

CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

After the 1994 elections, the African National Congress-led South African government insists it is replacing the separate development policies with the reconstruction and development policies. The latter policies are embedded in the following ANC documents; the Reconstruction and Development Programme (RDP) and the Growth and Employment Redistribution (GEAR). The ANC says that these main policies are aimed at improving the lives of all the people without regard of their socio-economical, political and cultural background (Cameron & Stone, 1995:1) .

It is stipulated in the South African Constitution that every individual has the right to dignity. This right to dignity entails that persons must be protected against environmental hazards or external circumstances, such as poverty, unemployment, poor housing, education, health, malnutrition and others. This is constituted in a statement which says that " the state must respect, protect, promote and fulfil the rights in the Bill of Rights" (*South African Constitution*, 1996, Section 7(2)).

According to the stipulation of the Reconstruction and Development Programme, the provincial governments are required to formulate, implement and evaluate the poverty alleviation policy programmes which are aimed at improving the lives of communities (Cameron & Stone, 1995:90).

The government has expended resources for the poverty alleviation programmes with so little achievement because poverty is continuing to be one of South Africa's burning social problems. The *White Paper on the Reconstruction and Development Programme* (1994:21) states that "South Africa is characterised by uneven development with extreme poverty in many parts of the country. Basic infrastructure is lacking in poorer areas of most provinces."

Public policies are not products of only government departments as previously perceived, they are a matter of every individual, group, community and/or organisation and are open for public evaluation and when necessary reformulation. Vending (1997:252) summarizes this by writing that "this approach is grounded in theories of participatory democracy. All the stakeholders' goals, expectations and worries concerning a particular intervention could also be used as criteria. The stakeholder approach is driven by theories of legitimate interest group representation."

Public involvement in the public policy making will actively influence the politicians into formulating policies and social programmes which are aimed at solving problems that affect communities at large. In this study, the Poverty Relief Programme further on stated as the PRP was evaluated with an aim to improve its formulation, implementation and evaluation within the context of the Reconstruction and Development Programme (further on stated as RDP).

In an attempt to effectively evaluate the PRP, the researcher will focus this chapter on : the motivation for the choice of the study, problem formulation, aim/goal and objectives of the study, research question for the study, research approach, type of research, research design, research procedures, the pilot study, a description of the research population, delimitation/boundary of sample and sampling methods, ethical issues and the definition of key concepts.

1.2 MOTIVATION FOR THE CHOICE OF THE SUBJECT

This study has the following three motivations:

- The researcher was of the opinion that the continued human sufferance in the rural communities within South Africa was due to the poor formulation, implementation and evaluation of social programmes. He therefore, intended to make formal recommendations towards the effective formulation, implementation and evaluation of the PRP with an attempt to benefit the poor communities.
- There were limited evaluation studies on governmental poverty alleviation programmes and it is along this backdrop that this study intended to make a

contribution through evaluating how effective the PRP, which was developed by the Department of Social Development and implemented and evaluated by the provincial Department of Health and Welfare of the Limpopo Province, is within the context of the RDP policy.

- Lastly, social programmes intended to alleviate poverty in the communities which were introduced by different government departments were not well co-ordinated. This situation stimulates duplication, conflict and poor service delivery. This study intended to draw different stakeholders together, re-engineer their strategies and ensure effective service delivery to the communities through its recommendations regarding the effective formulation, implementation and evaluation of social programmes.

1.3 PROBLEM FORMULATION

Monette, Sullivan and DeJong (1990:10) note that in social research, the first step is to decide on the problem which is to be researched about and another element of problem formulation is to shape a concern into a specific researchable question.

Poverty is South Africa's most stressing social problem. The *Department of Social Development Business Plan* (2001:3) supports this by a statement which says "poverty is distributed unevenly among the nine provinces of the country. The Eastern Cape, the Limpopo Province and more recently the Free State have by far the highest poverty rates." Poverty is concentrated in the rural areas as admitted by the *Rural Development Framework* (1997:16) which states that "there are also areas of relatively high population density with no local economic base whose inhabitants are sustained through pensions and/or remittances from migrant workers," and these are the rural areas.

Poverty is a serious societal problem in South Africa. In order to redress the advent of poverty, the ANC-led government of the national unity developed the RDP policy from which different government departments and non-governmental institutions can develop their own poverty alleviation frameworks through which they can alleviate the problem. Cameron and Stone (1995:87) contend that "every office of government, from

the smallest village council to the largest national department, will have to be restructured to take forward the RDP."

