



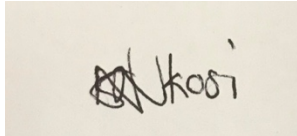
POVERTY LEVELS AND POVERTY ALLEVIATION POLICY ON THE URBAN PERIPHERY

Noluthando Sinethemba Nkosi (556914)

A Research Report Submitted to The Faculty of Engineering and The Built Environment,
University of The Witwatersrand, Johannesburg. In Partial Fulfilment of The Requirements for
The Degree of The Master of Science in Development Planning.

DECLARATION

I declare that this research report is my own work. It is being submitted for the Degree of Master of Science in Development Planning, in the University of Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination to any other university.

A rectangular box containing a handwritten signature in black ink. The signature appears to be 'Nkosi' with a stylized initial.

(Signature of Candidate)

Signed on the.....1st.... Day of March..... 2022.....

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My sincerest gratitude to my supervisor, Professor Alison Todes for all her patience, guidance and encouragement during her support and assistance in the writing of this research report.

To my late mother, Phumzile Nkosi and late grandmother Rosy Nkosi, ngiyabonga bo Dlamini, I hope I have made you proud. To my nieces and nephews, Lwandle Nkosi, Nosipho Nkosi,ENZOKUHLE MAZIBUKO, KHONAKONKE MALAZA, ANATHI MALAZA, NKANYEZI MALAZA, NONDUMISO MALAZA, LANGELIHLE MALAZA and THANDUXOLO MALAZA, I hope this inspires you one day. All my siblings who are my backbone and have supported me throughout my academic journey, my illnesses and my grief. And lastly my late partner, Siboniso Mabanga, thank you for loving me.

ABSTRACT

The urban poor living on the periphery face unique challenges due to their location. The purpose of this study is to outline the poverty alleviation policies and to explore the conditions on the urban periphery. The focus is Lufhereng, a recently developed residential area in the City of Johannesburg. The extent of poverty in the area is assessed using descriptive data from The Living the Urban Periphery survey (2016 – 2019) using the South African Index of Multiple Deprivation poverty indicators. A policy review on poverty alleviation policies and key respondent interviews are also conducted to determine how these policies by government address poverty in urban peripheries and in Lufhereng. Key findings from this study show that poverty alleviation policies are not specific to the urban periphery. While access to housing and services improved for residents, Lufhereng still faces high rates of unemployment, exacerbated by being situated far from areas of employment, limited transport systems and lack of economic development in the area.

CERTIFICATE OF ETHICAL CLEARANCE

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INVESTIGATOR/S: Noluthando Sinethemba Nkosi (Student no #556914)

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(Professor Daniel Irurah)

DATE: 04-10-2017

cc: Supervisor/s: Alison Todes

DECLARATION OF INVESTIGATORS

I/We fully understand the conditions under which I am/we are authorized to carry out the abovementioned research and I/we guarantee to endure compliance with these conditions. Should any departure to be contemplated from the research procedure as approved I/we undertake to resubmit the protocol to the Committee.

Signature

Date

TABLE OF CONTENTS

DECLARATION	II
ACKNOWLEDGEMENTS	III
ABSTRACT	IV
CERTIFICATE OF ETHICAL CLEARANCE	V
TABLE OF CONTENTS	VI
LIST OF FIGURES	XI
LIST OF TABLES	XI
LIST OF MAPS	XII
1. Chapter 1: Introduction and Background	1
1.1. Problem Statement and Rationale	2
1.2. Purpose and main focus of study	3
1.3. Aim and objectives	3
1.4. Research question and sub-questions	4
1.5. Research methods	4
1.5.1. Research Strategy	4
1.5.2. Case study of Lufhereng	4
1.6. Significance	7
1.7. Outline of chapters	7
Chapter 1 – Introduction and background	7
Chapter 2 – Literature review and conceptual framework	8
Chapter 3 – Research methodology	8
Chapter 4 – Poverty alleviation strategies in South Africa – policy review	8
Chapter 5 – Descriptive research findings	8
Chapter 6 – Key research findings, conclusion and recommendations	8
2. Chapter 2: Literature review	9
2.1. Introduction	9

2.2.	Global Urban Trends	10
2.3.	Poverty in South Africa	11
2.3.1.	Poverty: a legacy	11
2.3.2.	Unemployment, deagrarianization and urbanization	12
2.4.	Poverty and the urban periphery	13
2.4.1.	Understanding urban poverty	14
2.4.2.	Urban peripheries and spatial challenges in Gauteng	15
2.5.	Urban poverty measures	17
2.5.1.	Poverty lines	18
2.5.2.	The index of multiple deprivation	19
2.6.	Measuring urban poverty in South Africa	20
2.6.1.	The South African index of Multiple Deprivation	20
2.6.2.	Deprivation in the Gauteng City Region	22
2.7.	Conceptual Framework	23
2.7.1.	Structural theory of poverty	23
2.7.2.	Identification of key concepts	24
2.8.	Conclusion	26
3.	Chapter 3: Research Methodology	28
3.1.	Introduction	28
3.2.	Research approach	28
3.2.1.	Quantitative approach	29
3.2.2.	Qualitative approach	29
3.3.	Research design	30
3.4.	Case study design	30
3.5.	Research methods	31
3.6.	Data collection	31
3.6.1.	Policy review	32

3.6.2.	Key respondent interviews	32
3.6.3.	Living the Urban Periphery: Infrastructure and Economic Change in African City-Region Survey and the SAIMD deprivation index	33
3.7.	Data analysis and interpretation	36
3.7.1.	Research objectives and data collection method	36
3.7.2.	Descriptive data analysis – LUP survey	37
3.7.3.	Thematic analysis – key respondent interviews	37
3.8.	Validity, reliability and trustworthiness	38
3.9.	Ethical considerations	38
3.10.	Limitations	39
3.11.	Conclusion	39
4.	Chapter 4: Poverty alleviation strategies in South Africa – a policy review	40
4.1.	Introduction	40
4.2.	Purpose of a policy review	42
4.3.	Intergovernmental coordination for poverty alleviation	44
4.3.1.	Challenges to intergovernmental coordination	45
4.3.2.	Key strategic goals and outputs for each sphere	46
4.4.	Policies and strategies for poverty alleviation	48
4.4.1.	Housing policies for poverty alleviation	48
4.4.1.1.	The Reconstruction and Development Programme (RDP)	49
4.4.1.2.	Breaking New Ground (BNG)	51
4.4.1.3.	Inclusionary Housing Projects	52
4.4.2.	Unemployment and economic development policies for poverty alleviation	52
4.4.2.1.	Expanded Public Works Programme and township development	53
4.4.2.2.	Economic development in Lufhereng	54
4.4.3.	Spatial development policies for poverty alleviation	55
4.4.4.	Social services for poverty alleviation	56

4.4.4.1.	Poverty alleviation through social development programmes	57
4.4.4.2.	Social assistance grants	59
4.4.4.3.	Social Relief of Distress Grant and other social assistance services	60
4.4.5.	Municipal services for poverty alleviation	61
4.4.5.1.	Indigent policy in municipalities	61
4.4.5.2.	Municipal service delivery	64
4.5.	Key respondent interviews on poverty alleviation strategies in the City of Johannesburg	65
4.5.1.	Themes	65
4.5.1.	Urban periphery challenges	66
4.5.2.	Purpose of poverty alleviation strategies.	67
4.5.3.	Role of government and community leaders	68
4.5.4.	Effectiveness of strategy implementation	68
4.6.	Challenges in poverty alleviation strategies and policies	68
4.7.	Conclusion	70
5.	Chapter 5: Descriptive Research Findings	71
5.1.	Introduction	71
5.2.	Description of respondents	71
5.3.	The nature and extent of poverty in Lufhereng	72
5.3.1.	Employment deprivation domain	72
5.3.2.	Living environment deprivation domain	73
5.3.3.	Education deprivation domain	75
5.3.4.	Material deprivation domain	76
5.3.4.	Summary of findings: The nature and extent of poverty in Lufhereng	78
5.4.	Implementation of poverty alleviation policies and service delivery	81
5.4.1.	Housing policy	82
5.4.2.	Economic development and unemployment	82

5.4.3.	Spatial policy	83
5.4.4.	Social services	84
5.4.5.	Municipal services	87
5.5.	Overall perceptions of Lufhereng	88
5.6.	Conclusion	90
6.	Chapter 6: Analysis of Key Research Findings, Conclusion and Recommendations	91
6.1.	Introduction	91
6.2.	Key research findings	91
6.2.1.	Objective 1: The nature and extent of poverty in Lufhereng	91
	Unemployment, economic development and accessibility	92
	Housing and basic needs	93
6.2.2.	Objective 2: Poverty alleviation strategies used by local government to address poverty in Lufhereng	93
	Intergovernmental coordination	94
	Poverty alleviation policies for urban poverty	94
6.2.3.	Objective 3: How service delivery of social policies implemented by national and provincial government addressing poverty in Lufhereng are provided	96
6.2.4.	Objective 4: How policy on poverty alleviation implemented by the national and provincial spheres intersect with local policy	96
6.2.5.	Objective 5: The perceptions of community members regarding poverty alleviation policies	97
6.3.	Recommendations	97
6.4.	Conclusion	98
7.	References	99
	Appendix A: Interview Guidelines	107
	Appendix B: Participant Information Sheet	109
	Appendix C: Consent Form	111

LIST OF FIGURES

FIGURE 1: LUFHERENG SHOW VILLAGE MODEL	6
FIGURE 2: THE URBAN PERIPHERY	13
FIGURE 3: SAIMD DEPRIVATION DOMAINS	20
FIGURE 4: CONCEPTUAL FRAMEWORK	25
FIGURE 5: QUALITATIVE DATA ANALYSIS PROCEDURE	37
FIGURE 6: NDP APPROACH TO CHANGE	44
FIGURE 7: ISSUES TO ADDRESS FOR INTERGOVERNMENTAL COORDINATION	45
FIGURE 8: ELEMENTS OF THE DSD DEVELOPMENTAL APPROACH	55
FIGURE 9: KEY INTERVIEW THEMES	64
FIGURE 10: ADULT EMPLOYMENT STATUS	71
FIGURE 11: HIGHEST LEVEL OF EDUCATION (ADULTS OVER 18)	73
FIGURE 12: FORM OF TRANSPORT USED BY LUFHERENG RESIDENTS	75
FIGURE 13: MANNER IN WHICH HOUSEHOLD RECEIVED THEIR DWELLING	80
FIGURE 14: RESIDENT'S LOCATION OF PLACE OF EMPLOYMENT	82
FIGURE 15: ADULT RESIDENT'S MAIN SOURCE OF INCOME	83
FIGURE 16: IMPROVEMENT VS DETERIORATION OF ACCESSING GRANTS IN THE LAST 5 YEARS	84
FIGURE 17: RATING OF GOVERNMENT CLINICS	84
FIGURE 18: RATING OF MUNICIPAL SERVICES	85
FIGURE 19: REASONS RESPONDENTS MIGHT MOVE FROM LUFHERENG	86
FIGURE 20: RESPONDENTS PERCEPTION ON WHETHER THEIR SITUATION HAS IMPROVED SINCE MOVING LUFHERENG	87

LIST OF TABLES

TABLE 1: PROVINCIAL RATES OF DEPRIVATION FOR THE FOUR DOMAINS OF THE SAIMD 2011	21
TABLE 2: DESCRIPTION OF KEY INTERVIEWEES	32
TABLE 3: SAIMD DEPRIVATION DOMAINS AND LUP QUESTIONS AND RESPONSES RELATED TO DOMAIN	34
TABLE 4: SAIMD POVERTY DOMAINS AND INDICATORS EXTRACTED FROM LUP SURVEY RESULTS	34
TABLE 5: RESEARCH OBJECTIVES AND DATA COLLECTION METHOD	35
TABLE 6: ROLE OF GOVERNMENT SPHERES	39
TABLE 7: TYPES OF POLICIES	42
TABLE 8: PROPOSED KEY STRATEGIC OUTPUTS FOR GOVERNMENT SPHERES	46
TABLE 9: SOCIAL DEVELOPMENT POVERTY ALLEVIATION PROGRAMMES	55
TABLE 10: POVERTY DEFINITION AND INCOME BANDS	60
TABLE 11: HOUSEHOLD RESPONDENT AGE RANGE	69

TABLE 12: AVERAGE NUMBER OF YEARS IN LUFHERENG, NUMBER OF PEOPLE IN YARD AND HOUSEHOLD INCOME	70
TABLE 13: LIVING ENVIRONMENT DEPRIVATION DOMAIN - LUFHERENG	72
TABLE 14: RATING OF SHOPPING FACILITIES AND ACCESS TO TRANSPORT	75
TABLE 15: RATING OF ACCESS TO TRANSPORT	76
TABLE 16: DEPRIVATION DOMAIN SCORES FOR LUFHERENG	76
TABLE 17: ECONOMIC DEVELOPMENT AND UNEMPLOYMENT - POSITIVE IMPACT	80
TABLE 18: ECONOMIC DEVELOPMENT AND UNEMPLOYMENT - NEGATIVE IMPACT	81
TABLE 19: HOUSEHOLD RESPONDENTS RATING OF ACCESS TO TRANSPORT IN THE LAST 5 YEARS	82
TABLE 20: RESPONDENT'S PERCEPTIONS ON WHAT HAS IMPROVED SINCE MOVING TO LUFHERENG	87
TABLE 21: KEY POVERTY POLICIES APPLICABLE TO LUFHERENG	92

LIST OF MAPS

MAP 1: MAP OF LUFHERENG, WARD 53 IN RELATION TO THE CITY OF JOHANNESBURG	5
MAP 3: WARD-LEVEL SAIMD 2011 GAUTENG PROVINCE	22
MAP 3: MAP OF WARD 53 - JOHANNESBURG	65

1. Chapter 1: Introduction and Background

South Africa's inheritance of inequality due to apartheid has resulted in extreme wealth alongside prevalent poverty. The country has a Gini Coefficient of 0.65¹, making it the most unequal country in the world (Budlender & Royston, 2016). The Key Indicators of Poverty research study conducted in 1995 by the post-apartheid government and the World Bank found that poverty levels ranged from between 39.3% and 56.7% of the population in 1993, based on five different poverty lines which ranged from R143.20 per month to R391.10 per month (SPII, 2007). The use of these values to measure poverty in the years that followed was arguably flawed and led to uncertainty on the true extent of poverty in South Africa. Statistics from the World Bank, however, found that the total number of poor people (those living below \$1 a day – which the World Bank defines as destitution) was 20.2 million in 1995, and had increased in the years since (Ibid.). The 2011 census estimated that about 63% of people are income poor (Budlender & Royston, 2016). In addition to this, about 20% of the country's population can be categorized as extremely poor. The poor in the country find themselves settling on the city edges since the well-located areas are too expensive thus leading to a poverty trap: "living on the periphery leads to poverty, while poverty ensures living on the periphery" (Budlender & Royston, 2016, p2).

Poverty is a debated term with various definitions. It can be defined using conventional economic definitions and participatory social development definitions (Wratten, 1995). In political terms, it relates to the supply and distribution of resources and echoes the impact of the past and present policy changes (SPII, 2007). The degrees of poverty which are widely agreed on include absolute/extreme poverty, moderate poverty and relative poverty (Triegaardt, 2006). Absolute poverty refers to the inability of households to meet the basic needs for survival, no food, no access to basic health care, drinking water and sanitation as well as education. Moderate poverty is where people can barely meet their basic needs and relative poverty refers to households that receive an income that is below the minimum wage (Ibid.).

While poverty is rampant in the country as a whole, urban peripheral areas face unique challenges, as due to their location, they are far from jobs and may therefore face high rates of

¹ The Gini coefficient is an index which measures income distribution across the population, thus being used as gauge for economic inequality and wealth distribution. A Gini coefficient of 0 indicates perfect equality, while 1 represents perfect inequality

unemployment. Additionally, this brings the challenge of access to social and healthcare services. The urban poor often also face the challenge of poor housing infrastructure, and lack of or minimal access to basic needs such as sanitation, water and power.

1.1.Problem Statement and Rationale

Wealth distribution varies in the country's urban and rural areas, with urban areas having higher Gini Coefficient values compared to rural areas (Galal, 2020). The Gini Coefficient in urban areas ranges from 0.6 to 0.65 while in rural areas it ranges from 0.51 to 0.55. Urban poverty reflects the economic and social difficulties found in cities due to urbanization, industrialization and immigration (Cano-Hila, 2020; Li, 2013). Urban areas are usually geographically concentrated, and the poor residing in these areas seldom have property, they depend largely on renting which is unstable, rely on public housing and health institutions and have low incomes (Li, 2013). In South Africa, the poor in the urban periphery mainly rely on RDP housing provided by the government. Urban poverty is also linked to racial segregation (Cano-Hila, 2020; Viljoen & Sekhampu, 2013), which is significantly true in the South African context. Racially enforced relocations during the apartheid era impacted the country's majority, and its ripple effect post-apartheid impacts the experience of poverty. The post-apartheid government was faced with the challenge of eradicating poverty and other inequalities, which were a result of apartheid. Policies such as the Growth, Employment, and Redistribution (GEAR) strategy, the Reconstruction and Development Program (RDP), Affirmative Action, the Land Reform strategy, and the South African Social Security Agency (SASSA) social grant implemented at the national sphere aimed to improve housing, healthcare, social security and the education of the poor (SAHO, 2014a).

In spite of these initiatives, poverty is still rife. In 2018, between 50% and 65% of the population was considered "poor," which is only a slight improvement from 1994. Poverty is still significantly racially divided, with 73% of Black African, 48% of Coloured, 12% of Asian, and 2% of White South Africans falling below the most recent poverty lines (Budlender, 2018). Households in urban areas face structural barriers, such as black workers² and their families continuing to live in peripheral areas, far from jobs and other amenities, poor transport systems, low living wages, exacerbated by a demand for highly skilled workers, but a poor education

² The study uses South African census racial categories. The term 'black' in this study is used to refer to people who are Black African, Coloured or Asian.

system (Ibid.), all of which make poverty a revolving, generational issue as these challenges are inherited by the children of the poor.

1.2.Purpose and main focus of study

The purpose of this study is to outline the policies aimed at decreasing poverty in urban peripheral areas and the outcomes of their implementation. The main focus of this enquiry is on the people living in the urban peripheries in Johannesburg. For the purposes of this study, Lufhereng, a newly developed residential area, located west of Soweto, is the focus of the study. Lufhereng, which was developed by the City of Johannesburg and the Department of Human Settlements, is intended to be an integrated, mixed community, including fully subsidized housing for the poorest community members. The final scope of the project is for over 30 000 housing units, including fully subsidised RDP housing, Finance Linked Individual Subsidy Program (FLISP) housing, social housing, and fully bonded units (Lufhereng.co.za, 2014)

1.3.Aim and objectives

The aim of this study is to explore the extent to which government policies aimed at alleviating poverty in urban peripheral areas in the City of Johannesburg have been implemented and their outcomes thus far, particularly in Lufhereng. In order to achieve this, national, provincial and local government strategies are outlined, the nature of service delivery (housing, water, electricity, employment, education and living environment) addressed by the policies in the area are determined and the perceptions of residents are investigated.

The objectives of this study are:

1. To describe the nature and extent of poverty in Lufhereng.
2. To determine the poverty alleviation strategies used by local government (City of Johannesburg) to address poverty in Lufhereng.
3. To outline how the service delivery of social policies implemented by national and provincial government addressing poverty in Lufhereng are provided.
4. To outline how the policy on poverty alleviation implemented by the national and provincial spheres intersect with local policy.
5. To determine the perceptions of community members and leading officials regarding these policies

1.4. Research question and sub-questions

The main research question is:

Are poverty alleviation strategies implemented in the urban periphery of Lufhereng addressing the needs and conditions of the people living there?

The sub-research questions for this study are:

- What is the extent of poverty in the urban periphery of Lufhereng?
- How are the national, provincial and local poverty alleviation policies applicable to Lufhereng being implemented to address poverty in the area?
- What are the perceptions of key respondents on the implementation and outcomes of poverty alleviation policies applicable to Lufhereng?

1.5. Research methods

1.5.1. Research Strategy

This study makes use of both primary and secondary sources to address its research questions. These include interviews involving key respondents such as local government officials as well as national and provincial officials involved in the social development departments, non-governmental organizations, and academics. Secondary sources that are used are the Living Urban Peripheries survey and the report on the South African Index of Multiple Deprivation 2001-2011 by Noble et al (2013), which outlines deprivation domains. These domains are applied to the findings from the Living Urban Peripheries survey to determine the extent of poverty in Lufhereng. Thereafter, relevant policies at national provincial and local municipal level are reviewed and their outcomes compared to the implementation particularly in Lufhereng.

1.5.2. Case study of Lufhereng

The focus area of this study is Lufhereng, which is a large recently developed housing project located in Region D, Ward 53, west of Soweto, in the City of Johannesburg built on previously undeveloped agricultural land on the outskirts of Soweto. It was announced by the Department of Human Settlements in 2010 as part of the Breaking New Ground policy. The development was aimed at *“building a sustainable community located closer to economic opportunities and*

able to provide residents with social and economic amenities such as schools, crèches, churches, clinics, parks as well as business nodes” (Department of Human Settlements, 2010, n.p). Derived from Tshivenda and Sesotho words Lufhera and reng respectively which collectively mean a place of coming together with a common purpose (Lees et al., 2016), it is located on the farmland to the west of Soweto in Johannesburg. The development of Lufhereng was set to foster social cohesion by providing housing for the poorest of the poor, affordable housing for other low-income households, and middle-to-high income bonded housing stock for the general market earning between R3 500 to R10 000 per month (Department of Human Settlements, 2010; Lufhereng.co.za, 2014). The final scope of the projects aims to provide 30 000 housing units over phases (Lufhereng.co.za, 2014).



Map 1: Map of Lufhereng, ward 53 in relation to the City of Johannesburg

Lufhereng, from the perspective of the City of Johannesburg, is an “outlying locale of low development priority” (Charlton, 2017 p.85) and is intended to be an incubator development; a geographically concentrated area intended to be both a mix of low-income housing and economic activity, thus being a “sustainable and functional human settlement” (City of Johannesburg, 2015; cited by Charlton 2017). Low-cost Reconstruction and Development Programme (RDP) housing was to form half of the Lufhereng project and beneficiaries being those from the 96/97 housing demand database from the Greater Soweto area as well as

residents from the Protea South informal settlement. The development project planned to include other land uses normally associated with a sustainable urban environment, social, institutional, commercial, municipal and public open space as well as provision over 15 primary and secondary schools and more than 60 community facilities, churches and crèches (Department of Human Settlements, 2010).

Figure 1: Lufhereng show village model



Urban Econ (2014). Available at: <https://urban-econ.com/portfolio-item/implementation-of-the-economic-development-plan-for-the-lufhereng-mixed-use-development-in-soweto/>

While the Gauteng Province and the City of Johannesburg see Lufhereng as being aligned with policies and strategies across all three spheres of government, Charlton (2017) argues that this might not be the case. An example of this contradiction is the national Integrated Urban Development Framework, which stipulates that housing should be developed "along transport corridors and areas with economic potential, as opposed to the urban periphery" (p. 92). However, Lufhereng is situated 24km from Johannesburg's central business district, and is instead situated further north of the city, where there are significantly less business activities (Ibid.). In response to this, the Economic Development Plan indicates that economic projects will be created in Lufhereng that will "create job opportunities and become a sustainable living environment for the community" (Urban Econ 2014: 15, cited in Charlton, 2017). Urban

Dynamics, a housing development consulting firm which was tasked by the City of Johannesburg with conceptualizing and implementing the construction of Lufhereng, sees Lufhereng as a benchmark for the Breaking New Ground³, and Inclusionary Housing Projects (Ibid.) 2017). By the time of the LUP survey in 2017, however, economic projects had not been established.

1.6. Significance

Some 23 years into democracy South Africa is still dealing with effects of the unevenness of apartheid in our cities. Poverty is one of the biggest outcomes of this unevenness. Urban peripheries also face social impacts such as high levels of crime, illiteracy, unemployment, poor service delivery and HIV/AIDS. The conditions and characteristics of the poor on the urban periphery need to be understood in order to guide the government on the formulation and implementation of policy that addresses poverty in the urban periphery. Moreover, the intersection of local government policies with provincial and national policies on poverty alleviation also needs to be understood.

The successful implementation of government policies is important to gauge the effectiveness of service delivery. National policy informs provincial policy, which then informs local and municipal policy. As such, in order for the needs of the poor to be met, these policies need to speak to one another and ensure that they are consistent in their overall goal and as it funnels down from national to local, the overall goal of poverty alleviation is met.

1.7. Outline of chapters

This research report will be divided into six chapters.

Chapter 1 – Introduction and background

This chapter serves as an introduction to the study. The problem statement, focus of the study, aims and objectives and the research questions and sub questions are presented. This chapter also provides a brief overview of the research strategy of the study as well as the significance of the study.

³ A 2004 national policy amendment by the Department of Human Settlements, with a focus on integrated housing developments, rather than housing development

Chapter 2 – Literature review and conceptual framework

The second chapter is the literature review of the study, which locates the current study in the body of knowledge around poverty, the urban periphery and the urban poor, and discusses key concepts.

Chapter 3 – Research methodology

Chapter three presents research methods applied in the study. The chapter discusses the research approach, the different types of data collection and why they were used, the data analysis, validity, limitations and ethical considerations.

Chapter 4 – Poverty alleviation strategies in South Africa – policy review

The fourth chapter is a review of the policies relevant to the chosen case, at a national, provincial and municipal level. This chapter also presents the key interview findings

Chapter 5 – Descriptive research findings

Chapter five presents the research findings in an attempt to answer the research questions and discusses the information that was collected from secondary analysis of the Living the Urban Periphery survey. It describes the nature of poverty in the cases study area, using the South African Index of Multiple Deprivation domains as a model.

Chapter 6 – Key research findings, conclusion and recommendations

Chapter six concludes the study by presenting the key findings for each research objective. Thereafter the chapter outlines recommendations based the findings and concludes the study.

