

**Evaluation of the Poverty Relief Programme in the Limpopo Province
within the context of the Reconstruction and Development Programme:
a social work perspective**

BY

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DEDICATION

And when the dark cloud clears below me, gliding as I am
I realize I'm able to see and observe human interaction
It is himself, his environment and his government which are responsible for his sufferage
Give him a fat book and a glass, and he will swallow it, and with a pen he will tame the
criminals

'Tis *mutuku na delele* prepared by Khwara which fills his stomach and makes him strong

And when he tries to cut my wings so I can no longer fly again

I make history, I return to the crowded hall led by my mother and Masakona

Ndi a livhuma mmave vho kona u di-vhandekanya na muta wanga thambuloni nngafhala

I heal his emotional state, I empower him, for I am his doctor

He needs to emulate the strategies used by the son of Folina

In order to correct his environment and make it friendlier

Baraiithi mara! ndi Bom-to-Bom na Mabaga na Funzani Munwana na vho makbulu wasbu vbane ra edza.

Nwaligavha na vhatuka vhanu vhatanu, Bulala, Nkandama, Folina, Vhudzielele na Thomani

And, today he invited me to his kingdom

He ain't fare if he fails to execute my advice and recommendations

I drink wisdom from the six sisters, Muofhe, Tshinakaho, Alidzulwi, Annah, Elisa and
Jeaneth.

This work is dedicated to my wife Mosley and our children: Anza, Muofhe, Thabang (mushavhi) and Pfano. We have traveled together through fierce winds, harsh weathers and other unbearable conditions. We come from far away. We mourned, we cried, we prayed and yet we are smiling together again. We are strong again. God bless my family.

SUMMARY

**Evaluation of the Poverty Relief Programme in the Limpopo Province
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By

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PROMOTER: PROF. CSL DELPORT

DEPARTMENT: SOCIAL WORK

DEGREE: DOCTOR PHILOSOPHIAE (D. PHIL.)

Poverty is the most problematic social problem facing the South African society today. Its causes have been associated with many factors such as the high rate of unemployment, HIV/AIDS, low educational backgrounds of people and others. In order to reduce poverty and other conditions of exclusion, government has introduced the Reconstruction and Development Programme (RDP) which is concentrated on the mobilization of resources from government institutions and non-governmental organizations towards the improvement of the quality of life of the communities, especially those which were historically disadvantaged. The RDP is realized through a number of different programmes which are conducted by different government departments and nongovernmental organizations. One of these programmes is the Poverty Relief Programme (PRP) which was formulated by the Department of Social Development and implemented and evaluated by some of the provincial departments of Health and Welfare. This study is about the evaluation of the formulation, implementation and evaluation of the PRP in the Limpopo

Province within the context of the RDP from a social work perspective. In order to successfully evaluate the PRP, the researcher has categorized this study into three objectives, which form this report.

The first objective was to conduct an extensive literature investigation regarding poverty as a social problem, public policy and the RDP and the PRP.

Poverty was identified as a social problem because it is a condition of deprivation which affects a large number of people and communities due to the previous South African apartheid dispensation. Poverty is said to affect the poor due to their cultural orientation because they are lazy to work, they fail to suppress their immediate gratification, they consume large amounts of substances, they keep large family households which have the highest incidents of domestic violence and child and wife physical and sexual abuse, they do not obtain the opportunities available to them for their development and they have high rates of divorce. The second analogous view of poverty is that it is caused by the inadequate social policies and social programmes, which are developed to assist the poor. This view explains that poverty is evident due to the reason that the social policies and social programmes are weak in eradicating it. At this level, the researcher attempted to distinguish between the concepts public policy, social policy and a social programme. The public policy is every policy which is developed by cabinet, which when closely viewed, it has types such as the social policy, economic policy, defense policy, foreign policy and the environmental policy. The RDP is a social policy which is realized through a number of social programmes, one of them being the PRP.

This study conceptualized the public policy through discussions of its theoretical models, namely; the descriptive and prescriptive models regarding public policy making. The former is aimed at explaining the public policy making process whilst the latter explains the outcomes or the impacts associated with public policy making. This study suggested that public policy making is made possible when it is conducted through a specific process which has five phases, namely; the policy agenda, policy formulation, policy adoption, policy implementation and policy evaluation.

The RDP has already been mentioned as a social policy, which could be realized through social programmes, one of them being the PRP. The PRP is a social programme, which has an aim of alleviating poverty within South African communities. It is effective in achieving its mission through conducting a number of projects which are as follows: food security initiatives, community development structures, development of the self-help organizations, the aged and child care, the disabled, youth who are deviant, financial planning and management and monitoring and evaluation. This study was aimed at evaluating whether the objectives of the PRP were adequately formulated, implemented and evaluated towards the eradication of poverty in the South African context.

The second objective of this study was to conduct an empirical investigation with regard to the formulation, implementation and evaluation of the PRP in the Limpopo Province. The researcher utilized the exploratory research design because the evaluation of the PRP in the Limpopo Province has not been done before. The research project utilized the quantitative and qualitative research methodologies, which were combined into a mixed methodological design model. The populations for the study were a PRP framework, the key-informants who participated during the implementation of the projects and the community development officers who participated during the formulation, implementation and evaluation of the PRP. This also called for a variety of the sampling methods, namely; the judgmental sampling method, the stratified random sampling method and the simple random sampling method which were used to select the key-informants, and the systematic random sampling method which was used to select the community development officers.

The research data were also collected through a variety of data collection methods, namely; content analysis was used to collect quantitative data regarding the formulation of the PRP as document; semi-structured interviews were utilized to collect both quantitative and qualitative data regarding the implementation of the PRP from the key-informants; and the self-administered questionnaires were used to collect the quantitative and qualitative data regarding the formulation, implementation and evaluation of the PRP from the community development officers.

The data for this study were analysed through two methods, namely: the quantitative data were analysed manually and were expressed into tables and figures and the qualitative data were analysed through the coding process which was contributed by Creswell (1998).

The empirical investigation for this study purported the following important research findings regarding the formulation, implementation and evaluation of the PRP in the Limpopo Province: (i) the content analysis revealed that the PRP has objectives which are not related to the reduction of poverty in the communities, such as the community development structures which are not an objective but rather a prerequisite for every project, youth who are deviant, the aged and child care which could be effective if developed into programmes already available in the field of gerontology and the child support grant, financial planning and management, monitoring and evaluation which is a phase of the community development project. (ii) the semi-structured interviews revealed that community development projects and community needs are being identified by the community development officers on behalf of communities and that most of the projects are inadequately funded and as such they fail to sustainably develop communities. (iii) the self-administered questionnaires revealed that most community development officers hold standard ten as their highest educational qualification which is highly available in the communities they serve, they do not have a professional background and are not registered with the professional council which is recognized in the country, the PRP was formulated centrally at the Department of Social Development and is being implemented and evaluated by some of the provincial departments of Health and Welfare and that the funding for the community development projects is insufficient.

The third objective of the study was to make conclusions and recommendations based on the research findings with regard to the effective formulation, implementation and evaluation of the PRP in the Limpopo Province. It has been concluded in this study that the poor implementation and evaluation of the PRP in the Limpopo Province is due to the absence of a specific framework, and the researcher recommended that such a document must be developed. Poor implementation and evaluation of the PRP in the Limpopo Province is due to the centralization of the programme and therefore the researcher recommends that the department of Social Development must be decentralized to the

provinces. The researcher concluded that the grassroots are denied an opportunity to actively participate in the formulation, implementation and evaluation of the PRP, and he therefore recommended that the grassroots must be involved in the identification of their community needs and projects, their planning, implementation and evaluation. Another limitation of the PRP was mentioned as poor funding of the community development projects, and the researcher maintained that if the projects are adequately funded, they will sustainably develop communities. The researcher is of the opinion that community development practitioners must hold high educational qualifications which are not available in the communities they serve and that immediately such practitioners interact with the communities, they must be required to be registered with a recognized professional council.

KEY WORDS

Programme Evaluation research

Poverty

Poverty Relief Programme (PRP)

Social Programme

Limpopo Province

Reconstruction and Development Programme (RDP)

Social Policy

Social Work

OPSOMMING

Evaluering van die Armoedeverligtingsprogram in die Limpopo Provinsie binne die konteks van die Heropbou- en Ontwikkelingsprogram: ‘n maatskaplikewerk perspektief

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Armoede is die mees problematiese maatskaplike probleem wat die Suid-Afrikaanse gemeenskap vandag in die gesig staar. Die oorsake daarvan is met baie faktore geassosieer soos die hoë werkloosheidkoers, MIV/VIGS, mense se lae opvoedkundige agtergronde en ander. Ten einde armoede en ander toestande van uitsluiting te verminder, het die regering die Heropbou- en Ontwikkelingsprogram (HOP) bekend gestel wat fokus op die mobilisering van hulpbronne vanuit regeringsinstellings en nie-regeringsorganisasies insake die verbetering van die lewenskwaliteit van die gemeenskappe, veral dié wat histories benadeel was. Die HOP het gerealiseer deur middel van ‘n aantal verskillende programme wat deur verskeie regeringsdepartemente en nie-regeringsorganisasies ingelei is. Een van dié programme is die Armoedeverligtingsprogram (AVP) wat deur die Departement van Maatskaplike Ontwikkeling geformuleer is en deur sommige provinsiale departemente van Gesondheid en Welsyn geïmplementeer en evalueer is. Hierdie studie gaan oor die waardebeplanning van die formulering, implementering en evaluering van die AVP in die Limpopo Provinsie binne die konteks van die HOP vanuit ‘n maatskaplikewerkperspektief.

Ten einde die AVP suksesvol te evalueer, het die navorser drie doelwitte vir hierdie studie geformuleer wat hierdie verslag vorm.

Die eerste doelwit was om 'n uitgebreide literatuurondersoek uit te voer met betrekking tot armoede as 'n maatskaplike probleem, openbare beleid asook die HOP en die AVP.

Armoede is geïdentifiseer as 'n maatskaplike probleem, omdat dit 'n toestand van verlies is wat 'n omvangryke aantal mense en gemeenskappe affekteer, en dat dit te wyte is aan die vorige Suid-Afrikaanse apartheidsbedeling. Daar word beweer dat armoede die armes affekteer en dat dit te wyte is aan hulle kulturele oriëntering, omdat hulle lui is om te werk, hulle in gebreke bly om hulle onmiddellike bevrediging te onderdruk, hulle verbruik groot hoeveelhede substansies, hulle hou groot familiehuishoudings in stand wat die hoogste insidente het van huislike geweld en fisiese en seksuele kinder- en eggenotemishandeling, hulle benut nie die geleenthede wat tot hulle beskikking is vir hulle ontwikkeling nie, en hulle het hoë egskeidingsgetalle. Die tweede analogiese beskouing van armoede is dat dit veroorsaak word deur ontoereikende maatskaplike beleid en maatskaplike programme om die armes by te staan. Hierdie sienswyse verduidelik dat armoede klaarblyklik te wyte is aan die rede dat maatskaplike beleid en maatskaplike programme swak is ten opsigte van die uitfasering daarvan. Op hierdie vlak het die navorser probeer om te onderskei tussen die konsepte openbare beleid, maatskaplike beleid en 'n maatskaplike program. Die openbare beleid is die beleid wat deur die kabinet ontwikkel is, wat wanneer dit noukeurig beskou word, dit tipes soos maatskaplike beleid, ekonomiese beleid, verdedigingsbeleid, buitelandse beleid en omgewingsbeleid omsluit. Die HOP is 'n maatskaplike beleidsdokument wat gerealiseer word deur middel van 'n aantal maatskaplike programme, waarvan die AVP een is.

Hierdie studie het die openbare beleid deur besprekings van sy teoretiese modelle voorgestel, naamlik, die beskrywende en voorskriftelike modelle met betrekking tot openbare beleidskepping. Eersgenoemde het ten doel die verduideliking van die openbare beleidskeppingsproses, terwyl laasgenoemde die impak of resultate verduidelik wat geassosieer word met openbare beleidskepping. Hierdie studie suggereer dat openbare beleidskepping moontlik gemaak word wanneer dit deur 'n spesifieke proses wat vyf fases

omsluit, naamlik die beleidsagenda, beleidsformulering, beleidsaanne, beleidsimplementering en beleidsevaluasie uitgevoer word.

Die HOP is alreeds genoem as 'n maatskaplike beleid, wat gerealiseer kon word deur maatskaplike programme, waarvan die AVP een is. Die AVP is 'n maatskaplike program, wat ten doel het om armoede binne Suid-Afrikaanse gemeenskappe te verlig. Dit is effektief in die bereiking van sy missie deur die uitvoering van die volgende projekte: voedselsekuriteitsinisiatiewe, gemeenskapontwikkelingstrukture, ontwikkeling van selfhulporganisasies, projekte rakende die bejaarde- en kindersorg, die gestremdes, jeug wat afwykend is, finansiële beplanning en bestuur asook monitering en evaluasie. Hierdie studie was daarop gemik om te evalueer of die AVP toereikend geformuleer, geïmplementeer en geëvalueer is met die oog op uitfasering van armoede in die Suid-Afrikaanse konteks.

Die tweede doel van hierdie studie was om 'n empiriese ondersoek in te stel met betrekking tot die formulering, implementering en evaluasie van die AVP in die Limpopo Provinsie. Die navorser het die verkennende navorsingsontwerp toegepas aangesien die AVP in die Limpopo Provinsie nog nie voorheen geëvalueer is nie. Die navorsingsprojek het die kwantitatiewe en kwalitatiewe navorsingsmetodologieë aangewend, wat in 'n vermengde metodologiese ontwerpmodel gekombineer was. Die populasie vir die studie was die AVP-raamwerk, die sleutelinformante wat deel van die implementering van die projekte op plaaslike vlak was asook die gemeenskapontwikkelingsbeamptes wat deelgeneem het aan die formulering, implementering en evaluasie van die AVP. Daar is ook van 'n verskeidenheid van steekproefmetodes gebruik gemaak, naamlik, die doelgerigte steekproefmetode, die gestratifiserende ewekansige steekproefmetode en die eenvoudige ewekansige steekproefmetode wat gebruik is om die sleutelinformante te selekteer, en die sistematiese ewekansige steekproefmetode wat gebruik is om die gemeenskapontwikkelingsbeamptes te selekteer.

Die navorsingsdata is ook deur middel van 'n verskeidenheid data-insamelingmetodes ingesamel, naamlik, inhoudanalise is gebruik om kwantitatiewe data te versamel met betrekking tot die formulering van die AVP; die semi-gestruktureerde onderhoude is aangewend om sowel die kwantitatiewe as die kwalitatiewe data met betrekking tot die

implementering van die AVP van die sleutelinformante te versamel; en die selfgeadministreerde vraelyste is gebruik om die kwantitatiewe en kwalitatiewe data aangaande die formulering, implementering en evaluasie van die AVP van die gemeenskapontwikkelingsbeamptes te versamel.

Die data van hierdie studie is geanaliseer deur middel van twee metodes, naamlik: die kwantitatiewe data is met die hand geanaliseer en is voorgestel in tabelle en figure, en die kwalitatiewe data is deur middel van die koderingsproses, soos weergegee deur Creswell (1998), geanaliseer.

Die empiriese ondersoek vir hierdie studie het die volgende belangrike navorsingsbevindings met betrekking tot die formulering, implementering en evaluasie van die AVP in die Limpopo Provinsie omsluit: (i) die inhoudanalise het onthul dat die AVP doelstellings het wat nie verbind is met die vermindering van armoede in die gemeenskappe nie, soos byvoorbeeld die gemeenskapontwikkelingstrukture wat nie 'n mikpunt is nie, maar eerder 'n noodsaaklike vereiste vir elke projek; die akkommodering van jeug wat afwykend is; die fokus op bejaarde- en kindersorg wat meer effektief kon wees indien programme geïntegreer sou word met projekte wat reeds beskikbaar is in die veld van gerontologie en die kinderondersteuningstoelae, finansiële beplanning en bestuur, monitering en evaluasie wat 'n fase van gemeenskapontwikkelingsprojekte is; (ii) die semi-gestruktureerde onderhoude het onthul dat gemeenskapontwikkelingsprojekte en gemeenskapsbehoefte is deur die gemeenskapontwikkelingsbeamptes namens gemeenskappe geïdentifiseer en dat die meeste van die projekte onvoldoende befonds word, en as sodanig faal hulle om gemeenskappe volhoubaar te ontwikkel; (iii) die selfgeadministreerde vraelyste het onthul dat die meeste gemeenskapontwikkelingsbeamptes standerd tien voorhou as hulle hoogste onderwyskwalifikasies, wat hoogstens beskikbaar is in die gemeenskappe wat hulle dien; hulle het nie 'n professionele agtergrond nie en hulle is nie geregistreer by die professionele raad wat in die land erken word nie; die AVP is sentraal geformuleer by die Departement van Maatskaplike Ontwikkeling maar word deur sommige provinsiale departemente van Gesondheid en Welsyn geïmplementeer en geëvalueer; en dat die befondsing vir die gemeenskapontwikkelingsprojekte onvoldoende is.

Die derde doel van die studie is om gevolgtrekkings en aanbeveling te maak, gebaseer op die navorsingsbevindings met betrekking tot die formulering, implementering en evaluasie van die AVP in die Limpopo Provinsie. Daar is tot die gevolgtrekking gekom dat die swak implementering en evaluasie van die AVP in die Limpopo Provinsie te wyte is aan die afwesigheid van 'n spesifieke teoretiese raamwerk, en die navorser het aanbeveel dat so 'n dokument ontwikkel moet word. Swak implementering en evaluasie van die AVP in die Limpopo Provinsie is ook te wyte aan die sentralisasie van die program en derhalwe beveel die navorser aan dat die Departement van Maatskaplike Ontwikkeling gedesentraliseer moet word na die provinsies. Die navorser het beslis dat die gemeenskappe op grondvlak nie 'n geleentheid gehad het om aktief deel te neem aan die formulering, implementering en evaluasie van die AVP nie, en het derhalwe aanbeveel dat die gemeenskappe op grondvlak betrokke moet wees in die identifikasie van hulle gemeenskaps behoeftes en projekte, hulle beplanning, implementering en evaluasie daarvan. 'n Ander beperking van die AVP is genoem as swak befondsing van die gemeenskapontwikkelingsprojekte, en die navorser was van mening dat indien die projekte voldoende befonds word, hulle gemeenskappe volhoubaar sal ontwikkel. Die navorser is ook van mening dat gemeenskapontwikkelingspraktisyns hoër onderwyskwalifikasies moet hê as die gemeenskappe wat hulle dien en dat sulke praktisyns onmiddellik met die gemeenskappe kommunikeer en by 'n erkende professionele raad geregistreer moet wees.

SLEUTELWOORDE

Programevaluasienavorsing

Armoede

Armoedeverligtingsprogram (AVP)

Maatskaplike Program

Limpopo Provinsie

Heropbou- en Ontwikkelingsprogram (HOP)

Maatskaplike Beleid

Maatskaplike Werk

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CHAPTER 1

GENERAL INTRODUCTION

1.1 INTRODUCTION

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

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

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

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

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

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

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

1.2 MOTIVATION FOR THE CHOICE OF THE SUBJECT

This study has the following three motivations:

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

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

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

1.3 PROBLEM FORMULATION

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

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

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

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

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

1.4 GOAL AND OBJECTIVES OF THE STUDY

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

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

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

1.4.1 GOAL

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

1.4.2 OBJECTIVES

The objectives of the study are the following:

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

1.5 RESEARCH QUESTION FOR THE STUDY

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

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

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

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

The following research question was formulated for this study:

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

1.6 RESEARCH APPROACH

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

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

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

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

1.7 TYPE OF RESEARCH

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

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

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

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

1.8 RESEARCH DESIGN

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

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

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

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

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

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

1.9 RESEARCH PROCEDURE

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

1.9.1 DATA COLLECTION

1.9.1.1 CONTENT ANALYSIS

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

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

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

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

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

1.9.1.2 SEMI-STRUCTURED INTERVIEWS

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

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

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

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

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

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

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

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

1.9.1.3 SELF- ADMINISTERED QUESTIONNAIRES

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

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

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

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

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

1.9.2 DATA ANALYSIS

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

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

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

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

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

1.10 PILOT STUDY

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

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

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

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

1.10.2 FEASIBILITY OF THE STUDY

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

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

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

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

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

1.11.1 POPULATION

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

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

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

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

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

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

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

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

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

1.11.2 SAMPLING FRAME

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

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

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

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

1.11.3 SAMPLE AND SAMPLING METHODS

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

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

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

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

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

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

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

- **JUDGMENTAL/PURPOSIVE SAMPLING**

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

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

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

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

- **STRATIFIED RANDOM SAMPLING**

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

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

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

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

- **SIMPLE RANDOM SAMPLING**

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

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

- **SYSTEMATIC RANDOM SAMPLING**

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

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

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

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

1.12 ETHICAL ISSUES

The following ethical issues were addressed in this study:

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

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

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

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

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

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

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

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

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

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

1.13 LIMITATIONS OF THE STUDY

The researcher identified the following limitations for the study:

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

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

1.14 DEFINITIONS OF KEY CONCEPTS

The following important concepts were relevant in this study:

1.14.1 PROGRAMME EVALUATION RESEARCH

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

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

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

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

1.14.2 SOCIAL WORK

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

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

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

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

1.14.3 RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)

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

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

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

1.14.4 POVERTY RELIEF PROGRAMME (PRP)

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

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

1.14.5 LIMPOPO PROVINCE

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

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

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

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

1.14.6 SOCIAL PROGRAMME

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

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

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

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

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

1.14.7 PUBLIC POLICY

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

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

1.14.8 POVERTY

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

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

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

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

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

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

1.15 LAYOUT OF THE RESEARCH REPORT

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

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

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

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

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

Chapter five will define and conceptualize programme evaluation research.

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

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

CHAPTER 2

POVERTY AS A SOCIAL PROBLEM

2.1. INTRODUCTION

This study is about the evaluation of a Poverty Relief Programme (PRP) in the Limpopo Province within the context of the Reconstruction and Development Programme (RDP) from a social work perspective. Poverty is a social problem which is evident in both the developed and the developing countries. In this study, the researcher selects to discuss the advent of poverty only within the developing countries of the Sub-Saharan Africa and South Africa.

Poverty is endemic in Sub-Saharan Africa and according to Oakley and Clegg (1999:32), “in the early 1990’s it was estimated that almost a half of the region’s population lived below the poverty line and that Sub-Saharan Africa was the only region in the world in which the number of poor was actually growing at roughly the same rate as the population.” Sub-Saharan Africa includes countries such as South Africa, Botswana, Namibia, Zimbabwe, Zambia, Malawi, Mozambique, Tanzania, Mali, Ghana, Kenya, Angola, Sierra Leone, Chad, Ethiopia and Guinea (compare Masiye, Tembo, Chisanga & Mwanza, 1998; Oakley & Clegg, 1999; Atteh, 1999.)

Sparks (1993:8) contends the reasons for the Sub-Saharan Africa to be the poorest region in Africa are that it has the highest population which exceeded 525 million during 1993, it has poor soils and harsh climates, it has poor human and physical infrastructure, it has the highest urbanization and population growth, its politicians formulate inappropriate public policies and that the region has huge foreign debt.

There is basically a decline in the socio-economic and political institutions in Sub-Saharan Africa. Spark (1993:9) says these countries’ economies have drastically declined from where they were during their independence from colonialism. This poses a serious problem of continued poverty, famine and wars. This state of affairs is disturbing to the

whole region because the misfortunes felt in one Sub-Saharan state are transmitted to its neighbours. Katzen (1993:781) reported that South African economy is declining as compared to the 1960's when she "managed to be the highest country in the world with that economic growth." The researcher has identified as an example that the decline in the socio-economic and political setting of Zimbabwe automatically affects the South Africans. The current state affairs in South Africa is that the refugees from the neighbouring countries have migrated to the country leaving the citizens with limited job opportunities.

For Robinson (2002:32-33), Zimbabwe is on the brink of economic collapse because of its President Robert Mugabe's inappropriate economic policies, the occupation of commercial farms by war veterans who do not have the farming skills and the advent of drought. Unemployment in Zimbabwe has reached an alarming rate of 60% and is accompanied by an inflation rate of 112%. Msomi and Munusamy (2003:4) say the South African Statistics put the official unemployment figure at 30%. This is to mean that unemployment rate in Zimbabwe is twice more than it is in South Africa. There is famine in that country and the United Nations World Food Programme is feeding the nation. This circumstance results in people migrating to the nearby South Africa. Hawthorne (2002:35) states that "there are already 2 million illegal immigrants from Zimbabwe living and looking for work in South Africa." With this shocking statistic, it symbolizes that South Africa is in a poverty problem itself.

In the near future, South Africa will be as poor as some of the countries in the Sub-Saharan Africa. *Rural Development Framework* (1997:15) reported that 40% of the South Africa households were poor during the 1995 October Household Survey, and that this percent represented about 52.8% of the whole population. Poverty has since then continued to increase. This trend was captured by Gumede (2001:16) who states that "poverty in SA is severe; the UN Development Programme estimates it at 45%." And yet Borat (2000:795) has recorded "the total number of dwellings in South Africa is about 9.5 million, of which about 3 million are poor households." It is shocking to note that over one thirds of the population is living in absolute poverty.

Poverty is closely related to unemployment which is at more than 34% and that more than 26% of those employed earn R500 or less per month (LoveLife, 2001:8). *South*

Africa Yearbook (2000:267) supports by mentioning that about 22% of South Africa's economically active population was unemployed during 1997.

In South Africa, poverty affects people differently.

Poverty affects people according to the racial line. The poor became highly represented within the African communities as outlined by Borat (2000:796) who says "the racial disparities are also evident in that Africans constitute 69 per cent of the labour force and 88 per cent of all poor individuals in the labour force, while the corresponding figures for Whites are 17 and 2.2 per cent, respectively."

Poverty in South Africa affects people along the gender. Popenoe, Boulton and Cunningham (1998:378) released Figure 2.1 to support this proposition.

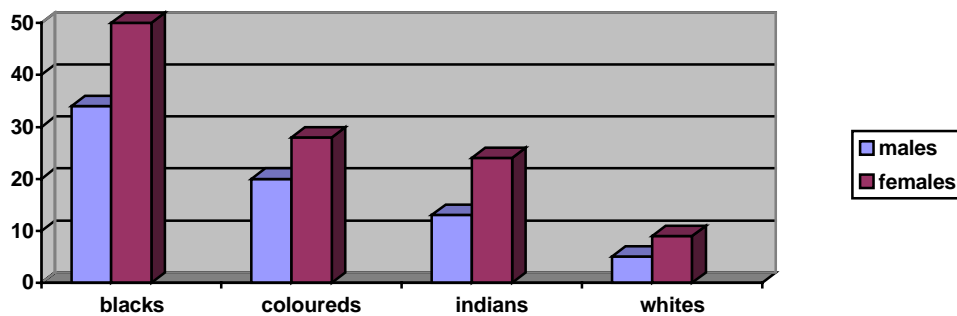


Figure 2.1: South African Poverty Distribution according to Race and Sex during 1995

According to Figure 2.1 above, poverty is highly concentrated among the African males and females with women scoring higher than men by 34% and 50%, respectively. The Coloured, Asians and Whites have scores which indicate that women are poorer than men, with 20% and 28%, 13% and 24%, and 5% and 9%, respectively.

Poverty affects people according to the family type of origin. May and Vaughan (1999:68) say "the poverty rate among female-headed households in 1995 was 60%, considerably higher than the rate of 31% in male-headed households." Women who head families without husbands usually carry the burden of socio-economically supporting

their own children, parents and relatives. This condition reduces the resources intended to supplement the existence of a household. There is also an emergence of a child-headed family in South Africa today due to the high death rate of parents who are victims of HIV/AIDS and other communicable diseases such as malaria, cholera and tuberculosis (LoveLife, 2001:11). This family will be the poorest of all other forms of family because children are physically and intellectually incompetent to support themselves. This means that in the near future, there will be a challenging requirement for the community-based structures who will perform home-visits to the families of those affected.

Poverty affects people according to their physical and age orientation. In this instance, poverty affects children, the aged and the disabled more than other sectors of the community. “Moreover, three in five children live in poor household, and many children are exposed to public and domestic violence, malnutrition and inconsistent parenting and schooling” (May & Vaughan, 1999:68). Children, the aged and the disabled are poor solely because they are physically and or intellectually incompetent to support themselves.

Poverty affect people according to their occupations. According to Borat (2000:798), in South Africa “ the two poorest occupation groups are domestic services and agricultural labourers, and account for 72 per cent of all the employed poor in the labour market.” These people are in this study classified as the working poor and will be discussed in detail later in this chapter.

Poverty is distributed unevenly in the nine South African provinces. Popenoe, Boulton and Cunningham (1998:379) list provinces according to their poverty percentages in Table 2.1 below.

Table 2.1: Poverty Distribution according to nine South African Provinces

South African Provinces	Poverty Distribution
Limpopo Province	47%
Eastern Cape	45%

North West	37%
Mpumalanga	36%
Northern Cape	33%
Kwazulu-Natal	32%
Gauteng	29%
Western Cape	24%
Free State	17%

As indicated in Table 2.1 above, areas which were previously reserved for Blacks during the apartheid regime, such as the Limpopo Province, suffer the incident of poverty more than other areas. This is due to the reason that the apartheid regime through its homeland policies kept most of the rural population away from the economic cities (Cross, 2001:113). Bryceson and Bank (2001:7) contend that policies such as the influx control system ensured that Africans who were surplus to the labour needs of the cities were kept in the rural areas.

Gauteng which is the economic hub of the country but has high poverty rate due to the reason that people from other provinces have migrated to it with the hope that they will find jobs. When people cannot find jobs elsewhere, they resort to stay in the informal settlements which are scattered all over the province and therefore Gauteng province is further faced with a challenge for providing infrastructure to this population.

Poverty is a complex issue which requires a detailed discussion such as this chapter which will discuss it as a social problem according to the following five sections:

- Conceptualization of the concept social problem
- Conceptualization of poverty as a condition of deprivation
- Theoretical perspectives of poverty
- Causes and effects of poverty
- Strategies to eliminate poverty

2.2. CONCEPTUALIZATION OF THE CONCEPT SOCIAL PROBLEM

Poverty is a social problem and in discussing it within that context, it is important to first contextualize the concept social problem in this section.

When the systems of a society, namely: education, family, religion and culture are interacting with each other in a harmonious manner, society is said to be in an equilibrium state. When these systems are no longer interacting in harmony with each other, we term the misfortune, a social problem. Ritzer (1988:204) explains that “ the parts of the system, as well as the system as a whole, are seen as existing in a state of equilibrium, so that changes in one part lead to changes in other parts.”

The disequilibrium is exemplified when a family system fails to socialize its member who becomes deviant, drops out of school, does crime and is sentenced to a few years in jail. Different systems were affected by this member who may for example, divorce his wife causing family disintegration, commit crime and affect the justice system, and fights with jail inmates causing problems in the correctional system.

Viewed from an angle that disequilibrium caused by the disfunctioning of some of the societal systems when they interact with one another, the researcher adds other examples of social problems as wars, crime, back street abortions, HIV/AIDS, and poor housing.

In order to explain the concept social problem, Sullivan and Thompson (1994:5) distinguished between personal and social problems when they mention that social problems are public issues which have an impact on a large number of people and are matters of public debate and collective solutions and are not individual or familial ones. Horton and Leslie (1981:4) maintain that "a social problem is a condition affecting a significant number of people in ways considered undesirable, about which is felt something can be done through collective social action." Issues are categorized as social problems only if they threaten the values and goals of a large number of individuals, groups, communities and organizations.

The second important characteristic of the social problem is that it can be redressed

through collective action. Collectivity calls for a group of individuals, organizations and government institutions to mobilize towards a common goal of doing something to reduce or ameliorate the condition. Government institutions and nongovernmental organizations are more effective in eliminating or reducing social problems than persons individually.

Weeks (1992:316) maintains that social problems are solved through approaches which should address the whole collectivity instead of particular individuals. In this context, social problems are solved through community development programmes which are formulated, implemented and evaluated by government and or the nongovernmental organizations.

Lauer (1992:5-6) contends that social problems change over time, they are viewed differently from the perspectives of different individuals and groups, and that they are "an objective, observable state of affairs (for example, pollution), some "thing" that may be studied, measured, and in one way or another, manipulated or changed." Social problems are conditions communities consider as troublesome or threatening to their well-being. The concept of manipulation impose another feature of a social problem, namely that if a condition cannot be controlled or changed, it cannot be considered a social problem. Natural conditions, eg. disasters such as floods, hurricane, winds, and volcano which cannot be caused by social systems cannot be remedied by collective actions, and as a consequence, they cannot be classified as social problems, but rather as natural problems.

Peck and Dolch (2001:91) state that "when members of society recognize a problem, begin publicly to discuss the issue involved, and express a belief that something should be done to solve it, we witness the beginning of social problem." A social problem is therefore visible to many individuals, groups, and or organizations. Social problems are observable and are articulated by those who are stressed by their advent.

Based on the proceeding discussion, it seems as if the concept social problem has the following characteristics:

- it develops when the systems of a particular society fail to support each other,

- it is concerned with issues which affect a number of people or communities,
- social problems can be changed through institutional collectivist approaches which means that government can formulate, implement and evaluate programmes intended to address them,
- social problems are observable and
- a problem is regarded as a social problem by those who are affected by it.

The social problem which is relevant in this study is poverty and therefore, it will be conceptualized in the succeeding section.

2.3. CONCEPTUALIZATION OF POVERTY

In attempting to conceptualize poverty as a social problem, the researcher will divide this section into five parts, namely:

- the first part will define the concept poverty
- the second part discusses poverty as a condition of deprivation
- the third part discusses the classification of deprivation
- the fourth part explains the categories of deprivation
- the fifth part discusses the forms of deprivation.

2.3.1. DEFINITION OF THE CONCEPT POVERTY

"Poverty is a condition of scarcity or deprivation of material resources characterized by a lack of adequate consumption of the necessities of life" (Popenoe, 1995:219). Any definition of poverty which purports that it is a condition of scarcity or deprivation of the economic resources is according to the researcher classified as materialistic. This class of poverty is further indicated by a definition which maintains that "to be poor is to be unable, because of a lack of monetary resources, to secure adequate food, shelter, clothing, health care, recreation, and the other necessities (much less the amenities) of life for oneself or one's family" (Lauer, 1992: 196). It is true that the scarcity or deprivation of the economic resources could lead to the inability of an individual to provide own and family needs.

Poverty can also be classified as a non-material inadequacy in the form of social, political and cultural dimensions of life. For instance, Weeks (1992:315) accepts that “poverty is a condition of mental or emotional, cognitive, interpersonal, opportunity and personal rights deprivation.” For Blakemore (2003:79), it is not only the lack of money that defines poverty but the lack of things which are widely perceived as necessary by society because poverty “is an obstacle to people being able to take part in activities (such as watching television) that are customary in that society.” Popenoe, Boulton and Cunningham (1998:429) add that poverty is a condition of “an exclusion of rural population from the urbanized areas which are characterized with specialized retail businesses and industries which require large workforce and that many deprived people hope that they will be able to find jobs and improve their economic situations in the cities.” Non-material inadequacy are inadequate educational opportunities, unpleasant working conditions and powerlessness (Haralambos & Holborn, 1995:124).

In this context, poverty as a non-material inadequacy is any condition in the life of an individual or community which prohibits them from participating fully in the socio-economic, political and cultural activities of own social systems.

It is thus clear that poverty extends beyond insufficient income as it includes also the inaccessibility to essential services and the marginalisation of the rural population (May & Vaughan, 1999:69). In this context, deprivation is the absence, the failure, inadequacy and obstruction of individuals and communities from reaching resources, a condition which predisposes them to the incidence of poverty.

According to Van Zyl (1995:5), deprivation means “that which is lacking and hence acutely felt.” In this context, Selwyn (2002:3) says “exclusion is not about gradations of inequality, but about the mechanisms that act to detach groups of people from the social mainstream.” Poverty exists therefore where members of society are excluded from the socio-economic mainstream of the communities to which they belong (Haralambos & Holborn, 1995:125).

The researcher is of the opinion that exclusion should have a number of synonyms such as marginalization, detachment, disadvantaged, denied and isolation. Exclusion is a condition which does not accompany poverty, it instead causes poverty. To explain

this relationship, the researcher suggests that the poor became poor because they were prohibited from accessing certain socio-economic areas of the society, such as cities, for example. The poor will be better off if the social policies are designed to bring them closer to the socio-economic, political and cultural resources of society.

Poverty is a condition through which people are measured according to socio-economic, political and cultural resources they have. Poverty is a judgment which a particular segment of society attach to the other segment in order to classify it as living an unreasonable and unacceptable life.

Poverty develops when there is a lack of socio-economic, political and cultural resources in the communities. The suggestion which maintains that poverty is a condition of deprivation requires an in-depth discussion in this section.

2.4. POVERTY AS A CONDITION OF DEPRIVATION

To understand the concept poverty, it is important to look at it as a condition of deprivation which enclose the following elements:

- Distinction between intrinsic deprivation and extrinsic deprivation

- Three categories of deprivation
 - Economic Deprivation
 - Social Deprivation
 - Political Deprivation

- Types of deprivation
 - Material resources
 - Mental or emotional deprivation
 - Cognitive deprivation
 - Interpersonal deprivation
 - Deprivation of opportunity

- Deprivation of personal rights
- Physical deprivation

- Forms of deprivation
 - Absolute deprivation
 - Relative deprivation
 - Cultural deprivation
 - Conjunctural deprivation

In the context of poverty as a condition of deprivation one can firstly distinguish between intrinsic and extrinsic deprivation.

2.4.1. DISTINCTION BETWEEN INTRINSIC DEPRIVATION AND EXTRINSIC DEPRIVATION

In this part, the researcher distinguishes between intrinsic and extrinsic deprivation. Intrinsic deprivation maintains that poverty is caused by the poor themselves whilst extrinsic deprivation maintains that it is caused by the external factors which are beyond to the control of the poor.

2.4.1.1. INTRINSIC DEPRIVATION

Intrinsic deprivation is those conditions which are said to be within an individual or community.

“Intrinsic factors include individual or group/ family pathology in the form of physical and /or psychological dependencies which predispose the individual or family to the development of social problem” (Weeks, 1999:316).

“An alternative view is that the poor are unable to save, and that income cuts will do nothing for the rural poor or unemployed” (Naidoo, 2000:30). Thus poverty is within the social system mainly because the poor fail to participate in activities which can in future set them free from the problem. According to the intrinsic deprivation, poverty is

eminent in communities because the poor actively participate in activities which reward their own personal enjoyment without regard of those activities which reward their well-being. The poor therefore, will only direct their energies towards their immediate gratification such as the consumption of large quantities of drugs and alcohol, commit crime and practice polygamous relationships.

This state of affairs means that community development programmes intended for the poor will not be successful if they do not include strategies intended to change the poor's attitudes and lifestyles. Thus the intrinsic deprivation can be resolved through the residual approach which "involve focusing on individual change and adaptation, with structures remaining intact" (Weeks, 1999:316). Strategies of this kind could be those of addressing for instance substance abuse and alcoholism within the family and community environments.

2.4.1.2. EXTRINSIC DEPRIVATION

Extrinsic deprivations "involve a wider variety of conditions, beyond the control of most individuals and which predispose all persons to the development of social problems" (Weeks, 1999:16).

Extrinsic factors become available in the communities whether individuals like it or not. They usually affect the whole community and as such are external.

The extrinsic factor as a cause of poverty is in this study exemplified by our neighbour, Zimbabwe, whose policy of grabbing land from the commercial farmers and redistributing it to the war veterans who have no capacity of farming has resulted in the collapse of the national economy. This malpractice has turned the "once the breadbasket of Southern Africa into a basket case" (Robinson, 2002:33).

In this regard, the extrinsic deprivation can be resolved through the institutional collectivist approach which propagates the major reform of the socio-economic and political policies or institutions in the country. An example of the institutional modification is reflected in May and Vaughan (1999:67) who mention that that both poverty and inequality in South Africa could be reduced by policies which aim at

redistributing assets, such as land or finance, from the wealthy to the poor.

From the discussion above, the researcher concludes that effective strategies in developing poor communities should include both the intrinsic and the extrinsic approaches in their strategies. People should be motivated to take charge in the community development programmes which are intended to develop them, and at the same time, government should create supportive environments for that development, for example, by providing them with funds, infrastructure, education and training.

Atteh (1999:246) sums that “ Schumacher argues that to alleviate poverty and promote grassroots development in poor countries, development strategies must be human-centred, basic needs-oriented, labour-intensive, local resource-based, community-based, family-focused, participatory, indigenous-controlled, sustainable and self-help efforts that focus on small-scale production.”

An effective intervention into poverty need to be strategized into measurable and operational manner. In this regard, the intrinsic and extrinsic deprivation are broad concepts which need to be divided into small and manageable components, namely: economic exclusion, social exclusion and political exclusion and powerlessness.

2.4.2. CATEGORIES OF DEPRIVATION

Deprivation implies an exclusion situation which according to Davidson and Erskine (1992:12), has three categories, namely: economic deprivation, social deprivation and political deprivation and powerlessness.

2.4.2.1. ECONOMIC DEPRIVATION

Economic deprivation happens when people are denied an opportunity to participate in the community development programmes of their communities in that they have the lowered knowledge, skills and attitudes towards development.

Popenoe, Boulton and Cunningham (1998:428) maintain that “the deprived, the poor, the non-white and unmarried mothers make up the majority of this group.” Blacks, women,

youth and the disabled were not sufficiently employed during the previous South African dispensation, and if they were employed, they were most probably earning less incomes.

Poverty can be the result of economic exclusion especially when the economically active sectors of the society are pushed away from the economic resources of the society. This condition predisposes them to the high incidents of unemployment which usually results into poverty.

People should be equally represented in the socio-economic sectors of their community development programmes. It is reported that to achieve this requirement, the South African government is to “ create jobs that are sustainable, and increase the ability of the economy to absorb new job-seekers in both the formal and less formal sectors” (*RDP White Paper: Discussion Document*, 1994:245).

2.4.2.2. SOCIAL DEPRIVATION

Social deprivation happens when people are excluded from the social activities of their communities because, for instance, they are black, women or the disabled.

The *Rural Development Framework* (1997:9) notes that “ women, and female-headed households are particularly disadvantaged. As a result, three quarters of rural children are growing up in households below the poverty line.”

Ideally, when people are socially excluded from others, they lack of social interaction. A person who does not interact with others cannot learn the basic communication skills from them and as a consequence he/she will be unable to develop him/herself. This results in poverty.

In order to address the question of social exclusion, women, youth and the disabled should be prioritized when contracts are awarded for tenders (*Preferential Procurement Framework Policy*, 2000).

Social exclusion or deprivation shall be addressed when the previously disadvantaged

groups are afforded an opportunity to participate in the social activities of their communities.

2.4.2.3. POLITICAL DEPRIVATION AND POWERLESSNESS

When communities are discouraged into participating in the decision-making processes of their environment and they become powerless, political deprivation develops.

In this context, Taylor (1994:124) mentioned the following about political exclusion: “when people have been denied access to education, health care, housing and work over so many years it is not difficult to understand why there are intense battles over competing claims for power and resources.” Boule (1997:7) adds that in South Africa, “the former homelands were dumping grounds for the young, the old and the infirm.” This resulted in them having little influence on the political direction of the country.

Poverty is closely linked with the political system of societies, meaning that policies which are formulated and implemented by politicians can either increase or ameliorate poverty. Thus, policies which are aimed at marginalizing certain sectors of the society expose those sectors to the hardships and ultimately poverty.

In this context, the political exclusion of the majority of South African communities, advantaged the whites in the previous dispensation. This state of affairs is being addressed by the current *South African Constitution* (Act No. 18 of 1996, Section 19 (1) – (3) (b)) which lists the political rights, namely; to form a political party of own choice, to campaign for the party of choice or causes, the right for fair election and to vote. In this context, the previously disenfranchised will be able to voice their concern with regard to the politics of their communities.

Besides economic exclusion, social exclusion and political exclusion, deprivation can also have different types which are discussed below.

2.4.3. TYPES OF DEPRIVATION

In this study, the researcher utilized Weeks’ (1999) format for classifying poverty as a

condition of deprivation into different types of deprivation according to which it can be conceptualized as a social problem. These types of deprivation are, namely: the material resources deprivation, mental or emotional deprivation, cognitive deprivation, interpersonal deprivation, opportunity deprivation, personal rights deprivation and physical deprivation.

2.4.3.1. MATERIAL RESOURCES DEPRIVATION

Material resources deprivation is when there is inadequate material resources such as income, food and shelter to the communities.

Atteh (1999:248) says that those who are deprived of material resources are “afflicted by absolute poverty and have limited and insufficient food, clothing and housing.” Material resources deprivation also occurs when people cannot get what it is due for them because of the government budget deficits and unemployment. It also includes people who qualify for grants but cannot receive them (*Infrastructure Report*, 2000:29).

The material deprivation is concerned with receiving of social services in the form of observable entities by individuals, groups, communities and organizations.

2.4.3.2. MENTAL OR EMOTIONAL DEPRIVATION

Weeks (1999:315) contends that the mental or emotional deprivation includes all forms of mental illness.

During the apartheid regime in South Africa, for example, political prisoners were detained without trial. This state of affairs was against human rights and mentally and emotionally affected those who were arrested.

“In emotional isolation, a person feels a lack of deep emotional attachment to one specific person. By contrast, people who experience social isolation suffer from a lack of friends, associates, or relatives” (Feldman, 1998:198).

People who are mentally and emotionally isolated cannot actively interact with others.

Oppressive governments in Africa such as Zimbabwe and the Democratic Republic of Congo, for example, still practice this exclusion by putting opposition parties' members in the solitary confinement. In this condition, a person is locked alone in a jail cell and is denied any communication with the outside world.

The mental or emotional deprivation in South Africa has been addressed, in that the arrested, detained, accused and convicted people have their respective rights to protection as contained in *The National Action Plan for the Promotion & Protection of Human Rights* (1998: 86-87).

2.4.3.3. COGNITIVE DEPRIVATION

Cognitive deprivation is the developmental disability which occurs when individuals are handicapped in such a condition that they are unable to do something for themselves.

Carson, Butcher and Coleman (1988:483) mention that people who are cognitively deprived lack of intellectual stimulation and do not positively interact with others and their environments, and as such they are unable to develop themselves. Such people will automatically be poor because they will be unable to manipulate the environment in order to extract resources necessary for their existence.

Cognitive deprivation occurs both naturally and accidentally. Most individuals who are deprived in this way are recipients of the social welfare services, as noted in the *Infrastructure Report* (2000:28) which lists them as children, youth, people with disabilities and the aged. The South African Department of Social Development has formulated programmes specifically intended to assist these categories of persons. One of these programmes, the Poverty Relief Programme (PRP), will be discussed in the succeeding chapter.

2.4.3.4. INTERPERSONAL DEPRIVATION

Interpersonal deprivation is concerned with the relationships which people develop when they interact with each other. Deprivation of this kind is exemplified by when

couples are undergoing a divorce process, domestic violence and different forms of child abuse.

People are inherently social beings who need to belong and participate in social groups. They become deprived interpersonally when they are isolated such as, for example, when they are institutionalized. Carson, Butcher and Coleman (1988:113) explain that “in an institution, as compared with an ordinary home, there is likely to be less warmth and physical contact, less intellectual, emotional, and social stimulation, and a lack of encouragement and help in positive learning.”

People who are deprived of interacting with others develop poor intellectual functioning and major psychological problems (Papalia & Olds, 1992:165). As it has been reported in the previous item, people with psychological defects are poor in general because they are unable to actively improve themselves and their own environments.

2.4.3.5. OPPORTUNITY DEPRIVATION

Deprivation of opportunity is when individuals and communities are denied access to education and training, medical care, fulfilling work and to participate in their community development programmes.

During the previous dispensation in South Africa for example, blacks were deprived an opportunity to own land. They were crammed in the barren land formerly known as homelands. The *RDP Development Monitor* (2001:4) states that “the right to the land lies at the heart of the origin of South Africa’s struggle for political liberation.”

Another example of deprivation of opportunity is the recent privatization of public assets which is in accord with the stipulation of the RDP policy and criticized by Aveleth (1999:71) who argues that the “marginalised rural communities are being unable to access necessary services because they do not have the money to buy those services.”

It is true that poverty is evident in communities where people are deprived of opportunities, such the opportunity for further education, to be employed, to have a

house, to participate in the community development programmes and an opportunity to be involved in the socio-economic and political processes of his/her community.

The deprivation of opportunity is being addressed through the current legislation. This is noted by Aveleth (1999:69) who contends that “ land restitution is the only land reform programme required by the Constitution which is aimed at addressing the injustices of apartheid.”

Deprivation of opportunity will be effectively addressed only when people are afforded an equal opportunity to participate in matters affecting their lives and the economies of their country.

2.4.3.6. PERSONAL RIGHTS DEPRIVATION

Deprivation of personal rights is when the policies do not protect the violation of human rights, people are discriminated against and are generally not free.

When people are discriminated against and are not free, we say they are oppressed.

Democratic states such as South Africa ensure that people are free during all the milestones of their lives. The South African Constitution is in place to ensure accessibility of all to equality and freedom (Act No. 108 of 1996, Sections 9-18).

“Freedom of choice is reflected in provisions that offer recipients considerable latitude in exercising their individual preferences” (Gilbert, Specht & Terrell, 1993:61).

When people’s personal rights are violated say by the politicians and or by governmental institutions, they find it difficult to develop themselves and as a consequence they become or stay poor. People of this kind are said to be oppressed and they do not have much choice to run their lives positively. Oppression stifle the people’s movements to the socio-economic resources of the society.

2.4.3.7. PHYSICAL DEPRIVATION

Physical deprivation is when individuals and communities are infected with diseases which detract them from performing productive actions towards their own development.

Physical deprivation as an absolute poverty is the absence of the minimum requirements to maintain a person's physical efficiency (Atteh, 1999:249). This could result for instance in persons being infested with HIV/AIDS which "is expected to exacerbate the problems of an already poverty stricken population" (Thomas, 1996:18).

It is true most people living with HIV/AIDS have a reduced performance. The RDP intends to facilitate government departments and the nongovernmental organizations towards developing effective strategies of fighting the pandemic (Thomas, 1996:18).

Most of the poverty-stricken sectors of our communities are highly represented by those individuals with physical defects who are unable to exploit their immediate environments. These are, for example, the disabled, children and women.

It is clear that the different types of deprivation can be utilized to describe different dimensions of poverty. From another angle, deprivation can also be stated into four forms of deprivation which can be utilized to explain poverty as a social problem, namely: absolute deprivation, relative deprivation, cultural deprivation and conjunctural deprivation.

2.4.4. FORMS OF DEPRIVATION

In this section, the researcher discusses the four forms of deprivation, namely: absolute deprivation, relative deprivation, cultural deprivation and conjunctural deprivation, as another way to understand the concept poverty as a condition of deprivation.

2.4.4.1. ABSOLUTE DEPRIVATION

The first form of deprivation to conceptualize poverty as a social problem is an absolute

deprivation.

According to Popenoe (1995:219), absolute poverty set an income level below which a person or family cannot sustain a minimal standard of living." Conceptualization of poverty as a social problem in the context of absolute deprivation is an "attempt to establish an economic level below which people are unable to achieve the basic necessities of life" (Sullivan & Thompson, 1994:162).

Every individual or household who earns below the specified level is defined as absolute poor. In the South African context, for example, May, Woolard and Klasen (2000:30) state that "according to these definitions, households that expend less than R352,53 per adult equivalent are regarded as poor, households that expend less than R193.77 per adult equivalent are regarded as ultra-poor." Poverty is defined through a process of first determining the threshold of commodities and then classify persons according to the resources they possess (Mingione, 1996:7).

If an individual or family receives less than it is expected, then an individual or family is classified as poor.

Absolute poverty is a measurement which is utilized to establish a point at which to denote the poverty datum threshold below which poverty begins. Social work practitioners utilize this form of poverty in order to construct means tests which are used when decisions are made as to who qualifies for social assistance and who does not. In this regard, those individuals who are classified as eligible are the ones whose means tests categorize them as falling below the poverty datum line.

2.4.4.2. RELATIVE DEPRIVATION

The second form of deprivation to conceptualize poverty as a social problem is relative deprivation.

"Relative definitions place a certain proportion of the members of any society in the poverty category. An individual is relatively poor if he or she has substantially less than is considered to be normal in a given society" (Popenoe, 1995:219). This is to

say that people are rated poor only after they were compared with others who are classified as non-poor, possess some attributes and live a certain type of life.

Relative deprivation is utilized for the categorization of people into classes such as the lower class, middle class and the high class. The lower class comprises the poor.

According to the relative measurement of poverty, the population is divided into income groups called classes and these classes are arranged in an orderly fashion of being lower class, middle class and higher class (Lauer, 1992:278). The higher class is composed of people who earn high incomes whilst the lower class is composed of those who earn little and are highly represented by poor.

This is an ineffective method of measurement in that, it can classify a person as falling under the lower class due to the income he/she earns without considering other means he/she conducts for generating income, for example, whereas a person is a labourer during the day and owns a business which earns him/her a fortune after work.

2.4.4.3. CULTURAL DEPRIVATION

The third form of deprivation to conceptualize poverty as a social problem is cultural deprivation.

According to Sullivan and Thompson (1994:163), "the cultural deprivation of poverty views poverty not only in terms of how many resources people have, but also in terms of why they have failed to achieve a higher economic level." Curran and Renzetti (1996:107) write that the poor is a group which possesses "beliefs, values and goals that are significantly different from those of the remainder of the population and that this shared belief system perpetuates a particular (that is, a poverty) lifestyle."

Cultural deprivation should answer a question of why the poor became poor not only in terms of the economic element of their life, but also in terms of their social standards of living.

Poverty within the cultural deprivation view is due to a lifestyle which members of the poor groups were socialized into and which they transmit from one generation to the next. People within the poor groups could be economically sound, but their living standards are still infested with the social ills which are frowned by the entire social system, for example, a rich man still receiving stolen goods from criminals.

2.4.4.4. CONJUNCTURAL DEPRIVATION

The forth form of deprivation to conceptualize poverty as a social problem is called the conjunctural deprivation.

Atteh (1999:252) maintains that conjunctural deprivation occurs when self-sufficient people are thrown into a crisis which is caused either by human or nature factors, for example, in the wake of political instability or the advent of natural disasters, respectively. People become victims of wars wherein they are forced to flee their homes as refugees and leave their entire life investment behind. In the same context natural disasters or catastrophies such as floods, winds, drought and fires are able to wipe all the infrastructure and cultivation within a short space in time, leaving communities with nothing to own.

Conjunctural deprivation is well explained in the reports of the advent of famine in Southern Africa today. Munusamy (2002:8), Ntuli (2002:8) and Ka’Nkosi (2002:9) contend that famine is caused by factors such as wars and drought in Angola, drought in Zambia, farm invasion and drought in Zimbabwe, floods and drought in Mozambique, drought in Malawi, poor harvest after heavy rains, frost, hailstorm and tornadoes in Lesotho and bad weather which caused food shortages in Lesotho. Ntuli (2002:8) further contends that “ about 13 million people in Lesotho, Malawi, Mozambique, Swaziland, Zambia and Zimbabwe are threatened by starvation and the World Food Programme has warned of an increase in Aids- related deaths unless sustained food assistance is made readily available in these countries.”

From the above discussions, the study indicated that conjunctural deprivation could be caused by individuals such as wars and ineffective economic policies formulated by tyrants like the Zimbabwean President Robert Mugabe when he grabbed farms from the

commercial farmers. The conjunctural deprivation can also be caused naturally by drought for example, and yet it can be caused by the outbreak of diseases such as HIV/AIDS.

Poverty as a social problem is a concept which is conceptualized through the discussion of the different forms of deprivation, namely: absolute deprivation, relative deprivation, cultural deprivation and conjunctural deprivation.

When poverty is conceptualized as a social problem through different forms of deprivation, it could be mentioned that people are poor because they earn certain incomes which are regarded as falling below the poverty datum line earned by other members of the communities (absolute deprivation/ poverty), they are classified as belonging to a certain class, namely the lower class (relative deprivation/ poverty), they command certain living standards which differ and violate the living standards of the entire society (cultural deprivation/ poverty), and that they are poor because they happened to be victims of crisis caused by fellow-men who caused the political instability in their societies, and or the natural causes such as drought, floods, earthquakes and fires (conjunctural deprivation/ poverty). Deprivation is therefore a manner in which we classify other by comparing their material resources with ours. It is how we classify them into occupational classes, it is how we stigmatize their social environments for not belonging to ours and is the natural and human factors which can declares all people poor.

In order to explain and understand poverty as a social problem or phenomenon, it is also important to consider its different theoretical perspectives which will be discussed in the following section.

2.5. THEORETICAL PERSPECTIVES OF POVERTY

Poverty is a complex phenomenon which is difficult to understand through its definition and conceptualization only. It is well explained if it is discussed as a condition of deprivation. It can also be discussed through other levels such as its causes. All these dimensions cannot wholly explain. There is fortunately yet another effective dimension for seeking to understand and describe poverty as a social problem, namely

through its theoretical perspectives.

The theoretical perspectives are tools which social scientists utilize to explain phenomena that are not very well understood and that they are also utilized to organize and predict the relationship between variables of the phenomena. "Theory frames how we look at and think about a topic. It gives us concepts, provides basic assumptions, directs us to the important questions, and suggests ways for us to make sense of data" (Neuman, 2000:60). For Mouton and Marais (1990:125), a theoretical perspective is an analytical tool by means of which the social scientists are able to make sense of the phenomenon that is being investigated.

Theoretical perspectives of poverty as a social problem are therefore concepts of utmost importance for this study because they enable the researcher to explain poverty from diverse angles. Theoretical perspectives minimize the complexity for understanding and describing poverty as a social problem. In this study, the researcher elected to utilize the three perspectives of poverty which are utilized in the social work profession and were contributed by Weeks (1999), namely: the individualist perspective, the reformist perspective, and the structuralist perspective.

2.5.1. THE INDIVIDUALISTIC PERSPECTIVE

The first theoretical perspective to explain poverty as a social problem is the individualistic perspective.

Weeks (1992:314) explains that the individualistic perspective minimises the significance of social factors in causing problems. According to this perspective, problems are viewed as originating from factors within individuals or small groups.

This perspective describes that poverty is caused by individuals' lack of power to do something about their predicament. It therefore places the blame of poverty on the poor themselves in that they are unable to delay their immediate gratification, they have a kind of culture which will continue to be transmitted from one generation to the next and that if the poor were given an opportunity to advance, they usually destroy that opportunity

through the utilization of drugs, the consumption of large amount of alcohol and committing crime (Lauer, 1992:213).

The individualistic perspective is also known as the functionalist perspective as motivated by Ritzer (1988:202) who says it seeks to explain that social problems are caused by people because of their need to satisfy immediate gratification.

The functionalist/ individualistic perspective maintains that poverty is necessary for the survival of a society. This view maintains that every social class in the society should be represented because classes complement one another, for example, a miner is as important in extracting mineral resources as an undertaker is in burying those who have died. Goodman (1995:115) admits that "when people in those different categories are ranked in some hierarchical order that gives them differing access to social resources, the result is social stratification." It is true that in societies throughout the continent, people are ranked according to wealth, power and prestige.

Society functions well when these groupings or classes are available because it would be difficult, for example, to be in a society without bakers, undertakers, doctors, psychologists, miners, and others.

The poor have a function to the survival of society. Sullivan and Thompson (1994:176-177) listed the functions of the poor according to the individualistic/functionalist perspective as dirty work, menial job for the affluent, social practitioners and cheap goods.

- **Dirty work**

The poor perform dirty work for the social system. A position here is that society needs individuals who will perform the domestic and janitorial work which cannot be performed by those who hold higher educational qualifications and earning high incomes.

- **Menial job for the affluent**

The poor do domestic work for the affluent who on the other hand, are engaged into rendering professional work for the community. Torres, Bhorat, Leibbrandt and Cassim (2000:78) extend that the private, community and domestic services comprise largely domestic services and other services for households which are mostly performed by women and the poor, and are informal and low paying in nature.

- **Social Practitioners**

Poverty is necessary so that social practitioners such as the social workers and psychologists can be usefully engaged in helping them. Gilbert, Specht and Terrell (1993:136) support that “ although services are offered to the entire community, a disproportionate segment of the population in need comes from the lower socio-economic classes.” The poor are more in need of social welfare services than the rich. In this context, the social practitioners are seen as assisting the poor.

- **Cheap goods**

Poverty makes it possible for cheap goods and commodities which are available in the communities to be utilized by the poor. The rich are not visible if the poor are not present. " The poor help to support and symbolize the status of the non-poor by serving as the official "losers" or "underdogs" in the societal race for success" (Sullivan & Thompson, 1994:177).

There is no classless society and as a consequence, the poor are just as important as their counterparts, the rich.

The above functions of the poor asset that the poor perform positive tasks for other groups in the society. The poor assist others, and according to Ritzer (1988:151), they have the right to receive assistance from government for their support to the continuity of the social system. Society should assist the poor and suppress their possible mobilization against the social system.

In order to eliminate poverty through an individualistic perspective, social practitioners should utilize the grassroots mobilization and citizen participation which “is expected to improve the quality of planning, to make programmes responsive to the desires and preferences of local residents, to reduce alienation, enhance the power of the low classes, improve communication between government and the people, encourage moderation and responsibility among the residents” (Vasoo, 1991:1).

2.5. 2. REFORMIST PERSPECTIVE

The second perspective to discuss poverty as a social problem is the reformist perspective.

The reformist perspective views poverty as a product of environmental factors which exclude individuals or communities from the socio-economic, cultural and political resources of the society. According to this perspective, people are poor because their environments predispose them to poverty. This is like when communities living in countries such as Angola, the Democratic Republic of Congo and Ethiopia which are characterized by wars become poor simply because their environments do not have any development programmes in place except the programmes for warring.

According to Weeks (1999:315), the reformist perspective “recognises the causative influence of social factors on social problems and allows for the formulation of state policy to address the social causes.”

According to Popenoe, Boulton and Cunningham (1998:328), the reformist perspective is an effective rallying point through which adherents from all walks of life could be drawn and be motivated to challenge the social change which is regarded as causing social problems.

People will be poor if their socio-economic and political environments are not in accord with the democratic requirement of their communities.

In this regard, social problems are evident in the communities for the mere reason that the socio-economic and political policies indirectly encouraged the development of those

problems. In South Africa, for example, poverty is available because policies of the former apartheid government have excluded the majority of the citizens from participating in the socio-economic, political and cultural mainstream development of the country.

Weeks (1999:316) believes that the environmental factors could be addressed if the institutional collectivist approach is utilized. According to him, this approach is being applied in South Africa today through the RDP's mobilization of both the governmental and non-governmental institutions, the business sector, churches and the foreign communities towards a common goal of fighting poverty. The RDP is a social policy which is developed specifically to reform South Africa.

2.5.3. STRUCTURALIST PERSPECTIVE

The third perspective to discuss poverty as a social problem is the structuralist perspective.

