

OVERCOMING INEQUALITY AND STRUCTURAL POVERTY

IN SOUTH AFRICA



towards inclusive growth and development

Report documenting a conference held at Birchwood Conference Centre,
Ekurhuleni from 20 to 22 September 2010



Disclaimer: The findings, interpretations and conclusions expressed in this report are entirely those of the authors and can in no way be taken to reflect the views of the Presidency (RSA), the European Union or Ford Foundation, which do not guarantee their accuracy and can accept no responsibility for any consequences of their use.

Acknowledgements

The conference *Overcoming inequality and structural poverty in South Africa: towards inclusive growth and development* that was held at Birchwood Hotel and Conference Centre in Gauteng, South Africa from 20-22 September 2010, and the production of this report happened with the financial support of Ford Foundation, The Atlantic Philanthropies and the Programme to Support Pro-Poor Policy Development (PSPPD), a partnership programme of the Presidency, Republic of South Africa and the European Union.

The Chronic Poverty Research Centre (CPRC) is an international partnership of universities, research institutes and NGOs, which exists to focus attention on chronic poverty. The Institute for Poverty, Land and Agrarian Studies (PLAAS) is based at the University of the Western Cape and a member of the CPRC partnership. In addition to PLAAS, the conference-organising partnership included Isandla Institute, Studies in Poverty and Inequality Institute (SPII) and the PSPPD.

The conference-organising partnership would like to express their thanks and acknowledgement to the funding organisations for their support. The partnership thanks the support staff of PLAAS, SPII, the PSPPD and Isandla Institute for their excellent logistical support throughout preparations and the actual event. It also thanks Gavin Andersson for his facilitation of the conference, performance poet Flo for his positive mood-setting input at the start of the first session. Many thanks, to all who have contributed to the conference as paper authors, presenters and participants for their time and rigorous engagement, to Karen Peters for compiling this report in collaboration with the conference-organising committee, and to Judy Goldman for its final editing.

The conference-organising committee included the following people:

- Mirjam van Donk (Isandla Institute)
- Isobel Frye (SPII)
- Ian Goldman (Monitoring and Learning Facility of the PSPPD)
- David Neves (PLAAS)
- Mastoera Sadan (PSPPD)
- Andries du Toit (PLAAS)
- Obiozo Ukpabi (PLAAS)

All members of the conference-organising committee can be contacted directly through their respective organisations. Details and website links to these organisations, as well as full papers, presentations, discussions and photos can be found on the conference website:

<http://www.plaas.org.za/newsevents/povcon2010>

The findings, interpretations and conclusions expressed in this report are entirely those of the authors and can in no way be taken to reflect the views of the Presidency (RSA), the European Union or Ford Foundation, which do not guarantee their accuracy and can accept no responsibility for any consequences of their use.



THE CONFERENCE ORGANISERS

Acronyms

ANC	African National Congress
AsgiSA	Accelerated and Shared Growth Initiative for South Africa
BBR	Bushbuckridge
BDF	Bokfontein Development Forum
BEE	Black Economic Empowerment
CBO	Community-Based Organisation
CSG	Child Support Grant
CPRC	Chronic Poverty Research Centre
CRDP	Comprehensive Rural Development Programme
CWP	Community Work Programme
ECD	Early Childhood Development
EPWP	Expanded Public Works Programme
FCG	Foster Child Grant
GEAR	Growth, Employment and Redistribution Strategy
HBC	Home-Based Care
HDI	Human Development Index
HSRC	Human Sciences Research Council
KZN	KwaZulu-Natal
LED	Local Economic Development
MEC	Minerals Energy Complex
MFP	Massive Food Programme
NREGA	National Rural Employment Guarantee Act
NIDS	National Income Dynamics Study
NGO	Non-governmental Organisation
OAP	Old Age Pensions
OVC	Orphans and Vulnerable Children
PLAAS	Institute for Poverty, Land and Agrarian Studies
PRA	Participatory Rural Appraisals
PSPPD	Programme to Support Pro-poor Policy Development
SAIMD	South African Index of Multiple Deprivation
SALDRU	Southern Africa Labour and Development Research Unit
SERI	Socio-Economic Rights Institute of South Africa
SHG	Self-help group
SMME	Small, Medium and Micro Enterprise
SPII	Studies in Poverty and Inequality Institute
TCOE	Trust for Community Outreach and Education
TIPS	Trade and Industrial Policy Strategies
TLGFA	Traditional Leadership and Governance Framework Act
TPTTP	Taking Parliament to the People
UDF	United Democratic Front



EXECUTIVE SUMMARY

Background

The executive summary summarises issues and questions emerging from a conference entitled *Overcoming inequality and structural poverty in South Africa: towards inclusive growth and development*. The conference aimed to draw lessons from national and international practice, research evidence, and policy implementation for economic transformation.

EXECUTIVE SUMMARY

It was hosted by the Institute for Poverty, Land and Agrarian Studies (PLAAS), in partnership with the Studies in Poverty and Inequality Institute (SPII), Isandla Institute, the Chronic Poverty Research Centre (CPRC) and the Programme to Support Pro-poor Policy Development (PSPPD), and took place in Gauteng, South Africa on 20, 21, 22 September 2010. There were 124 participants at the conference, including representatives from government, academia and civil society. The conference was opened with a speech by the Deputy President as recorded on a DVD sent from London.

This executive summary captures golden threads' distilled from inputs by presenters and participants in the rich discussions that unfolded during the conference proceedings. The report groups together content issues from the conference relating to the vision and values underpinning South Africa's development trajectory, the dynamics of poverty and inequality, and the policy response, and then looks at cross-cutting issues relating to the nature of the state, services needed, and empowering citizens. In line with conference deliberations, this summary highlights on the one hand actions or interventions that can be pursued now as part of a more coherent and effective response to poverty and inequality, and on the other hand issues that require further exploration, a stronger evidence-base and careful consideration.

The values of poverty and wealth

The South African Constitution eloquently refers to the need for the country to recognise past injustices and 'establish a society based on democratic values, social justice and fundamental human rights'¹. The injunction is thus to establish a programme of transformation from past patterns of injustice to a society in which all are able to reach their full potential.

However, South Africa is a society that continues to have one of the most unequal patterns of income distribution in the world. Past patterns have not yet been broken. Also, the problem of poverty appears to have become depoliticised. Instead of addressing issues of power differentials and priorities and choices about patterns of distribution, it is easier to view poverty as a neutral question of development and numbers. Citizens become clients, and rights become 'commodified' and subject to budget restraints.

Poverty in South Africa is structural and strongly linked to issues of unemployment, and spatial, racial, gendered and class inequalities. In order to start to dismantle the drivers of poverty, two things are required. A shared vision is needed of what kind of society we are moving towards in terms of access, income differentials, and solidarity; and secondly, a theory of change is needed that will be able to take us successfully to this envisaged country. Only then will it be possible to make progress towards achieving the principles set out in the Constitution which were so hard-won.

The dimensions of poverty and inequality

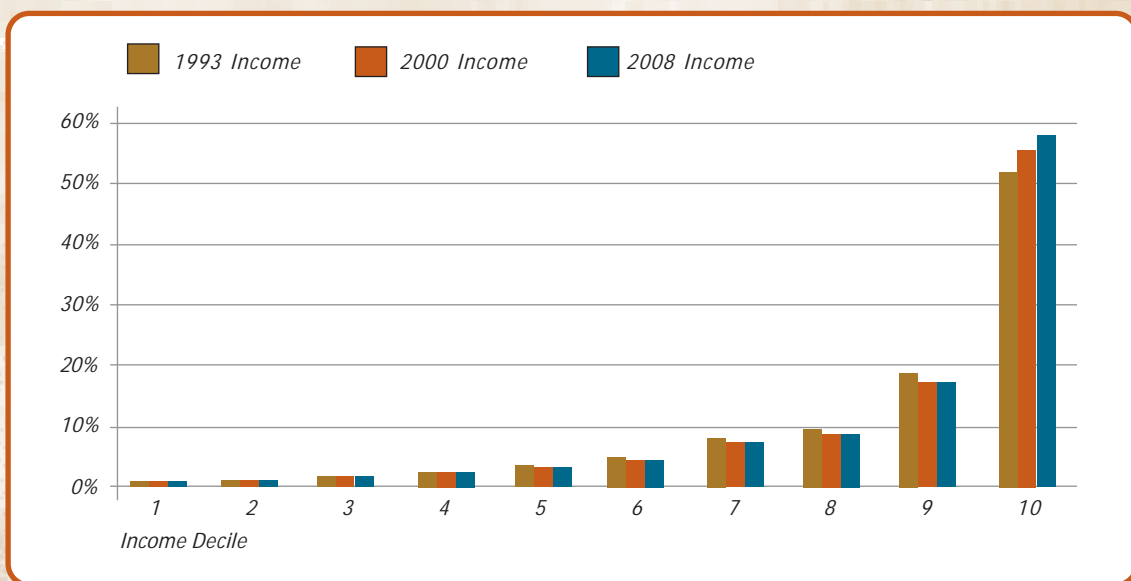


Figure 1: Share of income by decile 1993-2008 (Leibbrandt and Woolard, 2010)

Poverty levels in South Africa have reduced since 1994, mostly due to social grants and the delivery of household infrastructure and basic services, but inequality has worsened. Figure 1, from a presentation

1. From the Preamble to the Constitution of the Republic of South Africa, Act 108 of 1996

EXECUTIVE SUMMARY

by Murray Leibbrandt and Ingrid Woolard, showed that income has become increasingly concentrated in the top decile. When income was compared between the years 1993 and 2008, the richest 10 per cent accounted for 54 and 58 per cent of total income respectively. The share of income of those in each of deciles 5-9 is lower in 2008 than in 1993. While there has been a very slight improvement in the share of the bottom decile, the cumulative share of income accruing to the first five deciles decreased from 8.4 per cent in 1993 to 7.8 per cent in 2008. This raises serious questions for South Africa's future, for social cohesion and stability, and for investment.