2. Chapter 2: Literature review

2.1.Introduction

According to the World Bank (2020), 55% of the world's population live in cities, and it predicts that by the end of 2050, this percentage will increase to 70%. Urbanization contributes to growth, with the world's most urban cities being the richest, with the highest levels of human development (Palanivel, 2017). While urbanization, when planned, has positive outcomes overall, it may also bring a number of challenges. Rapid urbanization and population growth results in an accelerated demand for affordable housing, access to basic services, efficient transport systems and other infrastructure (World Bank, 2020). The world's urban population is unevenly distributed among different-sized human settlements, as the concentration of people in metropolitan areas or in megacities rapidly increases (UN-Habitat, 2020). The urban poor face the most challenges. According to the World Bank, nearly 1 billion people live in informal settlements and slums. In addition, the process of urbanization has led to new settlements types, namely urban peripheries which are disconnected from the main metropolitan areas and cities (UN-Habitat, 2020). Some of the urban poor live in poverty-stricken conditions with no access to adequate shelter, clean water, and basic sanitation, reliable power systems (World Bank, 2020). The urban poor face crime, violence, and, those located in the periphery tend to be marginalized due to the challenge of not being in close proximity to social services and jobs, and thus face so much uncertainty and insecurity about life (Ibid). The urban poor are also affected by inequality and face marginalization from their governments with regards to the city, space, education, health, employment and experience growing social problems. As such there is a need for national and local governments to be more strategic in responding to the challenges and opportunities raised by rapid urbanization (Palanivel, 2017). Government policies, however, should not be one-size-fits-all, and policies should be chosen based on a variety of factors, including the size of cities, the source and speed of urbanization, and the stage of urban development (Ibid.).

In this chapter, global urban trends as highlighted by the United Nations are discussed. Thereafter, unemployment, deagrarianization, and urbanization as factors of poverty and what urban poverty means for South Africa are presented. This chapter also provides an outline of urban poverty in the urban periphery, focusing specifically on Gauteng. This chapter then discusses various measures of urban poverty and poverty dimensions, and lastly, presents the conceptual framework of the study.

2.2.Global Urban Trends

The speed of urbanization around the world has contributed significantly to the urban poverty of the cities we see today. Globally, urban growth continues in unplanned areas that do not meet basic human needs or demands for survival (Garland et al., 2007). Shelter, clean drinking water, basic sanitation and health care are universal basic human needs. Globally, the urban poor face vulnerability to eviction threats as they reside on land that they either do not own or is unsafe; there is susceptibility and spread of disease due to overcrowding and environmental degradation, as well as crime and violence (Ibid.).

In 2018 The United Nation's World Urbanization Prospects indicated that the world urban population grew from 751 million in 1950 to 4.2 billion in 2018 (United Nations, 2018). According to this report, 82% of the Northern America population, 81% of Latin America and the Caribbean, 74% of Europe and lastly 68% of Oceania live in urban areas making them the most urbanized regions (United Nations, 2018). In addition to this, Africa has 43% of its population living in the urban areas in 2018.

There are two factors that continue to influence this urban population growth: the overall population increase worldwide; and the process of deagrarianization, which is the process of moving away from agricultural-based, rural means of livelihood (Fischer, 2020; Rehder, et al., 2011) This shift from rural to urban areas is estimated to contribute to an extra 2.5 billion of the world urban population in the year 2050 (United Nations, 2018). India, China, and Nigeria are the trio that is expected to account for a large portion of this growth. Megacities are expected to increase in developing regions from 33 to 43 by 2030 and these would have the capacity to house more than 10 million inhabitants (Ibid.).

While there are cities that are seeing rapid population growth, some cities located in the low-fertility countries of Asia and Europe are experiencing a decline in their populations (United Nations, 2018). The United Nations have stated that sustainable urbanization is what should be implemented for a successful development that is beneficial for all. This means that we need to make sure that all people benefit from urbanization through the implementation of policies that will guarantee the access to services such as infrastructure and social services (Ibid.). Policies implemented by the cities need to be pro-poor and focus on the vulnerable groups.

2.3.Poverty in South Africa

South Africa still faces the persistent inability of many of its citizens to satisfy their most important needs while the minority revel in extreme prosperity as seen during the apartheid era. When trying to understand urban poverty in South Africa it is important to take into consideration the history embedded in the policies of colonial and union government directed at the extraction of cheap labour. Moreover, there are some processes that have assisted in continuing apartheid's legacy and have underpinned the persistence of poverty in South Africa, as discussed by Hunter et al. (2003, p. 6). These include

“[t]he impact of apartheid which stripped people of their assets, especially land, distorted economic markets and social institutions through racial discrimination, and resulted in violence and destabilisation; The undermining of the asset base of individuals, households and communities through ill health, over-crowding, environmental degradation, the mis-match of resources and opportunities, race and gender discrimination and social isolation; The impact of a disabling state, which included the behaviour and attitudes of government officials, the absence of information concerning rights, roles and responsibilities, and the lack of accountability by all levels of government.”

Poverty remains rampant post-apartheid South Africa. Unemployment, deagrarianization, low education rates amongst others contribute to the high prevalence of poverty. These factors are important in conceptualising urban poverty in South Africa.

2.3.1. Poverty: a legacy

Leibbrandt et al. (2010, p. 9) states the importance of identifying apartheid's “race-based geography and race-based policy” in aggravating poverty levels in South Africa. These policies have long been abolished; nevertheless, South Africa still faces its consequences today, which have a prominent face in the rural and urban areas. Moreover, the country's living standards remain strongly associated with race showing a substantial disproportion within the four races, namely; Black African, Coloured, Indian/Asian and White (Lehohla, 2017). A study done by Statistics South Africa provides an overview of the poverty levels within the population groups using headcounts for 2006, 2009, 2011 and 2015 (Ibid.). Black Africans remain at the top with poverty levels of about 91.5% in 2006, the levels increase to 92.5% in 2009 and further to

93.3% in 2011 (Ibid.). A slight decrease to 93.0% was seen in 2015 which is still larger than the level of 2006.

Poverty levels further show disparities between rural and urban areas in South Africa. Leibbrandt et al. (2010), discuss the consequence of the inheritance of the legacy of apartheid race-based geography as well as race-based policy in urban and rural areas. Apartheid policies greatly disregarded the poor with great marginalization especially from social delivery. In the early post-apartheid South Africa, urban poverty rose. This was largely due to the shift in the population from rural to urban areas since the abolition of the apartheid laws in South Africa. In 1996 38% of the poor were in the urban areas which saw an increase to 44% in 2011, also due to rural to urban migration during that time (Ibid.).

2.3.2. Unemployment, deagrarianization and urbanization

While the legacy of apartheid contributes to the prevalence of poverty in urban areas, it is not the only factor that plays a role. Unemployment, deagrarianization, amongst other factors, are rife in South Africa. As of 2019, unemployment is at its peak, at 29% and was last this high in 2004 (Roodt, 2019). According to Stats SA, unemployment is steadily increasing in South Africa, seeing an increase of 5% from 2009 to 2019 (Maluleke, 2019). As of 2019, South Africans of working age (15-64) stood at 38.7 million. Of those, 16.4 million are employed, 6.7 million are unemployed, 2.9 million are discouraged work seekers and 12.7 million are not economically active (Ibid.). Additionally, unemployment by population group is vastly different. White South Africans have an unemployment rate of 7.6%, Indian/Asian South Africans have an unemployment rate of 13.9%, Coloured South Africans have an unemployment rate of 24.9% and Black South Africans have a rate of 32.4% (Ibid.).

Unemployment in rural and in urban areas has distinct differences. Chronic unemployment is a major issue in rural areas. In rural areas, there is little investment and widespread abandonment of communal farming areas. This is largely due to small farmers having to travel far to tend to their fields and due to lack of capital, are unable to invest in machinery, fencing and inputs (Fischer, 2020). Additionally, commercial farms employ few people. As such, in South Africa, the social welfare system, child grants and pensions play a major role in reducing vulnerability and joblessness in rural areas (Ibid.). Deagrarianization peaked in 1970 – 1990, at the peak of the apartheid era, due to racially-based land allocation programs resulting in poor

black people having smallholder farms (Blair, et al., 2018) meaning households relied on their own farms for sustenance. This was attributed to a decrease in smallholder farms due to limited resources, marginalization and ecological challenges such as droughts and thus the reluctance of the next generation to live an agrarian lifestyle (Ibid.). Between 1970 and 2019, the number of people living in urban areas has steadily increased from 48% to 66% (Nattrass, 2014; O'Neill, 2019). By 2016, the working age population in urban areas was 24.6 million - twice that of the non-urban areas (12.4 million). While employment levels are higher in urban than rural areas, there are challenges of job security, job losses and friction in the labour market (Zizzamia & Ranchhod, 2019).

2.4. Poverty and the urban periphery

The urban periphery is defined as an area of uneven or unequal development with low economic development and socio-economically marginalized existing in the core or at the edge of the city as well as in various intermediary spaces (Perberdy, et al., 2017). It can also refer to the geographic edge which may sometimes coincide with socio-economic marginalization or in contrast a new area of growth which is not marginalized (Ibid.).

Figure 2: The urban periphery



Maganga, M., (2021) *Divided: Urban Inequality in South Africa*. Available at <https://www.archdaily.com/961483/divided-urban-inequality-in-south-africa>

According to Todes and Houghton (2021), earlier work on urban peripheries viewed them largely as residential spaces, thus becoming the sites for major public and private housing projects, with those living there commuting to urban cores or city centres. However, research found that location there could undermine the livelihoods of low-income households due to the distance from jobs, transport costs and commuting times and also limited local economies and prospects of small businesses (Ibid.). While it may not be applicable to all urban peripheries of cities, as the nature of peripheries varies as do the experiences of employment and access to work, the spatial mismatch between the location of urban peripheries and areas of economic concentration can exacerbate unemployment in some areas.

This section will discuss urban poverty and the role that geographic and spatial location plays in poverty on the urban periphery. This will then be contextualized by discussing urban poverty and peripheral location in the Gauteng City Region.

2.4.1. Understanding urban poverty

Urban poverty can be understood in five dimensions as set out by Baharoglu & Kessides (2004), namely; income/ consumption, health, education, security and lastly empowerment. Across these dimensions are characteristics of urban poverty which are also contributors for the yielding of another dimension (Baharoglu & Kessides, 2004). Baharoglu & Kessides (2004) and Baker & Schuler (2004) discuss the characteristics of the poverty dimensions and these include the inability to afford adequate housing resulting in overcrowded living in unhygienic informal conditions and low-quality public services; exposure to environmental hazards due to the locations of the settlements, exposing the poor to numerous pollutants resulting in poor health; social disintegration which results in poor social security, lack of employment with people having the inability to get or keep employment therefore there is lack of income and poor nutrition; vulnerability to HIV/AIDS, drug and substance abuse, crime and violence as well as natural disasters. In essence urban poverty comprises a sense of insecurity, marginalization and most importantly disempowerment and a lack of income (Baharoglu & Kessides, 2004)

According to Baharoglu & Kessides (2004), vulnerability to poverty is linked to asset ownership. In this context, these assets are: labour; human capital, health, education, and skills, housing; household relations; and social capital (Ibid.) Masika et al. (1997, p. 3) state that

vulnerability is not a synonym of poverty however it “refers to defencelessness, insecurity and exposure to risk, shocks and stress... reduced by ... human investment in health and education, access to community infrastructure...”. As such, the fewer the assets held by households, the greater their insecurity.

The geographic separation of the urban poor is a major factor that contributes to their challenges where they are located on the city edge or periphery. The lower cost and availability of land on urban edges means that these spaces are commonly sites for major low-cost housing projects. Land on urban edges may also be less defended spaces and so may be places where informal settlements develop. In addition, the poorly planned and sometimes unplanned nature of these peripheral areas exposes those situated there to being vulnerable to urban poverty.

2.4.2. Urban peripheries and spatial challenges in Gauteng

Peberdy, et al. (2017) in their report on the core and periphery in Gauteng, define the periphery as the outer edges or boundaries of an area. With regards to inequality and urban spatiality, the periphery, when compared to the core areas of city, is marginalized economically, socially, demographically, politically and culturally as the core is the economic hub (Ibid.).

The Gauteng province is one of the most densely populated provinces in the country accompanied by uneven population and socio-economic growth on its periphery with the Johannesburg urban periphery recorded as having the highest rates of population growth, unemployment as well as poverty levels. Between 1996 and 2011, the province experienced a population growth of 64% (Perberdy et al., 2017). Perberdy et al. (2017) highlight the differences between the core and the periphery and found that urban peripheries in the province faced a number of challenges relating to urban poverty which were mostly the ripple effects of apartheid. The demographics of the urban periphery are different to those of the urban core with a fairly high population of elderly people and children, large households and a high proportion of female-headed households (Ibid.). Even with the legacy of apartheid in inequalities in spatial demographics peripheral areas are more likely to be home to vulnerable households and populations.

The lack of infrastructure and services is another measure of urban peripherality with peripheral areas having poor access to services such as water and sanitation, energy, refuse removal (Peberdy, et al. 2017). Furthermore, the lack of connectivity, as well as the spatial marginalization, is another measure of peripherality (Ibid.). People residing in the urban periphery have to travel to the urban core for employment, shopping and leisure activities however they have less access to transport networks (Ibid.). Smaller localized shopping centres/complexes do exist on the urban periphery but because the mobility of the people is so limited, they only move from the periphery to the core for leisure.

While the urban periphery faces a significant amount of poverty, Perbedy et al. (2017), also highlight that there is deep poverty in the inner core cities of the province. The similarities between the core and peripheral cities in Gauteng in relation to poverty are largely due to unemployment. Although peripheral areas have higher rates of unemployment, low income and insecure employment, there is congruency in many core and peripheral areas in the province regarding employment and income. The authors state that this may be due to three reasons:

“First, areas which are home to black Africans and with high rates of unemployment are located in peripheral areas within the core as well as within the wider periphery. Second, people may be employed in core areas but live in peripheral areas. Thus, although the province is the core of the country, and it contains a clearly economically defined core, the cheap labour force needed for capital accumulation is located in peripheral areas both within and on the doorstep of the core. Third, perhaps reflecting low incomes in the province, mining areas of the West Rand, which are peripheral in many other ways, are not peripheral in regard to income and employment. Indicating that the processes underpinning uneven development have not been challenged, there has been little change in rates of employment, sectors of employment or income profiles of core and peripheral areas since 1996.” (p.18)

Spatial distribution in the urban periphery creates further challenges for the urban poor. South Africa faces notable geographic inequality, which has been somewhat neglected post-apartheid (Turok, 2018). The government has not adequately addressed the spatial aspects that resulted from apartheid (Ibid.). Unequal spatial distribution in the country has reinforced social divisions and excludes people from opportunities (Ibid.). Those living in the urban periphery

are situated away from economic opportunities, as where people are geographically located is greatly separated from where jobs and resources are located. As a result, this aggravates unemployment and poverty for those living in the urban periphery, also resulting in the additional strain of transport costs (Ibid.).

2.5.Urban poverty measures

As seen from above, poverty proves to be complex, and measuring poverty doesn't fall far short from complexity too. South Africa is not only bound by the South African Constitution-Bill of Rights to adopt a poverty measure and to work toward alleviating poverty through its inclusion of justiciable socio-economic rights, it is also tied to a number of international obligations (Richmond, 2007). These commitments include SA being signatory to the 1995 Copenhagen Declaration which was developed from the United Nations World Summit on Social Development. The country had committed to: the United Nations Millennium Development Goals to halve poverty and unemployment by the year 2014; the International Covenant on Economic, Social and Cultural Rights; the African Charter on Human and People's rights, the African Charter on the Rights and Welfare of the Child; the Convention on the Rights of the Child; the Convention on the Elimination of All Forms Discrimination against Women; and the International Convention on the Elimination of All Forms Racial Discrimination (Richmond, 2007, p. 20-21). The country's commitment to all these highlights that the country has the responsibility to addressing poverty in the country in accordance with the goals of these.

Money is only a secondary measure of the people's capability to afford essentials such as food, education, health and shelter to improve their quality of life. Measuring poverty often involves using a money-metric approach; that is availability of money to buy essential goods and services to live. This approach gives a non-objective analysis to urban poverty and is mostly used as a foundation for understanding socio-economic variables of the area (Baker & Schuler, 2004) The approach does however fall short as it does not completely capture all of the dimensions of poverty such as the use of cash transactions that the urban poor rely on, severe environmental and health hazards, bad living conditions and lack of access to basic services (Baker & Schuler, 2004)

A non-metric approach looks at the rest of the poverty dimensions such as employment, health, education, security and lastly empowerment (Botha, et al., 2014). Furthermore, in measuring poverty Botha et al (2014) use geographic mapping of the severity of poverty on the periphery. This helps in understanding the many dimensions of urban poverty that people living in the periphery experience and what poverty alleviation policy can be implemented by the Department of Social Development. This also allows for the measure of the effectiveness and efficiency of the poverty alleviating policy on the urban periphery within given time frames. Lastly measuring urban poverty on the periphery and engaging more information on these areas and the level of poverty and inequality can build more awareness within the public sector to invest in alleviating poverty in those areas (Richmond, 2007).

2.5.1. Poverty lines

Statistics South Africa conducts the Household Expenditure Surveys and that is, the Income and Expenditure Survey (IES) and the Living Conditions Survey (LCS). The surveys provide sufficient data on household spending and outflow as well as income giving valuable information to define poverty lines to differentiate between the poor and the non-poor (Botha, et al., 2014).

Poverty lines show the scope of the different degrees of poverty useful for the measuring and monitoring of poverty at the different levels (Leibbrandt et al., 2010). The poverty lines are essential for the description of poverty as well as poverty levels therefore by defining a line that is regarded by some kind of minimum living level it gives insight on the number of people living in poverty, its depth and severity in both rural and urban areas (Leibbrandt, et al., 2010). The measure of poverty levels with poverty lines is useful as it is an important statistical tool used to report the levels and trends of poverty to enable planning, monitoring and evaluation of poverty alleviation programmes and policies (Lehohla, 2017). According to Statistics SA, South Africa derived three poverty lines as of 2012 and that is the food poverty line (FPL), the lower bound poverty line (LBPL) and lastly the upper bound poverty line (UBPL) (Lehohla, 2017). The poverty lines are inflation-adjusted measured throughout the years since 2006 in per person per month in Rands. The food poverty line (FPL) is the amount of money that is required to buying the minimum required daily intake which is valued at R531 in 2017 (Lehohla, 2017). The lower and upper bound poverty levels are therefore set accordingly with the FPL as the base. At the LBPL valued at R758 in 2017 a person has the option of choosing

between food and non-food items however individuals need to sometimes sacrifice food to purchase important non-food items (Lehohla, 2017). Lastly, the UBPL valued at R1138 in 2017 where persons are capable of purchasing enough essential food and non-food items (Lehohla, 2017).

2.5.2. The index of multiple deprivation

The Index of Multiple Deprivation (IMD) is a widely used measure of relative deprivation for small areas (ArcGis, 2015). First used in England in 2004, it compares geographical areas to each other within a country and conceptualises multiple deprivation consisting of the different dimensions of the deprivation experienced by individuals and households. One individual can experience more than one type of deprivation at any given time.

The income and material domain captures the percentage of the population experiencing income and/or material deprivation in an area (Noble, et al., 2013). The indicators used for this domain include the percentage of households without a fridge, cell phone or a landline, television or no radio. However, with the index of multiple deprivation, it would not be possible to look at low income on its own. The education deprivation domain characterises the nature of educational disadvantage of the area. The indicators in this domain indicate the proportion of individuals aged between 18-64 who have no schooling at secondary level and above. It does not include indicators which examine the education domain such as the lack of electric lighting to undertake homework. Such an indicator would be linked to the Living Environment Deprivation Domain. The employment deprivation domain measures employment deprivation conceptualised as unintentional exclusion of the working age population from the world of work and the indicators capture the percentage of working age people who are unemployed because they cannot find work and those who are unemployed because they are discouraged. The living environment deprivation domain identifies deprivation relating to the poor quality of the living environment considering different aspects of the immediate environment in which people live that impact on the quality of their day-to-day life. The indicators capture the proportion of the total population who have no adequate water supply, sanitation, no electricity for lighting and are shack dwellers (Noble, et al., 2013). Lastly the health deprivation domain classifies areas with relatively high rates of people who die prematurely (Noble, et al., 2013). It uses the Years of Potential Life Lost as an age and gender standardised measure of premature death.

2.6.Measuring urban poverty in South Africa

2.6.1. The South African index of Multiple Deprivation

The South African Index of Multiple Deprivation poverty indicators was modelled from the Index of Multiple Deprivation (IMD) for the South African population through collaboration with the Department of Social Development and Statistics South Africa in 2011. The 2011 SAIMD consists of weighted combination of four domains of deprivation, which are similar to the Multidimension Poverty Index (MPI), but the SAIMD and MPI are constructed and interpreted differently (Noble et al., 2013).

Deprivation domains are measured at both household and individual level. The selection of the four domains selected by Noble et al (2013) was informed by previous research on necessities for an adequate standard of living and in consultation with consultation with relevant stakeholders. The purpose of each domain is:

- **Material deprivation:** to capture the proportion of households with access to basic assets for the safe storage of food, means of accessing information critical to ones lives and a mode of communication for accessing jobs, relatives, and social and healthcare services
- **Employment deprivation:** to capture the proportion of working age individuals who are unemployed or are discouraged work seekers
- **Education deprivation:** to capture the proportion of adults over 18 with no schooling at secondary level or above
- **Living environment deprivation:** to capture the proportion of households without access to adequate water supply, toilet, electricity and housing

The figure below presents the SAIMD domains and how they are measured.

Figure 3: SAIMD Deprivation Domains

The SAIMD 2011 contains 4 domains which were each constructed at ward level:			
Material Deprivation Domain	Employment Deprivation Domain	Education Deprivation Domain	Living Environment Deprivation Domain
% households with: - no fridge; or - no cell and no landline; or - no TV and no radio	% working age people who are: - unemployed (official definition); or - unemployed (discouraged)	% 18-64 year olds who: have no schooling at secondary level or above	% total population who: - have inadequate water supply; or - have inadequate sanitation; or - do not use electricity as main source for lighting; or - live in a shack
Each domain score was standardised and transformed to a common distribution and then combined with equal weights (i.e. 25% per domain)			
South African Index of Multiple Deprivation 2011 at ward level			

Noble, M., Zembe, W., Wright, G. & Avenell, D. 2013. *Multiple Deprivation and Income Poverty at Small Area Level in South Africa in 2011*. Cape Town. SASPRI (Southern African Social Policy Research Institute)

The table below shows the findings the SAIMD (2013) of deprivation in each domain per province and ranks the provinces from least to most deprived:

Table 1: Provincial rates of deprivation for the four domains of the SAIMD 2011

Rank (1 = most deprived)	Province	Material Deprivation %	Employment Deprivation %	Education Deprivation %	Living Environment Deprivation %
1	Eastern Cape	52,0%	47,3%	28,5%	59,6%
2	Limpopo	40,2%	46,4%	24,3%	71,9%
3	North West	41,7%	37,9%	28,7%	55,4%
4	KwaZulu Natal	43,0%	42,3%	23,4%	55,3%
5	Northern Cape	39,5%	34,1%	30,0%	32,1%
6	Mpumalanga	34,9%	38,2%	24,4%	54,5%
7	Free State	33,3%	38,9%	23,4%	32,9%
8	Gauteng	30,8%	29,8%	12,6%	21,5%
9	Western Cape	24,8%	25,1%	16,8%	19,1%
	South Africa	37,1%	36,0%	20,9%	43,8%

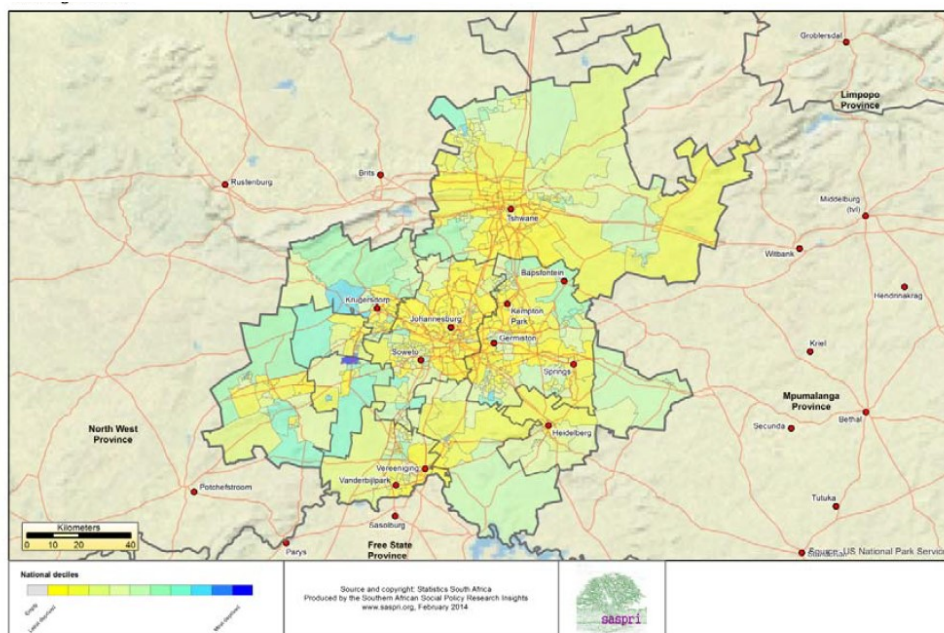
Noble, M., Zembe, W., Wright, G. & Avenell, D. 2013. *Multiple Deprivation and Income Poverty at Small Area Level in South Africa in 2011*. Cape Town. SASPRI (Southern African Social Policy Research Institute)

As seen from the table above, the most deprived province is the Eastern Cape, Limpopo and the North West (Noble, et al., 2013). The Western Cape, Gauteng and the Free State are the least deprived of the provinces. Additionally, these findings show that the highest level of deprivation in the country is the Living Environment Domain, indicating that many South Africans do not have access to basic necessities, namely water, sanitation, power and housing.