The structuralist perspective has two different camps, namely: the Marxist or socialist camp and capitalist camp.

The Marxist view “ regards social problems as the results of the workings of that particular form of society and that it is impossible to resolve social problems without a change in the nature of that society” (Weeks, 1999:315). The Marxist approach explains poverty by viewing society "as involving a constant struggle between social classes over scarce resources, with some groups managing to capture more of these resources than others" (Sullivan & Thompson, 1994:177).

According to the Marxist view, the social welfare system is a way of regulating and controlling the distribution of wealth. Gilbert, Specht and Terrell (1993:16) state that because in the Western countries the majority are poor, social welfare is therefore “ the handmaiden of capitalist, a mechanism to pacify the working class and keep it subservient.”

To the Marxist school of thoughts, the capitalist system makes policies which are

oppressive towards other communities, because the elite get richer on the exploitation of the poor. The poor are the producers of the commodities but their labour which produces those commodities is paid less in order for the capitalist to make profit. The capitalists view, on the other hand, disclaims that and views poverty as a man-made and personal problem, and therefore does not call for collective action. The proponents of the capitalist view specify that "poverty is caused by one's not having worked hard enough. Being poor, then, is one's own fault" (Sullivan & Thompson, 1994:178). In this way, the poor have available abundant resources and are apathetic in utilizing them to meet their survival needs. The poor are lazy, helpless and have lowered self-esteem.

Kelso (1994:12) submits that "unless the poor are constantly encouraged, cajoled, or even required to become self-sufficient, the danger exists that the poor will become resigned to becoming permanent wards of the state."

Weeks (1999:315) contends that to solve poverty as a social problem, there should be strategies in place to address the individual needs. This is in accord with the capitalist view, who contend that problems of this nature are solved through the active involvement of the poor to improve their own life.

The explanation of poverty from the individualistic, reformist and the structuralist perspectives suggests that there is no single perspective which can successfully explain poverty as a social problem. Those who seek to explain poverty, are compelled to utilize different perspectives so that at the end they are able to develop different strategies to solve the problem.

To develop strategies to solve the problem of poverty, it is however also important to understand the causes and effects of poverty as discussed in the following section.

2.6. CAUSES AND EFFECTS OF POVERTY

Cause and effect are relational concepts in the sense that the former is an independent variable whilst the latter is a dependent variable. Neuman (2000:127) maintains that "conditions that act on something else, is the independent variable. The variable that is

the effect or is the result or outcome of another variable is the dependent variable.” In this context, the independent variable has an influence upon the dependent variable. “In other words, the values that the dependent variable takes on are influenced by the independent variable” (Balnaves & Caputi, 2001:46). In order to explain the relationship between the cause and effect in more detail, Chambers (2000:15) says that a cause is something that comes before the event and is said to have caused it, whilst effect on the other hand, is a consequence.

In this section, the researcher discusses the causes of poverty, namely:

- resource deficiency,
- individualistic deficiency and
- institutional deficiency.

The effects of poverty will be discussed through different environments which interact with individuals and communities, namely:

- psychological/ physical environment
- natural/ social environment
- economic environment
- political environment and
- cultural environment.

The researcher selected only the effects of poverty which are related to the PRP, namely; the sick, women, children, the elder, the disabled, prostitutes, the employed and the working poor, people under welfare, domestic violence and street children.

2.6.1. CAUSES OF POVERTY

In this section, the researcher will utilize a social work guideline which was contributed by Gilbert, Specht and Terrell (1993) who suggest that causes of poverty must be grouped into three categories, namely: resource deficiency, individual deficiency and institutional deficiency.

2.6.1.1. RESOURCE DEFICIENCY

The first cause of poverty is resource deficiency. Gilbert, Specht and Terrell (1993:115) stated that “a lack of resources such as health care and adequate housing is a primary characteristic of poverty and also a factor contributing to its development and perpetuation.” Resource deficiency causes poverty within communities only when government and other nongovernmental institutions fail to provide them with public assistance, community mental health, social services and employment.

Resource deficiency is when the stipulated objectives of the welfare programmes are not met due to some other factors such as shortage of funds, infrastructure and administrative staff. It is therefore addressed through the availability of funds, infrastructure and administrative staff. For example, when a resource in the form of the Medicaid was made available to the American society, then Medicaid is the major mechanism for financing health and long-term care for the poor in the United States (Schneider, 1999:195).

In the South African context, for example, forms of resources are the Adult Basic Education and Training (ABET) and the Small, Medium and Micro Enterprises (SMMEs) programmes.

The shortage, inadequacy, absence or deficiency of resources result in the effects of poverty in communities.

2.6.1.2. INDIVIDUAL DEFICIENCY

The second cause of poverty is individual deficiency and it means that poverty is caused by the norms, values and culture of the poor.

To Gilbert et al. (1993:116), individual deficiency is not a biological factor but rather link with the values, norms and behaviors of the poor who are at fault. In this regard,

the cause of poverty is a result of individuals, families and communities who project unwanted behaviours towards their development.

According to Budlender (1997:521), social capital underlines the importance of social and community relations, norms, and values that hold society together. The poor have their own values, norms and behaviors which differ from those of the entire social system. The poor fail to pursue education, they are lazy to work, they abuse drugs and alcohol, they commit crime and their families are usually very large. This nature of their lives predisposes them to more stresses which are associated with poverty. The poor live in a state of disharmony, and according to this view, there will be peace if they can adapt to the norms and values of the entire social mainstream.

2.6.1.3. INSTITUTIONAL DEFICIENCY

The third cause of poverty as a social problem is institutional deficiency. Institutional deficiency means that it is government's institutional and policy make-up which encourage the development of poverty in communities.

“The basic assumption here is that social welfare institutions not only fail to function properly but also operate in ways that sustain poverty” (Gilbert, Specht & Terrell, 1993:116).

Institutional deficiency is an external phenomenon through which “institutions are now experienced as possessing a reality of their own, a reality that confronts the individual as an external and coercive fact” (Ritzer, 1988:348).

Government institutions which are delegated tasks of formulating, implementing and evaluating social policies are according to the institutional deficiency the causes of poverty, identified as the major contributor to the problem. The institutional deficiency can do more harm of promoting poverty within communities than individual deficiency.

Conclusion

The researcher has so far discussed the causes of poverty which were categorized

into three classes, namely: the resources deficiency, individual deficiency and institutional deficiency. According to the resource deficiency, poverty is caused by the inavailability of resources for the day-to-day existence of individuals and communities. The shortage of amenities such as food, shelter and health care services predisposes individuals and communities to high incidence of poverty. The individual deficiency, on the other hand, maintains that people become poor due to their way of life, this being their standard of living. The institutional deficiency maintains that poverty is caused by the failure of governmental and nongovernmental institutions in adequately formulating, implementing and evaluating policies and programmes to improve the qualities of lives of individuals and communities. When the resources deficiency, individual deficiency and institutional deficiency were not met, people and communities become poor. The causes in this regard are the independent variables in that they cause poverty. Poverty is a result of the cause and is thus a dependent variable.

Poverty is a complex entity which cannot be viewed through a single incident in the socio-economic, political and cultural lives of people. Along this backdrop, the researcher will discuss the effects of poverty through a number of observable and quantifiable dimensions, known as environments.

2.6.2. EFFECTS OF POVERTY

Even when the causes of poverty were classified into the resources deficiency, individual deficiency and institutional deficiency in order to explain it as a social problem, there is still a necessity to discuss its effects on the individuals and communities. The effects of poverty on the individuals and communities are so complex it become difficult to identify them on single incidents on the socio-economic, political and cultural lives of the individuals and communities. In this context, the researcher will discuss the effects of poverty through the observable and quantifiable dimensions of the individuals and communities, hereby regarded as their environments.

“External influences, or environmental influences come from people’s experiences with the world outside the self” (Papalia & Olds, 1992:8). An interaction between an individual and own environment is called ecology which Lombard (1991:14) maintains is “ a science which studies the relationships between organisms and their environment

and which describes, analyses and evaluates the underlying interaction which occurs between organisms and their environment.” In this context, the researcher is of the opinion that the different environments could be successfully utilized to explain the effects of poverty on the individuals and communities. The different environments of individuals and communities are entities which this study utilized in order to accurately observe and quantify the incidence of poverty.

When poverty affects individuals and communities, it becomes evident through their environments which are observable and quantifiable. Social work practice has developed different environments as dimensions through which the effects of poverty on individuals and communities could be measured. These environments were contributed by Swanepoel (1992) and are as follows: psychological environment, natural/social environment, economical environment, political environment and cultural environment.

Swanepoel (1992:25) says “the environmental aspects on all the above-mentioned levels may be experienced by the community worker as constraints.”

Stewart (1992:124) defines effect as “ assessing the impact” and explains that it is largely a matter of researching. For this author, effects on an agency, for example, could be measured in terms of changes in a number of clients and the expenditure incurred. According to Schram and Soss (1999:93-97), for example, effect means the measurement of say the migration of welfare recipients from the rural areas to the cities.

Effects are therefore obtainable through the measurement of the conditions of individuals and communities before and after the outbreak of poverty in their environments.

2.6.2.1. PSYCHOLOGICAL ENVIRONMENT

The first individual and community environment through which the researcher discussed the effects of poverty is the psychological environment.

According to Swanepoel (1992:30), the psychological environment is not easily

observable and measurable. When people are subjected to unpopular environments, their physical and psychological well-beings are retarded.

“Unpredictable events affecting our physical selves, such as injury-producing accidents and diseases, with possible consequent pain and infirmity, strike all of us from time to time and upset our normal equilibrium” (Carson, Butcher & Coleman, 1988:102). The effects of poverty are therefore observable and quantifiable through looking at the psychological and physical states of individuals and communities and determine what has occurred overtime. In this context, the researcher selected to discuss the psychological and physical environments of the sick in order to delineate the effect of poverty them.

- **THE SICK**

In South Africa, people in the rural areas are more prone of being affected by diseases such as tuberculosis, measles, malaria, cholera and typhoid because of the inavailability of the health care facilities in their environments.

May, Woolard and Klasen (2000:37) agree by suggesting that although the rich were found to be of poor health as compared to the poor, the poor themselves suffer a great deal of illness such as tuberculosis, diarrhoea, fever and malnutrition. Poor health is noticeable through the high level of infant mortality rates, unequal distribution of health care services and the exclusion of communities from political control over health care matters.

The poor have no access to clean piped water, adequate healthy foods, housing, sanitation, and the poor cannot afford to pay for the private medical aid insurance. The poor are more probably affected by the HIV/AIDS epidemic than the rich, this being because they lack of nutritional food in their bodies.

Marcus (2000:17) has noted that “an estimated 13 million Africans have died in the two decades since the start of the epidemic and 23 million people or 70 per cent of all adults and children presently living with HIV are found in this region.” LoveLife (2001:4) supports by saying that “Sub-Saharan is the worst affected region, having around 70% of the global total of HIV-positive people.” When the Sub-Saharan region suffers from the

epidemic, South Africans are also affected. This is due to the relaxed South African immigration policies which allow aliens to enter and leave the country as they wish without being seriously prosecuted.

The number of people affected by the HIV/AIDS disease is increasing by day (Shevel, 2002:6). The number of people affected with HIV/AIDS in South Africa will continue to rise at an alarming rate. *South African Yearbook* (2000:455) has depicted the seriousness of this situation by stating that “nearly four million South Africans are infected and living with the disease, with an estimated 1500 infections taking place daily.”

An investigation on the psychological and physical environments of individuals and communities in the South African context provides this study with yet another dimension of poverty as a social problem, namely: an increase of orphans and the emergence of the child-headed family due to the advent of HIV/AIDS.

South African government and non-governmental organizations are concerned that this increase in HIV/AIDS victims will automatically mean an increase in the number of orphans. “Orphans are perhaps the most tragic and long-term legacy of the HIV/AIDS epidemic. Caring for them is one of the greatest challenges facing South Africa.” These children will grow as street children, being delinquent or they will form the child-only families and will live a traumatized life after the long illness and death of parents (LoveLife, 2001:10-11). The outbreak of HIV/AIDS in South Africa does not only mean waiting for death of those affected, it also means the procreation of a society which is infested with all forms of social ills, the increase in the number of those affected, increased government spending and the crippling of the socio-economic, political and cultural standing of the society.

Government should conduct HIV/AIDS effective awareness campaigns throughout the poor communities. This requirement is reported to have been satisfied because an intersectoral collaboration between local, provincial and national government departments, the RDP, the communities and the district health committees has been established to address problems of HIV/AIDS (Hambridge, 1995:3). The Minister of the Department of Social Development, Zola Skweyiya reported that his department has

mobilized communities, traditional leaders, churches and NGOs towards making people more aware of the catastrophic proportions of HIV/AIDS (Laurence, 2001:17-18).

This venture will be effective in addressing the problem of this disease only if the government becomes more supportive to its programmes. But yet, De Lille (2000:21) has noted a limitation when she wrote that “the HIV/AIDS epidemic still remains a non-issue in the eyes of SA’s President.” This concern is most distressing to those who are affected by the disease and who are waiting for government to supply them with antiretroviral drugs.

2.6.2.2. NATURAL/SOCIAL ENVIRONMENT

The second individual and community environment through which the researcher discussed the effects of poverty on individuals and communities is their natural/social environment.

The researcher selected to discuss both the natural and social environments together because this study is about the evaluation of a social programme with an aim of improving its effectiveness in developing the environments in which individuals and communities live.

Natural/ social environment consists of people who live in a geographic physical area. This environment is composed of human component which Lombard (1992:15) maintains is the social structure and the interaction between individuals and their immediate organizations. According to Swanepoel (1992:25-26), the natural environment explains the availability of resources, whilst on the other hand, the social environment is about how society is stratified. This means that the weakest sectors of the communities receive lesser resources than the most powerful ones.

The effects of poverty on individuals and communities can easily be observable and quantifiable through the investigation on the natural/ social environment of the women, children, the elderly and the disabled.

- **WOMEN**

It has been stated earlier in the introduction of this chapter that poverty in South Africa affects people according to their sexual orientation. In Figure 2.1, the researcher reflected that poverty was during 1995 highly concentrated on women in all the South African races, namely: blacks, coloureds, asians and whites with 50%, 28%, 24% and 9%, respectively (Popenoe, Boulton & Cunningham, 1998:378). This is so because women have a lesser opportunity to pursue education than men, they have an obligatory task of caring for children and the households and that they were oppressed by the previous socio-economic, political and cultural dispensation of the country.

Although the oppression of women is being corrected by the current legislation such as for example, the *Commission on Gender Equality Act*, No. 39 of 1996 and *Employment Equity Act*, No. 55 of 1998, the poor status of women in South Africa has not improved. This has been noted by LoveLife (2001:10) which states that women are more vulnerable to socio-economic impacts and that their unemployment rate is still far higher than that of men.

Sullivan and Thompson (1994:170) write that a development that has been viewed with some alarm in recent years is what has been labeled the "feminization of poverty," referring to the growing number of women among the poor. Indeed the feminization of poverty is a concept which is known by Wells (2001:126) who contends that "women are overrepresented among the country's poor." The first reason behind the feminization of poverty is that women carry a burden of taking care of themselves, their own children, their parents and other relatives in their families. The second reason behind the feminization of poverty is that the female-headed family is growing among black population both in South Africa and abroad because "black women are less likely to get married, more likely to get divorced, and of those who do get divorced, fewer are inclined to remarry than their white counterparts" (Kelso, 1994:96).

Women need to be empowered, they should be educated and trained and they should be afforded opportunities for well-paying jobs in order to emancipate them from the harsh conditions of poverty.

- **CHILDREN**

Children are another sector of the social system which is physically, mentally and socially incapable of competing for the societal scarce resources for existence.

The *National Social Welfare and Development Plan* (1994:55) reports that “ it is estimated that of the total population of youth under 19 years, 78% are under 15 years of age and the majority of these are children who live in the rural wastelands where the levels of poverty of all sorts are extreme.”

Children could be saved from poverty only if government enhances their accessibility towards education and other forms of social grants. Children learn better when they have eaten. Children from the poor households who did not have their breakfast will find it difficult to concentrate on school activities when hungry. Fortunately in the South African context today, there is a programme in place to meet their nutritional requirements which is called the Primary School Nutritional Programme. In this regard poor children are enabled to receive both educational and nutritional requirements.

- **THE ELDERLY**

It is apparent that the older we become the less physically, mentally and socially we become, and thus this condition renders us being incapable of taking care of ourselves and our significant others. This is to mean that the more older people become, the more closely they resemble children and the disabled. The elderly are therefore another sector of the community which is weak to effectively compete for the scarce resources and as such, this condition predisposes them to poverty.

Old age is growing by day and it becomes part of poverty because it is associated with a drop in income and a drastically change of lifestyle.

The aged according to Giddens (2001:165), "face a combination of physical, emotional and material problems that can be difficult to negotiate." The author goes on to view ageism as discrimination against people on the basis of their age, and that it "is an

ideology just as sexism and racism are" (Giddens, 2001:166). For Walker (1992:89), "the high incidence of poverty and low incomes among elderly people is reflected in other measures of discrimination."

In South Africa today, the social welfare system is so effective that there are few elderly who are marginalized from receiving their old age grants. Aging becomes an effect of poverty when the aged are compelled to use their monthly pension to provide for other members of their families such as own children, grandchildren and other members of the extended family who do not work.

- **THE DISABLED**

According to this study, the effect of poverty on individuals and communities is observable and measurable when we investigate the natural/social environment of the disabled.

The disabled are individuals who are unable, due to their physical, mental and emotional deficiencies, to work for themselves.

Infrastructure Report (2000:27) defines the disabled as "people with physical or intellectual disabilities which render them unable to work and support themselves."

Ka'Nkosi (2002:4) add that "the code defines disability as any form of physical or mental impairment in the long term, or recurrence patterns that substantially limit an individual's prospect of entry and advancement in employment."

In South Africa, a number of the disabled persons is increasing as reported by Budlender (2000:130) who maintains that "about 5% of all South Africans are disabled, with older people more affected than younger, and serious eye disability being the most common form." The *South African Yearbook* (2000:455) supports by adding that "according to the White Paper on an Integrated National Disability Strategy, between five and 12% of the South African population are moderately to severely disabled."

The disabled are poor because the socio-economic and political policies within the

society are discriminatory against them. New policies intended to protect the disabled should be put in place. In a response to protect the disabled within the South African context, the Minister of Labour launched the Code of Good Practice on the Employment of People with Disabilities on the 19th August 2002 which “sought to regulate the protection of people with disabilities in the workplace and open opportunities for businesses to employ more disabled people” (Ka’Nkosi, 2002:4). Indeed because this code is enforceable, South Africa will see a society which treats its disabled with dignity and overcome their poverty status by connecting them with employment opportunities countrywide.

The natural/ social environment is about the availability of resources necessary for the day-to-day existence of individuals and communities and that these resources are distributed along the power, that is, the weaker sectors of communities gain less resources than the powerful ones. The researcher has discussed the effects of poverty on individuals and communities through the observation and quantification of the natural/ social environments of the women, children, the elderly and the disabled. These categories were identified as weaker than other sectors of the communities because they are incapable of actively competing for the scarce socio-economic, political and cultural resources for their own survival.

2.6.2.3. ECONOMICAL ENVIRONMENT

The third effect of poverty on individuals and communities is discussed through their economical environment.

The economical environment is an important determinant of the type of a living condition of individuals and communities. “Aspects such as the availability of money, the level of deprivation of the people concerned, and the level of vitality of the internal economic system are important considerations for any project” (Swanepoel, 1992:28). “Economic difficulties and unemployment have repeatedly been implicated as factors that enhance vulnerability and therefore lead to elevated rates of abnormal behavior” (Carson, Butcher & Coleman, 1988:131).

People who are economically deprived have a high probability of becoming poor.

There are quite a number of effects of poverty on individuals and communities which are available in the study of poverty as a social problem. In this regard, the researcher selected to discuss the economical environments of the prostitutes and the unemployed and the working poor in order to observe and measure the effects of poverty.

- **PROSTITUTES**

The economical environment of prostitutes is observed and measured in order to explain the effects of poverty on individuals and communities. Prostitution is a process through which individuals who were probably raised in the poor family backgrounds, obtain money and other socio-economic resources in exchange with sex.

It is a fact that most prostitutes are coming from the poor family backgrounds and that they practice their profession as a means of obtaining money for survival (Carson, Butcher & Coleman, 1988:505).

Prostitution can be defined as "the granting of sexual favours for monetary gain" (Giddens, 2001:133). Prostitutes and their clients are not intimately related and as such the women are treated as exotic objects by men. According to Curran & Renzetti (1996:371-372), "prostitution is closely related to drugging and it offers greater financial gains than other petty offences."

If there has been enough job opportunities accompanied by competent economy in South Africa, the researcher believes prostitution could have been minimized. An increase in prostitution is therefore determined by an increase in poverty.

Giddens (2001:136) stated a factor which leads to prostitution as "it might seem that men simply have stronger, or more persistent sexual need than women, and therefore require the outlets that prostitution provide." In this way, it means there would be no prostitution if there were no clients for the prostitutes. Men's permissive behavior exuberates the effect.

Prostitutes make money through selling their bodies and they are also at high risk of being contaminated with diseases such as HIV/AIDS and sexual transmitted diseases,

and of being emotionally, socially and physically abused.

Prostitution can be addressed through an individual change and the supportive to change by the welfare bureaucracy (Nathan, 1999:131). The institutional deficiency element of this intervention will be discussed in detail when the researcher explain the objective of the PRP which is aimed at addressing the rehabilitation of criminals and prostitutes in the succeeding chapter.

Another effect of poverty which is discussed through the economical environment of individuals and communities is the condition of the unemployed and the working poor.

- **THE UNEMPLOYED AND THE WORKING POOR**

The effect of poverty on individuals and communities is observed and measured through the economical environment of the unemployed and the working poor in this part.

Poverty is a twin brother of unemployment and the lack of the latter opens gates for backwardness in the society. Carson, Butcher and Coleman (1988:131) maintain that unemployment hits individuals hard by putting them at the bottom of the social ladder where they will suffer all forms of pain and exclusion. De Lille (2000:21) writes that South Africa is sitting on a time bomb because “ this untenable situation stems from social crises arising out of accelerated poverty, unemployment, and family and community violence.”

Unemployment is a public enemy in most nations. It is a problem which is concentrated in the rural areas because these areas are unable to absorb the abundant labour force. Unemployment is caused by surplus workforce which is not on demand by the labour market. The South African government has introduced programmes such as the Small, Medium and Micro Enterprises (SMME's), the black economic empowerment (BEE) and the local economic development (LED) as its strategies to create jobs for many who are unemployment.

The other category of people who are trapped into poverty are the working poor,

meaning those who actually work but earn very little incomes.

Even if few employment opportunities in South Africa are available, their remuneration is far below to meet the households requirements, this condition drags the households further into poverty.

Sullivan and Thompson (1994:172) say that "despite common misconceptions, many adults below the official poverty level actually work for a living." This is a group which work but earn very little. This is acknowledged by a statement which says "about a quarter of those officially living in poverty are in work anyway, but earn too little to bring them over the poverty threshold" (Giddens, 1993:247).

In this study, the researcher identified the domestic workers as an example of the working poor.

Domestic workers are workers who are employed by families to perform the supportive functions for members who are employed, schooling, ill, in business and travelling. The domestic workers offer support for the family members to run their socio-economic, political and cultural trends outside the households with minimum disturbance by their significant others. Families instead pay the domestic workers very little in return.

There should be policies in place which are intended to protect the incomes of the working poor.

The Department of Labour promulgated the Domestic Worker Sectoral Determination which is aimed at protecting the working conditions and setting the minimum wages of between R480 and R800 for the domestic workers (Ramashia, 2002:19). According to this author who is also the director-general for the department, the department has transferred R120-million "to the Services Sector Education and Training Authority to address the skills gaps of domestic workers." The South African government is surely doing something to improve the condition of the working poor. This strategy should be co-opted with measures intended to discourage the unfair dismissal of the working poor from jobs.

The researcher has discussed the effects of poverty on individuals and communities through the economical environments of the prostitutes and the unemployed and the working poor which he maintained that they are observable and quantifiable.

2.6.2.4. POLITICAL ENVIRONMENT

The fourth environment which is observed and quantified in order to discuss the effects of poverty on individuals and communities is the political environment.

It should be mentioned here that the political environment of the society is the most important determinant of poverty, because “no development effort stands totally outside of politics” (Swanepoel, 1992:26). When social work practitioners discuss the effects of poverty on individuals and communities through the discussion of their political environment, they concentrate on how individuals are placed in the social system and on how much political influence they wield on each other and the system as a whole. The previous political environment in the South African context provided whites with more power to distribute resources in their own favour, a condition which excluded other racial groups and predisposed them to poverty.

Politicians should develop effective social policies and programmes which will improve the lives of the poor. The researcher selected to discuss the people under welfare as an effect of poverty on individuals and communities.

- **PEOPLE UNDER WELFARE**

People who are under welfare and continue to receive public assistance are mostly poor. The grants they receive are highly minimal as compared to the market related requirements of the current economy and are accompanied by bad bureaucratic process.

People who receive the public assistance grants are means tested so that grants are given to the eligible recipients who earn below the poverty datum line, who are citizens and fall under the categories which are targets of the assistance.

People who receive the social assistance are the aged, disabled, veterans, women with dependent children and children under foster care. Money paid to these categories of persons is according to the *Social Assistance Act* (Act No. 59 of 1992, Chapter 1) termed the grants. Only money paid to the blind is still according to this stipulation called the blind person's pension.

Grants do very little to improve the lives of people, especially in a situation where pensioners share their taking with other members of family who are unemployed. Poverty puts more stress on the people under welfare.

But still some argue that these grants assist in alleviating poverty such as a statement which reads: "for many households, the grants received by one household member are the only means of survival for the whole household" (*Infrastructure Report*, 2000:27).

People under welfare were discussed as an effect of poverty through which the political environment could be observed and quantified.

The researcher will discuss the cultural environment of individuals and communities through the effects of poverty, namely: domestic violence and the street children in the succeeding item.

2.6.2.5. CULTURAL ENVIRONMENT

The fifth environment which is observed and quantified in order to discuss the effects of poverty on individuals and communities is the cultural environment.

"The cultural environment is perceived as one of the biggest stumbling blocks to development" (Swanepoel, 1992:28). According to Papalia and Olds (1992:405), cultural environment affects our social clocks so that what a sector of the community regards as right and proper, the other sector of that particular community views it as indifferent and against the norms and values of the entire community. Earlier in this chapter, the researcher maintained that the individualistic perspective explains that the poor have their own culture which is characterized by the high incidence of crime, violence and divorce.

The researcher selected to discuss the cultural environments of the domestic violence and street children in order to discuss the effects of poverty on individuals and communities.

- **DOMESTIC VIOLENCE**

The South African media is full of domestic violence news these days. Domestic violence is spouse battering and could also be accompanied by other forms of women and children physical and sexual abuse.

Most abuse of this nature is found to be taking place within households. Domestic violence was identified as one of the effects of poverty within the South African context. LoveLife (2001:10) notes that women who do not work and are living in the female-headed families have a high level of economic maltreatment and that 13% of them are beaten by their partners.

Miller (2001:108-109) write the following paragraph to explain domestic violence:

One commonly accepted definition of domestic violence might be that domestic violence involves a continuum of behaviors ranging from degrading remarks to cruel jokes and may involve punches and kicks, false imprisonment, sexual abuse, maiming assault, and even homicide. If left unchecked, domestic violence increases in frequency and severity. Victims of domestic violence suffer all forms of abuse, with many of them reporting that the emotional and verbal abuse is as destructive as the physical abuse.

Stanko (1992:187) admits that "behaviour referred to as wife battering- the violent action on the part of husband against wife- includes forms of pushing, kicking, slapping, throwing objects, burning, dragging, stabbing or shooting."

Spousal abuse is mostly in the form of wife- battering, which the husband utilizes as a means to maintain power and control over his wife or woman and sexual abuse.

As was discussed through the individualistic perspective of poverty earlier in this chapter, the poor have their own culture which is characterized by high incidence of crime, violence and divorce, the researcher suggests that spouses who abuse each other are mostly socio-economically low in nature, that is, they are poor and have poor educational background.

Government should formulate policies which are intended to reduce the rate of domestic violence. There is a legislation intended to address domestic violence in South Africa (*Domestic Violence Act* of 1998, Act No. 119 of 1998).

Parents in the poor households are incapable of providing their children with the necessary parenting styles. In this regard, this condition leaves some children with little choice than being the street children.

- **STREET CHILDREN**

When a family, single-headed or complete cannot provide for children's social, economic and cultural needs, due to poverty or death of parents through communicable diseases such as tuberculosis, diarrhoea, fever, cholera and HIV/AIDS, they become delinquent (compare May, Woolard & Klasen, 2000:37; Lovelife, 2001:11.)

Papalia and Olds (1992:362) explain that a delinquent is a young person who is truant, has run away from home and has done something else that is ordinarily not considered criminal - except when done by a minor.

The most represented type of delinquents in South Africa are the street children. Street children are poor in nature. They lack material resources such as shelter and clothing, they lack of hygienic food and that some studies have shown that they are stressful, are anxiety laden, they show emotional regression and that they lack of real connectedness with the environment (May, Woolard & Klasen, 2000:44).

Children who end up being street children were previously emotionally and physically abused by their household members. Some of these children had nothing to eat at home and lack of adequate educational and parental supervision during their developmental

stages. Parents should improve their behavioural patterns when relating with their children. Parents and other significant members of the families should be supportive and loving towards the children.

Conclusion

Poverty is a complex concept to discuss. Social work practitioners have developed a strategy to discuss its effects through a number of environments which interact with individuals and communities. These environments are observable and quantifiable and are as follows: psychological/ physical environment, natural/ social environment, economic environment, political environment and cultural environment.

Immediately after becoming observable and measurable, the environments of individuals and communities can be effectively manipulated in order to improve the lives of the poor. In other words, social work practitioners are able to develop strategies intended to improve the qualities of life for the poor through the interventions on these environments. These strategies will be discussed in the succeeding section.

2.7. STRATEGIES FOR ELIMINATING POVERTY

The environments mentioned above are entities which social work practitioners should observe and measure in order to be able to report whether the effects of poverty are present in the communities. This information will enable practitioners to develop effective strategies for eliminating poverty. In this section, the researcher discusses the effective strategies for eliminating poverty.

Ritzer (1988:256) says “strategic action involves two or more individuals coordinating purposive-rational action in the pursuit of a goal.” According to Lombard (1991:126), a strategy is a predetermined comprehensive course of action to be taken in order to attain a specific goal or aim.

A strategy therefore is a well-planned action which has been developed and identified as most effective in reducing a phenomenon. Strategies are aimed at attacking parts of the phenomenon and their achievement is the reduction or amelioration of that problem.

This section discusses the strategies for eliminating poverty as a social problem, namely:

- education and training,
- entrepreneurial opportunities,
- redistribution of resources,
- infrastructure development,
- improvement of the poor's standard of living,
- government's involvement,
- competent economy,
- full employment,
- community revitalization programmes and
- social security programmes.

2.7.1. EDUCATION AND TRAINING

Most people who have poor educational and training background, have a probability of being poor. This is because education has an advantage of promoting self-support in communities, and without it, communities become dependent and apathetic (Caputo, 1995:15).

Kelso (1994:49) asserts that "if poverty was a result of too many individuals being ill-prepared and unqualified for the demands of the job market, the obvious solution to the problem was to improve their educational skills."

Government through its institutions should make sure that the poor receive adequate education and training which is job-related and will enable them to secure good-paying jobs.

In South Africa, the government has introduced the Adult Basic Education and Training Programme (ABET) which enables the governmental departments to establish public centres wherein the previously disadvantaged groups are afforded an opportunity to be educated and trained. These centres are funded by government in accordance with the

stipulation of the *Adult Basic Education Act* (Act, No. 52 of 2000 Section 21(1)) which promulgates that "the Member of the Executive Council must from money appropriated for this purpose by the provincial legislature fund public adult basic education and training on a fair, equitable and transparent basis." This process makes it possible for education and training to be easily accessible to the disadvantaged groups, thereby reducing the high levels of illiteracy and poverty.

The ABET programme in South Africa is reported to have achieved more than it was targeted for during 1999 when it increased the quality of provisioning and delivery, and "reached 300 000 ABET learners, whereas the target set in the MYIP was 177 000 learners" (*South Africa Yearbook*, 2001:439). MYIP stands for Multiyear Implementation Plan.

2.7.2. ENTREPRENEURIAL OPPORTUNITIES

A second important strategy for eliminating poverty is to develop opportunities for small and medium entrepreneurial in order to enable the poor to climb the ladder out of poverty.

The entrepreneurial opportunities can be "well-developed and systematically administered welfare programmes, in conjunction with government policies which actively assist in keeping down unemployment, reduce poverty levels" (Giddens, 1993:247).

In the South African context, Rogerson and Vaughan (2000:231) write that "the national government views the small, medium and micro enterprises (SMMEs) as key instruments for attaining several different objectives- black empowerment, employment generation, income distribution, and the enhancement of competitiveness, particularly of small-scale manufacturing operations."

Small, Medium and Micro Enterprises (SMMEs) ensure the increased job opportunities for individuals, groups and or organizations. SMMEs need support from government and nongovernmental organizations in order to sustain. This is included in a statement which says " Small, Medium and Micro Enterprises (SMMEs) also stand to benefit in line

with the government's stipulation that partners from the emerging sector must be included in all tender contracts" (Enterprise, 1998:40).

SMMEs have limitations as well. From a South African perspective, Parks Mankahlana noted that the SMMEs are incapable of operating and reducing poverty when he commented that "we are not going to create employment for the underclass by launching big Stalinist parastatals. The tragedy in this country is the people do not have the experience and expertise required to run small businesses" (Haffajee, 2000:36).

The SMMEs strategy is weak in generating employment because entrepreneurs need financial assistance to kick-start their businesses. This assistance is always absent. When people are forced to finance their businesses with the little that they have invested, it is more likely that their businesses will generate few jobs which are of poor standard.

2.7.3. REDISTRIBUTION OF RESOURCES

According to May (2000:7), the Poverty and Inequality Report (PIR) has suggested that the most effective tool to fight poverty is to uproot the forces which were brought by the vicious circle of poverty in South Africa and channeling income, wealth and opportunities to people.

Programmes which are within the context of the Reconstruction and Development Programme (RDP) are well designed to redistribute resources to the marginalized communities. An example of these programmes is the *Preferential Procurement Policy Framework Act of 2000* (Act No. 5 of 2000). According to this act, government tendering contracts will be awarded to the previously disadvantaged communities.

Poverty alleviation policy programmes should be designed in such a manner that they will assist communities to escape the stress of poverty whilst at the same time without fostering the cycle of dependency on the part of communities.

2.7.4. INFRASTRUCTURAL DEVELOPMENT

An effective way of eliminating poverty is through infrastructural development because during its process, community members will be educated and trained, employed and that they will develop future life skills which will enable them to escape poverty.

During the construction of an infrastructure, there are many activities which take place and involve community participation. The most effective strategy for involving individuals towards development is through citizen participation. Gilbert, Specht and Terrell (1993:133) agree that “ the strategy of citizen participation is aimed at redistributing decision-making power between agencies and clients.”

Government should develop programmes for the infrastructure construction such as buildings, roads, dams and sanitation for the communities to participate in them and thereby developing themselves.

In South Africa, this task has been attributed to the local government organization, namely; the Municipal Infrastructure Investment Framework which "sets basic policy guidelines for investment in infrastructure for water, sanitation, roads, stormwater, energy and solid waste removal infrastructure in disadvantaged areas" (Stavrou, 2000:143).

The strategy for the development of infrastructure in order to eliminate poverty is supported by the researcher for the reason that when infrastructure is being constructed, more people are employed and they are educated and trained as they interact with one another and the project.

2.7.5. IMPROVEMENT OF THE POOR'S STANDARDS OF LIVING

Lauer (1992:213) maintains that “the poor are not only poorer, they are also probably less happy than the rich, and they depart markedly the less deprived on virtually every measure: behavior, values, morality, personality, interest, aspirations, life styles and the like.”

Popenoe (1995:221) adds that the poor must be blamed for their own misfortune because “ they are lazy to work or because their immoral behavior has resulted in large and often broken families.”

In this view, it means the poor are poor because they want to be poor and that they are not prepared to improve their circumstances. The strategy to eliminate poverty through improving their standard of living is effective since development cannot be taken to the people but rather the people should take active participation into their own development.

In order to eliminate poverty through this strategy, the poor must be motivated to make use of opportunities available to them (Giddens, 1993:277). From a community development point of view, this could be realized through citizen participation which Van Zyl (1995:10) maintains “people (individuals) are to be the main actors in human scale development, with government playing the guiding, enabling and facilitative role.”

The poor should be motivated to change their personal standards of living. They should be for example, encouraged to have smaller families through the application of effective contraception and they should be encouraged to suppress their desire to satisfy their immediate gratification and limit their consumption of substances and alcohol.

2.7.6. GOVERNMENT'S INVOLVEMENT

In general terms, government is normally the hope for the elimination of poverty in a society.

Kelso (1994:15) suggests a process which government should follow in eliminating poverty, namely: "if the government is making progress in fighting poverty, we need to (1) ask what its objectives are, and (2) decide in light of these objectives what resources, available to low- income individuals, should be counted in determining whether they fall above or below the poverty line." Government should have its main objective therefore, to fight poverty through the available effective methods.

Smelser (1995:197) lists the strategies which the US government used during the President Lyndon Johnson's war to eliminate poverty, namely: "tax cut, manpower

training programs such as CETA, educational programs such as Head Start, and increased welfare payment."

There are programmes which the government can introduce in order to eliminate poverty, such as for example, the PRP, which the researcher intends to evaluate in this study. Government intervention can indeed solve poverty. Giddens (1993:247) gives an example in which government intervention through community development programmes in Sweden has almost completely eliminated poverty.

Since 1994, the South African government through the RDP has mobilized both governmental departments and the non-governmental organizations to fight poverty through different programmes such as the Community Based Public Works Programme, the Community Based Nutrition Programme, the Local Economic Development Programme, the Poverty Relief Programme and others. These programmes have as their main aim to reduce poverty through job-creation. In South Africa, these programmes were not as effective in job-creation as the above mentioned programmes in Sweden. This limitation was captured by a conclusion which states "but there is a growing realisation that there may never again be full employment in South Africa (Popenoe, Boulton & Cunningham, 1998:376).

2.7.7. COMPETENT ECONOMY

Government should facilitate competent economy in order to eliminate poverty in communities. Kelso (1994:205) maintains that "if the economy turned sour, it would be harder for individuals to work their way out of poverty. We need a healthy economy that can successfully generate an ample supply of jobs."

Poverty in South Africa is severe and it will possibly stay for more years than government has anticipated. Gumede (2001:16) states "both unemployment and poverty in South Africa are structural, and our apartheid past has a great deal to do with it. Local labour, which is largely unskilled, faces a decline in job opportunities as the economy becomes more service- and knowledge- based."

Governments should correct their economic policies in order to wage war against

poverty.

As an example, *Enterprise* (1998:52) notes that the South African government has adopted the Growth, Employment and Distribution (GEAR) strategy in order to create 400 000 non-agricultural new jobs a year. The GEAR will be able to do this through the development of the Spatial Development Initiative and the Small, Medium and Micro Enterprises (SMMEs). This was intended "to open the doors of business to those previously excluded by the apartheid system and to enable them to access such opportunities" (*Enterprise*, 1998:52). A viable economy is able to reduce poverty, but unfortunately a strategy like the GEAR in South Africa is heavily criticized by the left wing within the ANC and its alliance, the SACP and COSATU.

GEAR's main objectives are to downsize government spending on salaries paid to public officials by reducing the workforce and outsourcing the functions to the nongovernmental organizations and the privatization of the state assets. The SACP and COSATU regard GEAR's economic approach as being not represented by the majority South Africans who are poor and that an approach of privatization will lead to more retrenchment and increase unemployment which is already rife within the country (*RDP Development Monitor*, Vol. 7 No. 10, 2001:2).

The researcher is of the opinion that the most effective strategy to eliminate poverty in South Africa can be through the introduction of the basic income grant (BIG) which was rallied by both the SACP and the COSATU, and now recently highly supported by the Democratic Alliance (DA). Through the BIG, poor families should receive a minimum monthly grant which is intended to secure their basic needs. Poor families are according to this approach those families with breadwinners who do not work and or work but earn minimal income.

Limitations of the BIG strategy were identified as (i) there will be a mammoth public expenditure anticipated in the alleviation of poverty which government cannot afford, (ii) the gap between the Africans and Whites recipients of the grants will be difficult to close and (iii) that the basic income grant could induce people to stop working. Borat (2000:796) concludes that "while the state would need to spend about R485 million per

year on White workers in order to keep them out of poverty, the corresponding figure for Africans is exactly 27 times greater.”

2.7.8. FULL EMPLOYMENT

Poor people cannot escape poverty if they are not fully employed. Permanent employment generates a monthly income and other benefits such as unemployment insurance, workman’s compensation, pension, leave gratuities, maternity leave, housing and car subsidy, and other fringe benefits.

Poverty is closely related to unemployment, as supported by Sullivan and Thompson (1994:179-180) who suggest it could be eliminated through full employment which is "a situation in which everyone or nearly everyone who wants to work can find a job."

In this regard, Lauer (1992:206) believes “poverty would cease to exist (or radically reduced) if it were possible for a substantial segment of deprived people to join the ranks of the gainfully employed.”

Poverty alleviation programmes which have the objectives of reducing unemployment are of utmost importance in a fight against poverty and governments should therefore introduce public policies which have the objectives of creating job opportunities for the unemployed.

Kartzen (1993:784) supports this suggestion by concluding that the South African unemployment problem shall be overcome through the implementation of important structural changes which will overcome the low labour absorptive capacity which should be coupled with persistently high inflation.

2.7.9. COMMUNITY REVITALIZATION PROGRAMMES

Community revitalization programmes are known as the community development programmes in South Africa.

Aigner, Flora, Tirmizi and Wilcox (1999) indicate that although the socio-economic

structure of the rural areas in USA was changing, poverty problem was in the increase. They suggested a solution to poverty as the revitalization of the poor communities through the involvement of the members to actively participate in community based programmes. Community development programmes have an advantage of involving everybody in the projects, including those previously marginalized. This is supported by a statement which notes that "by including persons from remote areas and women, people whom previous development projects may have left out, sites open lines of communication and develop relationships across space" (Aigner, Flora, Tirmizi & Wilcox, 1999: 18).

Community-based programmes which follow the stipulations of the Copenhagen Declaration and Programme of Action become effective and productive due to the sole reason that they "empower people to maximise their capacities, resources and opportunities towards their own development" (Popenoe, Boulton & Cunningham, 1998:440).

May (2000:6) propose for the active involvement of the poor in programmes that are developed to empower them. Unless the poor themselves do something about their circumstance, the reduction of poverty will become unrealistic.

In South Africa, the RDP was reported to have quite a number of programmes which are designed for community based development. One of these programmes is the Poverty Relief Programme (PRP) which will be discussed later in this study.

2.7.10. SOCIAL SECURITY PROGRAMMES

In order to reduce poverty within communities, government must ensure that the poor are assisted through the provision of some forms of social security programmes.

Haddad and Zeller (1997:125) write that "social security programmes comprise policy and programme instruments such as general food subsidies, targeted income transfers, public works, school feeding, social funds, small-scale credit and emergency feeding programmes which are designed to reduce or prevent poverty."

Within the South African context, social security is meant "to provide many poor households with a regular income which provides a basic level of food security and protection against seasonal and other fluctuations and shocks" (*Infrastructure Report*, 2000:26-27).

Bhorat (2000:799-800) writes that poverty alleviation or reduction is the most serious problem facing South African policy makers today and that cash transfer was found to be the most effective and efficient way of addressing it. This author suggests the provision of the basic income grant to the unemployed will help them to climb the socio-economic ladder "because the unemployed by definition earn no income, they are the poorest in the labour force" (Bhorat, 2000:799-800).

Delivering social security programmes to communities is a governmental obligation because failure to do so poses more risk to it. The poor who are excluded from the socio-economic resources of their environment may pose danger to the society as a whole. This is supported by Tosi (1996: 168) who contends that "more of a problem than the extent of current exclusion would suggest: the population at risk is much larger than that already excluded."

Public assistance programmes to the poor are a must for developed governments. Individuals, groups and organizations representing those who receive public assistance should be given an opportunity to represent them. Active involvement of the poor in articulating their needs and how they should be addressed was highlighted by Kruzynski and Shragge (1999:328) when they explain how the Greater Montreal Anti-Poverty Coordinating Committee (GMAPCC) came into being and operated. This committee for the development of the citizenship for the poor entails "the assertion that there should be basic income entitlement for the poor and that they had a right to speak on their own behalf and have some control over the services that touched their lives" (Kruzynski & Shragge, 1999:328).

Social security fund is money which the departments of Social Development and Health and Welfare have budgeted for the programmes which are intended to assist the qualifying sectors in the communities, namely: the children, youth, the aged, the disabled, drug and alcohol abuse and crime prevention, rehabilitation and restoration.

2.8. SUMMARY

In this chapter, the researcher discussed poverty as a social problem through the following:

- Social problems can be conceptualized as problems which affect quite a number of people rather than persons individually and that they could be solved through collective action.
- Poverty was defined as a form of biopsychosocial deprivation or deprivation of material and or non-material conditions. In this context, this study distinguished between the intrinsic deprivation and the extrinsic deprivation. Intrinsic deprivation is concerned with the factors within the individuals and communities which cause poverty whilst extrinsic deprivation concerns the factors outside the control of individuals and communities which cause poverty. Poverty was discussed through the categories of deprivation, namely: economic deprivation, social deprivation and political deprivation and powerlessness. Poverty is a form of deprivation which has types such as the material resources deprivation, mental and emotional deprivation, cognitive deprivation, interpersonal deprivation, opportunity deprivation, personal rights deprivation and physical deprivation. Poverty was further discussed through the four forms of deprivation, namely: absolute deprivation, relative deprivation, cultural deprivation and conjunctural deprivation. Absolute deprivation explains that people are classified as poor because they have minimal resources as compared to those with enough. According to the relative deprivation, people are classified into the lower class, the middle class and the higher class whereas the poor belong to the lower class. The cultural deprivation maintains that people are poor because they belong to the culture of the poor, and finally the conjunctural deprivation explains that people became poor due to human or natural catastrophe such as wars and floods for example, respectively.
- Theoretical perspectives of poverty, namely: the individualistic perspective, reformist perspective and the structuralist perspective were discussed. The individualistic perspective minimises the significance of social factors in causing social problems in

that it emphasizes the factors originating in individuals or small groups and further maintains that the poor are functional to the survival of the society because they perform certain jobs which the rich cannot perform for the society. The reformist perspective sees poverty as a consequence of the socio-economic and political environmental set up of government and its policies. Lastly the structuralist perspective has two opposing camps namely: the Marxist camp which views poverty as caused by the capitalists system which oppresses the labourers (poor) by exploiting their labour in order to make profit which is used to enrich the rich. The capitalist view on the other hand, argues that poverty is caused by the poor themselves due to their mores, norms and values which are indifferent from the societal ones and that they are lazy to work.

- The causes of poverty which are divided into three categories namely: resource deficiency, individualistic deficiency and the institutional deficiency were discussed. According to the resource deficiency, poverty is caused by a lack of some amenities such as education, employment, health care services and infrastructure. The individualistic deficiency maintains that poverty is an internal entity, that is, it is caused by the living standards of the poor. The institutional deficiency maintains that poverty is caused by some environmental factors such as public policies which governmental and nongovernmental organizations formulate and implement in the society.
- The researcher has discussed the effects of poverty. It has been mentioned that the effects of poverty are only observable and quantifiable if social work practitioners conduct the literature and empirical investigations on the different environments which interact with individuals and communities. The environments contributed for this study by Swanepoel (1992) are the psychological/ physical environment, natural/ social environment, economic environment, political environment and cultural environment. The psychological environment was regarded as similar to the physical well-being of the individuals and communities. If this environment is disturbed, people became physically and psychologically incapable. The sick were discussed under this environment. In this study, the researcher selected to treat both the natural and social environments as similar entities, whereby the former entails the shortage of resources and the latter entails how individuals within a

community compete for scarce resources. In this regard, the researcher identified that women, children, the elderly and the disabled are the weakest sectors within communities which are weaker than others to compete for the resources.

The economical environment predisposes individuals and communities to the high incidence of poverty. In the context of this study therefore, the researcher maintained that prostitution and the unemployed and the working poor are the effects of poverty which could be easily observable and quantifiable through the economical environment. The political environment was observed and quantified in order to discuss the effects of poverty, namely the people under welfare. The cultural environment was utilized to explain the effects of poverty, namely: domestic violence and street children. The researcher has reported that the poor have high incidence of crime, violence and divorce rates. In this regard, families of the poor are exposed to domestic violence which include the physical and sexual abuses of women and children. Children grow up to become street children.

- The strategies for eliminating poverty were identified and discussed as education and training, entrepreneurial opportunities, redistribution of resources and infrastructure development, improvement of the poor's standards of living, government's involvement, competent economy, full employment, community revitalization programmes and social security programmes.

The strategies for the elimination of poverty are translated into social policies which are in turn translated into social programmes which can be easily conducted to address the problems facing the communities. It is therefore necessary for the study to concentrate a discussion on both the dimensions of social policy and social programme in order to differentiate between them. Social policy is one of the types of a public policy which is a broad phenomenon and difficult to conduct unless it is translated into social programmes which are easy to implement and evaluate. In the succeeding chapter, the researcher will define and conceptualize both the social policy and the social programmes.

CHAPTER 3

PUBLIC POLICY

3.1. INTRODUCTION

The aim of this study is to evaluate the Poverty Relief Programme (PRP) in the Limpopo Province within the context of the Reconstruction and Development Programme (RDP) from a social work perspective. The researcher intends to discuss the RDP as a social policy and the PRP as a social programme which has been translated from the former. It will however be necessary for this study to distinguish between the concepts social policy and public policy which most scholars and practitioners confuse with each other.

In order to evaluate the formulation, implementation and outcomes of the PRP in the context of the RDP, it is necessary to give attention to the following dimensions of public policy as discussed and described in this chapter:

- Definitions, conceptualization and characteristics of public policy and social policy.
- The factors which influence public policy making, namely internal and external factors.
- The theoretical models regarding public policy making, namely: the descriptive and the prescriptive models.
- The public policy process which consists of five stages namely: policy agenda, policy formulation, policy adoption, policy implementation and policy evaluation.

In order to understand the whole issue of public policy, it is of utmost importance to define and conceptualize the concept public policy in detail. Public policy is mostly confused with social policy and in order to distinguish between them, this study will as well define and conceptualize social policy.

3.2. DISTINCTION BETWEEN PUBLIC POLICY AND SOCIAL POLICY

In this section, the researcher defines and conceptualizes social policy and public policy in order to distinguish between them. This is especially aimed at addressing the confusion regarding the utilization of these concepts.

This study makes use of Table 3.1 below to summarize the distinctions between public policy, social policy and social programme.

Table 3.1: The Distinction between public policy, social policy and social programme

Types of Public Policy	Social policy	Economic policy	Environmental policy	Security policy
Examples of Public Policies according to their types	Reconstruction and Development Programme Act, (Act No. 7 of 1994) Rental Housing Act (Act No. 50 of 1999)	Public Finance Management Act (Act No. 1 of 1999) Preferential Procurement Policy framework Act (Act No. 5 of 2000)	Genetically Modified Organisms Act (Act No. 55 of 1998) Nuclear Energy Act (Act No. 46 of 1999)	State of Emergency Act (Act No. 64 of 1997) Defense Special Tribunal Act (Act No. 81 of 1998)
Examples of programmes developed for the types of Public	CBPWP PRP	GEAR BIG		

Policies				
Government departments responsible for the type of Public policies	Public Works Social Development	Finance		South African National Defense Force National Intelligence

Table 3.1 reflects public policy as a general and inclusive entity which is legislated by legislatures at their different levels of government. In this way they can acquire the status of being draft policies, White Papers and Acts as indicated in the table above. Public policies are developed for the purpose of addressing specific problems in the society and can be classified into a number of types such as for example, the social policy, economic policy, environmental policy and security policy. Social policy is therefore another type of the public policy. Public policy is explained through the general theoretical perspectives regarding public policy making. It is systematic in nature because its making follows a specific process which is made up of a number of phases, namely: policy agenda, policy formulation, policy adoption, policy implementation and policy evaluation. Public policy should be translated into different programmes which are specific, measurable and easy to conduct.

On the other hand, when social policy is closely observed on a level of being an entity without relating it to public policy, it is identified that it becomes a general and inclusive entity. Social policies are enacted by policy-makers and obtain statuses of draft policy, White Paper and Acts. Social policies are developed for the purpose of addressing social problems and therefore, they are intended for the improvement of the general welfare of individuals and communities. They are explained through the general theoretical perspectives regarding public policy making. Social policies are systematic in nature, in that they are made through a process which is made up of a number of phases, such as the policy agenda, policy formulation, policy adoption, policy implementation and policy evaluation. Social policies are developed for the purpose of addressing specific social problems, and as such they are meant for the improvement of the general welfare of individuals and communities. Social policies are difficult to implement on their holistic value and therefore, they should be translated into a number of objectives which are

social programmes. Social programmes are more specific, measurable and easy to conduct than the two entities discussed above. Social policies are explained through the general theoretical perspectives regarding public policy making. They are systematic in nature, in that they are made through a process which is made up of a number of phases, such as the policy agenda, policy formulation, policy adoption, policy implementation and policy evaluation.

Both entities share the feature of being legislated into policy documents such as policy proposal, draft policy, Green Papers, White Papers and Acts. Because public policies or the social policies are general and inclusive, they are therefore difficult to implement and evaluate in their holistic context unless they are translated into different programmes which are conducted by different governmental and nongovernmental institutions. In this explanation, the researcher views the RDP as an example of the social policy which could be realized through a number of different social programmes such as the Poverty Relief Programme (PRP) and the Community Based Public Works Programme (CBPWP), for example, which were developed by differing institutions, namely the Department of Social Development and the Department of Public Works, respectively. It would not be wrong therefore to say that public policy is either a social, economic, environmental, security or foreign policy.

The researcher will closely discuss public policy and social policy and their characteristics in the succeeding part.

3.2.1. PUBLIC POLICY

According to Cloete (1998:126) public policy is defined as “a declaration of intent to do something or to have it done by specified institution or functionaries as prescribed.” Policy is more than a decision because to implement it, decisions are made. Public policy is different from individual, group or organizational policies in that it is aimed at providing goods and services and reconciling differences among groups and/or organizations in the society.

Public policies are contained in Acts of Parliament, provincial ordinances, regulations, proclamations, administrative rulings and other governmental documents (compare

Cloete, 1998:24; Pilay, 1999:240.) Public policies are intentions proclaimed by the government institutions to influence behavioral interactions within communities and to meet some needs that people deserve at a particular place in time.

This function of the public policy was cited by Hanekom (1987:25) when he mentioned “the promotion of the general welfare of society depends on the policies made by the policy-makers (legislatures), the resources available, whether the policy-maker have a clear understanding of societal problems and needs, and the nature of public policy.”

A definition which contains most of the public policy’s characteristics states that “policy consists of courses or patterns of action by governmental officials rather than their separate discrete decisions; not only the enactment and the feedback, form part of the policy” (Fox, Schwella & Wissink, 1991:27). It is a result of many decision makings, it is future-oriented and promotes the general welfare of people rather than of individuals.

Anderson (1994:4-5) whom the researcher regards as a prominent expert on public policy-making defined public policy as “whatever governments choose to do or not to do.” Peters (1996:4) says that “public policy is the sum of government activities, whether acting directly or through agents, as those actions have an influence on the lives of citizens.”

Public policies are formulated and implemented by government departments and non-governmental organizations which are specifically developed for particular problems, for example, the Department of Correctional Services or the Department of Health and Welfare. Government writes its intention on a piece of legislation and these policies are transformed into programmes as Peters (1996:5) states “policies, in terms of their effects on the public, emerge from a large number of programs, legislative intentions, and organizational interactions to affect the daily lives of citizens.”

Anderson (1994:5) continues to cite that public policy is “a proposed course of action of a person, group, or government within a given environment providing obstacles and opportunities which the policy was proposed to utilize and overcome in an effort to reach a goal or realize an objective or a purpose.” Botes, Brynard, Fourie and Roux

(1992:306) state as follows: “ whereas aims describe the desired idea which is worth attaining, policies are the systematic actions which should be taken to achieve them.” These definitions indicate that policies include in them the directions the executors need to follow in order to reach their intended goals. Public policy are structurally planned on a paper and their implementers are only required to translate the plan into action.

Important elements which were cited above could be listed as: public policy is a purposive or goal-oriented action; it consists of courses or patterns of action; public policy emerge due to public demand; public policies unlike any policy are contained in enactment which were formulated by authorities such as legislatures, government officials, judges, etc; policy is concerned only with what government does or does not do; public policy may either be negative or positive; it was created to protect and promote the general welfare of people and environment that public policies are translated into different programmes and are systematic in nature.

Public policy is an action with aims as was echoed by Dye (1998:5-6) who stated that there are three reasons why we study public policy. These reasons are as follows:

- **Scientific understanding:** We want to know the causes of a particular social problem together with the outcomes of a programme which is designed to redress it.
- **Professional advises:** We want to utilize the scientific understanding of the public policies in order to devise some hypothesis about the problems in the communities. Policy makers expect researchers to come up with directions and unless enough information regarding the problems has been gathered, researchers will advice them very little and as such policy makers will formulate ineffective policies.
- **Policy recommendations:** the aim being ensuring “that the nation adopts the “right” policies to achieve the “right” goals” (Dye, 1998:6). Ineffective policies are usually violated by the public and are hard to implement and as such should be discouraged in the public policy making.

Hanekom and Thornhill (1994:63) stated the features of public policy as (i) authoritative, i.e. the authorized or legitimate policy-maker is the cabinet which is made up of

ministers who are political heads of the government departments (ii) public policy is a comprehensive frame, in that it follows a certain format from the formulation to evaluation process; and (iii) it is a purposeful activity which is put into operation to realize postulated objectives or goals.

Anderson (1994:10-11) maintains that public policies are classified into substantive policies and procedural policies. Substantive public policies are concerned with what government is going to do and the procedural ones indicate how something is going to be done.

Public policy is a plan which has been drawn in order to address certain social problems within the community. The most effective method of formulating and implementing public policy in order to address social problems such as poverty for example, is through the development of social policies which are specifically aimed at dealing with the social issues. In this regard, public policy should be viewed as a whole which has different types such as for example, social policy, economic policy, environmental policy, security policy and foreign policy which are intended to address different problems in the society.

In the succeeding part of the section, the study will define social policy in order to deliberate its relationship with public policy.

3.2.2. SOCIAL POLICY

Sewpaul, Lombard, Louw and Noyoo (1999:6) noted that "social policy is a concept that is extremely difficult to define and is perhaps, in some ways, a bit of misnomer."

Manyire and Asingwire (1998:76) contend that " social policies are perceived as the outcomes of national and local decisions in response to human development. They consist of formal and informal rules which are embedded in the organized effort of society to meet identified personal needs as well as within the wider context. The ultimate aim of such organized efforts is to enhance the well-being of societal members in their respective environments."

“Social policies constitute the formal and informal rules and guidelines underlying the organized efforts of society to meet the needs of its members and ameliorate the problems confronting them as individuals, groups and communities” (Nthomang, 2002:99).

Another definition of social policy was derived from Sewpaul, Lombard, Louw and Noyoo (1999:7) who write that “the purpose of social policy is to make appropriate and relevant responses to social problems, with emphasis on plans of action that direct allocation of resources, development, allocation of status and distribution of rights.”

Social policy is more specific and effective in dealing with social problems such as poverty, for example. A social policy is a well-tailored design suitable for improving the conditions of a given social problem. Social policy is therefore about the identification of social problems, strategic planning of action to be taken to address them, and the implementation of the plan of action or the delivery of social services to those in need.

Social policy together with economic policy, environmental policy, security policy and foreign policy are the types of the public policy and as such it is of utmost importance to discuss them in relation to it.

3.2.3. CHARACTERISTICS OF PUBLIC POLICY AND SOCIAL POLICY

In this part of the section, the study will name and discuss the characteristics of both public policy and social policy. It has been mentioned above that public policy is a generic entity which includes types such as the social policy, economic policy, environmental policy, security policy and foreign policy, and therefore that they cannot be discussed in isolation from it. Both public policy and social policy will have similar general characteristics and different specific characteristics due to their different levels of study. Characteristics of the public policy are general and inclusive whilst those of the social policy are more specific and measurable.

3.2.3.1. CHARACTERISTICS OF PUBLIC POLICY

From the definitions of the concept public policy, the study identified its characteristics which need to be discussed in detail in this part.

According to Botes et al. (1992:312), public policy has the following specific characteristics: authoritative, enforceable, flexible and adaptable, feasible and clear.

- **Public Policy is Authoritative**

Considine (1998:62) views authority somehow differently when he states “authority is power multiplied by legitimacy,” which implicates that we identify a concept of coercion in which individuals, groups and or organizations are subjected to conformity or else they face punishment. Deviants could experience exclusion from other members.

For Colebatch (1998:7), authority legitimates policy and it flows from the top downwards. Authority has something to do with expertise in that the policy-makers are the only people who have the necessary skills in the policy making process. Not everybody is authorized to make public policy, but only those with the necessary skills, knowledge, and are authorized by legislation. "This implies that policy requires knowledge, both of the problem area, and of the things that might be done about it" (Colebatch, 1998:7).

In order for the implementers to demand compliance, they must mobilize and enter into contract with those who have different opinions towards the policy they intend to implement (Weimer & Vining, 1992: 329).

- **Public Policy is Enforceable**

Public policy should specify what would be done to those individuals, groups, corporations, governments, etc. who do not conform to the regulations. Enforcement is a concept which is similar to implementation; it is a measurement which tells one what steps should be taken if one has transgressed the expected behaviors.

This calls for order because once policies are in place, every individual, group and or organization is expected to behave in a certain way. In this way, "policy sets limits on the behaviour of officials, at the same time, it frees them from the need to make choices" (Colebatch, 1998:7).

Enforceable is stipulated for instance in the *Child Care Amendment Act* (Act No. 96 of 1999 Section 50A (3)) as follows: "any person who is convicted of an offence in terms of this section, shall be liable to a fine, or to imprisonment for a period not exceeding 10 years, or to both such fine and such imprisonment."

- **Public Policy is Flexible and Adaptable**

Public policies should be flexible and adaptable. But in the real life, any policy will be advantageous towards another group and at the same time disadvantageous to another. The majority will gain in the expense of the minority. In this regard, the weak sector is forced to conform to the expectations of the strong sectors of the society.

Some policies are welcomed by the nation. Gumede and Haffajee (2000:39) note for instance after President Thabo Mbeki's state-of-the nation address of the 4th February 2000 that "for black business, the promise of a package of measures to jumpstart small business has been like manna, and the prospect of new procurement legislation is tantalizing." When public policies are highly criticized by a majority of people, policy makers should be flexible to develop some alternatives to make their policies popular to the people.