Different government departments, namely; Public Works, Health and Welfare, Local Government and Traditional Affairs, and Finance have conducted programmes and projects which were intended to alleviate poverty, but it seems as if the problem is still at its highest level as if no interventions were conducted in the past. The researcher is of the opinion that this condition is due to the absence of effective formulation, implementation and evaluation of the poverty alleviation policies and programmes. This problem induced a challenge upon the researcher to conduct scientific evaluation study on the formulation, implementation and evaluation of the PRP within the context of the RDP.

1.4 GOAL AND OBJECTIVES OF THE STUDY

De Vos, Schurink and Strydom (1998:6) explain that:

The terms "goal", "purpose" and "aim" are thus very often used interchangeably, i.e. as synonyms for one another. Their meaning implies the broader, more abstract conception of "the end toward which effort or ambition is directed," while "objective" denote the more concrete, measurable and more speedily attainable conception of such "end toward which effort or ambition is directed." The one (goal, purpose or aim) is the "dream," the other (objective) is the steps one has to take, one by one, realistically at grassroots level, within a certain time-span, in order to attain the dream.

According to Mouton and Marais (1990:42), "the research goal provides a broad indication of what researchers wish to attain in their research."

1.4.1 GOAL

The goal of this study is **to evaluate the Poverty Relief Programme in the Limpopo Province within the context of the Reconstruction and Development Programme from a social work perspective.**

1.4.2 OBJECTIVES

The objectives of the study are the following:

- to develop a theoretical framework regarding poverty as a social problem, the development of social policies and social programmes, the RDP and PRP, as well as programme evaluation;
- to evaluate the formulation, implementation and evaluation of the PRP which is implemented and evaluated by the provincial Department of Health and Welfare in the Limpopo Province;
- to make conclusions and recommendations regarding the formulation, implementation and evaluation of the PRP in order to enhance poverty alleviation in the Limpopo Province.

1.5 RESEARCH QUESTION FOR THE STUDY

The evaluation of the PRP in the Limpopo Province within the context of the RDP was totally a new research investigation in the social work practice, and as such this study is exploratory in nature.

Exploratory studies are relevant only in circumstances where "the research problem had not been thoroughly researched before" (Fouché & De Vos, 1998:126).

"Exploratory studies are used to make preliminary investigations into relatively unknown areas of research. They employ an open, flexible and inductive approach to research as they attempt to look for new insights into phenomena" (Durrheim, 1999:39).

In exploratory studies of this kind, Schurink (1998:282) advises that "hypotheses are not developed prior to observation research" and therefore only a research question instead of a hypothesis guided this study.

The following research question was formulated for this study:

How effective is the PRP in the Limpopo Province formulated, implemented and evaluated within the context of the Reconstruction and Development Programme from a social work perspective?

1.6 RESEARCH APPROACH

This study used both the qualitative and quantitative methods of data collection.

When both the qualitative and quantitative research methodologies are combined in a single study, the design is termed the mixed methodology design model. mixed methodology design is one of Creswell's three models of combination which maintains that "the researcher would mix aspects of the qualitative and quantitative paradigm at all or many methodological steps in the design" (De Vos, 1998:361).

According to this model, the researcher is able to utilize the advantages of both the qualitative and quantitative paradigms, he/she is free to work back and forth between the two dimensions and that it is the relevant design for the programme evaluation studies.

In this study, there was a balanced utilization of both the qualitative and quantitative data collection methodologies when the content analysis, the semi-structured interviews and the self-administered questionnaires were used. Secondly, the researcher had a freedom of flexibility of moving backwards and forward between the qualitative and quantitative methods of data collection.

1.7 TYPE OF RESEARCH

The type of research [proposed in this study is programme evaluation research. According to Rossi and Freeman (in De Vos, 2002:375), evaluation research is "the systematic application of social research procedures for assessing the conceptualisation, design, implementation and utility of social intervention programmes."

Evaluation researchers use social research methodologies to judge and improve the ways in which human service policies and programmes are conducted, from the earliest stage of defining and designing programmes through their development and implementation.

Clarke and Dawson (1996:2) explain programme evaluation research as a form of applied social research to discover new knowledge in order to study the effectiveness with which existing knowledge is used to inform and guide practical action.

