

CHAPTER 3: PUBLIC POLICY DEVELOPMENT AND POLICY ANALYSIS

3.1 INTRODUCTION

Policy development and policy analysis remain two important concepts to address various social needs. There are, however, no specific guidelines to steer policy processes on behalf of the poor, as most poverty policies include inherent weaknesses and strengths. It is therefore essential that policy processes do not remain inclusive public sector initiatives. Policies debated in the wider public domain will ensure a measure of success, as relevant insights of a wide range of stakeholders are incorporated.

Effective communication and dissemination of information in policy development processes will strengthen public poverty policies. Including gender issues in policy processes will ensure that women's adverse socio-economic plight is addressed. Effective poverty policies include the total socio-economic needs of the poor. Policy development and policy analysis include problem identification, policy response and policy implementation. Government poverty policies are not meeting policy goals and objectives to affect necessary social changes, due to various challenges. These include inadequate policies, weak service delivery, the lack of an enabling environment for socio-economic growth, pressure group agendas, socio-economic constraints, inadequate resources and ineffective co-ordination strategies to link government structures and key stakeholders, including the poor, in policy processes.

The above aspects require urgent intervention to enable poor families and poor communities to surmount their adverse circumstances. Commitment to public service delivery remains a key aspect in most public poverty policies. However, the space and quality of service delivery do not have a positive impact on the circumstances of the poor. An additional aspect includes the lack of close co-operation between the three tiers of government. An enabling political environment and political commitment contributes immeasurably to effective policy processes.

Chapter 3 focuses on the historical background of policy development, the need for public policies to address various social issues, and a review of selected public policy models and policy challenges for government.

3.2 HISTORICAL PERSPECTIVES ON PUBLIC POLICY DEVELOPMENT AND POLICY ANALYSIS PROCESSES

3.2.1 Historical perspective following the Second World War

In order to understand policy development and policy analysis processes, it is important to reflect on the historical perspectives to gain a holistic understanding. It was widely recognised by the social science professions that social problems required public policy decisions. Consequently, the need for specific skills was viewed as essential for policy processes and effective service delivery, including gender equity (Heineman, Bluhm, Peterson & Kearny, 1997:14, Potter & Subrahmanian, 1998:23, Van Niekerk, Van der Walt, & Jonker, 2002:86-87).

Policy development received significant attention following the Second World War, as analytical approaches to social problems were integrated into formal policy processes. Social science as a profession recognised the importance of rigorous analysis by various disciplines, including sociology and economics to gain a better understanding of policy processes, in order to make informed decisions. During the 1960s, economists developed various cost-benefit analysis theories as an approach to problem solving. Related disciplines provided further inputs, which added various perspectives to address social ills through the systems approach (Heineman *et al.*, 1997:14-17).

Over the next two decades, during the 1950s and 1960s, the policy process followed a broader policy analysis approach, which included a political focus by sociologists and economists, based on the Keynesian Economic Model, which incorporated socio-political and prevailing historical ideals that remained the dominant model prior to the 1960s. For the social science profession it was vital that the policy process included measurable indicators, especially during programme implementation, when it became apparent that there was a lack of tangible results. This argument led to policy analysts adopting the rational choice approach, which focused on attaining maximum social gains that exceeded costs (Heineman *et al.*, 1997:14-16).

3.2.2 Process and skills that informed public policy

Specific skills inform policy makers and include process investigations at various stages during the policy process to ensure effective interactive communication. The policy process then continues to develop into a dynamic investigative framework that includes four parameters, namely the concepts underpinning policy change, policy change in terms of the environment and the complex reality, which requires intervention, the institutional capacities for change and the experiences of change on the beneficiaries. The alternative process that excludes the above processes is based on a linear mode, which progresses from the initial stage of policy design to policy implementation without stakeholder participation (Potter & Subrahmanian, 1998:23-26).

Policy goals are not directly aligned to social needs, as various stakeholders have different expectations. A shift in policy as a process approach to the rational approach is required to understand the causes and the likely impact of new policies. The process approach reflects public policies bound by related legislation to ensure the well-being of citizens. Both public and private interests shape public policy. Dunn's 1984 definition of public policy as a series of government choices to act or not to act regarding specific issues alludes to policy makers' responses or non-responses regarding pertinent issues (Van Niekerk *et al.*, 2002:86-87). It is difficult, however to pinpoint government's non-responses, as it is based on perceived behaviour. Dunn's 1984 definition remains relevant to the present discourse on public policy (Potter & Subrahmanian, 1998:35-39; Van Niekerk, *et al.*, 2002:86-87).

3.2.3 Addressing gender issues in public policy processes

The historical development of the policy processes included a number of policy approaches, which provided theoretical conceptualisations. Women were not visible in public policy processes. In fact, the majority of male policy planners viewed their presence dimly (Karl, 1995:94-96; Cioffi-Revilla, 1998:150). A number of additional approaches were added to the process approach, including the sequential logic mode approach as a theoretical framework, which views a political event taking place in the same space as several other events, which have passed through different nodes. This meeting place, or causal perspective, illustrates the manner in which all political events occur, beginning with historical roots and continuing into a sequential

branching process. In the same manner, public policy development is viewed as a probabilistic outcome based on sequential policy changes (Cioffi-Revilla 1998:150).

The historical policy development approaches above did not include women in policy processes to ensure their economic and social development. During 1976 to 1985, development policies addressed gender issues in terms of childcare, health, fertility and poverty. The role of women in the economic spheres was totally ignored. During the mid 1970s and 1980s, gender needs were integrated into development issues, focusing on equity, anti-poverty and efficiency. This new development brought opposition from traditionalists, especially in third world countries (Karl, 1995:94-96).

The equity approach promoted women's strategic needs in policy development. This included equal relations between men and women and their economic independence. The equity approach was consequently abandoned, owing to the opposition by traditionalists and replaced by the efficiency approach, which viewed women as a cheap form of exploitive labour. Men who had no perception of the needs of women in the policy-making processes spearheaded the above approaches. Since the 1980s, gender issues were brought into the mainstream of public debate in both first and third world countries, which allowed women to participate in policy development. This included their expertise throughout the policy cycle and gender training to male policy planners, based on the efficiency approach, which was less threatening in terms of female empowerment (Karl, 1995:94-96).

3.2.4 Effective public service delivery

Moving forward from the 1980s to the present in terms of policy development processes, the focus shifted to public service delivery based on appropriate policies. There are, however, many policy constraints regarding transparent processes and efficient resource utilisation (The World Bank Development Report, 2003:160-162; May, 1997:1-3).

The public sector remains accountable for policy processes in respect of funding service delivery and monitoring poverty programmes. An inefficient public sector will not deliver effective services. Good governance is a crucial aspect of public service delivery, and includes prudent financial expenditure, co-ordination and efficient local management. Public accountability will ensure policy success. A lack of human and

financial capital adversely affects public sector reform and accountability. It is imperative to balance diverse group interests by strengthening organisational capabilities through alternative policy options and adequate finances.

Government has the legitimacy to enforce socially approved governance. Public structures shape the political and economic agendas in terms of service delivery. The strengths and weaknesses of the service environments affect policy efficiency. A successful environment is evaluated against four criteria, namely efficiency, equity, adaptability and accountability. Whilst national government is responsible for establishing service norms and standards, the responsibility for service delivery rests with provincial and local government (May, 1997:1-3). Local municipalities are mandated to provide social and economic development through the Development Facilitation Act (Act 67 of 1995). This may prove difficult to achieve, as the poor experience poverty as a short-term, long-term or permanent condition. It is therefore important to understand and address poverty from this vantage point.

3.2.5 Policy development and service delivery in Africa and South Africa

Moving forward from the development of public policy as a dynamic evolving process which includes theories of policy development, stakeholder participation, effective communication, gender involvement and efficient environments, the focus shifts to policy development in Africa and South Africa, where there have been sound policy development, but implementation constraints (Kayizzi-Mugerwa, 2003:15; Stasavage, 2005:343).

Since the 1990s, there have been no major economic reforms in Africa, despite various governments' efforts to comply with the donor community's conditions for good governance through transparent administration, rural development and protecting vulnerable groups in appropriate policies. Following the initial focus on economic development in Africa during the 1980s, the focus shifted towards reforming public administrations. However, good governance, policy development and implementation as well as sustainability require political and legal environments for socio-economic growth, wealth distribution and civil society representation. Public policy development and policy analysis is a well-planned process that includes clear

definitions, goals and objectives, the positive attitudes of policy makers, and local government's mandate and ability to implement policies (Kayizzi-Mugerwa, 2003:15).

Democracy in many African countries contributed to improved public service delivery, especially in health and education through economic growth, which in turn improved human capital. These gains were at the expense of essential needs, as illustrated by the cross-country data in Malawi and Uganda to assess overall public spending on primary education. The above research study by Stasavage (2005:343) indicates that public spending was higher for primary education than for university education. The study indicated too, that weak institutions have low impact on public policies, as most African countries increased government spending since the 1990s to the detriment of economic policy reforms.

3.2.6 Concluding remarks

The historical development of public policy development and policy analysis from the 1940s to the present provide the basis to understand the process over the decades. Various theoretical approaches, namely the process approach, the rational approach, the sequential mode approach, the equity approach, the anti-poverty approach and the efficiency approach bring into focus the various poverty dimensions that are not adequately addressed in public poverty policies. The above aspects highlight the need for a holistic understanding of the dynamics involved in public policy development.

The influential presence of women in policy development processes in terms of gender equity is lacking largely. Women add value to public policy processes from their female perspectives, by strengthening the needs of families and communities. This will ensure that the poor will not continue to receive piecemeal services from public sector service delivery. Similarly, public policy development as an evolving process could remain a problematic process, if it remains inclusive, or it could become a dynamic instrument for social change, if the process includes the contributions of all key stakeholders.

It is vital that public policy development incorporates the interests of all social groupings. Good governance remains a key factor, especially in reforming public structures to create enabling environments that are conducive for effective policy

development, policy implementation and policy monitoring. Policy successes depend entirely on effective implementation strategies. Sound policy strategies will be useless without the latter aspect.

3.3 HISTORICAL BACKGROUND TO PUBLIC POLICY DEVELOPMENT AND POLICY ANALYSIS IN SOUTH AFRICA

The South African government post 1994 has the arduous task to address the consequences of preceding years of domination and neglect and the present plight of the poor who represent the majority of South Africans.

3.3.1 The South African Constitution and the Bill of Rights

In view of the high levels of poverty in South Africa, there is an urgent need for socio-economic policy reforms in South Africa, based on human rights. The South African Constitution ensures that the poor have redress to their plight, as relevant public sectors undertake to provide for their socio-economic needs (Richardson, 2007:2-4).