Defining poverty

The money-metric headcount of poverty that has been the common way of measuring poverty, is useful to monitor trends but has limitations (Wright and Noble presentation, 21 September 2010). Should there be a food poverty line below which no one should fall and an aspirational line, which is democratically/subjectively set? How do we agree on a measure of what constitutes the minimum floor that reflects a socially acceptable standard of living in a middle income country? How do measures reflect people's lived realities and aspirations? Can we better marry subjective measures to technical objective measures?

Forefronting inequality

The imperative to address poverty is well recognised in policies and studies, as is evident in the current thrust from the government to create jobs. However the issue of inequality has had much less profile. The dominant paradigm is that growth will result in redistribution. Inequality raises awkward questions about the need for redistribution of existing assets and interests. However we will not get the impact of growth on poverty unless inequality reduces. Cross-class coalitions will be essential to change the current patterns of inequalities.

Fundamentally linked to questions of equality and inequality is the notion that some citizens and their interests are more important than others. In order to reshape this and enable the marginalised to be included, the elite need to recognise that greater egalitarianism will benefit everyone. The argument advanced in the book *The Spirit Level* (Wilkinson & Pickett, 2010), is that inequality is bad for society as a whole, rich and poor.

Poverty is closely linked to race in that most of the poor are black and most of the rich are white. However, Leibbrandt and Woolard's presentation indicated that inequality among black people is also increasing. There is a risk that the current targeting of policies re-racialises poverty.

Content areas for policy

Structure of the formal economy

South Africa's economy is dominated by large formal-sector companies, which are in many cases multinationals. The result is a highly monopolised economy, with considerable obstacles to newcomers breaking into markets. This was well illustrated by Kate Philip's paper on the Second Economy Strategy. Seeraj Mohamed's presentation showed that the small and medium-sized enterprise sector is relatively small in South Africa, which is one of the reasons for the low job creation rate.

There is limited domestic demand due to high levels of income inequality, and the inequalities mean a high demand for imported, expensive products. What will fuel future growth, beyond the credit-based consumption by middle classes? The growth rate of the economy is low and comparable to developed countries, rather than developing countries in Africa and Asia. In contrast, Ethiopia, Nigeria, Rwanda and Mozambique are among the ten fastest growing economies in the last ten years (Economist, 2011).

A critical issue is how to get growth in the informal economy. Should the goal be to formalise the informal economy, and, if so, on whose terms? What support is needed to help the informal and SMME sector to grow, and what intermediaries are needed? Should this support be on a collective or individual basis? These challenges are critical to promoting growth in the informal/SMME sectors.

Employment policies

South Africa has one of the highest unemployment rates in the world, and a highly cash-based society, which exacerbates the impact of a lack of a wage income on poor households. The skills base is low, and there is insufficient acknowledgement of this problem in sectors that have been identified as growth sectors in the economy. Initiatives such as the Community Work Programme (CWP) and similar ideas can play an important role in breaking down the marginalisation of people from the world of work, but need to be pursued without developing a two-tier employment system that perpetuates

EXECUTIVE SUMMARY

exclusion. This relates to the debate about 'decent work'. Philip, in her presentation, noted that the social sector is an important employer and social sector workers such as carers should be recognised alongside 'productive workers'.

Promoting livelihoods

A variety of services were flagged during the conference as key for livelihoods. Some examples included:

Promoting economic livelihoods

- **Supporting particular sectors** such as agriculture (home gardens, field production, poultry, other livestock...), tourism and retail.
- **Facilitation of market linkages** such as regional products and markets, remediation of intermediation failures in credit markets, value chains.
- **Developing suitable prototypes** such as configuring pro-poor value chains, which small players can access.
- **Making technology accessible** and understandable.

Promoting social services at a local level

- **Home-based care/early childhood development** – home-based care is an example of a frontline service provided at low cost - a socially necessary public service which is part of government's responsibility.
- **Teacher support** – sorting library books, photocopying, running extra-mural activities, preparing meals.
- **Advice** – such as advice and support to ensure a full take-up of social grants.

Promoting infrastructure at local level

- **Construction/repair of infrastructure** – canal clearing and repair, maintenance of schools, clinics and community halls, road maintenance, fencing at schools, repair of water piping, constructing pedestrian bridges.

Important to livelihoods are adequate housing and transport, income maintenance, health care, and clearer developmental notions of human capital investment in areas such as early childhood development. Shirin Motala, in her presentation, noted that these are not 'nice to have' but a constitutional and developmental imperative.



CONFERENCE PARTICIPANTS ARRIVING

EXECUTIVE SUMMARY

Spatial poverty and rural development

Apartheid geography continues and is now reproduced due to economic and class segregation, both in urban/rural relationships, and within urban areas. Wright and Noble showed in their presentation that the former 'bantustans' are still the poorest parts of the country. Alienation is also being reproduced: the causes underpinning this warrant careful scrutiny. Is this an ongoing necessity to perpetuate surplus labour and is it essential for the current growth and accumulation path? What new paths do we need in order to change this?

These spatial challenges affect access to resources, markets and services. There is little coordination between government departments around issues such as migration, transport and budgets. Khulekani Mathe noted in his presentation that the Integrated Sustainable Rural Development Programme (ISRDP) and Urban Renewal Programme (URP) from the early 2000s, were initiatives to focus coordinated investment in extremely poor areas, but there is little evidence that these programmes had impact.

An absence of clear strategies in relation to both rural and urban development compounds the problem, as Ruth Hall highlighted in her presentation. The vision for rural development remains unclear, nor is it clear whether the state and local communities share the same goals. The long-awaited Green Paper on Rural Development and Land Reform may address this. It will be the first comprehensive document on rural development since the Rural Development Framework of 1997, which was never adopted.

Agriculture can potentially support accumulation from below if the right services and market conditions were in place, but they are not. Ben Cousins observed in his paper that the lack of coherence on rural issues means that the historical split between land reform and post-settlement support continues.

Similarly, the political reluctance to come to terms with urbanisation and urban realities in South Africa is hampering a coherent response to migration, urban planning and land use management (Khulekani Mathe, 21 September 2010). To address poverty and inequality, spatial inefficiencies need to be addressed and a comprehensive programme pursued, which enhances the inclusion of the poor in both urban and rural economies.

Sustainability questions

A shift by the state to a more sustainable growth path will affect health, the environment, types of work, transport, the types of services provided and the type of opportunities available. This has implications for national, provincial, urban and rural planning.

Changing attitudes and behaviour to address inequality

At the top

The different approaches to poverty include:

- **Mainstream view** – a conservative view that the poor deserve support, but also the stuff of social solidarity
- **Poverty measurement** – focuses on accurate judgements of who is poor and elevating charity to an exact science, but this can be a reductionist approach
- **Radical discourse** – poverty is a symptom of more fundamental ills such as class inequalities or oppression, but this dichotomises the political space.

A number of presenters, such as Andries du Toit and Ben Cousins, emphasised through their presentations that language and framing is important. What are the policy models that are currently dominant? Are they based on concepts of rights, of dependency, the deserving and non-deserving poor, or the assumption that people can easily move out of their marginalisation? The ideology we espouse, consciously or unconsciously, tends to provide the empirical basis for policy making.

In South Africa, the issue of poverty has been depoliticised and delinked from inequality, with a belief that it can be managed and bureaucratised. It is seen as a corollary of not enough growth, but in fact our current growth model is making inequality worse. Currently a false dichotomy is being posed between a welfare model and a developmental state model.

Poor strategy is often due to a poor understanding of economic marginalisation – but wealth and poverty are produced by a common set of processes. Robert van Niekerk's presentation highlighted that social policy entails choices between conflicting political objectives and goals – social welfare, fiscal welfare, occupational welfare and so on.

It is essential to make elite interests dovetail with the interests of the poor, in the way that the apartheid government took working class whites and transformed them into a middle class. At that time, the elite interests of CEOs dovetailed with the needs of the working class as they needed skilled workers

EXECUTIVE SUMMARY

and unskilled workers, and the power of a convergence of interests was seen during the 2010 World Cup. The elite need to understand that inequality is an illness which poisons society leading to lower growth, lower life expectancy for many, and social problems for all.

South Africa, and the world, has problems of poverty but also problems of wealth and overconsumption. Remuneration dynamics in some sectors set unrealistic standards and create expectations of self-enrichment. Overconsumption is causing the planet to be despoiled. Reversing a process of relentless accumulation requires deepening democracy, a social consensus, a shared national vision, and leadership from the top. The media can be harnessed to communicate powerful social messages, as demonstrated in Lebogang Ramafoko's presentation about Kwanda, a television series focusing on community transformation.

At the bottom

Historical oppression has created 'being level' disability – a psychological state of hopelessness – and 'doing level' disability – I don't have the skills. The depth of the problem in South Africa is illustrated by levels of anomie and alienation of at least 25 per cent in the very poor ISRDP and URP areas, as reported in research carried out in 2008 (Everatt and Smith, 2008: 71). The importance of addressing self-belief and agency was illustrated in the case study of PRADAN, an NGO in India, presented by Soumen Biswas. Research presented by Judy Scott-Goldman on the promotion of meaningful rural livelihoods made a distinction between *transactional* approaches (such as providing services) and *transformational* processes which address people's psycho-social health ie people are treated not as passive beneficiaries, but as responsible and respected citizens. The final outcome is not just an increase in assets, but the ability of poor people to advocate for what they want, individually and collectively.

A change in values is needed. Can we learn how to create inclusive communities with citizen solidarity, which will be safer and healthier for everyone?

Strengthening the voice of the poor

Poor people are not inactive. Poor people survive in spite of the state. Local initiatives exist in all communities through which people provide services and support for each other. The problem is that poor people don't have power, so elites direct development. There is some acceptance of the need to enable communities to influence decisions and development practices more directly but a lack of clarity as to how. If the state fails to enable positive engagement with citizens, social protests will increase. Adam Habib noted in his presentation that the 1968-71 riots in Malaysia created political uncertainty and provided a space in which poor people started to be taken seriously.