2.6.2. Deprivation in the Gauteng City Region

Deprivation is largely related to spatial location. The SAIMD 2011 findings above can be used as a means of conceptualizing the challenges faced by those situated in the urban peripheries of the Gauteng City Region. The figure below shows the findings of the weighted deprivation in the wards in Gauteng.

Map 3: Ward-level SAIMD 2011 Gauteng Province



Noble, M., Zembe, W., Wright, G. & Avenell, D., 2013. *Multiple Deprivation and Income Poverty at Small Area Level in South Africa in 2011*, Cape Town: SASPRI (Southern African Social Policy Research Institute).

The areas with the low levels of deprivation are yellow and those with higher levels of deprivation gradually increase from green to blue. According to Noble et al (2013), Gauteng is the second least deprived province overall, second to the Western Cape. With regards to the four domains of deprivation, Gauteng has the lowest education deprivation level, with 12.6% and the highest deprivation domain in the province is material deprivation at 30.8%, which,

although it is not the lowest in the country, it is lower than the overall score of the country, which is 37.1% (see Table).

Although the overall deprivation levels for the province are low in comparison to other provinces, the map above shows that deprivation is low in the major cities of the province (Johannesburg and Tshwane), and increases as one moves further away from the city centre. This is particularly evident in Johannesburg, where areas further away from the city have higher levels of deprivation. Thus, the map above also shows that townships such as Soweto and other peripheral areas, face higher levels of deprivation. It is important to note that, as the report uses 2011 census data, Lufhereng is not represented in the map.

2.7. Conceptual Framework

A conceptual framework is the structure in which research can best explain the progression of the topic of interest (Adom, et al., 2018). It synthesizes the concepts and theories used in used in expanding knowledge on a particular body of knowledge (Adom et al, 2018; Regoniel, 2015). It differs from a theoretical framework in that a theoretical framework is guided by an existing theory that provides a guideline for how the research will be approached while a conceptual framework is a much broader framework that maps out the study (Regoniel, 2015). A conceptual framework is built on theory, definition of interconnected concepts and what is already known, which the researcher uses to construct a framework on which their study will be built on (Adom et al, 2018). In order to construct a conceptual framework, one must consult literature and isolate important variables or concepts within the literature and build from those (Regoniel, 2015). The conceptual framework for this study will be based on the structural theory of poverty and will identify key concepts, which the conceptual framework will be based on and finally present the conceptual framework created for this study.

2.7.1. Structural theory of poverty

The structural theory of poverty contends that socioeconomic systems such as racism, sexism, bad governance, poor development policies, geographical placement, residential segregation, and urbanization are to blame for poverty (Brady, 2019; Calnitsky, 2018; Manjoro, 2016). In structural theories of poverty, “structure” refers to macro-level demographic and economic contexts that result in opportunities and constraints for people (Brady, 2019). Therefore, poverty is blamed on circumstances and structures in the social or economic systems limits

rather than by the individual and is caused by deprivation of opportunities such as educational training and jobs that are sufficient to maintain acceptable standards of living (Manjoro, 2016).

The structural view of poverty differs from individualist and behavioural theories of poverty in that it highlights that it is not merely individuals to blame for poverty but also the situational circumstances and socioeconomic structures at a macro-level (Calnitsky, 2018). Individualist and behavioural theories contend that the poor are poor because they engage in counter-productive, poverty-increasing behaviour and risks such as single motherhood or unemployment (Brady, 2019). Structural theorists, counter this by highlighting that (Brady, 2019):

- Structural contexts indirectly cause poverty-increasing behaviour, which causes poverty.
- These structures directly cause poverty, including these behaviours.
- Structural contexts interact with poverty-increasing behaviour and contribute to the behaviour-poverty relationship.

2.7.2. Identification of key concepts

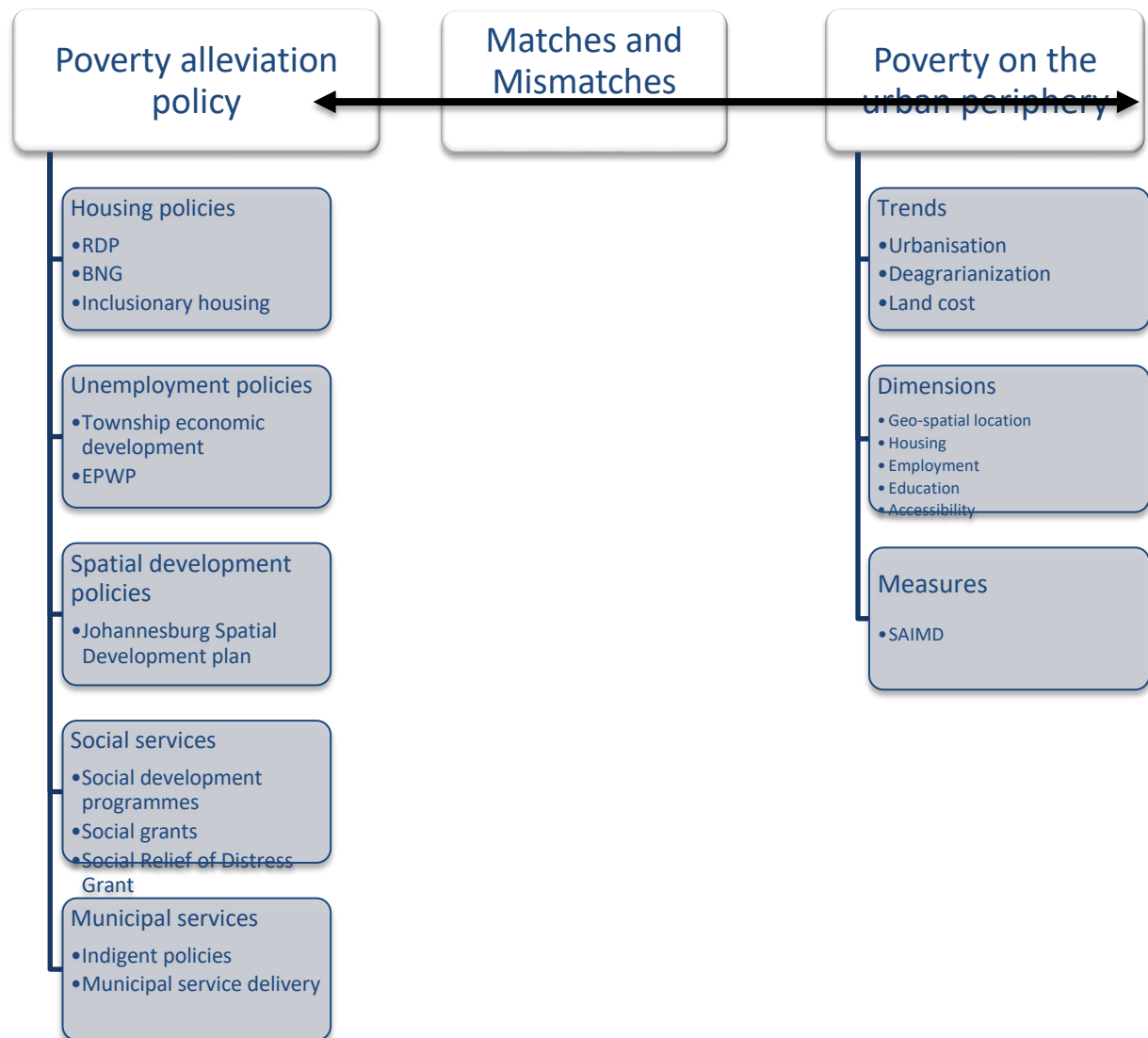
For the purposes of this study, the relationship between poverty in the urban periphery and poverty alleviation policy measures are the main focus, particularly where policies align or fail to align with the goal of poverty alleviation.

The concepts that are the focus are poverty on the urban periphery including trends, dimensions, measures and specificities; and poverty alleviation policies at a national provincial and local level; elements of these poverty alleviation measures, social services and access to these services. The structure of the conceptual framework is indicated by the figure below:

- Poverty in the urban periphery
 - Trends: global and local trends related to poverty in urban peripheral areas
 - Dimensions: urban poverty factors as identified from literature review, which include, but are not limited to:
 - Geo-spatial locationality: The location of areas, land distribution and use and its effect on poverty
 - Housing: Access to adequate housing infrastructure, and basic needs such as access to water electricity and sanitation

- Employment: Unemployment, low-income and unstable employment
- Education: Level of education and its correlation to employment and poverty
- Transport and accessibility: Use of public transport systems and difficulty to access social services, amenities and economic hubs due to location on the city edge
- Measures: South African Index of Multiple Deprivation
- Matches and mismatches: Do poverty alleviation policies meet poverty needs, if so, how, and if not, where does policy fail?
- Poverty alleviation policies (to be discussed in chapter 4)
 - Housing policies
 - Unemployment and economic development policies
 - Spatial policies
 - Social services
 - Municipal services

Figure 4: Conceptual framework



2.8.Conclusion

This chapter has highlighted urban poverty trends globally as well as urban poverty in urban peripheries in South Africa. It also explored the legacy of poverty in South Africa and the factors of unemployment, deagrarianization and urbanization, and the role they play in the current South Africa. Measures of poverty were also discussed, which will play a pivotal role in this study.

Lastly, the conceptual framework was presented, with the structural theory of poverty serving as its basis. In South Africa, where inequality is the highest in the world, government and development policies often fail, this theory is applicable. Additionally, these structures contribute to lack of education and unemployment, which are not merely the fault of individuals. In this chapter, based on this theory, a conceptual framework was created to provide context and direction for the perspective which this study has taken towards poverty alleviation in the urban periphery.

3. Chapter 3: Research Methodology

3.1.Introduction

Sonubi (2011), states that a research study should bring forth the fundamental nature of knowledge, reality, and existence and further link this to the research through the different research orientations that are known. Moreover, Sonubi (2011:95) defines research according to Bennett (1991) as “a systematic, careful inquiry or examination to discover new information or relationships and to expand or rather verify existing knowledge for some specified purpose”.

Creswell (2014:31) describes the process of selecting the research approaches as making “plans and procedures for research that span the steps from analysis and interpretation”. When formulating the plan or procedure for the research method the researcher must make several decisions to provide proper representation of the research data (Ibid.). The main research problem, as well as the audience, must be taken into consideration when deciding on the research approach.

In the previous chapters, a framework of the aim and the importance of the study was outlined and a literature review conducted. This chapter presents the research approach, design and methods that were used in the research study. It outlines when the study was done; where it was done; how it was carried out and lastly; what procedures were used.

3.2.Research approach

The selection of the research approach serves the purpose of evaluating the research question. It is determined by two factors; firstly, the type of questions that are asked by the research study. The nature of the research questions in this study are different and therefore the approach to answering the questions should be different as the understanding the nature and extent of poverty requires a more descriptive statistical approach in order to understand the different poverty indicators/ dimensions. This is obtained through the LUP survey, used in this study as a secondary source of data. Additionally, the implementation of poverty alleviation policies in Lufhereng requires a review of policy as a secondary data. The research question pertaining to the perceptions of the outcomes of policy implementation requires interviewing key respondents who are experienced in the field. The second factor is the ethical considerations and other constraints in carrying out the research study (Gravetter & Forzano., 2012). These

should help a researcher choose which research to use over the other or whether there is a need for mixed approaches.

3.2.1. Quantitative approach

The main distinction of quantitative research is that it is mainly framed using numbers and closed-ended questions (Creswell, 2014) to prove or disprove a hypothesis (Sonubi, 2014). Essentially, its methodology in the traditional sense has to have scientific methods and statistical techniques that will test the stated hypothesis and verify the theory, formulating accurate rational descriptions and producing knowledge that can be used by others (Philip, 1998).

This approach as stated by Philip (1998) translates information or knowledge rather into a numerical format. Moreover, Philip (1998) describes the quantitative approach as being objective and not influenced by the researcher's own personal prejudices and biases in the manner in which the information is packaged into categories or as strictly controlled variables. Some of the assumptions of quantitative research are that reality is objective, based on facts and is autonomous and is based principally on deductive forms of logic and theories (Sonubi, 2014).

For the quantitative element of this research study, the Living the Peripheries survey data was used and will be discussed further on in the chapter.

3.2.2. Qualitative approach

Philip (1998, p. 266) describes this non-numeric approach as stated by Smith (1994) as "a set of tools developed to pursue the epistemological mandate of the philosophies." The nature in which qualitative research approaches are conducted is subjective and therefore the researcher's perceptions, experiences, expectations, and prejudices are essential for the study (Ibid.) Qualitative research approaches are carried out through participant observation, focus groups, group interviews, key informant interviews, unstructured interviews, case studies and many more.

Some of the key characteristics of a qualitative research approach include a natural setting whereby the researcher collects the information at an appropriate site (Creswell, 2014). In the

qualitative approach, the researcher may use multiple sources of data in the form of interviews, observations and documents for review. They undertake inductive data analysis whereby the researcher builds from the bottom-up the structure and the themes the study should follow. They may explore also the participants' meanings and understandings of the problem at hand (Ibid.)

For the purpose of this research study, key respondent interviews were carried out and will be discussed further in the chapter.

3.3.Research design

After deciding on the research approach, the research design should follow suit and the type of study or strategy are developed according to the approach chosen. The research design is an inquiry within the chosen approach that will give direction to the research methodology (Gravetter & Forzano., 2012). The process of selecting a research design is about making decisions about the specific methods and procedures used to carry out the research study. The researcher has to consider if the study requires an in-depth examination of a few participants or cases, or whether it needs an observation and obtaining information from larger groups. It also considers how a sample should be collected. These are some of the questions that help researchers determine the specific research design based on the approaches for the study. The selected research design for this enquiry is a case study design.

3.4.Case study design

A case study inquiry is a form of design in which the researcher develops a comprehensive analysis of the case confined by time and activity whereby the researcher has to do detailed data collection through a variety of data collection methods (Creswell, 2014). A case may be one or more individuals, a program, activity, process, procedure or place (Ibid). Researchers collect detailed information on cases which are bounded by time and activity, using various data collection procedures over a sustained period of time. Numerous data collection methods such as interviews and the analysis of documents are used in a case study (Shareia, 2016). Therefore, the aim of a case study is to provide clear and thorough context on the issues at hand because contrary to experiments, case studies have numerous variables and the researcher has no control.

Case studies involves the use of multiple sources of evidence and therefore can be perceived as an all-encompassing method and some of the sources can be quantitative (Shareia, 2016). Therefore when formulating a case study, different research approaches can be used and they can be qualitative, quantitative or a combination of the two (Shareia, 2016).

This study is focusing on Lufhereng and its inhabitants. This area was selected because largely in part of its development size as it is one of the largest megaprojects by the City of Johannesburg and the Gauteng Provincial department, with funding reported to be R7.9 billion (Charlton, 2017). As such, the implementation and outcomes of the project are worthy of investigation. Additionally, as the project was launched in 2010, the first residents have lived in the area long enough to provide feedback on their lived experiences.

Application of case study research has a far-reaching range of cases and methods, depending on whether a single case or multiple case design is selected. In this instance, case study research focuses on the area of Lufhereng as a single, collective case. This means that data from several different sources are used, which may allow for the generalization of findings to a bigger population (Zainal, 2007).

3.5. Research methods

An essential part of carrying out the research study is choosing the research methods that are appropriate for the chosen study. This part forms part of the data collection, analysis, and interpretation of the data. The study explores the use of key respondent interviews with open-ended questions, document data, nonexperimental data such as survey data.

3.6. Data collection

Stake (1995, p. 49) states that a researcher starts collecting data the moment they are accustomed to the case even if it could be in the subconscious and therefore “there is no particular moment when data gathering begins”. Moreover, a researcher is attentive only to what they consider important and worthy of their attention and can make meaningful conclusions (Ibid.). The research provides space for both qualitative and quantitative research methods and these are driven by the research questions. For the quantitative element of this study, data from the *Living the Urban Periphery: Infrastructure and Economic Change in African City-Region Survey* is used. The qualitative component comprises interviews with

key informants from national, provincial and local spheres of government, community leaders in Lufhereng and an urban development academic. Relevant policy documents are also analysed.

3.6.1. Policy review

Analysis of public documents such as official reports and government policy documents related to poverty alleviation is presented in chapter 4. Analysis of these policies enable the researcher to extract information on the trends, dimensions, measures, and specificities of how government plans to address poverty in the urban periphery. The analysis of the documents is a discreet approach avoiding any errors associated with the interactions between researchers and subjects.

3.6.2. Key respondent interviews

To understand the poverty alleviation policy and the nature of poverty on the urban periphery, interviews with key respondents were conducted. Key respondent (or key informant) interviews are with people who have knowledge on what happens in the community or the subject and this includes community leaders, government officials, professionals and residents (UCLA Center For Health Policy Research, 2005). Key respondent insights on the subject have the potential to provide recommendations for solutions.

Interviews require a face to face verbal interchange and can be structured, semi-structured or unstructured (Shareia, 2016). Interviews were conducted because the method is flexible and provides great depth (Shareia, 2016). This method was selected for the key respondents in order to understand the perspectives of the interviewee as well as why they've come to have a particular perspective on the subject (Shareia, 2016).

Prior to conducting the interview, an interview tool needs to be developed (UCLA Center For Health Policy Research, 2005). A structured interview tool in a form of a research guide is prepared for each of the key respondent groups. This is a list of open-ended questions on the subject and served to guide the discussion. The main components of the interview guide included the introduction of the researcher and the project; key questions to draw upon the interviewee's expertise and unique viewpoint; probing questions; closing question and a summary to gather clarity on some of the questions and to receive extra feedback from the

interviewee (UCLA Center For Health Policy Research, 2005). The type of questions asked to the respondents were to find out what they know about poverty in the city and how their departments define poverty; what strategies have been implemented by their departments; what they understand about the urban periphery and poverty in those areas; and whether their departments have a specific poverty alleviation policy for the urban periphery (see appendix for questions).

The key respondents were contacted and informed about the research study; participant information sheets, a more detailed description of the study was provided; and before the interview, the key respondents were required to consent to the research interview. The interviews with the key informants took 20- 40 minutes. The interviews were primarily collected by tape recording. In some instances, the interviewees did not allow tape recordings, and in these instances, the researcher took notes of participant responses on paper. Tape recording allowed for free engagement with the interviewer and most of the important details are not missed during the interview.

Table 2: Description of key interviewees

Description	
National Social Development unit official	Interviewee 1
Provincial Social Development unit official	Interviewee 2
Municipal Social Development unit official	Interviewee 3
Municipal Social Development unit official	Interviewee 4
Urban development academic	Interviewee 5
Lufhereng school vice principal	Interviewee 6
Resident who is a social worker in Doornkop Clinic	Interviewee 7

These findings are assessed with the policy review, as they provide insight on the perceptions and application of policies by government officials, and those of community leaders.

3.6.3. Living the Urban Periphery: Infrastructure and Economic Change in African City-Region Survey and the SAIMD deprivation index

The Living the Urban Periphery project was a three-year (2016 – 19) research project that sought to understand “how transformation in the spatial peripheries of African cities, is shaped, governed and experienced, with a view to informing governance approaches, strategies for

poverty reduction and addressing the gap in the existing literature” (School of Architecture and Planning, WITS University, 2017). There are three African City-regions that the project examines; Gauteng, Kwazulu-Natal (eThekweni) and Ethiopia (Addis Ababa) with seven cases spanned across them. The study included

The survey had a total of 192 questions closed-ended questions of which 58 were asked to individuals in the household and 132 were for the entire household. They range from factors that influence the quality of life; the provision of services; satisfaction with government; transport and mobility; livelihoods; local municipality and neighbourhood dynamics; health and well-being; migration and lastly; political, social values and attitudes.

An SPSS ⁴ dataset of the survey was made available to the researcher for Gauteng, descriptively analysed in the form of frequencies, percentages and crosstabulations. In Gauteng, the survey focused on the change on the peripheries of 2 cities; City of Johannesburg (CoJ) and City of Tshwane (CoJ) both in Gauteng. The information gathered is a useful tracking and diagnostic tool for policymakers and the public.

The areas surveyed by the Living Urban Peripheries survey included:

- City of Johannesburg
 - Lufhereng
 - Protea Glen
 - Informal settlement next to Protea Glen
- City of Tshwane
 - Winterveld
 - Rethabiseng
 - Ekangala
 - Informal settlement in Ekangala

From this dataset, the researcher extracted data relating to the chosen area of Lufhereng from 78 participating households. The survey data from the LUP is used to provide an overview nature and extent of poverty, by grouping relevant responses according to the SAIMD deprivation domains.

⁴ The Statistical Package for Social Sciences, a statistical software tool used for data management and analysis

Noble et al. (2013) identified and examined five domains of deprivation that were created using Census data to make an index of multiple deprivation for each province in South Africa, the SAIMD. These are, namely; Income and Material Deprivation domain, Employment Deprivation domain, Health Deprivation domain, Education Deprivation domain, and Living Environment Deprivation domain (Ibid). Each of these domains represents a domain index of a specific aspect of deprivation. The SAIMD calculates the weighted aggregate of the four dimensions of deprivation and provides a ranking of deprivation for comparison. For each domain, the percentage of individuals or households experiencing the specified deprivation is indicated and the higher the percentage, the higher the level of deprivation for that domain.

This research makes use of these deprivation indices domains to measure and analyse the Living the Urban Peripheries Survey findings by grouping the survey data into the domains, as indicated by the table below:

Table 3: SAIMD deprivation domains and LUP questions and responses related to domain

Domain	Related Living Urban Periphery Survey questions and responses
Employment deprivation	Employment type
	Unemployment
Education deprivation	Level of education
Living environment deprivation	Dwelling type
	Access to water
	Form of power
	Type of toilet facilities
Material deprivation	Access to transport
	Access to recreational facilities
	Access to communal facilities (shopping centres, etc)
	Access to communication (phone, internet, etc)

Each domain of the SAIMD is calculated by finding the proportion of participants who meet the criteria of the domain to provide an indicator (Noble, et al. 2013) as follows:

Table 4: SAIMD poverty domains and indicators extracted from LUP survey results

Domain	Indicator
---------------	------------------

Employment deprivation	% Of individuals that are unemployed and discouraged work seekers
Living environment deprivation	% Of households without: • Adequate water supply • Access to an adequate toilet • Electricity or lighting • Number of participants living in a shack
Education deprivation	% Of individuals with no secondary schooling or above
Material deprivation ⁵	% Of individuals without • Access to communal facilities (shopping centres, recreation) • Access to communication (phone, internet, etc) • Access to transport

For the purposes of contextualisation, these findings are compared to provincial and national statistics from Statistics South Africa's 2017 General Household Survey and the 2017 Quarterly Labour Force survey (quarter 4).

3.7.Data analysis and interpretation

Data analysis and interpretation “involves segmenting and taking apart the data and then putting it together”(Creswell, 2014, p. 245) forming a system. In this section, the data analysis methods for the quantitative and qualitative data are highlighted.

3.7.1. Research objectives and data collection method

The table below outlines the data collection methods which are used to address each research question:

Table 5: Research objectives and data collection method

Research objective	Data collection method
1. To describe the nature and extent of poverty in Lufhereng	-Living the Urban Periphery Survey - SAIMD deprivation domains
2. To determine the poverty alleviation strategies used by local government (City of JHB) to address poverty in Lufhereng	Policy review (see Chapter 4)
3. To outline how the service delivery of social policies implemented by national and provincial government addressing poverty in Lufhereng are provided	Key respondent interviews

⁵ Indicators selected based on definition in SAIMD and available on information from survey dataset

4. To outline how the policy on poverty alleviation implemented by the national and provincial spheres intersect with local policy	Policy review
5. To determine the perceptions of community members and leading officials regarding these policies	Living the Urban Periphery Survey Key respondent interviews

3.7.2. Descriptive data analysis – LUP survey

The provided dataset from The Living the urban periphery 2017 survey was summarized according to the number and percentage of the questions asked in the survey. From this, the researcher grouped the responses from the survey and grouped them by using to the South African Index of Multiple Deprivation domains as a guideline and presented them descriptively for the selected area.

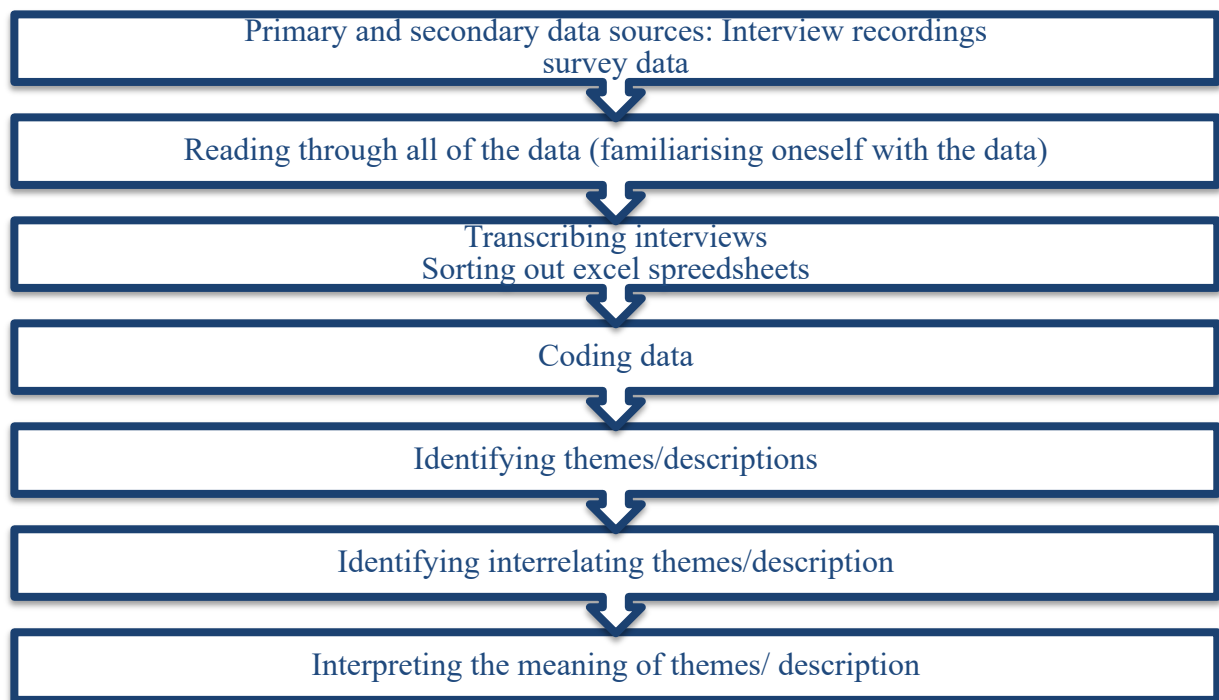
The survey also includes overall perceptions of Lufhereng by residents, such as possible reasons that would result in them moving from the area, how their lives have improved since moving to the area and what, according to respondents, has improved since moving to Lufhereng. As this data is extracted from the LUP survey, it will also be analysed descriptively.