This applied type of research is therefore the most appropriate based on the fact that the aim of the study is to evaluate the formulation, implementation and evaluation of the PRP in the Limpopo Province.

1.8 RESEARCH DESIGN

Hedrick, Bickman and Rog (1993:38) mentioned that a research design is a research plan which serves as the architectural blueprint of the research study.

Fouché and De Vos (1998:124) maintain that research design is a blueprint or detailed plan, “this plan, or blueprint, offers the framework according to which data are to be collected to investigate the research hypothesis or question in the most economical manner.”

The research design could therefore be viewed as a checklist which contains all the research process items necessary to be executed in order to perform an effective research project, for example, the population, sample, data collection method, data analysis and interpretation. Every step the researcher will require to follow must be categorically stated in the research design.

The research design which was implemented in this study is called the pre-experimental/hypothesis-developing/ exploratory design (Fouché & De Vos, 1998:124). Mark (1996:32) contends that this research design is called the non-experimental design because “it wasn’t the researcher who manipulated the independent variable. It was

already “manipulated” by nature, circumstance, or fate, and the researcher merely came into the scene after the fact.”

The assessment of the formulation, implementation and evaluation of the PRP in the Limpopo Province is exploratory in nature because it has not been investigated in the past, therefore the pre-experimental design is most relevant for this study. Black (1999:72) maintains that the pre-experimental designs are not true experimental designs because in them there is no comparison made to another comparable group.

1.9 RESEARCH PROCEDURE

Research procedures is a concept which is concerned with how data were collected and analyzed.

1.9.1 DATA COLLECTION

1.9.1.1 CONTENT ANALYSIS

Content analysis is also termed document analysis and is defined as “a research technique for making replicable and valid inferences from data to their context” which is unobtrusive in nature because in that the document being analysed will not alter its nature due to the reason that it is observed (Robson, 1993:272).

Content analysis is a form of secondary data in which the researchers use artifacts such as public policy documents, films, newspapers and books as their sources of data, (Mason, 1996:37).

This study utilized a checklist in order to score the features of the social programme frameworks which are available in the PRP framework.

Berg (1998:224) explains that “objective analysis of messages conveyed in the data being analysed is accomplished by means of explicit rules called *criteria of selection*, which must be formally established before the actual analysis of data.” In this manner, a checklist was

developed to assess specific features of the PRP in order to evaluate the formulation of the PRP.

1.9.1.2 SEMI-STRUCTURED INTERVIEWS

Communities in the Limpopo Province which received the PRP community development projects were contacted and requested to provide representatives of the community who are in this study regarded as key-informants or leaders. These are individuals who are knowledgeable of the processes of the PRP community development projects in their communities. Through the semi-structured interviews, the key-informants could provide first-hand information regarding the implementation and evaluation of the PRP in their communities.

Robson (1993:237) writes that when employing the semi-structured interviews, the "interviewers have their shopping list of topics and want to get responses to them, but as a matter of tactics they have greater freedom in the sequencing of questions, in their exact wording, and in the amount of time and attention given to different topics."

Berg (1998:61) adds to this by saying that "these questions are typically asked of each interviewee in a systematic and consistent order, but the interviewers are allowed freedom to digress, that is, the interviewers are permitted (in fact expected) to probe far beyond the answers to their prepared and standardized questions."

The key-informants in this study represented the basic characteristics of their communities namely; being illiterate and unable to express their views in pure spoken English, and therefore the semi-structured interview was the relevant method of data collection.

During semi-structured interviews, the researcher made use of interviewers/research assistants who could talk the indigenous languages of the respondents. These assistants were all social workers trained in ways of interviewing and recording information, and the preparation of the interview environments.

Kelly (1999:430) writes that a successful qualitative study requires the "satisfactory selection and training of researchers, observers interviewers encoders, and so on."

Mouton and Marais (1990:94) advise that “adequate training of experimenters, interviewers, research assistants, field workers, and so on, is a necessary precondition for any research. One of the specific aims in training of this nature, is to counteract researcher effects.”

Any contract with members of the community with an intention to collect information regarding their circumstances need to be thoroughly planned, and the researcher together with his assistants were thoroughly conversant with the details of the research project so that they were not embarrassed by factors such as; inaccuracy of records, stage fright, judgmental interference, interview direction, confrontation and poor audio-recording.