- **Public Policy is Feasible**

Public policy makers should conduct adequate feasibility studies before formulating policies. Feasibility is a concept closely related to the research process without which, policy makers will postulate policies that are not relevant to the problems at hand.

According to Gumede and Haffajee (2000:39), the South African President, Thabo Mbeki for instance is increasingly informed by surveys and focus groups when drafting speeches. In this regard, he is able to address the nation with the controversial issues

which concern the society as a whole. Public policy like the presidential speeches therefore, should address the exact social problems which are experienced by the society.

- **Public policy is Clear**

Public policies should have an important characteristic of clarity. It means that when they are not clearly specified, the implementers in field find it difficult to translate them into actions. Since a policy is a plan on paper, it should specifically state who, when, how, and to which direction one has to conduct it.

This exposition was explained in a statement by Colebatch (1998:13) who maintains that policy is a clearly stated statement which is generally understood as an intent of government or nongovernmental organization to reach certain goals. Public policy has known goals and its objectives are specifically stated so that its implementation becomes easy to follow and execute.

"In this perspective, policy must be understood not simply in terms of officially proclaimed goals, but in terms of the way activity is patterned among a wide range of participants, so that people know what is going to happen" (Colebatch, 1998:9). This implies that policy-makers show the nation what their decisions are all about by clearly stating without ambiguity what the policies intend to achieve and how they are going to be implemented.

From the above exposition, the researcher discussed the characteristics of public policy, namely; authoritative, enforceable, flexible and adaptable, feasible and clear.

The researcher has stated the relationship between public policy and social policy, in that public policy is a general and inclusive entity whilst social policy is one of its types which is specifically designed to address specific social problems such as poverty, for example. The characteristics of public policy will be similar to the general characteristics of the social policy, economic policy, environmental policy, security policy and foreign policy, whilst at the same time those of each of them will differ from its characteristics due to their levels of study. The characteristics of the social policy therefore will be more detailed than those of the public policy.

The characteristics of social policy will be discussed in the succeeding part of the section.

3.2.3.2. CHARACTERISTICS OF THE SOCIAL POLICY

It is interesting to learn that both the social policy, economic policy, environmental policy, security policy and foreign policy share similar characteristics when they are addressed at the level of public policy. When these entities are studied at their own levels, their characteristics become more specific and differ diversely from those of the other levels. The social policy in this regard, will have its own characteristics which are different from those of other mentioned types of public policies.

Characteristics of social policy identified in this study are as follows: social and economic policies complement each other; social policy is a field and practice of study; it is usually confused with welfare policy; its process occurs even when there is an economic growth; it is the state's obligation; it is concerned with the life course of people's developmental stages; it is closely related to the concept of globalization; inclusiveness is an important concept; and that it is formulated around social problems (compare MacPherson, 1992; Masiye, Tembo, Chisanga & Mwanza, 1998; Osei-Hwedie, 1998; Sjoberg, 1999; Wint & Ngcobo, 2000; Priestley, 2000; Lewis, 2000; Lodge & Stirton, 2001; Sewpaul, 2001.)

- **Social and Economic Policies Complement each other**

According to Masiye, et al. (1998:35), social and economic policies complement each other. These authors indicate that the social policies place a burden upon the economic policies because they cannot be resolved without the involvement of the economic policies. They mention for instance that developing countries should obtain financial support from the international financial bodies such as the World Bank and the International Monetary Fund (IMF) in order to fund their social policies or programmes. Social policies cannot be implemented if there are no sufficient funds available; and therefore funds from the donor institutions will be needed by the developing countries.

Social policies do not exist independently from the economic policies, because " social policy is not only concerned with the sectors usually defined as social such as health,

education, social welfare, and social security; but also includes sectors more commonly identified as "economic" such as employment, infrastructure and housing" (Masiye, et al. 1998:38).

According to Masiye, et al. (1998:38), the relationship between the economic and social policies can be recorded in the following statement: "while economic policy promotes economic development objectives for the development of the economy, social policy promotes social development objectives such as the development of an equitable society."

Osei-Hwedie (1998:14) mentions that "while economic policy deals with the efficient allocation of resources for increasing productivity, social policy focuses on the manner in which the structure of society and its institutions determine the nature of participation of different social groups, and how resources are distributed in the development process."

The relationship between the two concepts is further illustrated by Nthomang (2002:99) who conveys that "social policy therefore seeks to improve the social, economic, political and cultural conditions of people."

The above authors are all Africans. They were specifically selected in this study to share the relationship between social and economic policies in the African context. It is clear that social policies are enabled by economic policies and that the two indeed complement each other.

- **Social Policy is a Field and Practice Study**

Social policy is a field and practice study (Lewis, 2000:132)

Social policy is a discipline within the social work profession as it is concerned with the identification of social problems and strategies which are effective in addressing them. Twigg (2000:133) mentions that "social policy is a multidisciplinary subject which is basically concerned with the planning of the most effective strategies and the identification of social and economic resources for addressing the problems."

Chambers (2000:23) agrees by stating that "when political scientists, students of governments, or sociologists study a social policy or program, their interest is centered on explaining it as a fact of social life; that is, how the policy or program came to be, what broad social function it serves, why it appeared in one form and not another." The multi-disciplinarity of social policy is a show-case because this field of study is intended to solve the diverse social problems within our complex society.

Sewpaul, Lombard, Louw & Noyoo (1999:10) and Sewpaul (2001:309) mention that social policy remains a largely neglected area both in social work training and in social work practice in South Africa today. This trend will however change in the near future because some universities within South Africa, such as the University of Pretoria for example, have included social policy in the curriculum of their social workers in training as a basic requirement. This step will access both the students and their mentors to the social policy making process.

- **Social Policy is usually confused with Welfare Policy**

Social policy is a concept which is difficult to explain, maybe because it is usually confused with welfare policy.

The concept social policy is said to contain a certain ambiguity, as it refers to "a cluster of government policies designed to promote social ends or objectives. It means policies which are designed to improve the well-being or the welfare of citizens, and in this context it is always confused with the welfare state" (Lewis, 2000:4).

Welfare means "the provision of income maintenance benefits and services to individuals and families" (Lewis, 2000:7). Welfare could also mean the transfer of other commodities than cash such as clothing, food and housing.

Social welfare is a component of social policy, and it appears to the picture when resources and other amenities are distributed to the rightful recipient. Welfare comes into picture when those defined as the legitimate persons or groups of people affected by a particular problem start receiving intervention in the form of alms, cash, housing and

others. Sjoberg (1999:290) is of the opinion that eligibility for benefits must be based on the means test, and that this should specify the citizenship and whether the applicant or recipient has contributed towards the social insurance.

Governments should specify through the social policies, their obligation to provide assistance to the individuals and communities who do not have other means of existence. Sjoberg (1999:276) has to support this by saying that "the state can provide help for those who lose their income, or are unable to earn an income in the first place, in a number of different ways." This then puts more burden on the social policies to be formulated and implemented by governments as this will mean an increased expenditure on the welfare component. To counteract this problem, Sjoberg (1999:278-9) suggests that cost could be minimized through the reduction of the proportion of high-risk individuals or groups covered by the schemes, e.g. the exclusion of individuals who could be defined as unwilling to work to provide for their basic daily requirements, behaviors and lifestyles which will lead to dependency on such welfare schemes.

The confusion of associating welfare with social policy should be resolved by considering social policy as the umbrella concept and welfare as a component of social policy, which is only reached when resources start to be distributed to the recipients.

- **Social Policy occurs even when there is an Economic Growth**

The social policy process occurs even when there is an economic growth. In a study by MacPherson (1992), he contends that even when economic growth is experienced for instance in Asia Pacific Region, social problems such as child labour, prostitution, environmental pollution, crime, drug abuse and other levels of stress continue to occur. This connotation means that economic improvement does not in itself assure the alleviation of social problems. He goes on by stating that "despite being the world's most dynamic economic region, social progress is lagging in the Asia Pacific. They point to the widespread poverty, the high rates of population growth, the uncontrolled environmental degradation and the inadequate social infrastructure" (MacPherson, 1992:60).

The social policy process is thus not only about the distribution of resources such as food, clothing and shelter to the poor, it is also about the distribution of abstract basic needs of communities, the development of programmes to address social ills such as drug abuse, crime, rape, murder and other developmental problems which are present even within the developed communities.

- **Social Policy is the State's obligation**

Social policy is according to Lodge and Stirton (2001:104) a *daseinsvorsorge* which is "the state's obligation to provide an infrastructure for the economic activity of its citizens." As already mentioned, social policies are always directed towards specific social problems through government social programmes intended for target groups.

Social policy is therefore about social development programmes, for instance, the PRP which was developed by the Department of Social Development in order to reduce the incidence of poverty within the poor communities in South Africa. In this regard, the state has an obligation to formulate social policies in order to reduce poverty.

- **Social Policies are concerned with the Life Course of People's Developmental Stages**

Social policies target those sectors of society which are vulnerable to social problems. These groups in the Southern African context, include children, woman, youth, the disabled and the aged to name but a few, who should be recognized (*Social Assistance Act*, Act No. 59 of 1992).

According to Priestley (2000), social policies could be explained through the life course development of an individual as follows:

- ***Before birth***, there are social policies which allow the "pre-natal screening for significant impairments" of the unborn babies, these policies provide pregnant women with the choice to terminate their pregnancies (compare Priestly 2000: 429; *Sterilization Act*, Act No. 44 of 1998).

- **After birth:** children with impairments have everlasting childhood and should be subjected to community care. *Social Assistance Act* (Act No. 59 of 1992) and *Child Care Amendment Act* (Act No. 96 of 1996) are examples of social policies which were developed to protect the children .
- **Adult age:** adults who are physically disabled require amenities such as housing, education, health, welfare and employment and as such there are social policies which are specifically developed to address their needs (*White Paper on Public Works*, 1997).
- **Old age:** Priestley (2000:431) notes that “the majority of people with impairments are over retirement age and a majority of those over the age of 75 are disabled in some way.” *Social Assistance Act* (Act No. 59 of 1992) makes provision for the care of children, adults and aged who were mentioned in this part. Other acts which could be listed in this category are the *Aged Persons Amendment Act*, Act No. 45 of 1994, *Housing Amendment Act*, Act No. 6 of 1996, *Child Care Amendment Act*, Act No. 96 of 1996 and *White Paper for Social Welfare*, October 1996. These are examples of the social policies which are aimed at addressing problems encountered by persons at certain stages of their life development.

It is important to note that social policies are intended for all sectors within communities, namely for example, the young and the old, the living and the dead, the rich and the poor, the physically fit and the disabled, the employed and the unemployed, and people from all walks of life being women, people of colour and people with different religious, socio-economical and political backgrounds. Every sector of the society which is found to be affected by social problems is afforded an opportunity to access social development programmes through the social policies.

- **Social Policy is closely related to the concept of globalization**

According to Clarke (2000:201), social policy is closely related to the concept of globalization because it tends to be studied in relation to national welfare states or welfare systems of the entire international world.

Globalization is the "transformation of the relations between states, institutions, groups and individuals, the universalization of certain practices, identities, and structures and ... the expression of the global restructuring that has occurred in recent decades in the structure of modern capitalist relations" (Sewpaul, 2001:309).

Social policies are similar to the process of globalization because they address similar problems which are addressed by globalization, namely; to name a few, issues regarding the rights of categories of people, fair labour, non-discrimination, land reforms, disability, old age, youth, substance abuse, crime and women.

Clarke (2000:202) defines globalization as "a fairly homogeneous process in which the increasing mobility of capital, investment, trade and information dissolves outmoded barriers, boundaries and ways of life in the construction of a new world order." This author contends that the intersection between globalization and social policy helps social policy practitioners to identify the needs and solutions of social problems.

Through globalization, governments are expected to formulate social policies which are similar to those of other national states, such as for example, the reduction of government expenditure, shifting resources from consumption to investment, the adoption of macroeconomic policies which favour the international trade and the raising of productivity levels by relying greatly on the market mechanisms, and enhanced citizenry participation in policy making, implementation and evaluation. Globalization is about the sameness of cultures and nations, the similarity in solving social problems and the homogeneity of different conceptions through diversification.

Sewpaul (2001:311) has noted the limitations of globalization, when indicating that it pushes countries towards dependency and continued debts, and that "it would appear that, having achieved independence from colonial domination, developing countries have become entrapped into a new form of colonialism with the IMF, the World Bank and the donor community as masters." This is reiterated by Nonyake (2000:17) when she stated that during the annual meetings of the Boards of Governors of the World Bank and International Monetary Fund, "the message they sought to convey was that the IMF and World Bank were to blame for the economic predicament, spurred by growing scale and depth of the debt crisis in developing countries."

Social policy is closely related to globalization because a concept such as the Structural Assistance Programme for example, is embedded within the international bodies such as the IMF and the World Bank who are intended to distribute socio-economic and political resources to developing countries in order to eradicate the social problems.

Sewpaul (2001:310) continues to link social policies with the characteristics of inclusiveness.

- **Inclusiveness of Social Policy**

“Transformation in the South African discourse refers to a process of transition from exclusion to inclusion in all spheres of daily life” (Wint & Ngcobo, 2000:93).

Inclusiveness means that a person is geographically resident to a society and that he or she participates in the normal activities of citizens in that society” (Selwyn, 2002:3). When individuals are included in the social mainstream, they take part in the consumption, saving, production, political and social activities of the society. Selwyn (2002:4) also includes the concept of technological disparity to explain that the underdeveloped countries lack information because they are excluded and as a result they suffer problems of unemployment, poor skills, poor housing, poor health and others.

Social policies need to be developed in order to address the disparities of exclusivity.

- **Social Policies focus on social problems**

"Social policies were developed in response to the concern of the party regarding increasing social differentiation, inequality, and disparities in national development" (Mchomvu, Ngahla, Nchahaga, Tangaraza, & Maghimbi, 1998:47).

Social policies are specifically developed by governments to address social problems within communities, such as poverty, unemployment, ageism, child poverty, disability, and HIV/AIDS.

Social policies should include the financial implications of their programmes. Social policies are translated into social programmes which are effective in dealing with social problem within communities. This is supported by Manyire and Asingwire (1998:80) who state that "once social policies are developed/formulated, they may be translated into programmes."

Social policies should specify the institutional arrangement designed to implement them in order to address the social programme. It is true that social policies which are formulated by any governmental department should adhere to this requirement as reiterated by Manyire and Asingwire (1998:77) who state that "social policy is perceived in terms of the institutions involved in the making and delivery of social services."

It means that there would be no social policies if there were no social problems.

In order for the state to develop effective social policies, policy makers should access social work practitioners to the process of public policy making. If the social work practitioners are not afforded the opportunity to participate in the public policy making process, they need to press the demand on policy makers. Social work practitioners need to fulfil their ethical obligation by advocating on behalf of the poor and the excluded, and they "need to challenge Government where policies do not cohere with professed reconstruction and development principles adopted by the Government" (Sewpaul et al., 1999:9).

Conclusion

From the discussion about public policy and social policy above, the researcher drew a conclusion that both entities are similar because they are general and inclusive, they are enacted by the policy makers, they are developed to deal with specific problems within communities and that they cannot be conducted in their holistic nature and therefore need to be translated into a number of programmes which are specific, measurable and easy to implement. It is only when public policy and social policy are distinguished from each other that their differences surface. In this regard, public policy cannot be a type of social policy whilst the latter together with the economic policy, environmental policy, security policy and foreign policy are its type, and this suggests that public policy holds a

more seniority position than a social policy. Social policies are translated into a number of social problems whilst public policies are translated into programmes in general.

And lastly, at the dimension of public policy making as a study and practice, both public policy and social policy share similar attributes with regard to the internal and external factors which influence policy making, the theoretical models regarding policy making and the policy making process.

It has been mentioned that the aim of this study is to evaluate a social programme, namely the PRP, within the context of the RDP which is a social policy document. It would therefore be a limitation to discuss a social policy without relating it to broad framework, namely public policy. By concentrating a discussion on public policy making, this study will also be attempting an inclusion of other public policy types which were mentioned before.

Concepts of the public policy which are also available in other types of policies are factors influencing public policy making, the theoretical models regarding public policy making and the public policy making process. These concepts will be discussed in the succeeding sections.

3.3. FACTORS INFLUENCING PUBLIC POLICY MAKING

From the definitions of public policy, one identifies that policy-making is a consequence of some public needs. These needs in turn are factors which influence the public policy-making. This is contained in a statement which says “a variety of internal and external factors influence the process of policy making on a daily basis” (Botes, Brynard, Fourie & Roux, 1992:306). The internal and external factors influencing public policy making will be discussed in more detail.

3.3.1. INTERNAL FACTORS

Botes et al. (1992:306) defined the internal factors influencing public policy making as “those factors present within the government institution which can exercise an active influence on policy making.” An example of internal factors in the South African

context are affirmative action and employment equity which are to address the inequalities of the past. These are factors from within an institution or society, and unless they are successfully addressed, exclusion problem will remain unchallenged..

The most important internal factors according to Botes et al. (1992) are the following:

- conditions of establishment
- political assignment
- legality according to the state and administrative law
- financial means
- ability of the personnel
- physical facilities
- managerial style of the head of a department.

3.3.1.1. Conditions of Establishment

Conditions of establishment means that any governmental department is specifically established to attain a specific aim or aims; that is we expect from particular government departments to make policies especially intended for its mission. The Department of Public Works in this regard, for example, will make public policies which are concerned with the public works rather than inducting on those which fall within the domain of the Department of Health and Welfare.

Conditions of establishment for the different government departments are contained in the *South African Constitution* (Act 108 of 1996 Section 205 (1)) which states, for instance that "the national police service must be structured to function in the national, provincial and, where appropriate, local spheres of government." [Government institutions and departments develop public policies which are assigned to them by the Constitution of a country.](#)

3.3.1.2. Political Assignment

A Minister, Member of the Executive Council and/or the Councilor for a particular department have a responsibility to see to it that his/her political statement or assignment is achieved through his/her department.

Schedule 10 (1) of the *South African Constitution* (Act 108 of 1996) states that "everyone who was a member or office- bearer of the province's legislature when the new Constitution took effect, become a member or office- bearer of the legislature for that province under the new Constitution." By being a member or office-bearer of the legislature, the individuals are automatically tasked to perform an effective role in public policy making.

As contained in the Constitution and was also reported above, the political heads of particular government departments are responsible for making public policies which are relevant to their areas of operation.

3.3.1.3. Legality according to the State and administrative Law

The government departments have the responsibility to see to it that people's rights and freedoms are not violated by their actions.

Botes et al. (1992:307) state that "all government actions require that the rights and freedom of people be dealt with in a responsible way and it is to be expected that where everyone is subject to the same destiny, no legal claim can be made against the state."

Public policies are regulations which after their approval, are referred to government institutions to check if they are enforceable. If these policies violate the freedom of people, then the state is in a position to suffer the consequence of being sued by the excluded individuals, communities and organizations. It is therefore important that this factor be taken with seriousness when formulators and implementers draft public policies.

3.3.1.4. Financial Means

It has been reported that policies are translated into programmes. In this context therefore, every programme is achievable through the availability of funds. Every programme which is introduced by the governmental institution is possible if funds are made available to it, because for it to run, the following resources are necessary: staff, equipment, expertise, knowledge, skills, etc. All these resources involve the financial requirement in the policy making process.

The *Sector Education and Training Authority* (Act No. 97 of 1998 Section 14 (1), for example, will only jumpstart if it received funds from the skills development levies, money from the National Skills Fund, grants, donations and bequests, surplus moneys, income earned on services and money received from other sources.

Financial resources are necessary to back up every public policy document. The amount of money available will therefore influence the formulation and implementation of public policies.

3.3.1.5. Abilities of the Personnel

Public policy making is not possible without personnel as supported by Botes et al. (1992:307) who state that "when a policy is determined for the attachment of aims, it is necessary to take into account the number of staff members available as well as their standard of training."

Current public policy making requires experienced individuals who Hecló (1995:50) term the *technopols* to denote the craft professionals and the gifted amateur in the policy making arena.

The knowledge level, skills and abilities of personnel involved in policy making will influence the standard and context of public policies.

3.3.1.6. Physical Facilities

This factor regards the availability of office space, grounds, equipment, etc. There are physical buildings where institutions responsible for the public policy making are housed, these being state-owned or leased buildings.

To enable the *Adult Basic Education and Training Act* to take form, for example, Section (4) made provision for facilities which could be utilized as public centres for that purpose and if such facilities are not available, other public or private facilities could be made available (*Adult Basic Education and Training Act*, 2000 Section (4) (1)).

Some public policies would not have developed if there was a lack of infrastructure such as buildings, roads, electricity and telecommunication. As an example cited in the ABET Act above, it is important to mention that the availability of the public centres are internal factors which influenced the development of that public policy.

3.3.1.7. The Managerial Style of the Head of a department

This factor explains that public policy making is influenced by the beliefs, views and preferences which heads of government departments develop at their workplace. Some head of departments, for instance, do not believe that there is a relationship between HIV and AIDS. They become reluctant in developing programmes intended to distribute the antiretroviral drugs to those affected by the disease. This misfortune was reported by Lekota (2003:4) who contends that “the war of words between the Treatment Action Campaign (TAC) and the government around the call for provision of antiretroviral drugs to all people living with HIV-Aids raged on yesterday with the TAC accusing the government of using delaying tactics while people continue to die.” In this regard, the managerial style of head of department as an influence towards public policy making is unethical, and as a result, policies developed through it usually meet criticism from the majority of people, organizations and communities.

3.3.2. EXTERNAL FACTORS

Botes et al. (1992:308), define the external factors of public policy-making as the “factors that exist outside public institutions.” These could be in the form of demands made by the public on the government institutions.

The most important external factors according to Botes et al. (1992) are as follows:

- changing environmental circumstances
- policy direction of political parties
- political experience
- pressure groups, interest groups and mass demonstrations
- research and investigations by commissions and committees
- personal views of public servants and political office bearers
- international expectations, considerations and influence

3.3.2.1. Changing environmental circumstances

Environmental circumstances are continually changing and as such, government should adhere to their requirements in order to meet the public demand. An example is when there is an adverse incident of drought in a country, government legislate policies to relieve communities who are affected by it. During incidences of catastrophes, eg. floods, government is influenced to make policies that are directed at assisting those who are victimized. Catastrophe “is specifically designed to forecast trends where small changes in one variable (for example, time) produce sudden large changes in another variable” (Dunn, 1994:220).

For instance, immediately after the plane crash attacks attributed by terrorists in the United States of America on the 11th of September 2001, the Ugandan government responded by publishing its new Suppression of Terrorism Bill in order to suppress terrorism through the imposition of a death penalty on terrorists and their supporters (Wakabi, 2001).

3.3.2.2. Political Directions of Political Parties

Political parties which took over the running of the State have their own missions, which are contained in public policies.

The ANC, for example, is a political party which has taken over the running of the South African Government immediately after the 1994 elections. Its mouthpiece, President Nelson Mandela said "my government's commitment to create a people-centred society of liberty binds us to the pursuit of the goals of freedom from want, freedom from hunger, freedom from deprivation, freedom from ignorance, freedom from suppression and freedom from fear. These freedoms are fundamental to the guarantee of human dignity" (*RDP White Paper: Discussion Document*, 1994:1).

The directions of the ANC are therefore aimed primarily at addressing equality among the racial groups and the redistribution of the socio-economic and political resources to those who were previously disadvantaged by the apartheid regime. The ANC's mission influences therefore the content of public policy making.

3.3.2.3. Political Experience

In some instances, political experience is a strong determinant of policy making as indicated in the following examples: "the Ministry of Finance and Development Planning had to ensure that projects were visible on the ground by September 30th 1974, which was twenty-one days before the general elections in Botswana" (Mwansa, Lucas & Osei-Hwedie, 1998:64). The ANC in South Africa released its Reconstruction and Development Programme (RDP) election manifesto immediately before the 1994 general elections. Public policies may be released in order to convince the people that the government of the day is in a direction of assisting them. From these examples, it is clear that the political experience of politicians will influence policy making.

3.3.2.4. Pressure Groups, Interest Groups and Mass Demonstrations

According to Botes et al. (1992:309), people form pressure groups or participate in mass demonstrations, when they have strong convictions on a matter and would like to make this known to the government of the day. This process therefore influences public policy making. Most public policy making is a consequence of the demand made by communities to the government.

Gould (2001) contributes an example on how pressure groups can exert an influence in the process of public policy making. According to him, prostitution in Sweden has been increasing, was changing in character and form and has damaging effects on the prostitutes, clients, families, communities, and society as a whole. The Swedish government wanted to criminalize prostitution and appointed a commission to investigate the problem before they finalized the policy. The commission recommended that prostitution should be criminalized and that both the sellers and buyers of sex be arrested and charged of the offence. Pressure groups with different perspectives on the issue of criminalization of prostitution emerged, these included the high courts and magistrate courts, national police service, national administrative boards for health and social affairs, young people, state institutional care, the national associations for sex education, the national federation for lesbian and gay rights, members of the commission which was tasked with the investigation, sex workers and prostitutes' organizations, and newspaper editors (Gould, 2001). In this situation, the pressure groups managed to influence government's proposal of becoming the first country to criminalize those who buy sex instead of those who sell it.

The influence of the role players in the public policy making will be discussed in detail during the policy formulation phase of the public policy making process.

3.3.2.5. Research and investigations by commissions and committees

Legislature is not always skilful in policy making and as a result policy making can be influenced by experts such as researchers and or commissions and committees. Public

policy making can be influenced by the explanation, prediction and findings which were made in research projects and investigations by commissions.

For John (1998:29), "the research task is to identify the obstacles, such as inadequate resources and unclear policy formulation, that limit perfect administration." It is true that before the actual public policy is formulated, there should be enough information regarding the possible anticipated failures and successes of its implementation.

Investigations by commissions on the other hand, are invited by politicians when they want to know why certain incidents have occurred in their areas of operation. As an example, in South Africa, we have the following commission reports which influence public policy making:

- Final Report: Commission of Inquiry into Cricket Match Fixing and related Matters (29 June 2001).
- Submission by Kwazulu- Natal MEC for Transport to the Commission of Inquiry into Taxi Violence (12 September 2000).
- Strauss Commission Report- Commission of Inquiry into the Provision of Rural Financial Services (19 February 1997).
- Hoexter Commission of Inquiry into the Rationalisation of the Provincial and Local Divisions of the Supreme Court (under construction)
<http://www.polity.org.za/govdocs/commissions/index.html> (2002:1)

3.3.2.6. Personal views of public servants and political office bearers

Public servants and their respective political heads of the departments exert much influence on the public policy making.

Fischer (1993:22-24) expresses that in the public institutions, there is an emergence of a new class of individuals referred to as technical *intelligentsia*, who are the public servants who are professionals in the policymaking process. The skills of these

professionals influence public policy making. The theoretical model regarding public policy making, namely the rational model maintains that public servants and political office bearers have their own personal views which influence public policy making towards a direction which they regard as best. These individuals have also the capacity and opportunity to influence politicians into selecting public policies which they feel should be prioritized over others.

3.3.2.7. International expectations, considerations and influence

The international community through the United Nations Organization (UNO) play an important role in influencing the governments into adopting public policies. This influence was identified during the discussion of globalization process.

A good example is the *Convention on the Rights of the Child* (Unicef, 1990, Article 4) which states that policies should stipulate the implementation requirement in them, such as, "state parties shall undertake all appropriate legislative, administrative, and other measures for the implementation of the rights recognized in the present convention." This expectation is realized by our South African *Child Care Act* (Act No. 74 of 1983 Section 28A) which states "the Minister may, with the concurrence of the Minister of Finance, out of monies appropriated by Parliament for that purpose, establish and maintain secure care facilities for the reception and secure care of children awaiting trial or sentence." Sections which are contained in the Convention on the Rights of the Child are also contained in our *Child Care Act Amendment Act* (Act No. 96 of 1996). This is reiterated by a statement which says international societies, through their non-governmental organizations "are putting pressure on the government to provide services and opportunities for the marginalised and the disadvantaged" (Mwansa, Lucas & Osei-Hwedie, 1998:64).

International expectations through the process of globalization compel countries to conform to certain international public policies in order to avert a sanction of being excluded from participating in the international bodies such as the International Monetary Fund (IMF) and the World Bank. A good example is a recent requirement for Iraqi to disarm its weapons of mass destruction as stipulated in the Resolution 1441 of the United Nations Security Council (*The Economist*, 2003:21). To avert sanctions, Iraqi

government should formulate, implement and evaluate public policies which are aimed at disarming itself of the weapons of mass destruction.

Conclusion

The internal factors influencing public policy making were identified as those forces which are within the social system which require public policies intended to address the disequilibrium within the society. When people discriminate one another because of their racial, gender, social, ethnic and religious background, conflict results in that society. Public policies should therefore be put in place to address the exclusion of people from the socio-economic and political resources of society.

The external factors influencing public policy making on the other hand, are forces which are outside the control of policy makers such as, for example, pollution, diseases, famine, drought, veld fires and the spread of HIV/AIDS epidemic. Public policies are developed specifically to address such forces which affect the society.

Public policy making is not only influenced by the factors which were mentioned above. It is also influenced by the theories. Theories are guidelines which explain how policies are made and how they ought to be in order to achieve their outcomes or impacts. It is of utmost importance that this study includes the theoretical models regarding public policy. Theoretical models regarding public policy are of major importance in the study of public policy because they explain the reasons why policies were made in the first place and prescribe what public policies ought to achieve.

In this way therefore, the descriptive and prescriptive models regarding public policy making will be discussed in the succeeding section.

3.4. THEORETICAL MODELS REGARDING PUBLIC POLICY

3.4.1. INTRODUCTION

To pervade and understand public policy making, it is necessary to utilize its theoretical

background for explanation. Theoretical backgrounds regarding public policy making differ widely and they are grouped into theoretical models.

A model is defined as “a simplified representation of some aspect of the real world. It may be an actual physical representation” (Dye, 1998:14).

According to Papalia and Olds (1992:21), theories are guidelines which help us to organize our explanation, interpretation and prediction about a phenomenon under study. In this context, the theoretical models regarding public policy are formats utilized to explain and categorize policies according to their features of orientation. Theoretical models are therefore the necessary element in public policy making because they help the researcher to explain, interpret and predict the characteristics of public policies, to group policies according to their orientations and to explain the similarities and differences among policies.

Different authors identified different theoretical models regarding public policy. Some contributions are summarized in Table 3.2 below and then discussed afterwards.

Table 3.2: Different Authors and their Theoretical Models Regarding Public Policy

Authors	Pillay (1990)	Cloete (1998)	Hanekom & Thornhill (1994)	Dye (1998)
Models	<ul style="list-style-type: none"> -Pluralist model -Elist model 	<p>IDEAL TYPE MODEL</p> <ul style="list-style-type: none"> -Descriptive -Prescriptive 	<p>DESCRIPTIVE MODELS (Process)</p> <ul style="list-style-type: none"> -Functional process model -Elite/Mass model -Group model -Systems model -Institutional model <p>PRESCRIPTIVE MODELS (Outcome/Impact)</p> <ul style="list-style-type: none"> -Incremental model -Rational model -Mixed-scanning model 	<ul style="list-style-type: none"> -Elite model -Group model -Systems model -Institutional process model -Incremental model -Rational model -Game theory model -Public choice model

3.4.1.1. PILLAY’S PLURALIST AND ELITIST MODEL

Pillay (1990:241) identified the pluralist and the elitist views to discuss theoretical models regarding public policy. According to this view, the masses are apathetic and not well informed about public policy matters, and as such the elite is a group which is concerned with the policy making processes. In this regard therefore “public policy really turns out to be the preference of elite” (Dye, 1987:29).

Pillay's model explains that whilst it is the entire community which experience social problems such as poverty for example, the community is unable to do anything to improve its conditions and as a consequence its representatives, namely the elite group, are the people who will develop public policies to assist the community. In this instance, public policies intended to affect the masses to ameliorate social problems are developed by the few. Public policies which are developed in this way are ineffective in addressing the social problems because they were not articulated by the majority who experience the problem.

3.4.1.2. CLOETE'S IDEAL TYPE MODEL

Cloete (1998) registered yet his public policy-making models which he calls the ideal type model which includes the descriptive and prescriptive policy-making models. The descriptive model specifies the process of policy making, and the prescriptive specifies what ought to be done in the public policy making process.

In this way, the descriptive model of public policy making details a step-by-step process of how policy is formulated, implemented and evaluated. On the other hand, the prescriptive model explains what need to be done in order to reduce certain conditions within communities. Public policy making is indeed categorized into the descriptive model and prescriptive model.

3.4.1.3. HANEKOM AND THORNHILL'S DESCRIPTIVE AND PRESCRIPTIVE MODELS

Hanekom and Thornhill's descriptive model and prescriptive model are more detailed than Cloete's ideal type model. Apart from categorizing models into descriptive and prescriptive, these authors have a number of models listed under each category.

In the descriptive category, we have five models, namely; the functional process model, elite-mass model, group model, systems model and the institutional model. In the prescriptive category on the other hand, we have the incremental model, rational model and the mixed-scanning model. The aims of the descriptive and prescriptive models are

to analyze the process of policy making and the policy outputs and impacts, respectively (Hanekom & Thornhill, 1994:68).

It has already been explained under Cloete's ideal type model that descriptive models are concerned with the public policy making process, that is the formulation, implementation and evaluation of public policy. The prescriptive models on the other hand, are concerned with the outcomes/results or impacts. The prescriptive models are a result of the evaluation process, that is, they inform the audience whether a public policy had an impact in improving the lives of those it was intended for.

3.4.1.4. DYE'S EIGHT MODELS OF PUBLIC POLICY MAKING

An American author, Dye (1998:14), bestowed eight models of public policy, namely; institutional process model, group model, elite model, rational model, incremental model, game theory model, public choice model and the systems model. Although Dye's model does not classify public policy models into the descriptive model and the prescriptive model as the South Africans Cloete, and Hanekom and Thornhill do, his list of models are similar to those cited by Hanekom and Thornhill. From his list, only two new models were identified, namely; the game theory model and the public choice model which the researcher incorporated in the discussion.

The researcher will conclude in this regard that theoretical models regarding public policy should firstly be categorized into descriptive model which is basically concerned with the public policy making process and the prescriptive model which informs public policy makers that their policies or programmes had an impact in improving the lives of those they were intended for; and secondly, that under each of the two categories, there should be a list of submodels.

In a way, the researcher chose to integrate all the models regarding public policy making which were contributed by the authors above.

3.4.2. THE DESCRIPTIVE AND PRESCRIPTIVE MODELS REGARDING PUBLIC POLICY MAKING

In this section, the descriptive and prescriptive models regarding public policy will be discussed. These models are reflected in Table 3.3 below.

Table 3.3: Descriptive and Prescriptive Models Regarding Public Policy making

DESCRIPTIVE MODELS (Process)	PRESCRIPTIVE MODELS (Outcome/ Impact)
-Functional Process model	-Rational model
-Elite-Mass model	-Game Theory model
-Group model	-Public Choice model
-Systems model	-Incremental model
-Institutional model	-Mixed-scanning model

As indicated in Table 3.3 above, the theoretical models regarding public policy are categorized into the descriptive models and prescriptive models.

The descriptive models are concerned with the process of public policy making, namely, formulation, implementation and evaluation. The descriptive models are further made up of different models, namely: the functional process model, elite/mass model, group model, systems model and the institutional model.

The prescriptive models on the other hand, are concerned with the outcomes/results or impacts of public policies. This means that an evaluation process needs firstly to take place in order to assess whether the interventions have indeed improved the lives of

those the public policies or programmes were intended for. The prescriptive model has further models such as the rational model, game theory model, public choice model, incremental model and the mixed-scanning model.

3.4.2.1. DESCRIPTIVE MODELS OF PUBLIC POLICY MAKING

Hanekom (1987:30) defines the descriptive models by stating that they “deal with the actual process of policy-making, the individuals and/or groups involved and also the institutions concerned with policy-making.” Cloete (1998:142) adds to this by stating that the descriptive models were developed with the aim of explaining the real life of the policy-making process. “A descriptive model is a very natural human activity, since we need to see some sort of shape or pattern in the world about us” (Hogwood & Gunn, 1984:49).

Descriptive models are process oriented and inform us how policy-making is conducted, by whom and in which direction.

Under the descriptive category, the researcher will discuss the following models: functional process model, elite/mass model, groups model, systems model and institutional model.

• FUNCTIONAL PROCESS MODEL

The functional process model regarding public policy making suggests that policy-makers should seriously consider other policy alternatives when formulating policies. The proponents of this paradigm suggest that effective generation of alternatives will be achieved through grassroots participation towards the policymaking process. During the policy-making process, policy analysis is encouraged so that the successes or failures of the process could be identified. Lastly this model suggests that administrators should implement effective methods in making sure that policies are successful in improving the lives of communities.

In a manner corresponding to Dye (1998:17), the functional process model explains that policy is a political activity which has stages, namely: identification of problems, setting

the agenda, policy formulation, legitimating policy, implementation and evaluation. The process in policy making is basically inherently embedded in the functional process model of public policy. The functional process model is highly concerned with the patterns of activities or processes in the policy making (Dye, 1998:7). These activities include, for instance, how social problems are identified, who identify the social problems, why do some social problems achieve the agenda status when others cannot, and other public policy making phases such as policy formulation, implementation and evaluation.

- **ELITE/MASS MODEL.**

Cloete (1998:142) conveys this model by stating that “a policy is usually the product of the contributions of a number of institutions, political office-bearers, officials and interest groups who become engaged in deliberation, negotiation, bargaining and compromise.” To Hanekom (1987:31), this model postulates that the elite groups made of the minority group is responsible for policy-making and that the majority irrationally and passively follows suit. Anderson (1994: 29) terms the model the *elite theory* which explains that government policies are seen as representing the interest of those in the influential positions. This model categorically states that a small group of the elite is responsible for the formulation, implementation and evaluation of public policy. The minority decides for the majority.

Hanekom and Thornhill (1994:69) explain the disadvantage of the model by stating that “the policy flows downward from the elite to the masses and is applied to the masses by a selected group of government institutions and public officials.” The existence of the model relies heavily on the consensus that is reached within the elite group.

“Defined in this way, the political elite is composed of bureaucratic, military, aristocratic and business elites, while the political class is composed of the political elite together with elites from other areas of social life” (Hill, 1997: 44).

Mills (1995:73) explains the elite group as those individuals who “rule the big corporations. They run the machinery of the state and claim its prerogatives. They direct the military establishment. They occupy the strategic command posts of the social

structure, in which are how centered the effective means of the power and the wealth and the celebrity which they enjoy.”

Policy making in this regard is therefore not a demand by the majority but represent the interests of the elite groups. Lindblom and Woodhouse (1993:120) considered this limitation when they stated that “in addition to generally degrading, the quality of policy making one particular consequence of impaired probing is that economic and political elites have an easier time preserving their advantages in the expense of the disadvantages of the majority poor.” The elite is formed by congressional committees and subcommittees, executive branch agencies, relevant interest groups etc. but unfortunately it does not represent the majority in the wider population.

Dye (1998:21) stated that public policy “may also be viewed as the preferences and values of a governing elite.” The masses are usually passive and ill-informed and are to be manipulated by the elite. Inactive participation in the policy making process by masses was also noted by Mwansa, Lucas and Osei-Hwedie (1998:67) when they disclosed "thus the public often witnesses little in the form of a policy debate unless a ministry decides to engage in some form of consultation. In this manner the elite group completes all the processes of public policy making and, during the implementation phase, they now go out to communities out there and explain the contents of the policies. This always leads to failure of the policy."

Colebatch (1998:1) noted that the masses generally support the electorates without considering their initial promises when he states that "there is a great deal of interest in what politicians say that they are going to do, but much less interest in whether they do it." This model has disadvantages in that, it exposes the masses to be exploited by the minority, in this circumstance, the elite group.

- **GROUP MODEL**

An interaction between the interest/pressure groups and the policy-makers in policy-making is the theme of this model. There are some groups, which are more powerful than others which exert more influence on the policy-makers.

Hanekom and Thornhill (1994:69) describe this state of power relation when they mention that “the influence and power of the group is determined by its membership, leadership, cohesion, access to policy makers, and money.” This model promotes a harsh condition wherein other groups have greater political influence than others, and that it “is possible that policy is adopted in the direction of the group with increasing prestige, with a movement away from the group that has forfeited it” (Hanekom & Thornhill, 1994:70).

This view is supported by Hanekom (1987:31) who propagates that policy-making should be made through the interaction between pressure groups. According to this perspective, the legislature still maintains an influential position of the arbiter during the policy-making process. There will be instances where we find that the problem exists but it is not defined as such by the majority and therefore it cannot draw the politician's attention.

The group theory model could be explained by the exposition which says “that interaction among groups is the central fact of politics. Individuals with common interest bond together formally or informally to press their demands on government” (Dye, 1998:19). A group plays an important role of bridging the gap between the individual and the government. The model explains that groups tend to reach an equilibrium state through their struggle for power.

Equilibrium is reached when there is consensus among the differing poles. When a group receives more support than the other, it means it would tend to have more public policy influence towards the government than other groups.

Another important facet of the group theory model is the management of group conflict contributed by Dye (1998:20) who contends it is achieved through “(1) establishing rules of the game in the group struggle, (2) arranging compromises and balancing interests, (3) enacting compromises in the form of public policy, and (4) enforcing these compromises.”

Policymakers are not stable, they take directions of influences of groups which have more membership, wealth, structural strength, are close to the legislators, and have a

strong cohesion.

Rushefsky (1996:23) coined the group model with the word “pluralism” to mean that there are many interests represented by pressure groups who govern the rest of the society. There is therefore a need for groups to wield more influential power on the legislative decisions and if they feel they do not have enough influence they may exercise compromise or make coalitions with other groups which will help articulate their interest. When societies develop in complexity, they in turn develop more and more interest groups, which also experience their own internal conflicts. The interest groups are valued by Rushefsky (1996:25) who says they “may advocate governmental action, propose policies, impede policies, have an impact on implementation, conduct evaluations, and so on.”

Anderson (1994:27) believes that public policymaking is a product of the struggle which existed between different pressure groups. Pressure groups compete for an access to influence the policy-makers. The more a group becomes nearer to the policy-maker, the more it becomes pursuant to him/her towards a certain direction. Persuasion is an important public policy-making concept which is defined as “the best sense of the word, meaning the use of information and thought to move people closer to reassured and voluntary agreement” (Lindblom & Woodhouse, 1993:129).

Persuasion is the ability to give reason or to pose an argument which will influence others to take action towards the suggested direction.

- **SYSTEMS MODEL**

According to the systems model, “inputs from the external environment such as community needs and problems serve as the basis for action by the policy-maker” (Hanekom, 1987:32). “Another way to conceive of public policy is to think of it as a response of a political system to forces brought to bear on it from the environment” (Dye, 1998:35).

Anderson (1994:26) terms the systems model the political systems theory and agree that "public policy may be viewed as a political systems response to demands arising from its environment."

Du Toit and van der Waldt (1999:93) explain that government receives money from the public, which has put it (government) to power, and it is therefore the responsibility of government to see to it that this money is effectively utilized to meet the needs of the people. They announce that "we must remember that for any government to be able to govern, the greatest possible number of society's needs must be met, in other words, public administration must take place" (Du Toit & van der Waldt, 1999:93).

Systems model is about government's responsibility and accountability towards meeting demands that are articulated by the people.

South Africa has a bad history of human rights violation, racial domination, social injustice, political oppression, economic exploitation, gender discrimination and judicial repression, and all these required the present government to respond through the legislating of the *Constitution* which protects the rights of the citizens, (*The National Action Plan for the Promotion & Protection of Human Rights*, 1998; *Constitution*, Act No. 108 of 1996).

Needs that lead to policy making could be felt by a group of countries. For example, the *Convention on the Rights of the Child* (1990) is a product of different countries who on 29 – 30 September 1990 gathered at the United Nations, Geneva, in order to draw a Convention to protect the rights of the children all over the world. Article 2 Section 1 of the Convention reads as follows for example: "States Parties shall respect and ensure the rights set forth on the Convention to each child within the jurisdiction without discrimination of 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."

Demands or needs could be in the form of circumstances. Catastrophies, recessions, and other socio-political problems occur in communities which compel the government to enact its intention to intervene and save the communities. The systems model can therefore be a government's response to natural disasters.

- **INSTITUTIONAL MODEL**

Hanekom (1987:32) explains the institutional model by expressing that it “is supposed to describe the roles of public institutions involved in policy-making and to analyse the public policies as products of institutions either as policies formulated by or implemented by public institutions, or both.” This means that only the ministers, members of executive committee (MEC’s), councillors, etc. are legitimately responsible for public policy-making of their respective jurisdictions. Hanekom, Rowland and Bain (1987:32) added that “these policies have no significance unless legitimised by the legislator.”

Hanekom and Thornhill (1994:71) explain the institutional model by mentioning that it “was intended to give a description of the roles of the various government institutions involved in policy making.” It is this model which will stipulates that it is the responsibility of only the department of Health and Welfare, for example, to formulate, implement and evaluate particular policies which are related to health and welfare matters.

Anderson (1994:31) terms the model ”institutionalism” which he defines with “since simple political life generally revolves around governmental institutions such as legislatures, executives, courts, and political parties. Public policy, moreover, is authoritatively determined and implemented initially by these institutions.” This model contributes the structures in government institutions which are legitimately responsible for policy-making. The model approves that public policy making should be executed, by what Lindblom and Woodhouse (1993:45) call “elected functionaries,” because the mass public cannot make policies.

Public policies are different from other policies because they are formulated by government through its respective departments. Dye (1998:15) informs us by stating that “a policy does not become a public policy until it is adopted, implemented and enforced by some government institution.” Public policies involve every sector of the society, are legal and are coerced by government institutions.

This part of the section has explained in detail the descriptive model regarding public policy making which is concerned with the process public policy making, that is there should firstly be problems in order for public policy making process to take place.

3.4.2.2. PRESCRIPTIVE MODELS OF PUBLIC POLICY MAKING

Prescriptive models is a second category of theoretical models regarding public policy making which according to Cloete (1998:143), are “models that would bring reason and expertise to prevail in policy-making and rationalize the inputs or political processes.” Hanekom (1997:32) states that the prescriptive models are concerned with normative theory, which states how policy makers have to act. Prescriptive models are involved with the analysis of the outputs and impacts of the policy.

The prescriptive models are according to Hanekom, Rowland and Bain (1987), made of the rational, incremental and the mixed-scanning models. This is supported by a statement which says “the best known prescriptive policy analysis models are the rational, the incremental, and the mixed-scanning models” (Hanekom & Thornhill, 1994:71).

The researcher wants to add to this category also the game theory model and the public choice model which were contributed by Dye (1998). The sequence in the discussion will be rational model, game theory model, public choice model, incremental model and the mixed scanning model.

- **RATIONAL MODEL**

Cloete (1987:142) explains the rational model by stating that “there will always be a tendency for policy-makers to claim that they are rational in their performance of policy-making functions.” Anderson (1994:32) contributes a list of terms by which the rational model is known namely; rational choice model, social choice model, public choice model and formal theory model.

The rational model is utilized by those in power to further expand their power so that they can remain there. In this regard, Anderson (1994:33) contends that “politicians are

guided by their self interest rather than an altruistic commitment to such goals as statesmanship or the national interest.”

For Hanekom and Thornhill (1994:71), the rational model has the following qualities: detailed research about the community and its needs; well researched solutions and their possible consequences; the checks and balances regarding the financing; and the total benefit of the community at large. The model emphasizes the norm of effective public policy formulation.

Dye (1998:24) contends that “a rational policy is one that achieves maximum social gain; that is, government should choose policies resulting in gains to society that exceeds costs by the greatest amount, and government should refrain from policies if costs are not exceeded by gains.” In other words, if it is anticipated that policies which are formulated will have costs which will exceed their benefits, such policies should be discouraged. This model requires an involvement of the administrators who should draw a cost-benefit analysis of the policy programmes way ahead before such programmes are actually implemented.

Before one takes a decision, he/she should have gathered enough information which should assist him/her into taking that decision. Wilhelm (2000:38-39) gives an example of a decision that was taken based on distorted information, when the former South African President De Clerk "hoped for a return to normality with his party still in charge-believing, even, that it might win a democratic election, when he unbanned all the opposition parties.” This decision was very fatal to both himself and the National Party which confided on him.

Rationalistic models are widely held conceptions about how decisions are and ought to be taken. An actor becomes aware of a problem, posits a goal, carefully weighs alternative means, and chooses among them according to his estimate of their respective merit, with reference to the state of affair he prefers (compare Smith & May, 1997:164; Schneider & Ingram, 1997: 32.)

Even when many scholars agree that the rational models are effective in public policy making, Smith and May (1997:167) identified its limitations as follows; (i) the models are

narrow in that their practitioner proved to be effective in environments which were constraints-free, (ii) are utopian in that practitioners posit their dreams as reality whilst in the real world, it is not thus so, (iii) it is value biased in that it is accused of favouring management and senior professions to the detriment of low-ranking staff, clients and patients, whose perspectives are in practice neglected. The model intends to inform the public out there that management is good, efficient and effective in addressing its problems whilst in reality it is not so, (iv) the model is rigid in that it does not delineate the relationship between the ends and means and or their distinctions, and lastly, (v) the rational model is impractical.

- **GAME THEORY MODEL**

The game theory model is another form of the rational model regarding public policy making. It is a model which is defined as “the study of rational decisions in situations in which two or more participants have choices to make and the outcome depends on the choices made by each” (Dye, 1998:29). This model is usually implemented when policies regarding the choice of either war or peace, nuclear weapons or not, etc. are to be made. This concern what Dye (1998) call the pay-offs, which are values which each participant accumulates on numerical quantities so that comparison could be easily be made between the two of them. Payoff in the game theory model is according to the points that each player scores as a result of his or her choices against those of the opponent (Dye, 1998:33).

In this approach, two players compete by developing strategies to win the game. It is a zero-sum game in that “the sum of losses for one player must be equal the sum of gains for the other player” (Render & Stair, 2000:22). The two players mentioned in the game theory could be for example, the defendant versus the complainant in the criminal case.

- **PUBLIC CHOICE THEORY MODEL**

The public choice theory model views policy as a collective decision making by self-interested individuals and is defined as “the economical study of nonmarket decision making, especially the application of economic analyses to public policy making” (Dye 1998:32). This model explains that public policy is a resultant of individuals, groups or

organizations who want to maximize their personal benefits within the entire political system politics. This is true because it is the concentration of all the individual benefits, which at the end are reflected at public policy. Public choice entails that the human beings are self-interested who will influence policy making towards their own liking through whichever means available to them such as votes, intimidation, and the like (Schneider & Ingram, 1997: 38).

According to the public choice model, whoever it is, be it a politician, administrator or the interest group, their aim is to maximize their own personal gain through public policy. Politicians care about winning elections and being re-elected but have nothing to do with the production and achievements entailed in the public policies. This is called **organizational sclerosis**, which is “a political economy so encrusted with subsidies, benefits, regulations, protections and special treatments for organized interest groups that work, productivity, and investment are discouraged” (Dye, 1998:34).

In our modern society, there are greedy individuals, groups and organizations whose goal is the maximization of own benefit rather than those of the entire society.

INCREMENTAL MODEL

Hanekom (1987:33) describes the incremental model with a statement which says it has as “point of departure that existing policies are legitimate and satisfactory and probably only marginally ineffective, and should thus be adapted incrementally to eliminate those aspects which are no longer effective.” This model gives opportunities to the stakeholders or the interest groups to make inputs and effect amendments to the existing policy. According to Hanekom and Thornhill (1994:71), “the incremental model for policy making regards public policy as the continuation of exiting government activities with only incremental adaptation to provide for changing circumstances.” Thus according to this model, the policy maker intend to maintain the *status quo* whilst adapting only the marginalized items to the current policy.

To describe incrementalism, Dye (1998:27) writes, " incrementalism views public policy as a continuation of past government activities with only incremental modification." Instead, policy makers utilizing this model concentrate on decreasing, increasing or

modifying some of the items in programmes, this being because they are faced with inadequacy of resources such as time, money, skills, information, and others. This model exposes a situation that policy makers refrain from encountering the radical changes in their programmes and will opt for a *status quo*. According to Dye (1998:29), the policy makers reduce conflict, maintain stability and preserve the political system when "they seldom search for the "one best way" but instead end their search when they find "a way that will work."

Smith and May (1997:166-167) accused the incremental model of a number of limitations, namely; (i) it is conservative in that it does not allow for new innovations. Its anti-innovation feature is a serious limitation to policy making; (ii) it is unjust because it does not give room for other differing opinions in that it favours the interests of the most powerful and systematically to under-represent the interests of the underprivileged and politically unorganized. This embodies that the incremental model is narrowly constructed and has more limitations than the rational model it sought to replace in the first place; and (iii) it is extremely costly, in that, if it conducted the processes of other models of going through the comparison of cost-benefit cycle, it would be a worse-off model. This is captured in a statement which says "although the costs of rational decision making are high, the costs of failing to explore radical alternatives to existing policies may be even higher."

- **MIXED SCANNING MODEL**

Hanekom (1987:33) elucidate the mixed scanning model as follows: "owing to the inherent inadequacies of both the rational and incremental policy-making models, it was suggested that the best qualities of both models be integrated into a new model, the so-called mixed-scanning model." This model was suggested as an alternative to the rational comprehensive and incremental decision-making models. It strives to combine the qualities from both the mentioned models.

According to Smith and May (1997:167), the mixed scanning model is a product which was developed by Etzioni and Dror who "have attempted to avoid the weakness of rationalist and incrementalist models by combining the strongest features of the two."

Further exposition states that each of the two elements in mixed-scanning helps to reduce the effects of the particular shortcomings of the other model.

Anderson (1994:125) writes that mixed scanning is "an approach to decision-making that takes into account both fundamental and incremental decisions and provides for higher -order fundamental policy-making processes which are basic directions." This model was developed with a full view of selecting only the effective features of the mentioned two models, and as a consequence it has more advantages than disadvantages in the policy making process.

From the discussion above, it was identified that the incremental model of public policy is a conservative model which favours the *status quo*. Policy makers utilizing this model like things to remain as they are with minor adjustments here and there on their policies. A disadvantage of the incremental model of policy making was recognized by John (1998:68) who said "incrementalism does not recognize the inequality of power in the policy-making process and justifies a conservative approach to politics." This stand is discouraged in the South African public policy making context which is liberal and innovative in nature. Incremental model is favoured by the politicians who dislike challenge and innovation and has a serious limitation of failing to provide public policies with new intervention methods to address diverse problems (Dye, 1987:36-38).

The rational model of public policy making on the other hand, is concerned about the rules and procedural orientation. These models stick to the rules and procedures which are to be followed when public policies are made. The rational model is the most criticized method of social science inquiry because its applications are "often more descriptive and heuristic than explanatory, have difficulties in explaining change and are difficult to test conclusively" (John, 1998:138).

Limitations of both the incremental and the rational models could be minimized by the introductory of the mixed scanning model in the public policy making which is both innovative and liberal in nature. The mixed scanning is a composition of the qualities which were selected from both the incremental and the rational models of public policy. The mixed scanning model is effective and efficient and as such it is favoured over other models.

It has been mentioned that the descriptive models regarding public policy making are effective in providing policy makers with the public policy making process. This process has elements such as formulation, implementation and evaluation which will be discussed in detail in the succeeding section.

3.5. PUBLIC POLICY PROCESS

The public policy process is an important topic within this study because it guides policy makers to follow certain phases and activities in the public policy making. The process also informs us about the types and nature of legislation such as for example, the so-called 'green papers,' 'white papers' and acts.

There is no blueprint public policy process available, and most authors suggest different stages in the public policy making process. This is supported by Anderson (1994:37) who admits that "there is, however, not a single process by which policies are made." This absence however does not mean that there is totally no process in public policy making. Fox, Schwella and Wissink (1991:29) state for instance that public policy is amoeboid in nature, meaning that it does have a specific sequence of phases in its process. This is due to the reason that policy making is a continuous process adapting to the changing nature of the problems within communities. This postulates a condition that policy making process moves backward and forward and *vice versa*.

It is important to indicate how different authors compose their public policy making process models before a choice can be made.

Models suggested by Hanekom (1987), Pillay (1999), Rushefsky (1996) and Peters (1996) are discussed in this regard.

It is noted from the above four models that the international authors, namely, Rushefsky (1996) and Peters (1996) suggest that the budgeting phase should be included in the public policy making process. The researcher admits that indeed the budgeting phase is part of the public policy process, but chooses not to discuss it in this study. This is

because within the South African context, public policy making does not include it as a phase in the process.

The researcher included all these four models in this study with the reason of indicating that the South African and international authors term them differently, that the models have different numbers of phases and lastly that policy makers in South Africa need to utilize their own models without the reliance on the international models which are not relevant to their circumstances.

In the **first model regarding the public policy process**, Hanekom (1987) suggests that the public policy process should include the following five phases:

- The identification of a goal
- Authorisation to act by the policy-maker
- A public statement of what the policy-maker intends doing
- Execution of the policy
- Evaluation of the policy in conjunction with feedback regarding policy results.

This process together with its phases is exactly the one cited in Anderson (1994), but only differs in terminology.

The **second model regarding the public policy process** has been contributed by Pillay (1999) who contend that it contains at least six phases as follows:

- issue search and agenda setting
- issue definition
- setting objectives and priorities
- analysis of the policy options and selection of the best option
- policy implementation, monitoring, evaluation
- Policy review.

The **third model regarding the public policy process** was offered by Rushefsky (1996:3) who suggests it should contain eight phases, namely:

- Problem identification
- Agenda building
- Policy formulation
- Policy adoption
- Budgeting
- Implementation
- Evaluation
- Policy succession

The **fourth model regarding the public policy process** was contributed by Peters (1996). His model has the following five phases:

- Agenda setting and Public Policy
- Legitimizing Policy Choices
- Organization and Implementation
- Budgeting: allocation and Public Policy
- Evaluation and Policy Change

In this study, Hanekom's model will be utilized. This is because the researcher prefers to utilize models which are relevant to the South African context. The researcher has identified that the terminology of phases in Hanekom's model (1987) will confuse the international readers, and to counter this problem, he has chosen to utilize terms used by Anderson (1994) which will be known internationally.

The public policy process which has been derived from Anderson (1994:37) has the following phases:

- Phase 1: Policy agenda
- Phase 2: Policy formulation
- Phase 3: Policy adoption
- Phase 4: Policy implementation
- Phase 5: Policy evaluation

Blakemore (2003:124) has suggested that public policy making process and the legislative process take place concurrently and that they could be presented in a table. In this regard, the researcher has designed Table 3.4 which contain the South African public policy making process and the legislative process.

Table 3.4: South African public policy making process and the legislative process

Phases	Features	Role players	Types of policy documents
Policy Agenda	The larger the number of the people affected by a problem, its severity and visibility, the more probable it is to be on the agenda	Demonstrations, media, perceptions	Policy proposal (Draft Bill)
Policy Formulation	How best can a problem be resolved with the available resources	Elite groups, government officials, presidential organizations, legislatures, interest groups	Draft Bill (Green Paper)
Policy Adoption	Choice of an effective policy or programme to deal more effectively with the problem Final policy draft is assented	Cabinet President	Draft bill (White Paper)
Policy Implementation	Post-legislative phase during which plans and programmes are put into action, delivery takes place through laws, services, money, taxes, economic instruments and suasion	Government and NGOs	Programme frameworks
Policy Evaluation	Estimation, assessment and or appraisal of policy, policy is improved Assertion of final policy choice	Elite groups, government officials, presidential organizations, legislatures, interest groups	Draft Bill (Policy Proposal) Amendment Act

In the following section, the five phases, namely; policy agenda, policy formulation, policy adoption, policy implementation and policy evaluation will be discussed separately and in-depth.

3.5.1. PHASE 1: POLICY AGENDA

The first phase of the public policy process is called policy agenda.

The content of the policy agenda phase can be explained by the following paragraph:

By issue definition, then, we mean the processes by which an issue (problem, opportunity, or trend), having been recognized as such and placed on the public policy agenda, is perceived by various interested parties; further explored, articulated and possibly quantified; and in some, but not all cases, given an authoritative or at least provisionally acceptable definition in terms of its likely causes, components, and consequences (Hogwood & Gunn, 1984: 222).

During this phase, the problem is identified. According to Rushefsky (1996:3), this stage begins with a demand for government action to resolve a problem or take advantage of an opportunity. It is an attempt to get government to see that a problem or opportunity exists.

Dye (1998:321) has much to say about this phase when he writes that “defining the problems of society and suggesting alternative solutions – agenda setting- is the most important stage of the policymaking process.” In this context, agenda setting becomes a process of sifting through a number of conditions and selecting those which are of utmost importance.

To begin the discussion, the researcher recognized that “agenda setting is in many respects an ideological process, translating an issue into a policy proposal” (Hill, 1997: 115).

In order for an issue to be regarded as a social problem, both the status and power of individuals defining it and pressing for its urgent solution and the number of people affected by it are regarded as the most important determining factors. Social problems should affect many people. "Social problems are those concern about the quality of life for large groups of people where the concern is held as a consensus populationwide, and/or the concern is voiced by the socially powerful or the economically privileged" (Chambers, 2000:8).

Another dimension of the policy agenda is that it is concerned with the distribution of power among people who influence the public policy making.

According to Dye (1998:322), agenda setting is a concept which in itself indicates who has the most influential power towards policy making, how much support he/she has, his/her knowledge and his/her economic and political standing.

When the most powerful group refuses to consider an issue as a social problem, then that issue would not achieve an agenda status. This is termed *non decision making*.

Dye (1995:301) conveys that nondecisions are "conditions in societies that are not defined as a problem and for which alternatives are never proposed, never become policy issues." Nondecision is "a means by which demands for change in the existing allocation of benefits and privileges in the community can be suffocated before they are even voiced; or kept covert; or killed before they gain access to the relevant decision-making arena" (Anderson, 1994:95). Such issues will never qualify to be put on agenda and as such they will remain the same until such time they receive more demand for inclusion in the agenda. Nondecision making occurs when an issue is feared to provoke public attention; if the issue will be disfavoured by the elite or if its resolution may obstruct the resolution of others.

Rushefsky (1996:5) views agenda setting somehow differently by stating that "the agenda is a list of items to be discussed at a meeting. In a similar vein, a policy agenda consists of those items that policy makers are discussing and seriously considering." This phase of policy making process is about the technicalities of defining a problem so that it can

receive an agenda setting status and it explains why are some problems considered when some are ignored.

Public policies are put on agenda on a win-loose basis, that is, one group gains on the disadvantage of the other. The proponents of an issue should mobilize support from their constituencies in order for their issue to be put on an agenda. Mobilization does not only mean bringing a large membership together, it also means an effort to drive the membership or constituents towards action to redress their socio-economic and political standing (Mamburu, 2000:20-21).

It has been mentioned that different problems compete to achieve the status of being placed under agenda. Dror (1986:153) contends that being included on a policy agenda is a necessary, though not sufficient condition for active and explicit policymaking. According to the author, agenda setting is a process of allocating attention and inducement of policymakers to consider problems and their respective solutions. Agenda setting is about disequilibrium which manifests when certain groups of people demand some form of intervention from government.