Collectivity is key. Through group processes and associations, poor people can develop the confidence, voice and power to influence markets, influence the state, and push for the structural changes that are needed. Strengthening and assisting local groups and local leadership is therefore important, as well as creating access to information and knowledge of rights.

Examples were given at the conference of successful collective and community-based approaches such as the Organisation Workshop, the Community Work Programme (CWP), community-based planning, and advice offices, which indicated that collective and community-based approaches can work. The critical issue is the delivery of such initiatives at scale.

Role of the state

Policy alignment and state capacity

The conference addressed some policy issues of a content nature around poverty and inequality. Social and economic policies need to mesh more effectively. But it is not possible to shift the fundamentals of these without touching macroeconomic policies and orthodoxies, and the ideologies which underlie them, a highly contested area. We need a combination of policy interventions that address immediate, medium and long-term needs, nuanced sufficiently.

Coordination of macro, meso and micro levels is important. The linkage between policy making and implementation, for instance, is often weak. Effective feedback loops from monitoring and evaluation back into policy are needed, and more piloting of programmes to test them out before they are mainstreamed, as took place with the CWP. Experts need to communicate deeply with broad-based civil society to shape a common progressive agenda for responsible and inclusive government.

There is a lack of confidence in the capacity of local government to deliver, and yet local government is crucial as the primary point of contact between people and the state. This is a critical issue.

EXECUTIVE SUMMARY



Shaping of state services

The differing circumstances, needs and goals of different target groups need to be understood and different services offered, as appropriate. Examples of categorisations mentioned at the conference are:

- in crisis, stable, safe, thriving – (Masiphula Mbongwa, Director General of the War on Poverty, 22 September 2010)
- resigned poor, coping poor, dynamic poor: PRADAN/Hybrids research (papers by Biswas, Scott-Goldman et al)
- survivalist business people and entrepreneurs (paper by Neves)
- categories of smallholder farmers: semi-subsistence, semi-commercial and commercially orientated, or the typology: supplementary food producers, allotment-holding wage earners, worker peasants, petty commodity producers, small scale capitalist farmers (paper by Cousins).

Cousins argued in his presentation, which was concerned with agrarian structure and rural poverty, for 'appropriately differentiated policies for a differentiated population of producers'. For example, research has indicated that the majority want small plots of land for primary consumption while a minority want larger plots on which to farm for a cash income, and policy frameworks need to respond to these differences in needs.

Another factor in the South African services landscape is the prevalence of dual services – private for the rich, and public for the less well off. This dualism of services undermines solidarity and transformation.

Frontline services – core roles

Some of the core front-line service roles identified at the conference included:

- **Researching** - appropriate technologies, deciding what to cover in CWP
- **Organising** people around self-help and building a collective sense of agency – eg Organisation Workshop used in the CWP, PRADAN and Siyamandla's work with self-help groups
- **Building people's capabilities**, training, advising, learning-by-doing, educating about human rights, mobilisation and consciousness raising, and social grants
- **Mobilising** mainstream resources
- **Providing Infrastructure** – electricity, water and water storage, toilets
- **Finance** – for economic but also social services.

Some issues to consider are:

- **Transformational relationships** need longer time frames as exemplified by PRADAN which works on a 5-7 year engagement to mobilise people
- **The combination of services** – the hybrid organisations research looked at the types of services which have to be combined and the partnerships that need to be created to support rural livelihoods
- **Formalisation** is appropriate in some places eg Chile, but not in others eg Mexico (Serrano, 21 September 2010); having contracts and rights has advantages, but there is a danger of being overwhelmed by bureaucracy (Habib, 20 September 2010).

EXECUTIVE SUMMARY

Improving accountability

At the moment accountability is weak at all levels, and between levels:

- Politicians are not accountable to constituents,
- bureaucrats are not accountable to citizens,
- and politicians and bureaucrats are not accountable to each other.

What kinds of political development need to happen to promote better accountability between politicians and citizens? Would electoral reform help – eg a mixed member system so that MPs are directly accountable? A viable parliamentary opposition is key, as well as a robust civil society – as social protests go up, policies start to go to the left. How do we leverage change in the structures of power to make systems more accountable and responsive? (Habib, 20 September 2010)

The different roles required

Role of intermediaries

The core issue of institutional assets was raised by Claudia Serrano (22 September 2010). Intermediary organisations are important for change, providing the practical support and advocacy that poor and less poor people need. They can be government, private sector (eg accountants), civil society or faith-based organisations. These intermediaries provide space in which individuals and collective structures can develop the confidence and power to operate in the wider environment, compete in the market, and advocate for their rights. An important issue is therefore how to make sure these services are available, and in the right combination.

Role of non-governmental organisations

A strong civil society is needed to improve political oversight, promote community participation/organisation, energise ward committees, provide services in communities, build formal and informal collective organisations and promote social innovation.

Civil society can play number of diverse roles, which range from providing alternative policy debates, working alongside grass roots-based organisations to promote development, assisting the poor to form associations that strengthen their voice, and assisting the state to provide services to the poor, to name but a few.

In South Africa, civil society often works on a small scale implementing micro-projects, but in some countries there are NGOs working effectively on a very large scale with great impact. PRADAN has 400 professionals, working with 210,000 households in 6 states of India. (Biswas, 20 September 2010). PRADAN has a 7 year horizon and estimates that 1 trained person can work with 2,000 households over 5-7 years – which over a 20 year career can mean supporting 6000 households. In South Africa, using these ratios, 6,000 trained professionals could support 18 million people over 10 years.

Role of the private sector

The private sector provides employment, and also provides many frontline services, both formal and informal. The private sector has a very important potential role in skills development, although skills transfer at present is poor. Innovative ways of engaging business are needed and businesses need to see the advantages of making contributions to society. There is a difference between corporate social investment as an add-on, and firms mobilising their core business to address issues around inequality. An example would be large organisations analysing their entire value chain to identify pro-poor choices that could be made.

Role of government

Government in general needs the political will to address inequality. Measures to address poverty have been strongest in the social sector, but often with a weak understanding of the economic system, so that initiatives with good intentions, such as to offer business support or to create income-generating projects, have poor records of success.

The State is often driven by targets and not the quality of services. An institutional champion for 'responsiveness' is required, which can help to manage the interface between state and non-state actors. Consistency of policy is a challenge – government often chases the next big idea. There can also be institutional rivalries within and between spheres of government. Doreen Atkinson argued in her presentation that provinces are locked into only working within their formal boundaries, preventing cross-boundary economic spatial planning in zones such as the Karoo.

EXECUTIVE SUMMARY

Local government level

The politics of place is very important – especially in a diverse country. Effective services are greatly needed but local government is often the weakest level. Local government has the responsibility for ward level processes, and so should be a key interface between citizens and the state. Local government also plays a key role in land use management.

Working differently

The Deputy President said in his address to the conference that '*Coordination and integration is not enough unless there is a shared national vision to address poverty – we need coordinated planning with decentralised implementation. We are determined to partner in the fight against poverty*' (Kgalema Motlanthe, 20 September 2010).

Addressing poverty and inequality is an inter-disciplinary endeavour. A holistic, coordinated response is required. There is a problem of a 'silo mentality' at all levels and Government's outcomes approach is attempting to deal with this. The rural outcome, for example, has a specific target around coordination. Doreen Atkinson's paper indicates what can be gained from pro-poor economic regional planning, as opposed to planning on a more micro-level, particularly for recognising the untapped potential in rural areas.

Participatory planning approaches can help poor people define what they need, and how they need it, recognising their multiple objectives and their varied assets and going beyond a deficit model. A number of examples were provided at the conference, including the Community Work Programme with its Organisation Workshop, and community-based planning.

There must be a mix of professional technical work (which can be just transactional) and building agency (a transformational approach).

Gender is an important cross-cutting issue. How can we change entrenched views of care giving or of patriarchy? How can we achieve empowerment but avoid emasculation?

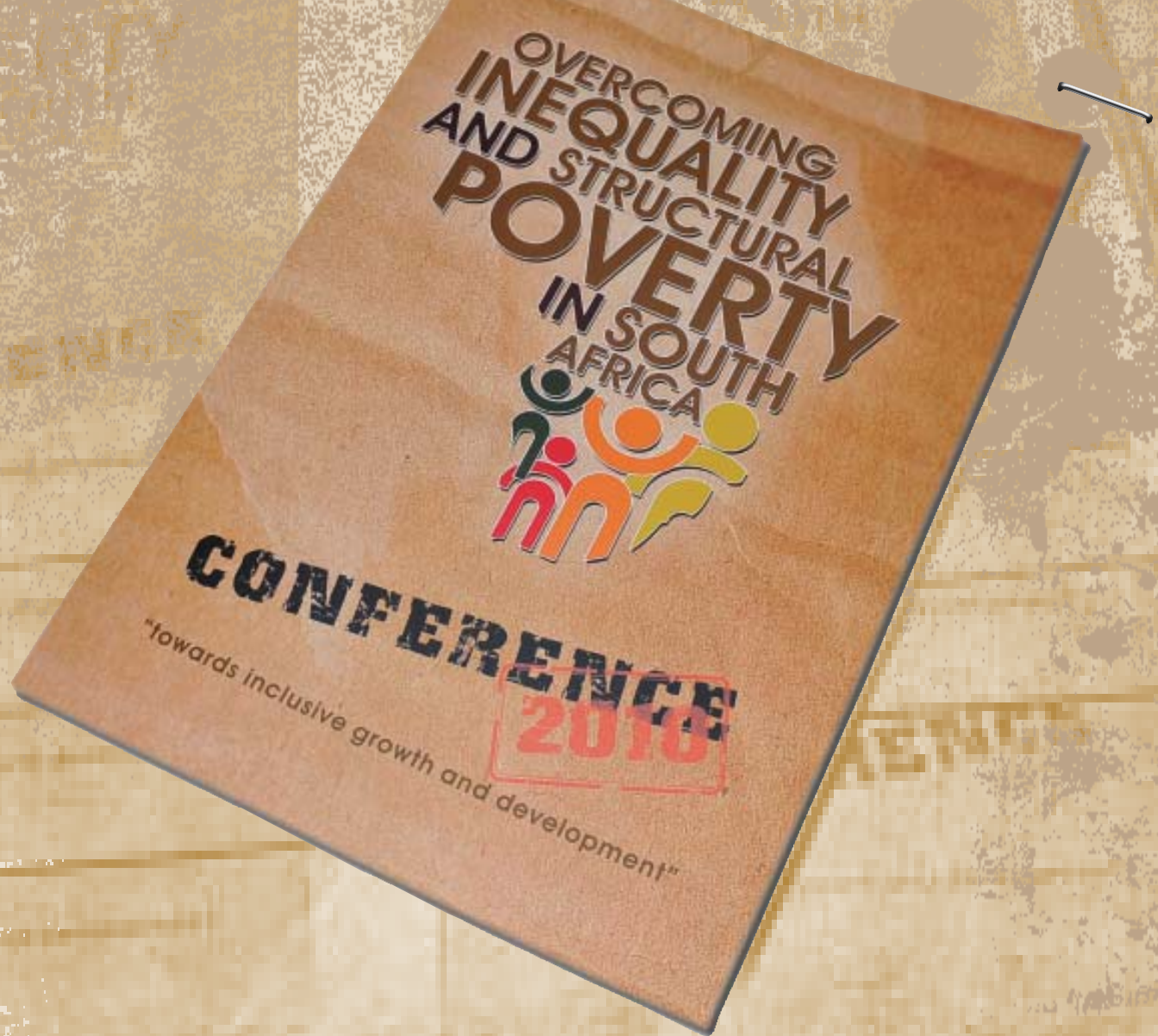
Models that can be scaled up are required, prototyping social, institutional as well as technical dimensions of services and approaches. Initiatives need to be piloted, carefully evaluated and then built up to large scale delivery with time. The paradigm that the answer is micro-projects helping small numbers needs to be challenged. The scale of the problem necessitates approaches that reach people at scale.