1.9.1.3 SELF- ADMINISTERED QUESTIONNAIRES

Self- administered questionnaires were utilized to collect data related to the PRP framework formulation, implementation and evaluation from the community development officers who participated in the PRP.

Guy, Edgley, Arafat and Allen (1987:243) continue to say that "by definition, a self-administered questionnaire is one given to respondents with the assumption that each respondent can read the questions, has the knowledge and interest to answer them, and has a pencil, a place, and time to complete the instrument. Respondents may complete such questionnaire in a group or individually."

The researcher distributed the questionnaires which were to be completed by the selected community development officers at the district offices of the Department of Health and Welfare. The completed questionnaires were to be submitted at the head office of the department for their collection by the researcher.

In the context of the mixed methodology design model, the researcher used a combination of quantitative and qualitative data collection methods namely: (i) content analysis as a quantitative research method to assess the PRP framework theoretically; (ii) semi-structured interviews to collect the qualitative data from key-informants; and (iii)

the self-administered questionnaires to collect both the qualitative and quantitative data from the community development officers who were involved in the PRP.

1.9.2 DATA ANALYSIS

For Royse (1995:40), "one of the purposes of analysis is to express the data in a way that is "mentally digestible." Durrheim (1999:47) adds that the aim of conducting data analysis is "to transform that data into an answer to the original research question."

Durrheim (1999:47) explains that data are analysed in two forms. The quantitative data is analysed by means of statistical analysis. This was the easiest method of data analysis for the study because data were transformed into numbers, percentages, tables and diagrammatic presentations.

The qualitative data on the other hand, is analysed through the identification of themes in the data, and thereafter the relationship of the themes, the process known as coding. Black (1999:199) explains coding as involving the translation of entries on questionnaire or interview schedules to letters or numbers.

The qualitative analysis was achieved through the utilization of a procedure which consists of the following steps and was contributed by Creswell (1998: 142-146):

- data collection
- data managing
- reading and memoing
- describing, classifying, interpreting
- representing, visualizing

1.10 PILOT STUDY

1.10.1 PILOT TESTING OF SEMI-STRUCTURED INTERVIEW SCHEDULE AND SELF-ADMINISTERED QUESTIONNAIRE

Pilot study is a very important step in the research process, this is supported by Black (1999:238) who states that "observational instruments need to be piloted to ensure not only that the items on the list are appropriate indicators of constructs, but also, if more than one observer is to be involved, that there is agreement on how to mark a schedule."

"Generally pilot testing is informal and can involve giving the survey instrument to a few friends or co-workers to see if they understand the questions and respond in the ways you anticipate" (Royse, 1995:172).

The researcher formulated and pretested the semi-structured interview schedule and the self-administered questionnaire with three key informants and three community development officers who were not part of the study. The researcher utilized colleagues, ie. scholarly peers, own supervisor and other experts, to pilot test the instruments before they were exposed to the actual respondents. Lastly the research instruments for this study were subjected to an ethical committee of the University of Pretoria for approval before the actual data collection project was implemented.

1.10.2 FEASIBILITY OF THE STUDY

The study was feasible in the sense that the researcher received permission from the Superintendent General of the Department of Health and Welfare, Limpopo Province to conduct this study on the evaluation of the PRP.

The Department of Social Development also issued the researcher with a recent framework of the PRP from which he obtained data through the content analysis

The community development officers were willing to participate in the research project of the study. The researcher received a warm assistance from the social workers who interviewed the respondents on his behalf.

According to financial assistance, this study was made possible by the funding obtained from both the University of Pretoria and the National Research Foundation. The researcher was able to travel to all six districts of the Limpopo Province in order to collect representative data from respondents on grassroots level.

1.11 DESCRIPTION OF RESEARCH POPULATION, DELIMITATION OF SAMPLE AND SAMPLING METHOD

1.11.1 POPULATION

Mark (1996:105) defines a population as “the collection of all individuals, families, groups, or organizations, communities, events, and so on, that we are interested in finding out about.”

Black (1999:119) also states that "by defining the population, the researcher is saying: "this is the group from which I will select a representative sample for my study."