There are a variety of ways in which problems can reach a policy agenda, namely:

- when politicians are motivated by their constituencies to deliver something to them
- through the presidential agenda setting
- through the electoral manifesto agenda setting
- government departments often having agendas they have to periodically set
- protests after some incidents, eg. when a teenager has shot dead other school mates and some teachers
- groups of concerned minorities, eg. gays and lesbians demanding recognition by government
- issues that are displayed by media
- statistical indicators
- political changes in the country
- problems as a consequence of crisis, natural disasters, etc. (Anderson, 1994:95).

According to Rushefsky (1996:4) there are two concepts which are related to the identification of a problem for policy agenda setting, namely: perception and definition.

- **Perception** is a generic term which involves different senses in the human being, namely: hearing, smelling, tasting, touching and seeing. In the public policy making process, there should be individuals, groups and organizations in the society who are able to point out that certain attributes must be regarded as problems. It is therefore important to know who is perceiving and how that perception is defined (Rushefsky, 1996:4).
- Problems can also be identified through **definition**. Definition is the description of a condition in the words that can stimulate some understanding to the next person. Definitions differ according to the perspectives from which they are drawn. The most important concept for this study is, for example, poverty which is defined through a variety of perspectives, namely: the individualistic perspective, the reformist perspective and the structuralistic perspective which were discussed in chapter 2. To identify a problem for agenda setting, there should be adequate information available regarding the decline or increase of something; the problem should affect a number of people and the causes with possible solutions must be known.

According to Rushefsky (1996:5) a definition process is conducted in three categories, namely (i) narrative:- which is the explanation of stories regarding the problem and its effects, (ii) numbers and statistics:- to define a problem through figures in order to show the extent to which it affects a number of people, and (iii) causes of the problem:- which maintains that it is important to understand the underlying causes of the problem in order to solve it. Problems could indeed be effectively defined if enough information about them, the number of people they affect and their respective causes exist.

Government receives thousands of demands from the public regarding diverse social problems, but only a few are prioritized in order to receive consideration and these constitute the policy agenda (Anderson, 1994:89). A problem qualifying to achieve the agenda status is prioritized over others.

Social work practitioners should select different theoretical approaches in order to define the social problems in the manner that they can influence policy makers to put them on agenda. This study will discuss some of the theoretical approaches to policy agenda in the succeeding part.

3.5.1.1. THEORETICAL APPROACHES TO POLICY AGENDA

According to Peters (1996) there are three theoretical approaches to policy agenda, namely: the pluralist approach, elitist approach and state-centric approach which will be discussed separately in this part.

- **Pluralist Approach**

The pluralist approach is the dominant and most influential approach to policy agenda. The larger the group size, the bigger its influence will be on policy. Powerful interest groups will pressure government to regard their interest as more important to receive the agenda status than are weaker groups. Powerful groups influence the agenda through their votes whilst government maintains the role of an umpire between the competing groups “to enforce the victories through law” (Peters, 1996:51). “The appropriate role of Government in society, according to pluralist theories, is to produce public policies that represent the interest of the electorate, resolve conflicts, reflect reasonable compromises among competing perspectives, and ensure the continued stability of the collectivity along with its preferred economic and cultural characteristics” (Schneider & Ingram, 1997: 13). This view rests in conception of democracy that states government of the people, by the people, and for the people.

“In pluralist democracy, citizen preferences are articulated and aggregated by intermediate groups such as interest groups, professional associations and political parties. Through their activities, citizens are more likely to have their preferences reflected in public policy” (Schneider & Ingram, 1997: 15).

It seems therefore that policy agenda is based on the pluralist approach because it is influenced by the majority preferences.

- **Elitist Approach**

The second theoretical approach to policy agenda namely, the elitist perspective assumes the existence of a power elite who dominate public decision making and whose interests are served in the policy making process (Peters, 1996:50). The elite are usually big guns who are financially sound, hold high socio-economic and political positions in the society and are usually from the middle and upper classes, and in most countries are whites. The elite are highly educated and have the necessary skills, knowledge and attitudes towards the development of the communities.

This view suggests that the elite group is in minority, it is more powerful than the majority and it governs most societies.

The disadvantage of the elite's influence in public policy is that they usually remove issues from policy agenda which they feel are a threat to their positions (Minogue, 1997).

- **State-centric Approach**

The third theoretical approach to policy agenda is the state-centric approach.

The state-centric approach “would place the bureaucratic agency or the congressional committee, not the pressure group, in the centre of the process” (Peters, 1996:51). This approach explains the institutional type of agenda in that elected officials who manage the government departments are responsible for selecting agendas that they warrant are most important to be addressed by their departments at a certain point in time.

Apart from the different theoretical approaches to policy agenda, agenda setting has a number of different types which will be discussed in the succeeding part.

3.5.1.2. TYPES OF POLICY AGENDA

There are two types of policy agenda, namely: the systematic agenda and the institutional agenda (Anderson, 1994:90)

- **Systematic agenda**

Systematic agenda is usually only a general topic under discussion. It is said to include “all issues that are commonly perceived by members of the political community as meriting public attention, which government should intervene in order to solve” (Peters, 1996:49). Systematic agenda is concerned with influential forces to the policy making, that is, the demands and government's response towards them.

- **Institutional agenda**

Institutional agenda consists of the problems to which legislators or public officials feel obliged to give serious and active attention. It is usually found in the calendar of the authoritative decision making of the government department and through it, “decision-makers presume that older problems warrant more attention because of their longevity and the greater familiarity officials have with them” (Cobb & Elder, 1995:101). Institutional agendas are in other words called government departmental visions. They are automatically there in the public policy making process.

An institutional agenda is defined as “that set of items explicitly up for active and serious consideration of authoritative decision-makers” (Peters, 1996:48). This is the type which is exemplified by the names attached, for example, to the South African Department of Public Works that deals with all matters of infrastructure construction and maintenance whilst the Department of Health and Welfare deals with all issues regarding the health and welfare of citizens. Thus these institutions are specifically made to attend to the issues attached to them.

The different types of policy agenda are important in the agenda setting and should always be considered in the process of agenda setting. This is also the case with the factors which influence agenda setting because without them the agenda setting process would not take place. It is therefore important to discuss the factors which influence agenda setting in the succeeding part.

3.5.1.3. FACTORS WHICH INFLUENCE AGENDA SETTING

Apart from being supported by whoever to maintain the agenda status, public policy should be constructed in such a manner that it will become worthwhile. That is, in order for a public policy to achieve the agenda status, it should have satisfied a number of factors which shall be discussed in this part. Factors influencing agenda setting are of utmost importance because they prepare a base for the public policy making process. Peters (1996), discusses different factors which influence agenda setting, namely: the effect of the problem, analogous and spillover agenda setting, relationship to symbols, the absence of private means and the availability of technology.

- **The Effects of the Problem**

Government legislators would like to know who the problem affects and its extent in that, “the more extreme the effect of a problem, the more likely it is to be placed on an agenda” (Peters, 1996:53).

The problem can influence its placement on an agenda only if it satisfies the following requirements: if it affects most of the people staying in one area, it affects people severely and it is visible.

- **Spillover Agenda Setting**

In order to explain the influence of spillover on agenda setting, Anderson (1994:241) maintains that public policy may affect different individuals, groups and organizations than the ones initially targeted, for example, testing nuclear explosives is a benefit for the warfare of the country but has an adverse effect on the environment and the future generations.

And Schneider and Ingram (1997: 32) note that “government policies usually impact not just one narrowly defined problem, but may spill over and have effects far beyond the specific problem they were addressing.” This is a double effect notion in which one intervention usually leads to the other and is available in all areas of public policy making

such as policies regarding environment, redistribution of resources, crime prevention and others.

- **Relationship to Symbols**

This means that “the more closely a particular problem can be linked to certain important national symbols, the greater is its probability of being placed on the agenda” (Peters, 1996:56). In South Africa today, for example, problems which are closely related to children and women abuse, genderism and HIV/AIDS have the highest probability of achieving the agenda status.

Developed countries need to develop policies which discourage the exclusion of people from programmes due to socio-economical, political and cultural background. The relationship to symbols therefore could be viewed as “symbolizing protection of widely shared interest” (Edelman, 1995:27).

In the newly democratic countries, the concept of the relationship to symbols is accorded to the consideration of those who were previously disadvantaged by the colonial regimes and or apartheid systems.

The factor of relationship to symbols which influences agenda setting is of paramount importance in the public policy making process and it is not static because it changes over a period of time.

- **The Absence of Private Means**

The absence of private means factor influencing agenda setting is known as nondecision which Anderson (1994:95) defines as “a means by which demands for change in the existing allocation of benefits and privileges in the community can be suffocated before they are even voiced; or kept covert, or killed before they gain access to the relevant decision-making arena.”

According to the nondecision process, governments choose to do nothing in the absence of necessary resources or private means. In Zimbabwe for example, there has been a

serious deterioration of the economy when President Robert Mugabe took over government during the 1980's. This forced his government to review its public policies and stopped providing people earning less than Z\$150 per month free primary education and free health services (Kaseke, Gumbo, Dhemba & Kasere, 1998:24).

Problems will gain the agenda status if there are socio-economic resources necessary to eliminate them.

- **The Availability of Technology**

If an issue has got a possible solution, it has a high probability that it can be put on an agenda because problems may be excluded from the agenda, simply because they lack of effective interventions to address them (Peters, 1996:58). In this regard, there should be an indication that the problem is solvable before it is placed on an agenda.

There are crucial problems within the communities that are not receiving government attention simply because legislators are not convinced that they are solvable. Peters (1996:47) maintains that “the most basic cause for placing an issue on the agenda is a perception that something is wrong and that the problem can be ameliorated by public action.” When there is an outbreak of a problem, say, HIV/AIDS within the society, citizens, organizations and even government departments become concerned and put pressure for its immediate remedy or removal in order to protect the citizens. Watt, Higgins and Kendrick (2000:173) advise that politicians should consult communities in order to develop good policy agendas which are representative of the problems in the communities.

It is identified that policy agenda is an important phase of the public policy making in that it is the foundation from which public policy making can build. This researcher has so far defined the agenda setting phase of the public policy process as the phase in which a problem or condition competes with others in order to be selected as a priority. The most powerful groups among the policy makers are the ones which will be influential towards the selection of an issues. These groups are not only necessarily formed by the majority of the policymakers, they could also be formed by an elite group which is more socio-economically and politically powerful than the rest of the groups in the society. The process of selection is

explained through three theoretical approaches to policy agenda setting, namely: the pluralist approach, the elitist approach and the state-centric approach. The study further discussed the two types of agenda setting, namely: systematic and institutional agendas. The last part of the section explains the factors which influence agenda setting. The agenda setting phase of public policy process involves the analysis of the effect of a problem on a large number of people, its severity and visibility which will in turn influence the public policy makers in selecting it as a priority. It has also been mentioned that the policy document during the policy agenda phase of public policy making process is called a policy proposal.

After prioritizing and selecting agenda topics, the next step in the public policy making process is the policy formulation phase, which will be discussed in the succeeding section.

3.5.2. PHASE 2: POLICY FORMULATION

Policy formulation was identified as the second phase of the public policy process and it involves the development of pertinent and acceptable proposed courses of action which are called alternatives, proposals, or options for dealing with public problems (Anderson, 1994:102).

After the problem has been put on the agenda, the next step would be what should be done to solve it. In other words "the development of the mechanisms for solving the public problem" (Peters, 1996:59). It includes the analyses of the cost-benefits. Cost-benefit is according to Dunn (1994:294), "an approach to policy recommendation that permits analysts to compare and advocate policies by qualifying their total monetary costs and total monetary benefits."

The following individuals, groups and/or organizations should decide what to do to effectively solve the problems:

- elite group
- government/public officials
- presidential organizations

- legislatures
- interest groups

All the above are referred to as role players in the public policy making process and will be discussed in detail in this part.

3.5.2.1. ROLE PLAYERS IN PUBLIC POLICY MAKING

The role players who are responsible for the public policy making process are individuals, groups and/or organizations. They are the representatives of the entire communities.

There are many role players who participate in the public policy making process who were drawn from the local, provincial, national and international communities. In this study, the researcher selected to discuss only the elite group, the government or public officials, the presidential organizations, legislatures and the interest groups because they play a major role and are easily identifiable within the South African communities.

• ELITE GROUPS

The elite group are referred to as the “think tanks” and the “technocrats” which are defined as the organizations which “bring together the leadership of corporate and financial institutions, the foundations, the mass media, the leading intellectuals and influential figures in the government” (Dye, 1998:326).

Hill (1997:68) calls them the political elite, which he argues, are the decision-makers who are drawn from a narrow spectrum within society. As explained above, this group is in minority but is socio-economically and politically more sound than the entire populace. The political elite are regarded as the think tanks or the heavy weight pressure group because they exert more influence on the government decision-making process than any other group.

Elite are professionals in their fields of study, but Considine (1998:193) realizes that they have limitations because their courses are usually in contradiction with those of the entire

community. "When sociologists and commentators talk of technocracy they mean rule by a class of experts who are trained in the skills of investigation, diagnosis and manipulation, and who offer this expertise impartially to the state and the corporation" (Considine, 1998:194). During policy formulation, elites are highly necessary as their skills, knowledge and attitudes will direct the legislatures to a desired goal.

- **GOVERNMENT/PUBLIC OFFICIALS**

Public officials are the second group of role players in public policy making process to be discussed in this part of the section.

Public officials are the most effective role-players in the policy making process because they are the ones who identify community problems and turn them into policy statements. In an orderly process "politicians instruct administrators to frame policies compatible with their mandates and commitments" (Hill, 1997:71). Public officials are skillful in the sense that the legislatures borrow their technical expertise in order to make the public policy making process a reality.

For Lindblom and Woodhouse (1993:60), "many legislative acts and executive orders actually are designed to require administrators to formulate policy specifics instead of legislatures." Anderson (1994) adds that public officials occupy the administration and the judiciary positions in the government.

The above explanations put the public officials in the centre of the public policy making process. They are the individuals who occupy government institutions and render the day-to-day processes of the departments. In other words, because government departments are concerned with the formulation, implementation and evaluation of public policies, then the public officials who directly render these tasks are the most important role players in the public policy making process.

The researcher prefers to term these officials both the policy "formulators" and the "implementers" of public policies whilst Minogue (1997:17), offered yet another term, namely; managerialism, to denote that it "offers both a method and a philosophy for achieving efficient and effective administration." The managers have the capacity to

translate policy plans into action. The managers provide desirable rational management as against the politicians who provide sometimes more irrational and ineffective management. Minogue (1997:21) continues to mention that public officials are more skillful than their respective politicians whom he claims produce unreal, unworkable or unacceptable decisions.

Community involvement in public policy making is limited as this process is highly centralized at the government level to the public officials. Osei-Hwedie (1998:8) mentions that "it is, in fact, top civil servants who dominate the policymaking process." Public officials have the limitation of undermining the inputs of the grassroots in the public policy making process and as a consequence public policies are not representative to the majority, they are unpopular and they are difficult to implement at the community level.

Fox, Schwella and Wissink (1991:38) mention that public officials render two types of policy-making, namely: internal policies which are concerned with the internal running of their departments and the external policies which concern problems of the communities outside the departments.

Public officials have a responsibility for interpreting a public policy to the public. This task is usually carried by the judges, magistrates, police and traffic officers. Public managers are specialists in their fields of operation and the politicians are reliant on their expert advice. They are people who are responsible for preparing all policies and speeches made publicly by the politicians. Fox, Schwella and Wissink (1991:39) maintain that most of the public statutes that we see were in fact prepared by the public managers rather than by the politicians because administration is above politics in the day to day running of every government.

Although the legislatures are authorized by the South African Constitution to formulate, implement and evaluate public policies, this important obligation is downsized by the public officials who are more professional and have the required expertise in the public policy making field. It has also been mentioned that the legislatures are dependent on the expert advice they regularly get from the public officials. The researcher therefore

concludes that it seems as if the public officials are more important role players in the public policy making process than the legislatures.

- **PRESIDENTIAL ORGANIZATIONS**

Presidential organizations such as the advisory commissions, interagency committees, presidential commissions, task forces, etc. are purposely employed for the development of public policy proposals. Anderson (1994:103) writes that “temporary organizations, sometimes called “adhocracies” may be established by the president to study particular policy areas and to develop policy proposals.” Commissions are necessary for thorough investigations into issues and they provide expert advice to the legislatures.

- **LEGISLATURES**

Legislatures are those individuals who are the top political executives of the government, who are ministers and the political heads of different government departments.

The legislatures are also called the elected functionaries and they are the elite groups who are not representative of the grassroots problems. Most of them have bureaucratic institutions which they utilize to control the government. Anderson (1994:55) maintain that the legislatures perform an important task of engaging “in the central political tasks of law-making and policy formation in a political system. Only the legislatures have the legal authority of making public policy.”

Legislatures were elected by their constituencies and as such are the mouthpiece of their constituencies. Mthomboti (2000:39) warns them with the following statement: "people are unlikely to bite or bark at the hand that feeds them...you're unlikely to cross someone who holds your fate in his hands... They must do as they are told- cheer their own side, jeer the other side regardless of what is being said, and serve as voting fodder when required to."

In this way, the legislatures should consult with those they serve.

In the United States of America, the legislatures are congressmen who are the source of policy formulation and are “generally interested in reform, for if they were primarily interested only in incremental change, there might be little need for their involvement” (Peters, 1996:63).

The above expositions reiterated that the most important responsibility of the legislatures is public policy making. This is supported by De Waal, Currie and Erasmus (2001:42) who state that legislature “refers to Parliament, the provincial legislatures, and the municipal councils. These legislatures’ primary responsibility is the making of legislation.”

The legislatures spend most of their time and resources drafting the policy proposals, discussing, criticizing and approving legislation. When policy programmes fail to achieve their goals, it is only the legislatures who the blame of having failed to formulate, implement and evaluate the policy programmes accordingly.

- **INTEREST GROUPS**

The fifth group of role players in public policy making is called the interest groups.

Pillay (1999:240) compares that unlike previously, South African government currently encourages community participation in matters of public policy-making.

Interest groups are also called the grassroots. They have been mobilised to form organizations which empower them as explained by Cloete (1998:147) who says that “because individuals are politically so powerless and insignificant when they act individually, they started years ago to create voluntary associations to enable them to act collectively.” Giddens (2001:439) supports this by saying "social movements often rise with the aim of bringing about change on a public issue, such as expanding civil rights for a segment of the population."

Through their representation, organizations are able to articulate the real community problems.

There are many interest/ pressure groups within the societies such as labour unions, agricultural unions, public institutions and professional and occupational groups. According to Watt, Higgins and Kendrick (2000:168), pressure groups in South Africa may include "community-based organizations (CBOs or "civics"), trade unions, social movements, mass-based groups, and those non-profit organizations that supported oppositional efforts through funding, technical assistance, or advocacy research."

According to Lindblom and Woodhouse (1993:75), "interest group activities are interactions through which individuals and private groups, not holding government authority, seek to influence policy."

An important feature of the interest groups is that they are nongovernmental organizations meaning that they are not part of government institutions. These groups are therefore more powerful in articulating the social problems because they are able to effectively urge government into providing the necessary resources to reduce problems in the communities.

Pressure groups are for instance most influential in the British public policy-making. They are strong and most of the public policies are formulated through their influence as noted by Hill (1997:67) when he mentions "most powerful British pressure groups tend to have an established relationship with one or other political party." Even funds which strong political parties utilize have in one way or another been donated by these pressure groups. Interest groups need to be large, strong and highly organized in order to wield more power and influence towards the legislature. Groups are the blood of all political systems, they are not only important and essential, but are the centre of the social activity (Blondel, 1995:97).

Anderson (1994:68) asserts that research organisations must also to be included in the interest groups list. He regards this group as the thinking tanks in the public policy making process because their "studies and reports provide basic information and data on policy issues, develop alternatives and proposals for handling problems, and evaluate the effectiveness and consequences of public policies." In South Africa, institutions such as the Public Service Commission, the Central Statistical Service, National Economic, Development and Labour Council (NEDLAC), the Council for Scientific and Industrial

Research, and the Human Sciences Research Council are just a few such bodies which do research on policy and advice the legislature on the effectiveness of policies (Cloete, 1998:154).

Some interest groups were also drawn from the business community. McLennan (1997:54) identified business as a minority group which has a strong influence on public policy-making when he contends that the government is seen as "holding a role of an umpire. The oligarchical nature of government surfaces when business and the elite groups dictate the direction where public policies should take." Blowers (1997:192-193) saw the influence of business or what he terms "corporate" on the public policy-making when he writes "business is able to penetrate all levels of political decision making and, by strategies of manipulation, information control and sanctions, is able to define the political agenda and resist controls or financial penalties that threaten its continued prosperity."

Interest groups articulate demands on public policy makers, they represent the grassroots, they are nongovernmental, some of them were drawn from the business community, they conduct independent research and they have become more influential to public policy making. Currently most political parties, public officials and government departments have either joined interest groups or they are financially dependent upon them.

Policy formulation tells us what those in the legislative authority are to do to address a problem at hand. When a problem is well defined, especially during the agenda setting stage, then public policy makers should select the most effective solution to its elimination.

Policy formulation is therefore a public policy process phase which is concerned with the engagement of debates regarding the most effective and efficient means of solving social problems. The identification of strategies to effectively and efficiently eliminate the problem rests upon a number of individuals, groups and organizations which have different perspectives and interests on particular social problems. When the elite group, government officials, presidential organizations, legislators and interest groups finally agree on specific solutions to the social problems, they publish that strategy in the

government gazette as a draft bill so that the entire society can be able to comment on it. The draft bill is during the formulation phase known as a green paper which is defined as “a consultative document aimed at stimulating discussion with and feedback from the public and other interested parties. Its purpose is also to pose questions and find answers in order to formulate policy” (Du Toit & van der Waldt, 1999:274). A green paper sets out policy options for comments by public (Bekink, 2002:236).

Examples of South African Green Papers are the Green Paper on National Youth Service- October 1998; Draft Green Paper on Development and Planning- 22 April 1999; Public Works in South Africa Green Paper- October 1996, and others.

Policy agenda and policy formulation phases of the public policy making process exist before a decision about the policy is actually made and as such, they constitute a pre-decision segment of the public policy making process.

The process of policy making proceeds to the moment when decisions are made. This is during the next phase, namely, policy adoption which will be discussed in the succeeding part.

3.5.3. PHASE 3: POLICY ADOPTION

It has been mentioned above that the policy adoption phase constitutes a decision segment of the public policy making process. Peters (1996:77) writes that “once it has been decided that a certain program is required, or is feasible, as a response to a policy problem, that choice must be made a legitimate choice.” This is because the choice of one policy usually benefits one sector of the community to the disadvantage of the other.

Adoption or legitimacy is “a belief on the part of citizens that the current government represents a proper form of government and a willingness on the part of those citizens to accept the decrees of the government as legal and authoritative” (Peters, 1996:77). Public policy adoption is constitutionalization in the sense that the contents of the draft bill are measured in accord with the requirements of the Constitution.

Adoption of public policy is a centralized process, in that it only takes place at the national, provincial and the municipal government levels. In South Africa, policy adoption is executed by the highest electorates of the country.

In the context of this study regarding the RDP, the South African position is indicated by a statement which says "the National Government will set the broad objectives of the RDP and together with the provincial and local government will provide a policy and regulatory framework" (*RDP White Paper: Discussion Document*, 1994:12).

Rushefsky (1996:9) mentions "that the proposal must be accepted by some person or group that has the power and authority to make decisions." Adoption is a process of assessing the two sides of a debate, in this regard a judge, or the umpire decides which side wins based on the inputs put forward by him/her. Adoption can be pushed into the open debate and can involve a judicial action wherein courts hear matters arriving from groups.

During the policy adoption phase in the law making process, the Bill is known as a White Paper. "Proposal for legislative changes are sometimes set out in government "White Papers" which may be debated in Parliament before a Bill is introduced" (Britannia, 2001).

In South Africa, we have the following examples of White Papers; Reconstruction and Development Programme White Paper- September 1994; Towards the 21st Century Public Works White Paper - November 1997; White Paper on Disaster Management- December 1998; White Paper on Safety and Security- 13 October 1998; and others.

When everything is found to be correct in the draft bill, it is then enlisted in the Announcements, Tabling and Committee Reports, in the case of the South African context.

The draft bill will then be referred to another stage of finalization of the legislation

The final draft is signed and assented by the President as being an Act which could be implemented.

Bekink (2002:253) states that "most states require a bill to be approved by the head of state after its adoption by parliament. This assent can be a mere formality, for example in the Westminster system (according to the convention in the Westminster system the head of state must assent to bills adopted by parliament) or the head of state might have a substantial veto right."

Anderson (1994:144) accepts that "the president can be viewed as a policy adopter in his own right. In foreign affairs, much policy is a product of presidential actions and decision." For example, decisions that are taken by the president are the executive agreements to form agreements or disagreements with other nations, international – trade policies. This does not mean that the president alone takes those decisions, he/she is assisted by other legislatures.

Peters (1996:81) maintains that law-making is equated with the congress/legislators because it is the principal legislative body in the country. It is the legislator which has the responsibility of legislating policies. The legislators follow certain procedures so as to prevent poorly formulated legislation from becoming law or programmes. Policy should receive good support in order to be legitimated.

The support legislator need to gain in order to adopt policies is in the form of a procedure known as *logrolling* in which they exchange their votes with others (opposition) who will be selling their own different policies at the time. For Anderson (1994:139), logrolling is "a way of gaining support from those who are indifferent to or have little interest in the matter, usually encompasses a straightforward mutual exchange of support on two different topics."

Another procedure of gaining support is called a *pork-barrel* legislation in which legislators promise benefits to their constituents. Pork-barrel legislation was noted as examples when the Accelerated Rural Development Programme (ARDP), the Arable Land Grazing Programme (ALDEP) and the Old Age Pension Scheme were introduced immediately before the 1974, 1979 and 1999 general elections in Botswana, respectively. In this way, the Botswana Democratic Party was able to convince the majority of electorates that they will deliver as expected (Osei- Hwedie, 1998:9-10).

Acts are the final product of the legislation process as stated that “government and semi-government institutions are established in terms of Acts and enabled by Acts which embody policies” (Du Toit, van der Waldt, Bayat & Cheminias, 1998:74).

As an example, in South Africa we have the following Acts which were passed by Parliament:, the *Constitution of the Republic of South Africa*, Act No. 108 of 1996; the *Public Finance Management Act*, No. 1 of 2000; *Higher Education Act*, No. 101 of 1997; and others.

If summarized, it is clear that the policy adoption phase of the public policy making process falls within the decision making sector and involves the decision regarding the selection of the most effective means of solving a particular social problem. The resources necessary for that problem will be listed. At some stage, the draft bill is known as the White Paper. The White Paper is referred to the Announcement, Tabling and Committee Reports where it will be thoroughly checked for its conformity to the requirements of the Constitution of the country. When the White Paper is found to be perfect, it is assented by the State President who is identified as the most important person responsible for policy adoption. The legislation is known as an Act.

The public policy making process then proceeds to the forth phase, namely, policy implementation which is the action taken in addressing the problem.

3.5.4. PHASE 4: POLICY IMPLEMENTATION

The adoption and the implementation phases of the public policy making process are regarded as the post-legislative stages of decision-making (John, 1998:27). Because policy adoption has been discussed in detail during the previous part, the researcher will discuss only the policy implementation in this part.

Implementation of public policy is when “action is made and ends successfully when the goals sought by the policy are achieved and the costs are within reasonable expectations” (Theodoulou, 1995:89). According to this author, poor implementation on the other hand occurs when the original policy is distorted when its goals are forgotten, when its characteristics are not well-known by the implementers and when there is little

demarcation between the social, economic and technological conditions regarding that policy.

Dye (1998:330) has to illustrate that "implementation involves all of the activities designed to carry out the policies enacted by the legislative branch. These activities include the creation of new organizations – departments, agencies, bureaus, and so on or the assignment of new responsibilities to existing organizations. These organizations must translate laws into operational rules and regulations." Policy implementation is about putting plan into action. Every solution identified during the previous stages should be executed during the implementation phase. Public policy implementation is about the execution of tasks which were designed to solve particular problems and also means the development of different government departments and their respective policy programmes.

The public policy making and implementation stages are fused together in such a manner that "it is hard to identify a dividing line at which making can be said to be completed and implementation to start" (Hill, 1997:48). Implementation has commenced even during the formulation and the adoption phases. This indicates that the processes which were conducted towards policy making during those phases should be referred to as a form of implementation. "The policy-making process is like the design of a building for a specific occupant by an architect; the implementation process affects policy design quite early on, and will still continue to influence some details of it even after implementation has begun, just as modifications are made to buildings after occupancy" (Hill, 1997:86).

It is true that policy implementation phase has started earlier on during the formulation phase but for the sake of this study, the researcher contends that it is a phase which comes immediately after the legislation has been passed, that is after policy adoption.

Cochran, Mayer, Carr and Cayer (1993:4) say that policy implementation means that "steps must be taken to put the policy statement into practice in order to achieve the policymaker's goals. Policy implementation means money spent, laws enforced, employees hired, and plans of action formulated." Public policy implementation is concerned with two concepts, namely; (i) **policy outputs** meaning what is it which is observable and measurable that a policy achieve and (ii) **policy impact**, which is

concerned with the effects a policy has on the communities. Policy implementation is therefore a comparison of the costs to the respective benefits of a programme.

During implementation, the functionaries in the government departments transform the planned intentions contained in the public policy into actions. Peters (1996) regard policy implementation as realization through instruments. The following instruments are important to implement policy:

3.5.4.1. INSTRUMENTS OF PUBLIC POLICY

Public policy instruments are the tools, equipment and or measures utilized by the policy implementers to enforce and ensure coherence of policy compliance. Public policy instruments cannot be left out of this discussion because without them, policy implementers and evaluators will be without tools to measure if the policies are complied with.

Based on the fact that public policy instruments flow from policy implementation, it is important that Peters' (1996:7) public policy instruments, namely: law, services, money, taxes, economic instruments and suasion be discussed in this part.

- **Law**

Law is a resource of any government through which it enforces compliance on the part of its citizens, agencies and other groups. Law as an instrument utilized by government is "to prohibit or restrict the behaviours of certain groups within the policy system" (Considine, 1998:41). In laws, restriction, bans and prohibitions are specifically stated and individuals, groups and organizations are expected to conform according to their requirements. It is law that govern our daily living, without which, individuals, groups and corporations will do as they wish and exterminate other members of the society and the environment.

- **Services**

Governmental services are diverse in nature and can be in the form of garbage removal, hospital services, home affairs registration of births, death, adoptions, health and welfare, grants, for example. It is therefore suggested that these services be rendered adequately to communities.

Any government is made possible by money available to it through contributions of taxes. The government is in turn expected to redistribute money back to the communities, in this instance, in the form of services.

- **Money**

Peters (1996:8) maintain that “governments also provide citizens, organizations, and other governments with money.” Money that is collected through taxes, property taxes, sales of government property, fines, etc. is called revenue. Revenue is returned back to the citizens, organizations and/or other governments to enable them to function on a daily basis. This is called expenditure and it is the money which is channeled from the public funds to policies or programmes. There are many forms of government’s involvement into giving money to individuals, groups and/or organizations with the main reason of conditioning their behaviour. Other forms could be food stamps, grants, drought relief, etc.

- **Taxes**

Tax is a government's major revenue collection practice. The state imposes taxes to individuals, groups and corporations. Taxes are utilized to pay government officials their monthly salaries, equipment, machinery, buildings, transport and tools which the running of a government requires on a daily basis. The state uses taxes to encourage and or to discourage certain behavior. Governments condition behaviours through taxes so that those who fail to refrain from particular behaviours are expected to pay heavily. “Where it may be impossible to prohibit a good, government can make it less accessible by lifting the tax applied to it” (Considine, 1998:44). In the South African context today

for example, heavy taxes are imposed on commodities which government wishes to lower their consumption, namely: alcohol and tobacco.

- **Economic Instruments**

Economic instruments are amenities such as credit, seeds, land and loans which government may supply to individuals, groups and /or corporations in order to enable them to meet certain requirements. Haddad and Zeller (1997:127) calls the economic instruments, the policy and programme instruments which they listed as comprising of general food subsidies, targeted income transfers, public works, school feeding, social funds, small scale credit and emergency feeding programmes.

- **Suasion**

To explain suasion, Peters (1996:10) writes that “when all other instruments of policy fail governments can use moral suasion to attempt to influence society.” Politicians who publicly address masses of people and claim they represent the interests of masses and that those who oppose them are unpatriotic and selfish exemplify suasion. Suasion is effective as long as people regard the government of the day as legitimate.

In the democratic world, suasion is regarded as a negative instrument because it stifles the opinions contributed by the minority groups. In the public policy making process, diverse interest groups should be afforded an opportunity to submit their inputs without being publicly intimidated and criticized by the those in power.

Viewing the public policy implementation instruments closely, the researcher has identified that they could be grouped into two categories, namely: the positive instruments and the negative instruments. The positive instruments are intended to assist with community development programmes which are basically intended to deliver services, money and economic instruments to the communities. The negative instruments on the other hand which are utilized by government to suppress certain behaviour from occurring and to punish other with different perspectives and are in the form of laws, taxes and suasion.

There are moments when public policies achieve what they were intended for, but there are also moments when public policies fail to achieve what they were intended for.

Even though public policy instruments ensure the effectiveness of policy implementation through programmes and practices, the process is featured by a number of problems which emanated from the initial stages of the policy making process. These problems are according to the researcher, strategies which should be utilized to evaluate and improve the policy implementation process. In the succeeding part, the researcher will discuss the public policy implementation problems.

3.5.4.2. PUBLIC POLICY IMPLEMENTATION PROBLEMS

It has been mentioned that public policy making is not a smooth running process because it can be featured with implementation problems which emanate from its initial stages of development. These problems are necessary in public policy making because they could be utilized as strategies to evaluate and improve the policy implementation process.

In this part, the researcher will discuss the policy implementation problems which were contributed by Peters (1996) namely: organizational disunity, standard operational procedures, organizational communication, time and resources, horse-shoe nail and public planning, interorganizational politics, vertical implementation structures, horizontal implementation structures, top-down perspective, bottom-up perspective and circumstances external to the implementing agency.

- **Organizational Disunity**

Organizations need to be unitary entities in order to be effective, but unfortunately sometimes there is an adverse disunity between them. This is recorded when the officials at central government level expects the field workers to do some assignments within communities which the field workers find too impractical to implement. The field workers at the community level of implementation “cannot follow all the directives coming to them from the center of the organization” (Peters, 1996:113).

For Hill (1997:87) this situation is reached when there is a “split between Central Government as a policy initiator and Local Government in the role of implementer. It produces a situation in which Central intentions affect to be thwarted by local scarcities.”

The organizational disunity problem of the public policy implementation could be minimized through a close coordination between the central and local governments.

- **Standard Operating Procedures**

There is a need for organizations or governmental departments to develop standard operating procedures which can be utilized as measuring instruments for policy programmes. The standard operating procedures are essential in public policy implementation although they sometimes tend “to produce inappropriate or delayed responses to crises” (Peters, 1996:115).

Implementation becomes a problem when there is no sound theory of causes and effects, if the policy is unclear, if there are multiple policy goals and if the implementers are not committed and have less expertise (Colebatch, 1998:57).

Problems regarding standard operating procedures for the public policy implementation could be effectively addressed if during the formulation phase, public policies were designed to contain clear and specific guidelines regarding the implementation process.

Standard operating procedures are effective measuring devices which, if well formulated and implemented, can reduce confusion.

- **Organizational Communication**

Improper communication within the governmental departments cause problems on the implementation of public policies. Usually members of the same department do not share the same information regarding policy programmes and they have different technical or professional backgrounds.

Sometimes there is also a case of secrecy which, according to Peters (1996:117), is a serious problem towards both the communication and the implementation of public policies. Secrecy denies information to other sectors of the organization while at the same time it produces inefficiency.

A single line of authority is necessary to ensure the existence of horizontal and vertical communication and coordination within a department. This approach is effective in reducing communication breakdown.

- **Problems regarding Time and Resources**

When there is disunity within departments, usually there is a time delay in the response towards problems.

When time is limited and there are not enough resources towards the public policy implementation, policy will become a non-existent. Resources necessary for the implementation of policies are in the form of infrastructure, staff, transport, stationery, and finance. These resources should be available throughout the programme lifespan because if one or more of these is delayed then the project as a whole is set back by several months (Hogwood & Gunn, 1997:218).

This constraint on implementation was also identified by Hill (1997:87) who mentions "that the scarcity and control of public finance frequently sets limits to policy development." Without sufficient funding, programmes will not kick-start. Hill (1997:88) provided the term "*political ambivalence*" to denote a situation where policy-makers achieve policies but fail to provide the means in the form of funds and staff for policy implementation process.

- **Horse-Shoe-Nail Problem and Public Planning**

This is a situation where government departments completely fail to plan the implementation of their public policies. Peters (1996:119) gives an example wherein the department passes a law that insists that there is a need to have inspection on the coal mines, but fails to indicate that there is a need to hire inspectors.

Well formulated public policies have limited planning problems and as such they tend to be highly encouraged.

- **Interorganizational Politics**

As is the case with our South African governmental departments which are assigned with the responsibility for conducting the RDP programmes in their domains, there will rise a problem of communication and coordination amongst them. Poor coordination is highly identified as causing conflicts, duplicating of tasks and waste of state resources.

This could be eliminated through recognition of “the importance of collaboration between organisations in many areas of policy implementation. Governments have been prone to argue the case for greater co-operation and to try to set up devices to facilitate joint planning” (Hill, 1997: 166).

- **Vertical Implementation Structures**

This concept is concerned with the communication between the bottom and top hierarchical levels of the government departments. Usually what the top most echelon in the department intends to achieve is far different from what those on the bottom level regard as high priority. According to Peters (1996:122), the top will see implementation as necessary and possible whilst the bottom level regards it as impossible due to the lack of resources such as funds, time, manpower, technical expertise, etc.

Fast (1998:308) also noted this lack of capacity on the local level when mentioning "very few have the capacity to deliver services, and a significant number are unable even to draw up business plans and manage financial resources."

- **Horizontal Implementation Structures**

This concept again calls for the coordination between departments, and it impedes implementation when “the objectives of one organization conflicts with those of one or more other organizations” (Peters, 1996:123). Thus, other departments would not

support programmes of other departments if they feel they are threatened by their existence. The lack of co-ordination was recorded by Peters (1996:124) who writes about duplication when communities have “horror stories about the same streets being dug up and repaired in successive weeks by different city departments and by private utilities.”

This could be solved through what Hogwood and Gunn (1997:220) term "***perfect implementation***" in which a single implementing agency need not depend on other agencies for success. Public programmes should therefore have specific departments solely responsible for the implementation whilst others are regarded merely as stakeholders.

- **Top-Down Perspective**

This concept explains that “bureaucracies should march to a single drummer, and that drummer should be the congress or the president” (Peters, 1996:124).

Top-down perspective involves the centrality of power, in this regard to the central government. Dror (1986:5) maintains that the “central mind of government” is the only body which shall instruct other elements and their respective sub-elements to implement public policy. Unfortunately a limitation identified is that the bottom sometimes does not understand the language used by the top management.

- **Bottom-Up Perspective**

This is an alternative to the top-down problem discussed above. According to this view, government departments should take instructions from the citizens instead of *vice versa*.

The bottom-up perspective progresses from the grassroots to local, then regional, then provincial and finally the national hierarchies until it reaches the top-most level of governance (Sabatier, 1997:281).

The bottom-up perspective is said to be effective because it relies much on the inputs and involvement of those whom policies are intended for and who are more

knowledgeable than those in the central government with regard to the problem that needs to be addressed and their respective solutions.

The researcher's statement is supported by Osei-Hwedie (1998:13) who saw the bottom-up perspective "as contributing greatly to capacity building and sustainable social development" and that it is more relevant to the African context.

- **Circumstances External to the Implementing Agency**

There are circumstance which are external to the implementing agency which may make policy implementation a non-reality. Some obstacles to implementation are outside the control of administrators because they are external to the policy and the implementation agency such as drought, famine, diseases or policy that is unacceptable by pressure groups (Hogwood & Gunn, 1997:217).

The problems regarding circumstances external to the implementing agency of public policy is difficult to address as it is mostly natural in nature. In order to reduce the adverse effects of this problem, policy implementers should develop contingency plans for the policy programmes.

The implementation phase of the public policy process is the actual putting of action to reproduce what the policy programme has been specified to achieve. Public policies are formulated by the top most echelon in the government departments but are implemented by those at the lowest level, namely the local government. Policy programmes are implemented through the instruments of public policy. The researcher has categorized these instruments into two categories, namely: the positive instruments which are intended to assist the communities such as services, money and economic instruments; and the negative instruments which are utilized by government to suppress certain behaviour from occurring and to punish other with different perspective through laws, taxes and suasion.

When the instruments of public policy ensure smooth policy implementation, conformity and delivery of services, public policy implementation still is featured by a number of problems which have emanated from the initial stages of public policy making, namely

the formulation and the adoption phases. The researcher suggests that it is now time in the South African context that problems regarding the public policy implementation be reduced through the introduction of a bottom-up perspective. This perspective contends that the grassroots are the ones to be afforded an opportunity to make most inputs regarding the formulation, implementation and evaluation of public policies. This approach has an advantage of empowering the masses which are experiencing the problems the policy programmes intend to solve rather than the case when policies were formulated, implemented and evaluated by the elite who are the minority and know little about the problems felt by the masses. The problems of public policy implementation are necessary for the evaluation and improvement of the programme implementation. That is, the effectiveness or non-effectiveness of public policy implementation is revealed by policy evaluation which will be discussed in the succeeding section.

3.5.5. PHASE 5: POLICY EVALUATION

In this part of the section, the study discusses the policy evaluation phase of the public policy process as the fifth and final stage of the public policy process.

Anderson (1994:238) states that “generally speaking, policy evaluation is concerned with the estimation, assessment, or appraisal of policy, including its content, implementation and effects.” According to Rushefsky (1996:16), at some point during or after program implementation, judgements are made about how well a program has worked.

Evaluation in the policy-making process is important because it informs policy-makers about the extent at which their policies are achieving their objectives, and in necessary to act accordingly. Usually the public policy initiator at the central government department will instruct bodies in the provincial or regional levels to do the actual evaluation. That is, their monthly reports will inform the central government department whether policy implementation is achieving its objectives or not.

Evaluation phase is meant for the improvement of policy programmes. According to Peters (1996:171), evaluation is meant to produce some change in the current policies of government and it is meant for both the ongoing and finished programmes (Vedung, 1997:8).

In order to implement effective evaluation, goals of the programmes should be clearly specified. Goals of the governmental policies should not be in conflict with each other. An example of this conflict is when the American government introduced a policy to subsidize tobacco production farmers and at the same time introduced policies to discourage smoking (Peters, 1996:172).

Public policy is a governmental obligation which when evaluated, the President, legislature, Parliament and whoever is interested in it seeks "to learn whether or not policies are achieving their stated goals; at what costs; and with what effects intended and unintended, on society" (Dye 1998:333).

Dye (1995:321) extends that evaluation means a lot. He states that this "bean counting" tells us little about poverty, crime, health, or educational achievement. "We cannot be satisfied with meaning how many times the bird flaps its wings; we must know how far the bird has flown" in that in the impact of public policy, we should be able to find change that are associated with an intervention. During and after implementation of the programmes, different interest groups like to access information regarding the success or failure of the intervention.

Evaluation is aimed at finding out about the outputs and impacts of public policy implementation. By outputs, evaluators need to assess the observable and measurable results of government intervention, whilst on the other hand, impacts are concerned with consequences of the policy intervention (Cochran, Mayer, Carr & Cayer, 1993:5).

Evaluation is more than impact assessment. For Vedung (1997:9), when defining impact analysis, scholars only mention of the effectiveness of the programs without specifying the efficiency. Efficiency has to do with the cost-benefit analysis and addresses how much all the intervention cost to reach a certain goal and how much benefits are achieved from that goal.

According to Murtagh (2001), there are two types of policy evaluation, namely: the instrumental and the interpretive evaluation.

Instrumental/ technocratic evaluation "is concerned with clarifying objective and quantification in measurement" (Murtagh, 2001:224). **Interpretive evaluation** on the other hand, " were premised on the idea that evaluations are never neutral and that they embody fundamental questions about power relationships and who gets what and why out of the policy process" (Murtagh, 2001:224).

The policy evaluation phase reveals the following information to the policy makers: either the problems and or conditions which are stressing the communities were resolved or could not be resolved. If the problems and or conditions failed to be resolved, the policy making process returns to the first phase, namely, agenda setting and or amendments of the policy alternatives.

After policy evaluation, policies are either accepted or rejected. Acts are not static, they change from time to time and when they are amended during this process, "the same procedures are followed as when new Acts are made" (Du Toit & van der Walddt, 1999:278).

In South Africa, we have for example the following amendment acts which were passed by Parliament: *Pharmacy Amendment Act*, No. 88 of 1997; *Tourism Amendment Act*, No. 8 of 2000; *Welfare Laws Amendment Act*, No. 106 of 1996/1997, etc.

Evaluation of public policy is a process of making an assessment based on the comparison between the costs and the benefits of a policy programme with an aim of informing the policy makers of the worthwhile of the programme. Evaluation is conducted at provincial and local levels of government and its reports are referred to the highest echelon of government. This study will utilize the summative evaluation research to conduct an evaluation project on the PRP within the context of the RDP from a social work perspective. In this regard, programme evaluation research will be discussed in detail in chapter 5.

3.6. SUMMARY

In this chapter, the researcher distinguished between public policy and social policy. The researcher drew a conclusion that both public policy and social policy are similar

depending at the level of their discussion,, that is they are general and inclusive, they are enacted by the policy makers and would obtain the statuses of being draft policy documents, Green Paper, White Paper and Acts during the development stages, they are developed to deal with specific problems within communities and that they cannot be conducted in their holistic nature and therefore need to be translated into a number of programmes which are specific, measurable and easy to implement. It is only when public policy and social policy are distinguished from each other that their differences surface. In this regard, public policy cannot be a type of social policy whilst social policy together with economic policy, environmental policy, security policy and foreign policy are its types, and this suggests that public policy holds a more seniority position than a social policy. Social policies are translated into a number of social problems whilst public policies are translated into programmes in general.

At the dimension of public policy making as a study and practice, both public policy and social policy share similar attributes with regard to the internal and external factors which influence policy making, the theoretical models regarding policy making and the policy making process. In this context therefore, this study proceeded on to discuss public policy through:

- factors influencing public policy making, namely; the internal and external. The internal factors are within the control of an institution whilst on the other hand the external factors influencing public policy making are outside government institutions.
- the theoretical models regarding public policy were categorized into descriptive models which are concerned with the policy making process, and the prescriptive models which are obtained after an evaluation process and will inform policy makers if policies are achieving their goals as set.
- the public policy process which is made up of five phases; policy agenda, policy formulation, policy adoption, policy implementation and policy evaluation. During policy agenda setting, social problems compete each other in order to acquire the agenda status. The stage of law making is known as a policy proposal. Active participants in the public policy making process are the elite group, the public officials, the presidential, legislatures and the interest groups. This study has

identified that both the legislatures, the public officials and the interest groups are the most important role players in the public policy making. The legislatures are authorized by the legislation to make policies and therefore no other person or organization has got the power to do so. The public officials are experts in the public policy making process and their expert advice is utilized by the legislatures when they make policies. Finally, the interest groups have become so powerful that they maintain more influence on the public policy because the legislatures, the public officials and government department have recently become their members. In this context, the interest groups will soon take over the entire public policy making process. During the formulation phase, all the participants mentioned during the previous phase decide on what should be done in order to effectively solve a problem. At this stage the draft bill is called a green paper. The third phase in the public policy making process is the policy adoption. The only person who is important during the phase is the State President who assents a White Paper into an Act. The implementation phase is concerned with putting action on the plan. This means that programmes, services, funds and penalties are brought to the communities, depending on the type of the law. Public policy implementation has a number of problems and the researcher suggests that it is time that the bottom-up perspective be introduced so that the masses at the grassroots are afforded an opportunity to actively participate in the public policy making process. This will also empower them. During the evaluation phase, an assessment is done in order to see if the policy programmes are achieving their intended goals.

Social policy and social programme were defined and conceptualized. They both have different levels of formulation, implementation and evaluation. That is, social policies are in the form of legislation such as for example, Acts, White Papers and Amendment Acts which are formulated by Parliament. Social programmes on the other hand, are formulated by the national government departments and are implemented and evaluated by the provincial and local governments. Social programmes are expressed in the form of frameworks. The researcher will detail a discussion for the purpose of exemplifying the distinction between the RDP (which is a social policy) and the PRP (which is a social programme) in the succeeding chapter.

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 member 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 needs 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.

CHAPTER 5

PROGRAMME EVALUATION RESEARCH

5.1. INTRODUCTION

In the previous chapter, the researcher has registered that programme evaluation research is a strong ingredient for the success of social programmes. This study is about the evaluation of the Poverty Relief Programme (PRP) in the Limpopo Province within the context of the Reconstruction and Development Programme (RDP) from a social work perspective. It is a difficult task to evaluate a social programme such as the PRP unless an effective programme evaluation research process is accordingly conducted. This chapter is therefore about a thorough discussion of programme evaluation research.

In attempting to do so, the researcher will divide this chapter into sections and present them as follows:

- In the first section, the study will conceptualize programme evaluation research
- In the second section, the study will discuss the aims and objectives of programme evaluation research. Aims are specified in broad terms and in order to measure them, they are divided into objectives which are stressed into variables which are measurable.
- In the third section, the study will discuss the categories of programme evaluation research.
- In the fourth section, the study will identify and discuss the theoretical perspectives of the programme evaluation research.
- In the fifth section, the study will discuss the four types of programme evaluation research, namely: monitoring, impact/outcome evaluation, formative evaluation and summative evaluation research. This study utilizes the summative evaluation research.
- In the sixth section, the study will discuss the programme evaluation research process. During this discussion, the researcher will identify some important programme evaluation research concepts namely: stakeholders, participation, types of participation and the barriers to participation.

5.2. CONCEPTUALIZATION OF PROGRAMME EVALUATION RESEARCH

In this section, the researcher conceptualizes programme evaluation research through its definition and discussion of its characteristics.

5.2.1. DEFINITION OF PROGRAMME EVALUATION RESEARCH

Rossi, Freeman and Lipsey (1999:20) define programme evaluation research as “the use of social research procedures to systematically investigate the effectiveness of social intervention programs that is adapted to their political and organizational environments and designed to inform social action in ways that improve social conditions.”

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

According to the above definitions, programme evaluation research is an investigation which is conducted on the social programmes in order to identify whether they are successful to achieve their goal of improving the conditions of communities. Social programmes were already explained as components of the social policy. In this regard, programme evaluation research intends to inform those who formulated and implemented the social programmes about their effectiveness or weakness.

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

Programme evaluation research is defined as a social science research in that it utilizes the research methodologies which are scientific in nature, it is conducted in an ethical manner and that its process is accordingly specified to ensure replication by future researchers. This type of research is therefore relevant to this study which seeks to evaluate the PRP within the context of the RDP from a social work perspective.

Usually when a programme has taken place or it is in operation, its recipients, managers and funding institutions need to know whether it is improving the lives of those it was intended to assist, and if it is effective and efficient in achieving its intended goals. Programme evaluation research provides information regarding what has led to the programme success or failure. Programme evaluation research could be viewed as a tool used by managers to improve their programmes and thereby making appropriate decisions. Decisions regarding the PRP's successes or failures are through its characteristics which will be discussed in the following part of the section.

5.2.2. CHARACTERISTICS OF THE PROGRAMME EVALUATION RESEARCH

It is necessary that the characteristics of programme evaluation research be identified and discussed in detail. In this way, the researcher will discuss the following characteristics of programme evaluation research in detail: it is a newly established research type, it is an applied research, it is a social science research, it improves the qualities of lives, it has a political element it is a guide to the stakeholders, it is a project planning, it is about accountability and it has an element of participatory action research.

5.2.2.1. PROGRAMME EVALUATION RESEARCH IS A NEWLY ESTABLISHED TYPE OF RESEARCH

Potter (1999:209-210) explains that programme evaluation in South Africa, is increasingly gaining recognition although it is relatively in a smaller fraction. It has since the 1990's become "an essential part of the development of social programmes."

Programme evaluation research is a necessary requirement for every social programme which receive public funding. The researcher believes that programme evaluation research will in future be a prerequisite for social programmes which will be formulated and implemented in the South African context. This requirement was discussed in the previous chapter on the RDP which explained that one of the objectives of the RDP is to evaluate the social programmes.

5.2.2.2. PROGRAMME EVALUATION RESEARCH IS A SOCIAL SCIENCE RESEARCH

Programme evaluation research is a scientific research endeavour which utilizes the advanced social science research methodologies which are intended to provide information regarding the achievement or failure of particular social policies or social programmes which are intended to improve lives of communities.

Programme evaluation research “supplies information to decision makers who have responsibility for designing, funding, and implementing programs” (Brooks, 1997:113).

Mark (1996:231) says that “for these reasons, program evaluations typically use preexperimental or quasi-experimental designs that are approximations to the experimental designs.”

Programme evaluation research is a scientific endeavour which is guided by the research design and ethical considerations. In this regard, the programme evaluation research utilizes all the available social science research methodologies and as such it is regarded as highly scientific.

5.2.2.3. PROGRAMME EVALUATION RESEARCH IS AN APPLIED RESEARCH

Programme evaluation research is a type of research which is applied in nature, in that it is intended to improve the lives of people who are recipients of the social welfare services.

Robson (1993:171) writes that “applied research in general is seen as being concerned with defining real world problems, or exploring alternative approaches, policies or programmes that might be implemented in order to seek solutions to such problems.”

Mark (1996:230) says that “programme evaluation research is always concerned with a program that serves people” and that “the results of program evaluation are always intended to be applied to a real-world program.”

The researcher has noted that programme evaluation research should be considered as applied research because its results are utilized to improve the social programmes.

The products obtained from the programme evaluation research are immediately consumed by communities because programme evaluation research is intended to improve the qualities of human lives. Programme evaluation research is a must for every social development programme because without it, programmes will not have a meaningful direction. Robson (1993:170) supports that the evaluation research is a necessity in many real world settings. Programme evaluation research is intended to advise the policy makers and programme formulators, implementers, and evaluators of the most effective information to improve their policies and programmes.

5.2.2.4. PROGRAMME EVALUATION RESEARCH RESEMBLES AUDITING AND IS MORE THAN AUDITING

Programme evaluation research resembles auditing which is commissioned by policy makers. Pollit and Summa (1997:88) say that “in audit, the idea is to apply fixed criteria to a set of accounts and to report the results of this comparison to a clearly identified audience.” According to Clarke and Dawson (1999:153), auditing focuses largely on the structure, process and the outcomes of a social programme.

Programme evaluation research has a number of responsibilities which are absent in auditing, namely: it is concerned with theory and explanation, it asks a question “why” of a phenomenon and it reformulates issues in order to encourage the stakeholders to perceive problems in different perspectives (Pollit & Summa, 1997).

Potter (1999:210) has to say that “evaluation research tracks the efficiency of social programmes- not financially that is done by auditors.”

The researcher deduces from this definition that auditing is basically concerned with the

financial efficacy of social programmes without regard of the social gains, this being the concern of the programme evaluation research.

Both auditing and evaluation research contribute to the enhancement of collective control over social programmes and organizations (Pollit & Summa, 1997:89).

5.2.2.5. PROGRAMME EVALUATION RESEARCH IMPROVES THE QUALITIES OF LIVES

Rossi, Freeman and Lipsey (1999:23) contend that programme evaluation research is intended to improve the social programmes which are on the other hand intended to improve the qualities of lives. These authors add that a social programme “ is a planned, organized, and usually ongoing set of activities carried out for the purpose of improving some social condition.”

For Dawson and Tilley (1997:406), “social programs are undeniably, unequivocally, unexceptionally social systems, and they are composed, as is any social system, of the interplay of individual and institution, of agency and structure, of micro and macro social processes.”

Programme evaluation research investigates social programmes as to whether they are delivering services which are necessary to improve the lives of communities. Social programmes which are not achieving their goals as expected are irrelevant and because such programmes are funded by the taxpayer money, they must be immediately discontinued.

Social programmes are expected to always do good or produce quality results because they are entrusted with the lives of people and are funded by taxpayers money.

5.2.2.6. PROGRAMME EVALUATION RESEARCH HAS A POLITICAL ELEMENT

Programme evaluation research has a political element. This is because it is concerned with the social programmes which are formulated, implemented and evaluated by the politicians at the highest political level of governance. The politicians and bureaucrats have a much say on the direction the evaluation research projects might take.

“Evaluations are almost entirely contained within the current policy space in other words, with making judgments about policies or programmes on the current agenda of those responsible for making such policies” (Robson, 1993:183).

It has been mentioned in the third chapter that social programme derive from social policies. In this way, the social policies are formulated by politicians and because programme evaluation is a main requirement for every social programme, programme evaluation research indirectly therefore becomes politically influenced.

5.2.2.7. PROGRAMME EVALUATION RESEARCH IT IS A GUIDE TO STAKEHOLDERS

Programme evaluation research is a hand- tool which is utilized by policy makers, recipients of the social services and social work practitioners in determining the most effective and efficient methodologies to improve the service delivery.

The administrative staff who implement the social programmes have a clear understanding of the goals and objectives of the programmes, and this guidance help them improve the programme processes. Goals and objectives are clearly defined during the development of the programme evaluation research plan. All these requirements are contained in the programme evaluation research as guidelines.

Royse (1995:259) states that “ the mission of program evaluation is to provide information that can be used to improve social programs.”

“An evaluation study, therefore, primarily addresses the audience (or, more accurately, audiences) with the potential to make decisions and take action on the basis of the evaluation results” (Rossi, Freeman & Lipsey, 1999:26).

Programme evaluation research is an endeavour which has a purpose of informing social action. That is, what is suggested by the programme evaluation research is automatically put into action to formulate new programmes or to improve the existing ones.

5.2.2.8. PROGRAMME EVALUATION RESEARCH IS A PROJECT PLANNING

Programme evaluation research is an effective and efficient social programme plan which is put in place before the implementation of programmes.

“An important aspect of planning an evaluation, therefore, is to break down the tasks and timelines so that a detailed estimate can be made of the personnel, materials, and expenses associated with completion of the steps essential to the plan” (Rossi, Freeman & Lipsey, 1999:52).

Programme evaluation research is about programme planning, in that, it is intended to identify the best strategies for reducing social problems which are experienced by the communities, and that it is also a plan intended to improve an on-going programme so as to suggest improvements in order to sustain the interventions. Plan means the listing of the resources which are necessary for the implementation of the social programme. Resources are in the form of funds, personnel, materials, technical expertise, records, access and services.

Resources should be tabled accordingly in the evaluation plan.

5.2.2.9. PROGRAMME EVALUATION RESEARCH IS ABOUT ACCOUNTABILITY

Programme evaluation research is about accountability in that it ensures that certain expectations are met. Royse (1995:260) supports this by stating that programme evaluation research can “be used to ensure the public, funders of programs, and even the clients themselves that a particular program works and that it deserves further financial support.”

According to Robson (1993:171), accountability is “a drive to place public services within a framework similar to that governing private profit-making businesses.” In this way, every process of the programme is accounted for and as a result this will certainly minimize inefficiency.

Social programmes must be seen to be achieving goals because they involve the real-life of communities and that they are formulated by politicians who utilize taxpayers' money to conduct them. Rossi, Freeman and Lipsey (1999:23) conclude that "many social programs will be held accountable for such results by those parties who invest in them, sponsor them, administer them, or are legally responsible for them, for instance, taxpayers, funders, boards of directors, agency heads and legislators"

5.2.2.10. PROGRAMME EVALUATION RESEARCH HAS AN ELEMENT OF PARTICIPATORY ACTION RESEARCH

Because programme evaluation research is conducted through the community participation by different stakeholders, it resembles the participatory action research which is intended to empower both the outside experts and communities.

Bhana (1999:235) maintains that "the outcome of a successful PAR project is not merely a better understanding of a problem, nor even successful action to eliminate the problem, but raised awareness in people of their own abilities and resources to mobilise for social action."

Programme evaluation research is highly scientific but communities must not be underestimated because they are able to learn as they participate in the evaluation process.

Conclusion

The programme evaluation research is a newly established research type which utilizes the social science methodologies of both the quantitative and qualitative nature. It is aimed by politicians at improving their interventions onto the social problems. Programme evaluation research is conducted through stages of development, it is well planned and lastly, it has a feature of the participatory action research. Community capacity to conduct the programme evaluation research process should not be underestimated because communities and other stakeholders learn as they participate in the programme. This advantage opens avenues for the development of effective and efficient methods of improving the lives of people and it is usually transparent. That is, processes which are conducted in a transparent manner usually achieve fruitful results.

The aim and objectives of the programme evaluation research will be discussed in the succeeding section of this chapter.

5.3. AIM AND OBJECTIVES OF PROGRAMME EVALUATION RESEARCH

In this section, this study discusses the aim and objectives of the programme evaluation research.

The concepts aim and objectives are very important in the discussion of programme evaluation research because they provide us with scientific guidelines regarding the direction of research projects. It is therefore necessary to know what an evaluation seeks to achieve when discussing about it.

5.3.1. AIM OF PROGRAMME EVALUATION RESEARCH

An aim is a purpose or goal and is always generally stated.

Potter (1999:210) says that “the central goal of programme evaluation, however, is not theoretical but is focused on answering specific practical questions about social programmes and their development.”

“The purpose of an evaluation is to assess the effects and effectiveness of something, typically some innovation or intervention: policy, practice or services” (Robson, 1993:170).

An aim is a general concept and therefore it is difficult to measure. In social science research, aims are divided into a number of objectives which are specific and measurable.

5.3.2. OBJECTIVES OF PROGRAMME EVALUATION RESEARCH

Objectives are specific, can be measured and are expressed in an operational manner. Objectives have the following features; (i) they are specific, (ii) they are measurable, and (iii) they contain the time frame in which particular programmes should meet them and how they are met (De Vos, Schurink & Strydom, 1998:6).

It is objectives which we measure in order to conclude whether a programme has achieved what it was intended for. Royse (1995:267) admits that “ if the objectives are met, the evaluator could conclude that the program is doing what it ought to do.”

The objectives explain how an evaluation programme achieve its goals. In this study, Mark (1996:232) lists the objectives of programme evaluation research as effort, performance, impact or adequacy of performance, efficiency and process.

5.3.2.1. EFFORT

The first objective of programme evaluation research to be discussed in this section is effort.

Evaluation should assess a number of qualities in social programmes: the comprehensive evaluation should assess effort objective, that is, it should assess the need for the programme, the design for the programme, the programme implementation and service delivery, the programme impact or outcome and programme efficiency or the cost-effectiveness (Mark, 1992). By measuring the effort objective, we will be able to tell how the attempts of the programme met the needs of those who are assisted by it. We will be able to answer the question: what did the programme do?

5.3.2.2. PERFORMANCE

The second objective of programme evaluation research to be discussed in this section is performance.