South Africa's history of racial domination, social injustice and economic exploitation influenced human rights negatively. The years 1935 to 1994 marked a period of entrenched political instability in South Africa, which had an adverse impact on property rights, political rights and civil freedoms. Post 1994, religious freedom and freedom of movement were ensured by the Bill of Rights. The question remains whether the Bill of Rights is effectively translated into appropriate policies for the poor in South Africa (Fedderke, De Kadt & Luiz, 2001:22; O'Faircheallaigh, 2002:1-4, 23; Environmental Monitoring Group, 2005:31; Baumann, 2007:10; Michaelman, 2008:13).

A response to the above question is that globally, the Bill of Rights is fraught with legal consequences, even though it may reflect national ideals and values. The Bill of Rights affirms reasonable access to material needs by specific groups. Although the Bill of Rights supports a particular concern, it is flawed as it fails to guarantee comprehensive social rights (Baumann, 2007:10; Michaelman, 2008:13).

Practical insights to the above aspects include government's socio-economic policies that focus on formal sector development, which excludes the vast majority of informal traders in the socio-economic spheres. The public sector may naively believe that

their institutional reforms and development policies are addressing poverty concerns. However, the problem with this perception includes the increasing needs of the poor, which will require continuous socio-economic policy assessment to ensure sustainable services.

Following years of isolation, South Africa lacks appropriate statistical tools to monitor the living conditions of the poor, especially in terms of the MDG. Prior to 1993, there were no benchmark measures regarding the exact nature and conditions of South Africa's poor. The poverty status in South Africa can only be determined against accurately recorded sustainable development (Environmental Monitoring Group, 2005:31).

The above aspects indicate that the public sector as a whole is not fully geared to deliver appropriate services to the poor to reduce the high levels of poverty in South Africa. As an evolving process, public policy development does not remain static, as it has to absorb the situations that are endemic to the policy focus. This includes both the positive and negative political influences as well as the challenging needs of target groups. This melting pot represents the conundrum of societal life, which can be both interesting and taxing to policy makers. This is apparent especially during policy implementation, which has been problematic since the historical development of policy processes. According to O'Faircheallaigh (2002:1-4), related policy implementation problems include identifying policy objectives aligned to programme evaluation, the vested interest of various groups, institutional agendas and lack of concrete implementation outcomes. Additional constraints include formulating specific criteria to ensure programme success, identifying the specific intervention that brought about a particular outcome and changing agendas to appease various interest groups.

It is vital that public policy addresses issues in the economic, social and political fields that influence the public and private sectors. An example in this respect is the Keynesian Economic Policy Model, established during the depression of 1930 to stimulate the economy to reduce unemployment. The model was utilised to address unemployment, but the business sector was unwilling to enlarge their enterprises, as there were no profit guarantees on investment. Incentive approaches replaced the Keynesian Model during the 1960s, as the former was not feasible in terms of raising

taxes to a level that would decrease government spending (O’Faircheallaigh, 2002:23).

It is apparent that public service delivery to the poor would be constrained by various problems ranging from compliance to the Bill of Rights, socio-economic problems and stakeholder interests. Further policy implementation constraints are listed below.

3.3.2 Policy development and implementation

Policy implementation is the practical arm of the policy development process and remains a crucial aspect in terms of efficient service delivery to the poor. This is aptly illustrated by the three research investigations undertaken by Rivera, Monterrubio, Gutiérrez and González-Cossio (2005:168-169, 171) to assess the impact of income and inequality on child nutrition globally, to determine the relationship between poverty and under-nutrition in a mid-income country, and to evaluate the inequity in food distribution and targeting. The research findings, which have relevance for policy development and policy analysis in the South African context, indicate that there is a relationship between income inequality and the prevalence of under-nutrition.

The above research indicated that the number of stunted growth cases in children is about three times higher in rural areas and higher in socio-economic poorer areas. Targeting in the three investigations was inadequate as the focus was on urban areas. The food packs were not suitable for infants and young children and lacked nutritional value. Communication strategies were inadequate and interventions were duplicated, due to a lack of co-ordination. The food distribution did not include primary health care. In addition, there were no established monitoring strategies.

The preparation for policy implementation cannot be neglected in policy development processes. This aspect links closely to the initial phases of policy planning but is neglected largely in public policy processes to the detriment of effective service delivery to the poor, as illustrated by the following authors.

3.3.3 Policy implementation and resource constraints

Pro-poor development policies provide excellent examples of inadequate implementation, which do not meet the specific policy criteria (Moller & Devey, 2003:458; Nel & Rogerson, 2005:15).

The research outcome regarding Local Economic Development (LED) in South Africa serves as a case in point. As part of the Millennium Development Goals to promote pro-poor development, local government initiated LED to address urban poverty across cities in South Africa. The study investigated applied interventions and outcomes of the correlations between LED policy and LED implementation, based on a 2004/2005 World Bank sponsored study in twenty of the largest cities in South Africa. The results indicated that although the political climate in South Africa is helpful to the upliftment of the poor and strengthened by the Constitution, the Reconstruction and Development Programme, the Local Government White Paper, the Local Government Municipal Systems Act and the political will of government, numerous obstacles were encountered. These include a lack of understanding regarding local economies, unsustainable community projects and a lack of capacity and resources (Nel & Rogerson, 2005:15, 18).

LED is pro-poor in policy but not in practice. The challenges included policy implementation, the parallel processes of LED's pro-poor and pro-growth initiatives, national macro-economic strategies and the Department of Trade and Industry's pro-growth interventions. LED mandates South African municipalities to address poverty, but human and financial resources are acute. The lack of appropriate definitions regarding economic growth, poverty relief and resource allocation are further obstacles. The low budgets allocated to LED and the lack of monitoring and evaluation strategies will not have a positive impact on local poverty (Nel & Rogerson, 2005:15, 18).

Regarding the above aspects, a succinct overview of the historical perspective of South Africa in relation to the commitment to the poor, follows the negotiated settlement during 1994. The government was tasked to address the needs of the poor. Subsequently, a million new houses, clean water and health services were delivered by 1999. This attested to positive achievements in service delivery, following the first five years of democracy, especially the provision of 50,000 new homes, electrifying 2.5 million homes, as well as providing free health care and school feeding for poor children. However, macro-economic strategies did not create jobs despite the economic stability in South Africa at the time (Moller & Devey, 2003:458).

There is still much to do to lower the poverty levels in South Africa. As local government is primarily responsible for service delivery implementation, it is imperative that skilled personnel and financial resources strengthen their efforts and policy implementers are an integral part of policy processes.

3.3.4 Concluding remarks

The above accounts outline the historical background to policy development and policy analysis in South Africa. Following years of deprivation and utter poverty during apartheid, South Africa post 1994 began its socio-economic reconstruction programmes based on human rights and social justice. The biggest challenge is to ensure that these rights are upheld. This remains a daunting task for government in light of the tremendous socio-economic needs of the poor.

The interests of the large numbers of informal traders did not guide subsequent economic policies. This was a grave omission and widened the gap between the formal and informal economic sectors, and deepened the poverty status of the poor.

As there are no guidelines to steer policy processes, an accurate reflection of poverty in South Africa cannot be determined. Added policy problems include vague policy objectives, vague policy implementation plans and inadequate monitoring and evaluation mechanisms. The three aspects above remain essential components of policy processes. Yet to a large degree, many public poverty policies continue from policy development to policy implementation with disastrous results. The foremost problem is policy failure that neglects to address poverty issues prudently, taking into consideration all possible consequences.

As various interest groups change policy goals, adding to policy development problems, it is essential that a well-planned and well-executed poverty policy remains the primary goal of all poverty policies. Research initiatives regarding poverty issues should serve to guide policy processes. Evidence based research initiatives will serve as guidelines for policy development and policy implementation. This aspect is a crucial component for poverty policies in South Africa. It will also assist to identify costly constraints that deter service delivery.

Children living in poverty remain a mute point for policy makers, who need to address the serious plight of many children from impoverished households headed by single, mostly female caregivers (Chant, 2006:201). Inter-generational poverty remains problematic in respect of children who grow up to be poor adults (Clark, 2006:699; Daniel & Taylor, 2006:426). Their plight as well as the plight of poor women, the youth, the aged and the disabled, will continue as long as local government experiences funding and personnel constraints to implement poverty policies effectively. As the South African economic situation continues to remain bleak in terms of employment creation, the circumstances of the poor will prevail.

3.4 THE NEED FOR EFFECTIVE PUBLIC POLICY DEVELOPMENT AND POLICY ANALYSIS

3.4.1 A collaborative process

Public policy development and policy analysis include public participation, which is individual, group or collective involvement, transparency and effective communication. The exclusion of any of the above aspects would render the process ineffective and unsustainable. Stakeholder involvement remains a primary aspect as common goals are nurtured. It is therefore essential to understand the various situations that impinge on policy development, including external variables that could boost or hinder relationships (Lodge, 2003:31, Hudson, 2005:1).

Hudson (2005:25-30) refers to policy relationships as the actor-general theory, which includes a host of players in the decision-making process to address a particular problem. The social enquiry centres on problem recognition, problem framing, goal prioritising, policy options and policy assessment. The above factors influence policy decision-making, based on variables from the micro and macro levels.

The intellectual insights from the fields of psychology, sociology, anthropology, economics and other related fields enable the policy analyst to collate complex information regarding the attitudes, experiences and perceptions of all stakeholders regarding the presenting problem. The specific collaboration represents a microcosm of the diverse variety of experiences in a given society. Hudson (2005:30) adds that the actor-specific theory enables the policy analyst to gather the views of all

participants to address common issues, clarify the decision-making process, and proceed to usher in social change.

It is evident from the above aspects that the linear mode of policymaking, referred to by Potter and Subrahmanian (1998:26) and the viewpoint of Van Niekerk *et al.* (2002:86-87) that policy makers should take cognisance of stakeholder expectations remain essential policy processes.

The example of the control of invasive species in nature illustrates the importance of relevant public policy to address specific socio-economic problems in South Africa. Environmentalists and scientists disagree on invasive species and the changes in the eco-systems, which affect crop production. This has a ripple effect on the circumstances of the poor. The figures of 13-138 billion USD annual loss of global food production may seem incompatible, but the confusion and tensions relating to conflicting value systems remain, especially in public policy, when it is important to distinguish between the natural environment and environmental changes brought about by other factors (Lodge, 2003:33-37).

The natural manner in which species move along bio-geographic regions within continents contributes to economic global trading that benefit millions of poor. This applies as well to flora that is not endemic to a region, which is dispersed widely. The current debates however, have led to two opposing sides with competing goals regarding the protection of natural resources from invasive species. Although there are different opinions regarding the benefits of invasive species, there is a need, however to control their spread. Public policies should therefore balance the conflicting opinions of ecologists and environmental ethicists, based on environmental ethics. The major policy challenge includes balancing conflicting opinions based on probability outcomes (Lodge, 2003:33-37).