This study has three types of populations, namely; (i) the PRP framework; (ii) the key-informants or leaders who represented the communities which have received the PRP community development projects in the Limpopo Province; and (iii) the community development officers who are employed by the provincial Department of Health and Welfare who participated during the formulation, implementation and evaluation of the PRP in the Limpopo Province.

Policy documents: the population in this regard was the PRP framework. Babbie (1992:84) called this type of unit of analysis "social artifacts" and explains that "one class

of artifacts would include social objects such as books, poems, paintings, automobiles, buildings, songs, pottery, jokes and scientific discoveries."

Only the PRP framework was analysed and no sample or sampling method was relevant.

Key -informants: populations are made up of individuals or objects from which researchers collect their data for studies. In this study, data were collected from the key informants who were representative of communities which have received the PRP community development projects.

Mark (1996:237) noted that programme evaluation research "relies on information obtained from persons who are in position of knowing a community's needs and service use patterns. Key informants are the kinds of individuals who are familiar with a community, its residents and their needs, and available resources."

Community development officers: all the community development officers who are employed by the provincial Department of Health and Welfare, Limpopo Province who participated during the formulation, implementation and evaluation of the PRP.

1.11.2 SAMPLING FRAME

According to Black (1999:119), "the main difficulty is often one of obtaining a list of all the members of the population, sometimes referred to as sampling frame, from which to select a sample."

Bless and Higson-Smith (1995:88) write that "the first means of ensuring a representative sample is the use of a complete and correct sampling frame, which is the list of all units from which the sample is to be drawn."

A sampling frame looks like a register which contains a list of all the names of , for example, workers in a department, all the houses in the village, and all the babies which were born in a clinic during a specific year.

In this study, two sampling frames were involved, namely; a list of all the communities which received the PRP community development projects in the Limpopo Province and a list of all the community development officers who facilitated the PRP community development projects in the communities in the Limpopo Province.

1.11.3 SAMPLE AND SAMPLING METHODS

According to Strydom and De Vos (1998:191), a sample is "a subset of measurements drawn from a population in which we are interested. We study the sample in an effort to understand the population from which it was drawn."

Mason (1996:83) writes that "in the broadest definition, sampling and selection are principles and procedures used to identify, choose, and gain access to relevant units which will be used for data generation by any method."

A sample is a subset of the population which is usually derived from the sampling frame which is a list of all the units of analysis who are to participate in a research project.

In this study, the judgmental/purposive sampling method, the stratified random sampling method and the simple random sampling method were utilized to select the key-informants who participated. The systematic random sampling methods was utilized to select community development officers who participated in the formulation, implementation and evaluation of the PRP in the Limpopo Province.

1.11.3.1 COMBINATION OF THE JUDGMENTAL/ PURPOSIVE, THE STRATIFIED RANDOM SAMPLING AND THE SIMPLE RANDOM SAMPLING METHODS TO SELECT KEY-INFORMANTS

The researcher combined the judgmental/ purposive sampling, stratified random sampling and the simple random sampling methods in order to select key-informants who represented communities who received the PRP in the Limpopo Province. The procedure was to firstly apply the judgmental/purposive sampling method in order to

decide who was to qualify as the respondents of the study, and then secondly to apply the stratified random sampling to select respondents equally from the six regions of the Limpopo Province, known as strata, and thirdly the simple random sampling in order to randomly select the respondents through a method called lottery or bingo.

- **JUDGMENTAL/PURPOSIVE SAMPLING**

Judgmental sampling is also termed purposive sampling which Berg (1998:110) explains that “when developing a purposive sample, researchers use their special knowledge or expertise about some group to select subjects who represent this population.”

Babbie (1992:230) contends that “occasionally it may be appropriate for you to select your sample on the basis of your own knowledge of the population, its elements, and the nature of your research aims: in short, based on your judgement and the purpose of the study.”

The researcher utilized the judgmental/purposive sampling when he selected the key-informants as the respondents who could inform the study about the implementation and evaluation of the PRP community development projects in their communities. The researcher utilized the criteria for the selection of the key-informants as the respondents of the study which was contributed by Mark (1996:237) who maintains that the list for identifying them entails that they:

- must have been elected by the community as its representative in the processes of the community development project
- must have the executive positions in the running of the community projects
- and must be familiar with the community needs, services and possible solutions

- **STRATIFIED RANDOM SAMPLING**

Royse (1995:163) explains stratified random sampling by stating that "when certain important characteristics of the population are known, exact proportions are obtained

by dividing the study population into subgroups or subsets called strata and sampling the appropriate proportions from each stratum."