Rossi, Freeman and Lipsey (1999:20) write that evaluation entails “a description of the performance of the entity being evaluated, and, on the other, some standards or criteria by which that performance is judged.”

Performance accurately describes what an intervention does or is able to accomplish.

Robson (1993:180) states that “process evaluation is concerned with answering a how, or what is going on? question. It concerns the systematic observation and study of what actually occurs in the programme, intervention, or whatever is being evaluated.”

Performance of a programme is achieved through evaluating its impacts on the recipients of the social programme. As an example, Rono and Aboud (2001) conducted a research study to evaluate the impacts of socio-economic factors of the community projects on the western Kenya communities. They maintain that the socio-economic factors are respondents' age, sex, formal and informal education, annual income, religious affiliation, occupation, marital status, total number of dependants and children who attend school and those who work (Rono & Aboud, 2001:117).

The researcher is of the opinion that there is a close relationship between the concepts performance and impact, in that performance tells what has happened whilst impact tells how communities feel after the intervention.

5.3.2.3. IMPACT OR ADEQUACY OF PERFORMANCE

The third objective of programme evaluation research to be discussed in this section is impact or adequacy of performance.

This objective closely flow from the two objectives discussed above, namely; the effort and the performance, in that the information obtained from them should then tell whether there has been an improvement or an impact on the lives of communities after the social programmes were provided to them.

For Robson (1993:180), the impact objective of an evaluation research is “measuring how far a programme, practice, innovation, intervention or policy met its stated objectives or goals.”

Programme evaluation research has as its main objective to investigate whether social programmes have intended impacts on the communities.

A single social programme usually has a number of impacts on the communities, for example, employment opportunities created, number of those who were educated and trained, the development of the community based organization, and the type of infrastructure constructed.

5.3.2.4.EFFICIENCY

The fourth objective of programme evaluation research to be discussed in this section is efficiency.

This objective compares the social programme benefits with its costs and “it is a useful tool for evaluating the economic efficiency of a program and determining whether a program should be started or continued” (Mark, 1996:235).

Efficiency compares the results with their respective costs. Efficiency assessment is defined as “the relationship between program costs and outcomes, with both costs and outcomes expressed in monetary terms” (Rossi, Freeman & Lipsey, 1999:73).

Programme evaluation research has an objective of investigating whether a social programme is worth funding when it compares its outcomes with an amount of money paid to implement it. This objective is of utmost importance because it informs the stakeholders if they are achieving their goals with the available resources.

5.3.2.5.PROCESS

The fifth objective of programme evaluation research to be discussed in this section is process.

A good evaluation question “must specify some measurable or observable dimension of program performance in reference to the criterion by which that performance is to be judged” (Rossi, Freeman & Lipsey, 1999:81).

Programme evaluation research does not just inform the stakeholders with information related to the failure or success of the social programmes, it also explains how those failures and successes were obtained, that is the process. If a process of a social programme is found to be ineffective, then the stakeholders can find an alternative to make it more effective.

Programme evaluation research objectives are specific, measurable and informs how social programme goals were achieved. In this regard, the objectives are an important measuring devices which are utilized to take informed decision as to whether a social programme should be

continued or discontinued. Apart from the mentioned objectives of programme evaluation research such as effort, performance, impact of adequacy of performance, efficiency and process, there are still a number of other objectives which were not mentioned in this study.

According to Royse (1995:263), there are more than one hundred and thirty three objectives of programme evaluation research. For example to name a few, there is the *quick-and-dirty* which is meant for achieving results with minimal costs, the *weighty* which is produced in thick volumes, the *guesstimate* which is conducted without the proper data collection methods, *personality-focused* which is produced to show only the positive side of the programme whilst hiding the negative side, the *whitewash* which is intended to report only the effectiveness of the programme and the *submarine* which is used by the politicians to destroy the image of the programme.

Conclusion

As social work practitioners, we are guided by the profession's ethics which compel us to assess the costs incurred by our agencies in improving the qualities of lives of those in need. The contents of both the costs and benefits need to be specified in a specific and measurable manner so that we could be able to inform those who are owners, recipients and implementers of the social programmes that indeed the programmes have achieved their goals. The objectives of programme evaluation research are the measuring tools which we utilize to take decisions about social programmes and that evaluators cannot plan, implement and evaluate the programme evaluation research in their absence.

The researcher believes that the long list of the objectives of programme evaluation research could be minimized if the programme is classified into categories. As a consequence, the categories of programme evaluation research will be discussed in the succeeding section of the chapter.

5.4. CATEGORIES OF PROGRAMME EVALUATION RESEARCH

Programme evaluation research is a general concept which has different categories. Its categories are important in this study because they assist us in classifying the types of evaluations to be conducted in different social programmes.

In this section, the categories of programme evaluation research, namely; programme improvement, accountability, knowledge generation and political ruses or public relations, will be discussed (Rossi, Freeman & Lipsey, 1999:39-43).

5.4.1. PROGRAMME IMPROVEMENT

The first category of programme evaluation research to be discussed in this section is programme improvement.

Evaluation is conducted with an intention to furnish information “that will guide program improvement” (Rossi, Freeman & Lipsey, 1999:40).

Chelimsky (1997:12) calls this aim a developmental perspective which is “to measure and recommend changes in organization activities, to develop the indicators and performance targets needed to improve institutional effectiveness and responsiveness.”

It should be realized that programme evaluation research is an ongoing process which proceeds from the programme conception to the programme completion phases of the social programme. This nature ensures that the inputs of the programme evaluation research are meant to improve the social programmes and that if there is a need, a recommendation will be made that the fruitful programmes should continue.

5.4.2. ACCOUNTABILITY

The second category of programme evaluation research to be discussed in this section is accountability.

Rossi, Freeman and Lipsey (1999:40) state that “ the use of social resources such as taxpayer dollars by human service programs is justified on the grounds that these programs make beneficial contributions to society.”

Chelimsky (1997:11) adds that “questions about results from an accountability perspective may involve merely documentation of whether or not anything has changed after something new has been tried.”

In this way, programme evaluation research is utilized as an accountable measure which is intended to assure the stakeholders that resources provided for the social programme are responsibly, effectively and efficiently utilized and that there is a need for them to advocate for the continuance of the programme.

5.4.3. KNOWLEDGE GENERATION

The third category of programme evaluation research to be discussed in this section is knowledge generation.

Knowledge generation purpose of programme evaluation research “mainly describe the nature and effects of an intervention for broader purposes and audiences” (Rossi, Freeman & Lipsey, 1999:42).

Programme evaluation research has an aim to enhance knowledge and understanding of an entity which is studied. For Chelimsky (1997:13), it is “to continue in-depth cumulative inquiry into particular areas or sectors of research.”

In this context, it means evaluation research could be utilized to enhance knowledge about some new research concepts which were not previously known by the researchers. This is the case when both the experts and stakeholders jointly participate in a research programme through which they both learn skills, knowledge and experiences from each others’ perspective.

5.4.4. POLITICAL RUSES OR PUBLIC RELATIONS

The fourth category of programme evaluation research to be discussed in this section is political ruses or public relations.

This is when evaluation results are intended, say for example, by the politicians to fire an administrator. An example of this category was contributed by Robson (1993:179) when he stated that submarine evaluation is utilized by politicians as a stratagem to destroy the image of an administrator or the programme as a whole.

This is an ugly purpose of programme evaluation research which usually make programme administrators suspicious and uncooperative during the research process. To support this, one agency member was heard as saying that “most of us feel a little uncomfortable when we know we are being evaluated- especially when the evaluator is unknown to us” (Royse, 1995:273).

Social programme practitioners must abide by their ethical consideration and not in any manner involve themselves in conducting research type of this nature.

Conclusion

Programme evaluation research is intended to improve the planning, implementation and evaluation of the social programme. Although it is a complex entity which is difficult to implement, programme evaluation research has a process which could be used to during the evaluations.

In the succeeding section, the researcher will discuss the three theoretical perspectives of programme evaluation research, namely: positivist perspective, interpretive perspective and critical-emancipatory perspective which were contributed by Potter (1999).

5.5. THEORETICAL PERSPECTIVES OF PROGRAMME EVALUATION RESEARCH

Perspectives were defined in chapter two as a means utilized to explain a phenomenon under investigation from different angles. Programme evaluation research as has been indicated earlier is a general concept which can be explained through different dimensions or perspectives. Perspectives of programme evaluation research are important in this study because it is specifically concerned with the evaluation of the PRP within the context of the RDP from a social work perspective.

According to Potter (1999:211), programme evaluation has three possible perspectives, namely: the positivist approach, the interpretive approach and the critical-emancipatory approach. Rossi, Freeman and Lipsey (1999) term these perspective the approaches and list them as the independent; participatory/collaborative; and empowerment perspective, respectively.

In this study, the researcher selected to utilize the former terminology because it was contributed by a South African author and therefore more applicable in a South African context.

5.5.1. POSITIVIST PERSPECTIVE OF PROGRAMME EVALUATION RESEARCH

The first perspective of programme evaluation research to be discussed in this section is the positivist perspective.

Within the positivist perspective “the evaluator takes the primary responsibility for developing the evaluation plan, conducting the evaluation, and disseminating the results” (Rossi, Freeman & Lipsey, 1999:57).

An evaluator is a practitioner who is solely involved with the processes of an evaluation. The following types of programme evaluation research exist:

- **Needs assessment**:-which is concerned with the determination of areas which require intervention,
- **Programme planning**:- which is basically aimed at gathering information intended to develop the initiation of a social programme,
- **Formative evaluation**:- which is intended to improve an ongoing social programme. Formative requirement includes in it the programme monitoring process which intends to establish whether a programme is implemented as planned,
- **Summative evaluation**:- which is intended to evaluate the after-effect of a social programme in order to share information whether the programme has achieved its intended goals (Potter, 1999:211-212).

It is always useful to combine the above types in order to develop effective programme evaluation research projects. This connotation was supported by Royse (1995:273) who mentioned that “ you are free to take any one of these or to combine elements from several designs to fit the requirements of an actual situation.”

Mark (1996:233) adds that the “most comprehensive program evaluation involve more than one type of evaluation.”

The positivist perspective has a limitation of involving only one person in the evaluation process, namely the evaluator. Results obtained from this perspective are usually one-sided and will be biased with the evaluator's personal views. Programme evaluation research should involve the stakeholders, that is, the managers, the recipients and the social practitioners of a social programme.

5.5.2. INTERPRETIVE PERSPECTIVE OF PROGRAMME EVALUATION RESEARCH

The second perspective of programme evaluation research to be discussed in this section is the interpretive perspective. According to this perspective, evaluation is conducted by a team which is comprised of an evaluator and representative of stakeholder groups

This perspective maintains that "understanding of stakeholder perspective is essential to understanding the programme" (Potter, 1999:216).

The evaluator enters a community and interacts with stakeholders who are the individuals, groups and or organizations who are in control of the social programme. These individual, groups and or organizations are called the stakeholders, which Potter (1999:216) maintains "includes those who fund programmes, those who plan and implement programmes, programme participants and users, as well as those whose interests are affected by the work of programmes."

As has been mentioned above, the programme evaluation research perspective which involves the stakeholders in the research process is more effective than it is when only an evaluator was involved. This is a learning process which is reciprocal in nature through which researcher and the stakeholders gain skills, knowledge and attitude from each other as they interact in the evaluation process.

5.5.3. CRITICAL-EMANCIPATORY PERSPECTIVE OF PROGRAMME EVALUATION RESEARCH

The third perspective of programme evaluation research to be discussed in this section is the critical-emancipatory perspective.

The critical-emancipatory perspective of programme evaluation research is concerned with empowerment. In this context, the evaluation process is conducted by both the recipients of the social programmes and other stakeholders. This perspective has a participatory action research orientation in that it is intended to give power to the people who receive social services.

“This is done by a process of analysis of the underlying forces that keep oppressive relations in place, and the development of empowerment strategies” (Potter, 1999:219).

Empowerment evaluation research has a participatory action research background (Hansson, 1997:183). This has a reciprocal benefit for both the stakeholders and the evaluator.

Durst, MacDonald and Parsons (1999:48) maintain that community empowerment is the transfer of research knowledge and skills to the community researchers and as such it becomes reciprocal in nature, in that both the community and the outside experts gain from the research process.

It has already been mentioned that the skills, knowledge and attitudes of the communities must not be underestimated because they are capable of conducting even the more sophisticated tasks in the evaluation process. Other authors have noted this capability of the communities. Empowerment evaluation “is designed to help people help themselves and improve their programs using a form of self-evaluation and reflection. Program participants- including clients- conduct their own evaluations; an outside evaluator often serves as a coach or additional facilitator” (Fetterman, 1997:382).

“A sense of empowerment is enhanced by participation in citizen groups in ways that involve increased responsibility, involvement with others and organizational problem solving” (Berryhill & Linney, 2000:239).

It is evident from the above discussion that communities are able to do their own evaluations. This is possible only if the outside researchers actively involve them in doing these evaluations for themselves.

Conclusion

The interpretive perspective and the clinical-emancipatory perspective share a common feature of involving the stakeholders in conducting their own evaluations. The clinical-emancipatory perspective has yet another additional important element, namely that of the participatory action research through which it empowers communities to conduct evaluations for themselves with minimized outside involvement.

In reality communities are not able to do their evaluations without assistance from the professional evaluators. Communities therefore should be assisted in the process of doing their evaluations.

The types of programme evaluation research will be discussed in the succeeding section.

5.6. TYPES OF PROGRAMME EVALUATION RESEARCH

In the previous section, it was mentioned that the positivist perspective of programme evaluation research requires an evaluator to conduct the evaluations without the involvement of other stakeholders. The evaluator is according to this perspective, free to combine different types of evaluation research in order to achieve effective evaluation. The types of evaluation research are important in this study because they provide researchers with an ample opportunity to choose and combine them in order to produce results. It is therefore necessary for this section to discuss the types of programme evaluation research, namely: monitoring evaluation, formative evaluation, outcome evaluation, effectiveness or impact evaluation and summative evaluation.

5.6.1. MONITORING EVALUATION

The first type of programme evaluation research is monitoring.

Programme evaluation research involves programme monitoring which is intended at “measuring the extent to which a program reaches its intended target population and whether the service being provided matches what was intended to be delivered” (Royse, 1995:262). Monitoring is therefore a basic form of programme evaluation research in that the latter cannot be successfully achieved without it.

Programme monitoring could be “implementation assessment evaluates program process, the activities and operations of the program” (Rossi, Freeman & Lipsey, 1999:67).

Programme monitoring is intended to evaluate whether social programmes are having an impact on the target population, and whether they are conducted according to their respective designs. Monitoring evaluates the functions, activities, service, transaction, administrative processes and whether the programme is doing what it was intended to do.

Programme monitoring is therefore an important aspect of the programme evaluation research, because from it, programme evaluation has a foundation from which to proceed.

As an example, De Wet, Kherehloa, Masheane and Botes (2001:365) conducted a study to monitor an early child development programme, the Hippy which was funded by the Home Instruction Foundation (HIF) in the area of Bloemfontein in South Africa. According to them, monitoring is a important process for every community developmental programme.

Monitoring could be in the form of home visits co-opted with reports. “Evaluation research usually begins by examining the mission statements of organisations, thereby clarifying aims and objectives. This provides information for estimating the success or failure of development programmes and is done by means of monitoring and evaluation activities” (De Wet, Kherehloa, Masheane & Botes, 2001:368).

Visitations and their respective reports compiled by the programme implementers form the process of programme monitoring. Monitoring is a means of revisiting the processes of social programmes.

De Wet, Khrehloa, Masheane and Botes (2001:368) consider monitoring and evaluation as synonyms when they mention that “monitoring and evaluation are means of making programmes more effective and efficient.”

For Oakley (1988:1), programme monitoring has “to do with measurement, judgment and analysis and are critical in terms of ensuring that any rural development project is indeed moving towards and accomplishing its intended objectives.”

Judgement is based upon the findings contained in the social programme reports as compared to the goals. It is a conclusive statement which is based on the comparison between the programme activities and its intended goals.

Monitoring judges both the organizational and implementation structures and should advise staff of the social programmes with information related to planning and any necessary mid-project adjustment (Oakley, 1988:1).

Monitoring is in fact not a type of evaluation. Both concepts are confused with each other because after monitoring process the evaluation process takes place. In this regard, the researcher selects to view monitoring as a process which is contained within the evaluation process. Vasoo (1991:7) contends that “the purpose of the monitoring is to indicate whether the project objectives are being achieved, whilst the evaluation consists of a systematic analysis of the monitored information with a view to making necessary project adjustment” (Vasoo, 1991:7).

It therefore means that an evaluation process cannot take place before a social programme was accordingly monitored.

5.6.2. IMPACT EVALUATION

The second type of programme evaluation research is impact evaluation.

For Rossi, Freeman and Lipsey (1999:70), impact evaluation can also be termed impact assessment or outcome evaluation.

Impact evaluation “gauges the extent to which a program produces the intended improvements in the social conditions it addresses” (Rossi, Freeman & Lipsey, 1999:70).

Impact assessment has two important components, namely: (i) that the objectives of the social programme be operationally defined, and (ii) that a criterion for success or failure be developed in order to measure the entities of that social programme. “To conduct an impact assessment, the evaluator needs a plan for collecting data that will permit a persuasive demonstration that observed changes are a function of the intervention and cannot readily be accounted for in other ways” (Rossi, Freeman & Lipsey, 1999:70).

As an example in this study, Rono (2002) conducted an impact evaluation study to find out what impacts the structural adjustment programmes have on the Kenyan society. It is quiet interesting to learn that a single programme such as the SAP has a number of differing impacts on the society, namely: it caused a decline in employment opportunities, crime and deviancy were reduced, it made a tremendous progress on education although children from poor communities experienced a high rate in school drop out, health improved and as such the number of medical professionals increased, death rate declined, there has been a political stability in the country, increase in democracy and human rights, and poverty has increased (Rono, 2002:88-95).

It is important for this study to include these impacts as examples of what social programmes like the PRP can impact on the communities.

In this way, impact evaluation research informs us of the consequences the social programme has on the communities.

5.6.3. FORMATIVE EVALUATION

The third type of programme evaluation research is formative evaluation

Formative evaluation research is utilized when new social programmes are developed.

In most instances, the evaluator spends more time discussing the probabilities of effective intervention with programme stakeholders and as a consequence, this type of programme

evaluation research is highly informal (Rossi, Freeman and Lipsey, 1999:40).

Thus the results of a formative evaluation are reported internally to the programme directors and other staff members.

Royse (1991:197) identified formative evaluation as a type of programme evaluation research which focuses on improving programmes.

Bless and Higson-Smith (1995:48) add that “evaluation designed to promote the effectiveness of a programme is called formative research.” This type of evaluation research is therefore a good tool for managers when they make decisions for improving the effectiveness of their programmes.

“Formative evaluation is, to a large extent, best designed as summative evaluation of an early version, with particular attention to components or dimensions rather than a holistic account” (Scriven, 1997:498).

It means that summative evaluation develops from the formative evaluation, and therefore, formative evaluation is an initial stage of the summative evaluation research.

5.6.4. SUMMATIVE EVALUATION

The forth type of programme evaluation research is summative evaluation.

According to Royse (1995:272), summative evaluation research is “ where a conclusive statement is rendered regarding the worth of a program.”

Summative evaluation research is defined by Monette, Sullivan and DeJong (1994:316) as “assessing the effectiveness and efficiency of programs and the extent to which the outcomes of the project are generalizable to other settings and populations.”

It was mentioned above that formative evaluation is an initial stage of evaluation from which the summative evaluation may proceed. In this regard, the researcher views the summative evaluation research as a stage in which the evaluators can take informed decisions as to whether the social programmes are worthwhile or not.

For Bless and Higson- Smith (1995:51), “ summative evaluations set out to determine the extent to which programmes meet their specified aims and objectives.”

Rossi, Freeman and Lipsey (1999:40-42) maintain that summative evaluation research is about accountability in that, it is aimed at advocating for the continuity or the discontinuity of a social programme, based on its findings or results. Summative evaluation research is therefore a form of an advice to decision makers if they should continue funding a particular social programme.

There is an important element of the programme evaluation research which was identified in the above definitions of programme evaluation research, namely; advocacy. Advocacy is a motivational statement which programme stakeholders utilize to convince the programme funders and recipients that a social programme is worth for funding.

Summative evaluation research is paramount over other types but has to be combined with some of them in order to produce an effective evaluative research.

Potter (1999:224) states that “there is no single correct approach to programme evaluation, and evaluators typically choose an appropriate methodology to fit the pragmatic requirements of each programme, rather than being guided by one particular model or approach.”

Summative evaluation is reported to the external decision-makers or to the external clients (Scriven, 1997:499).

The researcher mentioned above that the formative evaluation is informal and that it is intended for the internal clients such as the officials and the administrators of the social programmes. The summative evaluation on the other hand, continues from formative evaluation, it is intended for the external clients such as the stakeholders in general and that it is a formal entity.

Conclusion

The types of programme evaluation research should inform evaluators whether the social programmes are achieving what they were intended for such as improving the conditions of the communities. The formative evaluation is basically concerned with discussions around the effectiveness of the programme which take place informally within the institution. This type lays a foundation from which the summative evaluation research kickstarts. The summative evaluation is therefore a higher level of the formative evaluation and involves the process of advocacy. Advocacy is a process which is utilized by the stakeholders to convince the funding institutions of the programmes that programmes are achieving the goals they were intended for. In a real evaluation research situation, the types of programme evaluation research are combined in order to achieve good results.

This study will therefore utilize the summative evaluation research because it intends to evaluate the Poverty Relief Programme (PRP) in the Limpopo Province within the context of the Reconstruction and Development Programme (RDP) from a social work perspective. This is because the PRP has been going on for years and that suggestions and recommendations are necessary in order to improve it. The succeeding section of this study will detail a discussion on the process of programme evaluation research.

5.7. THE PROCESS OF THE PROGRAMME EVALUATION RESEARCH

It has been mentioned in the previous section that the researcher has selected to use the summative evaluation research in order to evaluate the PRP within the context of the RDP from a social work perspective. The researcher has realized the importance of combining summative evaluation research with other types, and is of the opinion that this selection will achieve good evaluation results. The process of programme evaluation research which will be discussed in this study is not only meant for the summative evaluation research but also can be utilized for other types of evaluation.

A discussion on the process of programme evaluation research is an important and effective tool which social programme practitioners should utilize in order to conduct effective evaluations.

From Mamburu (2000), it was reported that the programme evaluation research process is undertaken through a number of steps (compare De Vos, 1998:368; Tripodi, 1983:2-3; Monette, Sullivan & DeJong, 1994:32; Bless & Higson-Smith, 1995:51-53.) This study will again utilize a model contributed by De Vos (1998), because it is highly simplified and easy to conduct.

De Vos' (1998) model is made up of the following ten steps:

1. What is to be evaluated
2. Identify the consumers of research
3. Cooperation of staff
4. Specify programme objectives
5. Specify evaluation objectives
6. Choose variables
7. Choose research design
8. Implement measurement
9. Analyse/interpret findings
10. Report/ implement results

During the discussion of process of the programme evaluation research, the researcher will provide examples from similar studies which were conducted by different authors. The researcher will also discuss important concepts such as needs assessment, stakeholders, community participation, its types, levels and barriers, and the research designs.

5.7.1. DETERMINE WHAT IS TO BE EVALUATED

The first step in the programme evaluation research process is determining what is to be evaluated.

This step is concerned with needs assessment. Needs assessment is an important phase in the programme evaluation research process because it is meant for the establishment of new programmes or the expansion of the existing ones (Mark, 1996:236).

Robson (1993:185) note that “needs assessment is the process whereby needs are identified and priorities among them established.” This phase takes place before the implementation of the project and therefore it an important component of the evaluation plan. The phase has another important concept of *prioritization* which was mentioned above. In this regard, it means that there are many needs within a particular community and that due to inavailability of resources, social programmes will satisfy only those which are prioritized as highly important.

Needs assessment can be achieved through discussions with the *key informant*, an approach which “relies on information obtained from persons who are in the position of knowing a community’s needs and service use patterns” (Mark, 1996:237). Key informants are the public officials, the clients, social work practitioners, the staff of the agency and board members of the agency and organizations.

Rossi, Freeman and Lipsey (1999:47) say programme evaluators are not free to define the programmes, their goals and objectives, and the evaluation questions, this is the task which is done by the stakeholders as they continue to interact with them. Thus, an effective means of doing needs assessment is through collecting information from the knowledgeable informants who are the stakeholders.

As an example of how community needs assessment is conducted, the researcher selected to discuss a research study conducted by Durst, MacDonald and Parsons (1999) on the Aboriginal community of Conne River, Newfoundland, Canada into finding the causes and solutions of family violence. According to these authors, the best research method conducted when doing needs assessment, is the *triangulation* (Durst, MacDonald & Parsons, 1999:48). According to this methods, they used face-to-face interviews with key-informants, community focus group interviews and self-administered questionnaires (Durst, MacDonald & Parsons, 1999:49). They concluded that “a meaningful needs assessment should include demographic/statistical data, the perspective of key informants (knowledgeable experts from within the community), and the perspective of randomly selected consumer and potential consumers” (Durst, MacDonald & Parsons, 1999:47-48).

The evaluators are therefore free to utilize a variety of research methodologies during the needs assessment phase of the programme evaluation research process.

5.7.2. IDENTIFY THE CONSUMERS OF RESEARCH

The second step in the programme evaluation research process is identifying the consumers of the research.

Who is to benefit from the findings of the programme evaluation research project is a question which needs to be satisfied during this phase. In most projects, communities, managers of the funding institutions and the social work practitioners are the beneficiaries of evaluation research projects.

Mason and Bramble (1989:388) maintain that there are five groups of people who are affected by the programme evaluation research, namely:

- sponsors:-are agencies which authorize the evaluation
- the client:-those who request the evaluation
- the participants:- individuals whom the evaluator works with during the evaluation project
- the stakeholders:-those who have the most interest in the evaluation results
- the audience:-those who might want to emulate the programme in other settings in future.

The stakeholders will be discussed in detail later in this part.

5.7.3. OBTAIN THE COOPERATION AND SUPPORT OF THE SERVICE GIVERS AND MANAGEMENT CONCERNED

The third step in the programme evaluation research process is obtaining the cooperation and support from the service givers and management concerned.

De Vos (1998:380) warns that programme evaluation research is associated with “negativism and sabotage by staff” and as such researchers need to develop a healthy working relationship with the funding institutions and the communities they intend to research about.

Rossi, Freeman and Lipsey (1999:27) write that the “the planning phase of evaluation, which is best accomplished in collaboration with program personnel and stakeholders” will ensure the successful implementation of the evaluation project. There will be cooperation if the purpose of the research project and the approaches to be utilized are initially communicated to those who deliver the services. These individuals should also be made part of the research programme.

Without cooperation and support from the service providers and management, programme evaluation research is impossible and therefore evaluators should consider this phase as the most important which should be accordingly addressed.

It is of utmost importance that cooperation and support be obtained from the stakeholders.

A social programme is made up of different individuals who represent different organizations within the community. Rossi, Freeman and Lipsey (1999:55) admits and note that “every program is a nexus in a set of political and social relationships among those with an association or interest in the program, such as relevant policymakers, competing programs, and advocacy groups.” These are called stakeholders.

Stakeholders are according to Rossi, Freeman and Lipsey (1999), drawn from the following:

- **Policymakers and decision makers:** these are individuals who may decide whether the programme continues or should be terminated.
- **Programme sponsors:** those who fund the social programme
- **Evaluation sponsors:** those who specifically fund the evaluation processes of the programme.
- **Target participants:** communities who are the recipients of the social programme.
- **Programme managers:** individuals who are responsible for the administrative processes of the social programme
- **Programme staff:** individuals who are employed by the programme who render the delivery service to the communities
- **Programme competitors:** they are organizations or groups who compete with the social programme for available resources.
- **Contextual stakeholders:** they are “organizations, groups, individuals, and other social units in the immediate environment of a program with interests in what the program is doing or what happens to it” (Rossi, Freeman & Lipsey, 1999:55).
- **Evaluation and Research community:** they are evaluation professionals who study the evaluations and “pass judgement on their technical quality and credibility and academic and other researchers who work in areas related to a program” (Rossi, Freeman & Lipsey, 1999:55).

The importance of stakeholders during the programme evaluation research process is exemplified by a research study by Rabeharisoa and Callon (2002) which sought to investigate the importance of the involvement of patients’ associations in matters which affect health and welfare. The stakeholders can assist in research processes and they have a prime interest on the evaluation results. According to these authors, “of the 156 organizations for which we have detailed information on the subject in question, 34% do indeed fund research” (Rabeharisoa & Callon, 2002:59). This calls for participation, through which individuals, groups and organization assist the evaluations of programmes.

While this chapter is basically about programme evaluation research, there is a strong need for the discussion of community participation concept, reason being that evaluations are not

possible without the involvement of the communities who are recipients of the social programmes.

Participation is "expected to improve the quality of planning, to make programmes responsive to the desires and preferences of local residents, to reduce alienation, enhance the power of the low classes, improve communication between government and the people, encourage moderation and responsibility among residents" (Vasoo, 1991:1).

“Participation is here defined to mean the commitment and involvement of the government, non-governmental organizations, co-operatives, private business and individuals in achieving social progress” (Rono & Aboud, 2001:109).

It has been mentioned under the clinical-emancipatory perspective that programme evaluation research is about community empowerment and that communities are empowered through the process of participation. In this context, stakeholders needs to be involved in taking an active role in the research processes of their social programmes.

The researcher has identified that this phase of the programme evaluation research process is basically concerned with the stakeholders and their participation in the evaluations. It is therefore important to discuss the types of participation, levels of participation and barriers to participation in this context.

The succeeding part will discuss the types of participation.

5.7.3.1. TYPES OF PARTICIPATION

in this part, the researcher discusses the two types of participation, namely: the means participation and the end participation.

Haidari and Wright (2001:154) maintains that there are two kinds of participation (*mosharekat*) in Iran, namely: the means and an end participation.

These two kinds were identified by Raniga and Simpson (2002:183-184).

- **Means Participation**

According to the means participation, “people are brought into a project in order for its aims to be accomplished more efficiently, effectively or cheaply” (Haidari & Wright, 2001:154).

Raniga and Simpson (2001:183) state that “at one end of the scale participation can be seen as an attempt by the external organisation to co-opt communities to “rubber stamp” decisions and to gain legitimacy for funding and personnel.”

Means participation explains that the stakeholders did not initiate to participate in the evaluative programme but were drawn into it by the outsiders who want to claim at the end that communities were part of the decisions arrived at during the programme processes.

- **End Participation**

End participation is participation which has been initiated by the communities in order to improve their own development.

“At the other end participation is seen as a liberatory process that leads to empowerment and self-mobilisation” (Raniga & Simpson, 2001:183).

This type of participation was initiated by the stakeholders themselves. Haidari and Wright (2001:57) say that the end type of participation was evident in Iran during its formative stage of development when “people themselves initiated the project and organized their own involvement in cash and kind.” End participation is a good type of participation which should be encouraged over the means participation.

Participation is also discussed by focusing on the levels of participation.

5.7.3.2. LEVELS OF PARTICIPATION

Raniga and Simpson (2002:183) listed the levels of participation as passive participation, participation in information giving, participation by consultation, participation for material incentives, functional participation, interactive participation, and self-mobilisation participation which are briefly discussed below.

(i) Passive participation:- where the outsider experts dominate the community programme processes and communities are only told what is happening

(ii) Participation in information giving:- communities provide answers to questions posed to them by the outsider experts

(iii) Participation by consultation:- the external organizations consult communities in matters regarding their development or programmes

(iv) Participation for material incentives:- this is an active form of participation because communities provide materials in the form of labour, funds, human resources to the evaluative projects

(v) Functional participation:- the notion to participate comes from the outsiders organizations but communities implement the projects

(vi) Interactive participation:- this is an empowerment or transformative participation in which both the communities and the outside experts treat each other as equals and fully participate during the needs assessment, planning and implementation phases of the evaluative projects.

(vii) Self-mobilisation participation:- “people participate by taking initiatives independently of any external organization” (Raniga & Simpson, 2002:183).

The levels of participation informs us of the type of an evaluative project, its aim and the interest groups behind its planning and implementation. Participation is an important concept of evaluation research and can also be hindered by some barriers which are discussed in the succeeding part.

5.7.3.3. BARRIERS TO COMMUNITY PARTICIPATION

The final concept utilized to explain the stakeholder participation during the third phase of the programme evaluation research process which is concerned with obtaining the cooperation and support is the barriers to community participation. This topic is important in this study because it equips evaluators with effective strategies to be implemented in order to avoid poor participation in the evaluation of programmes.

Njoh (2002) conducted a research study on the self-help water project in Mutengene (Cameroon) in order to identify the barriers to community participation. The following barriers to community participation were found in his study:

- *Paternalistic posture of authorities*:- the experts and bureaucrats do not afford communities with an opportunity to participate in the evaluative programmes because they underestimate the skills and knowledge available in the communities. Haidari and Wright (2001:54-55) explain that according to the paternalistic posture of authorities barrier to participation, most projects had a top-down character in their conceptualisation, design and implementation and technocrats regard the communities as backward, illiterate and do not worth consulting in matters of their development.

This conception has been addressed in a discussion of the interpretive perspective and the critical-emancipatory perspective of the programme evaluation research when the researcher concluded that the skills, knowledge and attitudes of the communities must not be underestimate because they are able to perform even the most sophisticated tasks required in the evaluation process.

- *Prescriptive role of the state:-* the state is not concerned with the development of the communities, but instead it is concerned with the maintenance of its power control over communities.

This type of barrier to community participation must be effectively avoided in the democratic states such as South Africa. Government and communities should be brought closer to each other so that they can be able to maximize a control over the evaluation process regarding the social programmes.

- *Embellishment of success:-* programme practitioners have a tendency of reporting only the successes of the programmes without saying anything about the failures.

This limitation can be avoided through a process of transparency, meaning that stakeholders must be afforded an opportunity to access every process and information regarding the evaluation of the social programmes.

- *Elective participation:-*“some members of the project beneficiary communities either tend to exclude themselves, or are excluded from the development process (Njoh, 2002:242).

Stakeholders which are excluded from participation in the evaluation could be those with information necessary to improve the condition of the communities, and therefore, evaluators should make sure that nobody is excluded from participating in the evaluation process.

- *Hard-issue bias:* stakeholders mainly discuss difficult issues of the project which other members find it hard to understand. Raniga and Simpson (2002:188) calls this the lack of administrative and project management skills on the part of programme directors. When the stakeholders cannot adequately decide on what to discuss and how to refine the technical terminology, the process has a negative impact of participation of the entire community members.

- *Intra/ inter-group conflicts*:- this occurs when there are internal conflicts within the community or among the stakeholders. There is also a conflict between local leaders which was identified by a study by Raniga and Simpson (2002:187).

Community participation in the programme evaluation research is retarded when stakeholders cannot work together for a common goal. Local leaders should be discouraged from treating community development programmes as their own personal commodities.

- *Gate-keeping by local leaders*: Njoh (2002:243) has noted “that community level decision-making may be hijacked and monopolized by a small and self-perpetuating clique, acting in its own, as opposed to the community’s, interest.” Raniga and Simpson (2002:187) blames this problem of non- participation to the problem associated with the community leadership. Those who are in community leadership positions demand the ownership of the community projects.
- *Excessive pressures for immediate results*:- authorities demand immediate products without regarding the time-frame for processing those products.

Community participation is concerned with empowerment and therefore, in order for empowerment to take place, enough time should be allocated to the evaluation process.

- *Disinterest within beneficiary community*:- stakeholders are not interested in being involved in the community development programme. Raniga and Simpson (2002:185) have noted that “research in informal settlements is difficult- when people are struggling to meet their day-to-day needs, it is unrealistic to expect that research will be a priority for them.”

It is true people would like to actively participate in activities which concern their own development.

- *Population size*: Njoh (2002:245) found that the size of the population is a strong determinant of participation, because the larger the population size, the higher the rate of

participation would be. Similar in this regard, the smaller the population size, the lower participation would be.

- *Belief System*: some stakeholders will fail to participate in the evaluative programmes due to the time meant for the participation, eg. Sundays are regarded as church going days and holidays are not regarded as working days in some of the South African communities.
- *Lack of commitment*: this barrier was contributed by Raniga and Simpson (2002:187) who say that they found in their study that community members failed to attend the training sessions and project meetings.

Failing to attend community development programme activities such as launching, meetings, workshops, training and official opening of infrastructure is classified as a form of failure to participate.

The researcher has so far detailed a discussion on the stakeholders and their types, and community participation, levels of community participation and barriers to community participation.

The researcher intends to proceed to a discussion of the succeeding phase in the programme evaluation research process, namely: specify programme objectives clearly and in measurable terms.

5.7.4. SPECIFY PROGRAMME OBJECTIVES CLEARLY AND IN MEASURABLE TERMS

The fourth step in the programme evaluation research process is specifying programme objectives clearly and in measurable terms.

Bless and Higson-Smith (1995:51), advise that “to translate the aims and objectives into observable changes which can be measured in the target community” is an important step in programme evaluation research process.

Objectives need not be stated in general statements but in “precisely worded statement of desired changes in behaviour” (De Vos, 1998:381). This is easily achieved if researchers manage to give "a numerical value to the supposed results of a rural development project" (Oakley, 1988:1). The researcher has already mentioned that objectives are expressed in a specific, measurable and operational manner. In this line, the researcher can precisely specify what the social programme is expected to achieve, for example, to create job opportunities for 2000 unemployed women who are not married, have more than three dependent children, do not work and are residents of the Chihoko community in the rural area of the Limpopo Province.

Objectives are more important in programme evaluation research process because they state exactly what will be accomplished and by whom (Mason & Bramble, 1989:389).

Rono and Aboud (2001:114) contend that in order to measure the objective work ethic more accurately, for example, it has to be expressed into at least 12 work ethic variables, such as working on Sundays and public holidays, working in the rains and bad weathers and risking all the money and property by investing it in their work, and others.

5.7.5. SPECIFY OBJECTIVES OF THE EVALUATION PROCESS ITSELF

The fifth step in programme evaluation research process is specifying objectives of the evaluation process.

Specify whether the study is a formative or summative type of evaluation research. According to Mason and Bramble (1989:396), the formative evaluation has to do with the process of the programme whilst on the other hand, the summative evaluation is concerned with the effectiveness and efficiency of a programme. The summative evaluation research is

concerned with the advocacy of the evaluation process, that is, decision with regard to the effectiveness and efficiency of the evaluation process.

5.7.6. CHOOSE VARIABLES THAT CAN BE MEASURED TO REFLECT DESIRED OUTCOMES

The sixth step in programme evaluation research process is choosing variables that can be measured to reflect the desired outcomes.

Not all variables are relevant in reflecting the desired outcomes of the research project, and as such, the researcher should “decide on the use of those variables that provide the best measures for the research” (Tripodi,1983:3).

The objectives of the research programme are easily measurable when they are expressed into the form of variables, that is, they are divided into parts.

There are two important types of variables for programme evaluation research, namely: the *dependent variable* which is an outcome or result of an event or cause, and the *independent variable* which is the cause or an event of something. To explain them, Render and Stair (2000:176) write that the sales of a product might be related to the firm’s advertising budget, the price charged, competitor’s prices, promotional strategies, and even the economy and unemployment rates. In this regard, the sales would be termed the dependent variables and the other factors or variables would be termed independent variables.

5.7.7. CHOOSE AN APPROPRIATE RESEARCH DESIGN

The seventh step in programme evaluation research process is choosing an appropriate research design.

Programme evaluation research utilizes both the qualitative and quantitative data collection methodologies.” Evaluation is a complex field where the benefits of multiple methods are particularly clear. Many evaluations collect both qualitative and quantitative data” (Robson, 1993:185).

It is therefore necessary for the researcher to select the research designs which utilize both the quantitative and qualitative research methodologies. Robson (1993:186) supports by contending that “if you can find out something useful about a program by talking to a few disgruntled employees, then talk to them. If the only way you can get the data you need is by participant observation, then participate and observe (and do not forget to take good notes)...Use whatever you have in your toolbox that will get the job done” (Robson, 1993:186).

Another important item to be satisfied when choosing a research design is to closely consider the available resources before the actual programme evaluation research process is conducted. That is, “the design must take note of constraints of time and resources, of how information is to be collected, of the permissions and cooperation necessary to put this into practice, of what records and other information is available, and so on” (Robson, 1993:179).

Robson (1993:181) provides a checklist which must be satisfied when evaluators design their evaluations, namely:

- (i) **utility**:-the research project must be useful
- (ii) **feasibility**:- it must be feasible, that is, there should be available resources for its implementation
- (iii) **propriety**:-the evaluation research project must be scientific and ethical
- (iv) **technical adequacy**:- there should be available skills and sensitivity which ensure that the project is worthwhile.

Research designs are plans which should be put into action in order to achieve the programme evaluation research results.

5.7.8. IMPLEMENT MEASUREMENT

The eighth step in programme evaluation research process is implementing measurements.

Bless and Higson-Smith (1995:52) and Tripodi (1983:3) begin this step by constructing the instrument of measurement. This means the decision to use either questionnaires or interviews or observation and/or focus group interviews. Data gathering process takes place during this step.

Programme evaluation research utilizes the combination of different research methodologies, this practice being a concept which is referred to as triangulation. Triangulation will be discussed in detail in the succeeding chapter. It is important to mention in this part that programme evaluation research process is not a rigid plan which should be executed as it appears on paper. It needs to be regularly adjusted in order to accommodate other emerging requirements. Rossi, Freeman and Lipsey (1999:24) admit and state that “the initial evaluation plan must be tailor-made to the particular program circumstances and the typically requires reversion and modification during its implementation.”

5.7.9. ANALYSE AND INTERPRET THE FINDINGS

The ninth step in programme evaluation research process is analysing and interpreting the findings.

The researcher organizes and analyses data which were collected during the previous phase, by transcribing or transforming them into a format that allows statistical manipulation (Arkava & Lane, 1983:28). In this regard, the researcher’s findings explain the direction of a social programme. Mason and Bramble (1989:389) advise that in order for an evaluator to get the results, he/she should “systematically analyse what already exists regarding the objectives and to compare that with what should exist to attain them.”

This state of affairs is not only intended to delineate the effectiveness and efficiency which a social programme achieves, but also to explain why there has been an achievement. This

calls for the interpretation of the finding which “means that data (constructions, assertions, fact, and so on) can be tracked to their sources, and that the logic used to assemble the interpretation into structurally coherent and corroborating wholes in both explicit and implicit” (Erlandson, Harris, Skipper & Allen, 1993:34).

5.7.10. REPORT AND IMPLEMENT THE RESULTS

The tenth step in programme evaluation research process is reporting and implementing the results.

Reporting back is an important phase of programme evaluation research process as it involves presenting “the findings to those responsible for the intervention, the participants and any other interested groups” (Bless & Higson-Smith, 1995:53).

Mason and Bramble (1989:411) explain the phase by mentioning that “relevant and accurate information should be made available to persons who need it, and providing this information is often the responsibility of the evaluator.”

Research results are presented in the forms of newspaper articles, newsletters, journals, magazines, radio and theses. Reporting results is an ethical requirement (Strydom, 1998:32).

A second requirement for this step is that the results of evaluation programme should be implemented. Programme evaluation research can suggest that some social programmes are not achieving their goals due to their failure to put an effective process in place. Programme evaluation research can also suggest that some social programmes lack of the effectiveness and efficiency. Suggestions which are made in this regard should be implemented in order for practitioners to achieve the social programme goals. The process of programme evaluation research contains guidelines which “describe the key features and procedures to be followed in conducting an evaluation” (Royse, 1995:264).

5.8. SUMMARY

In this chapter, the researcher discussed programme evaluation research through the following concepts:

- Programme evaluation research was defined as a research type which is concerned with informing the social programmes of the effective and efficient strategies they need to apply in order to be able to deliver quality services to those in need. Programme evaluation research was discussed through its characteristics, namely; it is a newly established research type, it is an applied research, it is a social science research, it improves the qualities of lives, it has a political element it is a guide to the stakeholders, it is a project planning, it is about accountability and it has an element of participatory action research. Programme evaluation research is the utilization of scientific research procedures to investigate the effectiveness and efficiency of social programmes in improving the conditions of communities. Programme evaluation research's results are directly consumed by programme practitioners and as such it is applied in nature. It is a newly established research methodology which resembles auditing and is commissioned by stakeholders who require its information in order to take informed decision. Programme evaluation research is similar to project planning and is concerned with the process of the programme and its utilization of resources. It is conducted to improve the qualities of lives because it asks whether social programmes are accountable to the communities. Programme evaluation research has an element of participatory action research because it is conducted by stakeholders who are managers, recipients and practitioners of the social programmes.
- Programme evaluation research was discussed through its aim and the following objectives: effort, performance, impact or adequacy of performance, efficiency and process. Effort informs the managers, the recipients and other stakeholders about the attempts which a social programme has thus far achieved in order to improve the qualities of lives. The performance objective of the programme evaluation research is concerned with the types of intervention which were implemented to solve a particular problem. Impact analysis is about the comparison of benefits and costs of a particular

social programme. Programmes with minimal benefits and are achieved with increased costs are discouraged in the social development arena. An objective of the programme evaluation research which is efficiency contends that programme evaluation research is closely related to auditing in that it is concerned with the assessment of whether a programme is achieving the goals with the available resources it was allocated. A final objective of the programme evaluation research maintains that it strictly expresses variables in a specific and measurable way.

- Programme evaluation research was discussed through its four categories, namely; programme improvement, accountability, knowledge generation and political ruses or public relations. Because programme evaluation research is characterized as political, it therefore means that it is a programme through which politicians utilize its results to report their accountability regarding social programmes and their achievements to the communities. Programme evaluation research is a means of generating more information regarding the objectives of the social programme. Information obtained from the programme evaluation research projects could also be aimed at achieving adverse goals such as utilized by the politicians to crash management of the social programmes.
- Programme evaluation research was discussed through its theoretical perspectives, namely; the positivist perspective, interpretive perspective and critical- emancipatory perspective. According to the positivist perspective of the programme evaluation research, an evaluator conducts evaluations alone without the involvement of the stakeholders. This perspective has a severe limitation because it fails to empower communities. The interpretive perspective on the other hand, has a better level of involvement of the communities than the positivist perspective in that it is conducted by a team which is composed of the evaluators, management, recipients and other stakeholders of the social programme. The critical-emancipatory perspective explains that evaluations are conducted by the evaluator, recipients and other stakeholders of the social programme. This perspective has an advantage of empowering the participants. In this regard, this perspective has the features of the participatory action research which was highly recommended by the researcher in this study. An effective programme

evaluation research process should therefore be conducted by all the stakeholders of the social programme.

- The four types of programme evaluation research, namely: monitoring, impact/outcome evaluation, formative evaluation and summative evaluation research were discussed. Monitoring is a process of regularly visiting the project site and compiling reports about its activities. Impact evaluation is concerned with the identification of possible intended goals of the social programme. This type of programme evaluation research informs the evaluators, recipients and other stakeholder that the programme is indeed meeting its intended goals. The formative evaluation is a programme evaluation research type which is aimed at improving the ongoing social programme. It is identified as a foundation from which the summative evaluation research develops. The summative evaluation research on the other hand, is concerned with the assessment of the effectiveness and the efficiency of the social programme. The summative evaluation research has an important feature of advocacy, because its results are utilized to convince the funding institutions, the recipients and other stakeholders that a social programme is worth of investing. This study utilizes the summative evaluation research in order to improve the formulation, implementation and evaluation of the PRP.
- And lastly, the study shared information regarding the programme evaluation research process. During the discussion, the researcher also identified some programme evaluation research concepts, namely: stakeholders, participation, types of participation and the barriers to participation. The process of programme evaluation research has been derived from De Vos (1998:368). This contribution is of the utmost importance for this study because the process in itself is like a checklist which social work practitioners can utilize in order to conduct their evaluations in a step-by-step fashion.

During the programme evaluation research phase of obtaining the cooperation and support of the service givers and management concerned, the researcher listed a variety of stakeholders namely: the policymakers and decision makers, programme sponsors, evaluation sponsors, the target participants, programme managers, programme staff, programme competitors, contextual stakeholders and the evaluation and research

community. The researcher is of the opinion that an effective evaluation of the PRP should require that at least most of these stakeholders should compose the team which is to evaluate the projects. When evaluations are conducted in this fashion, there is an enhancement of transparency in the social programme. And when social programmes are evaluated in a transparent fashion, there is less likelihood that theft, corruption and nepotism might occur, this ensuring the effectiveness of the social programme.

The stakeholder in the programme evaluation research process should be encouraged to actively participate in the evaluations. The researcher has identified two types of participation in this study, namely: means participation which means that the stakeholders are brought into the evaluation process only for the sake that experts want to claim that they are part of the decisions arrived at. The end participation on the other hand, is an involvement of communities in the evaluations which occurs when stakeholders demand to be included in the evaluation process.

The researcher has reported that citizenry participation in the programme evaluation research is not an easy process because it is also infested by a number of barriers. The barriers to participation during the evaluations must be strongly avoided in order to ensure good evaluation goals.

When evaluators are readily equipped with knowledge, skills and experience necessary to conduct the evaluations on the social programmes, they can then proceed to design their research project plans. These plans are guided by the research methodology which is nothing else but a step-by-step execution of the research project for the purpose of obtaining data and analyzing them. The research methodology and the findings of this study will be outlined in the succeeding chapter.

CHAPTER 6

RESEARCH METHODOLOGY AND EMPIRICAL RESEARCH FINDINGS OF THE STUDY

6.1 INTRODUCTION

It has been reiterated throughout the proceeding chapters that this study is intended to evaluate the PRP in the Limpopo Province within the context of the RDP from a social work perspective. In the previous chapter, the researcher discussed the programme evaluation research as the type of research to evaluate the PRP with the aim of improving it.

The study evaluated the programme through a number of data collection research methods, namely; content analysis, semi-structured interviews and a self-administered questionnaire. The findings will be reflected in this chapter.

This chapter is therefore divided into two parts, namely the first will present a detail description of the research methodology of the study, and the second part will present the research findings of the study.

6.2 PART I: RESEARCH METHODOLOGY

In this first part of the chapter, the researcher will name and discuss the research methods which were utilized in this study. The aim of this part is to expose a detailed discussion about the following research components:

- The research approach
- The research question
- The research design.
- The type of research which is in this regard, evaluation research which is conducted for the purpose of improving social programmes.
- The description of the population, sampling frame, the sampling methods and sampling sizes.

- Data collection and data analysis as research procedures
- The ethical considerations.

6.2.1 RESEARCH APPROACH

The type of research utilized in this study was programme evaluation research in order to evaluate the effectiveness of the formulation, implementation and evaluation of the PRP. To evaluate the poverty alleviation programme both the quantitative and qualitative research methodologies were used. Brandt (2002:10) has noted that there is a situation when the properties of both the qualitative and quantitative research methodologies are used in such a way that the study cannot be strictly called either qualitative or quantitative, and this condition is called mixed methodology design model.

6.2.1.1 QUANTITATIVE RESEARCH METHODS

The quantitative research methods express the dimensions of social programmes in numbers and are measurable in nature. As it will be explained later, these methods are important in research studies because they explain the social reality in more concrete forms such as for example, the biographical profiles of the respondents in the number of years to denote the age limit.

According to Neuman (2000:122), the quantitative research methodology collects what is known as hard data in the form of numbers.

Durrheim (1999:73) agrees by stating that the quantitative research methodology utilizes "numbers to represent quantities- measurement involves assigning numbers to objects to represent how much (i.e. the amount) the object has of a particular attribute."

It is highly effective to express the findings of a research project in numbers because numbers enable us to accurately measure the context of a variable, such as for example, when it is reported that 20 women were employed in a poverty alleviation programme, we are able to accurately reported that that number is not enough to reduce unemployment in a community with more than 500 unemployed women.

Quantitative research methodology is about the collection of data in their numerical form so that they can be easily measured or counted. This research methodology is highly preferred by the positivist researchers who want to observe the social reality in terms of quantification and objectivity (Neuman, 2000:66).

6.2.1.2 QUALITATIVE RESEARCH METHODS

The qualitative research method expresses the dimensions of social programmes in a contextual manner. Instead of its variables being stated in numbers such as in the quantitative research method discussed above, the variables are expressed in words, phrases and or pictures.

Qualitative research methodology is the collection of data in their subjective form. Neuman (2000:122) mentions that the qualitative research methodology collect soft data in the form of words, sentences, impressions and phrases. These data are difficult to analyze and in order to simplify them, the researcher has to code them.

The researcher agrees that although the qualitative research methodologies contain large amount of information and they are difficult to understand and interpret unlike the quantitative methodology. They are less structured, rely mostly on the interpretive of social science and they utilize research questions.

The qualitative methodology is preferred by the researchers who have an orientation of the interpretive social science in that they observe the social reality subjectively through a detailed study of the text. In the interpretive social science, the researchers interact with the respondents in order to extract detailed information about their attitudes, opinions and feelings regarding their circumstance (Neuman, 2000:67).

For Terre Blanche and Kelly (1999:123), interpretive research methods are "methods that try to describe and interpret people's feelings and experiences in human terms rather than through quantification and measurement."

The interpretative methods are able to capture first hand information when they collect data which contain people's subjective experiences. Creswell (1998:14) says in the

interpretive social science, the researcher is an instrument of data collection because he/she gathers words or pictures, analyze them inductively, focuses on the meaning of participants, and then describes a process that is expressive and persuasive in language.

It should be mentioned that when a qualitative researcher differs from a quantitative researcher by the methods they apply in data collection, the research instruments and the location of the research project, they also differ by the measurement scales they utilize to gather their information. Unlike the quantitative researcher who utilizes the interval and ratio scales of measurement, the qualitative researcher utilizes the lower levels of measurement, known as nominal and the ordinal.

Huysamen (1990:8-9) states that "in nominal measurement persons are classified into a set of mutually exclusive measurement categories, so that (1) all those in a particular category are alike (or nearly alike) with respect to the attribute being measured, and (2) those in different categories are different with respect to that attribute." In this instance, we use names or labels to distinguish between the categories.

The ordinal measurement on the other hand, possesses more or less of the attribute being measured. Wright (1997:8) and Sirkin (1999:34) both see qualitative data as categorical in that it is concerned with the data that are categorized according to name (nominal) and order (ordinal).

Creswell (1998:56) outlines that "a category represents a unit of information composed of events, happenings, and instances." The qualitative data is in the form of large quantity of information, say in pictures, tape-recorded words, and long-written sentences which need to be reduced into manageable form, namely; the categorization.

It has been mentioned that when both the quantitative and the qualitative research methods are combined, they are referred to as mixed methodology design model, as it was the case in this study.

6.2.1.3 MIXED METHODOLOGY DESIGN MODEL

A situation in which the researcher utilizes both the quantitative and qualitative research methodologies in a single study is termed mixed methodology design model. The mixed methodology design model is one of Creswell's three models of combination which maintains that "the researcher would mix aspects of the qualitative and quantitative paradigm at all or many methodological steps in the design" (De Vos, 1998: 361). According to this model, the researcher is free to utilize the advantages of both the qualitative and quantitative paradigm, he/she can move back and forth between the two dimensions and that the model is highly utilized in research projects with the aim to evaluate social programme.

As it will be explained in detail later in this chapter, the researcher has utilized content analysis to collect quantitative data, and both the semi-structured interview and the self-administered questionnaires to collect the quantitative and qualitative data.

6.2.2 RESEARCH QUESTION

This study utilizes the pre-experimental research methodology which is also called the hypothesis - developing or the exploratory design, (Fouche & De Vos, 1998:122). The study is of exploratory nature because it has an aim of evaluating the PRP for the first time and as such it does not have a hypotheses at this stage. The important aims of the exploratory design is to undertake a preliminary investigation, determining the implementation of the research plan, developing new research hypotheses and thus building a foundation from which future research studies will commence.

An approach of viewing the exploratory research as a foundation block from which other studies can develop is supported by Neuman (2000:21). According to him, an exploratory research is conducted to a topic which is new and is aimed at generating hypotheses for other research types, for example, the descriptive and the explanatory. In this regard, it is regarded as the initial stage in a sequence of other studies. It is true that the exploratory research is conducted when the researchers have little information about the phenomenon being investigated. In this context, "the goal (objective to us) in

exploratory studies is the exploration of a relatively unknown research area" (De Vos, Schurink & Strydom, 1998:6).

Another dimension of the exploratory method is that its designs are utilized when it is difficult to utilize the true experimental designs which require randomization, that is, the creation of two or more identical groups which are compared after others received stimuli and the others did not (Neuman, 2000:231). It is difficult and even unethical to form two groups, namely: the experimental group (the communities which received the social programmes) and the control group (the communities which did not receive the social programmes) for the purpose of a study.

When the researcher has been able to select the exploratory research methodology for his research project, he then reached a situation where he could formulate the research question.

The research question for this study was formulated as follows: **how effective is the PRP formulated, implemented and evaluated in the Limpopo Province within the context of the Reconstruction and Development Programme from a social work perspective?**

6.2.3 RESEARCH DESIGN

In this part, the researcher discusses the research design related to the evaluation of the PRP in the Limpopo Province within the context of the RDP from a social work perspective.

In explaining a research design, Tredoux (1999:311) writes that it "is perhaps better to take a more fluid view, and to think of a research design as a plan or protocol for a particular piece of research. The plan defines the elements (e.g. variables, participants), their interrelationship and methods (e.g. sampling, measurements) that constitute the piece of research."

Goldenberg (1992:134) adds that "having said all of this, it remains the case that the purpose of research design is to enable the researcher to say with some confidence that

the variables of interest have been identified, separated, and assessed as to their independent and collective effect on the phenomenon of interest."

A research design is a framework which contains research items which have to be systematically conducted in order for the research project to achieve its goals, namely: the population, sampling method and size, data collection methods, and data analysis and interpretation.

This study is concerned with an evaluation of a social programme which has already been implemented. The after- intervention component of the study suggests that the type of the research design be the *one- group posttest only design*, meaning that communities will be researched after they have received an intervention.

Fouche and De Vos (1998:125) maintain that "this is a design in which a single group is studied only once, subsequent to some agent or treatment presumed to cause change."

Neuman (2000:231) also called the one-group posttest -only design, the one-shot case study design which has only one group, a treatment, and a posttest. Because there is only one group, there is no random assignment.

In the one- group posttest only design, investigations are conducted on communities or their samples after they were exposed to the treatment or an intervention. Thus, in this study data were collected from the PRP framework after it was formulated, from the key-informants after their respective communities have received the PRP projects and from the community development officers after they have participated in the formulation, implementation and evaluation of the PRP in the Limpopo Province.

6.2.4 TYPE OF RESEARCH

There are two broad types of research which are available in the social sciences, namely; the basic and applied research. Basic research is concerned with knowledge generation about a phenomenon whilst on the other hand, applied research is concerned with the improvements of the programmes. This study is applied in nature.

Terre Blanche and Durrheim (1999:476) state that applied research is a "research to solve a particular problem."

Neuman (2000:24) states "applied researchers try to solve specific policy problems or help practitioners accomplish tasks. Theory is less central to them than seeking a solution to a specific problem for a limited setting."

Applied research is a research which brings forth results and recommendations which are urgently needed for immediate improvement of the social programmes. This study, therefore has an important feature of the programme evaluation research namely the summative evaluation research which Flinders and Mills (1993:26) contend is a "substantive or program theories in evaluation hence encompass issues related to the identification of this need, the activities planned to address it, the resources required for the activities, contextual facilitators and constraints related to implementation of the activities, and participants' experiences of the activities, including any changes or outcomes experienced."

Potter (1999:212) explains the concept of summative evaluation research in detail when he writes:

Summative evaluation- This form of evaluation has a retrospective focus, and involves an attempt to establish the outcomes, effects or impact of the programme by observation or measurement. Summative evaluations examine evidence relating to indicators of programme effectiveness, and of this reason often incorporate quasi-experimental or ex post facto research, as well as some form of cost- effectiveness or cost- benefit analysis.

Summative evaluation research is "assessing the effectiveness and efficiency of programs and the extent to which the outcomes of the project are generalizable to other settings and populations" (Monette, Sullivan & DeJong, 1994:316).

The results and suggestions of the summative evaluation research are aimed at improving the inputs for effective formulation, implementation and evaluation of the poverty alleviation programmes, such as the PRP.

The researcher has already mentioned during his discussion about the research design that the most effective means to conduct a summative evaluation research is through the definition and conceptualization of the PRP research population, the samples, the sample size, methods of data collection and the interpretation of the data. This requirement forms part of the succeeding discussion.

6.2.5 DESCRIPTION OF THE RESEARCH POPULATION, SAMPLING FRAME AND THE SAMPLING METHODS

A research design was discussed as a process for the selection of population, sampling methods, size methods of data collection and data analysis, and the interpretation of data for the research study. This selection is a complex which requires to be accordingly conceptualized in order to enable researchers to conduct effective research process. In this regard, the researcher defines and conceptualizes these concepts accordingly.

6.2.5.1 POPULATION

"A population may be defined as the total collection of individuals who are potentially available for observation and who have the attribute(s) in common to which the research hypothesis" or question refers (Huysamen, 1990:2).

Sirkin (1999:197) agrees that "population consists of all the numbers about whom we wish to generalize, for example, all felons, all attorneys, all divorced women, or all Methodists. The key word is all."

A population is therefore a list of all individuals or groups of persons who share the same characteristics which are of interest to the research study and are known as units of analysis.

To explain units of analysis, Grimm and Wozniak (1990:229) write that "the units of analysis is the social entity that is analysed in a particular research project. Not all survey research deals with the same kind of unit. Some survey projects analyze individuals, others investigate organizations, still others involve geographical units such as cities, and

some are concerned with very large units such as societies or nation states. Researchers select a unit of analysis appropriate for answering their research question."

The population is therefore not only a number of people, it could be a number of things, documents, cities and others. In most social programme research, we study about the frameworks, the recipients of the programmes, the infrastructure constructed, the type of knowledge and training gained and other different goals of the programmes. These become the populations of study only if the researchers have interest in studying about them.

Other authors such as Neuman (2000:200) suggest that a population is the elements which are contained in the sample. This is true because samples are drawn from populations. Samples are therefore the fractions of particular populations. Research data is collected from members of these samples.

When data for the study are to be collected from say the key-informants who participated during the implementation of the PRP in the Limpopo Province, a unit of analysis is a person who is regarded as a key-informant. The key-informants have similar characteristics with other key-informants throughout the Limpopo Province, namely: of belonging to the communities which received the PRP, being members of the office bearers of the community-based organizations or steering committees, are knowledgeable about the implementation and evaluation of the programme or projects and have an influence on the programmes or projects.

In this study, the researcher utilizes three types of population, namely: the PRP framework, key informants who represent communities who received the PRP projects and the community development officers who participated during the formulation, implementation and evaluation of the PRP in the Limpopo Province, South Africa. These populations, their corresponding sample frames and sample sizes are summarized in Table 6.1 below.

Table 6.1 The Types of Populations and the Sample sizes for the study.