3.7.3. Thematic analysis – key respondent interviews

The chosen data analysis method is thematic analysis because this method allows the researcher to recognise and organise patterns and themes in content and meaning (Braun & Clarke, 2006; Willig, 2013). A theme represents a specific pattern of meaning (Joffe, 2015), and can be described as an attribute, descriptor, element or concept (Vaismoradi, et al., 2016). Themes can refer to something that is directly observable, or manifest content, or something that is implicitly mentioned, latent content (Joffe, 2015; Vaismoradi, et al. 2016). Each theme may have subthemes to attain an all-inclusive view of data and uncovers a pattern of a participant's experiences (Vaismoradi, et al. 2016).

The figure below describes how the interview findings are analysed.

Figure 5: Qualitative data analysis procedure



Braun, V. & Clarke, V., 2006. Using thematic analysis in psychology. *Qualitative research in psychology*, 3(2), pp. 77-101.

3.8.Validity, reliability and trustworthiness

Validation of the research is about trustworthiness, authenticity, and credibility (Creswell, 2014). Validity is the degree to which accurately answers the question it intended to answer and reliability refers to the consistency and stability of the measurement used (Gravetter & Forzano., 2012).

There are a number of threats to validity that need to take into consideration, which the researcher must address. With regards to the Living in Urban Peripheries survey, the researcher of this study must assume the validity and reliability of the findings. However, the triangulation of data sources increases the validity, reliability of this study in particular.

3.9.Ethical considerations

For the qualitative element of this research, which was conducted by the researcher themselves, ethical clearance was approved. Ethical clearance is required for the research as it involves people; therefore, it is important for the research to meet ethical conditions in order to prevent

harm to the participants in anyway. Therefore, the following ethical considerations were applied:

- The process of conducting the interviews included making the interviewees aware of the objectives and aims of the study and that is that the interview will only be for academic purposes.
- The interviewee was made aware that the interview would be recorded and they could refuse to be recorded.
- In a situation where the interviewee disclosed sensitive information, anonymity was maintained and sensitive information was not published in the absence of consent from the interviewee.
- There was no coercion and the privacy of the interviewee was be respected.

3.10. Limitations

Some limitations of the study are:

- As a case study, the findings of this research enquiry are not generalizable to the urban peripheries in Johannesburg and Tshwane. The findings are be relevant only to the area of Lufhereng.
- While the key respondent interviews provide context, and their findings are relevant, findings must be viewed contextually, not as generalizable to a larger population.

3.11. Conclusion

The chapter defined the research approach, research design and research methods and provides the rationale behind the selected procedures. Both qualitative and quantitative research approaches were used in this study and reasons why these were chosen were explained. A case study design and motivation as to why this is the chosen study design was explained. Data collection of the two approaches was explained including the sampling, data collection methods, data analysis and validation. Ethical considerations and limitations were also outlined.

4. Chapter 4: Poverty alleviation strategies in South Africa – a policy review

4.1. Introduction

South Africa as a liberal democratic state has regular government elections; a body of media that is not controlled or restricted by government censorship in political or ideological issues as well as the tradition of civil society activism in place to hold leaders accountable for their actions (Nattrass, 2014). The transition into a post-apartheid South Africa meant restoring conditions that are favourable for economic development thus to alleviate the consequences of apartheid such as poverty (Nattrass, 2014). In a democratic South Africa, the three spheres of government have the authority to formulate and implement policies and laws about the rights and responsibilities of the citizens as well as the delivery of the basic services by the government (Baphela, 2009). According to the Constitution of South Africa (1996) there are three spheres of government meaning they are self-governing and there is no hierarchy. Section 40 (1) of the South African Constitution (1996:25) states that these spheres of government “are distinctive, interdependent and interrelated”. Each of the spheres of government is made up of three parts and that is the legislature for the representation of the public and to approve policies and laws; the executive coordinates the formulation and implementation of the policies in the government departments; and the administration which are the departments and public servants responsible for doing the work of the government and account to the executive (Baphela, 2009). Members of government are made up of three parts, elected members (legislatures) who represent the public, approve policies and laws and monitor the work of the executive and departments; the Cabinet (Executive) which coordinates the making of policies and laws and oversee implementation by the government departments; and the departments and public servants who are responsible for doing the work of government and account to the Executive. The table below is a summary of the roles of each of the spheres of government, as set out in the Constitution:

Table 6: Role of government spheres

Sphere	Role, powers and functions
National government	- Made up of Parliament National Assembly and National Council of Provinces members who approve laws and policies - Parliament appoints a Cabinet of Ministers and each minister is the political head of department

	- Each government department is responsible for implementing laws and policies, preparing a budget for its work, which is put into one national budget by the Treasury. - National government departments that exist exclusively at national level include: Defense, Foreign Affairs, Trade and Industry, etc. - National government departments that have national and provincial departments are: Education, Housing, Health and Social Development - The Department of Provincial and Local Government (which resides at the national level) is responsible for national coordination of provinces and municipalities. In every province, the provincial Departments of Local Government monitors and supports municipalities
Provincial government	- Every province has a legislature made up of Members of Provincial Legislature (MPLs) who pass provincial laws and pass a provincial budget - A Premier elected by the legislature appoints Members of Executive Council (MECs) to head each provincial department - Provincial government is headed by a Director General and provincial departments are headed by a Deputy Director General or a Head of Department. They employ Directors (managers) and public servants to do the work of government. Most of the public servants in the country fall under provincial government – these include teachers and nurses - Each province usually has at least 12 departments such as Finance, Economic Development, Housing, Social Development, Education
Local (municipal) government	- Each local municipality has a Council where decisions are made with municipal officials who implement municipal work - The Council is made of elected members who approve policies and by-laws for their area - The work of the Council is coordinated by a Mayor, elected by the Council

	- A Municipal Manager is responsible for municipal work and administration. - There are three kinds of municipalities: - Metropolitan municipalities, which exist in the six biggest cities in South Africa (Johannesburg, Cape Town, Ethekewini (Durban), Tshwane (Pretoria), Nelson Mandela (Port Elizabeth) and the Ekurhuleni (East Rand) - District municipalities made up of local municipalities that fall in one district, usually 3-6 local municipalities and there are 44 district municipalities in South Africa - Local municipalities in areas that fall outside the six metropolitan municipalities. There are 226 local municipalities, each divided into wards, each represented by a ward councillor
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The different poverty alleviation policies will be discussed in this section, followed by a discussion on whether there has been an improvement in addressing the challenges that haunt the nation to this day by the three spheres.

This section serves to highlight how the government post 1994 has made means to alleviate poverty in South Africa, and moreover what the national government, Gauteng province and the City of Johannesburg are doing for poverty alleviation, and the outcomes and challenges of these policies. This chapter will also focus on poverty alleviation policies and strategies implemented to address housing, unemployment and economic development, spatial development, social services, as well as municipal poverty alleviation policies and service delivery. The discussion of these policies is around their approach to poverty alleviation in urban peripheries and Lufhereng.

4.2. Purpose of a policy review

A policy review in research is an assessment of the current state of policies, procedures and strategies to provide possible recommendations, for the creation and consolidation, deletion or revision of such policies (University of Queensland , 2021).

A policy can be defined as a set of ideas or plan that has been officially agreed to by an organization, political party or government that outlines what to do in particular situations (Chehab, 2018). In government, a policy is a law, regulation, procedure, incentive or voluntary practice (Ibid.). The main characteristics of a policy is that it:

- States specific principles
- Focuses on action and states who should do what

There are a number of types of policies based on their functions. These are described below

Table 7: Types of policies

Type of policy	Description
According to reason for development	- A proactive policy designed to prevent a concern problem, or emergency from occurring A reactive policy in response to a problem or emergency designed to remedy existing problems.
According to issues that need to be addressed	These are policies in responses to issues such as: - Education - Housing - Health - Energy - Environment
According to scope covered or developer	- Private policies relating to institutions, organizations, and privately held companies - Public policies related to government bodies and developed for the greater public good
According to their effect on individuals	- Distributive policies for the distribution of goods and services - Regulatory policies which limit or compel certain types of bad behaviour - Constituent policies which create executive power entities or deal with laws

Chehab, M., 2018. *How to conduct a policy review*, McGill University Health Centre: Community Medicine Training Programme

Research conducted by the Centre for Social Development in Africa commissioned by the National Development Agency (NDA) reviewed 501 legislative policies with the purpose of reviewing policies geared towards poverty, inequality, unemployment, social exclusion, race,

disability, gender, youth and spatial inequality (Plagerson, 2021). The report found that, while legislative policies outline strategies to address these challenges, more needs to be done to include poverty, inequality and social exclusion in policy making and there is a gap between policy and practice (Ibid.). This research recommended that, in order for transformation to occur, policy makers must take ownership of their mandates and compose goal and practice-based frameworks, especially for poverty, inequality and social exclusion.

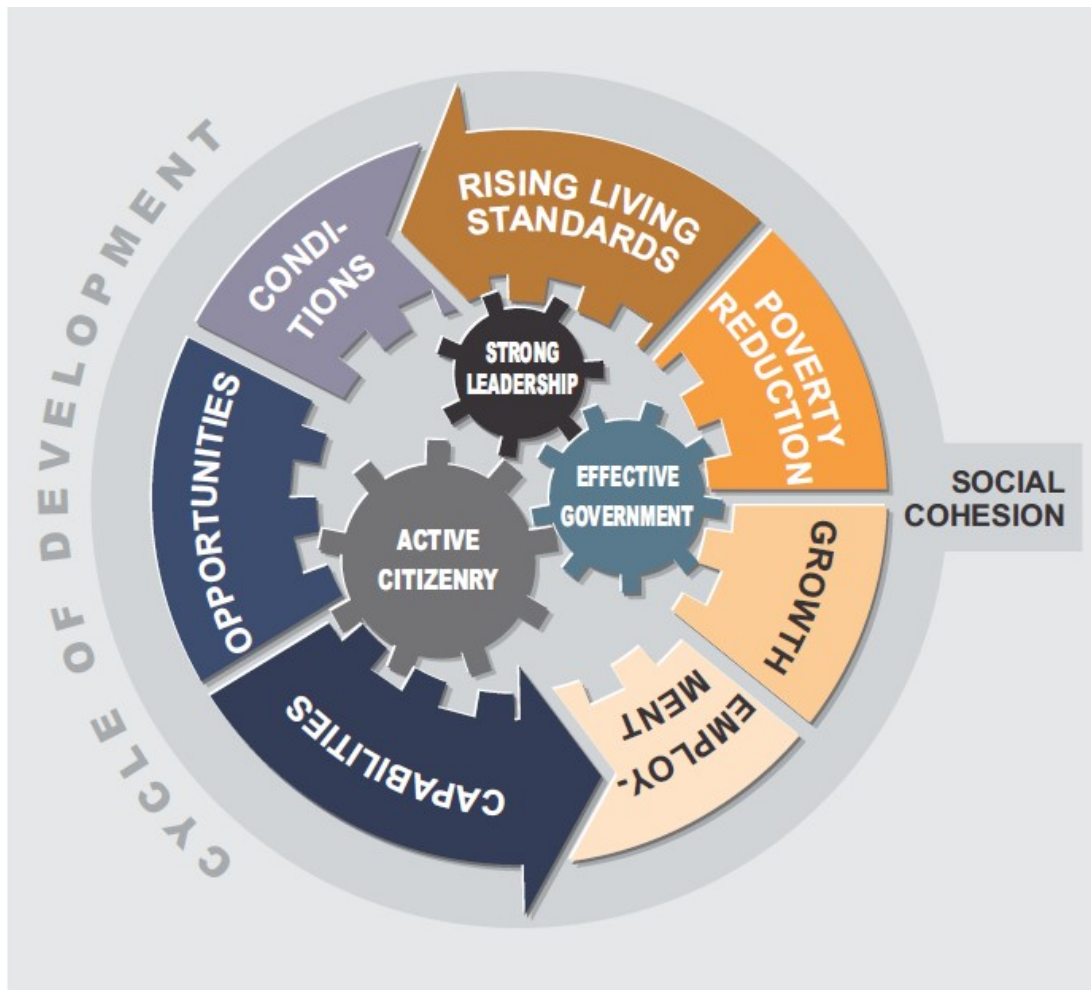
4.3. Intergovernmental coordination for poverty alleviation

It is important that all three spheres of government work together cohesively in relation to poverty alleviation. Currently, there is no law, policy or written document or framework outlining intergovernmental coordination. The South African Constitution sets out the distribution of powers and function between each sphere of government, however, it only provides set of principles for how the system should operate, as outlined in Table 6. Currently, the country's approach is that of a decentralized responsibility for implementation and national government has oversight through centralized funding mechanisms to achieve redistribution. The National Development Plan (NDP), adopted in 2012 recognizes this challenge and outlines a set of strategic goals and strategies for the purpose of the alleviation of poverty and inequality. The NDP, mandated by the National Planning Commission of the Presidency Department, is a detailed plan aimed at eliminating poverty and significantly reducing inequality by 2030 (National Planning Commission, 2013). At its core, the plan aims to eliminate poverty and inequality by addressing the following elements:

- Housing, water, electricity and sanitation
- Safe and reliable public transport
- Quality education and skills development
- Safety and security
- Quality health care
- Social protection
- Employment
- Recreation and leisure
- Clean environment
- Adequate nutrition

The NDP aims to meet its mandate by “growing an inclusive economy, increasing capabilities, enhancing the capacity of the state and promoting leaderships and partnerships throughout society” (p.24). In practice, the NDP has developed a cycle of development approach to change, which outlines the links between capabilities, opportunities and employment on social and living conditions and shows how leadership, citizenry, and effective government can drive development.

Figure 6: NDP approach to change



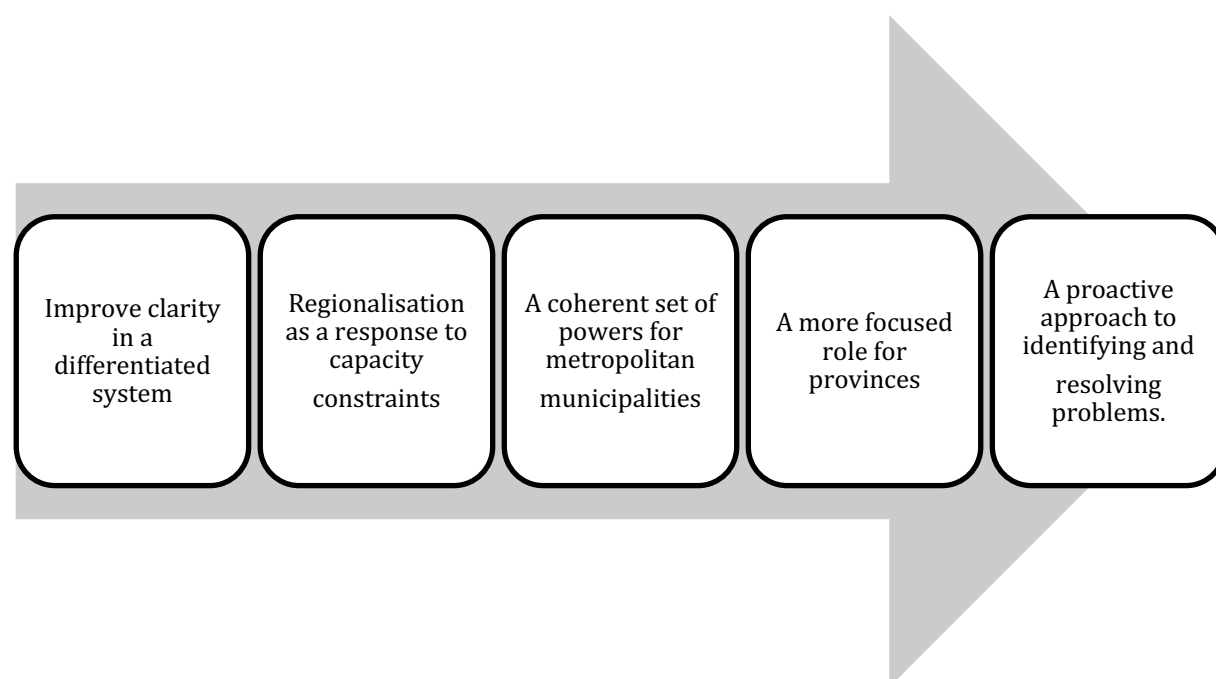
National Planning Commission, 2013. *National Development Plan 2030*, Pretoria: Department of the Presidency.

4.3.1. Challenges to intergovernmental coordination

One of the strategies outlined by the NDP is the improvement of interdepartmental coordination, which entails improving relations between national, provincial and local government. The plan aims to do this by adopting a less hierarchical approach to coordination.

However, the NDP recognizes that there is distrust and conflict between the three spheres, and identifies the issues that need to be addressed for intergovernmental coordination:

Figure 7: Issues to address for intergovernmental coordination



National Planning Commission, 2013. *National Development Plan 2030*, Pretoria: Department of the Presidency

4.3.2. Key strategic goals and outputs for each sphere

The primary task, according to the NDP is to clarify the division of roles and functions of each sphere and to ensure that disagreements are resolved quickly and effectively. Government has already started a process to align the long-term plans of departments with the NDP and to identify areas where policy change is required to ensure consistency and coherence.

For provincial government, the NDP identifies the task of improving the quality of public services as critical to achieving transformation. Therefore, provincial planning should be used to focus on proposals made in areas of core provincial responsibility such as education and health. Although some of these proposals require policy changes at the national level, there are areas where provinces can start work immediately on improving the quality of what is already being done.

According to the NDP, local government needs to make more use of Municipal Integrated Development Plans (IDPs) which can be used to focus more on critical priorities of local government such as spatial planning, infrastructure and basic services.

In order to facilitate integration, the NDP outlines the following tasks for each governmental sphere:

Table 8: Proposed key strategic outputs for government spheres

Sphere	Key strategic outputs
National government	Presidency and National Treasury working with departments to clarify roles and responsibilities, ensure that plans and budgets are aligned, and develop clear performance indicators for each programme
	Evaluation of departmental strategic plans evaluated by Presidency to determine NDP alignment
	Monitoring and evaluation to identify obstacles and continuously improve implementation
	Breaking down NDP into key outputs for departments
Provincial government	Engage in detail with areas of the NDP that relate to core provincial priorities and identify specific proposals where implementation can start immediately. Most of these will be proposals relating to how to improve the implementation of existing policies.
	Use the provincial five-year plan to focus attention on how to improve outcomes in core provincial functions, such as education and health.
	Pay greater attention to the quality of management within departments with a view to ensuring that public servants are both challenged and supported so that they can contribute fully to the work of their departments.
	Address weaknesses in procurement systems to ensure a greater focus on value for money.
	Strengthen administrative relations between provincial departments and their national counterparts.
Local government	To fulfil its developmental role, Municipal Integrated Development Plans (IDPs) need to be used more strategically to focus attention on critical priorities in the NDP that relate to the mandate of local government such as spatial planning, infrastructure and basic services.
	Municipal IDPs should be used to focus on aspects of the NDP that fit within a municipality's core responsibilities
	IDP process needs to be led by municipal staff, not outsourced to consultants.

National Planning Commission, 2013. *National Development Plan 2030*, Pretoria: Department of the Presidency

The recommendations outlined by the NDP are important in ensuring that the goals of inequality and poverty alleviation are met. The plan includes a number of goals and strategies on its way to its goal for the year 2030.

4.4. Policies and strategies for poverty alleviation

The importance of poverty alleviation is to sustainably reduce the impacts of poverty completely. Its effects are planned to be more than just relief programmes which only seek to provide short-term aid to the people. Policies put in place for poverty relief should not be implemented for developmental purposes but rather to address the pressing needs of people living in poverty at that time (Richmond, 2007). Poverty alleviation requires strategies as well as policy that is implemented across the spheres of government in order to reduce the percentage of the population living in poverty as well as the stubborn depth and severity of poverty on the livelihoods of people (Ibid.). Poverty alleviation programmes stem from the country's legacy of uneven development with large numbers of the population who are still trapped in cycles of poverty.

While the NDP outlines the importance of all spheres of government working hand in hand, there are current policies that directly address poverty across all spheres of government. As identified in Table 1, a summary of basic needs and the spheres that provide them is presented. In the section below, the national, provincial and local policies which address challenges specifically prevalent in the urban periphery (see chapter 2 – conceptual framework) are outlined and discussed. Moreover, where applicable, the focus will be on those relevant to Lufhereng. Policies relating to the aspects below will be discussed and reviewed:

- Housing
- Unemployment and economic development
- Spatial disparities
- Social services
- Municipal services

4.4.1. Housing policies for poverty alleviation

Section 26 of the South African Constitution outlines that everyone has the right to housing. The Constitution also mandates the state to take reasonable legislative measures and other measures within its available resources achieve the progressive reality of this right (SAHRC). Moreover, the Department of Housing White Paper for Housing Policy (1994) and the Housing Act of 1997 assert the importance of all spheres of government working together to achieve this goal. The White paper states that

“The critical policy challenge for housing is to facilitate maximum devolution of functions and powers to provincial and local government tiers through concurrence between national and provincial governments, while at the same time, ensuring that national processes and policies essential to an effective and equitable housing sector are in place.” (p. 20).

The Housing Amendment Act 4 of (2004), outlines this process.

- Firstly, the national government, through the minister, in consultation with other MECs and national organisations must establish and facilitate a national housing development process. (p. 9)
- Secondly, every provincial government, through its MEC and after consultation with provincial organisations, must do everything in its power to promote and facilitate the provision of adequate housing in its province (p. 16).
- Lastly, every municipality, as part of the process of integrated development planning must take all reasonable steps within a framework of national and provincial legislation and policy, to ensure that their inhabitants have access to adequate housing on a progressive basis (p. 19).

A number of housing policies exist in all the spheres of government, which play a pivotal role in addressing housing challenges faced by the urban poor. The most widely known policy is the Reconstruction and Development Programme (RDP). The limitations in the RDP (discussed in the section below) influenced the shift in the National Housing Ministry which brought about the Breaking New Ground, Inclusionary Housing Projects and Strategic Integrated Policy. These three policies played a role in the development and implementation of Lufhereng through the intersection of the three spheres of government, and their role shall be discussed later in this chapter.

4.4.1.1. The Reconstruction and Development Programme (RDP)

In 1994 before the new government of the African National Congress (ANC) assumed its responsibilities, with the assistance from other key mass organisations, numerous non-governmental organisations (NGOs) and research organisations, it put together a policy document that went beyond the aspirations of the Freedom Charter (1955) and that was the Reconstruction and Development Programme (RDP) policy framework. The document identified the many ways in which it could change South Africa for the better for all its citizens

with the focus mainly on eradicating poverty and inequality brought upon by apartheid laws and planning (Aliber, 2002).

The RDP document (1994, p. 14) states that “poverty is the single biggest burden of South Africa’s people and the direct result of the apartheid system and the skewed nature of business and development which accompanied it”. The process of formulating and implementing the socio-economic policy was a first of its kind considering the history of the country, with an element of inclusiveness and integration in its nature. In summary, the policy offers “An integrated programme, based on the people, that provides peace and security for all and builds the nation, links reconstruction and development and deepen democracy” (SAHO, 2014b, p. 11). These are not only implemented nationally but also in the provincial, local spheres; organizations having political authority and serving the state indirectly; as well as a civil society working within the framework of the RDP (SAHO, 2014b).

The RDP had a bright future but did not see all that it anticipated transpire. It could not achieve its objectives of the well-judged fiscal policy and reduction of inherited debt. This resulted in funding problems, lack of active involvement in development, insufficient staffing and lack of synchronization between the institutions (Chagunda, 2006). Those who have received RDP housing face a number of challenges. According to Mashwama, Thwala and Aigbavboa (2018), RDP challenges facing Gauteng in particular include:

- Corruption and mismanagement
- Houses that are too small for occupation
- Poor construction
- Poor location of housing project
- Lack of involvement of stakeholders and beneficiaries in the housing projects
- Urbanization and unemployment
- Abuse of the property by the beneficiary

Following the implementation challenges faced by RDP and its shortcomings, a number of other housing policies were introduced.