The above aspects confirm the viewpoints of Cioffi-Revilla (1998:150) and the World Bank Development Report (2003:1-3) that policy processes include the gathering of divergent opinions into a central common flow of shared interests regarding a social problem.

3.4.2 Addressing health issues

Health policies can be problematic if a specific medical need arises which is a national health threat for the population at large. This is aptly illustrated by the following research study that illustrates the case in point for effective policy development and policy analysis. Mugisha, Kouyate, Gbangou and Sauerborn (2002:187-190) investigated the burden of out-of-pocket expenditure in households in Burkina Faso. Health care fees were utilised to finance health services, as government budgets declined due to macro-economic problems and population growth. Consequently, many patients were self-diagnosing and administering their own medication that led to acute medical conditions that could not be treated effectively. A further problem included the resistance to certain drugs in treating malaria and related illnesses.

The findings of the above survey, which included 800 households, indicated that individuals living in urban areas with higher income sought medical help for malaria, which illustrated geographical and monetary access. Malaria was therefore less severe in urban areas. As the main cause of morbidity and mortality in the population, public spending was, however, less-out-of-pocket than the amount spent on other illnesses. As a result, the poor continued to self medicate. The research conclusion was that public policies should focus on education regarding the risks associated with malaria complications and the associated risks of inappropriate diagnosis and treatment (Mugisha *et al.*, 2002:187-190).

Health policies should assist the poor to access public health services. This requires a partnership between health institutions and poor communities. The poor need to be informed regarding medical issues that influence their wellbeing and finances. In the example above, appropriate policy responses should include interactive processes that were established from the outset of the policy development process. Consequently, in the event of a national medical emergency, poor communities would be armed with knowledge to seek appropriate assistance. Where no assistance is available, the strengths of communities should be tapped to seek appropriate solutions.

Regarding the above aspects, South Africa is presently engaged in the establishment of a National Health Insurance scheme (NHI). The National Health Insurance Advisory Committee (NHIAC) was established in 2009 to advise government on policy

and legislation relating to the NHI. The NHIAC's brief was to steer the health agenda to ensure full implementation of the HIV and AIDS Plan, improve the quality and efficiency of health services, and develop policy proposals for universal health care through local health care systems. The first phase of the project should be in place by 2012. There is still a road ahead for the full realization of the NHI scheme in respect of support from medical aid schemes, public understanding and support, funding from increased taxation, and skills training for medical personnel at grassroots. The positive spin-offs for the poor, however, are enormous (International Insurance and Healthcare Industry News, 2010:3-6; McIntyre, Goudge, Harris, Nxumalo, Khosi, 2009:5-7; Govender; Grabe, 2010:1).

3.4.3 Addressing gender equity

Historically, women have not been actively engaged in public processes regarding issues that influence their socio-economic rights (Karl, 1995:94; Walters & Aydelotte, 2000:349-350; Fedderke *et al.*, 2001:22; Zedlewski & Anderson, 2002:6, UNESCO-EFA Global Monitoring Report, 2006:1). Gender equity in policy processes includes their active participation to address unemployment and related issues. Public policies should focus on legislative reform to ensure gender equity by promoting female education, non-discrimination in primary and secondary education, the protection of property and inheritance rights, gender equity in family law, and addressing conflicts and violence (UNESCO-EFA Global Monitoring Report, 2006:1).

The lack of gender participation in policy processes has an impact on women in general, and on poor women in particular. Women's recourse to the Constitution and the Bill of Rights does not imply that their rights to equality and justice are immediately available. Their struggle in the socio-economic spheres remains, for the most part, unchanged. Relevant public sectors, however, are attempting to address the needs of poor women, as illustrated in the following research investigation, which identify the constraints of inadequate policy development and implementation.

Zedlewski and Anderson (2002:6, 9) investigated mainly female welfare recipients from impoverished households for the job market. During 1996, the Temporary Assistance for Needy Families Programme (TANF) in the U.S.A. was introduced to reduce welfare caseloads and raise employment levels among disadvantaged

women. This was due to the economic boom of the 1990s, which assisted millions of welfare recipients to enter the job market. The positive aspects of the programme waned, resulting in job losses when economic growth declined. Poor health, limited education, minimal work experiences and family responsibilities were barriers to employment amongst welfare recipients. Policies that remove specific employment barriers include intensive mental health programmes that provide marketable job skills for those with little education. The TANF programme would create self-sufficiency for beneficiaries in the long term.

Most public policy processes do not include public participation and debate and remain exclusive entities (Walters & Aydelotte, 2000:349-350). Public officials are reluctant to engage community interaction, as they view social problems as too complex for the public to understand. They view citizen participation as time-consuming, expensive, complicated and emotionally draining. To ensure public involvement, the selected strategy should be aligned to citizen participation and the presenting social problem. This includes defining the problem, identifying and specifying the criteria for alternative solutions and recommending alternative solutions. The above framework will assist the policy analyst to develop effective public policies.

Incorporating the diverse needs of the poor in policy processes remains a challenging task, as illustrated by the examples above. The issue of poverty is complex and requires much more than intellectual deliberation by policy makers. The perception from policy makers that the poor may not be able to understand complex social problems does not have a basis, as their experiences of poverty are vital in policy processes.

3.4.4 Concluding remarks

The processes outlined above provide critical aspects to policy development in respect of poverty issues in South Africa. The essential need for public participation, open lines of communication and dissemination of information in the policy development process remains a crucial component. Gender equity is vital in terms of women's unique plight. This will ensure that their adverse socio-economic needs are addressed in policy issues.

The model of the Temporary Assistance to Needy Families Programme highlights the need for policy caution in terms of implementing a policy decision without understanding the external circumstances that may derail policy objectives. Relevant public sectors responsible to distribute resources to address social needs should be held accountable for efficient service delivery. The combined wealth of knowledge, experience, values and attitudes of a wide range of stakeholders should be elicited prior to embarking on any policy processes regarding the poor in South Africa.

3.5 THE ROLE OF POLICY ANALYSIS AND POLICY ADVOCACY

Policy analysis and policy advocacy are two crucial aspects emanating from policy development. Policy analysis enables policy makers to conceptualise social problems in terms of scientific understanding of fundamental beliefs of policy development to address social needs across a diverse spectrum of interest groups. In this manner, policy analysis and policy advocacy provide the weakness and strengths of specific policies that have either negative or positive implications for the target groups.

3.5.1 Policy analysis and policy advocacy processes: Lessons from relevant research initiatives

The panel data research by Ederveen, De Groot and Nahuis (2006:17) assessed the European Union policy decisions to promote economic growth in thirteen member states. The Structural Funding was a key policy instrument for income transfer that was co-funded by the recipient country to be invested in specific projects. A model simulation, case studies and an econometric evaluation were utilised to study the effectiveness of the Structural Funding on regional economic growth. The research results indicated that the funds contributed to economic growth among member states in different ways.

In the above research, funds allocated to “good” institutions and quantified on inflation, openness and being corruption free, were conditionally effective, depending on the recipient government's policy outcomes, inflation and government savings. The Structural Funding did not improve economic growth in countries with the “right” institutions, but assisted those with sound institutional arrangements. The research indicated too the need for a re-design of the European Union Cohesion Policy in light of additional member states to the European Union. The funds should be allocated

primarily for institutional reforms to stimulate economic growth. Ederveen *et al.* (2006:35) state that the Structural Funding was in line with previous research investigations regarding the effectiveness of donor funding to less developed countries, with similar results.

The above aspect illustrates a well-planned policy development process that identifies effective public institutions to implement allocated funding for socio-economic change. A policy constraint, however, included the lack of economic growth for the recipient countries. This could be because of a lack of understanding the dynamics of poverty and economics in different countries. Whilst policy makers' intentions are good, they may not have adequate knowledge of the circumstances surrounding the specific problem in another region or another country. It is therefore essential that policy processes do not remain inclusive, but incorporates the inputs of relevant experts in their fields to guide policy processes.

The important role of stakeholders in policy development is imperative. Brugha and Varvasovszky (2008:239) add that health policy makers and researchers recognised the crucial role of individuals and groups during the past decade to enable social analysts to understand policy issues from stakeholder perspectives and influences. Brugha and Varvasovszky (2008:240-241) allude to Laswell's 1958 Polity Model whereby decision-making processes are concentrated in a few powerful influential people, and Bachrach and Baratz's 1962 Pluralism Model, where power is distributed through various interest groups in society. The two above models provide further understanding of stakeholder involvement in policy processes.

The policy agenda and decision making process is shaped by networking which focuses on formal and informal relationships. This is in contrast to the sole networking between and within organisations. Over the past decade, civil society's inputs have been incorporated into policy processes. This marked a shift from the rational policy model to stakeholder inclusion in policy decision making. The support or opposition of stakeholders is important in terms of policy success or failure. As a strategic part of research and policy processes, stakeholders are a part of the political and interest mapping groups (Brugha & Varvasovszky, 2008:242).

From the above aspects it is evident that the closed policy-making processes of the past did not contribute to major changes in the lives of the intended target groups for whom the policy had been developed and implemented. Public service delivery sectors exert important influences on the manner in which policy develops to suit organisational needs and to control financial costs. The open system of policy development processes that includes active stakeholder participation refines policy processes through negotiation and pay-offs that serve diverse needs.

3.5.2 Policy development constraints: Lessons from relevant research initiatives

The following examples illustrate aptly the successes and constraints of various policy models. Orphanides (2003:991-995) undertook a study on John B. Taylor's essay, "Discretion Versus Policy Rules in Practice," which was presented at the 39th Carnegie Rochester Conference on Public Policy during 1992. Taylor's Policy Rule Framework has a major influence on policy issues. The framework is based on precise algebraic formulae. The study investigated the framework's effectiveness on monetary policies in the USA. A key component of the study included an assessment of interest rate decisions in Federal Reserve monetary policies. The emerging themes in the study indicated that the Federal Reserve economic policies were consistent in terms of Taylor's framework. However, a recurrent source of error has been the misconceptions of the state of the economy and incorrect assessments of the economy's productive potential in terms of inflation, which prompted tightening or easing of monetary spending that were counter-productive.

The Taylor Rule Framework described a policy for economic conditions that were exemplary, but not ideal to address social problems effectively. It is a useful device to interpret past policy discussions, but is impractical to prevent present policy mistakes. The study also concluded that policy implementation details should be left to policy makers, who have comprehensive policy development knowledge. The Taylor Framework serves as a guide to policy when human behaviour is systematic. As monetary policies do not stay on a predicted course, an appropriate framework should include an accurate description of the trends in the economy and economic predictions that impact on social issues (Orphanides, 2003:991-995).