Types of Populations	Sample Sizes
PRP framework	1
Key-Informants	12
Public Officials	18

6.2.5.2 SAMPLING FRAME

In this part, the researcher intended to distinguish between the population and the sampling frame. The concepts mean one and the same thing and that they only differ because a population is expressed in a qualitative and contextual manner whilst a sample frame on the other hand, is expressed in hard data which reflect their numerical values.

"A researcher operationalizes a population by developing a specific list that closely approximates all the elements in the population. This list is a sampling frame" (Neuman, 2000:201).

Sampling frame is a process of assigning a number to every member of the population. Sampling frame procedure ensures that every unit of analysis is recorded and known to the researcher (Mamburu, 2000:130).

Populations are expressed through sampling frames. In this study therefore, the researcher has identified the following sampling frames: (i) a list of the key-informants and (ii) a list of the community development officers who participated in the formulation, implementation and evaluation of the PRP in the Limpopo Province from which samples were drawn.

6.2.5.3 SAMPLE

Samples are made possible through the existence of both a population and a sampling frame. That is, a population is expressed through a list of all the units of analysis, called a sampling frame, from which a sample is drawn.

Sirkin (1999:197) explains that "from the population, we select a smaller group that we will study- the sample. We call the selection of the subjects to be in that sample drawing a sample, in the same sense as drawing cards in a card game such as poker."

"Sampling is the process used to select cases for inclusion in a research study. All empirical research is conducted on a sample of cases, which may be individuals, groups, organisations or archival documents. Sampling is a very important aspect of research because the type of conclusions that can be drawn from the research depend directly upon whom the research was conducted" (van Vuuren & Maree, 1999:274).

A second dimension of sampling which was identified in this study is that it is a process which the researchers utilize to generalize the findings of their studies on a small number of cases in the population.

Wright (1997:7) mentions that "one of the fundamental aspects of statistics is that information about an entire population can be inferred from data collected from a small subset of the population. This subset is called a sample."

This research project would be highly expensive in terms of resources such as time, money, staff and transport. To address the problem of limited resources, the researcher conducted his research project on a limited number of the units of analysis from which he generalized the research's findings, that is a sample. Sampling is therefore a process utilized by researchers in order to minimize resources for the research projects. It is also the selection of a small, representative and manageable number of respondents from the population for a research purpose.

6.2.5.4 SAMPLING METHODS AND SIZES

The process of selecting a small, representative and manageable number of units of analysis from the population for the purpose of research is a complex task which can be simplified through the utilization of the sampling methods. Sampling methods are like models which guide researchers on a step-by-step fashion to conduct sampling. There are different sampling methods applicable in the social science research, and in this study, the researcher utilized the purposive/judgmental, the stratified random sampling, simple random sampling and the systematic random sampling. After the sampling methods were discussed in detail, the researcher will as well mention the sample sizes which were utilized in this study.

6.2.5.4.1 SAMPLING METHODS

In this part, the researcher discusses the purposive/judgmental, the stratified random sampling, simple random sampling and the systematic sampling methods which were utilized to select the respondents of the study. When more than one sampling method were combined in a single research project, we term the process triangulation. Triangulation sampling method in this study was conducted when both the purposive/judgmental, the stratified random and the simple random sampling were combined in order to select key-informants who participated in the implementation of the PRP projects in the six districts of the Limpopo Province. The systematic random sampling was utilized to select the community development officers who participated during the formulation, implementation and evaluation of the PRP in the Limpopo Province.

- **Judgmental/ purposive sampling method**

The first sampling method which was utilized in this study is the judgmental/ purposive sampling method.

Judgmental sampling method is also known as the purposive sampling which is achieved through the researcher's knowledge background in deciding whom to include in the sample as respondents of the research study.

Van Vuuren and Maree (1999:281) say "in judgmental sampling (also called purposive sampling), the principle employed to select a sample is to use expert judges to select cases with a specific purpose in mind."

Creswell (1998:62) adds that "in choosing what case to study, an array of possibilities for purposeful sampling is available, I prefer to select cases that show different perspectives on the problem, process, or event I want to portray, but I also may select ordinary cases, accessible cases, or unusual ones."

The judgmental/ purposive sampling method is utilized by researchers when they select the units of analysis which they are of the opinion will provide the data necessary for their research projects. In this study, the researcher utilized the judgmental/ purposive sampling method to select the key –informants as respondents to inform the study about the implementation of the PRP projects in the communities.

- **Stratified random sampling**

The second sampling method which was utilized in this study is the stratified random sampling which is utilized when the population is divided into different cells which are known as strata.

“This involves dividing the population into a number of groups or strata, where members of a group share a particular characteristic or characteristics (e.g. stratum A may be females; stratum B males)” (Robson, 1993:138).

Neuman (2000:208) admits by stating that “in stratified sampling, a researcher first divides the population into subpopulations (strata) on the basis of supplementary information. After dividing the population into strata, the researcher draws a random sample from each subpopulation.”

Local Government Municipal Structures Act, 1998 (Act No. 117 of 1998) has noted that South African provinces are divided into districts. Limpopo Province comprises of six districts which are referred to as strata, in this study. The researcher utilized the stratified random sampling method to select the key-informants as respondents from each strata

for the study. This sampling method ensures that all the different groups in the study are accordingly represented.

- **Simple random sampling method**

According to Neuman (2000:203), the simple random sampling method is the easiest method of sampling on which other types are modeled. "In simple random sampling, a researcher develops an accurate sampling frame, select elements from the sampling frame according to a mathematically random procedure, then locate the exact element that was selected for inclusion in the sample."

In simple random sampling, the researcher must have a sampling frame ready from which the size of the sample is selected through the utilization of the lottery method. This procedure is achieved through writing the names of all the respondents on small cards which are then mixed and a sample is drawn as in lottery game (van Vuuren & Maree, 1999:277).

In this study, the researcher utilized the simple random sampling method by obtaining a list of the key-informants in each region of the Limpopo Province and then selected randomly two respondents from each strata by the procedure of lottery. Lottery procedure is a process of writing the names of persons on cards which are then mixed in a bowl and a certain number is selected without looking. The selected persons are included in a sample. In total 12 key-informants were selected.

- **Systematic sampling method**

The third sampling method which was utilized in this study is the systematic sampling method.

According to Goldenberg (1992:160), the systematic sampling requires that there be an existing sampling frame from which to produce results which are close to random sampling. To sample "one selects a random starting point (usually by using a table of random numbers) and then samples each n th case from the first selected until the desired sample size is achieved, that is 5th, 10th, or 25th case."

"Systematic sampling consists of selecting every K^{th} case from a listing after the first case has been selected at random from the first K cases. The interval (K) from which the selection is made is calculated by dividing the population size by the sample size" (Grimm & Wozniak, 1990:20).

The systematic sampling method has an advantage of addressing biases and as indicated in the definition it maximizes randomization. It also ascertains us that all respondents of the study have the n^{th} probability of taking part in the research project. The systematic sampling therefore has a feature of probability sampling.

To explain probability sampling, Grimm and Wozniak (1990:205-206) wrote that "samples should be representative, that is, samples should be realistic, though smaller, versions of the actual diversity and dispersion of a population. Careful sample selection using one of the methods of probability sampling enhances the likelihood that samples will be representative."

"In probability sampling, every element in the target population must have a known chance of being selected into the sample" (van Vuuren & Maree, 1999:276).

In this study, the systematic sampling method was utilized to select the community development officers who participated in the formulation, implementation and evaluation of the PRP in the Limpopo Province. The procedure was to obtain separate lists of the community development officers in the six districts of the Limpopo Province, from which the 4th person was selected as a respondent in the study. In total 18 respondents were selected.

- **Triangulation sampling methods**

When the sampling methods were combined in a single research project, we term the process a triangulation sampling method. It has been mentioned in this study that this method was achieved when the researcher combined the judgmental/ purposive, the stratified random and the simple random sampling methods in order to select the key-

informants who participated in the implementation and evaluation of the PRP projects in the Limpopo Province.

The triangulation sampling method is difficult to conduct because of its complexity. In order to address the complexity of conducting the triangulation sampling method, the researcher utilized a triangulation sampling process which according to this study has the following three steps:

First Step: the researcher relied on his knowledge background in order to identify the key- informants as the respondents who would share first hand information with the study. The necessary characteristics of the key- informants such as being members of the steering committee, being influential to the community projects and having first hand information regarding the implementation and evaluation of the community development projects were considered through the judgmental/purposive sampling method.

Second Step: the researcher utilized the stratified random sampling to select key- informants from the six districts of the Limpopo Province to participate in the study.

Third Step: the researcher utilized simple random sampling to select respondents from the six lists of the key- informants from the six districts of the Limpopo Province. Simple random sampling method is a base without which most sampling methods cannot be successfully conducted. Like the systematic random sampling, the simple random sampling has also an advantage of maximizing randomization because it is a type of a probability sampling method.

The researcher has then decided on the sampling sizes.

6.2.5.4.2 SAMPLING SIZES

Sample size is simply the number of respondents selected for the research study. Ader and Mellenberg (1999:117) contend that “the sample size, i.e. the number of selected elements, is denoted by n.”

Sample sizes are numbers of cases which were selected through different sampling methods from their respective populations. In this study, there are three sample sizes which were reflected in Table 6.1 above, namely; 1 PRP framework, 12 key-informants and 18 community development officers.

In the succeeding section, the researcher will discuss the research procedure.

6.2.6 RESEARCH PROCEDURES

In this section, the researcher discusses the research procedures of the study, the concepts which is concerned with the data collection and data analysis processes.

It is an ethical requirement that social science research be replicable and as such, researchers are obliged to report their research procedures and strategies in order to enable future researchers to replicated their studies. In this section therefore, the data collection and data analysis processes will be discussed individually in detail.

6.2.6.1 DATA COLLECTION

Data collection is a process which informs us how data for the study were collected.

Robson (1993:304) defines that “collecting the data is about using the selected methods of investigation. Doing it properly means using these methods in a systematic, professional fashion.”

Data collection is the main process in every social science research because it is concerned with gathering information from the institutions, their records and the recipients of the social programmes about how the social programmes are improving the qualities of lives of the communities.

There were three methods of data collection which were implemented in this study, namely: the content analysis, self-administered questionnaire and semi-structured interview. These methods will be individually conceptualized in this part of the section.

- **CONTENT ANALYSIS**

The first data collection method which was utilized in this study is called content analysis. In this study, the content analysis method is specifically meant to extract the main themes from the PRP framework for the purpose of analyzing the programme.

“Content analysis is usually performed directly with existing material by utilising a sampling procedure that extracts the main themes from the mass of existing information on a subject” (Strydom & Delport, 2002:324).

Krippendorff (1980:21) adds that “content analysis is a research technique for making replicable and valid inferences from data to their context.”

Content analysis is a data collection method which is unobstructive and designed to collect historic data from the non-living objects such as documents, books, films and newspapers.

In this study, content analysis data collection method was utilized to collect the quantitative data. Neuman (2000:293) agrees that "a researcher uses objective and systematic counting and recording procedure to produce a quantitative description of the symbolic content in a text." The quantitative techniques are favoured over the qualitative techniques because they yield repeatable and precise results about the text being analyzed.

In this study, the methodology for content analyzing the PRP framework was conducted through the latent coding which according to Neuman (2000:296), guides the researcher's interpretation of the text and then determines whether particular items of the document answer the research questions through the availability or absence of variables which are characteristic of that document. The variables were scored on the checklist as 1 and 0 for their presence or absence, respectively.

“A checklist is a type of questionnaire consisting of a series of statements. A respondent is requested to indicate which items are relevant to him by ticking the “yes” or “no” box for each item” (De Vos & Fouche, 1998:89).

For Fouche' (1998:166), “a checklist is a certain type of questionnaire consisting of a series of items. The respondent is requested to indicate which of the items are most applicable to him or describes his situation best.”

A checklist is none else than a list of all the relevant items which are identifiable when reading through a content.

In this study, the researcher developed a checklist to be utilized for content analyzing the PRP framework. He was guided by Gil's framework which was contributed by Gray and Sewpaul, (1998:12-26) who maintain that the social work practitioners and managers of social programmes must analyze frameworks by asking research questions which are characteristic of the social policies. The questions are focused to collect only the relevant information to the study (Shye, Elizur, & Hoffman, 1994:10-13).

Gray and Sewpaul (1998) listed the following questions to be asked when the researchers intend to utilize content analysis to collect quantitative data from policy frameworks:

- The issues or problem dealt with the framework
- Causal theories informing hypotheses about the issue or problem
- The objectives of the framework
- Value premises of the framework

- The theoretical positions of the framework
- The effects of the framework
- The changes in ownership and control of resources
- The organization of work in terms of the framework
- The effects on the exchange and distribution of goods and resources
- History of the framework's development
- Political groups promoting or resisting the framework
- Social and occupational differentiation mentioned in the framework
- The development of ideas, knowledge, science, technology and skills
- Prevailing perceptions of needs and interests
- Summary and conclusion regarding the framework's interaction with the forces affecting its development and implementation

A checklist is included as APPENDIX A in this study.

- **SELF-ADMINISTERED QUESTIONNAIRE**

The second data collection method which was utilized in this study is a self-administered questionnaire.

"A questionnaire can be defined as a group of written questions used to gather information from respondents, and it is regarded as one of the commonest tools for gathering data in the social sciences" (Kanjee, 1999:293).

Robson (1993:243) says "self-completed questionnaires, which respondents fill in for themselves, are very efficient in terms of researcher time and effort." The self-administered questionnaires can be distributed to a large number of respondents in a shorter time and can ensure a high response rate if well constructed.

A self-administered questionnaire is a research instrument which is specifically designed for respondents who are capable of expressing their responses through a written language. In this study, the community development officers who participated during the

formulation, implementation and evaluation of the PRP in the Limpopo Province were the respondents who completed the self-administered questionnaires.

A self-administered questionnaire schedule for this study contained two parts, the first being quantitative and the second, qualitative in nature. Clarke and Dawson (1999:135) say that clearly, there is both the quantity and quality of life to consider the former easy to measure objectively whilst the latter, is compared through subjective indices.

The parts of the self-administered questionnaire are discussed below.

- **Part A of the questionnaire: quantitative data**

Part A of the questionnaire for this study collected the quantitative information regarding the biographical information of the respondents and the PRP projects in the Limpopo Province, and the features of the programme. Clarke and Dawson (1999:68) motivate that a questionnaire is an instrument which can be used to produce large quantities of structured data which is about the basic socio-biographical information covering age, sex, income, educational background and membership of professional organizations, contains the closed-ended questions which their answers must be exhaustive and mutually exclusive.

- **Part B of the questionnaire: qualitative data**

Part B of the questionnaire collected the qualitative data related to the opinions, attitudes and suggestions the community development officers had toward the formulation, implementation and evaluation of the PRP in the Limpopo Province.

This part contained the open-ended questions which “allow respondents to answer in their own words, rather than being restricted to choosing from a list of pre-coded categories” (Clarke & Dawson, 1999:70). The part required spontaneity in the part of the respondents and has the aim of collecting data which informed the study about the manner in which the PRP was formulated, implemented and evaluated in the Limpopo Province.

The questionnaires were distributed to the six districts offices of the Department of Health and Welfare of the Limpopo Province for the selected community development officers to complete. After completion, the questionnaires were sent to the Head Office of the Department of Health and Welfare in Polokoane from where they were collected by the researcher. The researcher has identified that this method is highly ineffective because the respondents failed to return the questionnaires on time. The researcher traveled for the second time to the districts in order to collect the questionnaires but managed to receive only 18 of them.

A questionnaire schedule is included as APPENDIX B in this study.

- **SEMI-STRUCTURED INTERVIEW**

The third data collection method which was utilized in this study is called semi-structured interview.

Pawson and Tilley (1997:154) noted about the semi-structured interview when they write that “structured methods are good for measuring outputs (such as crime rates or rehabilitation rates), unstructured methods are good for understanding reasoning (such as attitudes to crime or rehabilitation): our investigation needs both, so let us opt for some semi- structured, multi-method approach.” This definition identified the most important feature of the semi- structured interview, namely; that they include both numerical and the reasoning behind them.

Semi-structured interview is “a purely qualitative interviewing strategy in which questions and follow-up probes are generated during the interview itself” (Clarke & Dawson, 1999:73). The semi-structured interview schedule was specifically designed to collect data from the key- informants who were highly represented by the individuals who cannot express their responses in written language.

Key informants are also termed the gatekeepers. A gatekeeper is "an individual who is a member of or has insider status with a cultural group. This gatekeeper is the initial contact for the researcher and leads the researcher to other informants" (Creswell, 1998:117).

Key informants are individuals who know their community problems and their possible solutions. They have directly or indirectly participated in the PRP projects which the researcher intended to evaluate and therefore are favoured over other samples due to the reason that they provide the research study with first hand information.

Semi-structured interview is a data collection method which requires respondents to say in their own way how they define their own situations. Respondents were tape-recorded during the interviews. "Tape-recording provides far richer research access to the discussion and we would advise this, even if it is only used as an *aide-memoire*" (Barbour & Kitzinger, 1999:15).

A semi-structured interview collected the qualitative data related to the opinions, attitudes and suggestions the key-informants felt about the implementation of the PRP projects in their communities. The semi-structured interviews were translated into Northern Sotho, Tsonga and Venda which are vernaculars spoken by the indigenous communities in the Limpopo Province. The researcher trained interviewers who were social workers and speak languages of the respondents in order to interview them. The interviewers were also trained into the effective procedures of recording the responses.

Schuerman (1983:159) supports that observers "should be instructed carefully in the meanings of the behavioral codes and given the opportunity to practice coding before actual data collection begins. Ideally, their reliability should be assured before gathering actual data."

The semi-structured interview schedule is included as APPENDIX C in this study.

The researcher has discussed how data regarding the evaluation of the PRP within the context of the RDP was collected through the quantitative and the qualitative methods, namely: the content analysis, a self-administered questionnaire and the semi-structured interview. According to the discussion above, there is no method which is prime over the other.

The succeeding part of the section will discuss the second component of the research procedures, namely, data analysis.

6.2.6.2 DATA ANALYSIS

Data analysis “in simple terms, it is the process by which we take a large set of numbers and reduce it to a small set of numbers” (Mark, 1996:300).

This definition is one-sided in that it only concerns the analysis of the quantitative data without regard of the qualitative data. Qualitative data analysis involves reducing a large amount of information which is in the form transcripts into either quantitative or summary qualitative statements.

Barbour and Kitzinger (1999:16) contend that “analysis will involve, at the very least, drawing together and comparing discussion of similar themes and examining how these relate to the variation between individuals and between groups.” Analysis is to make data more meaningful to the audience.

Data analysis is a process of checking and counting the frequency and distribution of a phenomenon under investigation (May, 2001:164).

Data for this research study were both in quantitative and qualitative nature and as such, their analysis were conducted along the quantitative and qualitative frames of reference.

- **QUANTITATIVE DATA ANALYSIS**

The quantitative data analysis is intended to inform the study about the statistical position of the problem and about what is available to address it. Quantitative data collected for this study were summarized into frequency distribution, figures, graphs, tables and percentages.

Punch (2000:60) admits that the quantitative data analysis involves statistics. This means that data are reflected in the numerical values and are also summarized into diagrams and tables.

In this study, the quantitative data analysis method was utilized to analyze data which were obtained through the content analysis and the first parts of both the semi-structured interviews and the self-administered questionnaires.

- **QUALITATIVE DATA ANALYSIS**

In this study, the qualitative data analysis method was utilized to analyze data which were collected through the second parts of the self-administered questionnaire and the semi-structured interview.

Qualitative data are difficult to analyze. “The major thrust of the analytic techniques recommended for use during data collection was data reduction; seeking to make the data mountain manageable through summary and coding” (Robson, 1993:390).

In order to ease the problem of the complexity of analyzing the qualitative data, the researcher utilized a process which was contributed by Creswell (1998).

- **The qualitative data analysis process**

The researcher utilized the qualitative data analysis process which was contributed by Creswell (1998) which has six phases, namely: the researcher’s own experience of the phenomenon, the statements by the respondents about the phenomenon, the grouping of the statements, seeking the convergent and the divergent perspectives about the phenomenon, the construction of the overall description of the meaning and essence of the experience, and the researchers’ account of the experience and that of the participants of the phenomenon and its meaning. This process provides a step-by-step procedure to conduct effective qualitative data analysis.

Phase 1: The researcher’s own experience of the phenomenon

The first phase of the qualitative data analysis process is the researcher’s own experience of the phenomenon.

According to this phase, the researcher related the data collected to their theoretical propositions. In this regard, the researcher's own experience of the problem was obtained from piloting which was explained in the first chapter. The relevant literature regarding the problem was reviewed. The researcher will not discuss literature review in this part.

Phase II: The statements by the respondents about the phenomenon

The second phase of the qualitative data analysis process is the statements by the respondents about the phenomenon. The statements by the respondents about the phenomenon means what the respondents said when they were exposed to the questionnaires and the semi-structured interviews.

The responses for this study were in the form of spoken and written words expressed by the key- informants and the community development officers, respectively.

Phase III: The grouping of the statements

The third phase of the qualitative data analysis process is the grouping of the statements.

Robson (1993:278) states that “you are looking for a set of themes or areas, linked to the research question once again, which appear to give an adequate coverage of the case.”

This is called the categorization of the information wherein the researcher continues to look for similar themes of the context and group them in their respective categories. The statements could continue to be categorized in what is referred to as subcategories.

The data were identified through coding. Robson (1993:385) explains that “a code is a symbol applied to a group of words to classify or categorize them. They are typically related to research questions, concepts and themes. Codes are retrieval and organizing devices that allow you to find and then collect together all instances of a particular kind.”

The qualitative data were analyzed through processes of transcription and then coding. Barbour and Kitzinger (1999:16) admit that analyzing “data involves essentially the same process as does the analysis of any other quantitative data.”

Another procedure applied in this phase of the qualitative data analysis process is to categorize responses in tabular form which Hollway and Jefferson (2000:108) call categories. Barbour and Kitzinger (1999:23) say that “excerpts related to the key themes were then grouped together with the aid of a word processing package, with a tag listing their source.”

In this way, similar responses were reflected in tables so that they could easily be counted and therefore quantified. This indicates that after the highest level of analyzing the qualitative data has been reached, the data are transformed into quantitative form so that they are easily measurable.

Phase IV: Seeking the convergent and the divergent perspectives about the phenomenon

The fourth phase of the qualitative data analysis process is seeking the convergent and divergent perspectives about the phenomenon. This step required the researcher to relate categories or responses to the perspective or the objectives of the PRP in order to identify the supporting and non-supporting statements. This was easily achieved through colouring the two dichotomies with different highlighting markers. During this phase, the researcher explored the interrelationship of categories, that is axial coding, which is concerned with the causal conditions that influence the category or the central phenomenon. Information regarding the strategic solution of a problem, the context and ways of intervention and consequences were obtained.

Phase V: The construction of the overall description of the meaning and essence of the experience

The fifth phase of the qualitative data analysis process is the construction of the overall description of the meaning and essence of the experience.

The researcher should consolidate the findings into a picture which is well understood, and the unclaimed categories should be discarded. This could be achieved through the utilization of the matrices which Robson (1993:390) says “the simplest, and probably most used and most useful, matrices are two-dimensional, i.e. you have a dual categorization where the rows represent one dimension and the columns the second dimension.”

When data were subjected to the matrices and were easily transformable from the qualitative to the quantitative state. Robson (1993:392) supports by mentioning that “this transforms the qualitative data into a form which is capable of quantification. Given this scaling, it would be feasible to determine, say, the number of users for whom preparedness was absent, etc.”

It has already been reported that the qualitative data are more difficult to analyze than the quantitative data. This does not mean that during the analysis of the qualitative data, all the data must be transformed into quantitative state. Robson (1993:401-402) maintains that “the argument is not that all qualitative data should be converted into quantitative data, but that if you are wanting to make statements about frequencies, it is better to use numbers- which you can subsequently label as “frequent” etc., on the basis of overt definitions.” Although numbers accurately measure the problem and its respective resources, the researcher identified that qualitative statements or phrases were equally important into explaining the context of the PRP in the Limpopo Province.

In this manner, the researcher was able to report the actual findings of the empirical research in both their numerical and categorical levels.

Phase VI: The researcher’s account of the experience and that of the participants of the phenomenon and its meaning

The sixth phase of the qualitative data analysis process is the researcher’s account of the experience and that of the participants of the phenomenon and its meaning which is concerned with a process by which the researcher links the data and explains the conclusive meaning about them.

Robson (1993:393) says it is “an attempt to summarize what you have found out so far, and highlight what still needs to be found out.”

This is to relate the dependent variables to the respective independent variable and then to draw conclusive statements based on the findings of both the theoretical and empirical investigations (compare Robson, 1993:390; Powers & Xie, 2000:5.)

The researcher will present the empirical findings of the study and their respective conclusions and recommendations, later in this chapter and the succeeding chapter, respectively.

The final research concept which needs mentioning in this part is the ethical consideration.

6.2.7 ETHICAL CONSIDERATIONS

Erlandson, Harris, Skipper and Allen (1993:155) maintain that “codes of ethics are measures of safeguards to protect subjects from the research.” The authors further mention that the codes of ethics are the essence of what research is all about and therefore enhance its processes.

For Barbour and Kitzinger (1999:31), the ethical issues are “strategies for addressing the power imbalances between the researcher and the researched.”

Social science research cannot be effectively and properly implemented if the researchers fail to abide by the principles guiding their professional field. Some of the principles which are also referred to as the ethical considerations have been discussed in detail in the previous chapter. In this part, the researcher selected to discuss only the three codes of ethics which were relevant for this study, namely: informed consent, anonymity and confidentiality, and obtain permission.

6.2.7.1 INFORMED CONSENT

The first ethical principle to be discussed in this section is called the informed consent.

“The principle of informed consent is at the heart of efforts to ensure that all participation is truly voluntary” (Mark, 1996:40). Robson (1993:34) supports and advises that a researcher must negotiate with the participants of the research study before the project could continue.

The researcher designed a consent form which participants were expected to read and sign after they were satisfied with the contents of the research project. The consent form included the following:

- it informs the participants of the purpose of the research
- it ensured that there were no possible risks or discomfort in their participation in the research project
- it informed the respondents of the research procedures which would be used to collect information from them
- it assured them of their freedom of choice to either remain or withdraw from the research study
- it informed them about the contact person, this being the researcher’s names, physical addresses and telephone number (Mark, 1996:41).

The informed consent forms for both the key-informants and the community development officers are included as APPENDICES D and E, in this study, respectively.

6.2.7.2 ANONYMITY AND CONFIDENTIALITY

The second ethical principle to be discussed in this section is called anonymity and confidentiality.

This principle of the ethical consideration addresses two concepts, namely; the anonymity and confidentiality which will be exposed individually.

Anonymity is to keep the respondent’s name and particulars unknown to both self and others.

Mark (1996:46) defines anonymity by stating that “research participants are anonymous when their study responses cannot in any way be identified with them- by the researcher or by anyone else.” Anonymity is possible if respondents’ names are not reflected on the questionnaires or their voices could not be identified by the researcher or anybody else, such as was the case in this research study.

The second ethical consideration is **confidentiality** which means that even if the names of the participants are known to the researcher, their responses would not be revealed to anyone else without the respondents’ permission.

Mark (1996:47) contends that even when “the participant’s identity is written into a record. Because these records are confidential,” the researcher may not reveal the responses made by them to the authorities without first obtaining permission from the respondents.

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

- the respondents were not identified by means of names, ages, sex and other biographical properties
- and the respondents were interviewed by the neutral social workers who were not known to them and were also not involved in the formulation, implementation and evaluation of the PRP in the Limpopo Province.

6.2.7.3 OBTAINING PERMISSION

The third ethical consideration principle to be discussed in this section is called obtaining permission.

Researchers conducting evaluative studies regarding the poverty alleviation programmes within the custodianship of the authorities such as the government institutions must first obtain permission to do so from them.

“Observe protocol. Take care to ensure that the relevant persons, committees and authorities have been consulted and informed and that the necessary permission and approval has been obtained” (Robson, 1993:33).

The researcher had realized that the absence of this ethical consideration could lead to a standstill of his study project. A permission to conduct the research study on the PRP projects was initially obtained for the Department of Health and Welfare, Limpopo Province.

Permission to conduct an empirical study on the PRP projects is included as APPENDIX F in this study.

The succeeding part of the chapter will detail the research findings of this study.

6.3 PART II: EMPIRICAL RESEARCH FINDINGS OF THE STUDY

This second part of the chapter is divided into three sections:

- the first section presents the research findings which were collected through the content analysis research methodology
- the second section reflects the findings which were collected through the semi-structured interviews
- the third section presents the research findings which were collected through the self-administered questionnaires

6.4 SECTION 1: DOCUMENT ANALYSIS

6.4.1 INTRODUCTION

In this first section of the second part of the chapter, the researcher presents the research findings which were obtained through content analysis. The findings aimed at highlighting important elements which were omitted in the PRP framework. It should be noted in this section that policy frameworks like the PRP document, need not scores

all the characteristics contained in the content analysis checklist in order to be rated as effective, but rather they must contain all the important elements without which they could be rated as ineffective.

The researcher designed a checklist based on the literature review, which contained all the elements of a general social programme framework which were utilized to score the characteristic elements of the PRP framework.

Table 6.2 below lists all the elements contained in the checklist and their corresponding responses.

The numbers 1-12 in the table are meant to sequentially number the contents of a social programme as required in theory. Under the characteristics, the checklist contains the items which are necessary in a well formulated social programme. A column on description supplements the column on the characteristics and it was designed to measure the extent to which the characteristics must entail. Lastly, the scores column delineates the findings of the study which were obtained through the comparison of the contents of a standard social programme framework according to the theoretical requirement and the actual contents of the PRP framework. Scores 1 and 0 mean the presence and absence of a variable, respectively.

Table 6.2: The scores which were obtained from the PRP framework

No.	Characteristics	Descriptions	Scores
1	Definition: it defines the PRP objectively as a social programme	Clearly	1
		Operationally	1
		In measurable terms	1
2	Aim: it specifically states the aim of the PRP	Clear	1
		In broad terms	1
3	Objectives: it specifies the objectives of the PRP	Clearly	1
		Specifically	1
		In measurable terms	1
		In operational manner	1
4	Objectives of the PRP: it lists the objectives of the PRP which are relevant to the elimination of poverty within	Food security initiatives	1
		Community development structures	1
		Youth who are deviant	1
		Development of self-help organizations	1

	the South African communities	The aged and child care	1
		The disabled	1
		Financial planning and management	1
		Monitoring and evaluation	1
5	Characteristics: it states the basic characteristics of a social programme	It ought to be complemented by an economic policy	1
		It ought to be a field and practice study	0
		It is related to welfare policy	1
		It ought to be a state's obligation	0
		It ought to be concerned with the life course of people's developmental stages	1
		It ought to address inclusivity	1
		It ought to be focused on poverty	0
6	Influencing factors: it states that the formulation of the PRP is influenced by some factors	Condition of establishment	0
		Political assignment	0
		Legality according to the state and administrative law	1
		Financial means	1
		Public officials	0
		Physical facilities	0
		Legislatures	0
		Changing environmental circumstances	1
		Political directions of political parties	0
		Elite groups	0
		Pressure groups, interest groups and mass demonstrations	0
		Research and investigation by commissions and committees	0
		International expectations, considerations and influence	0
7	Theoretical models: it stipulates how the development of the PRP is standardized by the theoretical models regarding policy making	Functional process model	0
		Elite-mass model	0
		Group model	0
		Systems model	0
		Institutional model	0
		Rational model	0
		Game theory model	0
		Public choice model	1
		Incremental model	1
		Mixed-scanning model	0
8	Forms of poverty: it lists the forms of poverty which the PRP intends to address	Absolute deprivation	1
		Relative deprivation	0
		Cultural deprivation	1
		Conjunctural deprivation	1
9	Effects of poverty: it identifies the effects of poverty on vulnerable groups relevant in the South African communities	Women	1
		Children	1
		The elderly	1
		The disabled	1
		The sick	1
		Prostitutes	0

		The unemployed and the working poor	1
		People under welfare	1
		Domestic violence	0
		Street children	0
10	Process: it guides the programme/project implementation through a specific process	Identification	1
		Preparation	0
		Appraisal	1
		Negotiations	0
		Implementation	1
		Evaluation	1
11	Implementation problems: it mentions that the PRP intends to address the implementation problems	Organizational disunity	0
		Standard operating procedures	0
		Organizational communication	1
		Problems regarding time and resources	1
		Horse-shoe-nail and public planning	0
		Interorganizational politics	1
		Vertical implementation structures	1
		Horizontal implementation structures	0
		Top-down perspective	0
		Bottom-up perspective	0
		Circumstances external to the implementing agency	0
12	Monitoring and Evaluation: it lists individuals, groups or organizations which are supposed to participate in the programme monitoring and evaluation	Target groups	0
		Programme managers	0
		Programme staff	0
		Evaluation and research individuals	0
		Stakeholders	0

The responses which were reflected in Table 6.2 above will be individually explained and interpreted below. Elements in the checklist are reflected as the headings and sub-headings which will form the discussion of this section.

6.4.2 THE PRP FRAMEWORK

The PRP is without a specific policy framework and instead the Department of Social Development utilizes a business plan in its place. The researcher will treat the business plan as if it was a framework and will therefore throughout this study refer to it as a framework.

6.4.2.1 DEFINITION

Social programme frameworks are generally expected to define an issue under review in detailed, clear, operational and measurable terms. According to the score in this study, the PRP framework adequately meets this requirement.

- **CLEAR DEFINITION**

The framework specifically defines the PRP through the vision of the Department of Social Development. The framework has a more detailed problem statement through which the causes of poverty are outlined as dependency of cash payment from government, low income levels, unemployment, low food production rates, the inavailability of new markets and the diversification in production of goods and services in the communities.

- **OPERATIONAL DEFINITION**

The framework states that the PRP is about the development of strategies intended to reduce the incidence of poverty in South African rural communities, and the reduction of criminal incidence in the urban areas, especially the informal settlements. The framework therefore possesses an operational definition of poverty because it states the availability of resources and an intention to ameliorate the conditions.

- **MEASURABLE DEFINITION**

The framework defines the PRP in terms of the poverty rates within the South African context. When a condition is expressed in the form of numerical connotations, say in percentages, one is able to report it is much or less and also to say if an intervention has reduced it.

6.4.2.2 AIM OF THE PRP

The framework of the social programmes are generally expected to state their aim in clear and broad terms. The PRP framework specifically states an aim of the programme, namely, that of alleviating poverty within the South African communities.

6.4.2.3 STATEMENTS ABOUT THE OBJECTIVES OF THE PRP

Social programme frameworks are generally expected to make clear, specific, measurable and operational statements about the objectives of the social programmes.

The objectives of the PRP are expressed according to these specifications because the audience are informed of the directions of the programme and the outcomes it should achieve at certain period in time.

The general social programme frameworks must list the objectives which are identified as most relevant in addressing the issue or problem. The objectives are translated into different projects which fall within the auspice of the particular social programme.

In this regard, the framework exposes the objectives of the PRP which are aimed at addressing poverty. The objectives of the PRP are the food production initiatives which are aimed at reducing the incidents of women and child neglect and abuse; 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.

• FOOD SECURITY INITIATIVES

The framework reveals that the PRP intends to involve family households into producing their food requirement. By the introduction of the food security initiatives, the PRP is aimed at supporting clusters into developing food production projects in order to sustainably produce enough food throughout their lives. It is believed that once there is enough food in the family households, there will be a reduction of neglect and abuse of women and children.

It is also believed that after the death of the working members of families, children and women become vulnerable to all stresses of poverty and as such this objective is aimed at protecting them. Clusters are also expected to develop projects aimed at conducting the HIV/AIDS awareness campaigns and control the spread of the pandemic.

- **COMMUNITY DEVELOPMENT STRUCTURES**

Although the objective of community development structures was mentioned in the PRP framework, it is not spelled out how the structures will be engaged in the planning, implementation and evaluation of their projects. Educational and awareness initiative which is directed at controlling the spread of HIV/AIDS is too general and as such the framework does not state in detail how the objective is to be achieved.

The community development structures are a prerequisite for every community development project because all the community development projects cannot run without their establishment. These structures have a function of running the administrative activities of the projects. They are the driving force behind the success of community development projects for even if they were not exposed as an objective of the PRP, its projects would still establish them for their smooth functioning.

- **YOUTH WHO ARE DEVIANT**

The framework manifests the youth who are deviant as an objective of the PRP. The youth who are deviant are a minority group which wages war against the communities, they are about to commit crime or have been recently released from jails or places of safety and they must be assimilated into the social mainstream.

- **DEVELOPMENT OF SELF-HELP ORGANIZATIONS**

The framework points out an objective of the PRP as the support and strengthening of income generating opportunities for rural women. It is believed that the establishment of the self-help organizations will create more job opportunities for the rural people.

- **THE AGED AND CHILD CARE**

The framework identified the aged and child care as an objective of the PRP. According to the objective, the aged especially the professionals who have retired are expected to plough back to the community through looking after the children when parents and guardians are away from home during the day and creating artifacts meant for tourism.

- **THE DISABLED**

The framework exhibits that the PRP has as its objective to reduce poverty through training and generating long-term economic opportunities for the disabled. This objective is strengthened and supported by the National Treasury which will approve all contracts which involve the disabled in participation into community development projects. In this study, the disabled were defined as individuals with physical or mental disabilities which impede them from actively participating in the community development programmes.

- **FINANCIAL PLANNING AND MANAGEMENT**

Although the framework specified this as an objective of the PRP intended to address poverty, it is not mentioned how the financial planning and management organizations will be supported and strengthened in order to sustain them. The framework also states flying statements when it mentions that the community finance organizations' learning process will be assisted by several international organizations which are not listed for audience to know them.

According to this objective, the department intends to support and strengthen the community financial organizations such as the stockvel, burial societies and saving clubs. It is anticipated that once these organizations sustain, they will cover many members of the communities, they will educated and train members, they will employ the unemployed people and they will establish other forms of businesses in the communities.

- **MONITORING AND EVALUATION**

The framework identified monitoring and evaluation as an objective of the PRP.

In chapter 4 of this study, monitoring and evaluation was identified as a phase of the PRP process rather than an objective.

The *Poverty Relief Programme Business Plan 2001/2003* (2002:15) replaced monitoring and evaluation with administration and capacity building but mentioned that the latter is in fact not an objective of the PRP. Administration and capacity building is an important prerequisite for the poverty alleviation programmes because without it, the poor fail to actively participate in the community development projects. Administration and capacity building must be identified as an important objective of the PRP.

Table 6.2 maintains that the PRP was well-defined and that its objectives were all mentioned in the framework.

6.4.2.4 CHARACTERISTICS OF A SOCIAL PROGRAMME

Social programme frameworks in general have characteristics which distinguish them from other types of frameworks, namely: they ought to be complemented by the economic policy; they ought to be a field and practice study; they are related to welfare policy; they ought to be state's obligation; they ought to be concerned with people's life course developmental stages; they ought to address inclusivity and they ought to be focused on the reduction of social problems; in this regard, poverty.

- **SOCIAL PROGRAMME OUGHT TO BE COMPLEMENTED BY AN ECONOMIC POLICY**

The framework has realize that the effective implementation of the PRP projects depends mostly on the economic opportunities the projects can access. Social programmes will only develop if they receive adequate funding.

- **SOCIAL PROGRAMME OUGHT TO BE A FIELD AND PRACTICE STUDY**

The framework does not identify social programme as a field and practice study. Social programmes which are intended to improve the qualities of lives of communities must strictly be closely related to a field and practice study.

- **SOCIAL PROGRAMME OUGHT TO BE RELATED TO WELFARE POLICY**

The framework reveals that the PRP considers addressing welfare policy matters in that it identified some sectors of the communities which were excluded in the social assistance programmes, namely children aged between 8 and 18 years, the unemployed and the underemployed. Social welfare policy is concerned with the distribution of resources to the poor communities.

- **SOCIAL PROGRAMME OUGHT TO BE A STATE'S OBLIGATION**

Although this characteristic was not stated in the framework, the state's obligation in alleviating poverty within communities cannot be argued.

- **SOCIAL PROGRAMME OUGHT TO BE CONCERNED WITH THE LIFE COURSE OF PEOPLE'S DEVELOPMENTAL STAGES**

The framework expresses the life course of people's developmental stages through identifying the children, women, youth, elderly and the disabled as the prime beneficiaries of the PRP. It also considers that during the people's developmental stages, they could be affected by diseases such as HIV/AIDS and other communicable diseases such as malaria, cholera and tuberculosis. It also exposes that if the socio-economic status of the community is neglected, there shall be a rise in social crime. The framework maintains that the PRP is concerned with people's death because it supports and strengthens the burial societies intended to assist families in times of a loss of their loved ones.

- **SOCIAL PROGRAMME OUGHT TO ADDRESS INCLUSIVITY**

The PRP is concerned about the process of inclusivity, because it is basically intended to include people and communities who were excluded from participating into the community development programmes during the previous South African dispensation. The framework announces that the PRP addresses inclusivity because it includes the targeted pockets of poverty and improves social cohesion of groups such as women, youth, infirm, disabled and the aged in the programme.

- **SOCIAL PROGRAMME OUGHT TO BE FOCUSED ON POVERTY**

Throughout the framework, no offer that the PRP is focussed on poverty was made. And when objectives of the programme were identified, some of them, namely; community development structures, youth who are deviant, the aged and child care, financial planning and management and monitoring and evaluation were not closely related to poverty.

The findings regarding the characteristics of the PRP indicate the absence of a relationship between the policy-makers and the academic institutions. The latter must be involved in actively participating in the formulation of the social policies and social programmes.

In the succeeding item, the researcher outlines the factors which influence social policy making.

6.4.2.5 FACTORS INFLUENCING POLICY MAKING

The audience of the frameworks are interested in knowing the factors which influenced their development. This will inform them if their concerns were included in the programmes. Frameworks are not influenced by every factor but they will be rated as limited if they excluded certain factors which are important in their formulation.

The checklist listed the factors which influence the formulation of social policy frameworks as condition of establishment; political assignment; legality according to the state and administrative law; financial means; public officials; physical facilities; legislatures; changing environmental circumstances; policy directions of political parties; elite groups; pressure groups; interest groups and mass demonstrations; research and investigation by commissions and committees; and international expectations; considerations and influence.

- **CONDITION OF ESTABLISHMENT**

The framework does not identify that the formulation of the PRP is influenced by the condition of establishment.

- **POLITICAL ASSIGNMENT**

The framework does not mention political assignment as a factor influencing the development of the PRP. The absence of this influence in a poverty alleviation programme such as the PRP is a quality because programmes for poverty alleviation must be isolated from the political gains.

- **LEGALITY ACCORDING TO THE STATE AND ADMINISTRATIVE LAW**

The framework mentions that the planning of the PRP projects is influenced by the legality according to the rights of people in that people who are victims of the HIV/AIDS pandemic will not be identified and provided projects individually but rather the projects will be provided to the communities in which they live.

- **FINANCIAL MEANS**

Although the framework did not highlight the financial means as an influencing factor towards the development of the PRP, it mentions the availability of funds for the projects. The PRP has available funds for different projects.

- **PUBLIC OFFICIALS**

It is not revealed in the framework that the provincial departments have the necessary capacity and available public officials to conduct the PRP projects. However the framework has mentioned that the nongovernmental organizations, the community based organizations and the faith based institutions will conduct their community development projects.

The public officials are important in the community development programmes because through them, there is a strong coordination between government and communities.

- **PHYSICAL FACILITY**

The factors of the availability of the physical facilities such as office space, transport and services were not presented in the framework. This factor is obvious because it is well known to communities that the Department of Social Development has available physical facilities which are necessary for the planning, implementation and evaluation of the PRP projects.

- **LEGISLATURES**

Social programme frameworks must demonstrate the involvement of legislatures in the development of social programmes. This informs the constituencies if their concerns were considered by their political representatives. The framework does not say anything about the involvement of say a Minister of the Department of Social Development and his/her respective provincial MECs in the development of the PRP.

- **CHANGING ENVIRONMENTAL CIRCUMSTANCES**

An influencing factor to the development of the PRP, namely, the changing environmental circumstance is identified when the framework mentions that the programme is aimed at reducing poverty which is growing due to an increase of unemployment and underemployment. Indeed most social problems in the communities are influenced by the changing environmental circumstances and it is therefore highly appreciated that the PRP makes note of this influence.

- **POLITICAL DIRECTIONS OF POLITICAL PARTIES**

The PRP is a product of the political assignment because the ANC lead government intends to address the unequal distribution of resources. In this regard, the PRP is a tool which is utilized by a political party to impress its constituencies that it is delivering as

promised in its election manifesto. The framework does not mention the political directions of the political party or parties.

- **ELITE GROUPS**

The framework does not mention that the elite groups influenced the formulation of the PRP.

- **PRESSURE GROUPS, INTEREST GROUPS AND MASS DEMONSTRATIONS**

The framework does not mention that the formulation of the PRP was influenced by pressure groups, interest groups and mass demonstrations. This indicates that the Department of Social Development developed the PRP even before it was pressured into doing so by these groups.

- **RESEARCH AND INVESTIGATION BY COMMISSIONS AND COMMITTEES**

The framework establishes that the formulation, funding and implementation of the PRP projects were influenced by the investigations. It mentions that poverty in South Africa is viewed in terms of the population size, the nature of the area (that is urban or rural) and its rates in the provinces. According to the framework, the PRP is informed by the projections from both the Independent Development Trust (IDT) and the Department of Social Development when it identifies the initiatives developed by the community development structures.

- **INTERNATIONAL EXPECTATIONS, CONSIDERATIONS AND INFLUENCE**

The framework mentions that the PRP is a consultative endeavour which involves international bodies for its development. A limitation which is identified here is that the international institutions were only mentioned but the framework failed to list their names. The researcher selects to identify that the framework does not have an influence

of the international expectations, considerations and influence on the formulation, implementation and evaluation of the PRP due to this claim which is without subsequence proof.

The framework has serious limitations because it does not acknowledge the factors which influenced the formulation of the PRP.

The succeeding item highlights the theoretical models regarding policy making which were identified as influencing the formulation of the PRP.

6.4.2.6 THEORETICAL MODELS REGARDING POLICY MAKING

Social policy frameworks must disclose the theoretical models standardizing their making. According to the literature on social policy and public policy, the theoretical models regarding policy making are the functional process model, elite-mass model, group model, systems model, institutional model, rational model, game theory model, public choice model, incremental model, and the mixed-scanning model.

It is not possible that the frameworks can satisfy all the mentioned theoretical models in their development. It is also equally important that the frameworks must be influenced by the theoretical models which will render them a scientific and frame of reference. In this regard, the PRP as policy document was analysed with the following results:

- **FUNCTIONAL PROCESS MODEL**

In the framework, the researcher revealed that the PRP is without a feature of the functional process model which purports that policy making is achieved through stages. Social programmes are successfully conducted if they are formulated regarding a specific process.

- **ELITE-MASS MODEL**

According to the framework, the PRP does not have an elite-mass model feature in its making. The social policies which are not influenced by the elite group are popular

because of their neutrality and that they free communities from being manipulated by this group. Most elite groups actively participate in social development programmes for the main aim of maximizing their power, prestige and profit. On the other hand, the social policies which do not contain a feature of being influenced by the grassroots are regarded as non-representative. The masses are the people who are experiencing the social problems and as such must be afforded an opportunity to articulate their frustrations with regard to the community development programmes.

- **GROUP MODEL**

The framework does not expose that the PRP has a group model feature in its making. Like the model discussed above, the group model offers the masses an opportunity to influence social policies which are meant to improve their lives.

- **SYSTEMS MODEL**

The framework does not mention that the PRP has a systems model feature in its making. According to this model, the external factors such as the outbreak of poverty in communities are an influence to the formulation of programmes. The framework identified unemployment and underemployment as the causes of poverty but unfortunately the researcher cannot attribute a score on the systems model because the causal relationship between the causes of poverty and the effects of poverty were not mentioned.

- **INSTITUTIONAL MODEL**

According to the framework, the PRP does not have an institutional model feature in its making. This model maintains that political heads of government departments have the mandate to formulate social programmes which legitimately fall within their auspices.

- **RATIONAL MODEL**

During scoring through the checklist, the researcher identified that the PRP has a feature of the rational model which influences its formulation. According to this view,

the department indicates it is rational into identifying what it is good for the communities. This is a serious limitation which undermines the inputs of the grassroots who experience the circumstances. When community participation has been stifled, development leads to a failure or a standstill.

- **GAME THEORY MODEL**

The game theory model is irrelevant with regard to the formulation of the PRP. This theoretical model regarding policy making has been detailed in the second chapter of this study.

- **PUBLIC CHOICE MODEL**

The framework mentions that the PRP has a public choice theoretical model feature in that it identifies the involvement of the local partnership during the planning and implementation stages of the projects. Public policies which were developed through this model have an advantage of being representative, they involve the grassroots in the management of their own circumstances and are sustainable.

- **INCREMENTAL MODEL**

The feature of the incremental model in the formulation of the PRP is identified in the framework because it states that lessons which were learnt from the PRP projects during the previous years are utilized to improve the future projects. This means that the programme is being updated on a year after another term in order to include the items which are found to be important which were excluded during the previous financial year. Social programmes which are constructed through the incremental model achieve good results because in them, the effective policy alternatives are taken into account.

- **MIXED- SCANNING MODEL**

The framework reveals that the PRP does not have a mixed -scanning model feature in its making. This is a level which is difficult to reach in public policy making because it combines the qualities of both the rational model and the incremental model. According

to the researcher, the exclusion of this model does not have an adverse impact on the programme, its respective projects and the communities.

The researcher summarizes here that the formulation of the PRP has a limitation of failing to involve the most important process and pressure groups during it, namely; that its projects must be conducted through a specific process and the involvement of the grassroots. This shows that its formulation was a one-man show with inputs from those affected by the problem being seriously neglected. This also shows that the PRP is without a specific process.

In the following section, the checklist reflected the forms of poverty as a succeeding item of the social programme framework.

6.4.2.7 FORMS OF POVERTY

When politicians and communities define poverty within a social system, they indirectly explain its different forms. This indicates that poverty as a social problem must be viewed through different angles so that effective definitions and the respective objectives could be identified. The researcher utilized a checklist in this chapter to measure if the PRP framework contains the following four forms of poverty: absolute deprivation, relative deprivation, cultural deprivation and conjunctural deprivation.

- **ABSOLUTE DEPRIVATION**

The framework identifies absolute deprivation as a form of poverty within the South African context when it maintains that the poor are a sector of the community who do not work, who receive the social grants and are in the rural areas. In this context, poverty is classified according to the amount of income people earn.

- **RELATIVE DEPRIVATION**

The framework does not mention relative deprivation as a form of poverty through which people are classified as poor due to the class they occupy, such as lower class. In a social system, people occupy either the lower, middle or upper class.

- **CULTURAL DEPRIVATION**

According to the framework, the PRP intends to involve the youth who are deviant into community development programmes so that they can contribute positive gains towards their respective communities. The framework has identified the cultural deprivation as a form of poverty when it mentioned that there is a need to reduce crime in the urban poor communities which are better known as the informal settlements. In the literature review, it has been exposed that the poor have culture which predispose them towards committing crime and are lazy in general (Carley & Hardina, 1999:54).

- **CONJUNCTURAL DEPRIVATION**

The framework identifies the conjunctural deprivation as a form of poverty when it points out that the poor are poor due to the socio-economic policies of the previous South African dispensation. The poor communities are rural in nature, they were crammed in areas which have poor soil, harsh weather and high incidence of diseases and that these communities were not permitted to access the cities.

It is of utmost importance that the PRP framework expose the relative form of poverty as well, because this concepts will help reflect that the South African society today is still composed of the three classes, namely; the lower class, middle class and the upper class which are occupied by the black and the poor, the affluent and working and the whites and rich, respectively.

The following item of the checklist intended to measure the formulation of the PRP regarding the effects of poverty.

6.4.2.8 EFFECTS OF POVERTY

Social policy frameworks must identify the effects of the social problems they are formulated in order to address. According to the literature investigation on the poverty alleviation programme, the social programmes could have the effects on specific target groups, namely; women, children, the elderly, the disabled, the sick, the prostitutes, the

unemployed and the working poor, people under welfare, domestic violence and street children.

The checklist was scored against the presence or absence of the effects of poverty in the PRP framework on the following target groups:

- **WOMEN**

The framework mentions that women is an effect of poverty which was identified in the PRP. It is true poverty could be identified through observing women who are neglected and abused, who head the single-parent families and are living in the rural areas.

- **CHILDREN**

The framework mentions the children as an effect of poverty which was identified in the PRP. In the second chapter of this study, the researcher reported that children are physically and emotionally incapable of looking after themselves. The identification of children from poor family households and those who lost parents to HIV/AIDS and other communicable diseases as an effect of poverty is an advantage of the PRP.

- **THE ELDERLY**

The framework mentions the elderly as an effect of poverty which was identified in the PRP. The elderly were identified during literature review of this study as a sector of the community which is weak and cannot compete for scarce resources. In this context, poverty is highly concentrated among the elderly.

- **THE DISABLED**

The framework mentions the disabled as an effect of poverty which was identified by the PRP. The disabled cannot fairly participate in community development programmes because they were discriminated against. The PRP has identified them as an effect of poverty because unlike being discriminated against, there is inadequate infrastructure which is user-friendly to them. In this manner, the disabled cannot as well access the

community development programmes because the infrastructure is not created according to their physical and emotional impairment.

- **THE SICK**

The framework mentions the sick as an effect of poverty which was identified in the PRP. When people are sick, say after being infected by HIV/AIDS and other communicable diseases, they are unable to work for themselves and cannot provide for their families and own health care facilities. Thus poverty could be observed through the sick who have the poor characteristics such as without income, cannot provide for family and own requirement and cannot pay for own health care services.

- **PROSTITUTES**

The framework does not mention the prostitutes as an effect of poverty which was identified in the PRP. Literature review for this study has revealed that another type of youth who are deviant are prostitutes. It was reported that the effect of poverty on the unemployed is manifested in the individuals who sell their bodies for sexual favours in exchange of money and other economic resources.

- **THE UNEMPLOYED AND THE WORKING POOR**

The framework mentions the unemployed as an effect of poverty which was identified in the PRP. The unemployed are individuals who do not earn an income, they cannot afford to pay for their food, shelter and health care requirement and they are mostly poor. The unemployed are in this regard an important effect of poverty.

The framework does not mention the working poor who continue to work but earn little incomes as an effect of poverty which was identified in the PRP. This category still cannot afford to pay for their food, shelter, health care facilities and education as required in a normal life. They comprise of the domestic workers and agricultural labourers who are termed the working poor.

- **PEOPLE UNDER WELFARE**

The framework mentions the people under welfare as an effect of poverty which was identified in the PRP. It is evident that poverty is concentrated in families which are headed by individuals who are under welfare. During the literature review of this study, the social welfare grant recipients were reported to distribute their takings towards the socio-economic requirements of other members of their family households.

- **DOMESTIC VIOLENCE**

The framework does not mention domestic violence as an effect of poverty which was identified in the PRP, although it says much about neglect and abuse of women and children in the family households. This is an important effect of poverty which must be included in the social programme frameworks.

- **STREET CHILDREN**

The framework does not mention the street children as an effect of poverty which was identified in the PRP. It considers therefore that children are either neglected or abused at home without concluding that these children could end up being street children.

The framework has mentioned a number of the effects of poverty on certain target groups within the South African society, but unfortunately; it still has a limitation of a failure to conduct feasibility study before it was formulated. The researcher maintains that the increase in the problem of prostitution and street children require re-observation and inclusion in the framework.

In the succeeding item, the researcher outlines the findings of the research study with regard to the process of the PRP.

6.4.2.9 THE PROCESS OF THE PRP

When reading through a social programme framework, communities must be informed about the manner in which the social programme was advertised in order to access it to

the communities; how they must apply for the programme; how they should establish the community-based organizations and develop the business plans and constitutions as their supportive document; how they must apply for funds and the legality pertaining to drawing of funds on behalf of the community; how they must implement the plans of the projects and other matters related to the way projects are monitored and evaluated (Mamburu, 2000). This amounts to the process which every community development programme must follow in order to be effective in reducing poverty within communities. The social programme process has the following phases which were reflected in the checklist of this study: identification phase; preparation phase; appraisal phase; negotiation phase; implementation phase and evaluation phase (Mamburu, 2000).

The following were found in analysing the PRP framework:

- **IDENTIFICATION PHASE**

The framework mentions the identification phase of the PRP process. It is during this phase that family and community needs are identified. The national consultative process (NCP) is reported to have developed a 10-points programme which is a tool utilized for the identification of the family and community needs (*Business Plan 2001/2002 Poverty Relief Programme*, 2002:4).

This phase is conducted before the actual implementation of projects, and in this regard, the researcher identified that the framework has mixed both the identification and the implementation phases.

- **PREPARATION PHASE**

The framework does not make mention of the preparation phase of the PRP process. During the preparation phase, the problem must be defined in relation to its solutions.

- **APPRAISAL PHASE**

The framework mentions the appraisal phase of the PRP process during which the programme proposals are referred to the Department of Social Development for

assessment and approval. The framework does not explain in detail how applications for projects are done and the criteria which are appropriate for projects to be selected and approved for funding. This is an important phase because it involves the manner in which projects are prioritized and selected after they met the requirements of the PRP. During this phase, the practitioners must utilize their research investigations to convince the department that certain community development projects must be approved due to the reason that they meet the required criteria.

- **NEGOTIATION PHASE**

The framework does not mention the negotiation phase of the PRP process. Negotiation phase is about the development of supportive documents such as a business plan and the constitutions, the former concerned with the entire planning of the community development projects whilst the latter is concerned with the legalization of the community base organizations to represent communities.

- **IMPLEMENTATION PHASE**

The framework mentions the implementation phase of the PRP process but unfortunately as mentioned before, this phase has been mixed with that of the needs assessment. The limitation of skipping other phases of the social programme process leads to confusion when conducting the community development projects.

During the implementation phase, practitioners need to be guided as to how they should mobilize resources necessary for the social programmes; which obstacles they might experience; and how they must treat the community in an ethical manner (Swanepoel & De Beer, 1996:51).

- **EVALUATION PHASE**

The framework mentions the evaluation phase of the PRP process when it states that projects will be monitored and evaluated in terms of their impact on the inputs, processes and delivery which are aimed at improving the poverty condition of communities. As indicated in the framework, the increase and decline of the socio-

economic conditions and demographical status of communities is the information necessary to inform us about the positive impacts of the PRP projects on communities. Impact assessment is a phase of the PRP without which communities, managers, practitioners and other stakeholders cannot tell whether the programme is achieving what it was intended for. It has been mentioned in this study that the researcher intends to evaluate the formulation, implementation and evaluation of the PRP, and therefore evaluation becomes an important phase of the programme process.

Social programmes are complex entities which are difficult to conduct without a detailed process. In this regard, the social programme practitioners who did not receive professional education and training with regard to community development will find it difficult to conduct social programmes which do not have specific processes. When social programmes are formulated, they must be drafted in such a manner that they become free from the implementation problems which might retard their effectiveness. The implementation problems which were addressed for the effective formulation, implementation and evaluation of the PRP are discussed in the succeeding item.

6.4.2.10 IMPLEMENTATION PROBLEMS OF THE PRP

Social programme frameworks must address the implementation problems which might surface during the community development projects. The checklist listed a number of the implementation problems against which the PRP framework can be scored. It should be realized that not all the implementation problems must be addressed for a social programme to become effective, whilst on the other hand, failing to address the most important implementation problems could hinder its success.

The implementation problems listed in the checklist are the organizational disunity, standard operating procedures; organizational communication; problems regarding time and resources; horse-shoe-nail and planning; interorganizational politics; vertical implementation structures; horizontal implementation structures; top-down perspective; bottom-up perspective and circumstances external to the implementing agency.

The study findings regarding the implementation problems are the following:

- **ORGANIZATIONAL DISUNITY**

The organizational disunity problem is not reported in the framework. The organizational disunity problem is a condition through which social programmes are formulated by the national government and implemented and evaluated by the provincial government, in this way, the latter find it difficult to implement what the former has specified. The research study has identified that the Department of Social Development has formulated the PRP with the expectation that some of the provincial departments of Health and Welfare must implement and evaluate. Thus the Department of Social Development is only available in the national government level and therefore is not available in some of the provinces of South Africa.

- **STANDARD OPERATING PROCEDURES**

Although the framework identifies the standard operating procedures implementation problem of the PRP as lacking the level of the operational capacity, it does not mention how this problem is suppose to be addressed. The researcher is of the believe that the provinces will experience difficulties in putting actions upon the PRP framework specifications.

- **ORGANIZATIONAL COMMUNICATION**

The framework has identified the implementation problem of organizational communication which could be addressed through the integration and coordination of the PRP community development projects with other similar projects in the immediate communities. This condition helps save funds and addresses conflict and duplication.

- **PROBLEMS REGARDING TIME AND RESOURCES**

The framework has identified that intervention or implementation of community development projects will be hindered if the programme is conducted over a short-term basis. The PRP therefore targets to fund the projects over a longer period of say three years and over. The framework maintains that the PRP has the necessary economical resources for the community development projects.

- **HORSE-SHOE-NAIL AND PUBLIC PLANNING**

The framework does not plan for an occurrence of a horse-shoe-nail and planning implementation problem in the design of the PRP. This problem is evident when a programme is aimed at reducing poverty whilst at the same time some conditions such as the inavailability of resources, poor participation, crime, corruption and nepotism which are associated with it, encourage the problem.

- **INTERORGANIZATIONAL POLITICS**

The framework mentions that the PRP intends to address the implementation problem of interorganizational politics through which different government departments and nongovernmental organizations have same interest of providing the same community with the same projects at the same time.

The PRP intends to coordinate its community development projects with the Department of Agriculture which will be required to provide communities with knowledge, skills and experience with regard to how projects are planned, implemented and evaluated. The framework also mentions that the Department of Social Development will seek assistance from the Department of Health to provide the programme with information regarding the targeting process of those who are affected with HIV/AIDS and the manner of developing sustainable projects for them. In this context, the community will gain both the social, economic and political resources necessary for their development from different government departments and nongovernmental organizations.

- **VERTICAL IMPLEMENTATION STRUCTURES**

The framework states that the PRP intends to address the vertical implementation structures problem of the implementation process in that it involves a number of viable local institutional structures which are in partnership with public officials in the management and maintenance of community development projects. The public- private

partnership (PPP) is identified by the researcher as an institution capable of achieving the highest benefits for the community development programme.

The framework also state that the formulation of different PRP projects will be simplified through the consultation process existing between the Department of Social Development and other government departments such as Safety and Security, Correctional Services, Education, Labour and Arts, Culture and Technology and the nongovernmental organizations.

- **HORIZONTAL IMPLEMENTATION STRUCTURES**

It has been reported throughout this study that development cannot be taken to the communities, rather communities must be actively involved in community development programmes which are aimed at developing them. The absence of this variable in the PRP symbolizes a disadvantage of the programme.

- **TOP-DOWN PERSPECTIVE**

The framework does not address the top-down perspective problem of implementation in that it shows that the PRP was formulated by those at the highest echelon of government institutions without the involvement of the local government and the grassroots. Social programmes which are developed through the top-down perspective have limited community participation, they are regarded as a control measure through which government manipulates communities and that they are usually less effective (Dror, 1986:5).