Building poor people's agency is important, but structural change is also a necessity, ie changing the rules of the game to support poor people. Markets, for example, are social constructs: how can we change the rules of the game to change distributional outcomes in the way markets operate.

Conclusion

Addressing inequality will improve the impact of our moderate growth rates on reducing poverty, reduce many social ills, and increase wellbeing for both the poor and the better-off. But how is it to be achieved? Putting the right policy in place or choosing the right technical solution is only part of the answer. Inequality is about power and interests. A coalition is needed between the elite and poor people, whereby the elite recognise that reducing poverty and inequality will benefit all. Sometimes path dependency – the belief that things have to be that way – means that approaches and outcomes from the past are perpetuated, with a new elite benefiting. The causal chains operating in the system need to be understood so that a theory of change can be developed to reverse inequality.

As reported in the paper from Leibbrandt and Woolard, the rich have got richer post 1994 and most of the poor have become poorer. To address poverty and inequality, new approaches and models are needed. Are elite compacts, eg between business and government already too entrenched, or can they be shaken up? Can accountability by politicians to the electorate be strengthened to avoid narrow class interests being promoted? This may require electoral reform, and a stronger civil society to hold the elite to account. To achieve a stronger civil society, initiatives are required to mobilise the population and create a deeper understanding of civil rights and responsibilities. Perhaps – to answer the challenge from the Deputy President – it is possible to establish a social compact around a progressive transformative vision. But how are we to arrive at this vision, who will drive the process and who has to give what for us to get there? The consensus at the conference was that the process will require structural changes to reduce the stranglehold of the large formal sector organisations on the economy, improved mobilisation and participation by civil society in demanding their rights and exercising their responsibilities, and more integrated and responsive services which add real value, and build agency.



2. POVERTY AND INEQUALITY IN SOUTH AFRICA: SETTING THE SCENE

The first plenary session of the conference was dedicated to understanding the current poverty and inequality context in South Africa. A presentation by Murray Leibbrandt and Ingrid Woolard, of the Southern Africa Labour and Development Research Unit (SALDRU), focused on the current trends in poverty and inequality in South Africa that can be discerned from the available data. The second plenary presentation by Adam Habib, Deputy Vice Chancellor of the University of Johannesburg, spoke to the current political context in which development occurs, the implications for poverty and inequality, and the necessary criteria for inclusive development in South Africa.

POVERTY AND INEQUALITY IN SOUTH AFRICA

2.1 Trends in inequality and poverty over the post-apartheid era: what kind of a society is emerging?

Based on an analysis of two national data sets (1993 and 2008), Murray Leibbrandt and Ingrid Woolard's presentation characterised the kind of society that is beginning to emerge in post-apartheid South Africa.

There was a definite increase in inequality between 1993 and 2008, even though poverty decreased slightly. The increase in inequality is evident regardless of the category used to assess it (for example by urban, rural, labour or race categories). Figure 1 demonstrates the increase in inequality in South Africa using Lorenz curves for per capita income in 1993 and 2008. The solid black line represents an equal society and the blue and red lines, representing 1993 and 2008 respectively, reveal the extent to which inequality has increased since 1993.

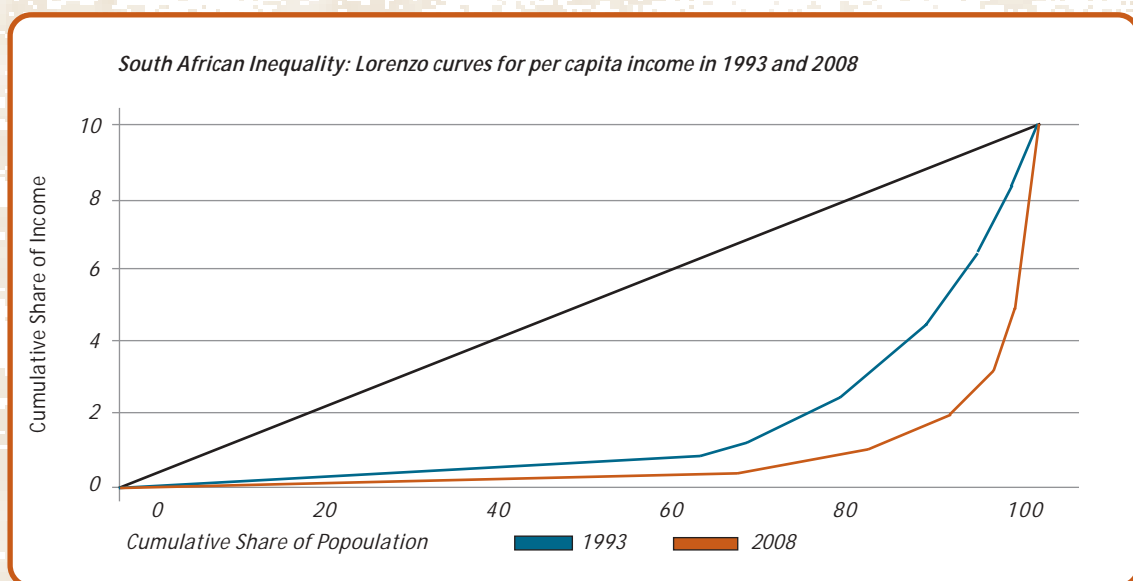


Figure 1: South African inequality, presentation by Murray Leibbrandt and Ingrid Woolard, 20 September 2010

These findings are reinforced by an analysis of the gini coefficient⁴, which indicates that inequality has grown between races and within races, and South Africa has the highest inequality between race groups in the world.

There has been a decrease in poverty since 1993 but this has not been substantial. The biggest reduction in poverty has been within lower income level groups. Leibbrandt and Woolard's analysis suggests that this decrease in poverty can be largely attributed to the provision of social grants, particularly child support grants (CSGs) and old age pensions (OAPs). In quintiles 1 to 5, the percentage of individuals living below a poverty line of R515 per capita per month, decreased from 53.9 per cent to 48 per cent where both these social grants have been added to the family income. Access to services such as water, housing and sanitation has also had an impact on the extent of poverty.

Leibbrandt and Woolard argued that labour market dynamics drive 80 per cent of household inequality in South Africa. While more South Africans are trying to access the labour market, fewer are succeeding in participating in it. Data indicates that when assessing income share by deciles, there has in fact been redistribution from the lower deciles to the top deciles. (The income share of the top deciles increased by 4.2 per cent).

'We must increase productivity so as to provide real wages and decrease poverty.'

Murray Leibbrandt, 20 September 2010

And while households with more workers experience less poverty, poverty and inequality levels are not just related to finding employment, but also to the quality of employment retained and real wages.

Leibbrandt and Woolard argued that achieving growth and reducing poverty and inequality is possible. In Brazil, real wages are going up and productivity is increasing at the same time, as a

4. The gini coefficient, which measures inequality on a ratio of 0 to 1, with 0 representing an equal society, shows increasing inequality. The gini coefficient was 0.66 in 1993 and 0.70 in 2008.

POVERTY AND INEQUALITY IN SOUTH AFRICA



result of the focus on improving education. By comparison, in South Africa, the labour market remains a huge problem. Although the provision of social grants is an advance in the fight to decrease poverty, better connections need to be made between grants and other strategies that South Africa employs.

2.2 The politics of inclusive development

Adam Habib argued that addressing inequality in South Africa is long overdue and that whilst poverty had been placed on the political agenda as a moral imperative, inequality has become a strategic concession. He suggested that there is an absence of accountability between political elites and citizens and that this is key to understanding the current state of development in South Africa – where *'development is not just about arriving at the right policy, but also about politics and accountability'*.

For this reason, Habib located the debate about inclusive development and inequality at the level of agency. He argued that it is necessary to recognise the structural conditions for political agency and then engage with that structure. One way of doing this is through creating political uncertainty in a context of widespread support for the constitution by the citizenry. By pluralising power through political contestation where elites are forced to contest with each other, they are forced to engage with citizens' concerns and to allow collective organisation to emerge that leads to mass mobilisation.

