

CHAPTER 4

THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP) AND THE POVERTY RELIEF PROGRAMME (PRP)

4.1. INTRODUCTION

This study is about the evaluation of a poverty alleviation programme, the PRP, within the context of the RDP from a social work perspective. It is therefore important for the researcher to detail a discussion on both the RDP and the PRP.

The RDP will not be discussed into detail because it is not the aim of this study to evaluate it but just to use it as a background document within which the PRP will be evaluated. The researcher has compiled a discussion of important elements of the RDP and condensed them into a comprehensive report which forms the first section of this chapter. These important elements of the RDP are as follows:

- conceptualization of the RDP
- objectives of the RDP
- limitations of the RDP
- the effective guidelines to the successful implementation of the RDP

The PRP will be discussed in-depth nature in the second section of this chapter. It has been mentioned in the previous chapter that researchers should have detailed information about programmes which are to be evaluated. In this regard therefore, the important elements of the PRP will not be condensed but instead be discussed in more detail.

4.2 THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)

4.2.1. CONCEPTUALIZATION OF THE RDP

Poverty within communities could be reduced through a number of social programmes under the RDP auspice. The RDP is a general and inclusive social policy which was designed as a

campaign to mobilize different societal sectors and communities towards a joint venture to reduce the incidence of poverty within South Africa. The RDP is about the social, economic and political development of the people in South Africa. The researcher views the RDP as a way of bringing government nearer to the people so that they can govern.

The RDP is an integrated, coherent socio – economic framework which attempts to integrate development, reconstruction, redistribution and reconciliation into a unified programme and as such it can be realized through different social programmes which are formulated, implemented and evaluated by different government departments and nongovernmental organizations (compare White Paper of the Reconstruction and Development Programme, 1994:16; Cameron & Stone, 1995:87; Van Zyl, 1995:14 and Nuttall, 1997:205.)

Bond and Khosa (1999:194) maintain that the RDP envisages a social partnership and government should therefore provide services and support to all sectors, especially organized labour, the civics, business, women's groups and the churches which are mobilized for the main purpose of realizing the RDP.

The RDP is a combination of social development, that is, it is aimed at involving communities to actively participate in social programmes which were intended to develop them; the economic development of communities in that it is aimed at mobilizing economic resources which will assist in kickstarting and sustaining programmes and as a result create jobs thereby reducing unemployment and poverty; and the political development of communities in that it is aimed at empowering people to take charge of their lives and make meaningful decisions regarding the community development programmes and community conditions (White Paper of the Reconstruction and Development Programme, 1994:10; Rural Development Strategy of the Government of National Unity, 1995: 5-6; Local Economic Development Policy Paper (Draft), 2001:19).

4.2.2. OBJECTIVES OF THE RDP

Dunn (1994:195) has explained in detail what an objective is when he mentioned that it is a result or an outcome which is stated in a more specific and measurable manner than an aim. Objectives are expressed in a form of operational definitions, that is, the definitions also include the activities carried out to achieve objectives.

Objectives are elements which when combined form the global aim or purpose of the programme. Each objective of the RDP is a programme on its own. The objectives of the RDP therefore cannot be realized through a single programme but rather through a number of programmes.

Van Zyl (1995:14) contends that “ the central objective of our RDP is to improve the quality of life of all South Africans, and in particular the most poor and marginalised sections of our communities.” This central objective is divided into yet a number of objectives which Cameron and Stone (1995:87) and the *RDP White Paper: Discussion Document* (1994:10-11) listed as follows:

- meeting the basic needs
- development of human resources
- building the economy
- democratization of the State and society
- implementation of the RDP

4.2.2.1. MEETING THE BASIC NEEDS

The first objective of the RDP is meeting the basic needs of individuals and communities. This objective can be realized through other sub-objectives which are relevant to this study such as follows: ‘job creation, nutrition, social security and social welfare (RDP White Paper: Discussion Document 1994:8; Bond & Khosa 1999: 3 – 24; The Reconstruction and Development Programme: A Policy Framework, 1994: 14 – 57).

- **Job creation**

It has been reported in this study that South Africans, especially black, women, youth and the disabled are trapped in the problem of poverty due to a high incidence of unemployment in the country. This objective of the RDP addresses unemployment through community development programmes which ensure job creation opportunities for women, the youth and the disabled, the development of small, medium and micro enterprises (SMMEs), government’s support to the black economic empowerment (BEE) and the introduction of community revitalization

programmes (CBPWP) (compare Turok, 1993:64; The White Paper - Public Works Towards the 21st Century, 1997:14; Bond & Khosa, 1999:63-64; The RDP Development Monitor, Vol. 8 No. 3, 2002:4.)

- **Nutrition**

The poor have low levels of nutritional foods. In this regard, interventions are necessary to provide nutritional food to those individuals who are unable to provide their family members with adequate daily food requirement.

People's right to food has been reiterated by the *National Action Plan for the Protection and Promotion of Human Rights* (1998:107) which states that "government is guided by implementing policies that lead to an improvement of food production and economic development. We are committed to promoting equality and non-discrimination ensuring that nothing impedes a person's right to food and eradicating poverty."

The *Reconstruction and Development Programme: A Policy Framework* (1994: 41) has highlighted that "the RDP must ensure that as soon as possible, and certainly within three years, every person in South Africa can get their basic nutritional requirement each day and that they no longer live in fear of going hungry."

Basic nutritional food requirement in this context is mainly intended to fill and ensure the health status of persons and communities. The programmes aimed at addressing the nutritional requirement of communities must be sustainable and aimed specifically at the target groups, such as children and women who live within the poor living conditions.

- **Social security**

In order to address poverty within the poor communities, government has introduced the social security programmes which concentrate on poverty prevention, poverty alleviation, social compensation, income maintenance programme and the distribution of the limited free supply of basic services such as water and electricity to the poor (compare Haddad & Zeller, 1997:125; National Action Plan for the Protection and Promotion of Human Rights, 1998:118; Cascio, 1998:450; RDP Development Monitor Vol. 6 No. 11, 2000:2.)

The *RDP Development Monitor* Vol. 7 No. 6 (2000:2-3) criticizes the approach of the distribution of the limited free supply of basic services to the poor by stating that “government may be undoing with one hand what it is tying up with the other.”

- **Social welfare**

Social welfare is about the distribution of grants to the foster parents, the aged, the disabled, the blind, the war veterans and some children under the age of seven years (*Social Assistance Act, Act No. 59 of 1992*). This objective of the RDP is concerned with the structures necessary for the provision of the social welfare to the individuals and communities. The social welfare structures during the previous dispensation were not representative to the society as a whole. The researcher identified structures which were excluded in the *Welfare Laws Amendment Act, (Act No. 106 of 1996/1997)* as the South African Black Social Workers Association and the trade unions" (*Welfare Laws Amendment Act, No 106 of 1996/1997, Section (1A)(a)(iv) and (vii)*).

Social welfare within the South African context is adversely affected by the delays in delivery. The researcher is of the opinion that the outsourcing of a task to distribute grants to the poor can be more effective than when it is rendered by government institutions which lack the capacity and skills necessary to do so.

4.2.2.2. DEVELOPMENT OF HUMAN RESOURCES

The second objective of the RDP is the development of human resources which is concerned with the education and training of individuals and groups towards their development which the researcher calls it the social capital development (Botha, 1995:2).

The RDP White Paper : Discussion Document (1994: 8) states that “the RDP deals with education from primary to tertiary level and from child care to advanced scientific and technological training. It focuses on young children, students and adults. It deals with training in formal institutions and at the workplace.”

The South African Constitution stipulates that “everyone has the right to a basic education, including adult basic education, and to further education, which the State, through reasonable

measures, must make progressively available and accessible” (*Constitution Act* No. 108 of 1996, Section 29(1)(a) – (b)). This stipulation views human resource development as a right which every citizen within the South Africa should be afforded an opportunity to access. Poor communities’ education and training is addressed through the introduction of the Adult Basic Education and Training (ABET) and the Education and Training Authorities (SETA) (compare *The RDP Development Monitor* Vol. 5 No. 2, 1999:3; *The RDP Development Monitor* Vol. 8 No. 4, 2002:2.)

The development of human resources is discussed through sub-objectives such as prioritization of women and youth, skills training, resources for community arts facilities, and the children.

- **Prioritization of women and youth**

Women and the youth need to be afforded an opportunity to participate in the community development programmes. They cannot actively participate in the community empowerment programmes unless their skills and education are enhanced.

The RDP White Paper: Discussion Document (1994:47-48) mentions that government intends to access women and youth to empowerment programmes because these categories were previously disadvantaged.

Indeed empowerment of women and youth can be realized through their active participation in the community development programmes. Through participation they interact with the actual construction of the projects, they are trained, and they continue to learn as they work in the projects.

- **Skills training**

Poor skills have a negative impact on the community development programmes. The effectiveness and efficiency of the community development programmes will be realized if the knowledge, skills and attitudes of communities who receive them have been enhanced.

The RDP White Paper : Discussion Document (1994:10) noted that "our people will be involved in the decision-making process, implementation, new job opportunities requiring new skills, gaining

rewards for existing skills previously unrecognised, and in the managing and governing our society. This will empower them, but can only succeed if there is also an appropriate education and training programme." Indeed government has introduced the *Skills Development Act* 1998 and the *Skills Development Levy Act* 1999 in order to address the question of skills transfer.

- **Resources for community arts facilities**

African communities have traditional resources that are required by the national and international communities. These resources are basically concentrated in the local economic development programmes and have good rewards for the communities, especially because they secure income (compare RDP White Paper : Discussion Document, 1994:10; Bond & Khosa, 1999:120.)

- **Children**

According to the *Convention on the Rights of the Child* (1990, Article 1 & 2), a child is any individual below the age of 18 years, and shall not be discriminated against in any kind, irrespective of the child's or his or her parent's or legal guardian's race, colour, sex, language, religion, political or other opinion, national, ethnic or social origin, property, disability, birth or other status." Every child has the right to education.

The South African government is committed to the goal of providing access to general education for all children from a reception year up to Grade 9 (Standard 7), funded by the state at an acceptable level of quality as prescribed by the *National Plan of Action for Children* (NPA) (Bond & Khosa, 1999:112). Children develop better when they are institutionalized in the nursery and school environments where they are afforded an opportunity to interact with each other, educators and learning material.

4.2.2.3. BUILDING THE ECONOMY

The third objective of the RDP to be discussed is building the economy.

It has been mentioned in chapter two that social policies and programmes cannot succeed without a competent economy in the country. It is therefore along this premise that the RDP has

as one of its objectives, the building of South African economy. According to this objective, South Africa has large surpluses from its mining, manufacturing, fishery, and forestry and this strength could be utilized to benefit the socio-economic standing of individuals, groups and organizations.

In order to formulate a competent economy, the South African government produced a Macro-Economic Strategy (MES) called Growth, Employment and Redistribution (GEAR) (*Growth, Employment and Redistribution*, 2001:19).

According to *Final Last Draft National Report on Social Development 1995-2000 South Africa* (2000:1), the GEAR is a competitive fast growing economy that creates sufficient jobs for all job seekers; a redistribution of income and opportunities in favour of the poor; a society in which sound health, education and other services are available for all and an environment in which homes are secured and place of work is productive. This economic policy has been specifically developed to address the inequalities which were available during the previous dispensation.

The GEAR aims to achieve the following:

1. Creation of full employment opportunities. “The size of the public sector must in the future be seen in relation to the working condition, wages and benefits of those working there as well as the quality of the services they provide” (*Discussion Document on A Frame work for Social Partnership and Agreement Making in NEDLAC*, 2001:8). Thus according to this policy, public service should be reduced so that government should spend more money on service delivery than on salaries of the public servants.

2. Protection of good wages and wealth. The GEAR aims at creating good, safe and productive working environments. And if both wages and wealth are improved, it means there will be little opportunities for jobs in the country. This may lead to retrenchment, premature retirement and other forms intended to trim the work-force.

3. Address the economic imbalances and structural problems of the past in work environment. The previous South African dispensation created gross imbalances in the society, which saw the majority of people being classified as poor and the minority controlling the wealth of the country. The *Growth, Employment and Redistribution* (2001: 3) has noted this condition when

it reported that “white people, in general, became richer while black working class in particular continued to be exploited.” There is an urgent requirement that this condition should be reversed with immediate effect.

4. Address discrimination at workplace. The vast majority of unskilled and unemployed are women. This means that women are marginalized in the economy and will remain the poorest of the poor. Equal rights in our Constitution will not change the lives of women unless something is done to change their economic position, (*Growth, Employment and Redistribution*, 2001:16). It is not only women who were discriminated against, blacks, the disabled and the elderly are seriously excluded from competing for the available socio-economic, political and cultural resources of the country.

5. Develop the human resource capacity of people. Development of human resource capacity of people is about education and training aimed at enhancing the knowledge, skills and attitudes of people. “Training, the development of skills and improving productivity, is an important component of GEAR” (*Growth, Employment and Redistribution*, 2001:22). It has been reiterated throughout this study that people cannot be effectively developed if their education and training are not enhanced.

It is disturbing to learn that the vast majority of employed people in South Africa are classified as unskilled or semi-skilled workers (*Growth, Employment and Redistribution*, 2001:16). The government has put some legislation to address this condition, namely the Skills Development Act of 1998 (Act No. 97 of 1998) and its related Skills Development Levy Act of 1999 which were mentioned in this section.

6. Democratise the economy and empower the previously disadvantaged. This is concerned with the accessibility of people towards the socio-economic, political and cultural resources of the country.

7. Develop a prosperous and balanced regional economy in Southern Africa based on the principle of equity and mutual benefit. Economy cannot grow if South Africa dominates its neighbours because this would “restrict their growth, reducing their potential as markets, worsening their unemployment and causing increased migration to South Africa” (*RDP White Paper: Discussion Document*, 1994:10). In this context, the country should participate in

structures which are specifically created to develop programmes intended to address problems which are experienced by the entire region, such as the African Union (Mbeki, 2003:19).