4.4.1.2. Breaking New Ground (BNG)

According to the Department of Human Settlements (2004), there was a decline in the actual numbers of houses produced annually, since 2000/01. However, the demand for housing was increasing, due to a number of factors, such as an increase in urban populations as a result of both urbanization and natural population growth (Ibid.). The Department, in its goal of promoting the achievement of a non-racial, integrated society through the development of sustainable human settlements and quality housing, created a new human settlement plan; Breaking New Ground (BNG). BNG housing, represents a more updated version of RDP housing. BNG subsidy housing builds on the existing housing policy articulated in the *White Paper on Housing* (1994), but shifts the strategic focus from simply ensuring the delivery of affordable housing to making sure that housing is delivered in settlements that are both sustainable and habitable (Department of Government Communication and Information Systems, 2012). The BNG strategy aims to promote an integrated society by developing sustainable human settlements and quality housing with a subsidy system for different income groups. At the heart of this initiative is the move beyond the provision of basic shelter towards achieving the broader vision of sustainable human settlements and more efficient cities, towns and regions and the Department of Human Settlements planned to enhance its contribution to spatial restructuring through:

- Progressive informal settlement eradication
- Promoting densification and integration
- Enhancing spatial planning
- Enhancing the location of new housing projects
- Supporting urban renewal and inner-city regeneration
- Developing social and economic infrastructure
- Enhancing housing settlement design, design and addressing housing quality

Unlike the previous 20-34 square metre RDP subsidy houses, the BNG house is 40 m² in size with two bedrooms; a separate bathroom with a toilet, shower and hand basin; a combined living area and kitchen with wash basin; and a ready-board electrical installation where electricity supply is available in the township, to qualifying household (Department of Government Communication and Information Systems, 2012). Some of these new housing units are medium rise, four-storey buildings for RDP, rental or buying.

4.4.1.3. Inclusionary Housing Projects

The then Department of Housing Framework for Inclusionary Housing Draft Policy (2007) defined inclusionary housing in South Africa as a means of “harnessing private initiative in its input of housing delivery to middle/higher income households to also provide (include) affordable housing opportunities in order to achieve better socioeconomic balance in residential developments and also contribute to the supply of affordable housing” (p.9).

During its development Lufhereng was deemed as an inclusionary Housing Project, and was intended to be a large scale mixed-income housing, in keeping with Breaking New Ground and Inclusionary Housing Policy strategies (Urban Dynamics, 2017). The Gauteng Department of Housing and the City of Johannesburg jointly conceptualized the planning phases of the project (Ibid.). From its conceptualization the then Doornkop Greenfields project was planned as a project that could address informal settlements, housing backlog and backyard dwellers in Soweto. Additionally, Lufhereng was designated as a Strategic Integrated Project (SIP), which means that it is prioritized across all three spheres of government (Lufhereng.co.za, 2014). The development was prioritized as a SIP because of the far-reaching impact it was expected to have on poverty alleviation (Ibid.).

An Inclusionary Housing policy has since been approved by the City of Johannesburg as of 2019 (Erasmus, 2019). The policy defines inclusionary housing as “housing programme that, through conditions attached to land use rights approvals, requires private developers to dedicate a certain percentage of new housing developments to low income and low middle income households, or to households that may not otherwise afford to live in those developments” (Ibid., n.p.). As of 2019, there are four different options for the implementation of inclusionary housing and, in each option, a minimum of 30% of the total units in the development must be set aside for inclusionary housing. The approved policy does not affect existing approved land rights (Ibid.). Lufhereng is still recognized as an inclusionary housing project, but in terms of older draft policy.

4.4.2. Unemployment and economic development policies for poverty alleviation

Unemployment is a crucial element in poverty. As such, policies that focus on addressing and eradicating unemployment as well those that focus on economic development with the intention of job creation are pivotal in poverty alleviation. Earlier policies have included the

Growth, Employment and Redistribution (GEAR) policy in 1996, which was replaced in 2004, by the Accelerated and Shared Growth Initiative South Africa (ASGISA), which was replaced by the New Growth Path (GNP) in 2010 (Aliber, 2002; Chagunda, 2006; Madikizela & Ntshaka, 2010; Masters, 2019; SAHO, 2014). Since then, economic development has been part of the NDP 2030 goal. The political changes of the country have significantly impacted economic and unemployment development in South Africa, with these policies failing to meet their intended purpose, as unemployment continues to plague the country. As such, many South Africans have sought other means generating income. In some urban peripheries, varied and complex means of income generation have surfaced (Charlton, 2017). These include home-based microenterprises, local businesses and retail, and high rates of rental and sub-letting. With the latter comes the creation of backyard dwellings, an issue that housing developments are meant to be addressing (Ibid.).

While earlier programmes have not adequately addressed unemployment, there are programmes that provide employment opportunities in urban peripheries.

4.4.2.1. Expanded Public Works Programme and township development

The Expanded Public Works Programme (EPWP), is a programme which plays a significant role in addressing unemployment in urban peripheries. Implemented in 2003 is a “a nation-wide programme which will draw significant numbers of the unemployed into productive employment, so that workers gain skills while they are gainfully employed, and increase their capacity to earn an income once they leave the programme” (Mccord, 2004, p.8). The programme employs workers on a temporary or ongoing basis with government contractors or non-governmental organisations under the Ministerial Conditions of Employment for the EPWP or learnership employment conditions (Department of Government Communication and Information Systems, 2019). EPWP projects are targeted and focus on people who:

- Are unemployed and willing to work
- Are largely unskilled
- Do not receive social grants
- The urban and rural poor

EPWP projects employ workers on a temporary or ongoing basis with government contractors and increases the labour intensity of government-funded infrastructure projects, creates work

through Non-Profit Organisations and through Community Work Programmes, public environment and culture programmes and public social work programmes (Department of Public Works, 2018). The EPWP also provides training and enterprise development support (Ibid.). EPWP contracts last for 12 months, and can be extended at the discretion of the employer.

The Gauteng Province has also implemented a Township Economy Strategy (TED), which aims to create employment opportunities (Masha & Bopape, 2018). This programme recognizes the economic potential in townships and the structural economic impediments in townships (Ibid.). This programme aims to develop the following sectors in townships; retail, construction, manufacturing, creative industry, transportation and financial services.

4.4.2.2.Economic development in Lufhereng

During the development of Lufhereng, an economic development plan by Urban-Econ consulting conceptualized a number of economic activities such as the creation of an agriculture-related economic base that will create job opportunities and become a sustainable living environment (Ibid.). A key component of the plan was agricultural economic activity, for both subsistence farming and commercial enterprise, motivated by the availability of land, market and technology. This plan also anticipated that Lufhereng would be an industrial hub for the manufacturing of steel windows, cookware, cleaning products, food processing and warehousing, etc., for local, national and international markets (Ibid.). The plan included community projects such as spaza shops, including a bakery project with mini bakeries, an informal trader's market and hair salon, and implied that these were not home-based enterprises, but located in designated sites. As Lufhereng is still in development, there are still plans to implement urban agriculture, with 940 000m² of land reserved for this, and 420 000m² reserved for 'commercial development such as retail, offices and filling stations (Sunday World, 2021). As such, economic development in the area is still being proposed. However in practice, economic plans have not yet been realised (Charlton, 2017).

Between 2016 and 2017, a Public Works programme established by the City of Johannesburg called Jozi at Work was implemented in Lufhereng (Kabale, 2018). The programme, which ran in Johannesburg between 2014 and 2017, was an initiative set to empower communities by giving them the opportunity to form small businesses which can take on work packages such

as waste cleaning and recycling (Ibid.). This programme targeted women and youth. Selected areas for this programme were identified through a deprivation map compiled by the City, and ward D, in which Lufhereng is located. Lufhereng was selected for this programme. Jozi at Work begins with Pikitup creating a work package for a particular region for small waste management businesses (Ibid.). From November 2016 to 2017, 35 residents from the area conducted street cleaning, recycling and waste sorting and rehabilitation(Ibid.). While this programme was impactful in that it provided a small business with funding and capacity to therefore employ locals from the area, it was cut short and only provided temporary relief to a small number of residents.

4.4.3. Spatial development policies for poverty alleviation

The White Paper on Housing (1994) identifies spatial and geographic disparities as a major challenge to resolving South Africa's housing crisis. These include disparities between rural and urban areas, between different areas, and between different provinces. Similarly, there is inequality in the provision of services to urban areas due to these disparities (Ibid.). The historical pattern of land use and allocation is an immense constraint. To address spatial challenges in South Africa, Spatial Development Frameworks have been implemented, which all consider the impact of geographic segregation and land inequalities from the apartheid legacy. For its 2030 vision, one of the Gauteng provincial SDF's noteworthy objectives is a focus on urban form, which includes limiting urban sprawl, and creating effective transport systems through urban renewal, clustering and densification. These objectives are crucial as research has found that those living in government housing typically have longer commutes to work (Culwick & Patel, 2020). Additionally, the city envisions preventing further development and discouraging development in peripheral areas and encouraging development in central and strategic areas (Gauteng Provincial Government, 2013). The Johannesburg SDF policy outlines a set of strategies for spatial transformation defined through the principles of equity, justice, resilience, sustainability and urban efficiency (City of Joburg, 2016). The City of Johannesburg SDF seeks to address major issues in the city's spatial and social landscape, which include, urban sprawl and fragmentation, spatial inequalities and the job-housing mismatch and inefficient residential densities and land use diversity.

4.4.4. Social services for poverty alleviation

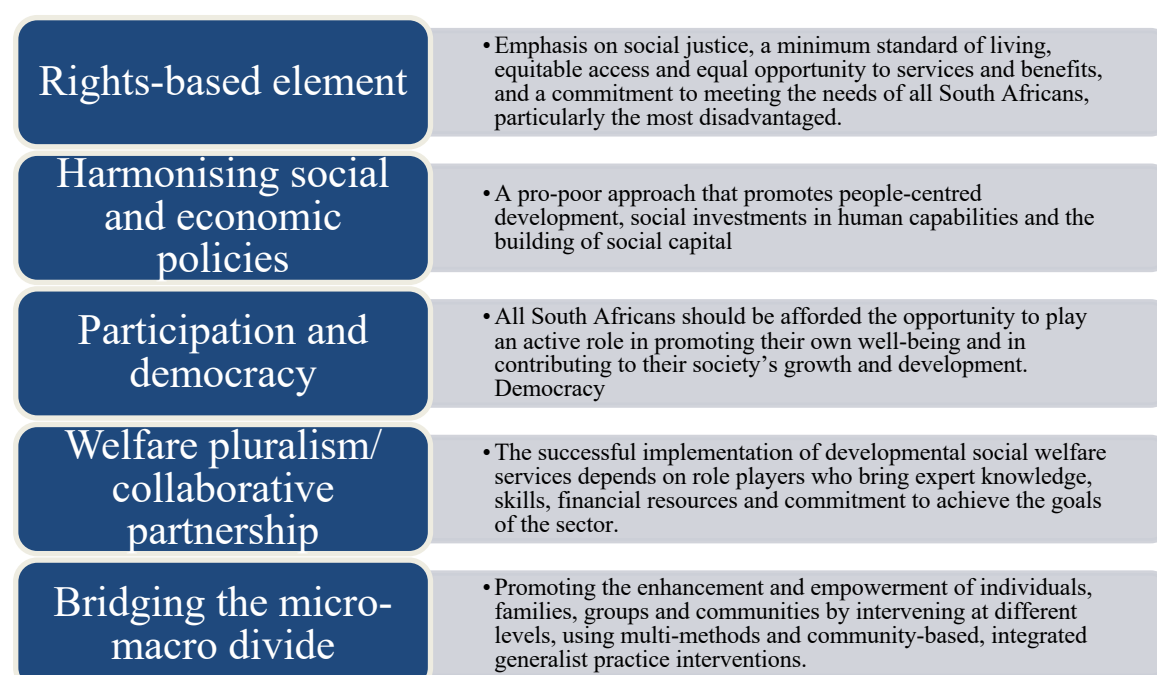
The work of the Gauteng Department of Social Development is shaped by the national policy and legislative frameworks. The functional mandate of the national Department of Social Development (DSD) is indicated by a number of legislations, including the Older Person's Act of 2006, the Children's Act of 2005, the White Paper for Social Welfare, 1997, and White Paper for Population Policy for South Africa, 1998. Other than being responsible for policy, planning and legislation by the White Paper of 1997, the Department of Social Development is responsible for:

- planning, implementing and monitoring of the delivery of social welfare services;
- the initiation and facilitation of social welfare governance structures; to administer social security systems and;
- to provide finance for social welfare programmes provided by organisations in accordance with national policy and to formulate and review the criteria for such funding (Department of Social Development South Africa, 2013).

Moreover, developmental services and programmes which resulted in inequality and poverty are the centre of policymaking as poverty alleviation is acknowledged as DSD's key programme. Therefore, developmental social welfare services use community development as a mechanism for poverty alleviation.

According to the national mandate for social welfare, there are five elements that are central to the developmental approach to social welfare service delivery in South Africa (Department of Social Development South Africa, 2013). This includes:

Figure 8: Elements of the DSD developmental approach



DSD. (2013). *Framework for Social Welfare Services 5 Framework for Social Welfare Services*. Available from <https://www.dsd.gov.za/index.php/documents/send/20-frameworks/63-framework-for-social-welfare-services>

Social welfare services provided by the Department of Social Development play a major role in the livelihoods of the urban poor. A potential challenge for those living in the urban peripheries however, is access to these services. Therefore, it is important that availability or access to social welfare services are taken into considered or addressed within policy implementation.

4.4.4.1. Poverty alleviation through social development programmes

The Department of Social Development (DSD) provides a number of social development programmes aimed at poverty alleviation. In accordance with the NDP, DSD aims to address the critical challenges of poverty, unemployment and inequality with the intention of improving short and long-term prospects of current and future generations (Gov.za, 2019b). The Department's programmes, functions and purposes are presented below:

Table 9: Social Development Poverty Alleviation Programmes

Programme	Purpose	Function
Welfare services	To create and provide social protection to the	- To develop policy and legislations that promote the rights of older persons

	most vulnerable of society through social welfare delivery services delivered via provincial government and NPOs	- To develop and strengthen programmes, care, support and development of older persons - To develop and implement strategies to protect and promote the rights of older persons
Integrated development	To reduce poverty through integrated sustainable development and the rebuilding of families through empowering young, old, people with disabilities and women	- Co-ordinate and facilitate the delivery of integrated and sustainable development programmes that will promote the achievement of holistic community development through partnership with relevant stakeholders and civil society. - Prevent the spread of HIV, reduce the progression of those who are positive to full blown AIDS through appropriate interventions, as well as support those who are on ARV treatment through strategies that will mitigate the social impact of the epidemic. - Create and provide social protection to the most vulnerable of society through the delivery of Social Welfare Services, delivered via Provincial Government and NPO structures - Develop and implement the required policies, legislation and programmes in order to protect the rights of children to care and protection. - Ensure that the required policies, legislation and programmes are established in order to promote and

		support family life, to provide services to victims of crime and perpetrators.
Social policy	To ensure alignment of department's social policy thrust to other government poverty research, measurement and social exclusion analysis initiatives.	- Give strategic guidance to the policy developments of the Department. - Advise on the implementation of research/capacity building/program development projects. - Contribute to poverty reduction by ensuring that programmes and services are aligned with the objectives of ASGI-SA, and ensuring the sustainability of social spending through the improvement of job creation in the economy.

Department of Social Development. 2019. *Department of Social Development Programmes*. Retrieved from <https://www.dsd.gov.za/index.php>

4.4.4.2. Social assistance grants

Social grants are a form of income transfer provided by the government these refer to grants paid by the South African Social Security Agency (SASSA), the public entity responsible for ensuring that the government provides grant payments to the right person and at locations most convenient to people (SASSA, 2019). In accordance with the Social Assistance Act of 2004, grants are provided to those who are unable to support themselves and the vulnerable. These include children and foster care families, the elderly and the disabled. According to the Department of Social Development, the number of South Africans dependent on social grants increased from 7% in 1996 to 31% in 2019, which is 18 million South Africans (Gov.za, 2019b). This is largely due the increased availability of grants post-apartheid. According to the National Treasury (2020), the total estimated expenditure on social grants in the 2019/2020 financial year was R175 million. These social grants are namely(Ibid.):

- Family and children, which include child support, foster care and dependency grants⁶. These accounted for 42% of the total expenditure.
- Old age grants or pension grants awarded to those who are 60 years or older and war veterans grants. In the 2019/2020 financial year expenditure, these grants accounted for 44% of the total expenditure.
- Disability grants given to those who are temporarily or permanently disabled. Temporary grants are provided for a period of not less than 6 months, but not more than 12 months. Permanent grants are provided for a period of longer than 12 months. These accounted for 13% of the total expenditure.
- Social protection grants which include grant-in-aid⁷ and social relief of distress which accounted for 1% of the total expenditure.

SASSA reports that the number of beneficiaries who received social grants by the end of 2018/19 financial year residing in Gauteng was 2.7 million (SASSA, 2019). This accounts for 15% of grant recipients in the country, the third largest number in the country, after KwaZulu Natal and the Eastern Cape (Ibid.).

4.4.4.3.Social Relief of Distress Grant and other social assistance services

Social assistance in South Africa is not only limited to the provision of social grants to the elderly, children and the disabled. Other social assistance services include the Social Relief of Distress Grant, food parcels, and drought and flood relief, including food coupons exchanged at supermarkets, offered by the Department of Social Development. According to SASSA, The Social Relief of Distress Grant is applicable to only South African citizens and permanent residents who require assistance due to their dire living conditions and are unable to meet their immediate needs. It is issued for on a monthly basis for a maximum of three months, with exceptional cases getting a further three months. The Social Relief of Distress Grant is provided to those who are medically unfit to work and do not qualify for, or have yet to receive a social grant.

⁶ This grant is provided to those care for children under 18 who need permanent care for their disability (DSD, 2021)

⁷ The grant-in-aid is used to compensate the person taking care of a grant recipient who needs to be cared for

Basic healthcare as a means of social assistance, is provided to pregnant women, children below the age of 6 for free. Moreover, primary healthcare is provided to those who cannot afford medical aid on a “sliding scale” meaning people only pay what they can afford, in accordance with the National Health Insurance Bill of 2019.

The social wage is provided by the government and is recognized by the NDP as a gradually escalating contribution to improving the living conditions of the people living in poverty. As a means of reducing poverty, government is invested in poverty alleviation through the reduction of the cost of living for the poor and the working-class households. The government does this by: investing in the social wage and basic services; social development and local amenities; and also through social assistance grants such as the old age grants, and the child support grant.

4.4.5. Municipal services for poverty alleviation

The provision of municipal services is the role of the local sphere of government (Gov.za, 2019a). There are a total of 278 municipalities in South Africa (44 district and 226 local), which have the purpose of focusing on growing local economics and providing infrastructure and services. According to the Constitution, the objectives of local government include ensuring the provision of services in a sustainable manner, promoting social and economic development and promoting a safe and healthy environment. In this section, policies aimed at poverty alleviation and development are outlined below.

4.4.5.1. Indigent policy in municipalities

The national framework for municipal indigent policy that is derived from the Indigent policy at National government was aimed at addressing and including those that were formerly excluded from basic services (Department of Provincial and Local Government, 2013).

The relationship between the three spheres is that National government and Provincial government feed into Local government. National government has an indigent policy that is implemented at all spheres or rather influences indigent policies or poverty alleviation policies at the other spheres of government. Provincial government has individual provincial departmental indigent policies for municipal functions. The meaning of the term indigent refers to lacking the necessities of life (Department of Provincial and Local Government, 2013). In South Africa, as stated in the Constitution, these are the basic needs needed for

survival. These include access to safe and clean drinking water, basic sanitation, refuse removal in denser settlements, environmental health, housing, food and clothing and therefore not having these is considered indigent (Ibid.).

The implementation of the indigent policy by local municipalities realises the need for inter-governmental cooperation. Local government is to build their own indigent policies in order to meet the demands for basic services in their municipalities. The policy also provides the basis for actions which national government will take in terms of the responsibilities municipalities are given by the Constitution to guarantee that municipalities are able to offer basic services. The Expanded Social Package (ESP) also known as the Siyasizana policy, is the City of Johannesburg rebate programme to help indigent households (City of Joburg, 2018) . It is aimed at improving the lives of the indigents and providing a social safety net by improving their accessibility to Free Basic Services (FBS) on their municipal services such as rated water, basic sanitation, and electricity and refuse removal. It is different from the former indigent subsidy system because citizens are not required to be account holders to apply for the subsidies. They just must live where there is an account with the city for water/electricity and on top of that citizens can apply as homeless persons (Ibid.). The ESP targets vulnerable residents in the City such as: the unemployed, youth, people with disabilities, displaced persons, senior citizens, women and children. People with different levels of need will qualify for different levels of subsidy according to the City's measure of poverty. To qualify for ESP, the individual monthly income of the resident should not exceed R6 086.37. The extent of the rebate will depend on the applicant's score on a Poverty Index designed by the City of Johannesburg, which categorises poverty based on income into three levels or bands. The first band scoring the lowest (1-34) are those living in the most underprivileged circumstances; band 2 with 35-70 are those citizens who earn some formal income but do not measure up to the poverty index's survival level; and lastly, band, 3 with a score of 70-100 are those described as being on the borderline of poverty (City of Joburg, 2018). This is illustrated in Table 10 below:

Table 10: Poverty definition and income bands

Band	Income	Definition

Band 1	R6 086.37	The lowest level of subsidy aimed at helping those on the borderline of poverty
Band 2	R4 057.57	The middle level of subsidy, aimed at those who have some formal income who are earning below the survival level, as defined by the CoJ poverty index
Band 3	R1 064.27	The highest level of subsidy, aimed at those with no formal income living in the most deprived circumstances

Another key objective of the Social Development Department at the CoJ is promoting access to food in the necessary quantity, quality, and consistency which promoted the implementation of the Food Resilience Programme. The need for this kind of intervention was prompted by the 2008 Johannesburg Poverty and Livelihoods study which recognized that the urban poor struggle to gain access to services and opportunities to better their livelihoods (Rudolph, Kroll, Ruysenaar and Dlamini, 2012). If individuals qualify for the Expanded Social Package (ESP) they will further qualify for the food resilience programme and similarly to the ESP, individuals need to re-register after 6 months. The policy aims to improve household food production through small-scale farming, creating sustainable local supply networks in local areas, access to food and food safety, and removing market barriers for local farmers (Masondo, 2009).

The human development strategy (2004) in the CoJ shows commitment to promoting inclusion and development of women by implementing the Women Empowerment policy (2014). The policy aims to tackle issues of race, class, gender as well as poverty and hunger as part of women's development issues in the city. The objectives of the policy include advocating for women's self-empowerment, their economic status; reducing their exposure to poverty and unemployment, minimising their vulnerability when it comes to socio-economic pressures. Moreover, the policy wants to ensure that women are treated as equals in their spaces, as well as to improve their health. The implementation of the policy is guided by the 2040 Growth and Development Goals set out by the CoJ. The policy aims to protect all women in the city more especially the more vulnerable groups of women such as illiterate women, elderly women, foreign migrant women, disabled women, domestic workers, sex workers, LGBT (lesbian, gay, bisexual, transgender and intersex), previously imprisoned women, and single and child-headed households. Women account for more than 50% of the city's population and yet are the most underprivileged group in the city; this means a lot of work needs to be put in the

implementation of the policy to ensure that women are actively involved in the creation of social safety nets.

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4.4.5.2.Municipal service delivery

Municipalities have three functions in relation to poverty alleviation; governance and administration, delivery of indigent social packages, and public service packages (roads, public transport, community emergency services.) (Department of Provincial and Local Government, 2013). Limited basic services such as water and electricity are provided to indigent households at no charge, and the municipality is required to provide these services sufficiently to cater for the basic needs of a poor household. The City of Johannesburg provides municipal services to 1.8 million households (municipalities.co.za., 2021). In 2018, the City provided the following services for free to qualifying households:

- Flushing toilet connected to sewerage provided for free to 13 593 households;
- Weekly refuse removal provided for free to 19 924 households;
- Piped water inside dwelling provided for free to 14 110 households;
- Electricity for lighting provided for free to 11 520 households.

The City of Johannesburg also provides public transport services, namely the Metrobus (Joburg.org.za, 2018). The city has 532 metrobuses, which include two luxury buses and six special needs buses that are fitted with hydraulic wheelchair lifts (Ibid.). This service however, does not provide public transport to the City in its entirety, as, according to the City, this services transports 90 000 passengers daily. The City has therefore developed a Strategic Integrated Transport Plan, which acknowledges that taxis are the dominant mode of transport for the city.

The City also provides emergency and community safety services through its Emergency Services (EMS) department, which consists of reactive incident management, that is paramedics, fire fighters and rescue, and ambulances and its proactive services directorate which focuses on fire safety, code application and code enforcement (Ibid.). Community Safety is provided by the Johannesburg Metropolitan Police Department (JMPD), which coordinates the City's crime prevention strategy, traffic regulation and enforcement of by-laws.

Although access to core services has improved since 1998, access to social and economic opportunities remain unequal (Pieterse and Owens, 2018). The national Bus-Rapid Transit (BRT) system is a system introduced by government with the aim of linking different parts of the city into a network with bus-only lanes and bus stations (Department of Government Communication and Information Systems, 2016). This transit system was operational from October 2013 in City of Johannesburg as the Rea Vaya bus system. The route runs from Soweto and passes through Noordegesig, New Canada, Pennyville, Bosmont, Coronationville, Newclare, Westbury, Westdene, Melville, Auckland Park and Parktown, and it links to the CBD (Ibid.). By June 2015, Rea Vaya buses carried an average of 37 579 passengers each working day. While this system was also intended to run through the area of Lufhereng (Foto, 2017), this has not yet been realized.

