the poverty gap amounted to 11 per cent and 21 per cent of the Gross Geographic (GGP). There is therefore considerable amount of deprivation in the province. According to the Report, 43 percent of the population in the province are cat-

¹ This is the measure of the depth of poverty which can be used to show the amount needed annually to eliminate poverty through a perfectly targeted transfer to the poor

egorised as being poor². This describes the poverty problem faced by the Eastern Cape Provincial Government and calls for improvement in targeting and allocation of resources to reduce poverty in the province. It goes to place the Eastern Cape as the poorest province with 68.7 per cent of the population below the 40th percentile cut-off in the IES3 of 2000 (R421 per month in 2000 prices).

The South African Human Development Report, the UNDP uses data from the GHS suggesting that the Eastern Cape has remained of South Africa's provinces based on a \$2 per day poverty line, with a headcount of 0.39 in 1995 increasing to 0.41 by 2002.

It is the reality in the Eastern Cape Province that the distribution of income, the experiences of the District Municipalities (DMs) varies considerably. In as much as the Nelson Mandela Metropolitan Municipality and Cacadu District Municipality have comparatively low incidence, depth and severity measures of poverty, others such as OR Tambo and Alfred Nzo have both a high percentage of population living below the poverty line. They also have very high depth and severity measures and therefore making the extent of poor people very severe.

OR Tambo has the following concerning features, its population size and high Sen Index⁴ and the fact that it records 32% of the poverty gap in the Province. It is followed by Amathole District Municipality which is recording 26% of the poverty gap in the Eastern Cape. OR Tambo as well Alfred Nzo have proven to have the highest levels of unemployment 77% and 76 respectively. These can be contrasted with Cacadu District Municipality and Nelson Mandela Metropolitan Municipality with the lower levels of unemployment. The metro has the lowest Sen Index in the Province. While the Nelson Mandela Metropolitan Municipality remains the economic hub Cacadu District Municipality on the hand has the low population density.

On the population distribution by region, the study has found out that a common pattern among the districts with the exception of one, the overall population is composed of 55% females and 45% males. This is in line with the provincial dis-

- 2 This is from the international benchmark of \$2 per person per day and adjusted for the cost of living in South Africa using Purchasing Power Parity (PPP). Correcting for prices in 2006, the threshold amount used in this report is thus R240 per person per month
- 3 The IES offers the most complete measure of total consumption and from that perspective appears to be a potential excellent source of data for poverty measurement.
- 4 This is an index attempting to bring together the headcount ration, the income gap ratio and income inequalities among the poor within a consistent axiomatic framework

tribution and of course suggesting most regions are affected by lesser number of males. In the study's analysis of poverty and gender, female headed households are poorer than male headed. It has also been observed from the population distribution that bulk of the population is in the age groups of 10-19. This is an explanation for the high levels of dependency.

There is always a relationship between poverty and levels of education hence the results have always been showing poverty decreases as education increases. This has been an explanation for the Eastern Cape, together with Limpopo and Mpumalanga provinces with higher incidents of poverty with lower access to education. It is suggested nonetheless that access to economic opportunities is more likely to determine the wellbeing of a household than the educational attainment of the household's members.

Among all households in the province, the average number of children is 2.5. There is, indeed, a concentration a concentration of children in poorer households, The study mentions the 2006 Japan Bank of International Co-operation which states that poverty in non-urban areas has been deeply affected by structural factors under apartheid in particular the bantustants

4.2 POVERTY AND INEQUALITY

Mass poverty in South Africa is associated with very high levels of inequality, increasing both the urgency and the difficulty of anti-poverty measures. The following chart compares inequality in South Africa with other middle-income economies. In 2000, the richest 10% of the population received around 45% of national income, while the poorest 40% received only 10%. This is comparable with Latin America, and is far more unequal than most of the fast-growing Asian economies.

Using the Income and Expenditure Surveys of 1995 and 2000, and an institutional poverty threshold, Statistics South Africa reported that both poverty and inequality may have increased (Stats SA, 2002). However, the South African government argues that poverty is multi-dimensional, and that access to services has the effect both of improving the well-being of poor households, and also of reducing their exclusion or vulnerability to adverse relations of inclusion. May and Woolard (2005) show that from the perspective of basic service delivery, the gap between the poor and non-poor has narrowed in the post-apartheid era although it must be cautioned that these results do not comment on the quality of the service, or

on whether the supply of the service has been disconnected.