'The real dilemma of development is that poor people don't have power. How do you give poor people power?'

Adam Habib, 20 September 2010

Habib outlined five other types of political development that need to happen to address inclusive development and create a more accountable relationship between politicians and citizens:

- **Electoral reform:** a mixed member proportional system needs to be introduced to ensure accountability between Members of Parliament and political leaders, and which also ensures that MPs are accountable to citizens.
- **The creation of a viable parliamentary opposition:** a break in the tripartite alliance would force the system to the left and enable engagement with development.
- **Corporatist networks:** Polokwane changed the fundamental balance of power in the country, creating a need to please business and multiple stakeholders. There is a need to moderate everyone's expectations, both rich and poor.
- **A robust civil society:** civil society has an important role to play in shifting the dynamics of a more inclusive development agenda.
- **A strategic foreign policy:** there is a need to enhance engagements with the global order and develop an agenda that promotes continental economic markets, as well as strategic trade alliances with other nations.

POVERTY AND INEQUALITY IN SOUTH AFRICA

2.3 Key points from the presentations and discussion on setting the scene

Participants at the conference identified important issues in shifting structural inequality and poverty that emerged from the presentations. These were the need to:

Redress current power imbalances

If the structural dynamics of inequality have created the current context, then the solution to poverty and inequality must lie in structural reform. One of the questions asked was: how do you create a context for further empowerment?

Taxation of wealthier sections of the economy was seen as one way of creating better redistribution in South Africa. Other suggestions included broadening the tax base through creating more employment. However, if the existing structural problem is the nature of South Africa's growth path and given that the unemployed comprises mainly unskilled and semi-skilled people, then there is a need to grow industrial sectors that absorb a large amount of this type of labour (for example, textiles and tourism). Deregulation of the labour market might also assist in this process. Employment should therefore be a key emphasis in a new framework, but conceptualised differently to current formulations that engage only the existing formal economy.

Improve voice and accountability

Ways of ensuring accountability of government to marginalised people were discussed. This emerged in two themes. Firstly, how do we get the interests of the elite to dovetail with those of broader society and a developmental agenda? Possible ways of improving voice and accountability included politicians being held directly accountable to their constituencies. Participants also suggested building an ethos of equality in our society.

Secondly, discussion focused on how to build poor people's ability to demand accountability by the state and economic transformation. Suggestions included building impoverished people's social and economic voice, and rights education.

Finally, participants identified that assumptions are made about the poor without the poor being consulted. This is a key problem as it removes people from influencing decisions about their own development.

Use social grants as a basis for further local economic development

There was largely consensus that although social grants are not a panacea, they remain the most effective mechanism to assist people living in immediate poverty. However, discussions at the conference indicated the need for grants to be linked to local economic development. In this way, social grants would link people to sustainable livelihoods and therefore act as a pathway out of poverty. A core question was whether current structural inequality prevents local communities from using grants in this way.

Integrate economic, social and political dimensions

A clear theme emerged at the conference which emphasised moving beyond the constraints of the current formal sector to focussing on investment in impoverished people in the informal sector. Skewed asset accumulation and distribution is historical. There is a need to integrate economic, social and political spheres to affect current patterns of distribution. This includes considering how assets such as human capital, water supply, grants and land can assist with ensuring that accumulation takes place at the level of poor people rather than rich people.

The roles of women and youth also need to be reconsidered, as both groups remain economically marginalised.

Develop a long-term approach to addressing poverty and inequality

Any solutions need to be appropriate to existing context and skills. Such programmes need to be long term, because there are no 'quick fix' solutions.



13. CONCLUSION

The two and a half day conference, *Overcoming inequality and structural poverty in South Africa*, achieved its aim of bringing together practitioners, academics and policy-makers alike. Research, discussion and the presentation of evidence-based findings at the conference clearly indicated the need to place the issues of structural poverty and inequality on the current anti-poverty agenda. Through the conference outcomes, it became clear that current policy approaches need to engage in a much deeper way with the complexities of poverty and inequality in South Africa in order to understand the environment in which these problems continue, and to counteract them more successfully.

CONCLUSION



The nature of continued poverty and inequality in South Africa is fundamentally structural, and measures to address these challenges need to reflect this. The conference proceedings demonstrated that the current economic growth path chosen by the government does not reflect sufficiently the history or process of poverty and does not create the space for impoverished people to access the means to assist themselves. Policy approaches are therefore often misplaced because they are based on questionable assumptions about economic growth and the capacity of the economy to create employment. Insufficient attention is paid to evaluating the mechanisms by which the benefits of growth can be enjoyed by the marginalised, or revisiting job creation assumptions have not been met. Moving beyond these assumptions, South Africa has to look at a more detailed and comprehensive approach to poverty than buying off destitution through the provision of social protection schemes by the state.

Social protection is important in that it provides immediate relief to the most vulnerable households and has led to a slight drop in poverty levels amongst the poorest quintiles. However, it does not provide the necessary structural, transformative solutions to poverty and inequality. This is demonstrated by the fact that inequality is rising in South Africa. Therefore, any mechanisms set up to alleviate poverty need to engage with the causes of inequality in South Africa.

The conference proceedings raised a number of issues. Firstly, addressing structural poverty and inequality requires supporting the agency of impoverished people by including their voice in determining the right policy choices for South Africa and addressing existing power imbalances.

Secondly, linkages between social and economic policies and between macro and micro levels need to be made and/or improved through a combination of policy interventions that address immediate, medium and long-term needs.

Thirdly, state services need to be shaped so that they are responsive to developmental approaches and are not based on parallel services which cater separately for the rich and the poor. Services need to incorporate the developmental notion of human capital investment and need to vary appropriately for different contexts (eg responding to rural and urban nuances).

Fourthly, the manner in which spatial and rural development is reinforcing apartheid and, therefore, poverty and inequality, needs to be understood by policy makers and addressed. Rural development policy must create better access to resources, markets and services through a consideration of spatial planning and the types of services provided to different areas. For example, the former homelands continue to suffer the worst poverty and reinforce surplus labour systems established during apartheid.

CONCLUSION

Rural development policy and initiatives need to focus on coordination within government in a number of areas, including migration, transport, health care and budget prioritisation. The state also needs to clarify its vision for rural development which has to date failed to take into account the need to create linkages between the macro and micro levels of the economy in a way that allows access to value chains by small scale farmers.

Fifthly, environmental issues need to be reconsidered not only to prevent the impact of environmental degradation on impoverished people and communities but because of the potential to create jobs and assist communities. Growth and accumulation paths should therefore be reconsidered to realise this. Experts also need to communicate better with broad based civil society to shape a common progressive agenda within a responsible and inclusive state.

Sixthly, employment creation strategies need to be thought through. At the conference, the value of initiatives such as CWPs were considered, which simultaneously create employment, facilitate community development and create linkages between communities and government services. The potential to use environmental targets and care work to create employment in the poorest areas in South Africa also exists. A key question is how to use employment strategies to create sustained or decent work.

The current structure of the economy and the current growth path cannot be altered without demonstrable political will to focus on genuine redistribution in South Africa. Part of ensuring that there is sufficient political will to address structural poverty and inequality is to acknowledge that existing poverty discourses need to change and to acknowledge the close connections between ideology and policy making. It is important to understand what the underlying ideology is and then examine its appropriateness to solving South African challenges of poverty, unemployment, inequality and power. Another part of focusing political will is to ensure that there is more accountability to the electorate and greater inclusion of the voice of currently marginalised impoverished people. A key question was posed: is it possible to build a broad social compact around a progressive transformative vision for South Africa?

The conference sought to go beyond the limits and assumptions of mainstream poverty conferences. It sought to link scholarly research to the lessons of experience, and brought together activists, practitioners, policymakers and academics to consider what they could learn from one another. Furthermore, it tried to show that a coherent anti-poverty strategy needs to address inequality.

Dominant approaches to poverty often approach it narrowly, as if the aim is to lift the incomes of a certain section of society above the poverty line. Such approaches miss the fact that poverty in South Africa is not 'residual' in nature: it is not the problem of a small minority of the population, and neither does it result from there not being enough growth. Rather, the persistence of chronic poverty and inequality is caused by the kind of growth South Africa experiences. Our economy is a poverty and inequality machine, allowing the enrichment of a small minority while failing to generate the kinds of employment opportunities needed by the majority of the working-age population.

Many of the presentations at the conference explored the ramifications of this problem. Neva Makgetla's and Seeraj Mohammed's presentations showed how mass unemployment was linked to the capital-intensive and highly concentrated nature of the core economy, the disproportionately important role of the mining and heavy manufacturing sectors, and the distorting incentives created by the provision of artificially cheap energy to these sectors.

Kate Phillip showed the negative impact of this on rural development: the overdeveloped, highly centralised core dominates the entire economy, crowding rural entrepreneurs out of niches that could otherwise be used to kick start rural employment. Vusi Gumede showed the deep racial disparities in human development created by this growth path. Adam Habib traced the links between the marginalisation of the poor and the disabling effects of the electoral system, which renders parliamentarians accountable to party whips, not constituents.

Is a different, employment-intensive growth path possible, one that would benefit millions of South Africans that are currently marginalised by the nature of our core economy? From the discussions at the conference, it became clear that there are no easy answers. Some of the more optimistic presentations focused on the potential of expanded public works initiatives like the Community Work Programme. If these are scaled up to make possible a South African variant of India's employment guarantee scheme, they would indeed be a big step towards addressing the holes in our social protection system. But without inclusive growth in the core economy, they can only function as a limited band-aid.

Meeting this challenge is in part a technical question: by what means can the economy be restructured so as to encourage growth in directions that will absorb more labour. Government has at its disposal the ability to change the environment, and remove many of the incentives that encourage capital-intensive growth.

CONCLUSION

Many of the presentations at the conference emphasised the importance of rural development and suggested that smallholder farming and agro-processing have the potential to create the right kinds of jobs in the right places.