8. *The sale of certain state assets in order to generate the revenue.* The state is paying enormous volumes of expenditure on the maintenance of assets which are redundant. It is believed that if these assets were sold, the state will gain revenue and at the same time save from maintaining them. "Asset restructuring may involve the total sale of the assets, a partial sale of the assets or sale of the asset while government still holds a small but strategic share" (*Growth, Employment and Redistribution*, 2001:22). Other thinkers criticized this movement because according to their view, they maintain that the poor will not be able to participate in the purchasing of state assets. This will mean that wealth is channeled towards the rich whilst the poor are continuing to be excluded. Another view is that the restructuring of state assets is an issue of the state withdrawing from participating in the economy (*Growth, Employment and Redistribution*, 2001:22).

9. *Reducing government expenditure in defense.* "Government expenditure was previously biased towards security rather than social expenditure must be urgently reversed" (*Discussion Document on A Frame work for Social Partnership and Agreement Making in NEDLAC*, 2001:7). According to the GEAR, government will cut down on wasteful expenditure, so that money previously utilized for purchasing defense armament is made available for delivery on housing, education, social services and health.

10. *Reduce number of embassies.* Through the reduction in the number of embassies, the state will save a great deal on money to pay their work-force, rental or purchase of assets and other related expenditures.

11. *Reduce the redundant work-force.* It was anticipated that government has been spending more money than it was receiving. This resulted in huge debts which could be addressed through the reduction of work-force which is defined as redundant. "It is also necessary to consider the position of those civil servants in the former homelands who appear to be redundant as a result of the relocation of government following the election" (*Discussion Document on A Frame work for Social Partnership and Agreement Making in NEDLAC*, 2001:7). The redundant work-force within the South African context is made of individuals who could be

done away with and the delivery is not affected and the people who are in the government payroll who are actually physically not there, better known as the *ghost employees*.

When the GEAR has achieved its mission:

- it would have created the conditions necessary to spur and sustain development, eliminate poverty and reduce inequality (*Final Last Draft National Report on Social Development 1995-2000 South Africa*, 2000:1)
- it would have regenerated economic growth and a more equitable distribution of the benefits (*RDP White Paper*, 1994:24)
- it would have reversed the low levels of investment and saving and replace them with the high levels of investment and saving
- it would have created more job opportunities for job seekers with increased protection of workers and a sustainable good wage (*Discussion Document on A Frame work for Social Partnership and Agreement Making in NEDLAC*, 2001:5)
- it would have ensured that the gross domestic product (GDP) is far greater than the population growth (*Growth, Employment and Redistribution,,* 2001:3).
- it would have ensured that the government has paid its large debts
- it would have increased the revenue collection and led to an increased delivery of services.

4.2.2.4. DEMOCRATIZING THE STATE AND SOCIETY

The fourth objective of the RDP is democratizing the state and society.

Turok (1993:54) has delineated that there is a close correlation between democracy and development when he mentioned that “no democracy, no development.” Democratizing the state and society means that groups which previously did not participate in the day to day

running of their lives are afforded an opportunity to do so.

Democracy shall have been achieved if the local government is able to formulate, implement and evaluate the community developmental programmes on its own without the reliance on the provincial and the national government. The local Government is an institution at which the communities could voice their concerns and articulations. If this level has been fully empowered, we would then talk of democracy (Noe, 1993:98). In summarizing this objective, it means that those who were silenced by the apartheid regime are now free to speak out in order to be heard, there is an affirmative action in place, media would no longer be biased, banks and other financial institutions will access people to loans on equivalent basis and that the state shall be expected to facilitate these changes.

The objectives of the RDP of democratizing the state and society shall be discussed through the following sub-objectives: gender and equality, redistribution to provinces and local government; and decentralization of government (Bond & Khosa, 1999: 49 – 60).

- **Gender and equality**

Gender and equality are concepts which are aimed at addressing discrimination, that is, when people are denied some socio- economic opportunities due to their sexual and racial background. The past South African society has discriminated against women (*South Africa Women on the Road to Development and Equality and Peace*, 1995:24.) This condition is corrected through accessing women the opportunities to compete for the socio-economic, political and cultural resources of the communities.

- **Redistribution to province and local government**

“The RDP is to be implemented through the programmes of national line function departments, particularly those of provincial and local government” (Cameron & Stone, 1995:87). In this context, the local government which is the closest level of governance next to the communities affords the communities an opportunity to articulate their needs and in this way they are able to influence government as a whole. When this stage is reached, we therefore talk about government by the people.

- **Decentralization of government**

The previous South African government was conducted through the centralization of political power which was at the central government. There was little involvement of the communities towards their own development. The present government has commended the decentralization of political power and control of the resources to the communities, that is decentralization (compare The Reconstruction and Development Programmes: A Policy Framework, 1994: 129; Bond & Khosa, 1999:174.)

4.2.2.5. IMPLEMENTATION OF THE RDP

The fifth objective of the RDP is the implementation of the RDP.

It has been mentioned that the RDP is a campaign for mobilizing people, groups and institutions, locally, provincially, nationally and internationally towards a joint venture of developing the South African society. Certain institutions within the society, be it governmental or nongovernmental are actively involved in the implementation of the RDP (compare Van Zyl, 1995:17; Nuttall, 1997:191.)

The objective of implementation of the RDP will be discussed through the following headings: funding, common goal and evaluation.

- **Funding**

Just as a human anatomy needs blood circulation in order to live, so too does every community development programme needs funding to kickstart. The RDP programmes can only be formulated, implemented and evaluated if there is sufficient funds made available to them. Funding for the RDP has been obtained from the following sources:

- money appropriated by parliament
- international and domestic donors
- interest earned from investment of money in accounts
- money received from the disposal of state assets

- revenue from lotteries and gambling
- redirection of funds by local government (compare RDP White Paper: Discussion Document, 1994:41; Cameron & Stone, 1995.)
- **Common goal**

This objective explains that whichever the national government level is planning to achieve through the RDP social programmes, both the provincial and the local governmental levels should have an aim of achieving similar goal (*RDP White Paper: Discussion Document*, 1994:6).

- **Evaluation of the RDP**

The programmes which are being formulated and implemented within the RDP context must also be accordingly evaluated. Evaluation is an important process in the RDP because it provides the RDP funders and practitioners with information regarding the success and failure of the programmes (compare *The RDP Development Monitor* Vol. 7 No. 1, 2000:2; Mamburu, 2000.)

Conclusion

The RDP has five main objectives, namely: meeting the basic needs, development of human resources, building the economy, democratization of the state and society and implementation of the RDP. As it was mentioned throughout this chapter, the RDP is a social policy which is general and inclusive in nature. Its objectives are difficult to implement unless they are translated into social programmes which are specified and measurable in nature.

The findings of an evaluation process on different social programmes delineate both the qualities and limitations of the RDP. The researcher selected to discuss only the limitations in order to assist RDP practitioners in conducting successful and sustainable social programmes. The limitations of the RDP are discussed in the succeeding part of the section.

4.2.3. LIMITATIONS OF THE RDP

In this part, the researcher discusses the limitations of the RDP, namely: the RDP lacks devolved power to the regions, the implementing agent of the RDP is incompetent, there is clientelist politics within the RDP programmes, the RDP is intended to develop the elite group, it is a short-term institution, the RDP is no longer, the RDP lacks of community participation, it is a dead dream and the RDP is a process which will bring forth another form of the previously disadvantaged sectors of the community in the future.

4.2.3.1 The RDP lacks of devolved power to the regions

The RDP is about decentralization of government but unfortunately the locals do not have the control and mandate as promulgated in the RDP policy framework document. The regions complain that they do not have sufficient autonomy over the RDP and there is a confusion as to who is actually suppose to implement the RDP social programmes between the national, provincial and the local government (compare Meyer & Wetmore, 1997:4; Pieterse, 1998-:5; De Beer, Rossouw, Moolman, Le Roux & Labuschagen, 1998:154-155.)

4.2.3.2 Implementing agent of the RDP is meant to be the local government

The local governments are charged with the responsibility of implementing the RDP when it is evident that these authorities lack of the capacities to do so. The politicians and government officials at the local level are still toddlers in matters regarding the implementing of the RDP.

Pieterse (1998: 7-13) maintains that there is a capacity shortage at the local level. The local governance should receive continual support from the provincial, the national and the international communities pertaining to the implementation of the RDP if social programmes are to succeed.

4.2.3.3 There is clientelist politics within the RDP programmes

This condition “refers to actions and traditions whereby government officials and/or elected politicians use their domain of influence and knowledge to extend political favours to

friends and benefactors in exchange for support or financial and/or other benefits" (Pieterse, 1998:6). Many RDP developed community based organizations were in actual fact owned by the government officials, their families and associates. There is therefore mismanagement and corruption within the RDP projects. The researcher believes that community development programmes are not possible when they are infested with corruption, nepotism and violence.

4.2.3.4 The RDP is an institution intended to develop the elite group

The elite group is made of Ministers, MECs, directors-general, mayors and public officials who hold higher positions in the government and nongovernmental institutions who have more influence regarding the direction of the RDP programmes. The communities do not participate in any level of public policy making because they are adequately represented by the elite group (*RDP Development Monitor* Vol. 8 No. 5, 2002:2). In this context therefore, the RDP is viewed as an entity intended to maintain the benefits of the elite group.

4.2.3.4 The RDP is a short-term institution

The RDP is a short – term enterprise which is designed to develop communities, and does not in itself have sustainable quality. It is an institution which mushroomed many social developmental programmes which were short – lived and did little to improve the conditions of the communities. *Enterprise* (1998:40) reported that "after promises made in 1994 on RDP spending, delivery on these promises has been disappointing. Government has cut back on its public capital expenditure and as yet few public/ private projects have started."

Community development programmes which are short-term and unsustainable cannot improve the conditions of communities and the researcher is of the opinion that they exuberate social problems. As an example to support this statement, the researcher maintains that individuals who were employed for a short time at a particular period are more likely to be divorced by spouses than individuals who were not employed at all.

4.2.3.6 The RDP is no longer

The year 2000 is a year long after the conception of the RDP in 1994 and yet the *RDP*

Development Monitor Vol. 6 No. 2 (2000:3) still reports that “the hope remains that sooner rather than later, economic growth will provide the fuel that can turbo-boost the next phase of the RDP.” This shows that the RDP is improving the conditions of communities at very slow pace. At some communities countrywide the RDP has totally come to a standstill.

According to Keyter (1995:1), the implementation of the RDP is being slowed down by the South African culture of non-payment of services. The non-payment of services is hereby criticized as a condition which is a feature of underdevelopment which must be highly discouraged. If there are no funds flowing into the RDP coffers, it is obvious social programmes developed within its context will not be sustainable.

4.2.3.7 The RDP lacks of community participation

The ordinary people were largely left out of the RDP’s negotiations and change processes. The transition was manufactured behind closed doors between career politicians of various parties who ended up with more in common with each other than their constituencies (Pieterse, 1998:2). There is no community development if there is a lack of community participation.

4.2.3.8 The RDP is a dead dream

There is too much to believe that most of the RDP projects are no longer available today, and that if they are available, they are incomplete or temporarily withdrawn. If the reason for this is due to the lack of funds, does that mean that the funding policy of the RDP was not well planned? If the answer is yes, then, the funding policy of the RDP needs to be reformulated. The *RDP Development Monitor* Vol. 6 No. 1 (2000:2-3) reports that the RDP delivery is severely impeded and that “the RDP can only benefit if poverty alleviation in a job creation really gets going.” South Africans need jobs in order to escape the crisis of poverty. Any social programme developed for the community will mean nothing to them if it does not address the problem of unemployment.

4.2.3.9 The RDP is a process which will bring forth another form of the previously disadvantaged sectors of the communities in future

The RDP is a programme which will produce another form of the previously disadvantaged persons in the communities in future. The previously disadvantaged people in the South African context today are the blacks, women, youth and the disabled. This requirement which is contained in the RDP and other legislation such as the *Preferential Procurement Framework Act* (Act of 2000) and the *White Paper on Public Works: Towards the 21st Century* (Notice September 1997), for example, indicates the South African government is in the process of supporting affirmative action. But through this, it may seem the affirmative action is an infinite process.

Affirmative action in the real practice has a beginning and an end. According to Cascio (1998:45), affirmative action “refers to those actions appropriate to overcome the effects of past or present policies, practices, or other barriers to equal employment opportunities.”

Thinking along this trend, it will mean that the definition of the previously disadvantaged persons clause in the RDP policy framework document and other related legislation should specify a period within which people and communities should be defined as such. If that clause is not corrected, then blacks, women, youth and the disabled will continue to enjoy benefits throughout the South African history, a condition which is undemocratic.

The researcher is of the opinion that the South African society will in the near future become more democratic than it is today. A condition of undemocratic will threaten the system if men, whites, lesbians and other categories of groups are not afforded the opportunity to participate equally with the groups which today defined as the previously disadvantaged in the future.

This part detailed a discussion on the limitations of the RDP. In order to address the conditions associated with these limitations, the researcher has included in this part three namely effective guidelines to the successful implementation of the RDP in the succeeding part.

4.2.4. EFFECTIVE GUIDELINES TO THE SUCCESSFUL IMPLEMENTATION OF THE RDP

This part discusses the effective guidelines to the successful implementation of the RDP. These guidelines are of major importance in this study which aims to evaluate the PRP within the context of the RDP from a social work perspective. The guidelines are also relevant to this study because they lay important community development structures which are necessary for the formulation, implementation, and evaluation of the social programmes.

The important community development structures identified for this study are the local community, the RDP forums and the local government councils.