Inequalities are still associated strongly with race and gender as well as location. Of all those living in poor households in 2005, 46% were African men, 49% were African women, 4% were Coloured and Asian, and only 0.3% were white. Inequality matters for reasons of social justice, addressing inequality has a direct bearing on our ability to address poverty. An international debate has been taking place on the impact of inequality on growth. There is some consensus on the following core arguments:

- that high levels of inequality in a society act as a constraint on growth
- that when growth does take place in highly unequal societies, it tends not to impact much on poverty reduction
- that an unequal distribution of assets and of human capital reinforces inequality and low levels of growth, and that conversely, more equitable land distribution and access to education and health services are associated with rising equality and with shared growth. (World Development Report – 2006)

This analysis highlights the key role of social policies as an investment in achieving shared growth that also impact on poverty. Water being the most basic of human needs must therefore make a significant contribution in the WAR on poverty.

5 POLICY ALIGNMENT

This poverty eradication strategy for the Eastern Cape is part of a plethora of other strategies and policy frameworks nationally and in the Eastern Cape. There is need for alignment with and articulation between these strategies and frameworks. This section outlines the most important among these strategies and frameworks.

5.1 Overall national legislative framework

- The development of the provincial (anti) poverty reduction is based/ influenced/ aligned to the following
- The Constitution
- The RDP
- The draft National Poverty Reduction Strategy
- Millennium Development Goals (MDGs) – which gives the developing nations a set of coherent development goals. They were adopted by all UN member states in 2000, for quantified, time bound progress in eradicating extreme poverty and hunger, therefore halving it by 2015.
- The report on the State of The World Children produced by UNICEF (2005) lists poverty as the number one threat to children worldwide, and noted concentration of children in poorer households
- Rural Development – Agriculture involves the right to property and inheritance related matters, family life and the division of labour, production and resource management, influence and participation, infrastructure, sales and market access, knowledge and expertise, food and nutrition. Agriculture therefore does not have to be viewed only as a single well defined sector but also as the development of sustainable livelihoods.
- South African Constitution & the Rights Based Approach (RBA) - An important means of fighting poverty is strengthening the rights of the poor and their participation in decision making processes

5.2 National poverty strategy

In 2008 the Presidency released a document entitled towards an anti-poverty strategy for South Africa. The nine pillars are:

1. **Creation of economic opportunities** – aimed at ensuring that the economy

generates opportunities for poor households to earn improved incomes through jobs or self-employment.

2. **Investment in human capital** – providing health care, education and training needed to engage with the economy and in political processes.
3. **Income security** – providing safety nets for the most vulnerable, primarily through social grants. This to ensure that vulnerability associated with disability, age and illness does not plunge poor households into destitution.
4. **Basic services and other non-financial transfers** – what has been termed a social wage, consisting of services such as subsidised housing, and expanded access to water, electricity, refuse removal and sanitation; as well as a raft of minimum free basic services for vulnerable sectors of the population. Inability to pay for basic services should not prevent the poor from accessing these services altogether.
5. **Improving healthcare** – ensuring that poor children grow up healthy, providing quality and efficient preventative and curative care, and ensuring that illness or disability do not plunge poor households into destitution.
6. **Access to assets** – particularly housing, land and capital, including public infrastructure, both to improve economic and social security and to provide the basis for economic engagement in the longer run.
7. **Social inclusion and social capital initiatives** – combining programmes to ensure a more inclusive and integrated society, based on the development of more integrated structures and engagements across class and race, as well as community solidarity in communities and society as a whole. The focus is also on strengthening social capital, especially for the poor to expand their networks and ensure they have access to information.
8. **Environmental sustainability** – requiring strategies and programmes that help link increasing economic opportunities for the poor to the protection and rehabilitation of ecosystems, reversing environmental degradation and promoting eco tourism.
9. **Good governance** – direct intervention in the provision of information, facilitating participatory, pro-poor policies and sound macroeconomic management. This is to ensure proper use of public funds, encouraging shared economic growth, promoting effective and efficient delivery of public services and consolidating the rule of law.

The strategy also states that Critical interventions that should receive the highest level of attention from government in addressing poverty (while improving all the others), are:

- economic interventions to expand opportunities for employment and self-employment in particular including improvement of the state's capacity to lead in job-creating industrial development.
- provision of quality education and skills and health care especially to poor communities; and
- promotion of access to assets including social capital to the poor and reduction of vulnerability
- promoting social cohesion

5.3 The Eastern Cape Provincial Growth and Development Plan

The Provincial Growth and Development Plan (PGDP) is the overall socio-economic plan for the Eastern Cape. The PGDP aims to provide a stimulus for thoroughgoing transformation, while recognising that a decade is not enough to bring about human, social and economic development for all. It sets out six core objectives:

- Develop and transform the agricultural sector to ensure food security
- Systematically eradicate poverty
- Reform the industrial structure
- Develop social and economic infrastructure
- Transform the public sector and state institutions
- Develop human resources.