4.5. Key respondent interviews on poverty alleviation strategies in the City of Johannesburg

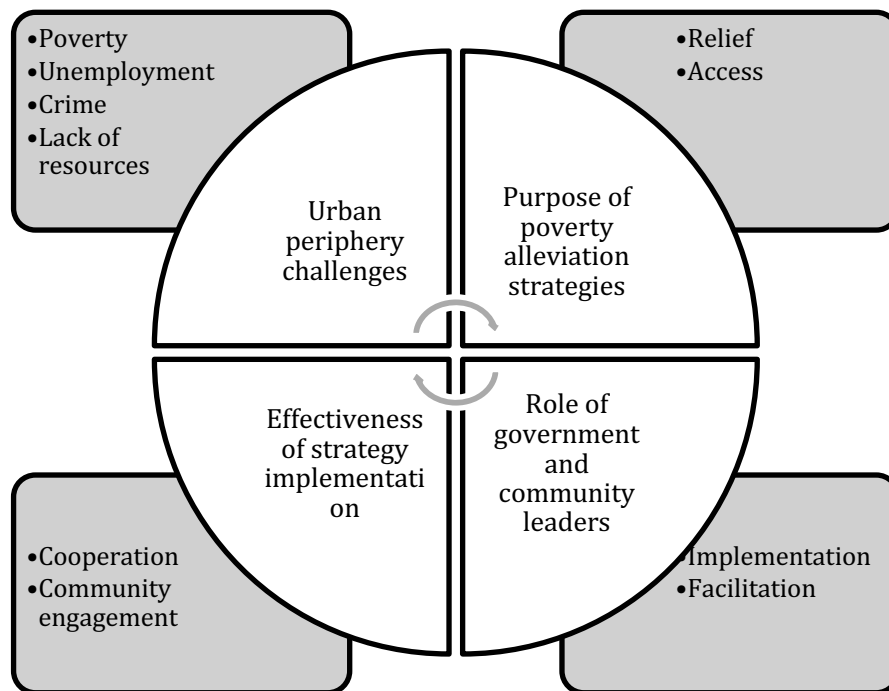
In order to gain further insight on the implementation and effectiveness of poverty alleviation strategies, primary data collection was also conducted by means of qualitative interviews. This section provides the findings from the qualitative component of this study. Themes and patterns that emerged from interviews with key respondents are presented. As previously stated, seven key respondents were interviewed, namely;

- Interviewee 1: National Social Development unit official
- Interviewee 2: Provincial Social Development unit official
- Interviewee 3: Municipal Social Development unit official
- Interviewee 4: Municipal Social Development unit official
- Interviewee 5: Urban development academic
- Interviewee 6: Lufhereng school vice principal
- Interviewee 7: Lufhereng resident who is a social worker in Doornkop Clinic

4.5.1. Themes

The figure presents the themes which emerged from interviews with key respondents

Figure 9: Key interview themes



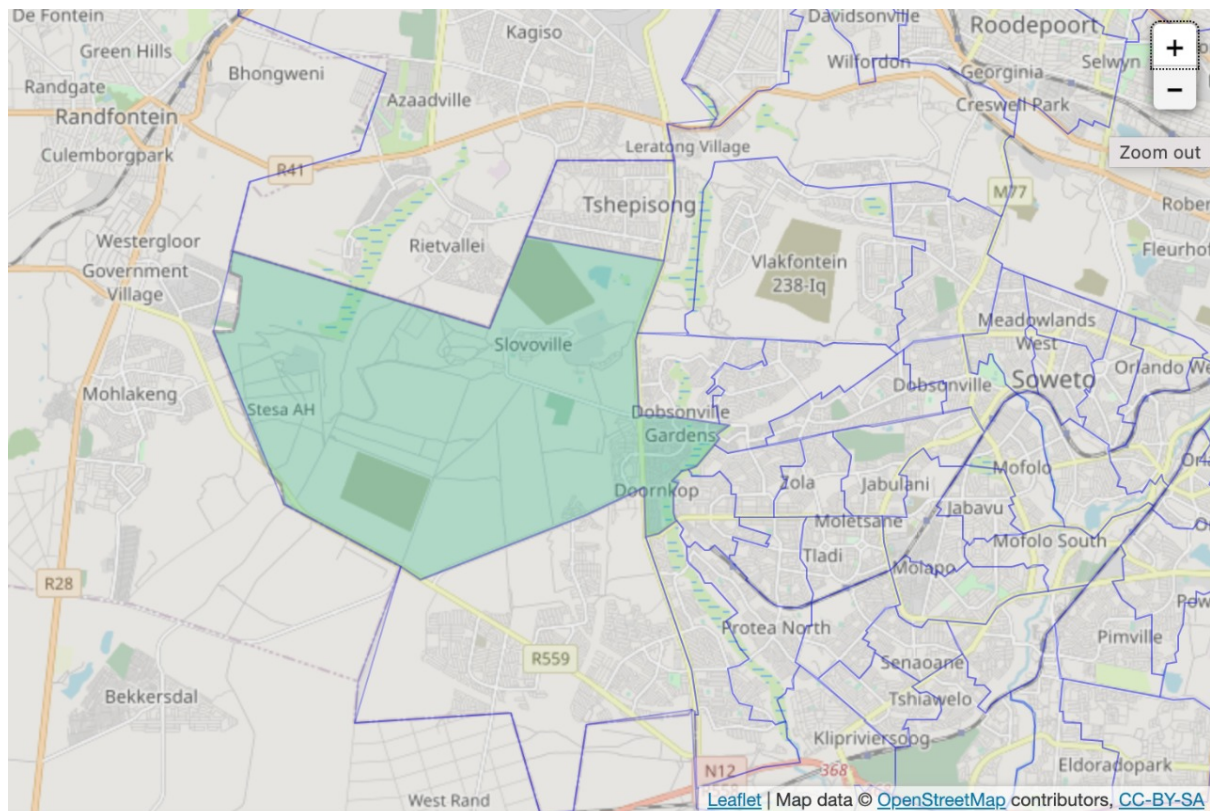
It is worth noting that when interviewees were further probed (where relevant) on how or whether their responses apply to Lufhereng or to urban peripheries, in general, they simply stated that they apply to the province or to the City of Johannesburg as a whole.

4.5.1. Urban periphery challenges

One of the emerging themes from interviews was that, generally, urban peripheries face poverty, unemployment, crime and lack of resources. It was also pointed out that the same is true in Lufhereng:

“Lufhereng is part of ward 53, as classified by the Municipal Act is a poor ward meaning that people living in this ward including Lufhereng are poor and mostly depend on the government for services, located where there are RDPs and are unemployed.” -Interviewee 4.

Map 3: Map of ward 53 - Johannesburg



Another challenge in the community, which is directly linked to poverty is child-headed households, which one respondent identified is a reality in the community. Additionally, according to the same respondent (Interviewee 4), many learners receive government grants, and rely on the feeding schemes and vegetable gardens in schools for food.

4.5.2. Purpose of poverty alleviation strategies.

From the interviews, key respondents identified poverty relief and access as the purposes of social development benefits.

“The services that we offer are for the poorest of the poor and they help to “numb” the situation.” - Interviewee 1

According to government officials, the goal of poverty alleviation is not only to provide relief to the poor, but to ensure that their services are readily available to the community. Therefore, poverty alleviation strategies such as grants and social welfare services are “pro-poor” and are targeted to “marginalized” and “non-serviced” wards. Therefore a poverty index developed by

local government was developed. This index “... identify the most marginalised wards that looks at income, education, area, demography and standard of living.” - Interviewee 2.

These services (grants and social welfare services) are reportedly made available through regional offices throughout the City of Johannesburg. Some of the poverty alleviation strategies that have been formulated include “*human development, skills development, ECD, ESP, disabilities, social worker’s unit, migrants and disability.*” - Interviewee 4.

4.5.3. Role of government and community leaders

Key respondents highlighted that the major role of leaders in poverty alleviation is to implement and facilitate the implementation of alleviation strategies at all levels.

Community leaders are an important element in this as they speak for the needs of the community, as they work in and for the community.

“My role is to provide information to the residents of Lufhereng and the whole of ward 53... my role goes beyond the hired role because of the challenges faced by the community.” - Interviewee 7.

4.5.4. Effectiveness of strategy implementation

While the role of government is to make services available and accessible, key respondents highlighted that, in order for these strategies to be effective, cooperation is imperative. Government departments at national, provincial, local and municipal level need to “... *work hand in hand*” and maintain an open approach where communication “... *flows both ways.*” - Interviewee 5.

Community engagement was also highlighted as pivotal to effectiveness. Interviewees pointed out that ward meetings and other community meetings and events are important for the community to receive information and to also share their challenges and make their needs known.

4.6. Challenges in poverty alleviation strategies and policies

Service delivery is a South African Constitutional right, and access to these enhances the quality of life of the people as well as increases their social and economic opportunities

(Cashdan, 2008). The limitation to this however is that people only have access to services which they can afford but since majority of South Africans are poor it is the responsibility of the local government to incorporate this in their poverty alleviation policies and strategies by maximising the social benefits and economic returns without compromising on the quality of services they produce (Ibid.).

The section has outlined policy on poverty alleviation to date in South Africa, Gauteng and the City of Johannesburg. The major policies implemented at the national level form the basis for what Gauteng and the City of Johannesburg are doing on the ground. However local municipalities should possess the power to influence how overall policies are formulated as they are the ones on the ground working with the citizens and making sure that they deliver quality services. The biggest and most transformative policy has been the Siyasizana policy in the City of Johannesburg, which, with the development of the poverty index has made it easier for the municipality and province to be able to narrow down where the most vulnerable people are and to assess the needs there and further work on more strategies. This policy addresses the most urgent needs of the poor in the City, catering to their immediate needs. There are other policies and programmes especially in the province and city that have been implemented for social transformation that have positive effects on poverty reduction, such as housing policies, unemployment and spatial development frameworks implemented by all spheres of government.

To reflect on the state in which the country is in now, the element of participation and democracy should provide citizens with the opportunity to play an active role in promoting their own well-being and in contributing to their society's growth and development (Department of Social Development South Africa, 2013). To achieve its goals, the policymakers should bring in role players who bring expert knowledge, skills, financial resources, and commitment, therefore, bringing about the element of collaborative partnership (Department of Human Settlements, 2010). Lastly, interventions at different levels, using multi-methods and community-based, integrated generalist practice interventions must be implemented to empower citizens, individuals, families, groups and communities.

4.7. Conclusion

This chapter has highlighted all the key policies needed to understand urban poverty and poverty alleviation.. Qualitative key interviews were also presented which highlighted the themes that emerged from key respondent interviews on the purpose of poverty alleviation strategies, the roles of government and community leaders and how to maintain their effectiveness. These responses were limited as respondents could not point out what is relevant or applied to Lufhereng itself, only the services provided and implemented by the province and the City of Johannesburg.

5. Chapter 5: Descriptive Research Findings

5.1.Introduction

The purpose of this chapter is to present the descriptive data findings from the analysis of the LUP dataset provided to the researcher. The findings are presented with the SAIMD deprivation domains as a guide on gauging the nature and extent of poverty in the area, thereafter, the perceived implementation of the policies and strategies will be assessed through survey respondents. Lastly, the overall perceptions of the residents of Lufhereng will be presented.

5.2.Description of respondents

Responses collected from Lufhereng in the Living the Urban Periphery Survey was n=78 households. As previously stated, the survey consisted of questions targeted towards the household and questions targeted towards individuals, where the individual interviewed would provide responses on behalf of the other members of the household. The following section presents an overview of the demographic description of respondents who were interviewed for each household.

Of the respondents, 41% (n=32) were female and 59% (n=45) were male. As indicated by the table below, most respondents were between the ages of 40 and 49, followed by 50 to 59.

Table 11: Household respondent age range

Age	Count	Percentage
18 - 29	2	3%
30 - 39	11	14%
40 - 49	28	36%
50 - 59	23	29%
60 -69	13	17%
70+	1	1%
Total	78	100%

As indicated by the table below, the average number of years that respondents lived in Lufhereng was 6 years, an average of 4 people lived in the yard and the household income was R4948 on average. The median household income was R3800. The median is a more apt indicator for household income as the average is impacted by outliers which can affect the average. The median, as the middle amount shows where most incomes are distributed.

Table 12: Average number of years in Lufhereng, number of people in yard and household income

	Average	Median
Age	29 years	26 years
How long have you lived here?	6 years	7 years
Number of people in yard	4	4
Household income	R4 948	R3 800

5.3.The nature and extent of poverty in Lufhereng

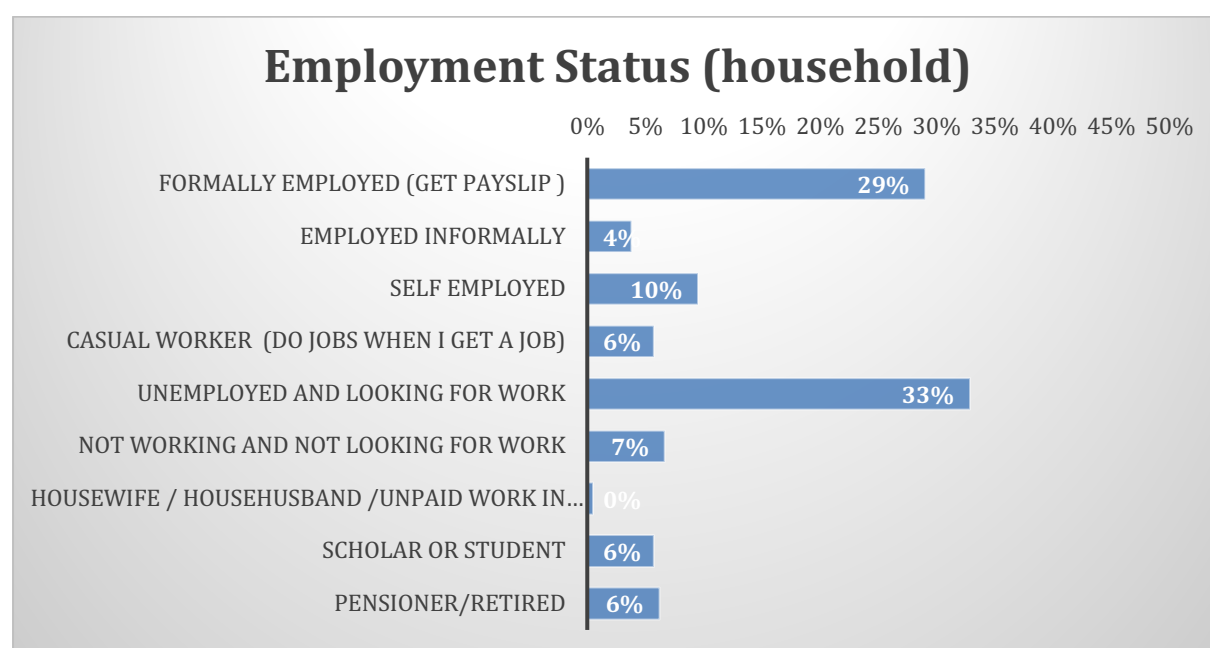
To understand the nature and extent of poverty in Lufhereng, the study made use of the South African Index of Multiple Deprivation (SAIMD) domains as a guideline to present and analyse the Living the Urban Peripheries survey data. SAIMD provides a diagnostic analysis of poverty and the multiple deprivation at small scale level. For this study, each domain will be calculated and presented as a percentage. As previously indicated, a higher the percentage indicates a greater level of deprivation (Noble et al., 2013).

The results presented below have been analysed using the Living the Urban Periphery Survey SPSS data, which was received presented as frequencies and crosstabulations for Gauteng, specifically focusing on Lufhereng. Both household and individual data will be presented, which will depend on how the domain is calculated.

5.3.1. Employment deprivation domain

Employment deprivation is measured in terms of the expanded definition of unemployment for people of working age (Noble et al., 2013). Guided by SAIMD indicators for employment deprivation, adults were evaluated for this domain, with a focus on those who reported that they are unemployed and looking for work, and those not employed and looking for work (discouraged work seekers). This resulted in 210 individuals being eligible for evaluation of this domain. The results are presented below.

Figure 10: Adult employment status



- Of the adult population, 33% of respondents are unemployed and looking for work
- 7% of adults are discouraged work seekers (not working and not looking for work)

Based on the findings above 40% of Lufhereng adults are unemployed. The SAIMD uses the official definition for unemployment, which specifically outlines that the age range of 15-64. However, the LUP findings above show the proportion of adults, but not based on the official definition age range.

5.3.2. Living environment deprivation domain

According to Noble et al (2013) the purpose of this domain is to identify deprivation relating to the poor quality of the living environment. The SAIMD indicators for this domain include a total of the population who:

- Live in a shack
- Have inadequate water supply
- Do not use electricity as a main source of lighting
- Inadequate sanitation

As such, this domain was investigated using the indicators above. Fieldworkers were asked to assess each of the 78 households and report on each of the statements in the table below:

Table 13: Living environment deprivation domain - Lufhereng

Question	Response	Count	Percent
What kind of a dwelling does the respondent live in?	House, brick or concrete structure on a separate stand	44	56%
	Semi -detached house not in a complex	33	42%
	Room or flat which is part of main dwelling or property	1	1%
How do you access water in this house?	Tap water in house	78	100%
What form of power do you use in this house? (Multiple choice: please select more than one option if appropriate)	Electricity (legal connection)	78	100%
What toilet facilities does this house access?	Waterborne sewerage system or septic tank (Flush toilet) on stand (for exclusive use of your household)	75	96%
	Waterborne sewerage system or septic tank (Flush toilet) on stand (shared with other households)	3	4%

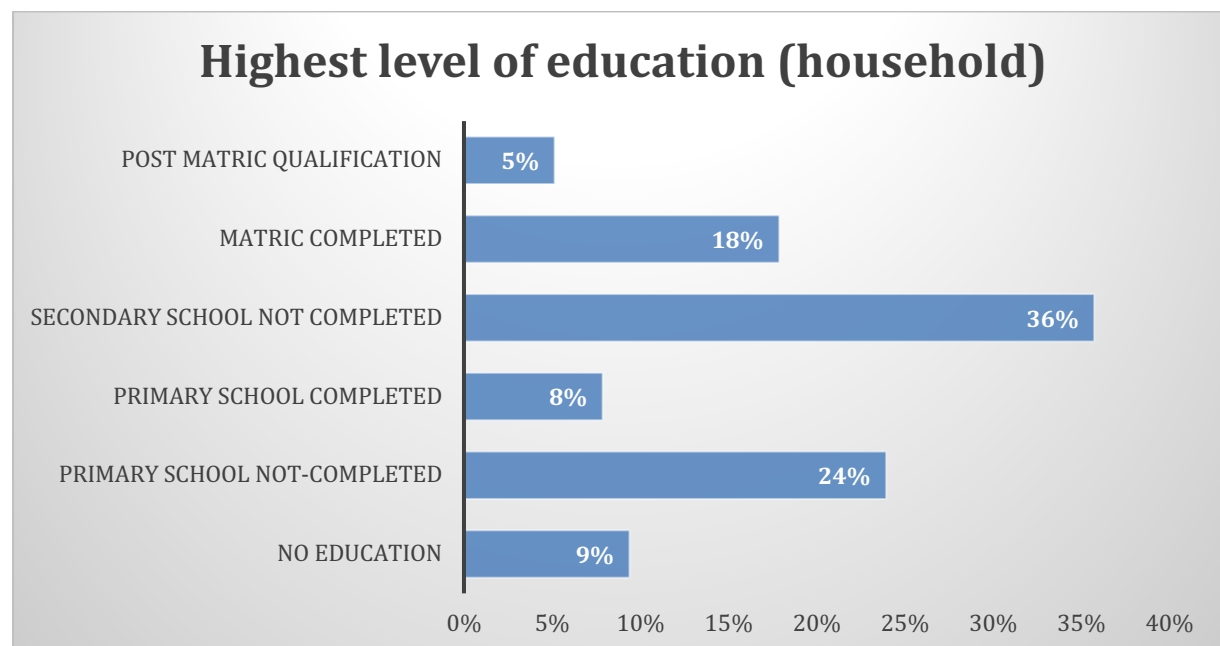
- As indicated by the table above, most respondents' dwelling is a house, brick or concrete structure on a separate stand (56%) or a semi-detached house not in a complex (42%). Only one respondent reported living in a room or flat which forms part of the main dwelling or property. No respondents indicated that they live in a shack.
- All respondents reported that they have access to tap water in the house.
- All respondents used electricity as their form of power in the house, which was a legal connection.
- Most respondents made use of a waterborne sewerage system or septic tank (flush toilet) facilities exclusively for their own household (96%). Only a few respondents (4%) reported that they shared the same with another household.

Based on the scores above, there are no respondents that live in a shack. All households have adequate water supply, use electricity as the main source of power, and have access to adequate sanitation (flush toilets). As such, no households experience deprivation, therefore, the living environment deprivation score for Lufhereng is 0%

5.3.3. Education deprivation domain

According to the SAIMD, education deprivation is the percentage of the population adults over 18 who have no schooling at secondary level and above (Noble et al., 2013). Figure 2 below is a presentation of the education level of all 330 residents, including children. As indicated by Noble et al. (2013), education deprivation is the proportion of residents over 18 with no secondary school education. Results from the survey showed that of the 330 individuals represented, 120 (36%) were children under the age of 18.

Figure 11: Highest level of education (adults over 18)



- As indicated by the figure above, 18% (n=59) of Lufhereng adults have completed matric, and an additional 5% (n=17) have a post matric qualification, indicating that 76 individuals (23%) have an education, according to the education deprivation domain guideline.

Based on the fact that 76 individuals have a matric and post-matric level of education and 120 are under the age of 18, it can be deduced that the remaining 134 (41%) of individuals are over 18 and do not have an education, which is therefore the weighting of this domain.

5.3.4. Material deprivation domain

According to Noble et al., (2013) the purpose of this domain is to determine the proportion of households experiencing material deprivation. While in theory, there are many items that could comprise a material deprivation domain, Noble et al., (2013) determined the indicators for this domain based on the 2011 census data. As such, due to these data constructs, they identified the following indicators;

- Number of households with no refrigerator; or
- Number of households with neither a landline phone nor a cell phone; or
- Number of households with neither a television nor a radio.

However, not all of these indicators are represented in the Living the Urban Periphery survey. As such, studies by Leibbrandt et al. (2010) and Gradín, (2011) will be used as guidelines. Leibbrandt et al. (2010) cite the use of asset indices as indicators of poverty. These assets include private assets (access to transport, telephone, television) and public assets (formal dwelling, piped water, electricity) as another useful measure of poverty. Additional indicators identified by Gradín, (2011) also include material deprivation computed across 22 attributes reflecting different well-being. These include insufficient access to household needs in food, clothing, healthcare, and schooling, lack of ownership of motor vehicle and several home appliances (e.g., radio, TV, VCR/DVD, computer, electric/gas stove, microwave, fridge/freezer, and washing machine, landline telephone, cellular). As such, due to the availability of data from the Living the Urban Periphery survey, the following indicators will be used to measure material deprivation;

- Access to communal facilities (shopping centres, recreation)
- Access to communication (phone, internet, etc)
- Access to transport

The findings are presented below;

Respondents were asked to rate the shopping facilities and access to transport on a scale of 1 to 10. As shown in the table below, shopping facilities of the area were given an average rating. No data was available pertaining to access to communication

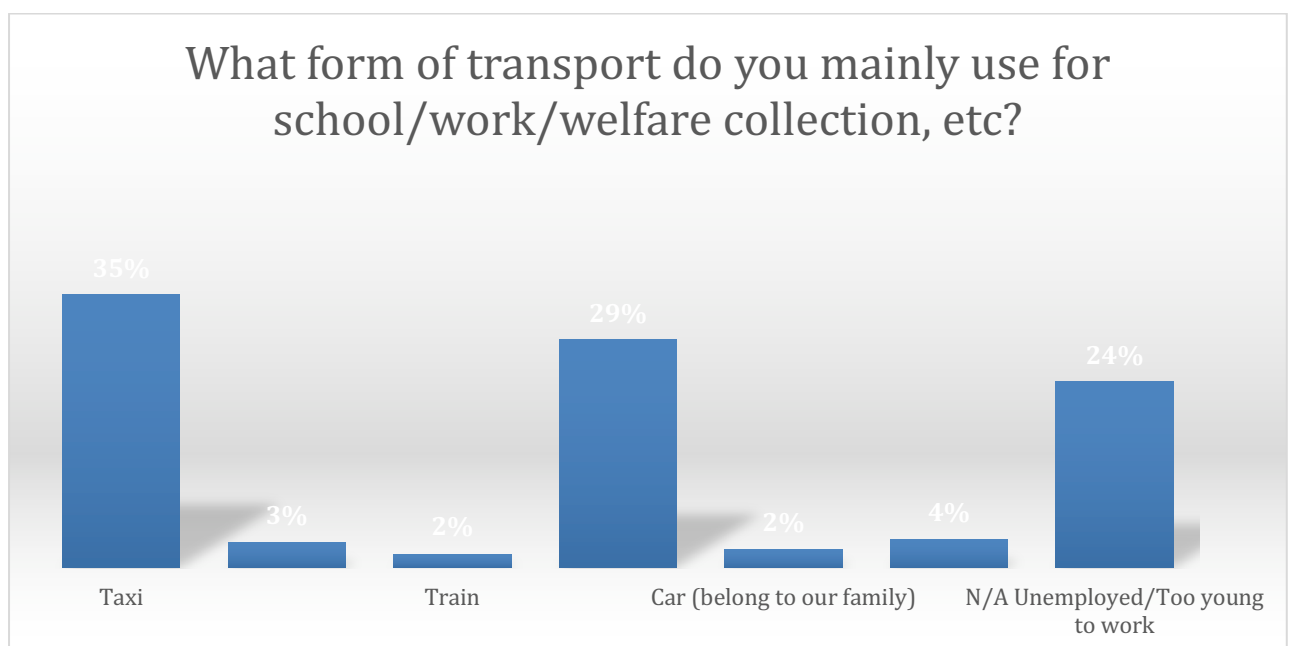
Table 14: Rating of shopping facilities and access to transport

	Average	Median
Rating of Shopping facilities	5	6

Furthermore, with regards to the form of transport mainly used by respondents (for work school, welfare collection, etc,) an indication of the modes of transport used by individuals, in the areas is presented. As indicated by Figure 12 below:

- 35% of individuals (116 individuals) rely on taxis
- 3% (11 individuals) rely on buses
- 2% (6 individuals) rely on trains
- 29% (97 individuals) rely on walking
- 2% (8 individuals) have a car that belongs to the family
- 4% (12 individuals) rely on a lift club car
- For 24% (79 individuals) form of transport is not applicable, or they are unemployed or too young to work

Figure 12: Form of transport used by Lufhereng residents



Household respondents were also asked to rate access to transport in the area, and the results are provided in the table below:

Table 15: Rating of access to transport

Rating of Access to transport	Count	%
Below Average rating (1 to 4)	12	15%
Average rating (4 to 6)	17	22%
Above average rating (6 to 10)	49	63%
Total	78	100%

Table 15 shows that nearly two thirds (63%) of respondents gave access to transport an above average rating.