A cautionary note in the above processes outlines the necessity to assess a particular policy model for its appropriateness before adoption to develop and implement any particular policy framework. Most policy models have their strengths and weaknesses (Raphael & Bryant, 2002:189; Orphanides, 2003:983; Ederveen *et al.*, 2006:17). It is therefore imperative to adopt an integrative model from a range of available frameworks that are available.

May (1997:5-9) outlines the impact of the National Spatial Development Framework Policy and cites the South African migrant labour policy as a case in point that has impacted negatively upon the economies of the poor in terms of income, education, health and related socio-economic needs. May (1997:5-9) states that the onus rests on government to target broader policy concerns, not only spatial issues to address the total needs of the poor. Poverty is severe in small towns and rural areas and further impeded by the lack of economic opportunities and access to commercial markets. The National Spatial Policy should be redressed to strengthen micro non-farming enterprises and provide alternative livelihoods for the informal sector.

May (1997:9) states further that additional policy problems include the non-operational policy proposals of the Broadening Access to Agriculture Thrust that included rural communities in agriculture development. There is a need to establish peri-urban agriculture in small towns and community gardens in rural areas to provide livelihood opportunities. The housing policy is problematic due to the demand for low-cost housing and government budget and administrative constraints. Low income and high unemployment limit access to credit facilities (May, 1997:9).

Public policies neglect rural development. However, recommending that non-farming enterprises be strengthened and developing community gardens would involve more than assuring the livelihoods of impoverished households. This includes the socio-economic challenges for the informal sector in terms of access to finances and wider markets (Bond, 2007:216; Edwards & Stern, 2007:111; Mapadimeng, 2007:257) and the adverse problems experienced by the agricultural sector (London & Bailie, 2001:569; Hansen, 2002:314-320; Thirtle, Piesse & Gouse, 2005:56).

3.5.3 Community involvement in public policy development: Lessons from research initiatives

Raphael and Bryant (2002:194-196) on the other hand, investigated the Canadian Institute Advanced Researcher Analysis (CIAR) to determine how variables within the system influenced population health. The results indicated that CIAR's health concepts do not take into account evidential data from social theory that could improve population health. The World Health Organisation's concepts of health are focused on behavioural or lifestyle changes, which are pertinent discussions among health and social professionals. This aspect is not a part of the CIAR focus. A further limitation includes the dominance of medical issues. A major concern is the fact that American policy makers review the CIAR model for possible inclusion in their health policies. The problems with the CIAR model are the two-fold perception that the main determinants of health include cultural, social and economic factors, where equitable wealth distribution provides optimum health. The social environment on the other hand, provides adequate coping skills to ensure health wellbeing.

Raphael and Bryant's (2002:194-196) critique of the foregoing aspects include their viewpoints that there should be broader multi-sectoral views on health issues, which requires a critical examination of negative life experiences that impact on the health of communities. The CIAR views are consistent with health promotion theory and practice. An alternative approach is required that improves the health of the entire population and reduces health inequities among population groups. This includes a range of related factors that determine health. A conceptual framework that takes into account collaboration among relevant stakeholders will ensure allocated resources for optimum health based on both qualitative and quantitative needs assessment and evaluation, which is not a part of the CIAR processes.

The above example provides a policy success that is one-sided, neglecting related social problems. Institutional policies tend to have an organisational focus highlighted throughout policy processes to the detriment of effective service delivery. Subsequently, piecemeal services are rendered by related public sectors, targeting the same beneficiaries. This does not bode well for holistic cost effective public service delivery.

Hanney, Gonzale-Block, Buxton and Kogan (2003:45-51) concur with the above aspects and state that policy analysis and policy advocacy processes are important to establish effective health systems. There are many obstacles to utilise evidence-based research findings during the policy-making process which are influenced by industry, health professionals and the public. Research-based policies include a wider range of validation and are better options than decisions based on politically constrained stakeholder deliberations.

The Rational Model is an example of a policy model that identifies problems, seeks alternative solutions and selects the best option that matches the policy goals. The Incremental Model provides for policy debates and acknowledges diverse sources of information. The Networks Approach highlights relationships between groups and policy makers, including established positions within institutions and personal ambitions. The “Garbage Can” Model includes solutions that should have been discarded, which continues in the policy-making system and remains attached to current problems. This diverts the policy process (Hanney *et al.*, 2003:45-51).

Sound knowledge of policy processes remains a prime prerequisite for policy makers, prior to embarking on any policy planning. This will serve to bring together important stakeholder collaboration and human and financial resources.

3.5.4 Concluding remarks

The above accounts indicate the important role of policy analysis and policy advocacy, which remain two important concepts to address various social needs and determine the weakness or strengths of specific social policies. Effective policy analysis and policy advocacy ensured the effectiveness of the European Union's Structural Funding Framework based on funding institutions with the right institutional arrangements, as opposed to those that were not institutionally sound. This distinction has enormous benefits for the poor. The problem with effective policy implementation is the fact that policy implementation plans are not well planned during the policy development processes. This includes efficient monitoring and evaluation processes to identify and address policy challenges. Weak public institutions tasked with service delivery entrench the adverse social circumstances of the poor. This hopeless situation can, in most instances continue for long periods, with no redress.

Committed policy analysts should note Laswell's Polity Model as well as Bachrach and Baratz's Pluralism Model that outline the influence and power yielded by various stakeholders in policy development, with concern. It is therefore essential that absolute transparency guide those tasked to bring in social change (Brugha & Varvasovszky, 2008:340-342). John Taylor's Policy Rule Framework provides the algebraic formulation to determine trends in the economy, but does not provide solutions to social problems (Orphanides, 2003:991). This aspect will be resolved, when the separate roles of economist and social scientists remain complementary.

The National Spatial Development Framework Policy will not address the needs of the poor in terms of agriculture and housing in South Africa, as long as the respective services, including relevant services from other public sectors, are not integrated and implemented as a holistic effort (May, 1997:5). The CIAR Model is not an inadequate policy framework to address the total socio-economic needs of individuals and communities. This model provides a perfect example of a narrow policy focus, which excludes addressing related social problems. It is important to note that research based evidential data provides a sound basis for policy making decisions, as this is based on rational scientific facts (Raphael & Bryant, 2002:194).

The respective research initiatives above indicate the strengths and constraints in policy development processes. A perfect public poverty policy cannot therefore, be developed, as there are no foolproof methods that deal effectively with the various policy development dynamics. Policymakers have to work from high levels of organisational strengths and stakeholder participation to ensure policy successes.

3.6 A REVIEW OF SELECTED NATIONAL AND INTERNATIONAL SERVICE DELIVERY MODELS

The following selected national and international policy models provide an overview of the constraints and successes of various public service delivery efforts. Policy constraints include external variables that are beyond policy makers' control and ensuring basic services to all citizens (May, 1997:9-12; Kayizzi-Mugerwa, 2003:45).

3.6.1 Policy constraints in Africa and South Africa

The economic growth in Africa during the 1990s marked a positive effect on the political climate to the reversal of economic gains a decade later, due to weather

conditions, external shocks, civil wars and declining foreign investments. Botswana has effective institutions based on the rule of law and democracy, which is in stark contrast to Somalia and Liberia, where civil wars have destabilised surrounding countries, namely Guinea-Bissau and Sierra Leone. The civil wars in Angola and the Republic of the Congo (DRC) displaced populations, causing political problems for neighbouring countries. Conversely, countries which have not experienced civil wars, such as the Ivory Coast, Kenya, Tanzania, Malawi and Zambia, experienced negative economic growth, leading to weak institutions, due to civil service inefficiency, corruption and political exclusion (Kayizzi-Mugerwa, 2003:45-50).

Good governance in South Africa will ensure efficient service delivery through appropriate policy frameworks. The National Spatial Development Framework Model (NSDF) ensures service equity in local service delivery to alleviate poverty and economic growth through national, provincial and local co-ordinating expenditure. The Rural Development Framework provides for institutional development to develop local economies. The Municipal Infrastructure Investment Framework (MIF) ensures basic minimum services to all citizens. The Consolidated Municipal Infrastructure Programme (CMIP) and the Municipal Infrastructure Programme (MIP) address unemployment and housing development (May, 1997:9-12).

Obstacles to effective service delivery by the above public sectors are attributed to low service payments, subsidies and tariffs, which hinder sustainable service delivery. The constraints in implementing a rural development policy include a lack of clarity between the roles of National and Provincial Departments. National departments are not mandated to promote rural development and provincial and local departments may not have the capacity to address rural issues (May, 1997:12).

As there is a lack of co-ordination between public sectors, it is vital that role clarification between national, provincial and local public sectors is clearly defined. This includes collaborative efforts to address grassroots problems collectively. Policy makers should remain focused on the presenting problems and investigate alternative policy options that would best meet the needs of target groups. Stakeholder and community participation in adverse circumstances will strengthen policy decisions.

3.6.2 Policy success in Costa Rica and Cuba

Globally, models of service delivery usually share common constraints in terms of human and monetary resources. Some models reflect well-planned policy processes, while policy development problems stall other models. The Costa Rica and Cuba models reflect policy successes.

Costa Rica and Cuba are poor countries that have achieved low infant mortality rates for the past fifty years. Costa Rica experienced rapid economic growth that translated into improved public health services. Cuba in turn, has maintained a low infant mortality rate, eliminated diseases and moreover, it was rated the best in developing countries. The successes in both countries were attributed to a community based health system that was adequately staffed with highly motivated personnel and programmes that were carefully monitored and evaluated (World Bank Development Report, 2003:157-163).

The Cuban Health Model is based on three premises, namely, clear guidelines to service providers, effective communication systems, and monitoring and evaluating service delivery. Data collection, site inspections and external evaluations are undertaken on a regular basis. Dissemination of information is on target and citizen involvement is included in policy processes. Annual reporting to the National Assembly gauges policy implementation processes (World Bank Development Report, 2003:160-161).

The above models from third world countries provide excellent examples of well-planned policy processes, based on sound socio-economic principles. The balance between effective service delivery, adequate human and financial resources, and planned monitoring and evaluation processes highlight the basic foundational principles of policy development, policy analysis and policy advocacy. This aspect correlates with the views of Moller and Devey (2003:463-465) and O'Faircheallaigh (2002:1-4) regarding institutional reforms.