The assessment of the PGDP concluded that poverty in the Eastern Cape emanates from structural factors that confine the province's poorest residents to a life of perpetual deprivation. The poverty eradication pillar of the PGDP does not directly address these structural factors (leaving that to the other pillars), but is of great importance to improve safety nets and social protection generally. The assessment recommends that poverty eradication should be make an overall objective and a cross cutting feature of the PGDP. The pillar should focus on what was terms social protection and basic service delivery. This constitutes the first element of the 'poverty model' of the DSD and essentially pillars three, four and seven of the national strategy.

The poverty reduction model focuses largely on the poverty eradication and social protection pillar of the PGDP (see below), and could be seen as a pro-poor integrated service delivery mechanism. The diagram below illustrates the alignment between the PGDP, the poverty model and the national strategy. The green blocs indicate proposed focus area for the poverty eradication strategy. This strat-

egy will form the new social protection and basic service delivery pillar of the PGDP as the PGDP is updated in 2009.

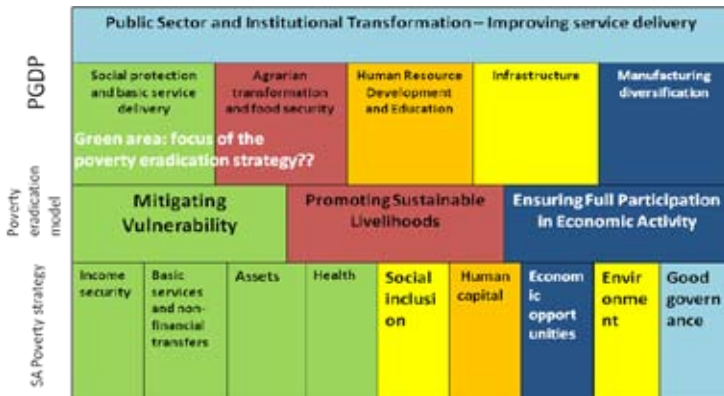
6 SOCIAL TRANSFORMATION AND POVERTY ERADICATION

The following is reflected in the policy discussion document of the ruling party as a necessary process to follow in eradicating poverty:

- 1) Define clearly the Poverty Matrix for the Province.
- 2) Develop a proper database of households living in poverty.
- 3) Identify and implement specific interventions relevant to these households.
- 4) Monitor progress in these households as the programmes take effect in graduating them out of poverty.
- 5) Address all indigence, especially high numbers of women so affected.
- 6) Coordinate and align all anti-poverty programmes to maximize impact and avoid wastage and duplication, and
- 7) Accelerate the training of Social Workers on Psycho Social Approaches to Poverty Eradication.

7 CONCEPTUALISATION OF POVERTY ERADICATION PILLARS

The table below indicates various pillars identified by the PGDP, National discussion document of Poverty Eradication Strategy and the Eastern Cape model, as necessary in the process of eradicating poverty.



The green blocks indicate the areas to be covered by the Poverty strategy. The maroon blocks indicate the rural development strategy; Orange indicates education and HRD, possibly to be covered by a comprehensive HRD strategy for the province; Dark blue indicates areas that are covered by the industrial strategy, SMME strategy and coops strategy; Light blue indicates areas covered in the PGDPs pillar of public sector strengthening. The yellow blocks are areas that are either cross cutting or could fit under public sector and institutional transformation.

8. CONCLUSION

The conceptual framework towards poverty eradication is still at a draft stage. It acknowledges various interventions by government departments and social partners in eradicating poverty. It however seeks to build a framework on which such initiatives should be integrated, coordinated and implemented.

Appendix 1 Method and an explanation of Glossary of terms in the Report

- o This data is influenced In the District and Local Municipal Profiles for the Eastern Cape, provides development and analysis as per the following indicators:
- o Money-metric measure of poverty which is the conceptualisation of poverty based on income and consumption
- o Household Infrastructure Index which is more on access to services and facilities and a
- o Household Circumstances Index focusing on the socio-economic characteristics of the household members
- o The option (on the poverty line) that has emerged as the most preferred adopts an absolute approach to poverty and uses a money-metric measure of household income or consumption⁵. Poverty lines are sometimes expressed in per – household or per – capita terms. The District Profile Report has chosen to use per capita figures and assumes consumption needs of children are the same as adults
- o Poverty line serves various purposes – characterisation of regions, households and individuals as poor or non-poor
- o Severity of poverty – distance from the poverty line that a household is to be found
- o It also serves as a reference point against which progress can be measured in terms of the reduction of poverty

⁵ Julian May, Ntsiki Manzini and Nompuzo Nzimande, District and Local Municipal Poverty for the Eastern Cape, Final Research Report, 25 August 2008