Certainly, an urban bias in economic thinking has emphasised the importance of an efficient agricultural sector and cheap food – and has indirectly destroyed many thousands of livelihoods as a result. But fresh thinking is needed about rural development: as Ruth Hall pointed out, current approaches are not guided by any coherent vision of what is possible or needed in rural areas.

But the biggest challenge is political. Even if viable and practical regulatory and policy changes can be proposed, implementing them will require trade-offs. Powerful vested interests have a stake in perpetuating an environment that has encouraged our current growth path. That does not mean change is impossible. As many of the presentations and contributions at the conference attested, the desire for and interest in creating a better South Africa still runs deep in many parts of society.

But a vision is needed that can tap into that goodwill; a vision that can unite enough South Africans across race and class boundaries behind an inclusive project for equitable social change.

13.1 Way forward

The need to build a more equitable society and economy in South Africa is obvious, and the conference went some way to suggest relevant approaches that can be taken forward.

Specific outcomes of the conference include, firstly, the synthesis and dissemination of the discussions, insights and research in the form of this report and other media, to key government stakeholders, conference participants and the public.

Secondly, the conference proceedings will form the basis of engagement with key stakeholders, including the Office of the Deputy President, the National Planning Commission, the Performance Monitoring and Evaluation Department, and a civil society round table. An immediate outcome is the proposal by Neva Makgetla to develop an official discussion paper on inequality in South Africa.

Thirdly, conference partner organisations will pick up conference themes and insights in their ongoing work. The Programme to Support Pro-Poor Policy Development will hold a workshop with Trade and Industrial Policy Strategies and the OECD on inequality and the National Income Dynamics Study. The Institute for Poverty, Land and Agrarian Studies (PLAAS) will host a seminar on employment intensive growth. Isandla Institute is continuing with its *The Right to the City* project. The Studies in Poverty and Inequality Institute (SPII) is developing a special issue of *Development Southern Africa* to be published in March 2012. In April 2011 SPII has, in collaboration with Isandla Institute and PLAAS, coordinated a workshop with civil society to further disseminate and debate these findings. The outcomes and a list of participants of this workshop, as well as other materials coming out of the conference such as papers, presentations, discussions and photos can be found on the conference website:

<http://www.plaas.org.za/newsevents/povcon2010>

The conference called on the participants from a wide range of organisations to use the information from the conference to mobilise around issues of structural poverty and inequality.

References

- Kay, C., Akram-Lodhi, A.H., & Borras Jr., S.M. (eds). 2007 *Land, poverty and livelihoods in an era of globalization: perspectives from developing and transition countries*. London: Routledge Books
- Unequal citizens: gender, caste and ethnic exclusion in Nepal. Summary*. Kathmandu: World Bank and DFID, 2006
- Everatt, D., Smith, M. J., & Khanya-aicdd. 2008 *Building sustainable livelihoods: The Department of Social Development's study on the ISRDP and the URP*. Pretoria, DSD
- Kanbur, R. 2001 *Economic policy, distribution and poverty: the nature of disagreements*. Ithaca, Cornell University.
- Parnell, S. and Pieterse, E. (2010) *The 'right to the city': institutional imperatives of a developmental state*. *International journal of urban and regional research*. 34(1): 146-62.
- The lion kings? Africa is now one of the world's fastest-growing regions*. *The Economist*. 6 January 2011.
- Wilkinson, R. and Pickett, K. 2010 *The spirit level*. London: Penguin Books
- Wright, E.O. 1997. *Class counts: comparative studies in class analysis*. Cambridge: Cambridge University Press.

Appendix A:

List of conference presentations

PRESENTATIONS FROM THE PLENARY SESSIONS

- Biswas, S.* Impacting livelihoods of the very poor: PRADAN's story from India
Cooper, D. The Community Work Programme
Habib, A. The politics of inclusive development
Leibbrandt, M. and Woolard, I. Trends on inequality and poverty: what kind of society is, or societies are, emerging
Makgetla, N. Bringing inequality into policy
Mohamed, S. An analysis of labour market trends
Mohlala, K.G. The Bokfontein Development Forum
Phillip, K. Addressing inequality and economic marginalisation: a focus on strategy
Ramafoke, L. Soul City and Kwanda
Serrano, C. Latin American experience on growth, poverty and inequality reduction with a rural territorial development focus
Van Donk, M. The Right to the City (*documentary*)

PARALLEL PANEL SESSION A: EMPLOYMENT STRATEGIES

- Motala, S.* Expanding employment opportunities in the social sector, particularly for rural and marginalised women
Phillip, K. Towards a right to work: the scope for a minimum employment guarantee in South Africa

PARALLEL PANEL SESSION B: SOCIAL PROTECTION (I)

- Devereux, S. and Solomon, C.* Overcoming inequality and structural poverty: is social protection a solution for South Africa's women farm workers?
Ngcobo, N. Developmental social policies for the poor in South Africa: exploring options to enhance impacts
Ulriksen, M. The role of social policies and economic modernisation for poverty reduction: lessons for South Africa

PARALLEL PANEL SESSION C: VISIONS OF RURAL DEVELOPMENT

- De Satgé, R.* The poverty of restitution? The case of Schmidtsdrift
Hall, R. The peasant and the shopping mall: uncovering the thinking behind South Africa's new vision for rural development
Schreiner, B. Water for agrarian reform and rural poverty eradication: where is the leak?

PARALLEL PANEL SESSION D: SPATIAL PLANNING MATTERS

- Atkinson, D.* Regional development, innovation and pro-poor development: missing links in the South African planning system
Görgens, T. Considering the potential of the social function of land to advance an integrated approach to urban land use and spatial planning
Mathe, K. Improving spatial planning in South Africa's district municipalities

PARALLEL PANEL SESSION E: CHANGING LIVELIHOOD STRATEGIES AND ECONOMIC AGENCY

- Mkhize, N.* Private game farms and the tenure security of farm workers and dwellers: lessons from Cradock, Eastern Cape
Neves, D. Problem or panacea? Informal self-employment in policy and practice
Scott-Goldman, J. The experience of 'hybrid' organisations in promoting meaningful rural livelihoods – lessons from Africa, India, and the Americas

PARALLEL PANEL SESSION F: THE POLITICS OF POVERTY (I) - DISCOURSE, MEASUREMENT AND MANAGEMENT

- Du Toit, A.* The government of poverty and the limits of managerialism in planning, politics and paradox in South African poverty discourse
Gumede, V. Poverty, inequality and human development in a post-apartheid South Africa
May, J. Smoke and Mirrors: the science of poverty measurement and its application
Van Niekerk, R. Social policy, social citizenship and the historical idea of a welfare state in South Africa

PARALLEL PANEL SESSION G: NEW FRONTIERS

- Cartwright, A.* Inertia, equity and ingenuity: mapping opportunities in South Africa's green economy
Narsiah, S. Poverty governance with special reference to the water sector in South Africa
Reddy, Y. and Wolpe, P. City energy poverty in the informal sector: the role for local government
Wilson, J. Resilience and response-ability: towards just water service provision in the context of climate change

APPENDICES

PARALLEL PANEL SESSION H: ADDRESSING THE SPATIAL DISTRIBUTION OF POVERTY AND INEQUALITY

Del Grande, L. and Hornby, D. Apartheid space and fractured power: vicious cycles of poverty in Cornfields, KwaZulu-Natal

Westaway, A. Rural poverty in South Africa: legacy of apartheid or consequence of contemporary segregationism?

Wright, G. and Noble, M. Boundaries old and new: small area level deprivation in South Africa

PARALLEL PANEL SESSION I: URBAN AND INFORMAL

Bailey, D. Towards improving access to free basic services to poor and vulnerable households

Collinson, M. and Vearey, J. Reaching the invisible: hidden links of ill health between South Africa's cities and rural areas

Joseph, S. *PoCityVity+*: a story of survival and belonging

PARALLEL PANEL SESSION J: SMALL AND EMERGING FARMERS

Cousins, B. Agrarian structure and accumulation from below: re-thinking the role of 'smallholder farmers' in addressing structural poverty in rural South Africa

Devey, R. Replication, risk and reciprocity: emerging class structure and employment relationships in land reform initiatives in the KwaZulu-Natal sugar cane industry

Manona, S. and Denison, J. Land tenure and land administration in smallholder irrigation schemes in South Africa: new directions and policy challenges

Mudhara, M. Agrarian transformation in smallholder agriculture in South Africa: a diagnosis of bottlenecks and public policy options

PARALLEL PANEL SESSION K: THE POLITICS OF POVERTY (II) - RIGHTS

Tissington, K. Making socio-economic rights work: towards a broader conceptualisation of the role of rights mobilisation in challenging urban structural poverty and inequality in South African cities

Tom, B. Politics of poverty, rural livelihoods and the role of social movements in two rural municipalities of the Western Cape

Whiting, S. and Salmon, A. Parliament's role in overcoming inequality and structural poverty in South Africa

PARALLEL PANEL SESSION L: POVERTY AND FOOD SYSTEMS

Hesjedal S. and Ntshona, Z. A ladder to the 'first economy' or reinforcing structural inequalities? Experiences with agricultural development programmes in the Eastern Cape, South Africa

Higgins, J. Milling within the basic food production sectors - innovative approaches in challenging issues of structural poverty within the South African rural context

Moses, C. Food price inflation and its effect on the poor: a call for effective policies to combat food insecurity – a case study of Hopetown in the Northern Cape Province

PARALLEL PANEL SESSION M: SOCIAL PROTECTION (II)

Hall, K. Place and mobility: new possibilities for exploring child poverty dynamics in South Africa

McEwen, H. and Woolard, I. The changing dynamics of child grants in South Africa in the context of high adult mortality

APPENDICES

Appendix B: Biographies

Gavin Andersson is Director of the Seriti Institute, in Johannesburg, a professional training and coaching organisation whose mission is to strengthen community organisation for social health and local economic development. He was one of the partners in creating Kwanda, a reality TV show on community transformation.