- **BOTTOM-UP PERSPECTIVE**

The framework does not prove that the grassroots inputs will be entertained in the PRP formulation. When communities do not have a say towards their own development, their projects become disrupted and fail to achieve the goals (Sabatier, 1997:281).

- **CIRCUMSTANCES EXTERNAL TO THE IMPLEMENTING AGENCY**

The framework does not identify the implementation problem of circumstance external to the implementing agency.

The scores about the implementation problems in the checklist indicate that there was no proper planning during the formulation of the PRP. An effective social programme is that which identifies the implementation problems and the resources necessary for their elimination.

6.4.2.11 THE PARTICIPANTS IN THE MONITORING AND EVALUATION PROCESSES OF THE PRP

The checklist listed the participants involved in the monitoring and evaluation of the PRP projects as the target groups who are the recipients of the programme; the programme managers who are the directors of the programme; the programme staff who are individuals employed by the Department of Social Development and the provincial departments of Health and Welfare; evaluation and research individuals who are people who are under institutions such as universities and technikons who conduct investigations regarding the social programmes; and the stakeholders who are the representatives from other government departments and nongovernmental organizations who compose the community based organizations for the projects.

Good social programmes are monitored and evaluated by all the mentioned participants. The findings of this study regarding the participants in the monitoring and evaluation process of the PRP are reflected below.

- **TARGET GROUPS**

The framework does not mention that the target groups will participate in the monitoring and evaluation of the PRP projects.

- **PROGRAMME MANAGERS**

The framework does not mention that the programme managers will participate in the monitoring and evaluation of the PRP projects.

- **PROGRAMME STAFF**

The framework does not mention that the programme staff will participate in the monitoring and evaluation of the PRP projects.

- **EVALUATION AND RESEARCH INDIVIDUALS**

The framework does not mention that evaluation and research individuals will participate in the monitoring and evaluation of the PRP projects. However the framework mentions that the Independent Development Trust (IDT) will be involved in the identification of the community needs but does not say whether the organization will as well be involved in the monitoring and evaluation of the PRP projects.

- **STAKEHOLDERS**

The framework mentions the strategic partnership to denote the stakeholders who are to be involved in the delivery process. It does not specifically mention their involvement in the monitoring and evaluation process. Although the framework spells out the necessity for impact assessment of projects with regard to poverty alleviation, it does not mention who will be responsible for the monitoring and evaluation process.

Monitoring and evaluation of the PRP is not in place. Effective monitoring and evaluation of the social programme requires the involvement of different stakeholders.

The findings exposed above delineate limitations regarding the formulation of the PRP. The checklist is otherwise an accurate instrument which policy makers could utilize in order to improve the formulation of the social programmes. According to the analysis, there is therefore much which requires to be done in order to develop a valid PRP framework.

Document analysis is an effective research method for this study because it enabled the researcher to accurately analyze the PRP framework with scrutiny.

6.5 SECTION 2: RESEARCH FINDINGS THROUGH SEMI-STRUCTURED INTERVIEWS

This second section in this second part of the chapter will present the findings of the study which were obtained through the semi-structured interviews (see APPENDIX C).

6.5.1 INTRODUCTION

This section is divided into two subsections as follows:

The first subsection exposes the biographical information of the 12 respondents involved in the semi-structured interviews as well as the features of the PRP projects. The respondents as has already been explained in the first part of this chapter, namely the key-informants were individuals who occupied the executive positions in the community based organizations of their projects, they were elected to represent the communities in those CBOs, they have the first hand information regarding the community needs and respective resources.

- The second subsection reports about the responses which were provided by the 12 key-informants when they responded to the questions regarding the formulation, implementation and evaluation of the PRP projects in their communities.

6.5.2 BIOGRAPHICAL INFORMATION OF THE KEY-INFORMANTS AND THE FEATURES OF THE PRP PROJECTS INVOLVED

It is of utmost importance for a study to explain the biographical information regarding the respondents who participated in the research process. In this section, the biographical information about the sex, age, highest educational background, language, occupation, position in the community based organization, organization of origin of the 12 key-informants and the types and duration of the projects will be presented.

6.5.2.1 SEX OF THE RESPONDENTS

There were 4 (33.3%) men and 8 (66.7%) women who participated as respondents in semi-structured interviews. This statistical representation indicates that more women than men are involved in the PRP community development projects in the Limpopo Province.

6.5.2.2 AGE OF THE RESPONDENTS

In this section the study categorized ages of the respondents into the young adulthood (20-40 years) and middle age (41-65 years) according to Papalia and Olds (1992:7-8) categorization.

There were equal representation of both age groups because the respondents who are between 27 and 38 years of age were 6 (50%) whilst the remaining 6 (50%) of the respondents were between 41 and 63 years.

6.5.2.3 EDUCATIONAL QUALIFICATIONS OF THE RESPONDENTS

The educational qualifications of the respondents are summarized in Table 6.3 below.

Table 6.3: Educational Qualifications of the respondents

Educational Qualifications	N=	Percentage (%)
Standards 0-5	4	33.3%
Standards 6-8	2	16.7%
Standards 9-10	1	8.3%
Standard 10 plus Diploma	4	33.3%
Postgraduate Degree	1	8.3%
Total	12	100%

From Table 6.3 above, the research study exposes that the educational qualifications of the respondents had highest concentrations on two categories of the respondents who hold standards 0-5 and standards 10 plus diploma which scored 33.3% each. Respondents who hold standards 6-8 were 2 (16.7%), whilst those who hold standards 9-10 and a post-graduate degree scored only 8.3% each.

6.5.2.4 LANGUAGE OF THE RESPONDENTS

The three languages spoken by the respondents are reflected in a Figure 6.1 below.

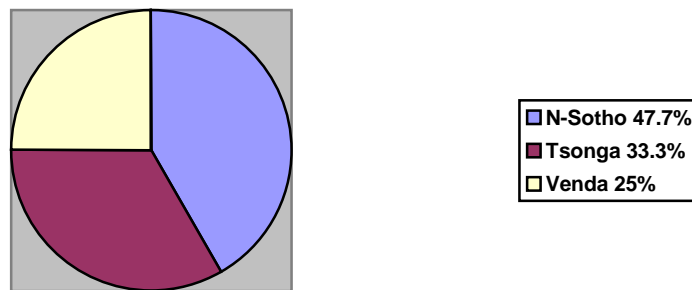


Figure 6.1: Languages of the respondents

The 5 respondents who speak Northern Sotho scored 41.7%, followed by the Tsonga speaking who were 4 (33.3%) and the Venda speaking who were 3 (25%). These are the indigenous languages which are spoken in the Limpopo Province of South Africa.

6.5.2.5 OCCUPATIONS OF THE RESPONDENTS

All the 12 respondents reported that they were not employed. The PRP community development projects involve individuals who do not work as they are intended to provide them with employment.

6.5.2.6 POSITIONS IN THE STEERING COMMITTEES OF THE RESPONDENTS

The positions in the steering committees held by the respondents are reflected in Table 6.4 below.

According to Mamburu (2000:73), steering committee is an organization which is comprised of individuals who represent the community in rendering the administrative functions of the community development project.

Table 6.4: A group frequency distribution of the positions in the steering committees held by the respondents

Positions	N=	Percentages (%)	Cumulative (%)
Chairperson	4	33.3%	33.3%
Secretary	2	16.7%	50%
Treasurer	1	8.3%	58.3%
Additional member	1	8.3%	66.6%
Project manager	2	16.7%	83.3%
Supervisor	1	8.3%	91.6%
Marketing manager	1	8.3%	99.9%
Total	12	100%	100%

According to the cumulative statistical information presented above, the ordinary positions in the steering committees of the chairperson, secretary, treasurer and additional member were represented by 66.6% in the study.

This study has identified the emergence of positions in the steering committees of the project managers, supervisors and marketing managers which scored 2 (16.7%), 1 (8.3%) and 1 (8.3%) respectively.

6.5.2.7 ORGANIZATIONS OF ORIGIN OF THE RESPONDENTS

Respondents as key-informants, who participated in this study were drawn from different community organizations which have their interests in the PRP projects. Figure 6.2 below reflects the community organizations which contributed their membership in the projects.

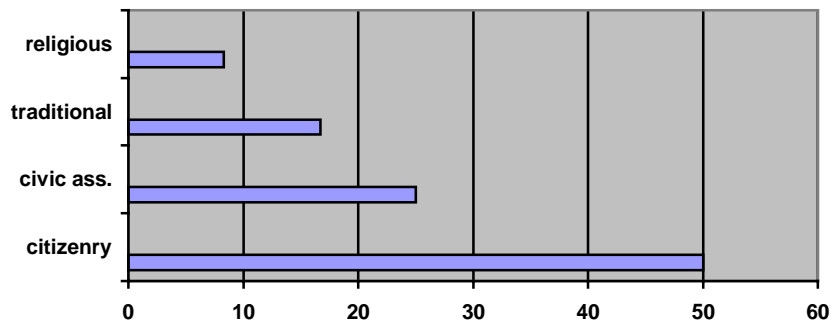


Figure 6.2: Community organizations of origin of the respondents

The figure above reveals that the PRP projects in the Limpopo Province are highly represented by ordinary citizens 6 (50%), who do not have the religious, traditional leadership and the political backing for participation in the projects. The political parties through the civic associations were represented by 3 (25%) respondents in the study whilst the traditional leadership still maintains a little influence in the rural areas by being represented by 2 (16.7%) and the religious groups represented by only 1 (8.3%).

6.5.2.8 TYPES AND NUMBER OF THE PROJECTS

The respondents reported the types and number of their PRP projects as indicated in Table 6.5 below.

Table 6.5: Types and number of the projects

Types of Projects	Numbers of Projects	Percentages
Bakery	3	25.1%

Brick- making	2	16.7%
Poultry farming	2	16.7%
Roof-tile making	1	8.3%
Pottery	1	8.3%
Laundry	1	8.3%
Fence- making	1	8.3%
Community garden	1	8.3%
Total	12	100%

From the above list in Table 6.5, the study has revealed that communities conduct many projects which are of bakery type with 3 (25.1%), brick- making and poultry farming each scoring 2 (16.7%) and the other types, namely: roof tile-making, pottery, laundry, fence-making and community garden each scoring 1 (8.3%).

6.5.2.9 DURATION OF THE PROJECTS

In order to simplify a discussion about the project duration, the researcher has grouped the projects according to the South African political development periods as reflected in Figure 6.3 below. These periods are according to the researcher, the previous dispensation period (1989-1993), the emancipation period (1994-1998) and the delivery period (1999-2003). Projects which were developed before 1994 and were funded by the previous governments of Venda, Gazankulu and Lebowakgomo are grouped under the period 1989-1993, whilst those which were developed immediately after the 1994 elections are classified in the emancipation period and lastly those which were developed after the second term of the current government are classified as falling within the delivery period.

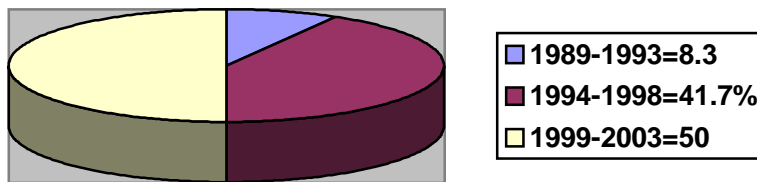


Figure 6.3: Duration of the projects according to the three South African political periods

The above graph indicates that during the apartheid era (1989-1993), there were few community development projects which are today funded by the PRP which scored only 1 (8.3%) in this study. There are 5 (41.7%) projects which fall within the PRP which were established during the emancipation period (1994-1998). The highest concentration of projects which are assisted by the PRP were established during the current period (1999-2003) which the researcher terms a delivery period and have scored 6 (50%).

In the first subsection of the second section of the second part of the chapter, the study presented the biographical information regarding the sex, age, educational qualifications, languages, occupations, positions in the steering committees and the organizations of origin of the 12 respondents involved as key-informants in semi-structured interviews. The researcher also presented information regarding their involvement in types and the duration of PRP community development projects. This information is necessary in the study because it informs us about the characteristics of both the respondents and the projects under review.

In the succeeding second subsection of the second part of the chapter, the researcher will present the findings regarding the planning, implementation, monitoring and evaluation of the PRP projects which were collected through semi-structured interviews with the respondents who are in this regard the key-informants.

6.5.3 QUANTITATIVE DATA AND QUALITATIVE RESPONSES GIVEN BY THE KEY-INFORMANTS WITH REGARD TO THE FORMULATION, IMPLEMENTATION AND EVALUATION OF THE PRP IN THE LIMPOPO PROVINCE

6.5.3.1 INTRODUCTION

In this second subsection of the second section of the second part of the chapter, the researcher presents the qualitative responses which were obtained from the key-informants through semi-structured interviews regarding the planning, implementation and evaluation of the PRP projects.

The presentation will be as follows:

- the aims of the interview themes
- the responses of the key-informants will be presented in a quantitative manner and the extracted statements will be utilized to support them
- interpretation will be presented

6.5.3.1.1 IDENTIFICATION OF COMMUNITY NEEDS

The respondents were requested to report on the manner in which community needs were identified for being addressed by their PRP community development projects. Their responses in this regard are reflected in Figure 6.4 below.

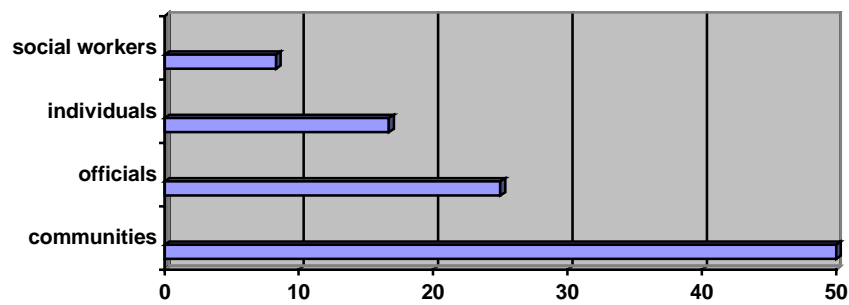


Figure 6.4: The manner in which community needs were identified

According to Figure 6.4 above, community needs were identified during the community gatherings. This indicates that at least half of the projects (50%) were accordingly identified by the entire communities. Some of the extracts are as follows:

- *“The community needs were identified in a gathering in which we decided to form a project”*
- *“We once gathered at a common meeting, we decided on the scarcity nature of the resources in the community, we decided ourselves that we require a bakery because the community members buy bread from far away.”*
- *“We all gathered at the chief’s kraal and discussed the poverty and that there are projects which could eliminate it. All community members were available in that forum.”*

According to the researcher’s view, community development projects which are established in this way have a high probability of being supported by the communities and they enhance community ownership towards the projects.

3 (25%) respondents reported that the community needs were actually identified by the public officials who are attached to the Department of Health and Welfare. The public officials are referred to as the community development officers and have a function of facilitating the projects.

Some of the statements which were extracted from the respondents read as follows:

- *“The officers from the Department of Health and Welfare shared with us the types of the projects which we could choose from, and we then decided that bakery is good for our community.”*
- *“We were located by government officials who thought we should be funded in order to increase our production.”*

This is a limitation because government officials are not suppose to tell communities what they must do to address their circumstances. Communities must be afforded an opportunity to make their own choices.

There are projects which were developed through the influence of individuals as reported by 2 (16.7%) respondents, as verified by the following responses:

- *“An individual who is employed at the mines came with the idea of roof-tile making, she has inspired us into supporting her idea because she convinced us that our products are in high demand by the community.”*
- *“This project has been an outcome of an individual who came with an idea of fighting poverty through marketing of artifacts which were produced by nearby rural communities.”*

This should not be recorded as a limitation because if the community did not see the importance of the project, they would not have supported the idea of an individual.

One (8.3%) respondent reported that the community needs were identified by the social workers as a form of an intervention. The social workers facilitated the establishment of a project which was concentrated at addressing the unemployment and accommodation conditions of the disabled, the blind in this regard. Again this type of projects should not be recorded as a limitation because it was not utilized by government department as a means to control communities.

6.5.3.1.2 THE SELECTION OF CERTAIN SECTORS OF THE COMMUNITY INTO PARTICIPATING IN THE PROJECTS

The respondents were required to report on the criteria they have implemented when they selected certain sectors of the community who participated in the projects. Their responses are summarized in Table 6.6 below.

Table 6.6: Criteria implemented by the steering committees when they selected certain sectors of the community who participated in the PRP projects

Criterion	N=	Percentage
Women who do not work	6	50%
People with knowledge and skills	2	16.7%
Individuals selected by government officers	1	8.3%
Disability	1	8.3%
Founder members of the group	2	16.7%
Total	12	100%

In Table 6.6 above, it is reflected by 6 (50%) respondents that the criteria implemented to select certain sectors of the community for participating in the projects was based upon the reason that the individuals were women who were unemployed.

This was captured in the following statements:

- *“We employ women who are single mothers who do not work.”*
- *“We selected those who do not work who are single mothers and are young.”*

There were 2 (16.7%) respondents which selected sectors within communities for participation because they have the necessary knowledge and skills required in the projects.

One respondent supported this by stating:

- *“We considered selecting those with knowledge and skills in bread-baking and mat-making, we also selected older women who are good at child-mending for our creche’ which is beyond the street.”*

There were 2 (16.7%) respondents who reported that they have implemented the criteria for selection of participants by considering the individuals who were the founder members of the project. A respondent said:

- *“To qualify for being selected in our project, individuals need to be founder members of the project, because we used our own contributions to form the project.”*

This is because members have contributed resources towards the development of the project and would not like to be joined by other people who did not contribute anything.

According to 1 (8.3%) respondent, the criteria utilized for selecting individuals for participating in the project was based upon disability, that is being blind. In this regard the respondent stated:

- *“People who work here are chosen because of being blind, education is not the criterion as some of us cannot read and write.”*

In this regard, in order to qualify for participating in the project, one has to be blind and is staying in the neighbouring communities.

One (8.3%) respondent reported that public officials who are the community development officers and are employed in the Department of Health and Welfare selected individuals who should participate in the projects. It is supported by a statement as follows:

- *“Members who qualify for the selection were identified by the officers from the Department of Health and Welfare.”*

This is a serious limitation which is discouraged in this study. Community development officers must not involve themselves in matters which concern the communities. They must only facilitate the selection process without dominating the process themselves.

6.5.3.1.3 THE PROCESS FOR THE SELECTION OF THE STEERING COMMITTEE

The respondents were requested to report on the process which they followed when they selected members of the steering committee. There were three categories of responses to this question and the researcher has grouped them in Figure 6.5 below.

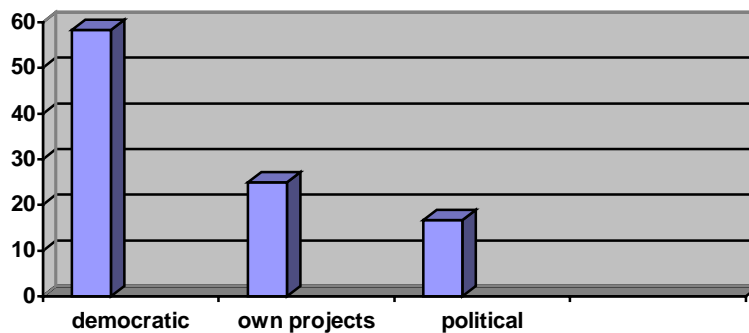


Figure 6.5: Categories of responses regarding the process which was utilized to select members of the steering committee

7 (58.3%) respondents in Figure 6.5 above reported that the steering committee members were elected through a democratic process at community gatherings. Individuals were selected and voted for, and those who received more votes were included in the community based organizations to represent the community in the administration of the projects.

The extracted statement to support this finding mentioned:

- *“Members who form the steering committee were voted for at a gathering at the chief’s kraal, the civic and the traditional leadership contributed their members for the organization.”*

The second category was reported by 3 (25%) respondents who maintained that individuals qualified for selection because they were participating in their own projects even before they were considered for funding by the PRP.

The respondents mentioned the following:

- *“We selected each other for the positions in the leadership because we are not many here, all the blind persons are members of the steering committee, it is only our secretary who is sighted, we have employed her.”*
- *“The steering committee has been in place long before the funding from the Department of Health and Welfare, we have been baking our bread using a traditional oven and wood.”*
- *“We selected the steering committee members among ourselves, we considered those individuals with management and marketing skills when conducting the selection.”*

2 (16.7%) respondents reported that political background was the criterion they have utilized for selecting the members of the steering committee.

One respondent said as follows:

- *“The community based organization is basically highly represented by individuals who have a political background because we are highly involved in matters affecting the community.”*

6.5.3.1.4 EDUCATION AND TRAINING PROCESS OF MEMBERS OF THE COMMUNITY PROJECTS

The respondents were requested to report on the process which was conducted when they and other community members were educated and trained in relevance to the simplification of the implementation of the community development projects. In Figure 6.6 below, the researcher reflects their responses.

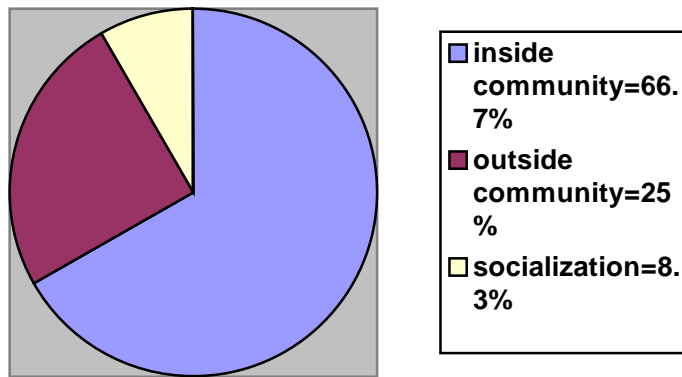


Figure 6.6: The process which was utilized when community members were educated and trained

The PRP projects have an important feature regarding education and training which is according to the researcher affordable to the communities, namely, the invitation of the educating and training individuals from the institutions to educate and train communities on sites of the projects. The convergence of the trainers to the communities was reported by 8 (66.7%) respondents. The respondents supported this by saying:

- *“When we started to understand the processes of the project, a man came to our community and taught us for two weeks. We were all taught in this premise and we all received certificate for baking.”*
- *“We received training regarding bread, buns and vetkoek from the people who came from Sasko which is the supplier of flour.”*

Only three (25%) respondents reported that community members received education and training outside their communities. This is a formal training on areas such as bookkeeping, business management, marketing, and others and trainees were certificated after a training period of at least three weeks.

A respondent reported as follows:

- *“Some of us obtained training from training institutions, they did diplomas in business management, basic computer skills, dress-making, silk screen printing and ceramic art.”*

The study identified another form of education and training which was reported by one (8.3%) respondent who maintained that members of the projects acquired knowledge and skills through the socialization process. As they grow within their communities, individuals learn how to tilt land, mix herbs in order to produce the insecticides and the production of traditional manure. This is the knowledge and skills which they are implementing today in order to produce farming products.

This form of education and training was reported by the respondent who said as follows:

- *“We did not actually receive training with regard to gardening, we acquired the knowledge and skills from our parents when we were still young. We all can produce the traditional manure and insecticides. We do not buy them.”*

6.5.3.1.5 THE PROCESS OF THE COMMUNITY DEVELOPMENT PROJECTS

The respondents were required to describe the process of their projects from inception to date. This question was specifically aimed at identifying the process of the PRP projects.

At least all 12 respondents reported that they have accordingly planned and implemented their projects.

One said:

- *“We have developed this garden from a small portion till it is a three hector in size today. We work according to our business plan.”*

The researcher discovered that only two respondent (16.7%) of all the 12 respondents mentioned that they have considered monitoring and evaluating their projects.

One respondent had this to report to the study:

- *“Our financial books are checked by an auditor we have hired, he stays at Pretoria and he renders the monitoring and evaluation of the project.”*

6.5.3.1.6 THE FUNDING PROCESS OF THE PROJECTS

The respondents were required to report on the funding process of their respective PRP community development projects. The responses are reflected in Figure 6.7 below. There are projects which satisfied the whole process, namely: leveraging, donors and funding. There are projects which received only donations and the funding from the PRP whilst there are projects which received only the funding without the other processes.

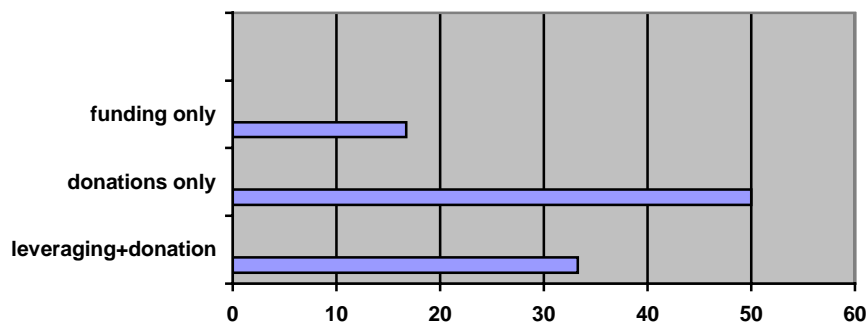


Figure 6.7: The funding process of the PRP projects

Community development projects which practiced leveraging process and obtained donations before obtaining funding from the PRP were reported by 4 (33.3%) respondents.

Some of the key-informants reported as follows:

- *“We made our own contributions for the project, the Department of Health and Welfare realized that we qualify and funded us. The Japan Embassy followed suit and donated an amount of 510 American dollars to our project.”*

- *“We have our own money for the project, the Department of Health and Welfare funded us twice, first they gave us R150 000 and for the second time they gave us R80 000. The American Embassy came to our rescue and donated a fence and a borehole.”*

The PRP is the major funding agency for all the projects which fall within its domains. Although all the respondents reported that their projects have received funding from the PRP, only 2 (16.7%) utilized that funding without conducting leveraging and donation.

Some said:

- *“We did not have money in the beginning, the Department of Health and Welfare funded us with R98 000.”*
- *“Our coordinator is the sole mastermind who contacted the Department of Health and Welfare for funds, the department assisted us by requesting the Department of Trade and Industries to fund our project.”*

Half (50%) of the respondents reported that their projects have received donations in the form of money, machines and equipment from government departments and the nongovernmental organizations.

They said the following supportive statements:

- *“We requested for more funds from the French Embassy, they have allocated R95 000 to the project, and will soon pay-up the remaining R208 000.”*
- *“Eskom supplied us with the baking utilities such as an electrical oven and pans. We do not need any more funding because we are self-sufficient.”*

6.5.3.1.7 THE IMPACT THAT PROJECTS HAVE ON THE COMMUNITY CONDITIONS

Through this question, the researcher intended to find the manner in which the community development projects have improved the lives of the communities. The

responses in this context were grouped into three categories which are reflected in Figure 6.8 below, namely: projects provided communities with employment opportunities with adequate earnings; projects provided communities with employment opportunities with inadequate earnings; and communities were provided with the products at short distances and affordable prices.

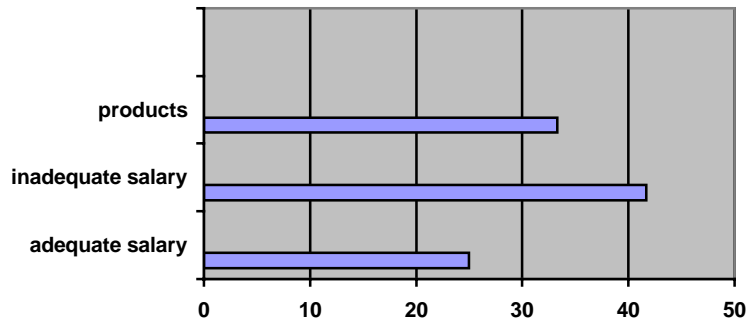


Figure 6.8: The impact of the PRP projects on community conditions

3 (25%) respondents reported that community members were employed in the projects which have progressed in such a condition that they are able to reimburse them with adequate salaries. The respondents in this category believe that their projects are going to increase production, the size and their earnings in future.

One respondent was recorded as saying the following:

- *“The project has a positive impact on the neighbouring communities because we market their products countrywide, we have employed about 14 unemployed mothers and are paying them between R600 and R1 500 a month in salaries.”*

According to 5 (41.7%) respondents, the PRP projects have a quality for providing community members with job opportunities but unfortunately they pay them very little which cannot enable them to meet their household requirements.

The statements to support this finding said the following:

- *“The project assisted the blind through occupying their social lives, we earn from R200 to R350 a month depending on the nature of the sales.”*
- *“There are 15 employees who are employed who earn at least R300 per month. That is something for this period when there is a high rate of unemployment in communities.”*

Four (33.3%) respondents reported that their projects have an advantage of providing their communities with the required products at reasonable distances and affordable prices.

Some mentioned the following:

- *“The community buys fresh bread, buns, achaar and soft drinks from us, we have the cheapest bread which is affordable to them.”*
- *“I have already mentioned that the community and its shops buy our bread which is cheap and fresh all the time, we have realized that they are not only supporting us, it is said our bread tastes superbly.”*

6.5.3.1.8 FUTURE PLANS OF THE PRP PROJECTS

The respondents were requested to report to the study the future plans for their community development projects. The respondents have two main plans for the future of their projects, namely: they intended to employ as many individuals as possible and they intended to extend their building structures and the surrounding as reflected in Figure 6.9 below.

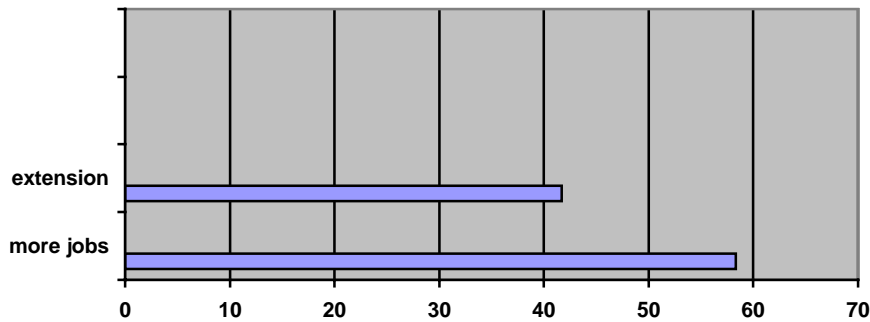


Figure 6.9: The future plans of the community development projects

According to 7 (58.3%) respondents, the future plans of their community development projects are centered around the creation of more job opportunities for community members who are unemployed. The respondents mentioned the following:

- *“We intend to develop the project to the status where it can employ more people than today, the young and the unemployed are our main concern.”*
- *“The future of the project is aimed at employing other members of the community. We intend to train them so that they can acquire the knowledge and skills which we possess.”*

Five (41.7%) respondents felt that they planned to extend the building structures and the surrounding of the premises for their projects. The statements to support this finding are as follows:

- *“We intend to develop that eastern part of our land into a scenery sport, we shall catch water during the rainy seasons and keep fish in a small dam. It will attract people as far away as Thoboyandou. We have already started the process of clearing the area.”*
- *“We intend to extend our project not only for our immediate requirement but also for those who may wish to join us in the future.”*
- *“We are also thinking of involving more marketing managers because at present we only have one, they (marketing managers) will market our products throughout the Sekhukhune and Capricorn regions. We will develop into a big business..”*

In this context, the researcher has realized that the respondents have a common goal regarding the future plans and growth of their projects.

6.5.3.2 THE OPINIONS OF THE RESPONDENTS REGARDING THE AIM, THE OBJECTIVES, FORMULATION, THEORETICAL FRAMEWORK, EFFECTIVITY AND OUTCOMES OF THE PRP IN THE LIMPOPO PROVINCE

6.5.3.2.1 THE AIM OF THE PRP

The researcher intended to measure whether the communities who were receiving the PRP community development projects knew the global aim of the programme. The responses are reflected in Table 6.7 below.

Table 6.7: Responses regarding the respondents' opinions about the aim of the PRP

Categories	N=
The aim of the PRP is the creation of job opportunities	4 (33.3%)
The aim of the PRP is funding of the community development projects	8 (66.7%)
Total	12 (100%)

Four (33.3%) respondents felt the aim of the PRP is the creation of job opportunities for community members who are without jobs. They mentioned the following:

- *“The aim of the PRP is obviously to reduce poverty through the creation of jobs for the impoverished communities.”*
- *“The programme is helpful to the communities because we are able to work, we earn in order to educate our children, we are able to buy food for our families.”*

- *“According to my opinion, the PRP has a good plan which is achieved through fighting poverty in our communities by affording us with employment opportunities.”*

Eight (66.7%) respondents felt the aim of the PRP is concentrated at funding of the community development projects. Some mentioned the following statements:

- *“PRP has main aim of funding projects so that at last they (projects) can secure jobs for the jobless.”*
- *“What I feel is proper is that the PRP should continue to assist us with funding.”*

From the above findings, the researcher has realized that communities which are receiving the assistance of the PRP do not know the aim of the programme.

6.5.3.2.2 OBJECTIVES OF THE PRP

The researcher intended to evaluate whether the communities who were receiving the PRP projects knew the objectives of the programme. The responses are reflected in Table 6.8 below.

Table 6.8: Responses regarding the respondents’ opinions about the objectives of the PRP

Categories	N=
Do not know	5 (41.7%)
The objectives of the PRP are about the creation of job opportunities	4 (33.3%)
The objectives of the PRP are about funding the projects and the creation of job opportunities	2 (16.7%)
The objectives of the PRP are about facilitation of the projects	1 (8.3%)
Total	12 (100%)

Four (33.3%) respondents said they felt the objectives of the PRP are about the creation of job opportunities.

Two (16.7%) respondents reported that they felt that the objectives of the PRP are about the funding of the projects and the creation of job opportunities. They said the following:

- *“The programme can reduce unemployment for the few disabled who are drawn from adjacent villages..”*
- *“I think the PRP should still reach-out to some members of the community who are without work and uplift them till they reach our level.”*

One (8.3%) respondent reported that according to her opinion, the objectives of the PRP are about facilitation of the projects. She said that:

- *“To my opinion, the PRP’s objectives are weakened by its community development officers who fail to accordingly facilitate the projects in our community, there is still much which is needed for the involvement of the PRP.”*

The researcher concludes that most community members who are involved with the planning, implementation and evaluation of the PRP projects do not know the objectives of the programme, especially if one also considers the fact that 5 (41.7%) of the respondents mentioned that they do not know what the objectives of the PRP are.

6.5.3.2.3 FORMULATION OF THE PRP

The researcher intended to measure whether the communities who were receiving the PRP projects knew about the formulation of the PRP framework. The responses are reflected in Table 6.9 below.

Table 6.9: Responses regarding the respondents' opinions about the formulation of the PRP

Categories	N=
The formulation of the PRP is well designed	1 (8.3%)
Do not know	9 (75%)
The formulation of the PRP is about caring for the disabled	1 (8.3%)
The formulation of the PRP is about monitoring and evaluation	1 (8.3%)
Total	12 (100%)

Three quarter (75%) of the respondents reported that they do not know about the formulation of the PRP.

Each (8.3%) of the three respondents reported that the formulation of the PRP is well designed, the formulation is about caring for the disabled and the last said the formulation is about monitoring and evaluation. The following words were said by the respondents:

- *“This is a good formulation although as a politician myself I haven't come across its stipulations.”*
- *“Community development officers did not share the information regarding the formulation of the PRP legislation with us.”*
- *“The formulation is caring because it considers the disabled as well, who else cares about us?”*
- *“The formulation of the PRP is about the monitoring and evaluation of the projects, that is why we have an independent and neutral auditor to do our books.”*

The researcher concludes that the formulation of the PRP is not known to the recipients of the PRP projects.

6.5.3.2.4 THE EFFECTIVENESS OF THE PRP

The researcher intended to evaluate whether the communities who were receiving the PRP projects regard it as an effective intervention towards their circumstances. The responses are reflected in Table 6.10 below.

Table 6.10: Responses regarding the respondents' opinions about the effectiveness of the PRP

Categories	N=
The PRP is effective	9 (75%)
The PRP is ineffective	2 (16.7%)
The PRP is ineffective because of its minimized funding	1 (8.3%)
Total	12 (100%)

According to the responses in Table 6.10 above, 9 (75%) respondents are of the opinion that the PRP is effective in addressing their poverty condition. Some said the following:

- *“Health and Welfare through its community development officers is effective because it is concerned about our daily lives, they check us regularly, we feel we are no longer neglected by our community because they care about us.”*
- *“The PRP considers assisting both the rural and urban with funding, it is effective because it does not discriminate against people who participate in projects according to their disabilities and the level of literacy.”*
- *“The Health and Welfare people are able to fund communities with money to develop projects, this will help them secure jobs both for ourselves and for our children.”*

Two (16.7%) respondents view the PRP as an ineffective programme.

One mentioned as follows:

- *“I do not know whether to say that the programme is ineffective or that its officials fail to submit our business plans to the national government in time, because usually we receive small budgets, there is a serious lack of monitoring and evaluation within the PRP, there is also a lack of information dissemination within the programme.”*

And additional one (8.3%) respondent reported that the PRP is ineffective because its funding of the projects is too little. The respondent mentioned:

- *“The PRP would be more effective if we consider its easy terms for approving and funding projects, unfortunately its funding is too minimal for an average project which is meant for reducing poverty and unemployment.”*

The researcher concludes that the PRP is ineffective based on the responses highlighted in this study that some projects fail to pay the participants enough incomes to enable them to fend for their family households requirements.

6.5.3.2.5 THE OUTCOMES OF THE PRP

The researcher intended to evaluate whether the communities who were receiving the PRP projects know the outcomes of the programme. The responses are reflected in Table 6.11 below.

Table 6.11: Responses regarding the respondents’ opinions about the outcomes of the PRP

Categories	N=
The PRP outcomes are centered around the job creation opportunities for the communities	7 (58.3%)
The PRP outcomes are ineffective because the programme funding is too minimal	5 (41.7%)

Total	12 (100%)
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Seven (58.3%) respondents reported that according to their opinions, the PRP is centred around the job creation opportunities. Some mentioned the following:

- *“The PRP will increase the employment of people who are unemployed. The projects such as ours will grow to become big corporations which will train even other communities in our neighbourhood.”*
- *“We shall have many projects in the communities, everywhere you go, you will find these projects, that will be the outcomes of the programme.”*

Five (41.74%) respondents are of the opinion that the outcomes of the PRP are ineffective because the programme funding is too minimal. The following statements were recorded from the respondents:

- *“The Health and Welfare leaders should extend the financial assistance which are meant for the community projects, someone must distribute adequate financial resources to these projects.”*
- *“The PRP will ensure the creation of more jobs in the rural areas, people will be employed in large numbers although according to my view no one will ever earn more than R400 a month (laugh), this will mean that we are still trapped in poverty.”*

The researcher concludes that the respondents of the study regard the outcomes of the PRP as negative, that is, the programme fails to assist them.

The researcher has so far exposed the study findings regarding the biographical information of the key-informants and the PRP projects which are conducted within the communities in the Limpopo Province. The respondents were requested to share information with regard to the planning and implementation of their community development projects and their opinions regarding the aims, objectives, formulation, effectiveness and the outcomes of the PRP. Semi-structured interview is an effective research methodology to collect information regarding the opinions about the programme from the recipients of the programme. It has a good turn-over and the researcher can probe the questions. In this study, although it has been expensive to travel

to the regions of the Limpopo Province, the researcher has been able to collect first hand information as well as observing the processes of the projects.

The succeeding section presents the findings of the study which were collected through the self-administered questionnaire completed by 18 community development officers who were involved with the PRP projects in the Limpopo Province.

6.6 SECTION 3: RESEARCH FINDINGS THROUGH SELF-ADMINISTERED QUESTIONNAIRES

6.6.1 INTRODUCTION

In this third section of the second part of the chapter, the researcher will present the research findings which were obtained through the questionnaires completed by the community development officers involved with the PRP projects in the Limpopo Province (see APPENDIX B). As was explained in the first part, the questionnaire for this study has three sections which in this context will be reflected in the three subsections as follows:

- In the first subsection, the researcher presents the biographical information of the respondents who are in this regard the community development officers who participated in the formulation, implementation and evaluation of the PRP in the Limpopo Province, and the projects under the programme
- In the second subsection, the researcher presents the findings which were obtained through the checklist portion of the self-administered questionnaire. The information was basically aimed at measuring the formulation, implementation and evaluation of the PRP
- In the third subsection, the researcher exposes the opinions of the community development officers about the formulation, implementation and evaluation of the PRP

6.6.2 BIOGRAPHICAL INFORMATION OF THE RESPONDENTS AND FEATURES OF THE PRP PROJECTS INVOLVED

In this first subsection, the researcher presents the findings regarding the biographical information of the respondents who participated in the research process. This information is about the sex, age, highest educational qualifications, regions of operation, designations and professional associations of registration of the community development officers. The researcher presents information about the types, numbers, areas and statuses of the PRP projects involved.

6.6.2.1 SEX OF THE RESPONDENTS

There were 6 (33.3%) men and 12 (66.7%) women who participated as community development officers in this study. This indicates that the PRP is involving more women than men in its projects.

6.6.2.2 AGES OF THE RESPONDENTS

The researcher has indicated during the previous section of this part of the chapter that he classified the ages of the respondents according to the two categories, namely: the young adulthood (20-40 years) and middle age (41-65 years).

There were 14 (77.8%) respondents who are falling under the age of young adulthood and 4 (22.2%) belong to the middle age category.

The remaining 4 (22.2%) belong to the middle age category.

Both the reported age groups are still active in the facilitation of the PRP projects.

6.6.2.3 EDUCATIONAL QUALIFICATIONS OF THE RESPONDENTS

The educational qualifications of the respondents are reflected in Figure 6.10 below.

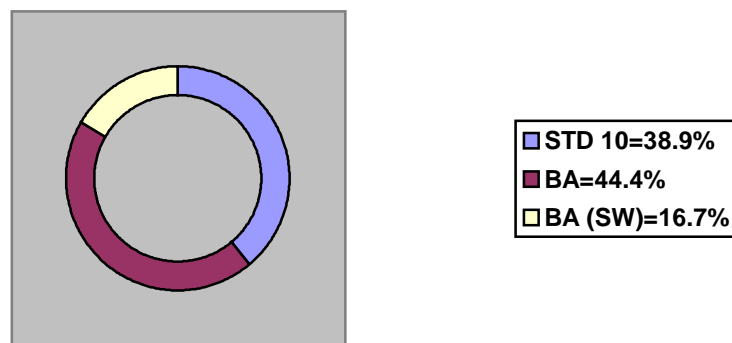


Figure 6.10: The educational qualifications of the respondents

From Figure 6.10 above, it is indicated that 7 (38.9%) respondents for this study hold standard 10 as their highest educational qualification. The PRP therefore, is highly represented by public officers who do not have the tertiary education.

There were 8 (44.4%) respondents who reported that they hold a BA degree.

Three (16.7%) respondents said they hold a bachelor degree in social work.

At least the two above expositions delineate the emergence of public officials who facilitate the community development projects and hold the professional experience, knowledge and skills which are not available within the communities.

6.6.2.4 DISTRICTS WITHIN THE LIMPOPO PROVINCE IN WHICH THE RESPONDENTS OPERATE

According to the questionnaire returns, the six districts of the Limpopo Province were unequally represented in the study. This information is summarized in Figure 6.11 below.

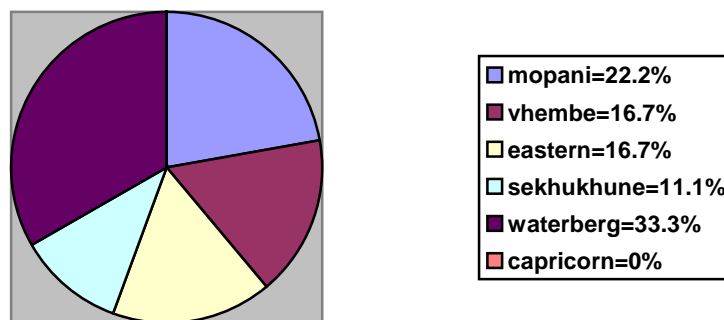


Figure 6.11 The number of respondents according to their districts in the Limpopo Province

As indicated in the Figure 6.11 above, there were 4 (22.2%) respondents who operate within the Mopane district of the Limpopo Province.

Both the Vhembe and Eastern districts were each represented by 3 (16.7%) respondents in the study.

The Sekhukhune District was represented by 2 (11.1%) respondents.

Six (33.3%) respondents represented the Waterberg District.

The Capricorn District did not return the questionnaire.

6.6.2.5 DESIGNATIONS OF THE RESPONDENTS

Sixteen (88.9%) of the respondents reported that they hold the designation of a community development officer.

Only 2 (11.1%) respondents said that they hold a position of the senior community development officer.

The study found that the Department of Social Development does not have some of its own provincial departments to formulate, implement and evaluate the PRP in the provinces.

6.6.2.6 PROFESSIONAL ASSOCIATIONS OF THE RESPONDENTS

Seventeen (94.4%) of the respondents reported that they are not registered with any professional association.

Only one (5.6%) respondent reported that he/she is registered with the South African Council for Social Services Profession.

Although in Figure 6.10 above, the researcher has indicated that two respondents hold a bachelor degree in social work, they are not all registered with the professional association.

The researcher maintains that the PRP community development projects in the Limpopo Province are facilitated by public official who do not have the professional mandate to do so.

6.6.2.7 THE TYPES, NUMBERS, AREAS AND STATUSES OF THE PROJECTS

In this subsection, the researcher aimed at gathering enough data which can enable him to describe in detail the types, numbers, areas and statuses of the PRP projects involved. This is important data because it informs the audience of the research report about the nature of the implementation of the PRP, the impact of the programme in terms of the number of projects provided to the communities, the recipients of the PRP and the stages in the programme process. Table 6.12 summarizes the findings.

Table 6.12 The types, numbers, areas and statuses of the PRP projects in the Limpopo Province

Types	Total	Areas		Statuses		
		Rural	Urban	Started	Completed	Incomplete
Brick-making	27 (18.2%)	25 (92.6%)	2 (7.4%)	6 (22.2%)	12 (44.4%)	9 (33.3%)
Bakery	28 (18.9%)	26 (92.9%)	2 (7.1%)	8 (28.6%)	14 (50%)	6 (21.4%)
Gardening	16 (10.8%)	13 (81.3%)	3 (18.7%)	4 (25%)	6 (37.5%)	6 (37.5%)
Fence-making	16 (10.8%)	16 (100%)	0 (0%)	1 (6.2%)	13 (81.3%)	2 (12.5%)
Sewing	13 (8.8%)	12 (92.3%)	1 (7.7%)	5 (38.5%)	5 (38.5%)	3 (23%)
Arts & craft	3 (2.0%)	0 (0%)	3 (100%)	3 (100%)	0 (0%)	0 (0%)
Poultry-farming	14 (9.5%)	14 (100%)	0 (0%)	0 (0%)	14 (100%)	0 (0%)
Piggery	3 (2.0%)	3 (100%)	0 (0%)	0 (0%)	2 (66.7%)	1 (33.3%)
Stone-crushing	2 (1.4%)	2 (100%)	0 (0%)	0 (0%)	2 (100%)	0 (0%)
HIV/AIDS	2 (1.4%)	2 (100%)	0 (0%)	2 (100%)	0 (0%)	0 (0%)
Catering	2 (1.4%)	2 (100%)	0 (0%)	2 (100%)	0 (0%)	0 (0%)
Food security	15 (10.1%)	7 (46.7%)	8 (53.7%)	2 (13.3%)	10 (66.7%)	3 (20%)
Pottery	2 (1.4%)	2 (100%)	0 (0%)	0 (0%)	0 (0%)	2 (100%)
Corporates	5 (3.4%)	5 (100%)	0 (0%)	5 (100%)	0 (0%)	0 (0%)
Total	148 (100%)	129 (87.2%)	19 (12.8%)	38 (25.7%)	78 (52.7%)	32 (21.6%)

6.6.2.7.1 TYPES OF PROJECTS

The respondents said they were facilitating community development projects which according to Table 6.12 above, are as follows:

- Brick-making
- Bakery
- Gardening
- Fence-making
- Sewing

- Arts and craft
- Poultry farming
- Piggery
- Stone crushing
- HIV/AIDS
- Catering
- Food securing
- Pottery
- Corporates

This study identified that the PRP in the Limpopo Province is strongly engaged with the development of the small, medium and micro enterprises (SMMEs) through the projects which enable people to produce products which are required for the immediate consumption by their communities. In this context, community development projects are able to earn incomes necessary for their own development.

- **THE TOTAL NUMBER OF PROJECT TYPES IN THE REGIONS**

In total, 148 projects were facilitated by the community development officers (the respondents). In this item, the researcher will present the total number of project types together with their corresponding percentages as calculated from the entire list of projects. The researcher is hereby concerned with the report regarding the second column of Table 6.12 above.

The findings are as follows:

27 (18.2%) projects are conducting the brick-making business. This indicates that there is a high concentration of the brick-making projects in the communities.

28 (18.9%) of the projects are doing bakery. There is also a high concentration of bakery business in the communities.

There are 16 (10.8%) community development projects which are involved with gardening which is also termed greenery according to the PRP categorization. These projects are weak in securing communities with regular and adequate incomes.

There are 16 (10.8%) PRP community development projects which are practicing the fence-making business. The communities have machines which they utilize to process raw wire to make fence and other products such as hangers. This type of business achieves a great deal as far as poverty alleviation is concerned.

Table 6.12 exposes that 13 (8.8%) community development projects in the regions of the Limpopo Province are involved with sewing. In the sewing business, community members purchase the sewing machines and material in order to produce garments such as school uniforms and other clothing.

The arts and craft community development projects are an emerging business in the PRP because they are represented by only 3 (2.0%) projects in this study.

There are 14 (9.5%) community development projects which practice poultry farming in the study. Communities purchase small chicks from the urban areas which they rear till they become full grown chickens.

The piggery project was reported by a total of 3 (2.0%) respondents. Piggery is similar to poultry farming because communities purchase small piglets which they rear until they reach the stage of adult pigs which are on demand by the market and respective communities. Like arts and craft, piggery is also in its initial stage of development.

There are only 2 (1.4%) stone crushing projects which were reported by the respondents. The stone crushing industry is a process through which communities utilize machines to crush the available rocks to produce stones which are required for infrastructure development. This type of project is according to the researcher an adequate enterprise to provide communities with employment opportunities and income.

At least 2 (1.4%) projects are conducting HIV/AIDS awareness campaign. The HIV/AIDS awareness campaign is a project which must be attached to every work-place rather than being singled out as a project on its own.

There are 15 (10.1%) community development projects which are conducting food security process. The researcher is of the believe that this type of project is a duplication of the Community Based Nutrition Programme (CBNP) which is under the auspice of the Department of Health and Welfare.

The respondents reported that there are 2 (1.4%) pottery projects in the study. The researcher believes that if well formulated and implemented, this type of community development project can be a strong tourist attraction and as such it can generate income to the communities.

Lastly, there are 5 (3.3%) corporates projects.

The research study also identified that the PRP community development projects are conducted in both the rural and urban areas of the province. There is a prevalence of certain types of projects in rural or urban areas. This is explained in the succeeding item.

- **AREAS IN WHICH THE PROJECTS ARE CONDUCTED AGAINST THEIR TYPES**

It has been exposed in Table 6.12 that different PRP projects are conducted in different areas throughout the Limpopo Province, namely the rural and urban areas. This item discusses the findings of the study which are reflected in the third and fourth columns of the table.

It is indicated in the said table that a total of 129 (87.2%) projects are conducted in the rural areas whereas the remaining 19 (12.8%) are in the urban areas. This shows that the PRP is highly concerned with the improvement of the quality of life of the communities which were previously disadvantaged, namely the rural communities.

According to Table 6.12 above, there is a higher concentration of brick-making projects in the rural areas than is the case in the urban areas. This is exposed by the scores of 25 (92.6%) against 2 (7.4%) for rural and urban areas, respectively. The researcher is of the believe that this type of business fairs well in the urban areas where there is higher construction than is the case in the rural areas.

There is a growing number of bakeries in rural areas than in the urban areas. This is indicated with a score of 26 (92.9%) for rural against a score of only 2 (7.1%) for the urban areas. The researcher is of the opinion that bread-making business fairs well if it has an increased size of clients. This therefore means that the more bakeries are established, the less business they will make.

The PRP projects are involving rural communities with gardening at a rate of 13 (81.2%). There are only 3 (18.8%) communities which are conducting the greenery projects in the urban areas. The researcher has already reported that gardening project has a limitation because it brings forth little income. Projects which practice gardening must be conducted in large areas and must be supported by adequate equipment, technology and skills.

There is an emergence of fence-making business in the rural areas. Table 6.12 above delineates that, according to the respondents who participated in the study, only the rural area is conducting this type of the community development project at a score of 16 (100%).

From the total of 13 projects which are involved with the sewing business, 12 (92.3%) are situated at the rural areas whilst the remaining one (7.7%) is situated in the urban areas.

Table 6.12 indicated that all 3 (100%) arts and craft projects take place in the urban areas. The arts and craft projects have an advantage of increased income which is boosted by the tourists.

All the 14 poultry farming projects in the study are conducted in the rural areas. Poultry farming has an added advantage because it provides communities with chicken which is mostly consumed at a higher rate than is beef in most communities.

Rural communities have a highest concentration of 3 (100%) PRP projects which are involved with piggery whereas there is no piggery project in the urban areas, according to the study findings.

There is a small number of only 2 projects in the rural areas which conduct the stone-crushing business. There is an absence of stone-crushing projects in the urban areas. The researcher is of the opinion that the stone-crushing projects would develop well if they were situated in the urban areas where there is a high rate of infrastructure construction.

All the two community development projects which are conducting the HIV/AIDS campaigns are in the rural area. It is also quite not clear as to what takes place in such projects.

There are only 2 projects which are conducting catering business which are based in the rural areas. There is no catering business in the urban area. The researcher is of the opinion that catering business fairs well if it is situated in the urban areas where there is a high rate of functions.

The food security projects are 7 (46.7%) in the rural areas whereas the other 8 (53.3%) are in the urban areas.

Pottery business is represented only in the rural areas with a score of 2 (100%). Community development practitioners must encourage the establishment of this type of projects which demand inexpensive resources on the part of communities.

The corporates are concentrated only in the rural areas with a score of 5 (100%) projects.

The expositions mentioned above were only related to the findings of the study. In reality, the Limpopo Province is more rural than it is urban in nature.

6.6.2.7.4 THE STATUSES OF THE PRP PROJECTS IN THE LIMPOPO PROVINCE DISTRICTS

A question about the statuses of the projects is aimed at informing the audience about the stages which the PRP projects have reached. The researcher identified that there is no relationship between the statuses of the projects and their types.

The projects will be categorized into three statuses, namely: started, complete and incomplete. These categories are defined as follows:

- **STARTED:** the community development projects under this category are in the process of requesting funding from the PRP. These projects have the community based organizations, business plans, Constitutions and other related requirements in place and the problem with them is that they have not as yet received funding from the provincial Department of Health and Welfare.
- **COMPLETED:** these are the community development projects which have received funding from the PRP and other forms of donations from both government and the nongovernmental organizations. These projects are in operation.
- **INCOMPLETE:** these are the community development projects which have already received funding from the PRP and are faced with insustainability. Most are still looking forward for further funding and if it does not reach them in time, they might collapse.

In this study, the researcher will detail a discussion of each status individually. The statuses of the PRP projects in the regions of the Limpopo Province are summarized in Figure 6.12 below.

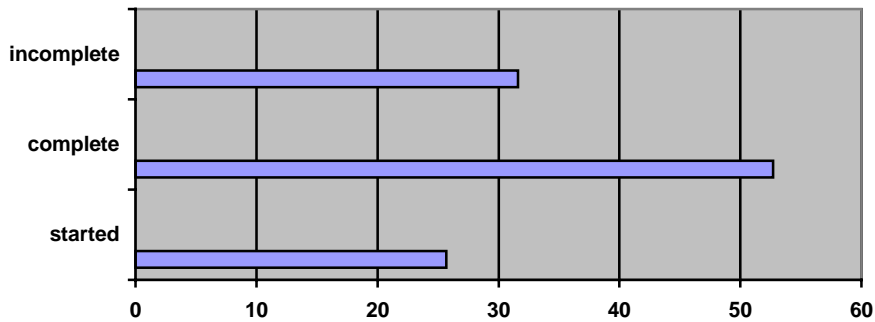


Figure 6.12: A summary of the statuses of the PRP projects in the regions of the Limpopo Province

According to the information contained in Figure 6.12 above, 38 (25.7%) of the PRP projects in the regions of the Limpopo Province are categorized under started class.

78 (52.7%) of the PRP projects in the districts of the Limpopo Province have been completed. This figure indicates that most of the PRP's projects are fairing well. It also suggests that the programme has funds available to the projects.

The respondents reported that 32 (21.6%) PRP projects in the regions of the Limpopo Province are incomplete. This is a discouraging finding because it states that over a fifth of projects are facing problems either with funding or implementation.

6.6.3 THE FEATURES OF THE PRP PROJECTS IN THE LIMPOPO PROVINCE AS REPORTED BY THE COMMUNITY DEVELOPMENT OFFICERS THROUGH A CHECKLIST AS A QUANTITATIVE METHOD OF DATA COLLECTION

In this second subsection of the third section of the second part of the chapter, the researcher presents the research findings of the study which were obtained through the checklist included in the questionnaire as a quantitative method of data collection. The aim of this subsection is to measure the features of the PRP projects in the Limpopo Province as reported first hand by the community development officers who are the respondent group in this section. The respondents scored the checklist to report the presence or the absence of the different variables. As it was mentioned in the first

chapter and in the first part of this chapter, the form of data collected in this fashion is quantitative in nature.

It should be noted in this context that not all the variables ought to be satisfied in order for PRP community development projects to be rated as highly effective, whilst on the other hand, failure of the PRP community development projects to score on certain important variables, might rate them as poorly formulated, implemented and evaluated.

The researcher has included the checklist together with the obtained total scores in Table 6.13 below. It should be noted that the scores appearing in the grid only mean the presence of the variables. The absence of the variables shall therefore be obtainable through the subtraction of a total scores from the N. The N is the total number of respondents, and in this regard is 18.

Table 6.13: A checklist which includes the variables intended to measure the features of the PRP projects in the Limpopo Province

No.	Questions	Descriptions	Scores
1	The stakeholders who were involved in the programme/projects	Policymakers and decision makers	11
		Programme sponsors	9
		Community groups- traditional leaders	14
		Community groups- church	6
		Community groups- political parties	16
		Community groups- finance organizations	8
		Community groups- burial societies	2
		Programme managers	15
		Programme staff	18
		Other government departments	18
		Other nongovernmental organizations	16
	Evaluation and research individuals	8	
2	The strategies which the programme/projects included	To fight poverty	18
		To address the needs of families	16
		To address the needs of communities	16
		To address the capacity building of communities	15
		A learning process strategy	14
		To make the RDP a reality	16
		A consultative strategy	13
		A systematized process strategy	6
		A strategy which has a SMME's goal	12
		A rehabilitative strategy	9

		A national government's intervention strategy	14
3	The target groups of the programme/projects	Women	18
		Children	14
		The Elderly	14
		The disabled	16
		The sick	5
		Youth who are deviant	5
		Youth	16
4	How capacity building was achieved	Sent to the training institutions	8
		Training institutions trained them at sites	16
		Public officials trained the communities	15
		Through interaction with stakeholders	16
5	The characteristics of participation which you identified during the programme/projects	Programme/projects were provided to communities as a means to control them	14
		Members regularly failed to attend important functions of the programme/projects	3
		Communities initiated the programme/projects without outside assistance	7
		Communities and experts treated each other as equals during the programme/projects	15
		Communities provided the programme/projects with material, labour and human resources	11
		Communities advised the experts on matters regarding their circumstances	7
		Time was not favourable for communities to participate in the programme/projects	3
		Community programme/projects were hijacked by small and self-perpetuating groups	1
		Members of community did not participate because there were conflicts in the communities	3
		Community members excluded themselves/ were excluded from the programme/projects	2
		Experts did everything for the communities because their knowledge and skills were underestimated	2
6	The principles of the PRP which you considered during the programme/projects	Abstract human needs	13
		Learning	17
		Participation	17
		Empowerment	18
		Ownership	18
		Release	15
		Adaptiveness	18
		Simplicity	17
		Freedom	18
		Equality	18
		Justice	14

		Rights	16
		Diversity	15
		Citizenship	17
7	After the implementation of the programme/projects, which goals were achieved	Education and training	15
		Entrepreneurial opportunities	12
		Redistribution of resources	15
		Infrastructure development	11
		Improvement of the poor's standard of living	17
		Government's involvement	18
		Competent economy	15
		Establishment of the community development structures	18
		Temporary employment	9
		Full employment	16
		Community revitalization programmes	18
		Social security	17
		The communities are crime-free	9
		People became more aware of HIV/AIDS	11
		Youth who were delinquent are assimilated	8
8	Please indicate how monitoring and evaluation were conducted for the programme/projects	Visitation on project sites	17
		Monthly progress reports	18
		Self-report by members of the steering committee	16

A number of different variables were measured, and their presence are reflected in the total numerical quantity as reflected above. In this instance, the researcher will discuss each topic contained in Table 6.13 on its own individually.

6.6.3.1 STAKEHOLDERS INVOLVED IN THE PRP PROJECTS

The respondents were requested to score the stakeholders who were involved in the PRP community development projects in the regions of the Limpopo Province. It should be noted that the larger in size the projects become, the bigger number of the stakeholders will involve in their formulation, implementation and evaluation. Smaller projects therefore have few stakeholders.

According to the findings of the study, 11 (61.1%) projects involved the decision makers or policy makers in their formulation, implementation and evaluation. It also means that

the remaining 7 (38.9%) of the projects did not involve the decision makers or policy makers in their formulation, implementation and evaluation.

There are only 9 (50%) PRP projects which involve the programme sponsors in their formulation, implementation and evaluation. Half of the projects do not involve the programme sponsors. The programme sponsors are a necessity towards the development of the community projects because they provide the projects with donations in the form of funds and human resource development.

According to the findings of this study, traditional leaders in the rural areas are still playing an important role of mobilizing communities and resources toward the development of the communities. At least 14 (77.8%) PRP projects were reported to be involving the traditional leaders in their processes. Only 4 (22.2%) projects do not involve the traditional leaders. The projects which involve the traditional leaders are of rural origin.

Six (33.3%) PRP community development projects involve the representation from churches in their processes. There is still a large number of projects which score 12 (66.7%) which do not involve the churches in their development. Churches still play their traditional role of mobilizing communities and resources towards a common goal of development.

It is a shock to learn that a highest concentration of 16 (88.9%) PRP community development projects involve the political parties in their formulation, implementation and evaluation. The remaining 2 (11.1%) do not involve the political parties in their development. The current South African society is highly influenced by political groupings such as civic associations.

Eight (44.4%) respondents reported that PRP community development projects involve the financial organizations in their processes. Ten (55.6%) projects do not involve them. The financial organization are exemplified by the *stockvels*. They are important in the community development projects because they provide them with both finance and human resources.