4.2.4.1 Local community

Communities are the ones who should articulate their needs and implement their community development programmes (Nuttall, 1997:2). In this regard, the RDP will be a reality if communities at the grassroots level can be encouraged to pay for their services (Keyter, 1995:1).

Community members are the only people who should be involved in the actual construction of their projects, for example, the building of a dam. Communities should be involved in maintaining and protecting their resources and infrastructure. Members of the community should develop the ownership of the resources and infrastructure in their community. This is an effective guideline to the implementation of the RDP because without community participation, social programmes do not succeed.

4.2.4.2 RDP Forums

Forums are community-based organizations (CBOs) which are the governing body of the social programmes, and have the characteristics of being individuals who were elected by the community to represent it, are established to improve the socio-economic nature of the community, are, if not all, exempted from income taxation, donation and estate and stamp duties, are non-profit oriented and have the legal personality contained in their constitution (compare Bond & Khosa, 1999:193; Mamburu, 2000:120-121.)

It is reported that there are about 100 000 non-governmental organizations in South Africa today, that the bodies employed more than 645 000 full time staff and that most of them are involved in social services (*The RDP Development Monitor* Vol. 8 No. 5, 2002:6). The forums are responsible for mobilizing the community towards a common aim of identifying or prioritizing the community needs.

Forums are the bridging gap between the community and the RDP, they advise both poles about the activities and the development. The steering committees are the mouthpiece of the community. They draw up business plans for the projects and refer them to the community for sanctioning. Once the business plan have been approved by the community, the forum refers them to the local government councils who will refer them to the RDP office.

The forums report also to the local government structures. It is through their interaction with these structures that the local government councils will know what is actually taking place at the site of construction. The forums are also responsible for identifying their community education and training needs. They will if necessary, send their community members for training for that particular infrastructure construction (Bond & Khosa, 1999:138).

The RDP social programmes cannot develop without these structures in place.

It has been reported in the *RDP Development Monitor* Vol. 8 No. 5 (2002:7) that the South African NGO Coalition (SANGOCO) claims to be representing about 4000 NGOs in the country. The limitations identified with regard to the NGOs are that they severely lack of organizational capacity and that they exist from hand to mouth. This is true as it appeared in Ka’Nkosi and Jubasi (2002:4) who report that the NGOs’ key members of its national executive community resigned amid allegations of corruption and mismanagement of funds.

4.2.4.3 Local Government Councils

These are the elected representatives of communities who are better known as councilors or ward councilors in the South African context, who represent their constituencies at the local government. These bodies are a link between government and communities, they provide communities with basic services and they identify special local needs and apply funds from the District Councils and other sources of funding for the development of projects which are aimed

at addressing the community needs. The councilors therefore are the mouthpiece of their constituencies at the local government level. They inform the local government what their communities prioritize as a need and they discuss budget matters of the RDP projects with the forums mentioned above. The councilors support the administration and implementation of the RDP through the facilitation of the development of forums and ensuring that such forums are functioning accordingly (Bond & Khosa, 1999:190).

It is difficult to realize a social policy such as the RDP in a single social programme. As it has been mentioned above, the RDP is translated into a number of different programmes which are formulated, implemented and evaluated by different government departments and nongovernmental organizations. One of these programmes is the Poverty Relief Programme (PRP) which was introduced by the Department of Social Development. The PRP will be discussed in an in-depth nature in this second section of this chapter. This is because it is the programme which is to be evaluated and as a requirement detailed information about it is necessary.

The important components of the PRP which will be discussed in this part are as follows:

- Introduction
- Conceptualization of the PRP
- Strategic nature of the PRP
- Objectives of the PRP
- Basic principles of the PRP
- The PRP process

4.3. THE POVERTY RELIEF PROGRAMME (PRP)

In the previous section, the Reconstruction and Development Programme (RDP) was identified as a social policy in that it is a general and inclusive entity which can only be realized through a variety of other social programmes. These other programmes are formulated, implemented and evaluated by different governmental and nongovernmental institutions. The Poverty Relief Programme (PRP) is one of those social programmes and it was formulated, implemented and evaluated by the Department of Social Development. This study intends to evaluate the PRP

specifically in the Limpopo Province within the context of the RDP from a social work perspective. As it will be discussed in detail in the succeeding chapter, the summative evaluation research will be conducted with an aim of improving the effectiveness of the formulation, implementation and evaluation of the PRP.

Social programmes such as the PRP are adequately evaluated when there is an availability of information regarding their definition, conceptualization, objectives, principles and processes.

4.3.1. CONCEPTUALIZATION OF THE POVERTY RELIEF PROGRAMME (PRP)

The PRP is one of the social programmes intended to realise the RDP which is a general and inclusive social policy framework document. The PRP is a social programme which is translated from the umbrella social policy, namely the RDP. The PRP is easy to formulate, implement and evaluate because unlike being general like the RDP, it is specific, measurable and is expressed into operational manner.

The PRP is designed to fight the advent of poverty within certain categories of persons in the South African society, namely: the women, youth, disabled, the aged, children and juvenile delinquent.

The PRP is a social programme which is implemented and evaluated by the provincial departments of Health and Welfare. The programmes for the PRP include those which are concerned with the developmental problems, crime, substance abuse, poverty and diseases.

The PRP is not a duplication of the social security, in that it is not meant to reimburse those individuals who were defined by the *Social Assistance Act* (Act No. 59 of 1992) as legitimate recipients of the grants, namely: the aged, disabled, war veterans, the blind and foster parents.

The PRP has an aim of involving the aged, disabled, children, community structures and juvenile delinquents into community development programmes which are intended to improve their lives and those of the entire community.

The PRP is a social work strategy which is utilized by government to realize the aims and objective of the RDP. The mission of the PRP is well explained in a statement by Taylor (1998:293) who contends that its programmes are “struggling for the transformation of the total society at a broad political level, while simultaneously attempting to deliver much-needed resources and services to many of those communities intentionally overlooked and excluded from state provision under the apartheid regime.” The PRP is a strategy which is designed to provide social workers with an informed guidance when they conduct their developmental interventions in the communities.

The PRP is specifically designed to improve the lives of the most important areas of the communities which are affected by poverty and social exclusion.

Social work interventions aimed at fighting poverty within communities are usually strategized, in that they are well planned to effectively deal with it. In this context, the researcher will discuss the PRP as an effective strategy to be utilized by social development practitioners when they fight poverty and its causes within the South African communities.

4.3.2. THE STRATEGIC NATURE OF THE PRP

In this part, the study discusses the strategy and the strategic nature of the PRP as an effective method utilized by the social development practitioners to fight poverty and other forms of social exclusion within the South African context. The PRP was identified as a social programme, a strategy and or a design which is formulated, implemented and evaluated to specifically deal with poverty. It is important to discuss this social programme through a number of strategies which when combined, explain its nature in detail.

◆ THE STRATEGY

A strategy is a plan, a design or a format to be implemented in order to achieve a well formulated goal.

The concept strategy is new within the social work practice. It was previously utilized by those at the battle-fields and recently social development practitioners are utilizing it in order to be tactic in their fights against social problems. Lombard (1991:126) writes that “like a military

general- usually has to anticipate and consider thoroughly, not only his own actions and reactions, his strong and weak points, assets and liabilities, but also those of his allies and his opponents.” PRP practitioners are therefore required to develop the most effective strategies in their disposal in order to successfully deal with social problems within the communities. The objective of this evaluative research study is to improve the strategies of dealing effectively with poverty.

A strategy has an aim, course of action and the result. Lombard (1991:126) defines strategy as “a predetermined comprehensive course to be implemented in action, to attain a specific aim.”

Lombard (1991:126-127) contributed the features of a strategy as follows:

- A strategy is predetermined, meaning it is a plan which is constructed with anticipated problems and their respective solutions which the programme must address.
- A strategy is a comprehensive course, in that it includes the processes which should be attained in order to achieve goal. The process of the PRP strategy will be discussed later in this section and the researcher is of the opinion that the discussion will delineate this feature in detail.
- A strategy is implemented through an action, this meaning that it is a systematic action plan which poverty relief practitioners should follow when they actually implement what is contained in the plans.
- A strategy is meant to attain a certain aim, in this way meaning that it should be viewed as an intervention which is divided into measurable objectives which after being attained, will mean the problems on hand have been effectively addressed. A strategy is therefore a list of objectives which a social programme intends to achieve in order to address the social problems.

It is of utmost importance that social work practitioners carry their effective arms (strategies) along when they engage themselves in a fight against social problems, such as poverty and other forms of social exclusion.

The Department of Social Development has engaged itself in a fight against poverty which is highly concentrated in the rural areas and in the informal settlements in South Africa. Through the PRP strategy, the department aims at targeting the most affected sectors of the South African communities, namely: women, youth, disabled, juvenile delinquent, children and the aged. Its strategy is to engage them in activities which will occupy their social lives positively and at the same time benefiting their communities socio- economically, politically and culturally.

It has been mentioned that social programmes such as the PRP are usually realized through the formulation, implementation and evaluation of different programmes. The PRP is therefore a strategy which is also realised through a number of other strategies such as strategies to fight poverty, to address the needs of families and communities, to address the capacity building of communities, it is a learning process, it is to make the RDP a reality, it is consultative, it is systematized, it has an small, medium and micro enterprises (SMMEs) goal, it is rehabilitative and it is a national government's intervention.

- **THE PRP IS A STRATEGY TO FIGHT POVERTY**

An aim of the RDP is to fight poverty within the South African communities. This aim to fight poverty has been formulated, implemented and evaluated through the PRP as a strategy. The PRP intends to fight poverty which the *Department of Social Development Business Plan 2000/2001 Poverty Relief Programme* (2000:5) states as "it is distributed unevenly among nine provinces of the country. The Eastern Cape, Northern Province and more recently, the Free State, have by far the highest poverty rates."

The researcher is of the opinion that the poor have high rates of unemployment, and if they are employed they earn little incomes which cannot enable them to provide their families with basic needs such as food, education and shelter; they have a high rate of criminal activities ranging from petty crimes, child physical and sexual abuse, to rape and murder; their families are extended in nature and can be composed of members from the different generational gaps, that is, families include the family-heads, their children, their parents and relatives; and that the poor are mostly affected by diseases such as tuberculosis, malaria, cholera, sexual transmitted and HIV/AIDS due to their lack of health care services.

“Poverty and HIV/AIDS are two of the most devastating pandemics ever to hit Southern Africa. The relationship between HIV/AIDS and poverty can no longer be disputed” (*Discussion Document on a Framework for Social Partnership and Agreement Making in NEDLAC*, 2001:23).

The PRP is a strategy specifically designed to address the diverse shapes of poverty at different communities or categories of people. There are certain categories of people who will continue to suffer from poverty who are not included in the PRP strategy, namely; the unemployed and children of between 8 and 18 years of age. The *Department of Social Development Business Plan 2000/2001 Poverty Relief Programme* (2000:6) states that the PRP is an interim measure which could be developed into a well developed policy programme which can then cover every sector of the communities which are affected by the poverty. Perhaps when this state of development has been achieved, the PRP will in future be able to cover the excluded categories of people in its strategy to fight poverty.

- **THE PRP IS A STRATEGY TO ADDRESS THE NEEDS OF FAMILIES AND COMMUNITIES**

The PRP is a strategy which is aimed at addressing both the needs of families and communities.

Community basic needs are material in nature and will include, for example, housing, infrastructural development, whilst on the other hand, they also include the social capital which Dhesi (2000:1999) maintains that in the real world they are scarce knowledge, values, norms, traits, and social networks. The PRP is not concerned much with infrastructural development but with the sustainable development of families and communities through social development projects.

The development of the PRP is based on the criterion which was developed through a 10-point programme which was released as a means to create a framework within which the developmental needs of families and communities could be addressed (*Department of Social Development Business Plan 2000/2001 Poverty Relief Programme*, 2000:4). It is true that other theorists of social problems would agree that the target groups aimed at by the PRP are the right kind of representation that is affected by poverty in the South Africa.

Another dimension of the concept is stipulated by Lombard (1991:74) who contends that “needs which are addressed should be those which the community itself indicates and not those imposed on them by the community worker.” This outlook poses a need for community development programmes to take a stance of involving both families and communities in taking charge of their own developments. Community involvement into social development programmes is one of the main concepts which are discussed throughout this study.

- **THE PRP IS A STRATEGY TO ADDRESS THE CAPACITY BUILDING OF COMMUNITIES**

The PRP is a social capacity building endeavor in that it involves communities to actively participate in programmes/projects which are aimed at improving their socio-economic, political and cultural standing.

The *Department of Social Development Business Plan 2000/2001 Poverty Relief Programme* (2000:3) notes that "community participation from the outset, i.e. planning process is critical to the sustainability of projects propagated by the PRP."

PRP like other forms of poverty alleviation strategies, is embedded in the belief that people are effectively developed through their active participation in programmes.

Oakley and Clegg (1999:32) write that “this new agenda has heralded a noticeable shift in the thinking behind poverty alleviation strategies by arguing that some form of broad, popular involvement or participation could be crucial to the successful outcome of such strategies.” Through their active participation, communities’ capacity building is enhanced.

- **THE PRP IS A LEARNING PROCESS STRATEGY**

The PRP is a learning process. The designers of its policy framework document do not claim competence in this regard because they flexibly welcome other innovative strategies and alternatives which will help improve the social programme. This is captured when the *Department of Social Development Business Plan 2000/2001 Poverty Relief Programme* (2000:6) states that

"it is realized that we are not very familiar with these structures and their mode of operation. This will therefore be a learning curve to the department as a whole therefore this element of learning must be factored in." This element of learning opens gates for effective inputs towards the formulation, implementation and evaluation of an effective social programme framework document.

Learning is explained through the three phases which were contributed by Taylor (1999), namely: dependence, independence and interdependence.