Stratified random sampling is relevant for this population discussed above because it "is mainly used to ensure that the different groups or segments of a population acquire sufficient representation in the sample" (Strydom & De Vos, 1998:13).

Pertaining to the stipulations contained in the Local Government Municipal Structures Act (Act No. 117 of 1998), the Limpopo Province is divided into six districts which formed strata in the context of this study. Two key- informants were drawn from each strata so that at the end, the whole Limpopo Province is represented.

- **SIMPLE RANDOM SAMPLING**

Van Vuuren and Maree (1999:277) maintain that the simple random sampling method is the easiest one to conduct because it is achieved through firstly obtaining a sampling frame and then deciding on the size of the sample. The sample is then constructed through the utilization of the lottery method to select respondents from the sampling frame.

In order to select the twelve key-informants, the names of the key-informants from each district of the Limpopo Province were written on cards which were mixed in a bowl and then selected through the lottery method. The key-informants who participated in the study are economically active individuals who have lower educational backgrounds and were unemployed. Most of them participated in the community development projects of their communities and they have initiated the projects even before they were funded by the PRP.

- **SYSTEMATIC RANDOM SAMPLING**

A list of all the community development officers who facilitated the PRP community development projects in the Limpopo Province was obtained. The systematic random sampling method was used to select every *kth* member until the sample size was reached.

"In the systematic sampling, we do not first have to number consecutively all the elements on the sampling frame, nor do we have to select our full sample from randomly generated numbers. Instead we simply select every n-th case from the sampling frame" (van Vuuren & Marre, 1999:277).

Tashakkori and Teddlie (1998:75) add that "based on the number needed in the sample, every nth person in the target population is selected for the sample."

In this study, lists of the community development officers who participated in formulation, implementation and evaluation of the PRP in the Limpopo Province were obtained from their managers. Samples were according to the systematic random sampling methodology selected by picking every 4th name in the list as a member in the sample. Eighteen respondents were selected to respond to the self-administered questionnaires.

1.12 ETHICAL ISSUES

The following ethical issues were addressed in this study:

Harm to experimental subjects and/or respondents: immediately one becomes a subject of a qualitative interview, the information that he/she shares with an interviewer becomes more sensitive than it would be the case when it was collected through other methods, eg. Questionnaire. Therefore, "the increased sensitivity requires a high degree of thought and caution regarding the subject's informed consent, protection of confidentiality, protection against abusive use of raw or coded data, and protection against abusive application of the results of the study" (Boyatzis, 1998:61). As a requirement, the respondents for this study were not exposed to abusive and sensitive research questions.

Informed consent: Informed consent is "a written agreement to participate given by subjects after they learn something about the research procedure" (Neuman, 2000:96). Informed consent can be viewed as a contractual agreement between the respondents and the researcher.

In this study, key informants and community development officers provided consent to participate in the research project through completing and signing a consent form.

The construction process of the consent forms for respondents of this study was contributed by Neuman (2000:96) who maintain that the respondents must be requested to provide their consent to participate in the study programme based on the factors that they:

- know the title and purpose of the study
- will be asked to respond to questions regarding the formulation, implementation and evaluation of the PRP
- will not be exposed to any emotional and physical harm during their participation
- will not benefit physically and emotionally through their participation
- will have a freedom to withdraw from the project if they wished so
- will be tape recorded and their responses will be treated in a confidential way
- can raise the questions and concerns regarding the research from the researcher
- and that they voluntarily consent to participate in the study

Confidentiality/anonymity: confidentiality maintains that the biographical profiles and information obtained from the respondents of the study shall not be used to harm them or revealed to other authorities without their permission (Mark, 1996:46-47). Confidentiality is closely related to anonymity.

Anonymity is a concept which maintains that the research participants' "responses cannot in any way be identified with them- by the research or by anyone else" (Mark, 1996:46).

In this study, both confidentiality and anonymity were achieved through the utilization of the following two strategies:

- the respondents were not identified by names, ages, sex, and the demographical properties of their projects

- the respondents were interviewed by the neutral social workers who did not know them and did not participate during the formulation, implementation and evaluation of the PRP.