3.6.3 Policy success and constraints in Europe and New Zealand

Research regarding governance in Australia, Britain, the Netherlands and New Zealand provides interesting perspectives of restrictive governance that hinder service delivery (Lewis, 2003:131; Sapir, 2006:369-375). Theories on public governance

propose organisational models in which officials act impartially and accept clear lines of accountability and supervision. Over the past decade, however, critics and reformers who favoured a mixed economy model challenged the organisational model. Consequently, an emerging new government system based on non-bureaucratic organisation has influenced government efforts at grassroots level. Bureaucracy complaints received by the Organisation for Economic Co-operation and Development Frameworks in the respective countries above, included public service departments that were too large, too costly and too rigid (Lewis, 2003:131).

The above research indicates that institutional reforms included good governance based on corporate rules, set targets and performance management. As in the private sector, network governance relies on strategic partnerships and organisation economics to meet targets. Corporate governance that combined business and network models were the emerging management style in the above countries that had advanced government systems (Lewis, 2003:140).

Opposite findings to the research above, in terms of equity and efficiency in the European economic system, indicate failure to achieve growth performance and social reforms. The research indicated an innovative economy to develop technology and human capital. An earlier research study in Europe in 2003 indicated a similar socio-economic situation to the findings above. There were no changes in the interim period. The poor economic situation continued in 2006, which should be viewed against global economic challenges and opportunities (Sapir, 2006:369-375).

The European economy should utilise global opportunities to protect its economic policies through efficient and sustainable reforms. The global challenge includes a future competition from a one world global economy, which includes China, India and the former Baltic Bloc. Developing countries are the new suppliers of global goods. The stable European policies of the 1950s and 1960s are not economically viable for the twenty first century. Dysfunctional labour markets and weak social policies are a threat to local and global economies. There is a need for a common global monetary policy that ensures market related flexibility (Sapir, 2006:385-390).

Rigid forms of governance will deter policy success. The process will plod along without achieving gains for the intended target groups. The ability of the public sector

to change track and adopt policy alternatives based on shared decision taking will breathe new life into policy processes deadlocked and serving no purpose. This is a much-needed process in public service delivery in terms of alleviating poverty.

3.6.4 Concluding remarks

The above accounts indicate the successes and constraints of various national and international service delivery models. National, provincial and local initiatives should be linked to enable local government to strengthen local municipalities to render effective services. The question then remains: Precisely in what manner would national, provincial and local service delivery integration take place in South Africa to alleviate poverty? Public policy models should focus on a holistic approach that includes grassroots involvement. This aspect is imperative in policy processes, as the obstacles to service delivery are evident in all three tiers of government.

However, there has been improvement in service delivery in international models, based on innovative management style, which is hugely lacking in South Africa. Added challenges for effective service delivery include the global economy in terms of creating employment. As the socio-economic situation in South Africa remains presently unfavourable, the need for a global economy to combat poverty remains a distant reality.

3.7 POLICY DEVELOPMENT AND POLICY ANALYSIS CHALLENGES FOR GOVERNMENT

Political parties and various interest groups present huge challenges for government to ensure that diverse group interests are met. Further challenges include managing the policy processes, and allocating the required personnel and finances. A most important consideration concerns the fine juggling act to ensure that the policy process stays on track and is not derailed or sidetracked to cater for the whims of specific groups. Environment change and population growth that impact on policy processes are added challenges. There is therefore, an urgent need for vigilance by policy makers.

3.7.1 Pressure group and implementation challenges

May (1997:3); Ball and Peters (2005:224); Baumann (2007:13); Delmonica and Mehrotra (2006:13); and Zedlewski, Holcomb and Loprest (2007:8) concur with the above aspects and indicate the need for policy makers to be constantly aware of the involvement of pressure groups in policy processes. Ball and Peters (2005:224) state that pressure groups are vocal activists who are part of the political landscape and who have a vital role in policy development and policy analysis processes. Their influence is determined by their value systems and the nature of the presenting problems.

Baumann (2007:13), Delmonica and Mehrotra (2006:13) and Zedlewski *et al.* (2007:8), take the above discussion onto another level, namely, the challenges for government to utilise resources in a cost-effective manner to address the multitude of societal problems. Promoting the well being of citizens and improving economic conditions is a further challenge. Socio-economic problems, rampant crime, widespread poverty and unemployment are further challenges for government. The above challenges are part of policy processes that have moved from the linear mode of policy development (Potter & Subrahmanian, 1998:23-26) to include a wide range of stakeholders, including the targeted beneficiaries (Ballard, Habib, Valodia, & Zuern, 2005:628).

Poverty and inequality challenges require effective policy co-ordination (May, 1997:3-6). A spatial policy should prioritise rural areas through national, provincial and local service delivery integration. The 1996 Provincial Development Growth Plan was not operational. A further challenge includes public sector corruption, which directly affects service delivery to the poor. The National Economic Development and Labour Advisory Council (NEDLAC) facilitate information between government, organised labour, business and community groups. NEDLAC reviews labour legislation and social and economic policy, but is not involved with policy implementation and service delivery. This presents a major challenge as it creates a gap between policy development and policy implementation processes (May, 1997:3-6).

Related challenges regarding the above aspect include the absence of livelihood strategies for the self-employed as part of socio-economic development. This would assist the second economy to access economic and financial resources (Baumann,

2007:13-17). Government assistance in the United States of America, which centred on cash payments to needy families, provides an additional example. During the 1990s, public welfare limited dependency on cash transfers and promoted a work ethic. This proved challenging for many families, as there was a need to address health and social issues and skills for the job market through appropriate programmes.

Subsequently, the Temporary Assistance for Needy Families Programme (TANF) was expanded in 2005 to include the above support programmes to ensure a 50% work rate among families on welfare programmes, including hard-to employ parents who have health problems, language constraints and limited work skills. Various public sectors are mandated to address barriers to employment to ensure that hard to employ parents are skilled for employment opportunities. This includes creating socio-economic safety nets (Zedlewski *et al.*, 2007:8).

Lessons from the above accounts indicate that employment related training would ensure the decline of poverty and inequality. Effective policies in respect of social, economic and environmental development include the Employment Guarantee Act in India that assures at least one hundred days per year of regular employment for the poor, which has the potential to raise two-thirds of the population above the poverty line (Delamonica & Mehrotra, 2006:13-15).

The question remains whether this would apply to South Africa to reduce poverty significantly. Related poverty programmes such as the one above, are the Public Works Programmes that may assist a number of impoverished households to generate income. The problem centres on the vast majority of impoverished households not provided with work opportunities through the Public Works Programmes.

3.7.2 Globalisation challenges

Webster and Von Holdt (2005:3) and Rosegrant and Cline (2003:1917) provide a detailed synopsis regarding global trade versus the local economy in South Africa, which impacts on poverty. Business reforms and employment in post apartheid South Africa has increased global economic production for the formal sector. This was not the initial intention of government, which sought to enhance domestic capital and job

creation. However, the formal sector's pursuit of globalisation and the government's restructuring of the economy ensure free trade for both the formal and informal sectors (Webster & Von Holdt, 2005:24-29).

Subsequently, government attempted to effect changes in the formal sector through the National Economic Development and Labour Council (NEDLAC), and the Sector Education and Training Authorities (SETAs) through the Labour Relations Act, the Skills Development Act, the Employment Act, and the Employment Equity Act. These Acts have had little effect on workers, as there is a need to reinforce a work place culture that includes the informal sector (Webster & Von Holdt, 2005:10-15, 20-23). These economic challenges affect the unemployment rates in South Africa, as local economies are not developed. This in turn entrenches poverty in poor communities.

Added global challenges include food security over the next fifty years that will continue into the future. Crop yields have fallen, investments in research and infrastructure have declined and there is a scarcity of water. The concern for future generations includes the ability of agriculture to support growing populations. One of the targets of the Millennium Development Goals is to halve the proportion of people who suffer from hunger between 1990 and 2015. Meeting this global challenge would be a major feat. Climate change in tropical countries may give rise to periods of heavy rainfall and prolonged drought, which intensifies crop and livestock disease (Rosegrant & Cline, 2003:117-119).

According to the baseline projections of the International Model for Policy Analysis Commodities and Trade (IMPACT), global maize production is expected to increase by 56% between 1997 and 2050, and livestock production by 90%. Developing countries will account for 85% of meat consumption. Income growth and rapid urbanisation will result in higher demands for meat and fresh produce. International agricultural trade will increase rapidly, with maize imports from developing countries doubling by 2025 and tripling by 2050 (Rosegrant & Cline, 2003:117-119).

The above concerns do not bode well to address poverty effectively in South Africa. The poor, always marginalised in terms of socio-economic development, would withstand the worst of global economic crises. These aspects should be the primary concern for policy makers dealing with poverty issues. Hence, policy processes in

respect of the poor in South Africa take on an added dimension, namely a bleak global financial system that influences local economic conditions. It becomes apparent that the policy processes which included equity, co-ordination and stakeholder participation amongst other relevant factors should include a future perspective for poverty policies, which includes efficient service infrastructures and skills training. Policy efforts to assist the poor in meagre ways to place food on the table have to cease and be boosted by greater government efforts to radically reduce poverty.

3.7.3 Informal sector challenges

The informal economy in South Africa is beset by many problems, including accessing credit facilities and marketing goods (Ballard *et al.*, 2005:615; Bond, 2007:216; Edwards & Stern, 2007:111; Mapadimeng, 2007:257). The two economies discourse aligns to micro-credit and the Accelerated and Shared Growth Initiative for South Africa (ASgiSA). The enthusiasm following the grassroots experiences of the Grameen Bank, whose founder, Muhammad Yunus won the 2006 Nobel Peace Prize for assisting the poor in Bangladesh to access micro loans, was hailed a success story globally.

However, South Africa's enthusiastic acceptance of the Grameen Bank Model to establish ASgiSA to address the economic plight of the poor raises critical questions. Government's commitment to the development of the formal and informal economic sectors was guided by perceptions that the industrial, mining, agricultural, financial and service sectors would respond positively to the informal economy (Bond, 2007:216-218).

The economic problems of the informal economy include macro-economic stability and the value of the rand, which has fallen by more than a quarter since mid 2006. Importation of cheaper Eastern goods reduced the production of manufacturing companies, leading to many job losses. ASgiSA foresaw the promotion of small businesses through access to finances and expanding women's access to micro economic opportunities. Five billion rand from government and the private sector was earmarked to assist small and medium enterprises to transfer dead assets such as land, houses and livestock into economic value. The goal of ASgiSA is to utilise micro

credit to enable the poor to translate the above assets firstly into investment capital, and secondly into successful entry to the market economy (Bond, 2007:220-222).

The reservations regarding ASgiSA's goals is viewed in light of the difficulties experienced globally by the Grameen Bank, which despite its high success rate, experiences misappropriation of micro-credit loans by family members. The loans do not necessarily translate into successful small businesses to alleviate poverty, and some women reacted negatively to the time and energy that would be required to establish micro economic enterprises. The problem in South Africa includes the failure of micro-credit business enterprises to expand, leading to further unemployment and income insecurity. Moreover, micro-credit has not aligned the formal and the informal sectors as ASgiSa had intended (Bond, 2007:222-223).