- During the *dependence phase* of learning, communities engage in major community development processes and the enhancement of their knowledge, skills and attitudes is achieved.
- During the *independence phase* of learning, there is a change in the relationship which has developed. This is " a period of testing and personalising skills and competencies, using them to act and impact on the environment in ways that help establish the actor as unique and self-reliant" (Taylor, 1998:295). When individuals and communities have achieved the inter-dependence stage of learning, they are able to develop their community development programmes without the reliance on the outsiders. In this regard, it means that they will be able to develop future poverty alleviation programmes on their own.
- The final phase of learning is *inter-dependence* through which " the actor now understands that the full realisation of his or her own potential is achieved only through effective collaboration with others" (Taylor, 1998:295). The inter-dependence stage of a learning process maintains that once individuals or communities have reached it, their knowledge, skills and attitudes regarding the development of social programmes are reciprocally distributed to one another. That is, they share these knowledge, skills and attitudes among one another.

These three phases of learning are all important and therefore, communities must be discouraged into attaining the one and failing to achieve the others.

- **THE PRP IS A STRATEGY TO MAKE THE RDP A REALITY**

The PRP is a strategy which was formulated to make the RDP a reality.

The researcher therefore regards the PRP as a component of the RDP policy framework document, because right away its targets are exactly the ones identified and stipulated in the RDP policy, namely: uneven distribution of resources, reduction of poverty, creation of employment, targeting women, youth and the disabled, the rural and the informal settlements, and the involvement of the citizenry participation in their projects (*RDP Discussion Document, 1994*).

It is true that social policies such as the RDP are general and inclusive and therefore difficult to conduct holistically. The practical method of achieving the objectives of the RDP is through the objectives of different social programmes such as the PRP.

The Department of Social Development has achieved what was stipulated in the RDP policy framework document which maintains that government departments should restructure their programmes to take the RDP forward (Cameron & Stone, 1995:87). It is correct to state that the requirement of dividing the RDP into a number of programmes which are contained in the different governmental and nongovernmental organizations policy framework documents is effective, manageable and easy to implement.

It is indeed evident in the PRP policy framework documents that the PRP is able to make the RDP policy a reality.

- **THE PRP IS A CONSULTATIVE STRATEGY**

The PRP is a consultative enterprise in that it involves certain governmental and nongovernmental institutions to jointly develop monitoring and evaluative frameworks regarding its effectiveness and efficiency.

According to Gudgeon's report (2001:2), the United Nations- Department of Economic and Social Affairs (UNDP-DESA), the Department of Social Development and the Independent Development Trust (IDT), were involved in monitoring and evaluating the PRP.

An opportunity created for any particular social programme to invite diverse stakeholders who should share knowledge, skills and attitudes towards its formulation, implementation and evaluation indeed opens doors for a healthy consultation and therefore an effective and efficient programme. Different stakeholders have different views, solutions and interests regarding a single social programme and as such, their inputs are the necessary ingredients for sustainable development.

There are over 250 stakeholders in the Department of Social Development consultative process, and to name a few, are the community-based organizations, faith based organizations, non-governmental organizations, the international donor community, the business sector and tertiary institutions (*Department of Social Development Annual Report 1 April – 31 March 2001*, 2000: 16).

“This whole process is to be held together at every stage by open consultation processes that allow stakeholders views to be heard and incorporated in problem identification, the design and the implementation of development programmes” (Aryeetey, 1998:301). Poverty alleviation programmes such as the PRP should provide opportunities for those who are assisted to air their views as to how they feel they should be assisted.

- **THE PRP IS A SYSTEMATIZED STRATEGY**

The PRP is a systematized approach which is conducted to reduce poverty in South Africa. Social work practitioners need to follow a certain process when assisting communities.

The process of social work intervention follows a similar vein of sifting through the aims of a programme and translating them into objectives which are easily attainable. Gudgeon (2001:3) write about the systematic nature of the programme by mentioning that after the subsystems were tackled, they ensure that the whole (system) is tackled at last because "it also demonstrates that there is an intimate and logical relationship between the macro aspects of policy directions, objectives and design of the national anti-poverty programme- and the micro dimension- which relates to the projects as the primary source of the information necessary for monitoring the whole programme." Systematic approaches enable practitioners to effectively conduct programmes intended to eradicate poverty.

Community development practitioners should conduct their interventions systematically. This requirement is contained in the final part of this section when the researcher will be maintaining that the PRP like other poverty alleviation programmes should develop through a series of phases, namely: identification phase, preparation phase, appraisal phase, negotiations phase, implementation phase and evaluation phase.

- **THE PRP IS A STRATEGY WHICH HAS A SMALL, MEDIUM AND MICRO ENTERPRISES (SMME's) GOAL**

The PRP has the small, medium and micro enterprise (SMMEs) development goal, in that it induces the willing and able individuals, groups and or communities into developing structures, practice leverage and work towards their self-reliance. The enterprises developed by the PRP could also be connected with other institutions through the procurement system which is in place in the current South African legislation. That is, the SMMEs could supply their services and products to the governmental institutions such as hospitals, prisons, schools, etc. (*Department of Social Development Business Plan 2000/2001 Poverty Relief Programme*, 2000:9).

Hanham, Loveridge and Richardson (1999:116) commented that “rural communities need jobs more than ever; however, there is great concern that these jobs be stable and rewarding, and meet community needs” and in order to achieve these needs there is a great requirement for the development of entrepreneurial skills. A study conducted for the Rural Entrepreneurship Through Action Learning (REAL) revealed that the participants gained valuable skills needed for the world of work and that they are able to develop good business plan after their attendance (Hanham, Loveridge & Richardson, 1999). In this context, the researcher believes that the SMMEs are a creation of more job opportunities and that before individuals, groups or organizations engage themselves into the development of the SMMEs, government and the non-governmental organizations should offer them with education and training regarding the entrepreneurship.

Oakley and Clegg (1999:42) reiterate that the SMMEs have shown that they are able to absorb large labour force which is lying unutilized. When these institutions are available in our communities, government should also ensure that it is supportive to them. This is because the SMMEs are weak and are likely to fade earlier if they are not socio-economically and politically supported by government and other institutions in the communities.

- **THE PRP IS A REHABILITATIVE STRATEGY**

The PRP is aimed at uprooting the social ills within our communities, this through the redirecting of energies which are utilized by the delinquents, prostitutes, criminals, etc. in committing crime towards the positive gains of their communities. This notion also include the rehabilitative intervention which is directed at involving individuals who committed crimes and were jailed, in the community revitalization projects (*Department of Social Development Business Plan 2000/2001 Poverty Relief Programme*, 2000:2).

The engagement of offenders or young delinquents in the community-based programmes has an advantage of combating social problems and social deprivation. This process “reduced stigma and allowed reintegration, gave a sense of well-being, and acted, at the same time, as a social control apparatus” (Vass, 1990:10).

This process does not only help offenders by being accepted into the communities, it also benefits the communities through the programmes which are rendered to them. The approach has a quality of helping the offenders into becoming law-abiding community members. “It provides for meaningful ties between offenders and their local environment, that is, a genuine involvement of offenders with the local network of relationships that provides most of the goods and services required by persons living in the community” (Smykla, 1981:8).

The rehabilitative nature of the PRP is also directed at the resuscitation of the infrastructures. “However, long-term, more permanent forms of employment, through the operation and maintenance of the assets created (e.g. roads, embankment, irrigation facilities) have yet to be realised” (Bhattacharya, 1995:135).

The researcher is of the opinion that the poverty alleviation programmes which are geared at infrastructure development have a high possibility of ensuring jobs for those who are unemployed, especially the youth who are deviant or were recently released from prisons.

The communities who receive the PRP are not necessarily expected to replicate the objective of the Community Based Public Works Programme (CBPWP) by building new community infrastructure, rather the PRP stipulates that they should rehabilitate the existing *white elephants*

and ensure that they are positively utilized for the socio-economic and political development of the communities. *Department of Social Development Business Plan 2000/2001 Poverty Relief Programme* (2000:7) encourages the utilization of the available infrastructure which is not in use and referred to as white elephants, such as schools, church, community halls, etc. Mamburu (2000:124) defined white elephants as projects which after completion lay unutilized by the community.

The rehabilitative strategic feature of the PRP is effective because it enables communities to rehabilitate and utilize the infrastructure which is not in use and has in the past cost them large sums of money. Other infrastructure to be identified for rehabilitation are those commodities previously erected for the enhancement of the social exclusion policy programmes during the previous dispensation.

- **THE PRP IS A NATIONAL GOVERNMENT'S INTERVENTION STRATEGY**

As was reported when the PRP was defined in this section, the PRP is one of the national government's intervention strategy to fight poverty in South Africa. It is formulated by the National Department of Social Development and is implemented and evaluated by some of the provincial departments of Health and Welfare.

Poverty alleviation programmes are available in other government departments as indicated by Gudgeon (2001:2) who report "the Department of Social Development is one of the 14 government departments which have received funds for the execution of projects under the special fund for poverty relief, infrastructure and job creation." The PRP is therefore one of those programmes and it was specifically designed to eradicate poverty within the South African communities.

Conclusion

The overall aim of the PRP strategy is to make the RDP a reality. This has been mentioned throughout this study that whichever programme is formulated, implemented and evaluated within the context of the RDP, it is expected to make the RDP a reality. The PRP is intended to address poverty within some sectors in the communities, namely: the aged, the disabled, community structures, the children and the juvenile delinquents. As a strategy, the PRP policy framework document provides guidelines for the social work practitioners to conduct successful

and sustainable poverty alleviation programmes. The researcher contends that any strategy of the social work intervention which has an ability to create more job opportunities for the community members who are unemployed and develop sustainable programmes should be encouraged. Social work practitioners should be socio-economically and politically involved in advocating for effective programmes which address the social and economic exclusions of individuals and communities. They should influence government and other nongovernmental organizations to develop more programmes aimed at alleviating poverty within communities.

Strategies of social programmes were defined as a plan of action, and in this study, the plan can be effectively and efficiently achieved through the consideration of objectives. The eight objectives of the PRP will be discussed in the succeeding part.

4.3.3. OBJECTIVES OF THE PRP

The objectives of the PRP should enable the practitioners to identify the causes of the problem, resources available for its eradication and the effective methods for dealing with the problem. In this regard, the objectives become the measuring instruments or criteria through which we can tell the direction of the policy programme and whether this programme has achieved its goals.

Social programmes are expressed into aims or purposes which are too broad to be realized. In this way, the community development practitioners break the aims into manageable segments which are called the objectives (compare Dunn, 1994:195 and De Vos, Schurink & Strydom, 1998:7.) Through the achievement of these objectives, the programme practitioners are able to convince the stakeholders that the programme has achieved its aims successfully (compare Van Zyl, 1995:14; Nuttall, 1997:191-192.)

According to the *Department of Social Development Business Plan 2000/2001 Poverty Relief Programme* (2000:2), the PRP has the following objectives which will be discussed in this section:

- the food security initiatives
- community development structures
- youth who are deviant
- development of self-help organizations

- the aged and child care
- disabled
- financial planning and management and
- monitoring and evaluation.

4.3.3.1. FOOD SECURITY INITIATIVES

The first objective of the PRP is food security initiatives which will be discussed together with child-headed family.

The food security initiatives are developed in order to provide households, especially those which have lost the working members through death caused by HIV/AIDS and other communicable diseases, with support through which they can produce their own food requirement throughout their lives. The formulators of this objective are of the belief that once food is available in the households, there will be a reduction in the neglect and abuse of both the children and women.

In communities, women still play a vital role of the linchpin that holds the family households together (Licuanan, Panjaitan & van Es, 1996:135). There will be a disequilibrium within a family system once this linchpin is distracted from performing its duties due to neglect and abuse. "Women are subjected to discrimination, exploitation and violence despite our Constitution which affirms the democratic values of human dignity, equality and freedom (*Department of Social Development Annual Report 1 April 2000- 31 March 2001*, 2000:78). In the second chapter, the researcher reported that domestic violence is more probably to occur in households which are socio-economically, politically and cultural vacate.

Rural households do not have regular incomes because they are usually headed by individuals who are unemployed and that if they work, they receive meagre incomes, some are self-employed and some receive the social grants and as such they cannot provide enough food requirements for families. Some of these families try to produce their own food but unfortunately they usually produce so little which cannot sustain them. These households are vulnerable to food insecurity and some are threatened by starvation. It is therefore along this backdrop that the PRP intends to assist them so that they can produce enough which can enable

them to escape the incidence of poverty. The assistance of the PRP is through the establishment of rural food production clusters, each of them composed of a number of households, especially those which have working members due to death caused by HIV/AIDS and other communicable diseases, which are supported into producing sustainable food requirements (*Department of Social Development Annual Report 1 April 2000- 31 March 2001*, 2000:89).

Sustainable development is defined as the “development is not a fixed state of harmony, but rather a process of change in which the use of resources, direction of interventions, orientation of technological development, and institutional change are made consistent with future as well as present needs” (Shaffer, 1995:147). When food supply is said to be sustainable, we talk of a process wherein people cannot go hungry throughout their lives.

According to Fast (1998:307), rural areas in South Africa cover between 45% and 50% of the country and as such this means that about 74% of the whole population is classified as poor. It therefore means that a lot more rural food production clusters are required in order to cover the whole range of poverty throughout the country. At a community level, one cluster can indeed effectively address the condition of poverty. There would be therefore the scarcity of funds for the PRP to establish clusters in each and every poor community throughout the South African society. Haddad and Zeller (1997: 125) also is of the argument that social security programmes have a major role to play in reducing poverty and maintains that it is unluckily that these programmes cannot do more with few resources.

As reported in the second chapter of this study, some of the children who are neglected and abused end up becoming street children. This therefore means that both the neglect and abuse of women and children were already covered in this study. In this part, the researcher will discuss the child-headed family which is emerging within the South African society.