Doreen Atkinson is Director of the Research Cluster for Sustainable Development and Poverty Reduction at the University of the Free State and Visiting Professor for the Institute for Social and Economic Research (ISER) at Rhodes University.

Daniel Bailey is a researcher for the Built Environment Support Group (BESG). His most recent focus has been on issues around free basic services and indigent policy. He has also been involved in a national project where indigent policy was utilised as a means to alleviate the impact of HIV/AIDS on poor and vulnerable households.

Soumen Biswas is currently the Executive Director of PRADAN. PRADAN is an NGO that works with poor and marginalised communities in the endemically poor regions of India.

Anton Cartwright has Masters Degrees in Development Economics and Environmental Change and Management from Oxford University, where he was a Rhodes Scholar. Since 1998 he has worked in his own consultancy, Econologic, for a wide range of local and international clients.

Mark Collinson is a Senior Research Officer in the Health and Population Division of the Medical Research Council/ Wits University Rural Public Health and Health Transitions Research Unit, School of Public Health, Faculty of Health Sciences, University of the Witwatersrand, South Africa. He is responsible for the Agincourt Health and Demographic Surveillance System (HDSS).

David Cooper is managing director of Teba Development, a consultancy based in Johannesburg, South Africa.

Ben Cousins holds a Department of Science and Technology/National Research Foundation Research Chair at the University of the Western Cape, and is based at the Institute for Poverty, Land and Agrarian Studies (PLAAS). His main research interests are common property management, land tenure reform, livestock production and communal rangeland dynamics, rural social differentiation and poverty, and the politics of land and agrarian reform.

Lisa Del Grande has focused her work and studies on rural development planning over the last 15 years. Her particular focus areas have been on farm dwellers' land rights and access to justice, communal tenure systems, community-driven land use planning and management, and a more recent focus on food security and food sovereignty issues.

Jonathan Denison has 20 years professional experience predominantly in the field of agricultural water. He has led major international feasibility studies and implementation projects in eight African countries, and is currently a leading contributor to policy development for smallholder irrigation in South Africa.

Rick de Satgé works at Phuhlilani, a consultancy based in Cape Town. He is a land, livelihoods and capacity development specialist with comprehensive experience spanning land reform, land rights management, sustainable livelihoods, rural and urban development, adult learning and capacity development.

Stephen Devereux is a Research Fellow at the UK Institute of Development Studies, and an Honorary Research Fellow at the School of Development Studies, University of KwaZulu-Natal. His research interests include food security, rural poverty and social protection.

Richard Devey is a doctoral student at the Institute of Development and Policy Management, School of Environment and Development, University of Manchester. His PhD research focuses on land reform and employment in KwaZulu-Natal, South Africa.

Andries du Toit is Director of the Institute for Poverty, Land and Agrarian Studies (PLAAS) at the University of the Western Cape. He focuses on the political economy of poverty and policy discourses in South Africa. He leads the qualitative component of the National Income Dynamics Study.

Isobel Frye is the Director of Studies in the Poverty and Inequality Institute, SPII. Her research focuses on social security and policies to reduce poverty and inequality.

Jan Goldman is team leader of the Monitoring and Learning Facility of the Programme to Support Pro-Poor Policy Development (PSPPD), and also in the Department of Performance Monitoring and Evaluation of the Presidency. He has worked extensively across Africa on issues of community-driven development, rural development, sustainable livelihoods approaches and local economic development.

Tristan Görgens is a policy researcher at Isandla Institute in its Urban Land Programme. He is concerned with a range of issues including social justice, youth development and diversity.

Vusi Gumede is currently an associate professor of development studies at the University of Johannesburg. He is an editor of the Journal of African Studies and Development and a trustee of the Southern Africa Trust.

Adam Habib is Deputy Vice-Chancellor, Research, Innovation and Advancement at the University of Johannesburg, South Africa. Habib's research interests include democratisation and development, contemporary social movements, giving and solidarity, institutional reform, race, redress and citizenship, and South Africa's role in Africa and beyond.

Katharine Hall is a senior researcher at the Children's Institute, University of Cape Town. Her interests are in child poverty and socio-economic rights.

Ruth Hall is a senior researcher at the Institute for Poverty, Land and Agrarian Studies (PLAAS), in the School of Government at the University of the Western Cape, where she conducts research into the progress and problems of land reform in South Africa and elsewhere.

APPENDICES

Siv Helen Hesjedal works for the Eastern Cape Socio-Economic Consultative Council (ECSECC) in East London. Her main responsibilities at ECSECC are research and information, facilitation and strategic planning.

Jane Higgins was appointed Communications Manager for African Micro Mills in 2006 and, more recently, Director of Communications for African Mill Mentors. Both companies specialise in the facilitation of sustainable solutions in the value-added staple foods businesses in Southern Africa. Jane is also a freelance writer specialising in the agro processing industries; milling in particular.

Donna Hornby has worked on rural issues for about 20 years as a researcher and development practitioner.

Stacey-Leigh Joseph has been a policy researcher in Isandla Institute's HIV/AIDS in the City programme since 2006. Her interests involve research on HIV/AIDS as a development issue and she specifically focuses on HIV/AIDS within an urban context.

Murray Leibbrandt is a professor in the Department of Economics at the University of Cape Town and Director of the Southern Africa Labour and Development Research Unit (SALDRU) since 2001. He is one of the investigators of the National Income Dynamics Study and holds the NRF/DSD research chair in poverty and inequality research.

Neva Makgetla is Deputy Director General for Economic Policy in the Economic Development Department (EDD), which she joined in July 2010. Before joining EDD, Makgetla was lead economist for the Development Planning Division at the Development Bank of Southern Africa (DBSA) from 2008.

Siyabulela Manona has 19 years experience in the field of rural development, particularly land tenure and land reform in South Africa. He has made significant contributions to national policy processes in the sectors of land reform, water allocation reform and smallholder agriculture.

Khulekani Mathe is a Senior Policy Analyst at the South African National Planning Commission in the Presidency.

Julian May is a professor in the School of Development Studies at the University of KwaZulu-Natal and a research associate at the Brooks World Poverty Institute, the Comparative Research Programme on Poverty, the Department of Social Policy at Oxford University and the Southern Africa Labour and Development Research Unit (SALDRU).

Nomalanga Mkhize has an MA in History from Rhodes University and is currently studying towards a PhD at the University of Cape Town. She is part of a broader research group looking at the socio-economic consequences of farm conversions for farm workers and dwellers.

Seeraj Mohamed is the director of the Corporate Strategy and Industrial Development Research Programme in the School of Economic and Business Sciences at the University of the Witwatersrand.

King George Mohlala works with the Bokfontein Development Forum in the Northern Province, South Africa.

Clive Moses is employed by the National Development Agency as provincial manager for the Northern Cape Province. His primary role is to provide strategic direction in the province for the NDA's mandate.

Shirin Motala is a Senior Research Manager in the Centre for Poverty, Growth and Employment of the Human Sciences Research Council (HSRC). She holds a Masters degree in Development from the University of KwaZulu-Natal.

Maxwell Mudhara is director of the Farmer Support Group, a community development, outreach and research unit of the University of KwaZulu-Natal, South Africa. His current fields of interest are sustainable land management and water harvesting, farmer innovation in agriculture, evaluation and analysis of projects and programmes, and participatory development approaches.

Sagie Narsiah is a geographer and a research associate with the Democracy Development Programme (DDP), who teaches at the University of KwaZulu-Natal. His area of expertise is in the political economy of water services.

David Neves is a researcher at the Institute for Poverty, Land and Agrarian Studies (PLAAS), at the University of the Western Cape. He holds a Masters degree from Rhodes University, and is enrolled for a PhD at the University of Cape Town.

Nonkululeko Ngcobo is a junior researcher in the EPD unit within the HSRC. She is currently studying towards her Masters in Political Science, Philosophy and Economics.

Michael Noble is Professor of Social Policy at Oxford, Director of the Centre for the Analysis of South African Social Policy (CASASP) and the Social Disadvantage Research Centre (SDRC) at the Department of Social Policy and Social Work.

Zolile Ntshona joined the Eastern Cape Socio-Economic Consultative Council in 2008. He has research interests in natural resources management, rural livelihoods and land and agrarian reform.

Kate Philip led a strategy process on inequality and economic marginalisation commissioned by the Presidency and hosted in Trade and Industrial Policy Strategies from 2007-2009. A key recommendation from this process was that South Africa should adapt the concept of a minimum employment guarantee.

Lebogang Ramafoko is Executive Producer of the Kwanda Production Team and a senior executive for media at Soul City. She is responsible for the development of the various Soul City media vehicles (television, radio and print).

Yachika Reddy is a Project Manager at Sustainable Energy Africa. She has worked across a spectrum of projects focused on rooting sustainable energy approaches and practices in urban development planning and management processes across South Africa.

Mastoera Sadan is programme manager of the Programme to Support Pro-poor Policy Development housed in the Presidency, South Africa. She has extensive experience in social policy and the social services sector.

Adam Salmon has been employed at Parliament as a researcher for the Portfolio Committee on Home Affairs since 2007, where he advises on the performance, legislative changes and processes of the Department of Home Affairs (DHA).

APPENDICES

Barbara Schreiner is Practice Director of Water Strategy at Pegasys Strategy and Development. She has 15 years experience in the water sector - experience that includes 12 years in the South African Department of Water Affairs and Forestry.

Judy Scott-Goldman is currently a freelance researcher and editor. She is currently working on strengthening community institutions in anticipation of climate change impact on water availability. Her fields of interest are adult education, development and poverty alleviation.

Claudia Serrano has had a high profile career in the government of Chile, and since 1995 was a professor in the Institute of Sociology at the Catholic University of Chile. She is currently executive director of the 'Centro Latinoamericano Para el Desarrollo Rural' (RIMISP).

Colette Solomon is deputy director of the Women on Farms Project, based in Stellenbosch, South Africa.

Kate Tissington is Research and Advocacy Officer at a new NGO called the Socio-Economic Rights Institute for South Africa (SERI), which provides assistance on socio-economic rights to individuals, communities and social movements in South Africa.