1.13 LIMITATIONS OF THE STUDY

The researcher identified the following limitations for the study:

Data collection process for the study has been extremely expensive because the researcher has to travel the entire Limpopo Province which has districts which are far apart from one another. This resulted in the few number of respondents being contacted.

The Department of Health and Welfare did not collaborate as was mentioned in a permission letter sent to the researcher, instead they failed to attend both the researcher's doctoral discussion forums regarding the literature review and the findings, conclusions and recommendations of the study. It is along this backdrop that this report may have excluded some of the inputs which they initially wished to share.

1.14 DEFINITIONS OF KEY CONCEPTS

The following important concepts were relevant in this study:

1.14.1 PROGRAMME EVALUATION RESEARCH

Programme evaluation research was defined by Monette, Sullivan and DeJong (1994:313) as “a means of supplying valid and reliable evidence regarding the operation of social programs or clinical practices - how they are planned, how well they operate, and how effectively they achieve their goals.”

According to Mark (1996:230), programme evaluation is “a type of research that uses established social science research methods to evaluate the success or effect of a social service program.”

Usually when a programme has taken place or it is in operation, its recipients, managers, the funding institutions and other stakeholders need to know whether it is beneficial to the communities, if it is effective and efficient, and if it is well planned towards achieving the intended goals. Programme evaluation research provides those with interest in the social programme with information regarding the extent of intervention, the effectiveness of the programme, its efficiency, whether goals are met and information regarding what has led a programme to a success or failure.

In this study, programme evaluation means the social science research procedures which were utilized in order to measure the effectiveness of the formulation, implementation and evaluation of the PRP in the Limpopo Province with an aim of improving the programme.

1.14.2 SOCIAL WORK

According to the National Association of Social Workers (NASW) mentioned in Hepworth, Rooney and Larsen (2002:5), "the primary mission of social work profession is to enhance human well-being and help meet basic human needs, with particular attention to the needs of vulnerable, oppressed, and poor people."

From an international view, Blakemore (2003:7) defines social work as genuine and progressive aims to improve social conditions for ordinary people; through it social workers become responsible in investigating the needs of the poor families and that it is more concerned with social control and making the poor respectable than with helping them on their own terms.

In the South African context, the *South African Council for Social Service Professions* (2001:1) defines social work as follow: "The social work profession promotes social change, problem solving in human relationships and the empowerment and liberation of people to enhance well-being. Utilising theories of human behaviour and social systems, social work intervenes at the point where people interact with their environments. Principles of human rights and social justice are fundamental to social work."

Social work is a profession which utilizes a variety of scientific methods and approaches to intervene to social problems

1.14.3 RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)

According to Cameron and Stone (1995:84), the RDP is "the major policy initiative of the Government of National Unity."

White Paper on the Reconstruction and Development Programme (1994:6) defines the RDP as "an integrated coherent socio-economic policy framework. It seeks to mobilise all our people and our country's resources towards the final eradication of the results of apartheid and the building of a democratic, non-racial and non-sexist future."

The RDP is a policy for individuals, groups, communities, organizations and governmental departments to work together towards a common goal of redressing the injustice situation and to prepare a safe future environment for all the South Africans.

1.14.4 POVERTY RELIEF PROGRAMME (PRP)

Department of Social Development: Annual Report 2000/2001 (2001:8) maintains that "despite its difficulties, we believe the Poverty Relief Programme provides relief to the poorest of the poor."

Poverty Relief Programme is a poverty alleviation social programme which is designed to address poverty through involving special categories of people, namely; women, youth, the elderly, disabled, HIV/AIDS orphans, community structures assisting the HIV/AIDS victims, and the delinquents (*Department of Social Development: Annual Report, 2000/2001*, 2001:8).

1.14.5 LIMPOPO PROVINCE

The Limpopo Province is an entity as proclaimed in the *Constitution of the Republic of South Africa*, Act 108 of 1996, Section 108 (1) (g).

Cameron and Stone (1995:8) also mentioned that the Constitution of the Republic of South Africa has a provision for the nine provinces, which Limpopo Province is one of them, and that "the establishment of nine provinces has brought Government closer to the people, created more space for regional diversity, and has set up mechanisms for the implementation of national policies" (*Government Report to the Nation*, 1998:23).

Limpopo Province is one of the nine provinces in South Africa and certainly one of the poorest, densely populated, remote and mostly rural provinces in South Africa.