There is an increase in the number of the child-headed families because of the death of parents due to the outbreak of the HIV/AIDS pandemic and other communicable diseases. The children are physically and socially incapable of securing for their daily living and as such this objective of the PRP is specifically intended to assist them.

This objective of the PRP aims at reducing the stresses experienced by children who have lost their parents. Children in this category of the PRP should not be confused with those mentioned

in the *Social Assistance Act* (Act No. 59 of 1992) such as for example, foster children. These are specifically children who were orphaned due to the loss of parent/s or guardian /s through death caused by HIV/AIDS and other communicable diseases such as cholera, tuberculosis and malaria. These children are of school going age and as such they require both familial and educational needs.

Discussion Document on a Framework for Social Partnership and Agreement Making in NEDLAC (2001:23) supports that there is a growing number of orphans who lost their parents due to the advent of HIV/AIDS pandemic in South Africa. It has been anticipated some few years ago that it is estimated that by the year 2010, South Africa will have over 700 000 orphans because of HIV/AIDS and other communicable diseases.

Social programmes should be flexible and designed to address new social problems within communities. The PRP is in this regard, a flexible social policy which is designed to address new social problems which were absent in the past, such as the child-headed families which become evident due to the outbreak of the HIV/AIDS and other communicable diseases.

Riddell and Robinson (1995:13) have marked that “poverty also affect children disproportionately. Thus children in poor households are especially at risk from malnutrition and disease.”

The children do not need only the material assistance, there should be structures developed within communities which will continue to provide them with the social support they initially received from parents or guardians when they were alive. This explanation connects the first and second objectives of the RDP, the latter concerned with the development of structures to deal with HIV/AIDS victims.

4.3.3.2. COMMUNITY DEVELOPMENT STRUCTURES

The second objective of the PRP is the community development structures.

Those in need of PRP services are well assisted through the community development structures which are developed within their respective communities.

The community developed structures have the main aim of assisting and rendering home visits to the affected and to the families which have lost the breadwinners due to the advent of HIV/AIDS pandemic and other communicable diseases. These structures need socio-economic and political assistance to sustain their further involvement in the communities. It is realised that if these structures do not receive assistance, they will lack of the socio-economic and political resources to continue rendering such functions, and as a consequence target groups will suffer. *Department of Social Development Annual Report 1 April 2000 – 31 March 2001*(2000:11) has noted that “the levels of poverty and HIV/AIDS are placing increased demands on the services provided by non-governmental organizations and community-based organisations, which are experiencing budgetary constraints.” By supporting these structures, this objective of the PRP ensures that other relevant objectives of the programme will also become sustainable.

The importance of the CBOs in Africa was identified by Oakley and Clegg (1999:40) who say “while not disputing the conventional view that the rural poor in Africa have difficulty making their voices heard in the public making process, NGOs representing the rural poor can attain a *modicum* of policy influence and can alter the allocation of public resources.”

Community structures have an advantage of being readily available to the immediate community needs. In this regard, it will take a governmental institution longer time to respond to a problem of a patient in the community than it would be the case when that patient was attended by the community structures who render the daily home-visits. This indicates a strong requirement for the development of the community structures without which community development programmes cannot take ground.

4.3.3.3. YOUTH WHO ARE DEVIANT

The third objective of the PRP is the youth who are deviant.

The youth who are prone to defiant behaviours and those who have just been released from jails and places of safety are a concern of the PRP because if they are excluded in the community development programmes, they will continue to commit their deviant behaviours and put stress on the communities. This group includes the delinquents, prostitutes, drug addicts and pushers and the recently released jail-birds. They should be engaged in positive community activities which are sanctioned by and benefit the communities.

These youth should be rehabilitated, capacitated and be involved in the rehabilitation of obsolete infrastructures which in turn could be meaningfully utilized by other sectors of the communities. In this regard, the spoils of the communities are engaged into developing their own communities. This objective of the PRP is aimed at “developing a national strategy to reduce youth criminality and employment within the framework of the National Crime Prevention Strategy” (*Department of Social Development Annual Report 1 April 2000 – 31 March 2001*, 2000: 31).

Most youth are said to be engaged into criminal activities due to the reason that they are unemployed, poor and are not occupied in the meaningful activities of their communities. It has been identified in a chapter on poverty as a social problem that individuals from the poor families and or communities are deviant in nature. There is also a high rate of family violence within the poor communities. This objective of the PRP is intended to render the protection of violence victims. *Department of Social Development Annual Report 1 April 2000 – 31 March 2001* (2000:78) is of the opinion that “women are subjected to discrimination, exploitation and violence despite our Constitution, which affirms the democratic values of human dignity, equality and freedom” and therefore their status should be elevated.

The objective of addressing the youth who are deviant has double aims because it does not in itself only concern those who are deviant but also considers the protection of those who are victims of criminal activities.

4.3.3.4. DEVELOPMENT OF SELF-HELP ORGANIZATIONS

The fourth objective of the PRP is the development of self-help organizations.

This objective of the PRP is concerned with the provision of socio-economic and political support to the individuals and groups who have established structures within communities which are aimed at developing initiatives for the income generating projects. These are the self-help groups who believe in producing and rendering services that are required by their respective communities, and at the same time enhancing their own socio-economic status.

Self-help development is an African concept which according to Hill (1991:1) has gained attention in the literature when it was used by President Kenyatta of Kenya as a mobilization

slogan, the *Harambee* which in the *isiswashili*, means lets pull together. Through the *Harambee*, rural communities contributed their labour and skills for free in the work-parties which are invited to weed crops, cutting new garden from the bush, harvesting large crop, threshing millet or sorghum, collecting building material and building a house (Hill, 1991:135).

Harambee in South Africa is known as *davba* in Tshivenda, and it is a self-help programme which means working for free and without being forced to do so by the authorities. During the *davba* activity, community members contribute their labour and skills free of charge to the family/community which is in a need of immediate assistance. A self-help organization of this kind produces high quality products and its participants are always satisfied and happy to have contributed their services. The opposite concept of *davba* on the other hand is called *dzunde*, a process whereby subjects of a chief or king are required to render services on his/her behalf and is enforceable in nature. Subjects are subjected to render services free of charge. The *dzunde* process has poor products because people are not willingly involved but forcefully involved in the community programmes. The self-help development requirement of the PRP should be based on the former means of community involvement, the *davba* wherein communities should make their informative choice whether to participate in the poverty alleviation programmes or not.

Self-help organizations in South Africa are institutions through which communities can contribute their different resources towards the development of their projects. These people are inspired, they are committed, they are prepared to contribute without being coerced into participating and they are ready to learn from a group experience. This is similar to what Oakley and Clegg (1999:41) have stated that Tripp's study has found that in Uganda and Tanzania, "poor women, in order to cope with unprecedented hardship, were joining groups to facilitate income-generating activities, savings and the provision of social services."

Department of Social Development Business Plan 2000/2001 Poverty Relief Programme (2000:2) states that this objective is specifically for the target group who "are the groups and individuals who have been or wish to be involved in income generating" projects which will in turn secure their future job provision. In this context, more jobs will be created and individuals and or groups will receive sustainable incomes and development.

A study conducted by Sharp and Flora (1999:133) supports that self-help organizations generate jobs which tend to be highly skilled, enhance local ownership or local control of the project and are more likely to employ own communities.

The researcher is of the opinion that the self-help organizations acquire the necessary knowledge, skills and attitudes during the interaction with the outside community development practitioners and the projects. The community development practitioners are therefore the most important role players in this process.

There is evidence that communities have already commenced with the mobilization and conducting their own self-help projects. One other area, for example, was identified by Taylor (1998:298) who mentions that there are many instances of community policing wherein communities prevent crime in their neighbourhood and only report crime incidence after they have arrested the suspects themselves. In this study, the researcher does not intend to promote the development of the vigilant groups who apprehend community criminals and subject them to harsh punishment which is beyond those of the justice systems of the country, but has provided this explanation merely as an example of the self-help organization.

4.3.3.5. THE AGED AND CHILD CARE

The fifth objective of the PRP is the aged and child care.

An introduction of the child care services through which the aged, especially the aged women from previous professional fields, are brought together with the children of the working parents has a strong social contribution to the society. The objective induces the elderly into ploughing back to the socio-economic development of the communities. The elderly are encouraged to produce artifacts which are directed back to the economies of communities, such as toys for the children and tourist attraction products (*Department of Social Development Business Plan 2000/2001 Poverty Relief Programme*, 2000:2).

The senior citizen are not expected to only receive social assistance grants, but to contribute something back to the social system (*Department of Social Development Annual Report 1 April – 31 March 2001*, 2000 :17). The aged are best at child mending and are a relief to the parents who will be in the work place, at school, on business or away from home during the days.

4.3.3.6. THE DISABLED

The sixth objective of the PRP is the disabled.

The disabled should be afforded an opportunity to interact with each other and other members of the community into which-ever community development project is available.

Department of Social Development Annual Report 1 April 2000 – 31 March 2001 (2000:11) states that “we need a comprehensive programme to address the needs of people with disabilities and simultaneously ensure that issues of disability are integrated in all our programmes.” This objective is of utmost importance as it places value on our disabled who were previously excluded in social programmes and were regarded as incapable of making the difference on their own lives and conditions of the communities.

Department of Social Development Annual Report 1 April 2000 – 31 March 2001(2000:77) continues to mention that “in addition to Social Assistance in the form of the Disability Grant, the Department has also provided assistance to people with disabilities through the Poverty Relief Programme and subsidies to National Councils.”

This objective of the PRP puts our value for the respect of the disabled which was previously neglected. In this regard, the disabled will be actively involved and empowered into their community mainstreams.

4.3.3.7. FINANCIAL PLANNING AND MANAGEMENT

The seventh objective of the PRP is the financial planning and management which aims at supporting and strengthening the already existing organizations which practice micro financial models such as the stockvels, social groups and burial societies (*Department of Social Development Business Plan 2001/2003*, 2001:14).

A stockvel is a South African concept which can be defined as an organization which is formed by a group of individuals who earn incomes through employment, self-employment and or welfare grants who meet at regular intervals to combine their contributions in the form of

money, food, furniture, building materials and others, which are given to the organizational members on a sequential fashion. These organizations are highly traditional and the researcher is of the opinion that this is the main factor which is making group cohesion highly effective. These organizations are intended to improve the economic well-being of the participants. They are community action agencies, community development corporations, women's organizations and burial societies. Most of them serve low-income and unemployed persons and they offer the following: business training, technical assistance, lending, assistance with securing financing and family development and counseling services (Raheim & Alter, 1998:42-44).

According to Tykkylainen and Neil (1995:32), these organizations are evident in compact villages, scattered villages and communes. They are referred to as resource communities which consist of a network of localities and they share the interest of the community members who collaborate within their structures.

It is believed that these organizations grow well if they are linked to the entire community, government and the business sector which support and strengthen them. Linkage is an important strategy of addressing social problems such as poverty because it enables individuals to be connected with collaborating community, government and the business sector which can provide them with infrastructural support, skills development, technical expertise and finances (Laverack, 2001:140-141).

Knapp, Hardy and Forder (2001:283) contend that capacity development groups such as these organizations should be linked with sources such as the individuals charities and private organizations who will assist them. Capacity development is defined as "a set of learned skills that contribute to a person's ability to lead teams of people, manage systems and produce goods and services" (Darling, Rahman & Pillarisetti, 1994:77).

Horton (1992:2) maintains that Blacks should be encouraged into developing their own Black community development which he defines as meaning "the establishment and perpetuation of indigenous social, economic, and cultural institutions to address the needs and concerns of the black population." According to him, some of the financial institutions in the United States were developed through the support they gained from government, individuals, communities and business sector, and have today developed into big corporations.

Smith, Morse and Lobao (1992:123) term this type of organization the retention and expansion programme which includes “all local development efforts designed to assist and encourage existing local businesses to grow.” These authors reiterate that the social finance organizations can develop into big enterprises only if they receive support from communities, government and the business sector. Government is expected to support them through the provision of labour training, guaranteed loans, labour management relations, marketing, management and other information which may contribute to the organization’s competitive position (Smith, Morse & Lobao, 1992:131).

This financial planning and management objective of the PRP is effective not only at improving the financial position of the participants who collaborate in the organization, but also at improving the financial status of the community as a whole. This is supported by Weigel and Busch-Rossnagel (1984) who maintain that when these organizations grow, there is a more likely that there can be an increase in a number and variety of businesses and promising economic opportunities for the community and its neighbours.

A limitation identified about these organizations is that they can easily be robbed of lots of money through fraudulent claims. To correct this state of affairs, the public official or the PRP practitioners should serve the project on a capacity of coordination, they should conduct constant monitoring and evaluation on the organizations, the organizations should be placed under the leadership of teams as against being placed under a single individuals, the participants should be provided with relevant training and that the organization should be able to develop and germinate other similar organizations in neighbouring communities.

4.3.3.8. MONITORING AND EVALUATION

The eighth objective of the PRP is the monitoring and evaluation.

The inward looking as suggested by the *Department of Social Development Business Plan 2000/2001 Poverty Relief Programme* (2000:2), has a monitoring and evaluation connotation. In this regard, programmes should have an indication as to how they will be monitored and evaluated.

Department of Social Development Annual Report 1 April 2000– 31 March 2001 (2000:12) adds that “we need to improve our information systems to provide information for monitoring and evaluation.”

Department of Social Development Annual Report 1 April 2000– 31 March 2001 (2000: 14-15) reports that the Minister and his administrative crew still extend the community visits known as *Imbizo* in order to gather information related to whether the PRP is in line with its intentions. This type of evaluation collects the first hand information which is provided by the grassroots.