Boyce Tom is a researcher at the Trust for Community Outreach and Education. He is currently working in the Breede River Winelands and Swellendam municipalities helping small scale producers to self-organise and to lobby the government for support for their livelihood strategies.

Marianne S. Ulriksen is a post-doctoral researcher at the Centre for Social Development in Africa at the University of Johannesburg. Ms Ulriksen's research centres on explaining the causes and consequences of welfare policy expansion in Southern Africa.

Mirjam van Donk is the Director of Isandla Institute, an urban policy and planning NGO based in Cape Town. Her research interests include urban governance, civil society and urban vulnerability and resilience.

Robert van Niekerk is an associate professor in social policy at Rhodes University and is based at the Institute for Social and Economic Research (ISER). His areas of research and teaching interest include institutional history, ideologies, and understandings of social policy and social change in South Africa.

Jo Vearey is a researcher with the Forced Migration Studies Programme, University of the Witwatersrand, where she focuses on health and migration, designing and coordinating research programmes, and teaching and supervising graduate students.

Ashley Westaway recently took up an Ashoka Fellowship during which he will pioneer innovative approaches to integrated rural development in the Keiskammahoek area of the former Ciskei Bantustan.

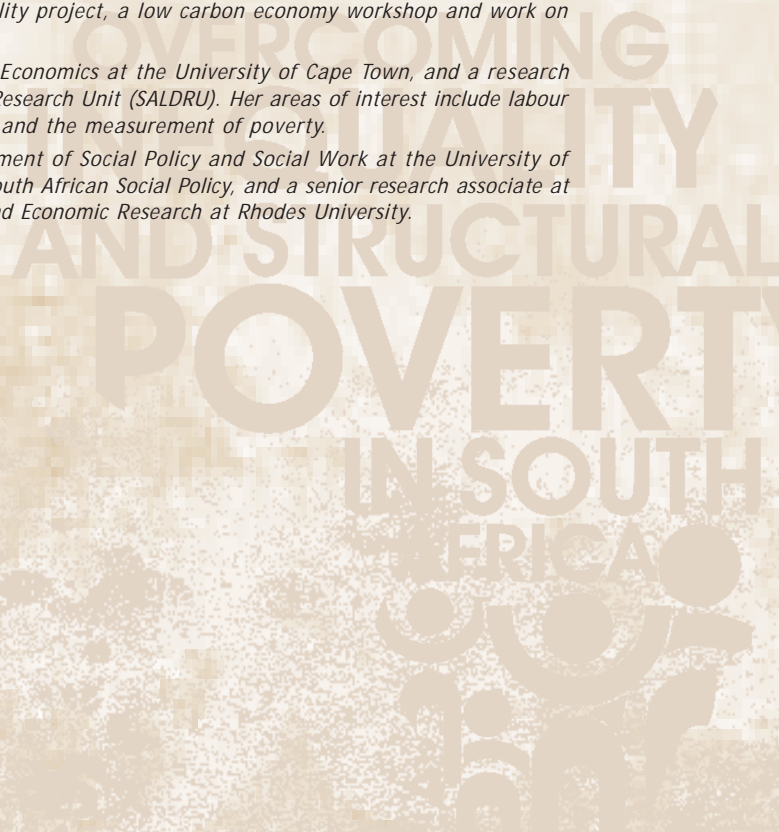
Sean Whiting has been employed in parliament as a researcher for the Select Committee on Social Services, since April 2010. His portfolio includes advising the Committee on legislative and content issues relating to the Departments of Social Development, Health and Home Affairs.

Jessica Wilson is an environmental activist. Most recently her work has focused on water services, climate change and citizen action to help build a vibrant engaged participatory democracy for current and future generations. She has spent the past ten years working at Environmental Monitoring Group, an NGO based in Cape Town.

Peta Wolpe is the managing director of Sustainable Energy Africa. Her key responsibilities lie in managing and developing the organisation as well as engagement in project work. This has included assisting Gauteng Province develop an energy strategy and implementation plan, a poverty and informality project, a low carbon economy workshop and work on climate change projects.

Ingrid Woolard is an associate professor in the School of Economics at the University of Cape Town, and a research associate of the Southern Africa Labour and Development Research Unit (SALDRU). Her areas of interest include labour market analysis, social assistance, programme evaluation and the measurement of poverty.

Gemma Wright is a senior research fellow at the Department of Social Policy and Social Work at the University of Oxford, Deputy Director of the Centre for the Analysis of South African Social Policy, and a senior research associate at the Department of Sociology and the Institute of Social and Economic Research at Rhodes University.



APPENDICES

Appendix C: List of conference papers

- Atkinson, D.* Regional development, innovation and pro-poor development: missing links in the South African planning system
- Bailey, D.* Towards improving access to social safety nets for poor and vulnerable households
- Biswas, S.* Impacting livelihoods of the very poor: PRADAN's story from India
- Cartwright, A.* Inertia, equity and ingenuity: mapping opportunities in South Africa's green economy
- Collinson, M., Vearey, J., Bocquier, P., Drimie, S., Quinlan, T., Twine, W.* Reaching the invisible: hidden links of ill health between South Africa's cities and rural areas
- Cousins, B.* Agrarian structure and accumulation from below: re-thinking the role of 'smallholder farmers' in addressing structural poverty in rural South Africa
- Devey, R.* Replication, risk and reciprocity: emerging class structure and employment relationships in land reform initiatives in the KwaZulu-Natal sugar cane industry
- De Satgé, R., Mayson D. and Williams, B.* The poverty of restitution? The case of Schmidtsdrift
- Del Grande, L. and Hornby, D.* Apartheid space and fractured power: vicious cycles of poverty in Cornfields, KwaZulu-Natal
- Devereux, S. and Solomon, C.* Overcoming inequality and structural poverty: is social protection a solution for South Africa's farmwomen?
- Du Toit, Aliber, N.* The government of poverty and the limits of managerialism in planning, politics and paradox in South African poverty discourse
- Görgens, T.* Considering the potential of the social function of land to advance an integrated approach to urban land use and spatial planning
- Gumede, V.* Poverty, inequality and human development in a post-apartheid South Africa
- Habib, A.* The politics of inclusive development
- Hall, K.* Place and mobility: new possibilities for exploring child poverty dynamics in South Africa
- Hall, R.* The peasant and the shopping mall: uncovering the thinking behind South Africa's new vision for rural development
- Hesjedal, S. H. and Ntshona, Z.* A ladder to the 'first economy' or reinforcing structural inequalities? Experiences with agricultural development programmes in the Eastern Cape, South Africa
- Higgins, J.* Milling within the basic food production sectors: innovative approaches in challenging issues of structural poverty the South African rural context
- Jacobs, P., Ngcobo, N., Hart, T., Baiphethi, M.* Developmental social policies for the poor in South Africa: options to enhance impacts?
- Leibbrandt, M. and Woolard, I.* Trends on inequality and poverty: what kind of society is, or societies are, emerging
- Makgetla, N.* Bringing inequality into policy
- Manona, S., Denison, J., van Averbeke, W., Masiya, T.* Proposed land tenure and land administration interventions to increase productivity on smallholder irrigation schemes in South Africa
- Mathe, K.* Improving spatial planning in South African district municipalities: towards inclusive growth and development
- May, J.* Smoke and Mirrors: the science of poverty measurement and its application
- McEwen, H. and Woolard, I.* The changing dynamics of child grants in South Africa in the context of high adult mortality
- Mohamed, S.* An analysis of labour market trends
- Mkhize, N.* Private game farms and the tenure security of farm workers and dwellers: lessons from Cradock, Eastern Cape
- Moses, C., L.* Food price inflation and its effect on the poor: a call for effective policies to combat food insecurity — a case study of Hopetown, Northern Cape Province
- Motala, S.* Expanding employment opportunities in the social sector, particularly for rural and marginalised women
- Mudhara, M.* Agrarian transformation in smallholder agriculture in South Africa: a diagnosis of bottlenecks and public policy options
- Narsiah, S.* Poverty governance with special reference to the water sector in South Africa
- Neves, D.* Problem or panacea? Informal self-employment in policy and practice
- Phillip, K.* Towards a right to work: the rationale for an employment guarantee in South Africa
- Reddy, Y. and Wolpe, P.* Alleviating urban energy poverty in the informal sector: the role for local government
- Schreiner, B., Tapela, B., van Koppen, B.* Water for agrarian reform and rural poverty eradication: where is the leak?
- Scott-Goldman, J., Rubambey, G., Asiago, J., Kingman, A., Goldman, I.* Experience of 'hybrid' organisations in promoting meaningful rural livelihoods: lessons from Africa, India and the Americas

APPENDICES

Serrano, C. Latin American experience on growth, poverty and inequality reduction with a rural territorial development focus

Tissington, K. Making socio-economic rights work: towards a broader conceptualization of the role of rights mobilization in challenging poverty and inequality in South Africa

Tom, B. Politics of poverty, rural livelihoods and the role of social movements in two rural municipalities of the Western Cape: a case study report of the Swellendam Local Municipality

Ulriksen, M. How social security policies and economic transformation affect poverty and inequality: lessons for South Africa

Van Niekerk, R. Social policy, social citizenship and the historical idea of a welfare state in South Africa

Westaway, A. Rural poverty in South Africa: legacy of apartheid or consequence of contemporary segregationism?

Whiting, S. A. and Salmon, A. Parliament's role in overcoming inequality and structural poverty in South Africa

Wilson, J. and Pereira, T. Resilience and response-ability: towards just water service provision in the context of climate change

Wright, G. and Noble, M. Boundaries old and new: small area level deprivation in South Africa

OVERCOMING
INEQUALITY
AND STRUCTURAL
POVERTY
IN SOUTH
AFRICA





Isandla
INSTITUTE



The
ATLANTIC
Philanthropies



FORD FOUNDATION
Working with Yisoburto on the
Frontlines of Social Change Worksheds