Based on the findings above, material deprivation indicators have the following deprivation scores:

- Respondents gave shopping facilities an average rating of 5 out of 10
- Access to communication (phone, internet, etc) was not measured
- Although access to transport was rated as above average by 63% of respondents, it was rated as average by 22% and below average by 15%.

5.3.4. Summary of findings: The nature and extent of poverty in Lufhereng

Noble et al. (2013) use the SAIMD to compare deprivation at ward and provincial level. As shown in section 2.6.1, the provinces are ranked by most to least deprived. In this section, to provide some level of comparison for the purpose of gauging the level of deprivation experienced in Lufhereng, the deprivation scores for Lufhereng will be compared to the deprivation scores for Gauteng as presented by Noble et al. (2013). Moreover, recent Gauteng and national statistics relevant to each domain will be compared to Lufhereng's scores as well, to provide more relevant insight as Noble et al (2013) made use of 2011 census data, which might not be an accurate representation. The table below provides a summary of the deprivation domains and their scores for Lufhereng:

Table 16: Deprivation domain scores for Lufhereng

Domain	Indicator	Lufhereng
Employment deprivation	% Of participants that is unemployed and discouraged work seekers	40%

Living environment deprivation	% Of respondents without: • Adequate water supply • Access to an adequate toilet • Electricity or lighting • Number of participants living in a shack	0%
Education deprivation	% Of adults with no secondary schooling or above	41%
Material deprivation	% Of participants without • Access to communal facilities (shopping centres, recreation) • Access to communication (phone, internet, etc) • Access to transport	• 5/10 • Not applicable • 15%

- Based on the results presented in the table above, the highest level of deprivation in Lufhereng is education, with 41% of respondents having not had a minimum high school education.
- Residents of Lufhereng do not face living environment deprivation
- 40% of adult individuals in Lufhereng are unemployed or discouraged work seekers
- Communal facilities, specifically shopping centres were given a 5 out of 10 rating, and there was no data available on communication. However, there was an improvement in transport systems/infrastructure, and only 15% of respondents rating access to transport as below average.

In the 2013 SAIMD, the deprivation scores presented for Gauteng are as follows:

- Material deprivation: 30.8%
- Employment deprivation: 29.8%
- Education deprivation: 12.6%
- Living environment deprivation: 21.5%

When compared to these results, Lufhereng experiences significantly higher education deprivation than the province as a whole. Unemployment is also higher in Lufhereng.

These results however, as previously mentioned, may not be an accurate representation of the current state of affairs in the province. As such, the 2017 General Household Survey (GHS) by Stats SA (2017) and the Statistics SA Q4 quarterly labour force survey for 2017 are used for comparative purposes. Although these do not measure the indicators to be discussed in the

same way that the LUP does, it provides the reader with a picture of how these indicators look nationally and provincially. The GHS reports that nationally, 29.2% of adults⁸ completed matric and while 13.9% completed a post-matric qualification, therefore placing education deprivation amongst adults at 56% (Ibid.). The national education deprivation is alarmingly high, however, at 42%. Lufhereng education deprivation figures, while lower than the national deprivation, are also very high. The official unemployment rate in South Africa was 26.7% nationally in 2017, according to the Statistics SA labour force survey. This was higher amongst those with an education less than matric, at 31.2%. In Gauteng, the official unemployment rate⁹ was 29.1% (Ibid). Although employment deprivation for Lufhereng was not measured using the official definition, which measures unemployed and discouraged work seekers between 15 and 64 years old, 40% of adults in Lufhereng were unemployed or discouraged work seekers, showing that unemployment in the area is of great concern and should be addressed. Unemployment in Lufhereng is a crucial issue (Foto, 2017). Economic opportunities have not improved for the area, in spite of transformation and development in the City of Johannesburg over the last 10 years (Ibid.).

With regards to living environment indicators, the advantage of Lufhereng being a relatively new development is that they have adequate water supply, sanitation and electricity. However, the GHS reported on the state of RDP and state-subsidized housing and found that 10.2% of South Africans report that their houses had weak walls and 9.9% reported weak roofs. In Gauteng, these statistics were 7.1% and 6.4% respectively (Ibid.) Lufhereng households did not flag that their housing conditions have worsened in terms of being less stable and secure. While 84.4% of households in South Africa are connected to main electricity according to the GHS, 80% are connected in Gauteng. Other common methods used in the province include paraffin (6.8%), and gas (3.4%). 88.6% of South Africa households have access to piped or tap water, and the same is true for 97.1% of households in Gauteng (Ibid.). Lastly, 82.2% of South Africans reported improved sanitation, compared to 70% 11 years prior in 2006. In Gauteng this has been slightly decreasing year to year, from 89.1% in 2006, to 90.5% in 2017. These indicators were positively rated in Lufhereng households, with all households having adequate access to water, electricity and sanitation.

⁸ Refers to adults over 20

⁹ The official unemployment rate is calculated amongst those aged between 15 – 64, however, the education deprivation rate calculated in this study relates to individuals over the age of 18.

The GHS also showed that 48.3% of South African relied on public transport, of which taxis were the highest at 37.1%. Some 7% and 4.2% South Africans used buses and trains respectively (Statistic South Africa, 2020). In Gauteng, a total of 55.5% of individuals rely on public transport, with 43.9% relying on taxis (the highest rate in the country). Buses and trains are used by 5.3% and 6.3% respectively. In Lufhereng, 40% of individuals use public transport, of which, 35% rely on taxis, 3% on buses and 2% on trains. It is noteworthy that while two thirds of respondents in Lufhereng reported that access to transport in the area was above average, it was not flagged as one of the major things that improved or worsened for residents (only 4 out of 78 household respondents felt their transport situation improved since moving to Lufhereng and 7 respondents rated it as having worsened). Foto (2017), however, found that access to transport in Lufhereng was viewed negatively, with respondents regarding public transport systems as unreliable and inefficient, and impacting their access to employment. The study, which highlights that Transit-Oriented Development systems for public transport in urban areas can improve accessibility to employment and public services, found that BRT Rea Vaya transit systems closest to residents were in not walking distance and commuters needed to take local taxis to get to those stations (Ibid.). A high dependency on taxis for commuting is problematic as Foto (2017) found that taxis travel to specific routes at certain times in a day (an example given was that taxis to Sandton start as early as 6 am and end before 10 am).

One limitation of the GHS in relation to this study is that there are very few urban statistics. Despite this, the report provides an apt comparison for the nature and extent of poverty in Lufhereng, showing that overall, Lufhereng shares similar trends to the province in education and employment.

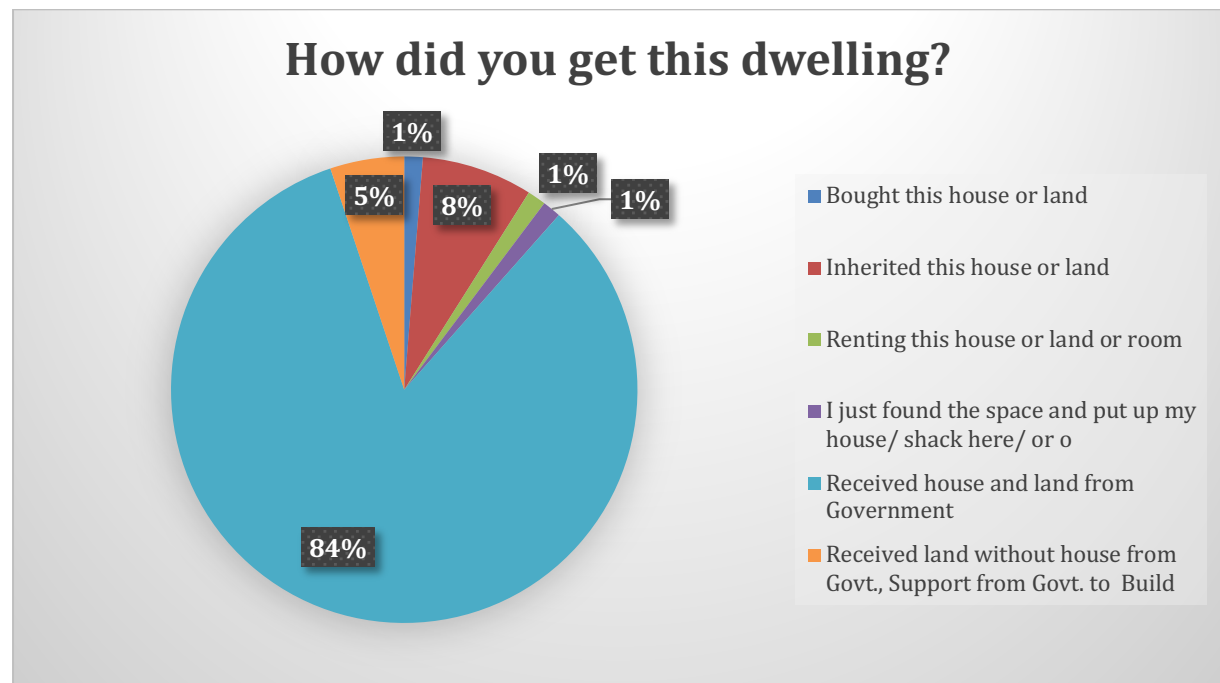
5.4. Implementation of poverty alleviation policies and service delivery

This section will highlight the poverty alleviation policies which have been implemented in Lufhereng and their outcomes, based on the responses of participants of Living in Urban Peripheries Survey. Respondents were not asked explicitly whether they are receiving services such as social welfare, and municipal services or not, however, as they were able to rate these services it is assumed they have the access the relevant services mentioned in each section.

5.4.1. Housing policy

When asked how they obtained their dwelling, most household respondents (84%) received their housing and land from the government, as indicated below.

Figure 13: Manner in which household received their dwelling



Housing policies emphasize sustainable human settlements with quality housing, in response to correcting the errors of the previous RDP houses. Therefore, the quality of the houses in the area is an important aspect that needs to be considered, as stated in the BNG policy. Respondents of the LUP were given the option to indicate if their houses were in a poorer condition (less stable and secure), and no respondents identified this as an issue.

5.4.2. Economic development and unemployment

As indicated in section 5.3.1, 40% of adults in the area were unemployed or discouraged work seekers. The LUP survey also asked participants to select the positive and negative impacts they have experienced since moving to the area. A small number of participants highlighted that new employment creation and business support programmes and construction work provided by major developments were a positive impact on them (see Table 17). However, a greater number indicated that they experienced job losses and termination of employment since moving to the area (Table 18).

Table 17: Economic development and unemployment - positive impact

Positive impact	Count	%
New employment creation and business support programmes	6	9%
Major development providing construction work	5	7%

Table 18: Economic development and unemployment - Negative impact

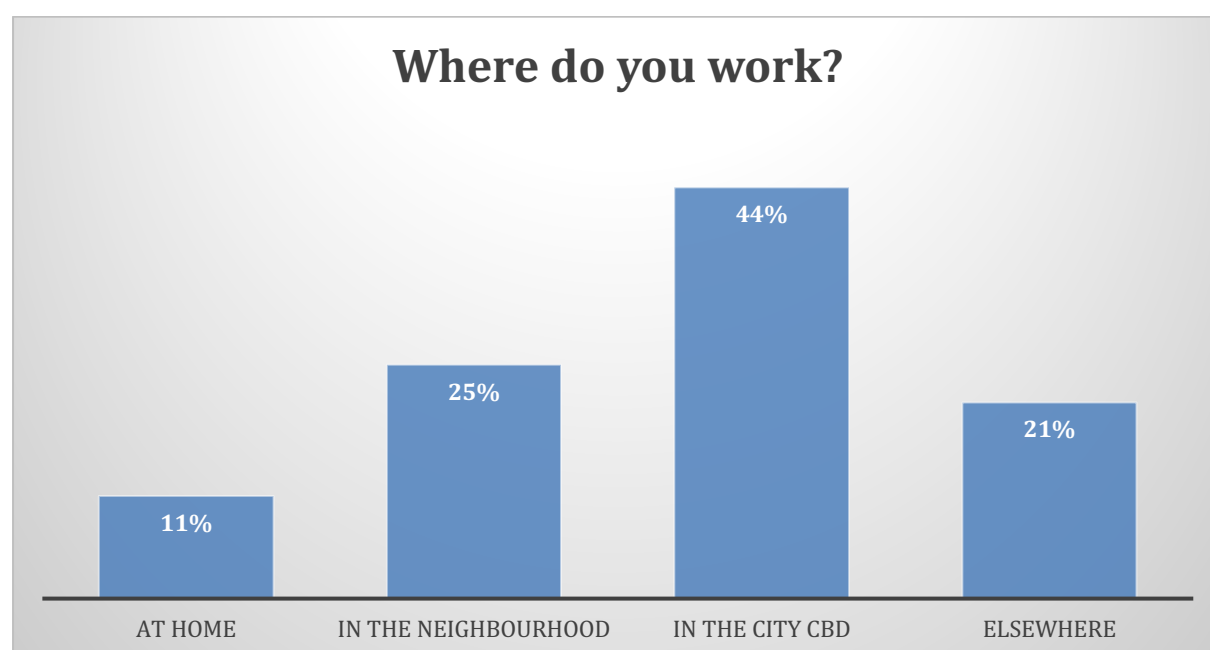
Negative impact	Count	%
Shrinking or closure of mines, agriculture, factories, businesses or offices	5	7%
Job losses	38	55%
Termination of employment creation and business support programme	9	13%

5.4.3. Spatial policy

Housing developments in urban peripheries tend to face challenges with access to services, and amenities due to geographic segregation and being far away from economic centres. Spatial development frameworks in the province and the city emphasize creating effective transport systems, and have taken spatial disparities into consideration for the development of new housing projects.

The challenge of spatial disparity is apparent in Lufhereng. Employed residents were asked where they work: 44% stated they work in the City CBD, which is roughly 24km from the area (Figure 14) and an additional 21% stated that they work elsewhere (which included a variety of areas – some within the proximate region, such as Lenasia, and some quite distant such as Benoni, Sandton, Fourways.). With only 6% of individuals having access to their own car or a lift club (Figure 12), efficient public transport systems are critical to the area.

Figure 14: Resident's location of place of employment



Household respondents were asked to rate the improvement of transport services in the last 5 years, and as indicated in (Table 19), two thirds of respondents stated that transport in the area improved, a positive finding.

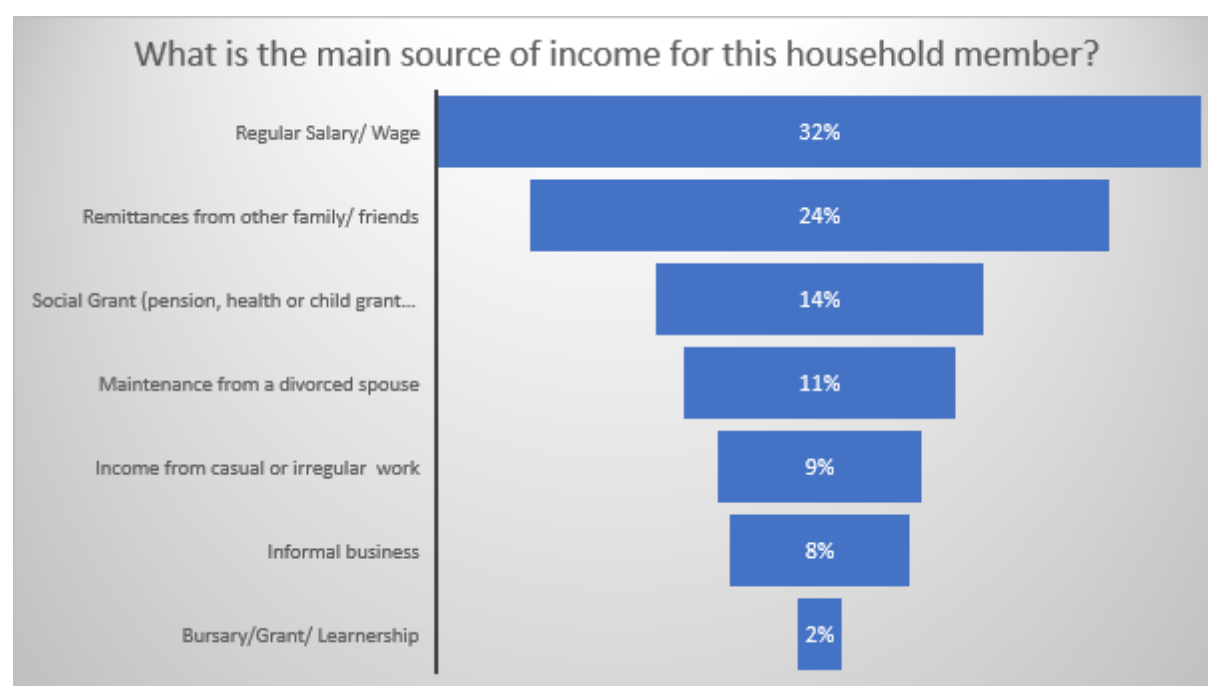
Table 19: Household respondents rating of access to transport in the last 5 years

Access to transport in the last 5 years	Count	%
Improved	52	67%
Stayed the same	18	23%
Deteriorated	1	1%
Some improvement and some deterioration	7	9%

5.4.4. Social services

Social services include access to social grants and basic healthcare. Access to social grants is important, as some adults (14%) rely on social grants as their main source of income (Figure 15). Moreover, access to basic healthcare through government hospitals and clinics is crucial because most South Africans rely on public healthcare services.

Figure 15: Adult Resident's main source of income

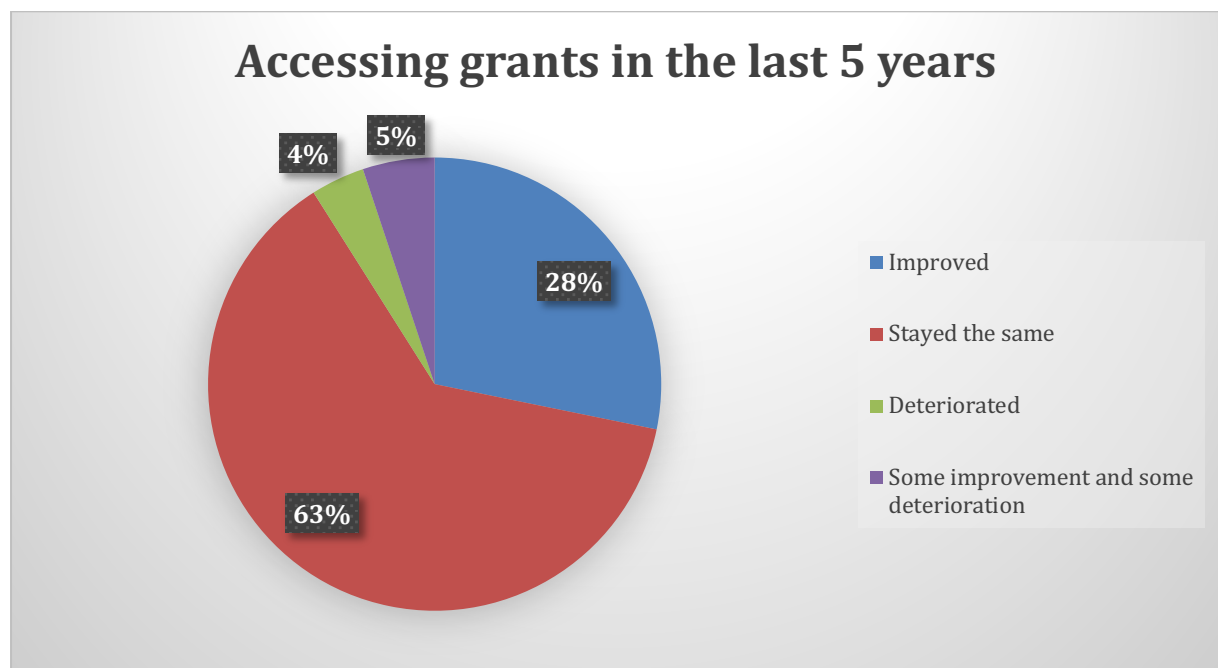


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. In Figure 16 below, respondents rated whether their ability to access their grants improved, stayed the same, deteriorated or had some improvement and some deterioration, and for two thirds, access has remained the same.

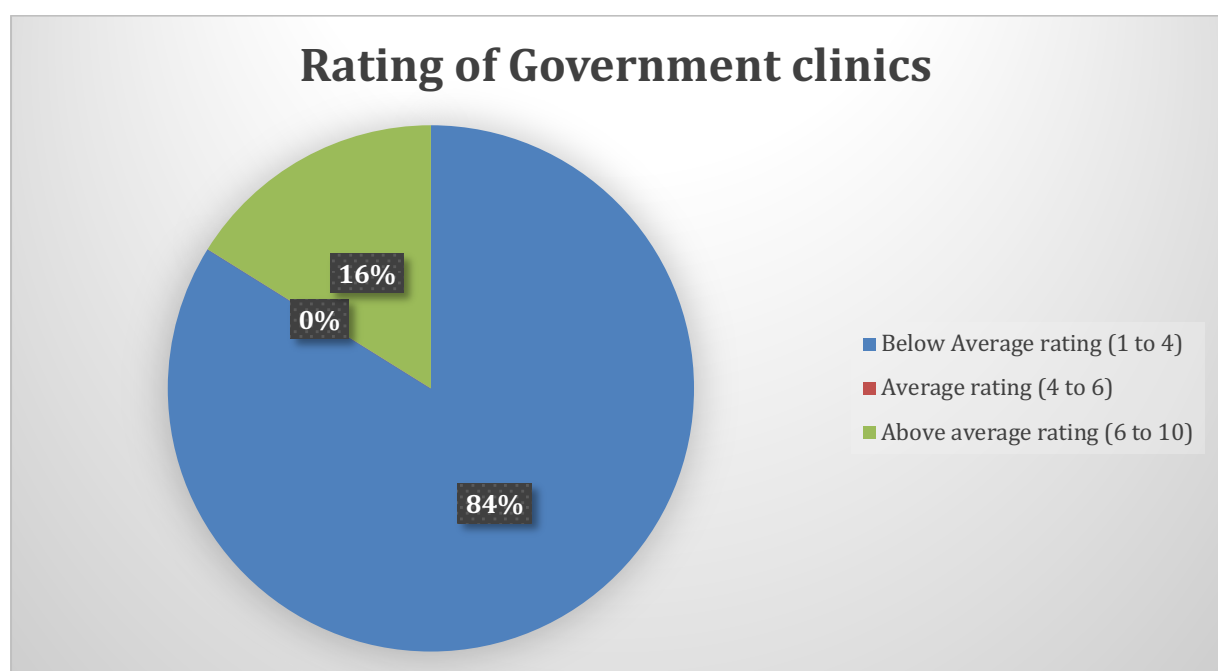
¹⁰ In this figure, remittances refer to income from other family/friends

Figure 16: Improvement vs deterioration of accessing grants in the last 5 years



Many South Africans rely on government clinics, as, according to the GHS, only 17.2% of South Africans have access to medical aid. Therefore, the quality of public health services is important in ensuring that residents get the best care. However, 84% of Lufhereng households rated government clinics as below average (Figure 8).

Figure 17: Rating of government clinics

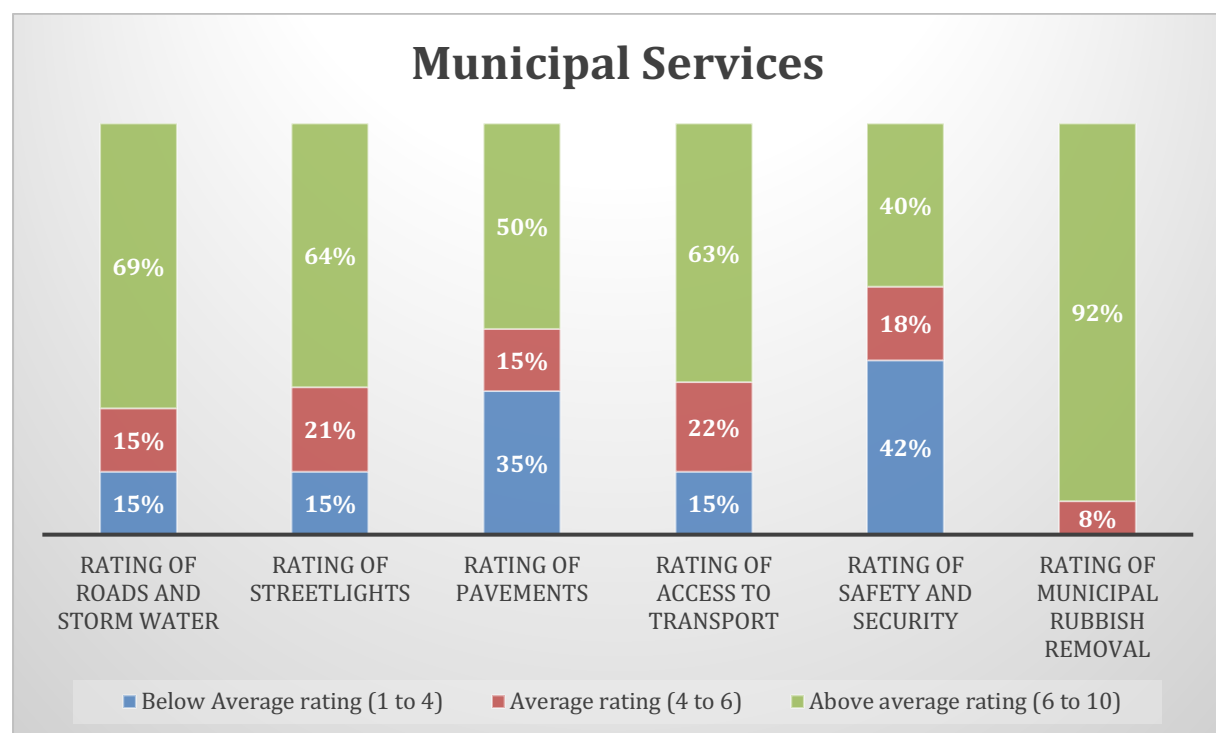


5.4.5. Municipal services

This section will highlight the poverty alleviation policies which have been implemented in Lufhereng and their outcomes, based on the responses of participants of Living in Urban Peripheries Survey. Respondents were not asked explicitly whether they are receiving the services in Figure 9 or not, however, as they were able to rate these services it is assumed they have the access the service.