Another quality of the evaluation was reported by Gudgeon (2001:2) who said that the monitoring and evaluation of the PRP is conducted by both the Department of Social Development, the Independent Development Trust and the United Nations- Department of Economic and Social Affairs (UNDP-DESA).

Monitoring and evaluation (M&E) are important aspects of any rural development project, they are crucial for understanding the results of the intervention, they are for measuring, judging and analysing, they advise us as to whether the project is accomplishing the intended objectives, they should be built into a project’s organizational and implementation structure, M&E should be systematic and continuous, they must be understood in both the quantitative and qualitative terms, and they form a collaborative venture in which stakeholders are able to describe the processes involved, analysing the results and making judgement upon the outcome of the project’s activities (Oakley, 1988:3-6).

Another detailed discussion of monitoring and evaluation process will be exposed in the succeeding chapter which will concentrate on programme evaluation research.

- **Conclusion**

The objective of the PRP which is concerned with the development of food security initiatives is specifically designed to address the neglect and abuse of women and children. It also deal with the emergence of the child-headed family due to the outbreak of HIV/AIDS and other communicable diseases such as tuberculosis, malaria and cholera. It has been realized that the number of children who are orphaned due to the death of parents is growing at an alarming rate. Children are physically, mentally and emotionally incapable of looking after themselves and as

such supportive community structures needs to be developed in order to assist the orphaned children. The establishment of the community development structures is not meant for orphaned children only, members of such structures are required to render home based visits for the those community members who are affected with disease such as HIV/AIDS and other communicable diseases and who are unable to look after their health.

At a broad view of the objectives of the PRP above, the researcher is convinced that these objectives can effectively address poverty within the South African communities. And when these objectives are viewed at an in-depth level on the other hand, the researcher hereby realizes that the objectives are in fact directed towards the effects of poverty rather than on the causes of the problem. An effective approach towards addressing social problems such as poverty is through the elimination of its causes. Craig (1998:4) contends that "the main thrust of the fight against poverty should be directed at the community life of the poorest sections of the population rather than at the reinforcement of social aid arrangements which alleviate the effects of poverty but do not tackle the courses of precariousness." This limitation is reiterated by a statement which says that "poverty... as an abstract concept, cannot be measured, but its characteristics and properties can be observed" (Oakley, 1988:5). The researcher is of the opinion that social policy makers should seriously consider the uprooting of poverty in communities through directing their efforts towards its causes rather than its effects. In this context, therefore, some objectives of the PRP should be reformulated so that they address the real causes of poverty. These will be discussed in the last chapter of this study.

Poverty alleviation programmes are not only addressed through service delivery and empowerment, it goes beyond that, because in itself the poverty alleviation programme is a professional discipline which is guided by certain patterns of regulation, known as principles.

In the succeeding part, this study will discuss the principles of the PRP.

4.3.4. THE BASIC PRINCIPLES OF THE POVERTY RELIEF PROGRAMME (PRP)

In this part, the study discusses the eight principles of the poverty relief programme, namely: principle of abstract human needs, principle of learning, principle of participation, principle of empowerment, principle of ownership, principle of release, principle of adaptiveness and a

principle of simplicity which were contributed by Swanepoel and De Beer (1996:24-30), plus the six principles, namely: principle of freedom, principle of equality, principle of justice, principle of rights, principle of diversity and principle of citizenship which were contributed by Drake (2001).

Drake (2001:1) writes about the inclusion of the principles into the poverty alleviation programmes when he contends that “it appeared to me that what was lacking was a text which explored the values and principles that stand behind social welfare.” These values and principles underlie all the social policies in any democratic state in the global community.

Principles are sources of action. They anybody the values and beliefs to which a group or government subscribes. A principle thus transposes a general set of values into tenets guiding the formulation of doctrine and or of policy (Drake, 2001:22).

Principles are professional ethical guidelines which social worker practitioners should always keep in mind when they interact with the assisted communities. It is therefore very necessary that practitioners keep the principles of the PRP next to their interventions as this will enhance their ethical capabilities.

4.3.4.1. PRINCIPLE OF ABSTRACT HUMAN NEEDS

The first principle of the PRP to be discussed in this part is the principle of abstract needs.

Social work practitioners must always remember that when they are busy delivering the basic concrete needs to those in need, they must as well respect their abstract human needs, these being their self-reliance, happiness and dignity.

The abstract human needs are obtainable after communities have attained the concrete basic needs and after their active participation in the community development programmes. “The objective can be precisely described and can quite often be seen and touched. The peculiarity, though, is that while people are striving towards a concrete objective, they at the same time reach abstract goals that they may not even have thought of” (Swanepoel, 1991:2).

The study hereby indicates the sequential fashion which both the concrete and the abstract human needs follow each other. This therefore means that there is no abstract human needs

before the acquirement of the concrete human needs. This brings the researcher to pose an argument which suggests that the concrete human needs are easily distributed to the communities and are inferior in quality than the abstract human needs which are difficult to distribute and are superior in nature. The abstract human needs are life-long in nature, that is after they were attained, they stay in the community throughout its life.

The principle of the provision of both the concrete and abstract needs addresses a question of social exclusion. Kennett (2001:46-47) says that a lack of material resources and “social exclusion as a more comprehensive formulation which refers to the dynamic process of being shut out, fully or partially, from any of the social, economic, political or cultural systems which determine the social integration of a person in society.” From this definition, the researcher deduces that the economic systems are concrete in nature whilst on the other hand, the social, political and the cultural systems are abstract in nature.

Social work practitioners should opt to attain both the concrete and abstract needs of the communities when they conduct their interventions.

4.3.4.2. PRINCIPLE OF LEARNING

The second principle of the PRP to be discussed in this part is the principle of learning which explains that whilst in the process of fulfilling their abstract and concrete needs, people “become better at doing so” (Swanepoel & De Beer, 1996:25).

The *Rural Development Strategy of the Government of National Unity* (1995:7) states that people in the communities will need to grab an advantage of training and capacity building opportunities if they are to maximize their communities’ opportunities for development.

Local communities gain knowledge, skills and attitudes necessary for their future development. In this regard, the principle of learning is invested in the understanding that whilst communities acquire the skills and knowledge through their interaction with the poverty alleviation programmes, they will continue to participate actively in other future related programmes. A learning principle is therefore a requirement of every community development programme.

4.3.4.3. PRINCIPLE OF PARTICIPATION

The third principle of the PRP to be discussed in this part is the principle of participation.

Development cannot be brought to the communities, but communities can develop themselves through their active involvement in social programmes which are intended to develop them.

There is a growing support that development is effective through active participation of communities towards their own development. This view has been discussed in detail both in the previous and the succeeding chapters. It places considerable emphasis on local resource mobilization as a way of allowing people to develop their capabilities and on participation as a vehicle to a positive (*Rural Development Strategy of the Government of National Unity, 1995:7*). Drake (2001:120) says that a person is said to be participating if he/she takes “some part in the administration of justice and may be appointed to office, or participate in the election of others” and plays part in the running of government.

Social work practitioners will not be able to effectively develop communities if they fail to involve them to actively participate in their social development programmes. The researcher also believes that education and training are important concepts in the community participation process.

4.3.4.4. PRINCIPLE OF EMPOWERMENT

The fourth principle of the PRP to be discussed in this part is the principle of empowerment.

The disadvantaged should be exposed to education and training so that their knowledge, skills and attitudes are enhanced in order for them to “take responsibility for their own development,” this is termed empowerment (Swanepoel & De Beer, 1996:26).

”In order for needs to be fulfilled, it is not sufficient to intervene only to affect change in individuals. It is also necessary to alter environments, and, in particular, some redistribution of power is required so that disadvantaged groups or communities become empowered” (Drake, 2001:97).

The principle of empowerment is similar to the principles of learning, participation and abstract human needs in that, once communities are successfully empowered, they are able to conduct own future social programmes with minimal outside reliance.

Empowerment has a limitation because those who are expected to empower poor communities usually become reluctant in doing so.

To Drake (2001:97), empowerment is not a gift from the haves to the haves-not but rather “power-holders may relinquish some of their power, but subordinate groups must acquire and exercise power themselves.”

Social work practitioners should know that once they start conducting the social programmes to the communities, they are at the same time preparing to relinquish power to the communities and that they are directly preparing for their own departure from those communities.

Empowerment is the most important principle in the community development school of thought in that it enables the helped to take charge of their own circumstances.

4.3.4.5. PRINCIPLE OF OWNERSHIP

The fifth principle of the PRP to be discussed in this part is the principle of ownership.

In explaining this principle, Aigner, Flora, Tirmizi and Wilcox (1999:17) indicate that it is delineated through an active participation of community member when “the revitalization of persistently poor rural communities require both broad participation in community-based partnerships by all segments of the community and widespread participation by residents themselves.”

When this type of participation is encouraged, communities will therefore regard the programme products as of their own making and theirs and they will continue to protect them from any form of vandalism.

By taking an active role in the processes of the social programmes, communities become closely related to the programmes and they establish ownership of both the processes and the products.

4.3.4.6. PRINCIPLE OF RELEASE

The sixth principle of the PRP to be discussed in this part is the principle of release.

According to Lombard (1991:74), the principle of release is contained in the self-determination and the self-help in that, once communities have received the poverty relief programmes, they are able to continue developing themselves in other future similar programmes.

Swanepoel and De Beer (1996:28) contend that poverty relief programmes should be seen as a process of transformation. People should receive and then develop themselves. "Transformation efforts do not aim to bring relief to people in the trap, but to free them from the trap so that they can gradually improve the situation themselves as free and self-reliant individuals."

This principle is effective in the community development ideology in that, it puts the responsibility back to the communities to develop themselves.

The principle of release is better explained by a suggestion that people should not be taught how well they can eat fish but on how well they can catch it. In this context, fish will continue to be available and be eaten, this meaning sustainability.

4.3.4.7. PRINCIPLE OF ADAPTIVENESS

The seventh principle of the PRP to be discussed in this part is the principle of adaptiveness.

During the poverty relief programme processes, people enhance their technical knowledge, skills and attitudes from both their successes and failures.

It should be noted that the PRP through the adaptation principle denotes that after communities have received both the concrete and abstract human needs from the programme, they are able to fully deploy and utilize knowledge and skills, increase their entrepreneurial and managerial capabilities and be able to transform the theoretical knowledge into applied technology, and that they will participate into mobilizing their resources and the decision-

making for future similar programmes in their communities (*Rural Development Framework*, 1997:11).

When the principle of adaptiveness has been achieved, communities will be able to tackle similar future social problems. Adaptability is a concept which states that the communities are ready and able to deal with future similar social problems within their environments.

4.3.4.8. PRINCIPLE OF SIMPLICITY

The eighth principle of the PRP to be discussed in this part is the principle of simplicity.

Swanepoel & De Beer (1996:29) complain that “the big, sophisticated and complex project limit the scope for learning and participation.” In this regard, the practitioners for the PRP should come down-to-earth and interact with the communities at the level of understanding.

When objectives of the social programmes are complex, communities will find it difficult to learn, participate and implement them.

Gibson and Worden (1984:32) contributed a strategy for simplifying community development programme processes which involve the grassroots by saying “the simplifying community development models are translated into language that minimizes the use of specialized jargon and sophisticated computations.”

In the similar vein, Mosibudi Mangena, the South African Deputy Minister of Education pleaded that indigenous languages must come first in South Africa. He says that “you cannot take away or cripple the language of a people and expect them to have power to interact with their situation effectively” (Mangena, 2002:14). Poverty alleviation programmes should be discussed in the languages of the communities.

It is also necessary that social work practitioners encourage communities to elect members who are conversant with the types of social programmes that they represent. In this way, the representatives will act as middle-men and help translate the concepts of the social programmes adequately to them and to the communities.

4.3.4.9. PRINCIPLE OF FREEDOM

The ninth principle of the PRP to be discussed in this part is the principle of freedom.

For Ritzer (1988-90), freedom derives from the internalization of a common morality that emphasizes the significance and independence of the individual.

Freedom means that “individual must have the capacity to act as well as the scope to do so” (Drake, 2001:44).

Communities should be free to participate into the decision-making processes of their community development programmes and that once this requirement has been attained, then development will not be retarded.

The freedom of communities should not only be ensured by the social work practitioners, it must also be specifically expressed to the governing body of the social programme as an important requirement which programmes cannot proceed when certain categories of individuals and groups are excluded from participating in the community development programmes.

4.3.4.10. PRINCIPLE OF EQUALITY

The tenth principle of the PRP to be discussed in this part is the principle of equality.

The principle of equality promotes a concept of social inclusion which proposes that every group or sector in the community should be afforded an opportunity to take part in the processes of the PRP.

“Equity of opportunity is simply concerned with securing fairness in the procedures used to fill office and positions, to forbid direct discrimination and to disallow the use of irrelevant criteria in processes of selection” (Drake, 2001:77). Equality is achieved when groups and sectors of the communities have equal access towards the socio-economic, political and cultural resources within the communities.

4.3.4.11. PRINCIPLE OF JUSTICE

The eleventh principle of the PRP to be discussed in this part is the principle of justice.

Justice is a concept which should be utilized by social work practitioners when they conduct the poverty alleviation programmes, in that they should guard against discriminating other groups and sectors of communities.

Lombard (1991:75) says that “justice strives to provide sufficient identical opportunities for all individuals and groups to become whatever they have the potential to be.”

Injustice as an opposite concept of justice prevailed when “the circumstances nominated were to include depriving people of things to which they were legally or morally entitled, or depriving them of things they deserved, breaking faith with people and being partial or treating people unequally when they deserve to be treated equally with their peers” (Drake, 2001:61).

In order to ensure that the principle of justice has been successfully achieved, social work practitioners should ascertain themselves that there is no group or sector of the community which is barred from participating in that community’s poverty alleviating programme.

4.3.4.12. PRINCIPLE OF RIGHTS

The twelfth principle of the PRP to be discussed in this part is the principle of rights.