Concerning the above aspects, ASgiSA was established following the Reconstruction and Development Programme (RDP) and the Growth, Reconstruction and Development Programme (GEAR) initiatives in South Africa, post 1994 to address poverty through socio-economic development. ASgiSA was hailed as an assured initiative to guarantee economic growth, whereby benefits would filter down to the informal economy to address grassroots poverty. Presently, ASGISA is receiving much criticism for the lack of fulfilling its mandate. The question is if three major government initiatives (RDP, GEAR and ASgiSA) cannot eradicate poverty in South Africa, what more will be required to do so? This remains a foremost challenge for government, for which there are no easy answers.

3.7.4 Formal sector challenge

The principle of *Ubuntu* in the workplace and the relationship between the formal and informal economic sectors in terms of unemployment remains a sensitive issue. *Ubuntu* is defined as a philosophy that encompasses respect, group solidarity, compassion, dignity and collective unity as a universal brotherhood that binds individuals and groups. The principle of *Ubuntu* can contribute to socio-economic development in the work place and government spheres and is particularly helpful in the two economies discourse. Government's programme of action to achieve economic growth and development include the dependency of the informal economy

on the formal economy to enable the former to thrive in the business world (Mapadimeng, 2007:257-262).

Regarding the above aspects, there are serious misgivings regarding the formal economy operating at lower costs with cheap labour from the informal economy, despite government's attempts to include the poor into the business environment. The indigenous African culture of *Ubuntu* could contribute positively to the economic development of South Africa, and, on the other hand, can lead to worker exploitation as the pursuit for profits is promoted at all costs. In addition, the principle of Black Economic Empowerment (BEE) goes against the principle of *Ubuntu* by promoting the wealth of one person and not a group of persons (Mapadimeng, 2007:257-262).

Regarding the above aspects, it becomes apparent that the public focus remains on boosting the South African economy, even if it means that the low-cost labour of the informal sector can be utilised towards this end. This in itself brings additional problems to the fore, namely the resentment from poor paid workers, which increases the tension between the formal and the informal sectors.

3.7.5 Trade reform and grassroots challenges

Trade reforms and economic growth remain key factors to address high unemployment rates in South Africa. Government pins its hopes on the realisation of both aspects to address poverty. The slow pace of service delivery remains a sensitive issue at grassroots level (Edwards & Stern, 2007:118-126; Ballard *et al.*, 2005:628). Edwards and Stern (2007:118-126) focus on the relationship between trade reforms and poverty in their research analysis regarding a research project by the Southern Africa Labour and Development Research Unit (SALDRU) which focused on the linkages between reforms, price controls, consumption, production and employment.

SALDRU's research project concluded that trade related changes affect the poor in terms of employment and that poverty is severe in South Africa. The term "poor" in the study referred to individuals in the first two quintiles (each quintile containing 20% of households) and in some instances, those in the first quintile, were referred to as the ultra poor. The research further indicated that 56% of South Africans are classified as poor, half of whom were ultra poor.

Edwards and Stern (2007:118-126) in turn, state that the poor are concentrated in rural areas. Thirty five to forty percent of adults in impoverished households are unemployed. Sixty percent of the employed from impoverished households are either in low-skilled occupations or subsistence farming. The share of poor employees in skilled occupations is less than 10% compared to 72% in skilled occupations in the richest quintile.

The conclusions from the above research indicate that trade reforms contribute to an increase in production, but do not significantly influence the unemployment status. Economic benefits were not equal across households and business enterprises, where some households had shown some benefits, while others did not show any benefits. Trade reforms could increase production and economic growth. The overall assessment regarding SALDRU's research project includes the crucial role of policy development and policy analysis to mitigate the costs of trade reforms to ensure economic benefits for the poor through skills development.

Ballard *et al.* (2005:628-634) provide a brief review of the study of social movements in South Africa, post 1994. This led to grassroots protests against the lack of basic service delivery and land redistribution. Consequently, the partnership between government, labour, business, civil society and the National Economic Development and Labour Council (NEDLAC) was established to assess service delivery. Government's failure to deliver effective services was evident in the slow pace of land redistribution and in responses to HIV/AIDS. This gave rise to the Landless People's Movement, the Treatment Action Campaign, the Concerned Citizen's Group, and the Anti-Eviction Campaign.

The above social struggles were viewed against the background of various socio-economic limitations. This included the unequal division between skilled Black professionals, who were able to assimilate into the formal economy, which was in contrast to those who were not skilled. Global economic opportunities and constraints further indicate the differences between the two groups, where the less skilled experience high unemployment and live in abject poverty. This entrenches the unequal society that harks back to the period before 1994 (Ballard *et al.*, 2005:634).

Van der Berg, Burger, Burger, Louw and Yu (2005:1-3) pose the question: “Has poverty and inequality been reduced in South Africa since the political transition?” The above authors outline the situation in South Africa during the late 1990s which marked a period of increased poverty. The years 2000 to 2004, however, have had an impact on poverty due to the expansion of social grants and the child support grant for impoverished households. Increased access to housing, electricity, water, sanitation, and improved service delivery during this period further reduced social deprivation.

Sampson, Lee, Ndlebe, MacQuene, van Niekerk, Gandhi, Harigaya & Abrahams (2004:1-4) agree that social grants in South Africa play a critical role to reduce poverty, promote social development, and enable the poor to seek employment, thereby diminishing poverty further. Leibbrand, Levinsohn and McCrary (2010:7-10; 18-21) in turn, assessed the national household survey data for the period 1993 to 2008 to examine the changes in real per capita incomes in South Africa. Their conclusions indicate that social grants play an important role in increasing incomes for poor households and providing access to basic services.

Leibbrand *et al.* (2010:30-33) however, state that the income from grants did not reduce high levels of inequality. Rising unemployment increased, regardless of education and social endowments to the poor, which did not increase real incomes. Though social grants do not fully meet the economic and social needs of poor households, they continue to be a crucial lifeline to many poor households mired in poverty.

3.7.6 Health insurance and unemployment compensation challenges

For the unemployed and the informal sector in South Africa, there are many challenges in terms of health insurance and unemployment compensation, which are benefits that are available for those in formal employment. Public social security nets do not apply to the large numbers of unemployed persons. These are crucial aspects that need to be addressed in appropriate policies (Dror, 2001:80; Lund, 2002:117; Klasen & Woolard, 2008:14). Social security is assured for workers in the formal sector. The high HIV/AIDS rates in the workplace place excessive pressure on private health and social security systems. However, work-related risks are covered by employer contributions. Post 1994, the government began to reform the informal

sector, which remains insecure in terms of unsafe working conditions. In addition to the present needs of the poor and those in the informal sector, there is the urgency to assess their long-term social security needs, including savings for old age and retirement (Lund, 2002:117-119).

A framework for the social protection of workers in the formal and informal economy includes identifying vulnerable workers, developing a gender analysis, and ensuring free health care and social benefits. The basic income grant advocated by the Taylor Commission focuses on the working poor and the unemployed. This aspect should form part of the social protection framework (Lund, 2002:120-121). The hesitancy of government regarding the basic income grant, above, relates to the high costs to public coffers. A phased in approach was recommended. This matter has not been resolved.

The example of health insurance in the Organisation for Economic Co-operation and Development Countries (OECD) illustrates that some benefits are primarily for the employed. Because of low tax deductions, resources cannot be distributed to address unemployment, in terms of universal insurance coverage. The financial costs of medical care for the informal sector remains an insurmountable challenge for the public sector (Dror, 2001:80-95).

The financial instability of the informal sector hinders access to paid health insurance. A possible solution centres on community-based health care, which utilises micro insurance units (MIUs) to link up to larger corporate insurance schemes. This raises concerns, however, regarding the stability of MIUs. The public sector could take responsibility to strengthen the income and expenditure costs of MIUs (Dror, 2001:110-112).

The relation between unemployment and unemployment compensation, based on an analysis of household surveys from 1993, 1995, 1998, 2004 and 2006 indicates that unemployment rates in rural areas in South Africa are amongst the highest in the developing world. The unemployed sustain themselves by living in households with adequate means of private or public support to ensure their basic survival and to meet their daily economic needs (Klasen & Woolard, 2008:14-16).

Private safety nets ensure access to resources for the unemployed. The conclusions from the above study indicates that unemployment persists at high levels, with or without unemployment support and that many poor families remain in poverty, due to supporting unemployed family members. This is evident in cash transfers to pensioners that provide safety nets that indirectly support unemployed family members. Private safety nets on the other hand, prolong unemployment. Policy options for individuals without private safety nets include public assistance (Klasen & Woolard, 2008:123-125).

3.7.7 Concluding remarks

Public safety nets for the unemployed will have an impact on poverty in South Africa. The status of the economy cannot provide employment for the huge numbers of the unemployed, who represent the majority of impoverished households in South Africa. The need for health insurance for the informal sector remains a crucial issue. This remains a focus for policy makers. The problem however, is the fact that not many persons in the informal sector may be able to afford the high costs of private health insurance for the main member as well as dependents. Added problems include fluctuations in business that affects directly the income levels in the informal sector. The struggle for daily survival may exclude the notion of health insurance for future illnesses.

3.8 AGRICULTURE POVERTY POLICIES

The agricultural sector remains a key factor to addressing poverty in South Africa in terms of subsistence farming and food security for impoverished households, which in turn present many challenges to agriculture policies (Hansen, 2002:309; Vink & Kirsten, 2001:96; Thirtle *et al.*, 2005:37).

3.8.1 The role of the agriculture sector to address poverty in South Africa

Agricultural policies in South Africa from 1970 to 2000 were marked by mechanised harvesting, tight controls over marketing and ill consideration for the environment. During the 1970s and 1980s, the agriculture sector was highly commercialised. The restructuring of the agriculture sector commenced during the 1990s, which included a collective effort between commercial farmers and the Black Farmers Union, initiated through the Strategic Plan for Agriculture Framework. A United Nations research

project conducted in eleven countries, including South Africa, focused on the impact of macro economic policies on agricultural production, export potential, the rural economy and the environment. The research findings indicated that soil degradation influenced reservoirs, rivers, estuaries and land and water based ecosystems negatively. Loss of firewood for the poor and a loss of bio-diversity led to an invasion of alien plants (Vink & Kirsten, 2001:112-115).