The Limpopo Province occupies 10.2% of the entire land area which is inhabited by 12.1% of the population. Most of the population of the province, 89.0%, is crammed in the rural area with only 11.0% of the population living in the urban areas. The province scores the second highest rate of unemployment which totals 46.0% whilst persons who are employed and earn incomes of less than R500 monthly form 41.4% of the population. Limpopo Province is therefore pro-rural and is exposed to high incidence of poverty (Census in Brief, 1998).

1.14.6 SOCIAL PROGRAMME

Social programmes are direct means by which government improve the conditions of the communities, and which have a benevolent impact upon the standard of living of the poor because they are concentrated to operate in the fields of health, education, housing, income security and family and community welfare (Midgley, 2000:4-5). Social programmes are translated from the social policies (Manyire & Asingwire, 1998:80).

This is a constitutional requirements stipulated in the *Constitution of the Republic of South Africa* (Act 108 of 1996, Section 9 (2)) which reads "equality includes the full and equal enjoyment of all rights and freedoms. To promote the achievement of equality,

legislative and other measures designed to protect or advance persons or categories of persons disadvantaged by unfair discrimination may be taken."

Social programmes formulated and implemented by government institutions/developments in order to redress problems in the impoverished communities are programmes intended for "poverty, the distress following economic tremors, social and economic oppression related to gender and race are but a few examples of the overriding issues the states are responsible for tackling it (Sherraden & Ninacs, 1998:1).

Social programmes are specifically formulated for the main goal of redressing a specific social problem, eg. poverty, unemployment and poor educational status of communities.

1.14.7 PUBLIC POLICY

Public policy is about the written rules and regulations and the methods for attending to certain problems within communities. Public policies are meant to address issues of serious concern which stress a majority of people and are regarded as social problems. Public policies are in the form of acts, white papers, green papers, ordinances, etc (Kleyn & Viljoen, 2002:46).

Public policies are intentions proclaimed by the government institutions to influence behavioral interactions within communities and to meet some needs that people deserve at a particular place in time. This function of the public policy was cited by Hanekom (1987:25) when he mentioned "the promotion of the general welfare of society depends on the policies made by the policy-makers (legislatures), the resources available, whether the police-maker have a clear understanding of societal problems and needs, and the nature of public policy."

1.14.8 POVERTY

For Lauer (1992:196), poverty is when people are poor, and "to be poor is to be unable, because of a lack of monetary resources, to secure adequate food, shelter, clothing,

health care, recreation, and the other necessities (much less the amenities) of life for oneself or one's family.”

Haralambos and Holborn (1995: 124) state that poverty is “ a shortage of money required to buy those commodities judged to be acceptable for maintaining an acceptable standard of living.”

Poverty must not only be regarded as a condition which is caused by the absence of material resources, it is also caused by the absence of non-material resources which “some have argued that inadequate educational opportunities, unpleasant working conditions, or powerlessness can be regarded as aspects of poverty” (Haralambos & Holborn, 1995:125).

Blakemore (2003:81) maintains that “poverty is a complex, multidimensional phenomenon affecting different groups of people in different ways, having different causes.”

Poverty is a condition of deprivation in that those who are defined as poor were poor due to their exclusion from the socio-economical, political and cultural resources of their societies. There is poverty in South Africa because individuals, communities and organizations were not afforded an opportunity to fully participate in the socio-economical, political and cultural standing of the society.

1.15 LAYOUT OF THE RESEARCH REPORT

The research report of this study is made up of seven chapters, which are presented as follows:

Chapter one exposed the general introduction, motivation for the choice of the subject, problem formulation, goal and objectives of the study, research question, research approach, type of research, research design, research procedures, pilot study, description of the research population, sample and the sampling method, the ethical issues, definitions of the key concepts and a summary.

Chapter two will give a discussion on poverty as a social problem.

Chapter three will define and conceptualize public policy, social policy and social programme. In this chapter, the theoretical models regarding policy making and the public policy making process will be outlined as well.

Chapter four will outline the content of the Reconstruction and Development Programme (RDP), and the Poverty Relief Programme (PRP).

Chapter five will define and conceptualize programme evaluation research.

Chapter six will be divided into two parts. The first part of the chapter will describe in detail the research methodology utilized in this study and the second part of the chapter will present the findings of the study.

Chapter seven will present the conclusions and recommendations of the study.