The principle of rights of the PRP is very important within the poverty relief programme context because if people’s rights are violated by governmental and nongovernmental institutions, then the programme will not achieve the global objectives. This is supported by Drake (2001:85) who says “for where human rights are denied, they do tangible harm not only to the individuals concerned, but also to the community in which the denial occurs.”

This principle has a state’s obligatory mission in the South African context which ensures that no individual, group or segment of community should be denied the right to participate in their community development programmes. Social work practitioners are the state agents and as such they are expected to strongly protect the rights of those they serve.

4.3.4.13. PRINCIPLE OF DIVERSITY

The thirteenth principle of the PRP to be discussed in this part is the principle of diversity.

Diversity is simply explained as a change which Lombard (1991:74) says “strategies for change can include negotiation, canvassing, social protest and the use of mass media.”

Drake (2001:105) says that “the political landscape is becoming more variegated and devolved” and as such social work practitioners should always be armed with relevant intervening strategies.

Diversity is a process which social work practitioners should always keep in mind when they formulate, implement and evaluate the social programmes.

4.3.4.14. PRINCIPLE OF CITIZENSHIP

The fourteenth principle of the PRP to be discussed in this part is the principle of citizenship.

Citizenship is explained through its four prerequisites, namely; membership, participation, entitlement and obligation. A person is classified as a member of a particular society after a consideration of his/her social, political, economic, judicial and cultural backgrounds is made (Drake, 2001:120). People are regarded as citizens of a particular society if they participate in the socio-economic and political processes of that society. By citizenship through entitlement, it means that persons are defined citizens of the society through their birth by parents who are residents of an area within certain boundaries. And lastly, citizenship through obligation, means that a person owes certain duties to the state such as for example paying tax, be a member of the defense force and being an active citizen. An active citizen is “ someone who did his or her duty by, for example, joining the local neighbourhood watch scheme, giving blood, or working as a volunteer for charity” (Drake, 2001:127).

Conclusion

Principles are important because they guide our values and behaviour when we conduct intervention programmes in communities. When we conduct social programmes and strictly

adhere to the principles, we do not run the risk of violating the rights of those we serve. Principles contain the codes of ethics which are embedded within the social work profession.

The principles of the PRP are basically focussed on the trust that people should be given, in that they can make a positive change towards their own development if they are afforded an opportunity to do so. In this regard, social work practitioners are expected to assist communities in their process of developing themselves, so that communities can be able to continue to do so even long after the practitioners have left their communities.

Principles guide us on what to avoid when we render community development programmes, but unfortunately they do not guide us as to how we should go about when we conduct them. This is the concern of the PRP process which will be discussed in the succeeding part of this section.

4.3.5. POVERTY RELIEF PROGRAMME PROCESS

The process of the PRP is derived from Mamburu's (2000) community empowerment process.

In Mamburu's (2000) study, the process of the community empowerment programme, namely; the Community Based Public Works Programme (CBPWP) was discussed. The CBPWP process fits accurately well for the PRP, and as a consequence it will have a prime contribution to the PRP which does not have a process of its own in place.

The PRP within the social work profession falls within a category which Lombard (1991:234) calls community development which "shows a strong interest in helping the local community to come to an awareness of its needs and of putting these needs into words; to develop programmes and services to address these problems; and to utilize resources which are in the main to be found in the local community itself."

Bhattacharya (1995:131) contends that an effective poverty alleviation programme is achieved through a systematic process. He states that "while issues related to evolving a comprehensive measure of poverty, identification of the determinants of poverty, formulating an appropriate strategy for poverty eradication and design of an effective delivery mechanism for reaching out to the poor" are processes to be followed by poverty alleviation practitioners.

The community development programme process which was contributed by Liebenberg (2000:115) is made up of phases such as, analysis of development issues, project identification, project design, project financing, project implementation, and monitoring and evaluation. For this study, the PRP will utilize the process which is made up of the following phases: identification phase, preparation phase, appraisal phase, negotiations phase, implementation phase and evaluation phase.

4.3.5.1. PHASE I: IDENTIFICATION

Identification was identified as the first phase of the PRP. This phase is associated with the identification of needs and their respective resources. The identification phase is therefore concerned with information gathering.

Swanepoel and De Beer (1996:39) terms this stage a *contact making phase* and explain that it is during it that the practitioners start with the initial entrance to the community, get known by the community, know the community and identify the people's needs. These authors continue to advise that "when you help the people to identify their felt needs you must remember that your view of their needs and that of the people will differ and that their view must receive priority" (Swanepoel & De Beer, 1996:44).

Davies (1997:9) supports Swanepoel and De Beer (1996) by calling this first phase of the poverty alleviation programme, a community analysis which entails that community members are afforded an opportunity to air their stressing circumstances.

Problems are viewed as problems from the perspectives of those they stress.

Problems compete over recognition as contained in a statement by Davies (1997:11) who said "a project is more likely to succeed if it receives support from a large number of residents. Also, a project benefiting or supported by the majority of the community is more likely to receive assistance from external organizations, including funding agencies." This means that the identification of a community problem is determined by the way a circumstance is perceived by communities themselves.

When communities do not define a circumstance as a problem, then there is no requirement for a poverty alleviation programme to take place. This is supported by Davies (1997:1) who contends that “if you do not have a problem, then you do not need a project.”

It is necessary to involve a number of individuals, groups and or organizations during the identification phase of the PRP. Davies (1997:11) mentions that “when performing a problem analysis, the more people with a variety of relevant experience who participate, the greater the chance of identifying the correct answers.”

It has been spelt over and over throughout this study that the participation of communities into identifying and defining their problems is a starting point in the social development programmes.

The identification phase of the PRP is about the prioritization of community needs.

During this phase, social work practitioners ascertain themselves whether the programmes will address the needs of the communities and sustainably alleviate poverty. The social work practitioners together with other stakeholders establish a framework with which the programme is to be implemented. They research around for the relevant literature regarding poverty alleviation and community development strategies. According to Lombard (1991:243-244), this phase is called a “situation analysis” during which social work practitioners gather relevant information regarding the community’s physical, economical, social and political standing, that is a community profile.

A community profile tells much about community and its problems. Taylor (1998:294) advises that social work practitioners need “to know where the individual, the organisation or the community is located on path of development and to understand where it has come from, how it has changed along the way and what the next development challenges is likely to be.” Through a community profile, the social work practitioners will know how the community problem has developed, what was done previously to address it and the anticipated solutions to address it.

It is during the identification phase of the PRP that communities apply for the PRP from government institution, in this regard the provincial departments are provided with the application forms.

4.3.5.2. PHASE II: PREPARATION

The second phase of the PRP process is called the preparation phase, and it is during it that community needs are compared with the resources that are available at meeting them.

It is a necessity to compare a problem with its respective resources. This necessity was summarized by Davies (1999:62) who mentions that “to do what needs to be done, human, material and equipment resources will be required.”

During this phase, the programme is defined in detail. Lombard (1991:256) calls it the identification and definition of needs and problems phase. During this phase, social work practitioners and communities understand the problem and its immediate solutions more clearly.

For Davies (1997:43), “during objective analysis the problems are converted into objectives towards which activities can be directed. It also includes examining the objectives to see if they are practical and achievable.”

All sectors of the community who have interest in the programme should be afforded an opportunity to be represented in the decision making of the community-based organization (CBO) which should run the activities of the programme.

The community based organization is formed during this phase and is also called a steering committee.

Davies (1997:21) states that “now that members of the community have agreed to form a group, it must be organized to achieve the group’s objectives. Most groups elect a committee to manage their affairs.”

The steering committee is made up of the group’s chairperson, a leader of the group, the secretary, a person responsible for the administration of the group’s activities, the treasurer, a person entrusted with the supervision of the group’s financial affairs and committee members (Mamburu, 2000:120).

These individuals play an important part in the social development programmes in that they draw up a business plan which is “ an estimate of the future sales, costs and profit which can be achieved. It consists of a sales plan and an expenditure plan” (Davies, 1997:54). A business plan is a document which is formulated by an individual or a community through its community-based organization (CBO). It is a medium of expression to explain that it is an invention of that organization. A business plan is intended to improve the qualities of life of the community and it has components and a structure which is required by the potential government and non-government organizational donors such as government departments, banks and the funding institutions (compare Lasher, 1994:1-6; Gorman, 1999:9.) A business plan is a document which should be highly convincing to those who should fund the community development programmes in order to attract them in investing their money into the programmes. In this regard, communities should involve knowledgeable and experienced social work practitioners into the development of their effective business plans.

Now that the community receiving the PRP is represented by a legal governing body, it is this body which will be expected to conduct the day-to-day activities of the programme.

4.3.5.3. PHASE III: APPRAISAL

The third phase of the PRP process is called the appraisal phase. The appraisal phase is concerned with the physical contact between the outsider experts and those who applied for the programme. During this phase, community members are expected to assist the social work practitioners in gaining insight about their environment.

The available community resources should not be undermined. This requirement is outlined in Davies (1997:41) who says that “a lot of time and effort can be saved by a group if they seek help and advice from people who have skills and experience in solving problems. These can be people in the community who have previously managed community development projects or outside organizations who run training programmes.”

In this way, the identified solution to the problem is a matter of an interactive process between the community members and those whom they trust and regard as worthwhile of consulting.

According to Davies (1997:19), during the appraisal phase, “the first thing to do is to identify people who might be prepared to work together. Discuss the neighbours and friends and get a feeling of what they think about the problem.”

The key- informants, leaders and or community elders are an important requirement of this stage because they are the individuals who should be engaged into organizing a community meeting regarding the problem. Usually, the best approach will be “the advice must be sought of members of the community who are respected and trusted” (Davies, 1997:20). The key- informants, leaders and or community elders advise social work practitioners about who should be included in a list of the programme stakeholders.

Stakeholders will be discussed in a greater length in the succeeding chapter. For the purpose of this chapter, the researcher noted Swanepoel and De Beer’s (1996:18-19) contribution that stakeholders in the poverty alleviation programmes should include the public sector, private sector, nongovernmental sector and the popular sector, such as stokvels, civics, burial societies and others. Community development programmes progress well if the mobilization of stakeholders has been successfully achieved.

Social work practitioners conduct a feasibility study of the community through interviewing the key informants in order to develop a report about the demographic nature of the community, its existing facilities, infrastructure, its organizations, the level of competency and whether the applied project falls within the guidelines and criteria of their agencies. With satisfactory information on hand they can then make recommendations to the funding institution to approve the project.

A proposal is drawn during this phase.

A proposal is a document which includes information related to what the identified problem was, goal and objectives of the programme, the cost-benefit question, who will work in the project, membership of the organization, whether there was any human and economical resources obtained from the community itself, whether the community has previously tried to alleviate the problem by themselves, and if so, what happened. A proposal has much to do with planning of the programme (Rubin & Rubin, 1992:398 - 400).

4.3.5.4. PHASE IV: NEGOTIATIONS

The fourth phase of the PRP process is the negotiation phase during which communities gain skills and knowledge through their interaction with the social work practitioners and the stakeholders. Communities will utilize these knowledge, skills, attitudes and experience in the future programmes, thereby refraining their reliance on the outside assistance.

An important feature identified during this phase of the PRP development is that of conflict resolution. Swanepoel & De Beer (1996:124) state that “unfortunately, during a project, not only can activities go wrong, but also conflicts can arise in a group. These should be resolved as soon as possible before they result in permanent damage to the group and disruption to the project.” Social work practitioners should play their role of mediator and that during the mediation process, the groups should either choose to cooperate with each other for the sake of the entire community development or they should be totally restructured.

Funding is obtained during this phase.

There are three possible funding sources which were identified by Davies (1999), namely: the self-help in which community-based organizations contribute their own financial resources towards the development of their programmes, the loans through which the CBOs borrow money from the banks and other financial institutions at a minimal rate, and the grants which normally are accorded to them by government and other non-governmental organizations. The PRP projects obtain funding from the provincial departments of Health and Welfare.

During the negotiations phase of the PRP, the steering committee develops its own constitution which legitimizes it as the representation of the community. “Especially before a group starts handling money, the members will have to agree on record a set of rules, which are known as the group’s constitution” (Davies, 1997:30).

A constitution is a legal document which is utilized to protect the CBO from being encroached by non-members who might claim to be beneficiaries of the community development programme. In this context, the constitution declares the assets and activities of the CBO, and also ascend that if the CBO fails to achieve its intended goals, it may be liquidated and its funds

and other related resources be transferred to the fundraising activities as contained in the *Fund-Raising Amendment Act* (Act No.43 of 1994).

Financial institutions such as banks, governmental and nongovernmental organizations will recognize steering committees which have legal constitution as the true representation of the community.

The steering committee “can be defined as autonomous, privately set up, non- profit- making institutions that support, manage or facilitate development action” (Liebenberg, 2000:109).

Because steering committees are also referred to as the NGOs, the latter “can be used to describe small, locally based, and loosely established voluntary and largely grass-roots types of associations” (Riddell & Robinson, 1995:26). Poverty alleviation projects do not kick- start without the development of the steering committees or NGOs who conduct their management functions. The NGOs were identified to be most effective in reaching the poorest within communities because most of them are formed by members from the poor.

During the negotiation phase of the PRP, consultation takes place.

Supporting a notion of consultation in the PRP process, Aryeetey (1998:303), writes that “at the community level various traditional or customary office-holders and people often referred to as opinion leaders, either on account of their resourcefulness, experience or political connections were found to be central in the consultative process.” Consultation should take place during all the phases of the programme development, reason being that it is mostly concerned with representation, record-keeping procedures and accountability.