The above research indicated that impoverished households supplemented their income from community and household agriculture. Subsistence farming however, led to food insecurity. Agricultural policies did not contribute significantly towards social and cultural upliftment, as extensive farming land was required to expand subsistence farming. Strategic agricultural policy support will enable subsistence farmers to provide agricultural produce for wider commercial markets (Vink & Kirsten, 2001:117). The above statement is highly optimistic and will only be feasible if there is a major shift in agriculture policies to include appropriate skills training to enable subsistence farmers to acquire knowledge and understanding of formal market processes.

Agricultural economics and policies have the potential to reduce unemployment, poverty and inequality. However, agricultural policy makers may not be in possession of relevant information to increase produce and market outlets for subsistence farmers. Further constraints include narrowing the gap between subsistence farming and the formal farming sector and fostering the interdependence between the two sectors through appropriate agricultural policies that includes technology to improve subsistence production to reduce poverty (Thirstle *et al.*, 2005:37). The above aspect though, is dependent on ensuring sustainable improvement of subsistence farming.

Globally, the farming sectors have been at the mercy of inclement weather patterns. Rural communities especially, are vulnerable to changing weather patterns that influence agricultural production. The variations in climate change are due to atmospheric and sea temperature fluctuations. Climate forecasting reduces the negative impacts on agriculture. Responsible policy decisions should utilise favourable weather conditions for successful farming. Effective weather forecasting includes adequate communication and appropriate institutional policy support to address incremental weather patterns and agricultural disaster. It is therefore

imperative that policy decisions are compatible with policy goals to address changing weather patterns timeously (Hansen, 2002:321-325).

It is essential that agricultural policy makers take note of the vagaries of weather patterns for subsistence farmers, in order to assist the informal sector to meet these specific challenges. This will require working closely with rural and urban subsistence farmers to ensure that possible solutions to adverse climatic conditions are in place. The above aspect is a huge undertaking and includes appropriate skills training. The question remains whether agriculture policy makers would be able to undertake this enormous task alone. The collaborative effort of key stakeholders, including poor communities involved in subsistence farming will go a long way to ensure that agricultural policies do make an impact on poverty in South Africa.

3.8.2 International and national adverse agricultural models

The agricultural sector faces many challenges that are often beyond its control. It is imperative for policy makers to have an in-depth understanding of the dynamics inherent in agricultural production, for policy considerations. This include the informal farming sector, which does not have the sophisticated knowledge that is required to undertake farming based on proven scientific methods, but rely on traditional, labour intensive methods (London & Bailie, 2001:568; Robertson, Broome, Chornesky, Frankensberger, Johnson, Lipson, Miranowski, Owens, Pimental, & Thrupp, 2004:61).

The American agricultural sector is an example of a well-organised system, which brought about unintended environmental problems, which policy makers began addressing during the 1930s. Over the ensuing 75 years, agricultural research has added to the monetary costs of production and preservation of the environment. Currently, a third of agricultural research addresses environmental degradation, ranging from nutrient contamination of surface waters to harmful effects of invasive species. Environmental science incorporates economic, social and biophysical approaches to understand the various eco-systems. There remain, however, many challenges to the USA agricultural sector (Robertson *et al.*, 2004:61-65).

The above challenges include maintaining food chains, pesticide usage, silted rivers, lakes and reservoirs, degraded pasturelands and nitrate-enriched ground water. Researches have developed appropriate remedies for the above situations, not fully

addressed in appropriate policies due to complex environmental, socio-economic and political issues. As a result, researchers are not able to assess whether a particular solution is effective in the absence of policy monitoring (Robertson *et al.*, 2004:65).

The results of an agricultural intervention project in the Western Cape was undertaken by London and Bailie (2001:564-570) and included a public health tool for the control of pesticide poisoning. The results were compared to the pattern of reported poisonings for a control farming district contrasted with policy based on routine notifications to regional poison centres. The study indicated that poisoning rates increased almost tenfold during the intervention period. Health authorities underestimated the proportion of cases to occupational poisoning and over-estimated the rate of suicide cases due to pesticide poisoning.

The conclusions from the study above indicate that the public health tool does not provide accurate data, and that policy assumptions were not precise, as pesticide deaths were attributed to suicide. Improvements to the public health tool should restructure the type of data collected and facilitate inter-governmental collaboration. The present monitoring system based on report writing should be substituted with intervention methodologies. This aspect is important in developing countries, where inferences from flawed data may lead to mistaken policy decisions, which, in turn, will influence poor subsistence farmers.

3.8.3 Concluding remarks

The above accounts outline the many challenges in both the informal and formal agriculture sectors. A primary challenge includes improved production to alleviate poverty. As many poor farmers rely on subsistence farming to feed their families, climate variations will affect agricultural production. This aspect will require focused attention from policy makers.

Added problems include poor soil, water scarcity and traditional methods of farming that are labour intensive for subsistence farmers. These difficulties must be surmounted to enable impoverished households dependent on subsistence farming to adopt better farming methods. This will provide improved crops that could become viable business enterprises for impoverished households. These aspects require extensive public funding aligned to relevant expertise and resources.

3.9 ADDRESSING THE CHALLENGES OF PUBLIC POLICY DEVELOPMENT AND POLICY ANALYSIS

3.9.1 Policy development lessons from Africa and South Africa

The challenges outlined above may seem in some instances to be insurmountable, which further add to the many and varied problems facing policy makers in terms of addressing poverty issues. However, the political will to improve the circumstances of the poor will assist policy makers to develop appropriate policies to ensure institutional change (May, 1997:5; Kayizzi-Mugerwa, 2003:23-27; Kaufmann, Kraay & Mastruzzi, 2008:103).

Policy challenges include monitoring processes, disseminating policy information and dealing effectively with corruption. The local Spatial Development Initiative policies will reduce poverty by strengthening productive and social capital. The Manufacturing Development Programme will encourage the poor to migrate to commercial centres. The Spatial Development Initiative Policies will develop local economies through local government, private sector and NGO partnerships. Local Government grants should be based on efficient management, effective communication and community participation. Importantly, programme monitoring and programme evaluation remain crucial issues, which is lacking in public service delivery. A national co-ordination process is vital to ensure policies are on track (May, 1997:5).

As a case in point, the 1997 government assessment to measure programmes impact indicated no uniform development standards at provincial and local levels. Subjective measures were included in income and expenditure figures to enhance project impact. The definitions of poverty and inequality were too narrow and there was no community participation during project implementation and assessment (May, 1997:5)

Research data from Kaufmann *et al.* (2008:103-105) for 23 unnamed African countries, indicated that 19 were categorised as “much to be done.” Africa is further divided into four cluster categories. Pacesetters include countries with good policies, institutions and outcomes. Pragmatists include countries with good outcomes, although their policies and institutions are less impressive. Conventionalists include those countries that appear to have good policies and institutions, but with less impressive outcomes. Much-to-be-done countries include countries with weak or non-existent policies and institutions and poor outcomes.

Kaufmann *et al.* (2008:103-105) state that the challenges for Africa and South Africa include policy reforms, skills development, effective service delivery and socio-economic security. The above research data indicates that Government institutions should address poverty through basic income security, which remains a major source of income. Poverty rates for Africa are underestimated due to inappropriate measurement procedures. In South Africa, a third of households have insufficient income to attain their basic food requirements. Kaufmann *et al.* (2008:105) are of the opinion that economic growth will ensure socio-economic security for the poor, as international free trading is established. Globalisation in developing countries will only be effective if there is local institutional development to ensure economic stability.

Public service reforms will facilitate socio-economic growth. Appropriate skills training for public personnel are required to implement policy decisions. Effective financial management will decentralise services to local government. Civil society participation in policy formulation will ensure an inclusive political environment that does not cater for political elitism, but includes multi-party politics. Sustainable development includes the implementation of appropriate policies and effective communication between government departments to ensure poverty reduction (Kayizzi-Mugerwa, 2003:23-27).

Public policy implementation and project management are inter-dependent processes. It is essential that policy implementation test the hypotheses that a policy will include inputs and conditions to produce certain outputs. Methodological policy defects will contribute to project failures, related to human failure, or bad project management, which in turn relate to badly designed policies. Policy frameworks determine the environment within which change takes place. The Public Policy Impact Chain Model outlines the economic, political and demographic environments for inclusive policy processes (Cloete & Wissink, 2005:191).

3.9.2 Concluding remarks

The challenges for public policy makers include addressing weak institutional structures to ensure co-operative governance. Manageable initiatives will enable policy implementers to address policy constraints timeously. Policy successes can then be positively replicated on larger cost-effective scales. Further challenges include upgrading business opportunities in disadvantaged communities and providing an

enabling environment for economic and social growth. Macro economic policies include income-generating opportunities for the poor. However, this remains problematic, as government's previous initiatives, namely the RDP, GEAR and the current ASgiSA initiatives have not achieved their stated goals of alleviating poverty to a measurable degree in South Africa.

Expanding human and social capital is viewed as two key factors to reduce poverty and inequality. This aspect requires appropriate skills training, which are not in place for the large numbers of economically disadvantaged. Effective communication and co-ordination strategies are viewed as crucial components linking government and key stakeholders, including the poor in policy processes. Programme monitoring and evaluation are important aspects to gauge policy success and constraints. Government's commitment to address poverty is evident by the numerous policies developed by various public sectors. However, public service sectors tend to operate independently from each other, holding a tight reign on their monetary resources.

The slow pace and quality of services impedes assistance to the poor. A political environment that is acutely concerned with poverty issues would contribute immeasurably to the success of policy processes. This is not a debatable issue and remains a crucial component of policy implementation.

3.10 THE IMPERATIVE FOR COLLABORATIVE PARTNERSHIPS TO ADDRESS POVERTY POLICY ISSUES

While there seems to be many efforts by government to address the needs of the poor, especially those in the informal economy, the bigger picture in terms of poverty alleviation looks grim. Concerted efforts in a multi-sectoral stakeholder partnership will achieve a considerable measure of success in alleviating poverty in South Africa (Institute for a Democratic Alternative Annual Report, 2006:6; May 1997:5-6).

3.10.1 Effective political institutions and environments

Effective service delivery in South Africa is dependent upon the optimum functioning of institutions, supported by a flexible and effective environment. A holistic Strategic Framework for the reduction of poverty and inequality strongly advocates for specific changes in the socio-economic environments on behalf of the poor. A key component of the Strategic Framework should link economic growth to human development

through macro-economic and fiscal policies. Institutional reforms will address inter-provincial and local government disparities (May 1997:5-6).

Whilst government has achieved a degree of effectiveness in terms of policy formulation, many challenges remain in terms of policy implementation. A strategic service delivery framework ensures income re-distribution to enable poor households to optimise their asset base in the short term and sustainable economic development in the long term. Poverty will be effectively addressed in South Africa when economic growth is shared equitably and under-development in the second economy is addressed (May, 1997:29).