Respondents were also asked to rate the quality of public municipal services in the last 5 years. Their responses are provided below.

Figure 18: Rating of municipal services

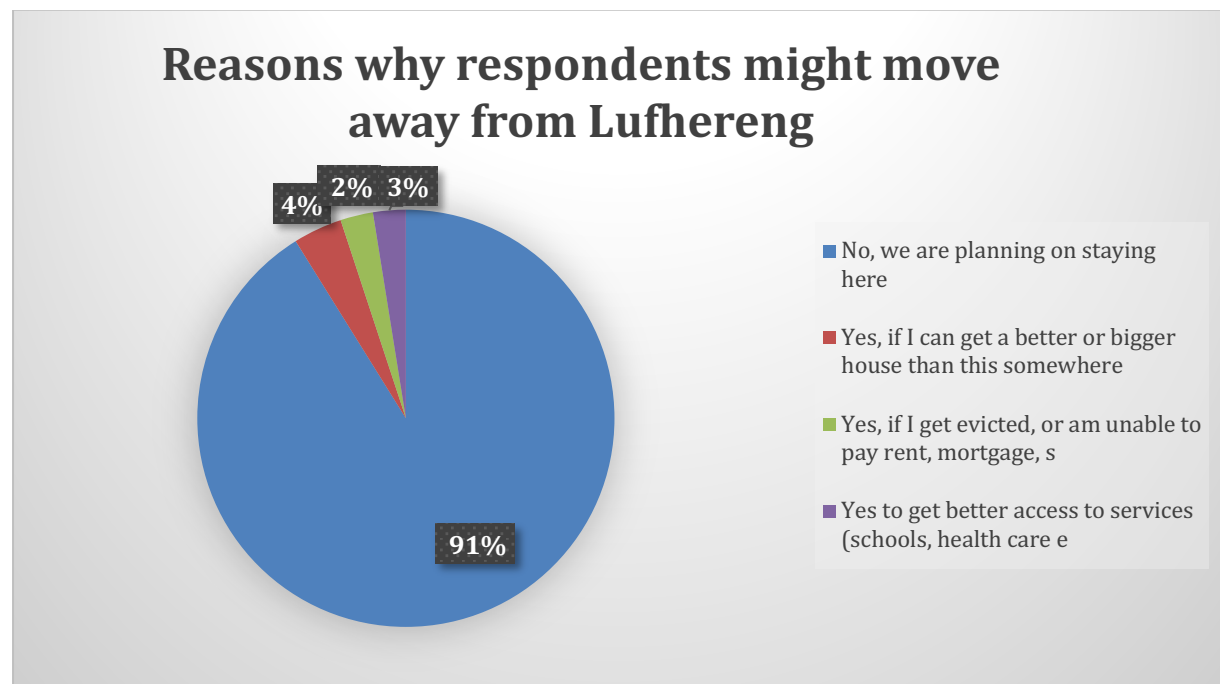


As indicated by the Figure 9 above, households were asked to provide a rating of the municipal services they received. Respondents generally saw an improvement in municipal services, particularly rubbish removal, which was positively rated by 92% of respondents. Physical conditions such as roads, streetlights, and access to transport were positively rated by over a third of participants. Half of respondents positively rated pavements, while over a third rated them poorly and only 40% of respondents positively perceived safety and security, while 42% rated it negatively.

5.5. Overall perceptions of Lufhereng

The survey also gave respondents the opportunity to provide their overall views and perceptions of the area. Respondents were asked if there were any reasons they would move from their area, their area in comparison to their previous one and to specifically highlight how their lives have improved since moving to the area. The results are outlined below:

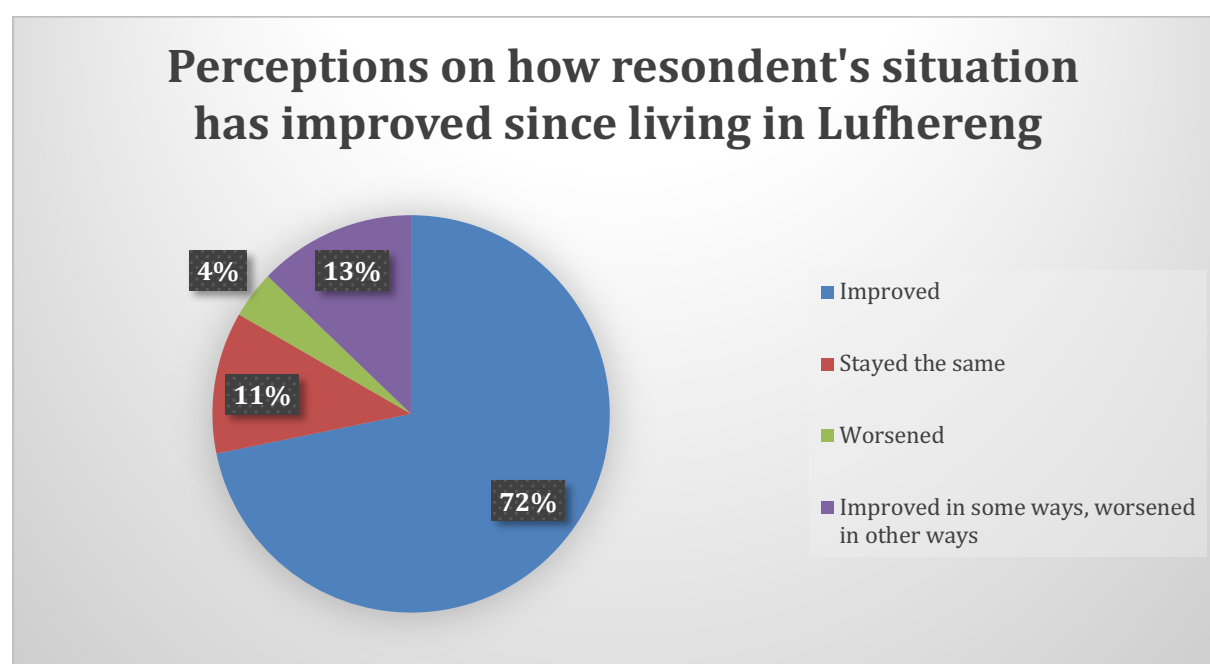
Figure 19: Reasons respondents might move from Lufhereng



As indicated by the figure above, 91% of respondents stated that they would not move from their area and plan to stay there.

Most respondents (72%) felt that their situation had improved since moving to the area, while a small number felt that their situation stayed the same or improved and worsened in some way (12%, n=9 and 13%, n=10 respectively).

Figure 20: Respondents perception on whether their situation has improved since moving Lufhereng



The table below also shows what respondents felt has improved since moving to Lufhereng. Respondents were given the opportunity to provide multiple answers in response to this. Results show that the biggest improvements were access to water, electricity and sanitation.

Table 20: Respondent's perceptions on what has improved since moving to Lufhereng

Improvement		
	Count	%
The property is worth more money	5	8%
Got better access to water	51	77%
Got better access to electricity	56	85%
Got better sanitation	40	61%
Have a place that we can pass on to my family	18	27%
Able to build extra houses/rooms on this place for family	11	17%
The house is more secure and stable (better built, etc.)	12	18%
Able to rent out some of the house or property	1	2%
Able to sell the property or divide the land and sell a part	1	2%
Able to earn an income at home	1	2%
Our transport situation is better (cheaper, more frequent etc.)	4	6%
Able to improve or extend the house	1	2%
We have more rooms / space	9	14%
My family can stay together	11	17%
We are closer to job opportunities/ income earning opportunities	1	2%

We are closer to family members / support networks	1	2%
The place is safer	11	17%
Our school situation has improved (access etc.)	6	9%
Our health services situation has improved (access, cost, Quality etc.)	1	2%
We won't be chased or evicted from here	4	6%
Improvement in broader community facilities (e.g. shopping, recreation)	1	2%

5.6. Conclusion

In this chapter, findings from the LUP were presented. Using the SAIMD as a guide for poverty measurement, the nature and extent of poverty in Lufhereng was determined. For contextual and comparative purposes, the indicators of poverty were compared to national and provincial statistics from the General Household Survey and Quarterly labour force survey by Statistics South Africa. The data also provided findings on how poverty policies across all levels were implemented in the community and the respondent's overall perceptions of the area.

6. Chapter 6: Analysis of Key Research Findings, Conclusion and Recommendations

6.1. Introduction

This chapter intends to analyse the research findings of the research study. The Living the Urban Peripheries survey data allowed for the research study to examine the different poverty dimensions and indicators using the South African Indices of Multiple Deprivation (SAIMD) domains as a guide to observe the nature and extent of poverty on the urban periphery. Moreover, it allowed for the examination of the experiences of residences with regards to different access of housing, municipal and social services by the respondents of Lufhereng. Furthermore, key respondent interviews provided general insight on the implementation of policies by the province and the City of Johannesburg, which gave general understanding of poverty alleviation services available to residents of Lufhereng.

Chapter 6 will evaluate the findings on the extent of poverty in Lufhereng, the poverty alleviation strategies implemented by all spheres of government in relation to housing, economic development and unemployment, social and municipal services and the effectiveness and outcomes of these poverty alleviation policies and strategies in Lufhereng. In addition to this, the chapter serves to provide a conclusion to the research study and provides recommendations.

6.2. Key research findings

6.2.1. Objective 1: The nature and extent of poverty in Lufhereng

The first objective of this study was to describe the nature and extent of poverty in Lufhereng. To do so, household data from the Living in the Urban Periphery Survey was analysed, using the South African Index of Multiple Deprivation (SAIMD) deprivation domains as a guideline in determining the poverty level or index across the domains. These domains are education deprivation, employment deprivation, living environment deprivation and material deprivation. In interpreting the multiple deprivation data, it is important to note that each dimension of deprivation is scored according to the proportion of the sample population or household that is experiencing the deprivation (Noble et al., 2013). The higher the score of a given domain, the more deprived the area is. An analysis of the Statistics South Africa General Household Survey (GHS) 2017 and Statistics SA Quarterly Labour Force Survey were used to compare the

SAIMD deprivation domains to poverty factors and indicators such as employment, education and quality of basic services such as adequate access to water, power and sanitation at a national and provincial level. The findings of these were then compared to the deprivation scores of Lufhereng.

Unemployment, economic development and accessibility

The rate of unemployment is a major concern in the country, as discussed in chapter 2. It is one of the key contributors to poverty. Based on the analysis of the extent of poverty in Lufhereng and comparisons from South African and Gauteng statistics, it is apparent that education and employment are major factors that need to be addressed in Lufhereng. This is important because they go hand in hand as education level influences employment. Unemployment in the urban periphery is exacerbated by spatial location and marginalization. Accessibility to economic areas is a challenge for those living in peripheries, and, in some instances, may contribute to the status quo of unemployment. However, as highlighted by Todes and Houghton (2021), unemployment is greatly impacted by a weak economy and limited development of job opportunities for unskilled workers. As outlined by Charlton (2017), some residents living in urban peripheries have found other income generating activities such as opening their own shops and renting backyard dwellings¹¹.

In Lufhereng, 40% of adults are unemployed or discouraged work seekers. Economic development plans in Lufhereng have been outlined by its development plan but have yet to be established (Foto, 2017). These include promotion of agricultural activities, manufacturing plants and the establishment of commercial offices and petrol stations (Sunday World, 2021). However, it is not known how these will impact the community, if they are realized. Previous transformation and development initiatives in Johannesburg have excluded Lufhereng (Foto, 2017). While there is a strong emphasis on township economic development in policy, this is largely focused on Soweto in the region. The concentration of economic and employment opportunities is located in the inner city, around the metropolitan area, which is a limitation for Lufhereng residents due to their distance from the inner city, and the unreliability of public transport and taxi systems (Ibid.). Level of education has also been strongly linked to higher unemployment rates and increased poverty and inequality (Statistics SA. 2017).

¹¹ In Lufhereng, this is not as prevalent

Public transport is a major source of transportation in South Africa. As such, public transport systems need to be effective to serve the greater majority. Furthermore, taxis are the most used mode of transportation, used by over a third of commuters nationally and almost half in Gauteng. In Lufhereng, a third of residents rely on taxis, which are unreliable (Foto, 2017). Although the City of Johannesburg has Metrobus services, which serve 90 000 passengers daily, the city recognizes that taxis are the dominant mode of transportation in the city. Transient-Oriented Development such as the BRT can have a positive impact on the lives of those living in urban peripheries such as Lufhereng by connecting them to the inner city, where economic and employment opportunities are greater.

Housing and basic needs

As a new development, findings show that Lufhereng households had adequate access to electricity, water and sanitation. As a Strategic Integrated Project, all three spheres of government prioritized the development, and planning and development was conducted in consultation with Urban Dynamics by both the City of Johannesburg and the Gauteng Department of Housing. As the purpose of the project was to integrate Breaking New Ground, Inclusionary Housing and Spatial Development policies, the provision of quality housing was one of the primary goals of the area. Some 84% of Lufhereng residents received their homes from the government and the overall perceptions of residents is that their lives have improved since moving to Lufhereng, citing improved access to municipal services and more secure housing. This finding aligns with other research, such as Culwick & Patel (2020) who found that government developments have improved the living conditions for those in urban peripheries. However, due to this, some residents feel that they can't complain about other challenges such as accessibility (Ibid.).

6.2.2. Objective 2: Poverty alleviation strategies used by local government to address poverty in Lufhereng

The main purpose of poverty alleviation policies is to address poverty and inequality in the country. As discussed in this study, many South Africans face the after effects of the apartheid regime, which negatively impacted the majority. As such, the responsibility of the post-apartheid government was addressing the social and economic after effects of apartheid. A

number of policies were implemented immediately after the first democratic elections, with this very intention. However, as shown in Chapter 4, earlier policies had to be restructured or eliminated in favour of others. Factors such as corruption and mismanagement and a lack of synergy between the different spheres of government resulted in the inefficiency of earlier policies.

Intergovernmental coordination

The coordination of national, provincial and local government is critical in addressing poverty and inequality. According to the National Development Plan (NDP), a less hierarchical approach to governance as well as a building of trust between the spheres of government are required to establish effective strategies in the interest of South Africans. As outlined by the NDP, the role of national government is to monitor and evaluate the implementation of strategic plans by the other spheres of government by developing clear performance outcomes and to clarify roles and responsibilities and ensure that plans are aligned with budgets. Provincial government is to identify specific programmes and strategies, focus on improving the implementation of existing strategies, and to address procurement system for greater value for money. Lastly, local government is responsible for fulfilling its developmental role through Integrated Development Plans.

Poverty alleviation policies for urban poverty

Urban poverty on peripheral edges of the city makes those affected more vulnerable to poverty due to limited access to social services and inadequate accessibility to employment and economic development. Those located in peripheral areas face specific challenges due to their location. These include access to basic services such as adequate water, electricity and sanitation, and opportunities to improve their livelihoods as they tend to live further away from economically dynamic areas. Poverty alleviation policies primarily focused on housing, economic development and unemployment, spatial disparities and land distribution, and basic and social needs to address the challenges of the urban poor.

Based on the policy review in chapter 4, the key policies that are applied to Lufhereng are as follows:

Table 21: Key poverty policies applicable to Lufhereng

Poverty dimension	Policy/strategy
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Housing	RDP Breaking New Ground Inclusionary Housing Projects
Unemployment and economic development	Economic development as outlined by Lufhereng developers which includes urban agriculture and commercial land development EPWP Township Economic Development
Spatial disparities	Johannesburg Spatial Development Framework
Social services	Social assistance grants
Municipal services	- Expanded Social Package (Siyasizana policy) - Basic services (water, electricity, sanitation) - Public service pages (roads, public transport, community emergency services)

Lufhereng is often praised by the City of Johannesburg and its developers for being an exemplary megaproject that provides state housing for the poor affordable housing for low-income households. While the development has greatly improved the living conditions of those living there, in regards to housing and access to basic needs, it has yet to meet its goal of being a *“sustainable community located closer to economic opportunities and able to provide residents with social and economic amenities such as schools, crèches, churches, clinics, parks as well as business nodes”* (Department of Human Settlements, 2010, n.p.). The peripheral location of the area creates significant challenges for those living there in terms of commuting to and from the area for work. There have yet to be any local economy driven programmes within the area. Programmes such as the EPWP, and Township Development Programmes, can however, be important in addressing employment challenges faced by urban peripheries.

Lufhereng is awarded poverty alleviation resources through the City of Johannesburg by means of basic services, the Expanded Social Package and social development grants and welfare, which residents can apply for through the City. These are services accessible to all residents of the City, and, as highlighted by key interviews, there are no policies or programmes targeted specifically to urban peripheries and therefore Lufhereng.

6.2.3. Objective 3: How service delivery of social policies implemented by national and provincial government addressing poverty in Lufhereng are provided

Participants were asked a range of questions to understand how their access and how their situation with accessing the services have changed. Access to services is an important indicator of poverty. This was also a theme which emerged in key respondent interviews. People move into new developments hoping to change their previous circumstances and anticipate a better life. Access to services has a major affect on the quality of life of individuals and households. Majority of the households in Lufhereng said that their situation improved when they moved into the area because they wanted better access to services. The improvement of their situation was witnessed mostly in their access to basic services such as water, electricity and sanitation. As mentioned above, with the exception of housing and spatial distribution policies and implemented strategies, there are no policies that directly address the challenges of those situated in urban peripheries. As the primary challenge faced by Lufhereng is accessibility, public transport systems such as the BRT Reya Vaya bus stations are viable options for the area.

6.2.4. Objective 4: How policy on poverty alleviation implemented by the national and provincial spheres intersect with local policy

A key finding from the interviews is that poverty alleviation policy that is implemented by the City does not necessarily consider location of where the poor are situated. An interviewee from the City of Johannesburg, when asked, stated that “none of the policies are specific to the urban periphery,” indicating that, as part of the City, Lufhereng and other peripheral areas receive access to the same resources as all residents. While key interviews acknowledged that there are no specific urban peripheral policies, Lufhereng, as part of ward 53, is classified as a “poor ward,” meaning they largely depend on the government for access to services. Interviewees also acknowledged that the role of government is to implement poverty alleviation measures. Community leaders are also a critical element in the community as they are familiar with the challenges at grassroot level and are therefore able to provide specific and relevant information to residents.

6.2.5. Objective 5: The perceptions of community members regarding poverty alleviation policies

Findings show that overall, respondents would not move from Lufhereng and plan to stay on a long term as their situation has improved since moving to the area. The main improvements noted by respondents as an improvement since living in Lufhereng is access to basic needs, such as water, electricity and sanitation. While this is a move in the right direction, in addition to the other social services received by residents, high rates of unemployment and lack of education are still challenges that need to be addressed. These are essential in reducing poverty long term and in breaking the cycle of poverty where the children of the poor grow to become poor themselves and rely on social services and so forth.

Key respondents interviewed identified the importance of service delivery and the role of government and leaders in ensuring that these services provide relief to poverty and accessibility to resources. The need for a flow of communication between government at all levels was identified as one of the important factors in ensuring that services to the poor are provided effectively.

6.3. Recommendations

The Living Urban Peripheries survey is instrumental in keeping track of the experiences of the experiences of those living in urban peripheries. It can be used as a tool to determine the challenges faced by people living in city edges and how their lives improved if these challenges are addressed. While policies and strategies within all spheres have been implemented in areas such as Lufhereng, the survey would be a useful tool to use as a reference point on how to address challenges specific to those living in peripheries. The services provided by the City of Johannesburg are applicable to Lufhereng and therefore the area is not excluded from accessing basic services.

Urban peripheries, however, tend to be far from economic activities – a challenge that needs to be more adequately addressed in Lufhereng. Therefore, it is important that poverty alleviation policies take into consideration accessibility to areas of employment, through improved transport systems or the creation of local economic and employment opportunities within the urban periphery

As a developing area, Lufhereng may have more to offer to its residents in the future. Therefore, as it continues to develop, further research can be conducted on the outcomes of the programmes implemented there.

6.4. Conclusion

The aim of the study was to provide an understanding of poverty and poverty alleviation policies by the City of Johannesburg in the urban periphery in this case Lufhereng. The research study took a case study approach in order to give a descriptive analysis of Lufhereng in the quest to answer the research questions. The study made use of literature that specifically focuses on poverty indicators and dimensions in order to attempt to analyse the situation in Lufhereng; and the use of government policy and strategic implementation to understand the roles the different government spheres have played in poverty alleviation in the City of Johannesburg. The findings from this study show that, in the case of Lufhereng, the implementation of poverty alleviation strategies have adequately addressed the housing and basic needs of the residents, and residents have seen a noticeable change in their quality of life with regards to their living conditions. However, transport, education and employment initiatives may need to be considered for a more sustainable approach to alleviating poverty in the urban periphery.

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Appendix A: Interview Guidelines

Interview guidelines for key respondents: local, provincial and national government officials, non-governmental organizations and academics

- National
 - What is the department's role in the formulation of poverty alleviation policy?
 - How are social development policies implemented?
 - What policies do you have to address urban poverty including the urban periphery?
 - What is the relationship with provincial and local government?
 - Who is responsible for making sure the strategies are implemented in the local government?
 - Does the department consider the urban periphery when formulating policy?
- Provincial government:
 - What is the department's role in poverty alleviation?
 - What are the department's poverty alleviation strategies?
 - How are these strategies implemented on the urban periphery?
 - How does the department formulate the social development poverty alleviation strategies?
 - How will these services be delivered and to whom?
 - What is the relationship with local government?
 - How are these policies passed down to local government?
- Local government:
 - What is the department understanding on poverty in the urban periphery?
 - What are the department's poverty alleviation strategies for the urban periphery?
 - When were the strategies formulated?
 - How does the department define social development?
 - What is the department's main role in the implementation of social development?
 - What role do these social benefits have on the urban periphery?
 - To whom are these services delivered to in the urban periphery?
 - How do people in the urban periphery access these services?
 - How effectively are these services delivered in the urban periphery?
 - Is the department looking at other strategies in enhancing service delivery of social services in these areas?
 - What are the challenges currently facing the people in the urban periphery?

- What are the challenges currently facing your department?
- How does your departmental role intersect with the provincial and national government policy?
- What policies and strategies do you have to address urban poverty in Winterveld? How they are delivered? And what policies and strategies do national departments have and how do they intersect?
- What do other departments in the municipality do to address urban poverty?

•Non-governmental organizations:

- Briefly describe your main role, the organization you work for (if any), and its role in poverty alleviation and the delivery of social services and other poverty alleviation strategies?
- Are you aware of the city's poverty alleviation strategies? Comment on them/are they effective? And national and provincial strategies on the urban periphery
- What characterizes poverty in this area?
- What relationships do you have with the local municipality?
- How long have you been involved in this role?
- What projects are you currently involved in?
- Please comment on poverty alleviation strategies in the area

•Academics

- Have you done any studies on poverty in the urban periphery?
- What do you understand about poverty in the urban periphery?
- What are the pressing demands of people living on the urban periphery?
- What is the link between local government and the other spheres (provincial and national) on poverty alleviation strategies?
- What kind of relationship do you have with the municipality? Do you communicate your ideas on poverty with them?

Appendix B: Participant Information Sheet

PARTICIPANT INFORMATION SHEET

Poverty levels and poverty alleviation policy on the urban periphery

Dear sir/Madam

My name is Noluthando Sinethemba Nkosi, a full-time student at the University of the Witwatersrand enrolled for a Master of Science in Development Planning. My research involves investigating the nature of poverty in the urban periphery and what are the poverty alleviation strategies implemented by the three spheres of government.

I would like to invite you to be part of the study through an interview process. The interview will be no longer than 1 hour and it will take place at your offices. The interview will be recorded using an audio recorder or a cell phone as well as hand written notes, if you give me your permission to do so. You will be asked questions about poverty alleviation strategies on the urban periphery.

You have been chosen to participate because as a government official/ NGO/ academic, you have knowledge about poverty alleviation of poverty. It is up to you to decide whether or not to take part. If you do decide to take part you will be able to keep a copy of this information sheet and you should indicate your agreement on the consent form. You can still withdraw at any time. You do not have to give a reason. You will receive no payment or other incentives for your participation. Confidentiality and anonymity cannot be guaranteed, but I can promise not to disclose your name and position, however your institution will be mentioned.

The research undertaken is solely for academic purposes and once completed the report will be available through the Wits electronic library and can be accessed publicly.



If you have any questions, concerns, or comments or if you would like a copy of the final report, please feel free to contact me at email address or my supervisor

Name: Noluthando Nkosi, MScDP Student

Email: 556914@students.wits.ac.za

Supervisor: Alison Todes

Email: Alison.Todes@wits.ac.za

Tel: [0117177702](tel:0117177702)

Appendix C: Consent Form



CONSENT FORM

Poverty levels and poverty alleviation policy on the urban periphery
I.....give the MScDP student Noluthando Sinethemba Nkosi consent to interview me on my knowledge about poverty on the urban periphery and poverty alleviation strategies. I am aware that the interview is solely for academic purposes. I have received, read and understand the written participant information sheet. I have also been informed of:

- The nature of my participation in the form of a verbal interview.
- The place and the time schedule for the interview.
- Reasons for being chosen for the study
- The voluntary nature, refusal to answer, and withdrawing from the study
- No payment or incentives
- No loss of benefits or risks
- Anonymity
- Confidentiality
- How the research findings will be disseminated

I therefore agree to participate in this study by being part of the interview process.

This interview can be recorded: YES/NO

My name can be used in the report: YES/NO

PARTICIPANT:

Printed name

Signature

Date