From a community development point of view, the researcher is of the opinion that the question of sustainability must also be addressed during the negotiation phase. According to Davies (1997:48), sustainability is “the ability of the project to continue to provide a solution to the problem for as long as is required.” This is the most important factor in the planning and execution of the community development programmes, in that , the funding agencies would be lax into funding projects which they view as of short-term nature and are not sustainable. This is supported by Davies (1997:48) who advises that “sustainability is a crucial factor considered by funding agencies when deciding whether to make a loan or give a grant to a group to fund a project.”

4.3.5.5. PHASE V: IMPLEMENTATION

The fifth phase of the PRP process is called the implementation phase, and it is concerned with the actual construction/ or the work-out of the plan for the project or programme.

Implementation is about putting a plan into action.

Swanepoel and De Beer (1996:51) say “ the implementation must follow directly after planning in order to get everything done in time.”

During the implementation phase of the PRP, the steering committee sends its trainees for training, recruits and selects the working team, consultants and the contractors.

It is important that the steering committee engages itself into training its members to gain the relevant experience regarding the project on hand. “It is important before any training starts that the group discuss and examine their training needs with the trainers and together design the contents of the training programme to meet the immediate needs of the group” (Davies, 1997:41).

The project’s construction/interaction starts. Lombard (1991:267) calls this stage the *implementation of planning* and maintains it is “the transformation of the plan into action.”

The social work practitioners together with the members of the steering committee and other stakeholders should closely monitor the implementation of the programme to determine whether it is in line with its goals. Monitoring is achieved when a programme is supervised, that is, to check whether its planned activities are achieved in a planned manner. The researcher is of the opinion that monitoring should not be specifically assigned to either the implementation or the evaluation phases of the PRP, because it takes place throughout the programme process. Monitoring will be discussed in detail in the succeeding chapter.

At the end of the implementation phase, all the stakeholders should be able to assess whether the goals have been met.

The following are possible PRP gains: *social gain*:- community members should have developed knowledge, skills and attitudes they formally did not possess, *economic gains*:- the community should be economically improved through the creation of employment opportunities for its members, *political gain*:- communities should have matured politically and be able to make important community decisions independently, *cultural gains*:- the culture of sustainable self-help and self improvement have developed and the *infrastructure*:- that is formally non-existent infrastructure has been constructed/ rehabilitated in the community (Mamburu, 2000:75).

4.3.5.6. PHASE VI: EVALUATION

The sixth and final phase of the PRP process is called the evaluation phase.

Evaluation means measuring if an intervention has actually resolved the problem it was intended for. Evaluation “also tells them why things have not gone as planned or why they have gone according to the planning” (Swanepoel and De Beer, 1996:52).

Evaluation takes place during or after the programme implementation. This is acknowledged by Lombard (1991:268) who says “this phase does not take place only at the end of a project, but it takes place on a continuous basis.”

Evaluation saves money, time and energy, it improves the programme, it encourages the community to support the programme, it determines change in the physical, social, economic and political attitudes of the community, and lastly, it ascertains communities that their efforts were effective and efficient towards their problem-solving endeavour (Lombard, 1991:268-269).

Evaluation is conducted through the project site visit and the monthly progress reports. During site visit, social work practitioners, members of the steering committee and other stakeholders are able to compile reports regarding the success or failure of the PRP. A monthly report contains a brief description of the activities completed during the project implementation.

An effective evaluation process on the PRP may utilize what Swanepoel and De Beer (1996:52) term the participatory self-evaluation which is undertaken at three monthly intervals by members of the steering committee to evaluate their own performance.

Different stakeholders and community leaders should be involved in the evaluation of the PRP.

Conclusion

The PRP is a systematic process which is made up of phases which are guidelines which the social work practitioners utilize when they plan, implement and evaluate the PRP. Phases of the PRP do not follow each other in a sequential manner which was discussed above, they usually overlap one another and therefore, it would be difficult to identify the exact stages of certain social programmes. For the purpose of effective formulation, implementation and evaluation of the PRP, practitioners should have a detailed process of the projects they conduct as guidelines to their successful achievement.

4.4. SUMMARY

This chapter was divided into two sections.

The first section conceptualized the RDP.

- The RDP was identified as a social policy which is a general and inclusive entity. This programme cannot be realized into a single programme and therefore it is translated into a number of other different social programmes which are formulated, implemented and evaluated by different government departments and nongovernmental organizations. The characteristics of the RDP were identified as social development which is concerned with the active involvement of communities in their own community development programmes; the economic development through which communities are encouraged to mobilize economic resources such as funds, skills and labour which are required for their community development programmes; and the political development which is concerned with communities in taking charge of their problems.
- The RDP is a social policy which is implemented through a number of social programmes or objectives, namely: meeting basic needs, development of human resources, building the economy, democratizing the state and society and implementation of the RDP. The researcher discussed the sub-objectives contained within the mentioned objective which he

identified as relevant to this study because they are concerned with poverty alleviation. Meeting the basic needs is about job creation in order to alleviate poverty. It is the objective which is responsible for the distribution of nutritious food to the communities in order to protect them from famine. The social security is about programmes which are designed to reduce or prevent social problems such as violence, substance abuse, crime and poverty. The social welfare addresses the entire welfare of the communities by providing grants to the aged, disabled, wars veterans and foster parents. The researcher argues that delivery of social welfare should be outsourced because government departments are incompetent at rendering this function and they cause unnecessary delays. Development of human resources is about the prioritization of women, youth and disabled in the community development programmes. These groups are defined as the previously disadvantaged and the aim of the objective is to afford them equal footing towards the socio-economic and political resources of the country. Development of human resources is about education and training of communities in a way of empowering them to make informed decisions about their lives. This objective stressed the requirement of a society to protect children against harmful environment, abuse and forms of discrimination. Building the economy is about the utilization of surplus resources available in our mining industries, forestry, commerce and other business worlds to advance the communities. The objective is intended to restructure the economy so that money saved and invested by government could be utilized for community development programmes. Democratising the state and society explains a strong consideration of gender and equality policies. Women, youth, disabled and other previously disadvantaged groups should firstly be considered when government awards contracts. This objective also explains that sustainable development will take place when the communities and the local government are empowered enough to run the social programmes on their own. Implementation of the RDP is possible if funds are made available to the programmes. This study listed and discussed the sources of the RDP fund, namely: money appropriated by parliament, international and domestic donors, interest earned from investment of money in accounts, money received from the disposal of state assets, revenue from lotteries and gambling and redirection of funds by local government. It seems as if the scarcity of funds and the mismanagement of the available funds are possibly responsible for the results in the poor implementation of the RDP.

- The study discussed the evaluation of the RDP and identified the following limitations: the RDP lacks of devolved power to the regions, the implementing agent of the RDP is the local

government which is highly incompetent of implementing programmes, there is clientelist politics within the RDP programmes, the RDP is intended to develop the elite group, it is a short-term institution, the RDP is no longer, it lacks of community participation, the RDP is a dead dream and the RDP is a process which will bring forth another form of the previously disadvantaged sectors of the communities in the future. The researcher is of the opinion that the process of affirmative action should take place within a specified period, say for example ten years in order to enable societal sectors to fairly compete over resources.

- In order to address these limitations, the researcher discussed the RDP model of implementation which suggests effective guidelines to the successful implementation of the programmes. According to this model, the RDP will be successful only if a strong coordination, relationship and support exist between the local communities, the RDP forums and the local government.

The second section conceptualized the PRP.

- The PRP is a social programme within the context of the RDP social policy framework document which was specifically formulated, implemented and evaluated to address poverty within some sectors in the communities in South Africa, namely: the aged, the disabled, community structures, the children and the juvenile delinquents.
- The PRP is a strategy to address poverty, in that it has guidelines which social work practitioners should follow in order to conduct successful and sustainable programmes. The PRP therefore channels the practitioners to concentrate their programmes solely at fighting poverty in order to meet the basic needs required for the improvement of the families and communities. Strategies require the social policy practitioners to actively involve the communities into participating in their own community development programmes, this condition enhancing their skills, knowledge and attitudes. In this context, communities are able to develop their future programmes without reliance on outside assistance. The overall aim of the PRP strategy is to make the RDP a reality. This has been mentioned throughout this study that whichever programme is formulated, implemented and evaluated within the context of the RDP, it is expected to make the RDP a reality. The PRP has an important strategy of consultation, meaning that it is still at its stage of conception and that the social

policy practitioners are required to consult other programme practitioners in order to develop the best formulation, implementation and evaluation of their programmes. The PRP is a systematic strategy, in that its formulation, implementation and evaluation follow a scheduled pattern which ensures a successful programme. It also has an SMMEs goal which was identified in this study as a strategy to create more job opportunities for the unemployed, thereby reducing poverty within communities. The PRP is a strategy which is aimed at rehabilitating the segments of communities who are defined as delinquent through their involvement into the community based programmes. This strategy is also meant to rehabilitate the infrastructure such as old buildings and government offices which are regarded as white elephants which could be utilized for other social programmes within the RDP auspice. The PRP is a strategy which was developed by National Department of Social Development and is to be implemented and evaluated by some of the provincial departments of Health and Welfare.

- The PRP's aim of reducing poverty has been divided into a number of specific and measurable objectives, namely: food security initiatives, community development structures, youth who are deviant, development of self-help organizations, the aged and child care, the disabled, financial planning and management and monitoring and evaluation. The objective concerned with the support and strengthening of food security initiatives intends to reduce the neglect and abuse of women and children. The objective is also specifically designed to deal with the emergence of child-headed families due to the outbreak of HIV/AIDS and other communicable diseases such as tuberculosis, malaria and cholera. It has been realized the number of children who are orphaned due to the death of parents is growing at an alarming rate. Children are physically, mentally and emotionally incapable of looking after themselves and as such supportive community structures needs to be developed in order to assist the orphaned children. The establishment of the community development structures is not only meant for orphaned children but also for rendering home based visits for other community members who are affected with disease such as HIV/AIDS and other communicable diseases. The community structures were identified as the most effective means of assisting persons who cannot look after their health due to age or illness. The researcher supported this by arguing that in real life, it will take an institution such as government department longer to respond to a patient needs than it would be the case if the community structures were called to attend the patient. The PRP has an objective which is intended to rehabilitate youth who are deviant, such as prostitutes and juvenile delinquents.

The PRP aims at rehabilitating the old infrastructure which is no longer in use, so that it could be utilized for current community development programmes. The PRP supports the development of the self-help organizations which are intended to create job opportunities and generate income to the communities. These organization are unsustainable if local communities, government and nongovernmental organizations do not take a stance to support them. The PRP also engages the aged with child minding task, a process through which older professionals who have retired are enabled to pay their services back to the communities. There is an objective of the PRP which is aimed at actively involving the disabled to participate in community development programmes. The PRP objective of financial planning and management is intended to support and strengthen the community finance projects such as stockvels, social groups and burial clubs. The objective of monitoring and evaluation maintains that the PRP projects should be strictly monitored and evaluated.

- Poverty alleviation programmes are not only addressed through the service delivery of alms and the empowerment of those who are in need. It goes beyond that, because in itself the poverty alleviation programme is a professional discipline. In this context, professional practice is guided by certain patterns of regulation, known as principles. Whilst the communities receive the basic human needs such as food, housing and employment, they as well receive the abstract human needs which are identified as more superior and sustainable than the former needs. When social programmes are conducted within communities, the communities should be actively involved in their implementation and evaluation. The principle of participation promotes the enhancement of other principles, such as the principle of learning, the principle empowerment and the principle ownership. The principle of release and adaptiveness states that once communities have participated in a particular kind of social programme, they develop knowledge, skills and attitudes required for the formulation, implementation and evaluation of future programmes with the minimised reliance of the outside assistance. Social work practitioners need to simplify the processes of the social programmes in order to enable communities to participate effectively in them. The study included a discussion of the principles freedom, equality, justice and rights. The principle of diversity is mainly concerned with change in that social work practitioners needs to obtain new strategies to deal with the ever changing nature of social problems. The principle of citizenship is conceptualized through the concepts of membership, participation, entitlement and obligation.

- The PRP does not have a specified process and that in order for it to be effectively implemented and evaluated, the researcher derived the process model of the CBPWP from Mamburu (2000). The model fits accurately well with that of the PRP. The PRP process has the following phases: identification phase, preparation phase, appraisal phase, negotiations phase, implementation phase and evaluation phase. The identification phase is about needs identification and prioritization. During the preparation phase, community members compare their problems with the available resources to solve them. The steering committee is formed and it is defined as a representative of the community which is responsible for the administration and implementation of the social programme. The appraisal phase of the PRP is about the involvement of a variety of stakeholders in participating in the social programme. The development of a programme proposal is achieved during this phase. The next phase is the negotiations phase which is concerned with the drawing of the constitution for the programme steering committee. Funding organizations only consider assisting community organizations which have a legal binding constitution. Funding is received during the negotiations phase. There are quite a number of sources for funding, namely: contributions received from the communities, loans from the financial institutions and the money received from the provincial departments. The implementation phase of the PRP is concerned with attaining the goals of the social programmes, namely: the social gains, the economic gains, the political gains, the cultural gains, and the infrastructure. The final phase of the PRP is the evaluation phase which is concerned with monitoring and evaluation of the programmes. Because this study is about the evaluation of the PRP within the context of the RDP from a social work perspective, it is therefore necessary for the researcher to detail a discussion on the programme evaluation research. This will enable him to accordingly conduct the evaluations in a step-by-step fashion and will as a consequence reduce the risks of infesting the process with mistakes.

As has been reiterated throughout the preceding chapters, this study is about the evaluation of the PRP in the Limpopo Province within the context of the RDP from a social work perspective. Evaluation studies are complex and sometimes difficult to plan and conduct. Evaluators of the social programmes must be equipped with the necessary knowledge, skills and experience in order to conduct evaluations on the programmes. The researcher must therefore define and conceptualize programme evaluation research, its theoretical orientations of the

programme evaluation research, the types of programme evaluation research and the process of programme evaluation research in the succeeding chapter.