As South Africa has lowered its budget deficit and public debt, because of institutional and regulatory reforms, economic growth could be utilised to address socio-economic inequalities and high unemployment. Social benefits to poor and marginalised communities are based on sharing economic growth through pro-poor policies (Takahashi & Smutny, 2002:165; Stilwell, Diallo, Zurn, Dal Poz, Adams, & Buchan, 2003:12; Selsky, 2005:489; Institute for a Democratic Alternative Annual Report, 2006:6-8).

The Accelerated and Shared Growth Initiative for South Africa (ASgiSA), is viewed as a catalyst for economic development, through six broad categories to meet the Millennium Development Goals to halve poverty and unemployment by 2015. ASgiSA strives to achieve economic growth from 4,5% between 2006 and 2009 to 6% between 2010 and 2014. The economic benefits would then cascade to the majority of South Africans trapped in the second economy (Institute for a Democratic Alternative Annual Report, 2006:6-8).

ASgiSA's strategic interventions address constraints in economic growth relating to production, income and ownership in respect to the poorest and most vulnerable groups. The complex problems ASgiSA will experience in the socio-economic spheres include co-ordination, implementation and monitoring. A cluster framework of developmental policies should address the foregoing problems in order to maximise the efficiency of ASgiSA. ASgiSA would then attain economic success through targeted growth to re-distribute wealth, ensure basic services for all citizens, and bridging the inequality gaps among social groups. The redistribution of political power,

wealth creation and a stable political climate will encourage foreign investments, a key impetus for economic growth in South Africa (Institute for a Democratic Alternative Annual Report, 2006:30).

3.10.2 Developing public services to address poverty in South Africa

Public service capacity is a paramount consideration to address poverty in South Africa. However, the migration of skilled health professionals directly affects the health care system. This in turn affects the workload and stress levels of the remaining workers, which further impacts services to poor communities. Poor pay, inadequate supervision and limited career opportunities are added stresses. Consequently, public sector responsibilities are neglected, leading to high staff turnover. The net loss of human capital is a concern in most countries, where emigration exceeds immigration, the migration from rural to urban areas and the movement from the public to the private sector (Stilwell *et al.*, 2003:22-29).

The health system depends on adequate staff components to ensure efficient service delivery. An inadequate staff component may render ineffective services, which requires specific professional expertise. The educational cost to train and replace the loss of human capital is high. The lack of medical staff in developing countries has resulted in nursing aids rendering unskilled services. The above situations adversely affect the health of the poor, if illnesses are not adequately treated (Stilwell *et al.*, 2003:22-29). Relevant policies should focus on improved service conditions, which will prevent the loss of human capital from the third to the first world.

Takahashi and Smutny (2002:170-176) agree with Stilwell *et al.* (2003:26-29) and outline their research based on three community organisations that collaborated to provide social services to persons living with HIV/AIDS. Public officials should open a collaborative window of diverse perspectives relating to the problems, the specific policies, the specific stakeholders, as well as the relevant social, political and economic factors. Governance should correspond to the conditions characterising the window. A rigid form of governance loses the value of collaborative government and community partnerships to improve service delivery.

Agency collaboration enhances service capacity to provide comprehensive social services. Temporal partnerships are not conducive for long-term community impact

and include territorial issues, differences in norms and procedures, restricted communication flow, autonomy and power relations, and maintaining community accountability. The collaborative window must be utilised to create multi-organisational alliances before that window closes (Takahashi & Smutny, 2002:170-176).

3.10.3 Effective collaborative partnerships

Chopyak and Levesque (2002:155), Selsky (2005:849) and Koontz (2008:459) concur with the above aspects. Cross-sector collaboration (CSSPs) are defined as partnerships to address social issues on an ongoing basis, which may be short term and common interest based, or long term and developmental. Collaborative partnerships are also referred to as social partnerships, or strategic partnerships to address social issues in four areas, namely, business-profit, business-government, government–non-profit organisations and government–private sector. Cross-sector collaboration is based on multi-disciplinary team activities to ensure institutional change and transparent governance. Collaboration between government, business and civil society address complex social issues (Selsky, 2005:861).

CSSPs have been the focus of research globally. A number of models legitimise critical stakeholders, institutional structure, leadership characteristics, behavioural dynamics and relationship development. Collaborative research initiatives include measurable capacity for change, stakeholder roles, power play and trust. Research conclusions indicate that CSSPs are utilised more in advanced economies than in developing economies (Selsky, 2005:870-873).

There is a growing movement towards collaboration and stakeholder involvement in environmental issues. Government officials are no longer attempting to solve environmental problems on their own and rely on community stakeholders for meaningful collaboration. Research investigators indicated the value of collaboration for empirical studies that include the interests of various stakeholders to develop plans for land use, watershed management, habitat protection and farmland preservation. As collaboration shifts the balance of power between government and citizen, it is important to assess whether the collaboration or the programme planning affected policy outcomes (Koontz, 2008:459).

Participative forums and task teams enable communities to share common interests. The above author's research study on land use to assess policy impact was based on available research studies that identified the factors that influenced policy processes. The research assessed the manner in which citizen advisory committees affect government policy. The research indicated that stakeholder perspectives affect public institutional decisions. Fifteen case studies from non-planting to major harvesting areas were analysed to determine policy influences by key stakeholders. Major harvesting areas indicated communities knowledgeable in networking, who liaised with public officials regarding concrete policy outputs (Koontz, 2008:163).

3.10.4 Technology collaboration

Advances in technology have shifted the focus from an economy based on physical capital to an economy based on interactive knowledge. The same shift is observed in science and technology decision making. The social contract between science and society that emerged in the 1950s is undergoing a major change, which has implications for related policies globally. The above framework extends beyond previous policies that focused on the traditional mix of government, industry and university for mutual interests (Chopyak & Levesque, 2002:155-157).

The above authors assessed science and technology decision making by relevant institutions in the USA, Canada and Europe to determine policy efficiency. The results indicated that following the Second World War, the USA decision-making processes were based on an informal relationship between science and society. During the 1970s and 1980s, policymaking included the relationship between science, technology and industry. During the 1990s, participatory urban planning with key stakeholders was the norm, which fostered a range of policy options based on innovation and creativity, leading to improved scientific decisions.

Further policy considerations emanating from the above processes include the contribution by conglomerates and key industrial players who fund collaborative research for commercial interests. There is therefore a need for a policy framework that incorporates national and international funding institutions to interact between science, technology and society. This remains one of the key issues for the twenty first century (Chopyak & Levesque, 2002:164-166).

3.10.5 Concluding remarks

A primary challenge in terms of developing effective poverty policies is the political will of policy makers. Additional challenges include close co-operation between the three tiers of government to render focused service delivery. In order to strengthen institutional arrangements to ensure policy processes are on track, it is important to develop co-operative partnerships to closely monitor policy progress and address policy constraints. Proactive community participation remains vital. However, national, provincial and local government may not, for the major part, work in a collaborative effort to solve crucial social problems. This is a serious limitation in the public sector.

A holistic strategy to reduce poverty includes addressing socio-economic challenges to generate income and legislative protection for micro enterprises and the necessity to assist the poor to develop an asset base to expand their economic activities (May, 1997:9). This aspect involves a range of collaborative efforts by various public sectors. This begs the question whether the respective public service delivery sectors can co-operate meaningfully to deliver holistic services to poor communities. The finding of this research study will provide some answers to this question.

The relationship between science, technology and society is the future for poverty policies to move away from the sole monetary concerns in the economy to the incorporation of interactive knowledge that includes technological advances to assist with skills training, for example, in the agricultural sector to assist subsistence farmers and training skills for employment. A sizeable resource allocation is required from national and international sources to address poverty meaningfully in South Africa.

The goals of ASgiSA will continue to be viewed with some misgivings, as there is a need for effective co-ordination, implementation and monitoring to ensure that economic gains in the formal sector would cascade to the poor in the informal sector. The economic climate prevents the informal sector from improving their economic situation, as they are trading purely for survival reasons and are therefore not able to create wealth for themselves. Science and technology development in South Africa should be aligned with ASgiSA's economic policy.

3.11 CHAPTER SUMMARY

The historical development of public policy development and policy analysis from the 1930s to the present provides the basis to understand the process over the past eight decades.

Various theoretical approaches are outlined. The role of women in the policy development process is outlined, emphasising their crucial involvement in the socio-economic spheres. As an evolving process, public policy development is viewed as either a problematic process if it remains inclusive, or a dynamic instrument for social change, if the process includes the contributions of key stakeholders. Good governance remains the key factor to reforming public structures for effective policy development and policy implementation.

Post 1994, the South African government began its socio-economic reconstruction programmes based on human rights and social justice. However, economic policies tend to be guided by a top down government bureaucracy, without implementation plans to include the large numbers of informal traders into the formal economy.

Research studies on various social issues, which have relevance for South Africa, indicate the importance of policy analysis and policy advocacy. Research based evidential data is promoted as a sound basis for policymaking decisions. A number of selected policy models are outlined which link national, provincial and local initiatives. Effective government policy models are identified that focus on a holistic approach that has an impact at grassroots level.

Challenges for government are many and include interest and pressure group dominance in the political arena. Further challenges include inadequate personnel and funding for specific programmes to ensure sustainable service delivery. The hallmark of policy development processes includes transparency and public participation. The role of pressure groups is an important contribution in terms of gauging the effectiveness of policy processes.

The two views of policy decisions are the classic view, based on government discretion and the modern view, based on innovation and proactive approaches. The importance of policy processes to assist unemployed workers through skills training is

promoted. Reform in the agricultural sector is a key poverty alleviation strategy to assist the majority of subsistence farmers to partake in formal agricultural processes. The interdependence of the formal and informal sectors is a further point for policy considerations.

Further challenges for public policy makers include weak institutional structures to ensure co-operative governance. Macro economic policies are income-generating opportunities for the poor. Further reforms include expanding human and social capital to reduce poverty and inequality. Effective communication and co-ordination strategies remain crucial components linking government and key stakeholders, including the poor in policy processes.

Monitoring and evaluation are critical processes to gauge policy successes and to address problems. Government's commitment to address poverty is clearly spelt out. However, the pace and quality of service delivery is impeding the status of the poor. There is unanimous agreement from literature that an enabling political environment will contribute immeasurably to the success of policy development and policy analysis.

Finally, a holistic strategy to reduce poverty includes addressing socio-economic challenges that restrict access to income generation for micro enterprises. There is a need for effective co-ordination, implementation and monitoring to ensure that economic gains in the formal sector cascade to the poor in the informal sector. Incorporating technology advances into policy processes will assist with skills development for the poor. Policies should include national and international funding to implement large-scale programmes to reduce the high poverty levels in South Africa.