Burial societies are not favoured in the community development process. This is indicated by only 2 (11.1%) PRP community development projects which involve them in its process as against 16 (88.9%) projects which do not involve them at all.

Fifteen (83.3%) PRP projects are reported to be involving the programme managers in their formulation, implementation and evaluation. Only three (16.7%) projects do not involve them. The researcher suggests that this question has not been understood by the respondents because in reality, the programme managers are indeed involved in the processes of all the projects.

All PRP projects involve the programme staff in their formulation, implementation and evaluation. Projects cannot materialize without the involvement of these individuals.

All PRP are involving other government departments in their list of stakeholders. Other government departments are important in the community development programmes because they share the necessary knowledge, skills and attitudes and sometimes donations with the communities.

It is interesting to learn that about 16 (88.9%) PRP community development projects are involving other nongovernmental organizations in their processes. Only 2 (11.1%) projects do not involve them.

Eight (44.4%) respondents reported that the PRP projects in their regions are involving the evaluation and research individuals in their formulation, implementation and evaluation. The other 10 (55.6%) projects do not involve them. A high number of the incomplete projects can be attributed to this failure of involving the evaluation and research individuals in the programme.

6.6.3.2 THE STRATEGIC NATURE OF THE PRP PROJECTS

The respondents were requested to identify the strategies which were included in the PRP community development project designs. Their responses are also included in Table 6.14 below.

Table 6.14: The strategies which were included when the PRP projects were formulated, implemented and evaluated

Strategies	N=	%
To fight poverty	18	100
To address the needs of families	16	88.9
To address the needs of communities	16	88.9
To address the capacity building of communities	15	83.3
A learning process strategy	14	77.8
To make the RDP a reality	16	88.9
A consultative strategy	13	72.2
A systematized process strategy	6	33.3
A strategy which has a SMME's goal	12	66.7
A rehabilitative strategy	9	50
A national government's intervention strategy	14	77.8

All respondents reported that the PRP community development projects in their regions included a strategy to fight poverty. This is an important strategy of the PRP which is included in its mission because it is concerned with addressing poverty and other forms of exclusion.

16 (88.9%) respondents reported that the PRP community development projects in their regions have included a strategy to address the needs of families in their designs. This strategy is included in the designs of the community development projects which have an objective of improving the lives of the families. The PRP therefore has an advantage because its intervention can bring forth good results in the alleviation of poverty within families. Only 2 (11.1%) projects do not include this strategy in their planning.

Similarly to the strategy to address the needs of families is a strategy to address the needs of communities which also scored 16 points against two.

According to 15 (83.3%) respondents, the PRP community development projects in their regions have included a strategy to address the capacity building of communities in their designs. It has been reported during the literature investigation that no development in communities will be possible if the capacity of the poor is not enhanced (Taylor, 1998:295). The enhancement of capacity building improve the knowledge, skills and attitudes of communities and as a result will prepare them to participate in the future programmes which are intended to develop them. The remaining 3 (16.7%) projects do not consider the importance of this strategy.

Fourteen (77.8%) PRP community development projects have included a learning process strategy in their designs. This means that communities are able to learn as they continue to receive the community development projects. It is the remaining 4 (22.2%) PRP projects which do not include a learning process strategy in their designs.

Sixteen (88.9%) respondents reported that the PRP community development projects in their regions have included a strategy to make the RDP a reality in their plans. As was explained before, the PRP is one of the social programmes which was formulated within the context of the RDP because it has an aim of making the RDP a reality. In this regard, the PRP contains an important component of reaching a goal of evenly redistributing resources to the communities, especially to those which were previously disadvantaged. The remaining 2 (11.1%) projects did not plan to make the RDP a reality in their processes.

Thirteen (72.2%) respondents reported that the PRP community development projects in their regions have included a consultative strategy in their plans. This percentage shows that the PRP is achieving very much as far as the consultative process is concerned. Effective social programmes must afford opportunities for the experts, communities (grassroots) and other stakeholders to share experience, knowledge, skills and attitudes with each other. This ensures effective strategies towards the prioritization of community needs (needs assessment), the development of effective solutions to the problems, effective education and training and effective implementation and monitoring and evaluation processes. A consultative strategy ensures transparency which on the other hand reduces the incidence of corruption, crime, nepotism and duplication. It also ensures the reciprocal nature of programmes in that it brings forth a learning

process environment where all stakeholders learn from each other's experience, knowledge, skills and attitudes. At least only 5 (27.8%) PRP projects do not consider consultation as an important component of community development.

Only 6 (33.3%) PRP community development projects have included a systematic process strategy in its design. All the remaining 12 (66.7%) projects did not do so. This means that projects are conducted in a haphazard manner. This is a serious limitation which must be urgently addressed. The researcher relates this limitation to the availability of a number of projects which were reported to be incomplete because poor project process retards its planning and implementation and lastly results in its failure to achieve the required goals.

Twelve (66.7%) respondents reported that the PRP community development projects in their regions have included a strategy which has a small, medium and micro enterprises' goal in their planning. This means that the provision of the PRP projects will lead to the establishment of a number of SMME's in the communities. The SMME's were identified as organizations which create more job opportunities for community members and is encouraged in the South African society which experience high unemployed rates. The percentage reported above indicates that the PRP still requires to do much to establish these organizations. The remaining 6 (33.3%) PRP projects did not include the establishment of the SMMEs in their plans.

According to 9 (50 %) respondents, the PRP community development projects in their regions have included a rehabilitation strategy in their designs. This strategy is meant for two purposes, namely the rehabilitation of infrastructure known as *white elephant* which is resuscitated for the purpose of utilization by community based organizations who conduct community development projects, and the rehabilitation of the youth who are deviant, in that the youth who are prone to criminal behavior or who were released from prisons and or places of safety are involved in the community development programmes. This strategy is effective because it saves communities of resources they would require for office space, warehouse and workshops. Community development projects function well if they have the physical facilities. With regard to the rehabilitation of the youth who are deviant, the researcher is of the opinion that this will occupy their social time and will enable them to utilize the energy which they direct towards criminal activities towards

community development. Youth who are deviant will also in this context be assimilated back to the community. Unfortunately the researcher has strongly criticized the inclusion of youth who are deviant in the PRP and suggested that the objective be shifted towards the Department of Correctional Services which has the necessary resources and manpower for them. The remaining half of the PRP projects did not include a rehabilitation strategy in their designs. This cannot be attributed as a serious limitation if rehabilitation is meant for the delinquents.

Fourteen (77.8 %) respondents reported that the PRP community development projects in their regions have included a national government's intervention strategy in their designs. It has been reported that the PRP is a product of the Department of Social Development and that it is implemented and evaluated by some of the provincial departments of Health and Welfare. It is important therefore to take notice here that national departments are tasked with functions of formulating public policies and programmes which are then implemented and evaluated by the provincial departments. Community development officers and communities must accordingly be informed about this hierarchical levels of power. The remaining 4 (22.2%) PRP projects have not included a national government's intervention strategy in their designs. This means that such projects have a high probability of achieving goals which differ from those expected by the national government.

The findings of this study indicate that the PRP community development projects are planned in such a manner that they include the strategies which are important in the community development field and practice. There is still a requirement that some scores be improved for the achievement of effective formulation, implementation and evaluation of the PRP projects.

The PRP projects are aimed at different sectors within the communities. These will be discussed in detail in the succeeding item.

6.6.3.3 TARGET GROUPS WHICH ARE ASSISTED BY THE PRP PROJECTS

The respondents were requested to score the target groups which were assisted by the PRP community development projects in their areas of operation. It is important for this study to expose information related to the actual recipients of the PRP projects out there in the communities. The literature study have listed the target groups as women, children, the elderly, the disabled, the sick, youth who are deviant and the youth (compare, Sullivan & Thompson, 1994:170; Smelser, 1995:265; Giddens, 2001:166; Budlender, 2000:124; May, Woolard & Klasen, 2000:37.)

Information reflected in Table 6.13 above is translated into Figure 6.13 which depicts the target groups in a graphical context below.

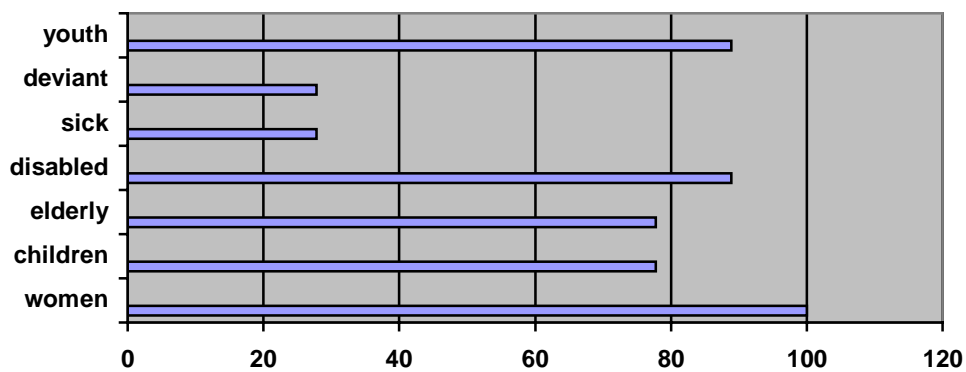


Figure 6.13: The target groups which are assisted by the PRP projects in the Limpopo Province

According to Figure 6.13 above, women were identified as a target group of the PRP projects by all the eighteen (100%) respondents. The PRP has as its main mission to address poverty and the exclusion of women in the community development projects. It is encouraging to learn that the projects in the Limpopo Province have targeted women as an important group to be assisted by the programme.

Fourteen (77.8%) respondents scored the children as a target group assisted by the PRP projects. Like women, children must be given a high priority in the community

development programmes

The elderly are another target group which the PRP projects assisted. They were scored by 14 (77.8%) respondents.

A high concentration of 16 (88.9%) respondents scored the disabled as a target group which is assisted by the PRP projects. It is also encouraging to learn that the PRP projects are including the disabled in their processes.

Only 5 (27.8%) respondents have identified the sick as a target group of the PRP projects. The PRP framework is not clear about its inclusion of the people who are affected by HIV/AIDS in its projects. This concern might be the reason behind an absence of scores on this item.

Only 5(27.8%) respondents reported that the PRP projects in their regions were assisting the youth who are deviant. The inclusion of the youth who are deviant in the PRP projects was previously discouraged by the researcher who maintains they should be covered in other programmes which fall within the auspice of the Department of Correctional Services.

Sixteen (88.9%) respondents scored the youth as a target group which is being assisted by the PRP projects in their regions. The involvement of youth in the community development projects has a positive impact because it reduces poverty, other forms of exclusion and criminal activities.

The PRP projects in the Limpopo Province satisfy a condition of selecting the right type of the target groups within the communities. They are also required to exclude certain target groups which are not relevant to the poverty alleviation, namely; the elderly and the youth who are deviant.

The social programmes are intended to help communities with both the concrete needs and abstract needs. In the succeeding item, the researcher exposes the findings regarding the capacity building of communities.

6.6.3.4 CAPACITY BUILDING OF THE PRP PROJECTS

The respondents were requested to score on the checklist the manner in which the community members were educated and trained with regard to the simplification of the projects' formulation, implementation and evaluation. Although the responses regarding this question were already reflected in Table 6.13 above, these findings are translated into Figure 6.14 below.

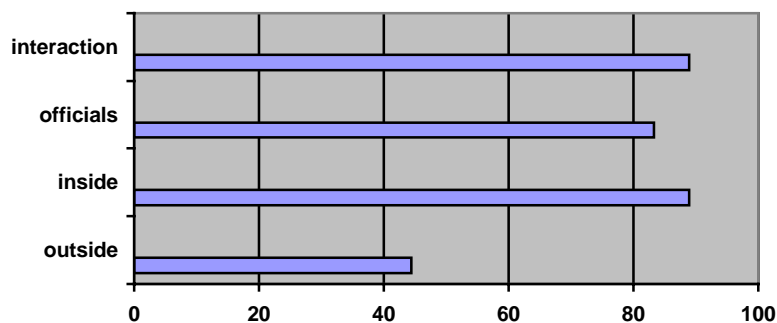


Figure 6.14: Capacity building process of the PRP projects in the Limpopo Province

According to the information contained in Figure 6.14, 8 (44.4%) respondents reported that the community members were sent to the training institutions where they received education and training. This type of training is effective but unfortunately it is expensive since members will require accommodation, transport, food and other resources to access it.

At least 16 (88.9%) respondents reported that community members were trained by the training institutions who came to the community. This type of training is less expensive than the previous one because few trainers are required to conduct education and training in the communities. Education and training which is provided on project site has an advantage of sustainability because communities cannot forget the processes which they have learnt through an in-service training.

Fifteen (83.3%) respondents reported that capacity building process was achieved through education and training provided to the communities by the public officials who

are employees of government. Public officials are experts in their fields and they provide communities with education and training at free of charge. Different government departments have a variety of different expertise which are needed by communities and as such practitioners together with communities and other stakeholders must strive to involve these experts who will educate and train communities without further exhausting their financial resources. Lastly public officials provide communities with education and training intended to simplify the planning, implementation and evaluation of their projects.

Sixteen (88.9%) respondents reported that communities gained capacity as they interacted with stakeholders, with one another and with the projects. This type of capacity building is hard to identify although it plays an important part in educating and training community members. Thus individuals who interacted with others, stakeholders and the projects continue to utilize the knowledge, skills and attitudes they have acquired in future community projects.

The manner in which the PRP projects participants in the Limpopo Province are educated and trained in relevance to their projects is satisfactorily.

In the succeeding item, the researcher reveals the findings of the study with regard to the characteristics of participation which the respondents identified during the PRP projects in their regions.

6.6.3.5 THE CHARACTERISTICS OF PARTICIPATION WHICH WERE IDENTIFIED IN THE PRP PROJECTS

Respondents were requested to score the characteristics of participation which they identified during the PRP projects which they have facilitated in the regions of the Limpopo Province. Community participation is an important concept in community development because without it, programmes and their respective projects cannot take form.

The researcher has summarized the responses in Table 6.15 below.

Table 6.15: The characteristics of community participation which were identified during the PRP projects in the Limpopo Province

Type of participation	N=	%
Projects were provided to communities as a means to control them	14	77.8
Members regularly failed to attend important functions of the projects	3	16.7
Communities initiated the projects without outside assistance	7	38.9
Community and experts treated each other as equals during the projects	15	83.3
Communities provided the projects with material, labour and human resources	11	61.1
Communities advised the experts on matters regarding their circumstances	7	38.9
Time was not favourable for communities to participate in the projects	3	16.7
Community projects were hijacked by small and self-perpetuating groups	1	5.6
Members of the community did not participate because there were conflicts in the communities	3	16.7
Community members excluded themselves/ were excluded from the projects	2	11.1
Experts did everything for the communities because their knowledge and skills were underestimated	2	11.1

From Table 6.15 above, 14 (77.8%) respondents reported that PRP projects in their regions were provided to the communities as a means to control them. This type of participation must be discouraged in the social programmes because it is unethical, it stifles the active participation of communities, it undermines their capacity building, it is of short-term in nature and is highly politicized. Social programmes of these nature have

a limitation of over-spending the financial resources whilst on the other hand they fail to sustainably develop the communities. It is encouraging to hear some of the respondents saying that they view the PRP projects as not a means to control communities. At least the 4 (22.2%) respondents support this view.

Only 3 (16.7%) respondents reported poor participation through which members of the steering committee and the community at large failed to attend important functions of the PRP projects. Individuals regularly excuse themselves from attending meetings and the inauguration of the projects. It becomes difficult for the few who are present to take community binding decisions when the majority is absent. It is also good to learn that this form of participation is available in very few projects. The remaining 15 (83.3%) scores automatically mean that the PRP projects in the Limpopo Province are not affected by poor attendance and attrition.

At least 7 (38.9%) respondents reported communities initiated the PRP projects without outside assistance. This type of participation is effective because right from the beginning of the projects, the component of sustainability is ensured. Communities have mobilized their own social and economic capitals towards the projects. The majority of 11 (61.1%) projects were not initiated by the communities themselves.

Fifteen (83.3%) respondents reported that both communities and outside experts treated each other as equals during the PRP projects in the Limpopo Province. This type of participation is effective because once communities observe that their knowledge, skills and attitudes are not undermined by the experts, they develop trust. Trust induces communities to truly share their circumstances with experts.

Eleven (61.1%) respondents purported that communities provided the PRP projects with the required labour and human resources. Without this component, community projects cannot kickstart. It is also possible that communities might fail to provide the PRP projects with material resources. This is because normally communities under review are highly represented by the poor who do not have the economic base. The PRP projects in the Limpopo Province have reached a level of active community participation because according to the community development field and practice, projects require the mobilization of both the social and economic capitals in order to sustain.

Only 7 (38.9%) respondents reported that communities advised the experts on matters regarding their circumstances. Reciprocity is necessary in community development, that is, it is proper for the PRP projects in the Limpopo Province to suppress this type of participation.

It is a pleasure to report that as few as only 3 (16.7%) PRP projects in the Limpopo Province experience poor community participation due to unfavourable time allocated to their processes. This maintains that community members attend to projects' processes all the time they are required to do so.

Only one (5.6%) respondent reported that the PRP project in his/her area of operation was hijacked by small and self-perpetuating groups. This is an unfortunate type of participation because the minority's interests are achieved through the expense of the majority. It is encouraging to learn that the rest 17 (94.4%) PRP projects in the Limpopo Province do not experience hijackings by the minority groups.

At least only 3 (16.7%) respondents reported that community members did not participate in the PRP projects because there were conflicts within the communities. Development and conflict do not go hand in glove, thus where there are conflicts there is an absence of development. It is also encouraging to learn that at least the whole remaining 15 (83.3%) PRP projects in the Limpopo Province are not infested with conflicts which result in membership attrition.

Two (11.1%) respondents reported that some members excluded themselves, whilst others were excluded from participating in the PRP projects in their regions. When members excluded themselves from participating in the PRP projects, there is little the practitioners can do except encouraging them to refrain from attrition. A point of importance here is when community members were excluded by others from participating in the community development projects. This is against proper community development practice, because this process cheats the projects of the scarce economic and social resources. It is encouraging to report that although this limitation is evident in the Limpopo Province, it is not experienced by the majority of the remaining 16 (88.9%) projects.

And yet only 2 (11.1%) respondents reported that experts did everything for the communities because they underestimated the knowledge and skills within them. Community development cannot be taken to the communities, instead communities can develop themselves. If communities do nothing to correct their circumstances, then nothing can be done to improve their conditions. It should also be explained that the community knowledge, skills and attitudes must not be underestimated because this could lead to mistrust between them and the experts. At least a highest concentration of 16 (88.9%) PRP projects in the Limpopo Province do not experience this form of poor participation.

The researcher has revealed that although few PRP projects in the Limpopo Province experience forms of poor participation, the majority have the necessary participation as suggested in the literature review (Raniga & Simpson, 2002).

In the succeeding item, the researcher reports about the principles of the social programmes.

6.6.3.6 PRINCIPLES WHICH WERE CONSIDERED DURING THE PRP PROJECTS

The respondents were requested to score the principles of social programmes which they have considered when they conducted the PRP projects in their regions. It has been indicated in the literature review that effective social programmes must include the principles of abstract human needs, learning, participation, empowerment, ownership, release, adaptiveness, simplicity, freedom, equality, justice, rights, diversity and citizenship in their formulation (compare Drake, 2000; Swanepoel & De Beer, 1996.)

The scores are summarized in a Table 6.16 below.

Table 6.16 The principles which were considered by the community development officers when they conducted the PRP projects in the districts of the Limpopo Province

Principles	N=	Percentage
Abstract human needs	13	72.2
Learning	17	94.4
Participation	17	94.4
Empowerment	18	100
Ownership	18	100
Release	15	83.3
Adaptiveness	18	100
Simplicity	17	94.4
Freedom	18	100
Equality	18	100
Justice	14	77.8
Rights	16	88.9
Diversity	15	83.3
Citizenship	17	94.4

A highest number of 13 (72.2%) respondents reported that they have considered the principle of abstract human needs when they conducted the PRP projects in their

regions. This is an effective principle because during the delivery of concrete needs such as food, shelter and clothing to the communities, communities' capacity building is enhanced, so that they can be able to conduct similar future programmes on their own. This principle addresses a problem of reliance and dependency in that when communities reach the stage, they are said to have adequately developed (Kennett, 2001:46-47).

Seventeen (94.4%) respondents reported that they have considered the principle of learning during the PRP projects in their regions. Projects which are meant for the community development must include a learning process principle in their plans. This requirement is also stipulated in the RDP policy framework (Swanepoel & de Beer, 1996:25).

Seventeen (94.4%) respondents reported that they have considered a principle of participation during the PRP projects in their regions. Indeed no programme can kickstart without an active involvement of communities. Participation was also identified as an important element of effective community development during the literature review (Drake, 2001:120).

At least all the 18 (100%) respondents indicated they have considered the principle of empowerment during the PRP projects in their regions. Empowerment is closely related to capacity building and learning which have been discussed above. Empowered communities have enhanced political say towards how they should access resources necessary for their own development. When communities are adequately empowered, the PRP projects shall be said to have achieved its aim of bringing government closer to the people so that they can govern.

All the 18 (100%) respondents reported they have considered the principle of ownership during the PRP projects in their regions. Community projects which were initiated by communities themselves show a higher level of community ownership than those which

were initiated by the department and other nongovernmental organizations, and as such, the latter must be discouraged (Aigner, Flora, Tirmizi & Wilcox, 1999:7).

Fifteen (83.3%) respondents reported that they have considered the principle of release during the PRP projects, in that communities were adequately prepared to become self-sufficient and self-reliant. In this context, communities are able to initiate future similar community projects to address the problems (Lombard, 1991:24).

All the 18 (100%) respondents reported that they have considered the principle of adaptiveness during the PRP projects in their regions. In this way, the researcher is of the opinion that communities were adequately prepared to face other problems without their reliance on outsiders or the government. When this principle has been achieved, communities will be able to develop themselves in future and as a consequence, government intervention would no longer be expected. In this view, once communities receive say one community development project, they are expected to address others on their own (Human Resources Development, 1988:30).

Seventeen (94.4%) respondents reported that they have considered the principle of simplicity during the PRP projects in their regions. When a project are difficult to understand, community participation becomes hindered and therefore without active participation of the communities, development would not be possible. Projects which are not simplified must be discouraged in the communities (Mangena, 2002:14).

All 18 (100%) respondents reported that they have considered the principle of freedom during the PRP projects in their regions. This means that everybody and every sector of the community was provided an opportunity to fairly participate in the community development projects. Freedom will also mean that those who are afraid of participating would be contacted and their fears be addressed (Ritzer, 1988:90).

All 18 (100%) respondents reported that they have considered the principle of equality during the PRP projects in their regions. This is possible because the PRP projects are highly represented by the communities who share similar characteristics of being poor, rural and previously excluded (Drake, 2001:77).

Fourteen (77.8%) respondents reported that they have considered the principle of justice during the PRP projects in their regions. Justice entails that everyone must be afforded an opportunity to participate in the community development project without prejudice and exclusion (Lombard, 1991:75).

At least 16 (88.9%) respondents reported that they have considered the principle of rights when they conducted the PRP projects in their regions. This means that the communities were afforded the rights to choose whether to participate or not in the projects (Drake, 2001:85).

Fifteen (83.3%) respondents said they have considered a principle of diversity during the PRP projects in their regions. It is better to know that the poor communities out there have been adequately prepared to deal more effectively with other types of problems which could stress them in the future. It is reiterated that after a community has adequately received one developmental project, it must be able to address other emerging projects on its own. This means that social programmes enhance the capacity building of the community so that they are able to utilize the experience, knowledge, skills and attitudes in dealing more effectively with future social programmes (Lombard, 1991:74).

Seventeen (94.4%) respondents reported that they have considered the principle of citizenship during the PRP projects in their regions. The PRP is a social programme which is intended to improve the quality of lives of communities within the South African context. All people within the communities are citizens as long as they are born South Africans, and therefore the researcher believes that one (5.6%) respondent who

scored against this item did not understand the checklist instruction correctly (Drake, 2001:120).

The PRP in the Limpopo Province addresses the principles which are considered by general social programmes. The principles guide behaviour, skills and attitudes in regard to the public officials, and they also regulated the means by which the projects are formulated, implemented and evaluated.

In the succeeding item, the researcher shares the findings of the study which are concerned with the goals which were achieved during the implementation of the PRP projects in the Limpopo Province.

6.6.3.7 THE GOALS WHICH WERE ACHIEVED DURING THE IMPLEMENTATION OF THE PRP

The respondents were requested to identify the goals which the PRP projects have achieved during their implementation. This question contains an evaluation feature, and therefore it is intended to inform the programme directors, service providers, communities and other stakeholders if the PRP projects are achieving goals which they were intended to achieve.

The responses are reflected in Table 6.17 below.

Table 6.17: The goals which were achieved during the implementation of the PRP projects in the Limpopo Province

Goal which were achieved	N=	Percentage
Education and training	15	83.3
Entrepreneurial opportunities	12	66.7
Redistribution of resources	15	83.3
Infrastructure development	11	61.1
Improvement of the poor's standard of living	17	94.4
Government's involvement	18	100
Competent economy	15	83.3
Establishment of community development structures	18	100
Temporary employment	9	50
Full employment	16	88.9
Community revitalization programme	18	100
Social security	17	94.4
Communities are free of crime	9	50
People become more aware of HIV/AIDS	11	61.1
Youth who are deviant are assimilated in the communities	8	44.4

Fifteen (83.3%) respondents reported that the communities gained education and training during the implementation of the PRP projects. The PRP is in accordance with the expectations of the social programmes in that after its implementation, community's

education and training must have been enhanced. It has been reiterated throughout this study that projects are rated as effective if they educate and train communities in becoming self-reliant and self-determinant, so that they are able to conduct future projects without the reliance on outsiders.

Twelve (66.7%) respondents reported that communities gained from the establishment of the entrepreneurial opportunities during the implementation of the PRP projects. This achievement means that communities are able to establish their own SMMEs which are effective in the provision of job opportunities. South Africa is stressed with a high rate of unemployment and as a result the establishment of these SMMEs ensures that there will be more job opportunities for the communities.

Fifteen (83.3%) respondents reported that after the implementation of the PRP projects, communities gained the redistribution of resources in that those who were previously disadvantaged were included in the community development programmes. The PRP therefore meet a requirement of the RDP, namely; the redistribution of resources (van Zyl, 1995:14). These resources entail social, economic, cultural and political (*White Paper of the Reconstruction and development Programme*, 1994). In this context, the communities gained insight with regard to how they should conduct projects without the reliance on outside experts. After the communities received an initial funding, they are able to sustainably conduct projects and they continue to generate income and other products. When the cultural condition of the communities is enhanced, the communities actively participate in the programmes intended to improve their conditions. When the political status of the communities is enhanced, communities are able to take informed decisions about their circumstances.

Eleven (61.1%) respondents reported that the PRP projects achieved the infrastructure development requirement. Through this goal, communities are engaged into the construction or rehabilitation of their infrastructure. Infrastructure is in the form of the production of materials required by the communities during the construction of say houses, roads, sewage and others. The infrastructure development has an advantage of

creating job opportunities for the unemployed members of the communities. Once this goal has been adequately achieved, members of communities can sustainably become producers and employees of the projects. The infrastructure development was identified in this study as an effective method for creating jobs. The researcher is of the opinion that if this method is combined with the labour intensive methods of construction, a process through which machinery and sophisticated technology are replaced by human labour, the PRP projects will be able to absorb quite a large number of community members who are unemployed.

Seventeen (94.4%) respondents reported that the poor's standard of living was improved during the implementation of the PRP projects. In this regard, employment and knowledge and skills which were not available in the communities were provided. The poor communities will refrain from indulging in high rate of alcohol consumption and taking drugs, they will limit the family violence and as such, their families will be protected.

All the respondents reported that the implementation of the PRP projects achieved the goal of government's involvement in assisting communities. In this view, it is delineated that the PRP became involved in the establishment of the projects which are required by the communities. This stage of development indicates that the PRP is still at its initial stage of development. During the maturity stage, communities are able to establish developmental projects without government's involvement. Sustainable development shall said to have been achieved when communities are able to establish programmes on their own (Swanepoel & De Beer, 1996:28).

According to fifteen (83.3%) respondents, a competent economy has been achieved during the implementation of the PRP projects. The RDP maintains that a competent economy shall have been achieved when the GEAR macro-economic policy's objectives have been satisfied (GEAR, 2001:19). The researcher is of the believe that this instruction was not well understood by some of the respondents. In this regard, the implementation of the PRP projects is unable to achieve the competent economy goal of the RDP.

All the respondents maintain that a goal for the establishment of community development structures has been achieved through the implementation of the PRP projects. The researcher is of the opinion that no community development programme or project can kickstart without the establishment of these structures. And yet, the structures are referred to as the governing bodies of the community development projects.

At least 9 (50%) respondents say that members of community were temporarily employed during the implementation of the PRP projects. The researcher argues that even if temporary employment provides relief to the poor families, it has serious adverse effects on them on the long-term. It would be better for individuals to be unemployed at all than being temporarily employed. Thus family members who were accessed this type of employment have a high rate of disunity, violence and sufferage. Temporary employment results from the lack of sustainable planning with regard to the PRP projects. Projects of this nature must be strongly avoided. When a project is being formulated, community, practitioners and other stakeholders must make sure they coordinate it with other projects so that it can continue to receive their support. Government departments must not aim at being seen as delivering when it is evident that their services cannot sustainably develop communities.

At least 16 (88.9%) respondents said that the implementation of the PRP projects have provided the communities with full employment. Full employment is an opposite of the former type and has an advantage of effectively addressing poverty within communities. It is quite encouraging to identify that most of community members are provided with this type of employment.

At least all the respondents reported that the implementation of the PRP projects has achieved a goal of community revitalization programme, in that it has renewed the community strength, knowledge and skills. Programmes of this nature are highly required

in communities because they provide them with education and training, employment and enhance their socio-economic, political and cultural standing. Practitioners must encourage communities to establish programmes which have a goal of community revitalization.

Seventeen (94.4%) respondents scored that the implementation of the PRP projects achieved the social security requirement in the communities. The community development projects must be concerned with the provision of social security services to the needy communities.

Nine (50%) respondents reported that communities became crime-free environments after the implementation of the PRP projects. In this context, members of the communities developed strong cohesion through which they protect one another. The researcher argues that community development would not be possible if communities experienced high rate of crime in their neighbourhoods. Community development programmes have a quality of addressing corruption, nepotism, crime and all forms of irregularity. It is also not possible for criminals to commit crime in areas where there are community development projects. The researcher is of the believe that the more community development projects are available in the communities, the more limited will be criminal activities. Community members learn through interaction with other members and the projects, and as such delinquents will also learn the acceptable behaviours through interaction with them.

Eleven (61.1%) respondents reported that after the implementation of the PRP projects, the communities became more aware of HIV/AIDS and other communicable diseases. Where programmes are conducted, there is always an awareness campaign aimed at reaching those who are participating in them. Members of the community interact with each other and discuss matters pertaining to the diseases in a more open manner. Community development projects are therefore effective in reaching out to the communities. Awareness campaigns which are specifically aimed at certain areas of concern are effective, because community members learn better when information is

shared among themselves rather than when it is disseminated to them by outsiders. Thus sexual behaviours are well understood by community members when they are discussed among themselves. Members of the community trust each other and as such, they are able to openly discuss sensitive topics such as sexuality among one another.

Eight (44.4%) respondents reported that after the implementation of the PRP projects, youth who are deviant were assisted into being assimilated in the communities. In this context, the PRP is viewed as a vehicle through which a community can assist its deviant members into being accepted. Individuals with criminal behaviours also need to be assimilated and in this way this goal benefits both communities and the youth who are deviant. It has also been mentioned that when there are community development programmes, crime rate is reduced, this because there is an increased cohesion within the community. Youth who are deviant view themselves as the minority within the community, and through this goal, they choose to be assimilated to the majority rather than being isolated.

The PRP projects in the Limpopo Province have achieved the goals of the global social programmes which were cited throughout the literature review. It has been identified that very few improvements are required in order to increase the scores which were obtained from the respondents.

The last question concerns the monitoring and evaluation process of the PRP projects in the Limpopo Province and will be exposed in the succeeding item.

6.6.3.8 THE MONITORING AND EVALUATION PROCESS OF THE PRP PROJECTS

Respondents were required to score on the manner in which monitoring and evaluation process of the PRP projects was conducted. This item is aimed at complementing the previous evaluation of the implementation of the PRP. In this regard, the researcher

intends to explain in detail how monitoring and evaluation was conducted. The responses are summarized in the Figure 6.15 below

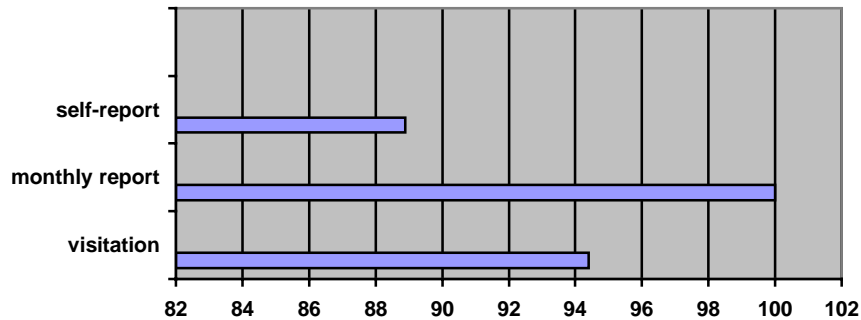


Figure 6.15: The monitoring and evaluation process of the PRP projects in the Limpopo Province

According to Figure 6.15 above, 17 (94.4%) respondents maintain that the monitoring and evaluation process was conducted through project site visits. Visiting the project sites provides the evaluators with first hand information regarding the decline or increase of its involvement into improving the lives of communities. Physical observation of the community development projects is necessary because through only theorizing them on papers provides insufficient and inadequate information.

All 18 (100%) respondents reported that monitoring and evaluation of the PRP projects in their regions was conducted through monthly progress reports. The monthly progress reports are recommended by the funding institutions because they utilize them for releasing funds to the community development projects. The reports have a limitation of containing distorted information about the status of the projects. The language and definition utilized by the reporting entity differs vastly from that which is utilized by the communities. Usually monthly progress reports are compiled by a single individual who acts on behalf of the community and as such, his/her information could not be detailed enough to explain every item of the process.

The monthly progress reports are in the form of a summary drawn from all the records keeping of the project and as such they access us to limited information. These reports help the officials at the funding institutions who do not have time to go through each and every record of the project, because they are in a summary form.

Sixteen (88.9%) respondents reported that they conducted monitoring and evaluation through the utilization of self-report by members of the steering committee. In this context, every member reports how he/she has executed his/her tasks in order to achieve the goals assigned to the project. Minutes of committee meetings, financial statements, salary record book, attendance register, equipment, stock register and other records are necessary to support the self-reports. Self-report by members of the steering committee is an effective monitoring and evaluation tool because it enables community members to correct their mistakes and identify behaviours necessary for the improvement of the project.

The PRP projects in the Limpopo Province strongly utilize the three methods for monitoring and evaluating the decline or the increase of community projects, namely; visitation to the project sites, the compilation of the monthly progress reports and the self-report by members of the steering committee.

The researcher has so far reported all the elements which are contained in the checklist which are reflected in Table 6.13.

In the succeeding final subsection, the findings of this study will reveal what the PRP community development officers who are employees of the Department of Health and Welfare, Limpopo Province have to say qualitatively about the formulation, implementation and evaluation of the PRP.

6.6.4 QUANTITATIVE DATA AND QUALITATIVE INFORMATION REGARDING THE FORMULATION, IMPLEMENTATION AND EVALUATION OF THE PRP PROJECTS IN THE LIMPOPO PROVINCE AS REPORTED BY THE COMMUNITY DEVELOPMENT OFFICERS THROUGH THE OPEN ENDED QUESTIONS IN THE QUESTIONNAIRE

In this final subsection of the third section of the second part of the chapter, the researcher presents the findings of the study which were obtained through the open-ended questions of part of the questionnaire. These are the spontaneous responses which are rich information as related by the community development officers who are employed at the Department of Health and Welfare, Limpopo Province and who are the facilitators of the PRP projects. Research findings obtained in this fashion contain rich information regarding the formulation, implementation and evaluation of the PRP.

The format for presentation to be utilized in this subsection will be as follows:

- the aim of each research question will be explained
- the responses of the community development officers will be presented in a quantitative manner and where necessary, graphical presentation will be shown
- interpretation will be presented and supported by the selected statements which were written by the respondents

6.6.4.1 THE PROCESS FOR THE IDENTIFICATION OF COMMUNITY PROJECTS WHICH ARE MOST RELEVANT TOWARDS ADDRESSING THE COMMUNITY NEEDS

The respondents were requested to explain the process which was followed when the projects which were relevant to addressing the community needs were identified. Their responses are summarized in Figure 6.16 below.

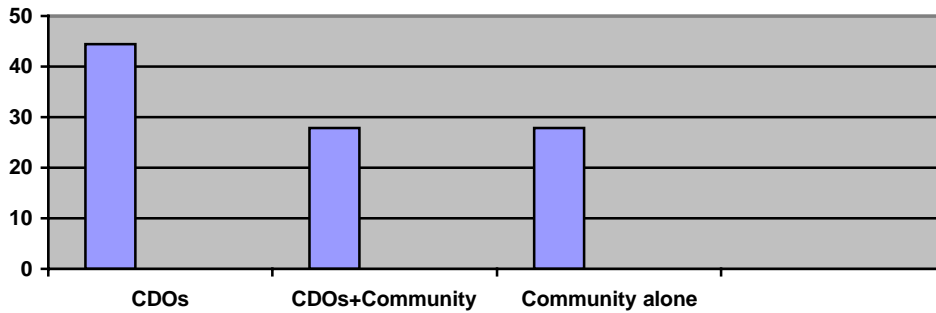


Figure 6.16: The process which was followed when the PRP projects which are most relevant in addressing the community needs were identified

In Figure 6.16, CDOs is an abbreviation for community development officers.

According to Figure 6.16 above, eight (44.4%) respondents reported that it has been the commitment of the community development officer who are employed at the Department of Health and Welfare, Limpopo Province to select the PRP projects on behalf of the communities.

To support the above finding, the researcher selected the following statements which they wrote in the questionnaires:

- *“Needs identification and assessment were done by the social development officers for the community. They were later invited for meetings where they choose projects.”*
- *“I conducted the feasibility study as to how and where can the project be established, and whether it will be relevant to address that particular community problems.”*
- *“I did community profiling checking all the available resources within the community and needs assessment. The community leaders were involved in the invitation process and members of the community volunteered to be part of the project.”*
- *“The community development officers have a duty to compile community profiles, they can then know which projects are required by the community. Community is thereafter involved. They can initiated the projects.”*

- *“I organise campaign, profiling, meetings with all the stakeholders.”*
- *“The community profile has been done by myself. I also checked the resources in all the communities. During the collection of community profile, the traditional leaders, civic association and development forum committee were involved. I also checked the number of projects in the community.”*

Five (27.8%) respondents said that the selection process of the community projects was done through a close interaction between the community development officers and the members of the communities.

Some respondents wrote as follows:

- *“The community development officers together with the chief, SANCO and the forum held a mass meeting, it is here where projects were selected and the steering committee identified.”*
- *“The community development officer meet the chiefs and different structures like SANCO and development forum. After discussion we invite the mass meeting to check the interest group.”*
- *“Identification of community structures wherein an informative meeting was arranged to address the community members on the PRP.”*

Five (27.8%) respondents reported that the selection of the community projects was conducted by the communities alone without the involvement of the community development officers or the outsiders.

Some mentioned as follows:

- *“Through mobilization and need assessment. Full participation of community members throughout the process.”*
- *“At a meeting with community, they identified community needs. Projects were selected.”*

6.6.4.2 THE PROCESS THROUGH WHICH COMMUNITIES CONTACTED THE DEPARTMENT OF HEALTH AND WELFARE

The respondents were required to report the manner in which communities contacted the Department of Health and Welfare, Limpopo Province when they requested for the PRP projects. Their responses are summarized in Figure 6.17 below.

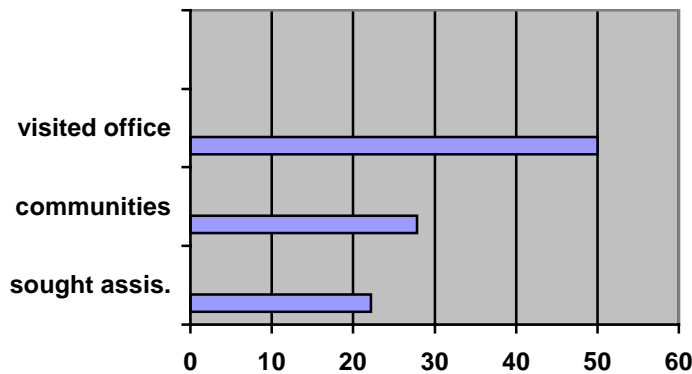


Figure 6.17: The manner in which communities contacted the Department of Health and Welfare, Limpopo Province to request for the PRP projects

From Figure 6.17 above, it is reported by 4 (22.2%) respondents that community members sought assistance from the community development officers and other stakeholders with regard to application of the PRP. These public officials assisted them by compiling the necessary documents and writing the application letters which were then sent to the Department of Health and Welfare.

The respondents wrote:

- *“Some communities were encouraged by their ward councilors to phone the officer responsible to come and explain the communities to make them aware of poverty eradication through the mobilization.”*
- *“The Department of Health and Welfare have CDO at sub-district who are dealing with community members to help them with the PRP programmes.”*

Five (27.8%) respondents purported that communities themselves were capable of compiling the supportive documents to the application for the PRP. They then sent every necessary correspondence to the department themselves.

Some supported their reports by mentioning statements such as follows:

- *“Communities proposed projects of their own interest which are relevant in addressing their needs.”*
- *“Communities contacted the local stakeholders for application.”*
- *“The communities communicated with their local stakeholders for the application letters to be submitted at the Department of Health and Welfare.”*

Nine (50%) respondents reported that after the communities became aware of the existence of the PRP, they then visited the Department of Health and Welfare to seek information. The specific department’s staff explained the processes which they have to follow in order to apply for the PRP projects.

This is contained in some statements as follows:

- *“The communities grouped themselves and initiate the activities they want to be engaged in. They thereafter went to social development officers and explain their established projects and the need for extra funds.”*
- *“After community development awareness campaigns, some people came to our offices to introduce themselves and some sent their community leaders to ask our office for assistance.”*
- *“They send a delegation to inquire about the nature of the projects they want to establish.”*

The community delegates approached the office for information. They were informed about the requirements about starting a project. They were advised to prepare a constitution and a business plan for them to submit in the office for funding.

6.6.4.3 THE PROCESS WHICH WAS UTILIZED IN ORDER TO ACCESS COMMUNITIES WITH FUNDING

The community development officers were requested to explain the process which was undertaken in order to access communities with the PRP funding. Their responses are reflected in Table 6.18 below.

Table 6.18: The processes which were undertaken to access community projects with PRP funding

Responses	N=	%
Communities are capable of drawing documents	4	22.2
CDOs assisted communities in drawing documents	10	55.6
Chiefs approved the funding	3	16.7
Communities were assisted to access donation	1	5.5
Total	18	100

As reported in Table 6.18 above, one (5.5%) respondent mentioned that she/he only assisted the communities in obtaining donations.

The respondent said:

- *“I link them with potential donors by giving them addresses.”*

Some communities were able to compile the business plans for their projects on their own. This was reported by 4 (22.2%) respondents.

The following statements support the finding:

- *“The project drew the business plan and service plan indicating the overall budget they need. The project also drew a constitution showing their rules and the level of operation of their project members.”*

- *“I complete a business plan, service plan, grant agreements and voluntary constitutions for projects and submit them.”*
- *“The communities were requested to submit business plans to the sub-district office. An officer responsible for that particular district submit those prepared business plans to the district office for assessment by the panel.”*

Although the most important documents to secure funding are a business plan and Constitution, 3 (16.7%) respondents revealed that recommendations from the leaders were still required in order for community projects to be funded.

In this regard, some wrote as follows:

- *“There was endorsement from civic and the chief before they were funded”*
- *“Endorsements from the local civic and headman, and opening of their bank account.”*

In most instances, community development officers assisted communities with the compilation of their business plans and Constitutions. All ten (55.6%) PRP projects in the sample had their documents compiled by the community development officers on their behalf.

The community development officers wrote as follows:

- *“They’ve compiled their constitution in their mother tongue, and I translated it into English and completed a business plan with them to access funds.”*
- *“The officer helped members in drafting project Constitution and business plan. Documents are submitted to Regional Office.”*
- *“Communities were assisted by the social development officers to compile documents and in the opening of an account at the bank. We then funded them.”*

- *“The steering committee members together with the social development officers compiled the business plans for the community, constitution and they were submitted to the Department for processing.”*
- *“The community development officer assist the project members by drawing business plan and constitution, advise to open the account.”*
- *“After community has indicated it will participate in the project, we compile the necessary documents for them. We submit the documents to Head Office. When they are satisfied, they give money.”*
- *“I completed business plans and voluntary constitutions for projects and submitted them to the district office for funding. I also assisted projects in drafting application letters to private donors.”*

6.6.4.4 THE QUALITIES OF THE PRP WHICH WERE IDENTIFIED DURING THE PROJECTS

In this context, the study aimed at obtaining first hand information regarding the qualities of the PRP in the Limpopo Province as reported by the community development officers who facilitated the projects within the communities. The responses are grouped into two categories, namely: positive and negative reflected in Figure 6.17 below.

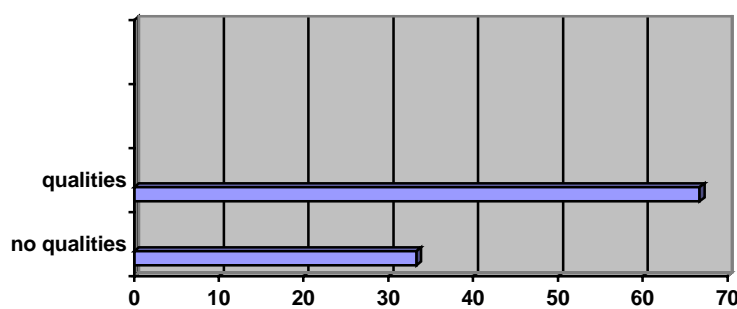


Figure 6.18: Qualities of the PRP in the Limpopo Province which were identified by the community development officers during the projects

Six (33.3%) respondents said the PRP has got no observable qualities because it fails to achieve the goal of eradicating poverty in the communities.

They have recorded their concerns as follows:

- *“It fails to fight poverty because it has no money.”*
- *“The PRP has no qualities for communities, we have an advantage of working in the communities and being paid for doing so.”*
- *“None whatsoever.”*

Twelve (66.7%) respondents mentioned that they have identified the positive qualities of the PRP which they think are the alleviation of poverty, job creation and education and training.

Some wrote as follows:

- *“There is a good quality in bakery projects, they produce good quality bread, poultry also produce quality chickens and eggs. Fencing projects also produce quality products.”*
- *“Poverty alleviation, creating employment, capacity building and improve health standard of people.”*
- *“The projects can address community problems and needs because they target the poor.”*
- *“It addresses the objectives of the welfare Department. It target the poorest of the poor and creates job opportunities. The needed jobs were created.”*
- *“The projects are viable and sustainable. They are able to address the community problems and needs. They target the poor of the poorest.”*

6.6.4.5 THE DELIMITATION OF THE PRP WHICH WERE IDENTIFIED DURING THE IMPLEMENTATION PHASE

The researcher intended to obtain whether the community development officers are able to identify the delimitation of the PRP during its implementation phase.

One (5.6%) respondent maintains that there are no delimitation of the PRP which were identifiable during its implementation phase.

Seventeen (94.4%) respondents said that they have identified the delimitation of the PRP during its implementation phase. Although they have identified different weaknesses, most maintained that the PRP has inadequate resources, it lacks of adequate training, it has low job creation facilities, its projects pay very low salaries to the community members, the products produced by its projects cannot secure regular and adequate income, its funding takes too long to reach the communities, communities do not have the total control of the funds expended to them by the PRP and that the programme fails to reduce crime in the communities.

There are supportive statements which were extracted from the group-administered questionnaires completed by the respondents such as follows:

- *“PRP objectives are not suitable for other communities therefore projects tend to fail.”*
- *“The PRP is not suitable for certain rural communities as they are small and difficult to reach hundred.”*
- *“PRP programme in the beginning does not provide project members with exactly same amount they have applied for. If they apply for R150 000 as per their business plan, they always get less than what they’ve applied.”*
- *“Income-generation is not possible in the communities.”*
- *“Income-generating is too slow, therefore the project members cannot get more salaries.”*
- *“There is a lack of resources in the PRP which is against project implementation.”*
- *“The funding take a long time before it is done. The money is controlled by the district office and not the project members, they tell them what to buy and not to purchase and the projects’ budget is done at the district level.”*

- *“According to my view, the PRP does not train communities enough, it produces many products which are not wanted by the community and as such it cannot address the unemployment problem. It pays communities very little salary.”*
- *“Money cannot reach communities on time, when it does some projects are already dead. Communities do not have the total control of projects as much is done by the districts.”*
- *Lack of resources is one of the problem which is hindering progress during the implementation phase.”*

6.6.5 THE OPINIONS OF THE RESPONDENTS WITH REGARD TO THE AIM, THE OBJECTIVES, THE FORMULATION, THE THEORETICAL FRAMEWORK, EFFECTIVITY AND THE OUTCOMES OF THE PRP

The last sub-section of this section presents the information which was shared by the respondents of the study with regard to their opinions concerning the aim, the objectives, the formulation, the theoretical framework, effectivity and the outcomes of the PRP.

6.6.5.1 THE AIM OF THE PRP

The study aimed at measuring whether the community development officers who are facilitating the PRP projects in the Limpopo Province communities know the aim of the programme.

Only 2 (11.1%) individuals do not know the aim of the PRP.

One wrote the following:

- *“The aim of the PRP is right and focused.”*

Sixteen (88.9%) respondents know exactly what the aim of the PRP is all about.

Some said the following statements:

- *“To eradicate poverty and eliminate dependency.”*
- *“To give employment and food security to the most disadvantaged communities with special preference to women, disabled, youth and the aged. To empower women to be self-reliant.”*
- *“Poverty alleviation.”*
- *“It is good because it was to reduce poverty.”*
- *“The aim of the PRP is to eradicate poverty and elimination of dependency.”*
- *“To empower rural communities especially women, disabled and the HIV/ AIDS affected.”*

6.6.5.2 THE OBJECTIVES OF THE PRP

The researcher intended to measure whether the community development officers who are facilitating the PRP projects in the Limpopo Province communities know the objectives of the programme.

All 18 respondents know the objectives of the PRP. Although they could not list the objectives of the programme as they appear in the framework, theirs are relevant to the PRP.

Extracts of what they have written reveal the following:

- *“The objectives are being addressed because so many families are benefiting from the programme.”*
- *“To create employment and improve health standard of communities.”*
- *“The well established and sustainable developed projects.”*

- *“To raise funds, promotion of moral and social activity, community education, promotion of business skills and to limit crime in our country.”*

6.6.5.3 THE FORMULATION OF THE PRP

The researcher intended to collect information regarding the opinion of the community development officers towards the formulation of the PRP.

There were 8 (44.4%) respondents who seemed to know something about the formulation of the PRP, because they suggested that research was necessary before it was formulated and that the programme must be directed at socializing communities.

The respondents said:

- *“The formulation of the PRP was good because the high rate of poverty was reduced.”*
- *“The PRP should be formed to alleviate poverty and socialization of people (community project members).”*
- *“No thorough research has been done when formulating their PRP policies.”*
- *“There is no research when the PRP is made.”*
- *“PRP should be formed to accommodate more projects eg. minimum of 5 to maximum of 10 instead of maximum of 7 projects in a one cluster i.e. more projects more money.”*
- *“The programme should be modified to suit the conditions of all communities (small and large in scale).”*
- *“The community should be given more information about the operation of projects and they should be given training prior the establishment of the project so that they know what to do during the implementation.”*

Eight (44.4%) respondents reported that they do not know about the formulation of the PRP.

Some wrote the following statements in their responses:

- *“I don’t know.”*
- *“I do not know the formulation of the PRP. I requested for the document during the previous year.”*

And only two (11.1%) respondents said they were critical about the formulation of the PRP

6.6.5.4 THEORETICAL FRAMEWORK OF THE PRP

The researcher intended to collect suggestions with regard to the theoretical framework of the PRP from the community development officers who are tasked with the facilitation of the PRP projects in the Limpopo Province.

Instead 16 (88.9%) respondents mentioned that they do not know about the theoretical framework of the PRP.

Some mentioned the following:

- *“The theoretical framework should be implemented to be able to identify where there are loopholes and for them to be rectified.”*
- *“I do not know it.”*
- *“The theoretical framework is poverty alleviation on the disadvantaged groups.”*
- *“Beneficiary participation, lack of sustainable project planning, sustainable membership.”*
- *“Programmes are not formulated based on the availability of resources.”*

And only two (11.1%) respondents knew about the theoretical framework of the PRP.

One stated:

- *“Poor rural communities especially women, disabled and the HIV/ AIDS patients.”*

6.6.5.5 EFFECTIVITY OF THE PRP

The researcher wanted to evaluate whether according to the community development officers who are facilitating the PRP projects in the Limpopo Province communities, the programme is effective in achieving its goals. The responses are categorized into two groups, namely: the positive effectivity and negative effectivity and are reflected in the Figure 6.19 below.

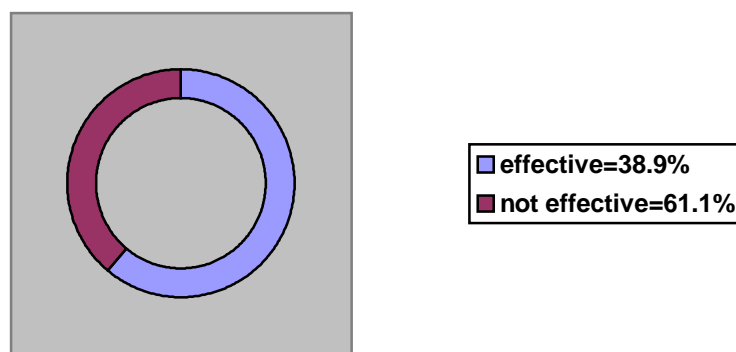


Figure 6.19: The effectivity of the PRP in the Limpopo Province as reported cy the community development officers

As reflected in Figure 6.19 above, 11 (61.1%) respondents reported that the PRP is not effective. They attributed its ineffectiveness to a lack of markets where the products could be sold, few jobs are created and are associated with very low salaries and lastly that the funding provided to the projects is too little and reach the communities very late.

The researcher has selected the following statements which explain the condition:

- *“For the PRP to be effective, the community should be capacitated with information, knowledge, skills and resources.”*
- *“PRP should be maintained and its effectiveness should be realized not only to officials but also to project members.”*
- *“The PRP is not effective enough because the budget for running the objective is very limited in the province and projects within communities are many and need financial assistance.”*
- *“All the projects need to be marketed to tourists and other sectors so that they can be well recognized and get more income.”*
- *“The PRP is not effective because the project budget is limited in the province and national and the members need more funds to run their projects.”*

Only 7 (38.9%) respondents regarded the PRP as an effective social programme because it is conducted within strict budgetary framework and that the projects provides self-reliance to the communities.

Some respondents said the following:

- *“The effectiveness of the PRP is good because project members are no longer dependent on the government officials.”*
- *“The programme helps the community to be self-reliant.”*
- *“The community has groups themselves and form committee, they also draw business plan, constitution with the social development officer and submit to the Department.”*

6.6.5.6 THE OUTCOMES OF THE PRP

The researcher intended to evaluate the anticipated outcomes of the PRP as reported by the community development officers who are facilitating the PRP projects in the

Limpopo Province. The findings are grouped into two categories, namely the positive and negative outcomes which are reflected in Figure 6.20 below.

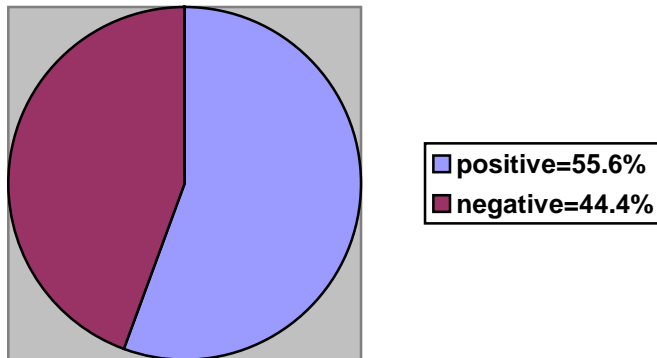


Figure 6.20: The outcomes of the PRP in the Limpopo Province as reported by the community development officers

Ten (55.6%) respondents reported that the outcomes of the PRP will be positive.

Some mentioned the following:

- *“Outcomes are good since most families have improved with regard to standard of living.”*
- *“The PRP has managed to create job opportunities and empowered people who were disadvantaged especially people at rural areas.”*
- *“Jobs will be created to the mostly disadvantaged communities and food security to the community. Capacity building done to the project members will make them aware on how to run their project without close monitoring.”*
- *“To unite youth in our area, to have resources, to be trained and to have better market.”*
- *“Number of jobs created and poverty eliminated.”*

Eight (44.4%) respondents said that the outcomes of the PRP will be negative. The main problems identified with the programme is that its funding is too little and that it is too slow in improving the lives of the communities.

The researcher copied some of their statements as follows:

- *“The outcomes are visible in some projects but the process is very slow.”*
- *“The PRP has not yet have outcomes, if it has funds, it would produce good resources.”*
- *“The process is very slow.”*
- *“Jobs are created but are poor in standard.”*

6.7 SUMMARY

This first part of the chapter was about the research methodology which was implemented for the study. The researcher discussed concepts which were relevant to the study, namely: research approach, research question, the research design, the type of research, the description of the population, sampling frame, the sampling methods and the sampling size, the research procedure and strategy and the ethical considerations.

In the second part the researcher discussed in detail the findings of the research project. Content analysis is an effective research method which was utilized to analyze the PRP framework. The findings obtained through this method revealed that the PRP has a serious limitation of using the business plan in the place of a social programme framework. The PRP objectives are not closely related to the poverty reduction which the programme is intended to address.

Semi-structured interviews were utilized to collect first hand information from the key-informants who represent the communities. The methods has an advantage of collecting rich information with regard to the planning and implementation of the social programmes. The respondents exposed that the PRP community development projects have limitations with regard to the effectiveness in addressing their conditions and that

the programme has limited funding which adversely affect their sustainability, income generation and development.

The self-administered questionnaires were distributed to the selected community development officers in the six districts of the Limpopo Province to collect data regarding the formulation, implementation and evaluation of the PRP. Some of the questionnaires were not returned. The researcher contends that the questionnaire is a weak method of data collection especially if it was badly executed. The respondents revealed that the PRP was doing well with regard to its implementation and evaluation. The respondents reported that they do not know about the formulation of the PRP and its theoretical framework, the PRP is ineffective in addressing the conditions of the communities and that its funding is minimal.

In the succeeding chapter therefore, the researcher will make conclusions regarding the study and recommendations regarding the improvement of the PRP.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.1 INTRODUCTION

In this chapter, the researcher makes conclusions and recommendations regarding the findings which were exposed in the previous chapter. The researcher has reported that the PRP is without a framework and instead a business plan is being utilized by the Department of Social Development in the place of the framework document. The content analysis, semi-structured interviews and self-administered questionnaire shared with the study valuable information which will be utilized in this study to improve the formulation, implementation and evaluation of the PRP.

In order to differentiate the conclusions from the recommendations, the researcher has singled out the recommendations by highlighting them through bolding in the context..

This chapter will be divided into three sections as follows:

- the first section discusses the conclusions and recommendations with regard to the content analysis of the PRP
- the second section outlines the conclusions and recommendations regarding the information obtained through the interviews with the key-informants who are the recipients of the PRP projects
- the third section discusses the conclusions and recommendations which are made from the information which was collected through the questionnaire with the community development officers who are facilitating the PRP projects in the communities in the Limpopo Province.

7.2 SECTION 1: CONTENT ANALYSIS

7.2.1 INTRODUCTION

In this section, the study makes the conclusions and recommendation on the findings which were obtained through a checklist which was designed to evaluate the elements of a PRP framework which were reflected in the previous chapter. The researcher has selected the structure of a general social programme framework according to Gil (1992), which could be utilized for the formulation of the PRP. This section will be attempted according to the structure which was suggested.

7.3 THE STRUCTURE OF THE PRP FRAMEWORK

It has been identified in this study that the Poverty Relief Programme (PRP) does not have a specific framework and that instead the Department of Social Development is conducting it through a business plan. In this section, the researcher presents the conclusions and recommendations for an effective formulation of the PRP framework. As suggested, the structure for the PRP was derived from Gil (1992) who maintains that social programme frameworks should be structured into at least five sections, namely: (i) identification and definition of an issue which is to be addressed by the programme, (ii) the identification and specification of the objectives of the programme, (iii) conceptualization of the effects of causes on the structure of the programme, (iv) identification of the factors which influence the formulation of the programme, and finally; (v) the evaluation of the programme. The suggested alternatives to the framework are in this regard the recommendations. The researcher shall be meaning the business plan of the PRP when he makes mention of the framework throughout this chapter.

7.3.1 ISSUE IDENTIFICATION AND DEFINITION

The first item in the social programme framework is concerned with the identification of the issue to be dealt with and “care should be taken to avoid definitions which limit policy analysis and the development of alternative policies” (Gray & Sewpaul, 1998:12).

The PRP should be conducted through a specific framework which is routinized. According to Midgely (2000:3), routinization of the social programme is achieved through the formulation and implementation of projects which are statements which prescribe courses of action and are codified in documentary form in order to facilitate standardized decision making. **In this regard, the PRP should be formulated in a precise document which can enable implementers and evaluators to obtain similar results.**

The issue to be addressed by the PRP, namely, poverty should be identified and defined. A good definition of the PRP is necessary because “the lack of clearly understood working concepts and ambiguously phrased or excessively detailed, community legislation, are at least partially responsible for a range of control problems” (Levy, 1990:83). Thus a badly defined social programme is difficult to formulate, implement and evaluate, and therefore it does not achieve its intended goals.

Awamleh (1990:134) maintains that planning and implementation of the projects could be disrupted if the social programme is not solid or well-defined. Other authors who support this statement are Gil (1992:75), Palumbo and Calista (1990:5) and Burke (1990: 140).

The problem which was identified should be clearly stated during this section of the framework (Effendi & Hamber, 1999: 175). The PRP is concerned with poverty alleviation within the South African communities. In this study, poverty was identified as a complex phenomenon. It could be explained through a variety of angles and perspective.

Poverty could be explained as deprivation which have the following forms: absolute deprivation, relative deprivation, cultural deprivation and conjunctural deprivation which will be discussed in this section.

7.3.1.1 FORMS OF POVERTY

The forms of poverty are discussed in this item.

- **ABSOLUTE DEPRIVATION**

The framework should mention that poverty is a condition which is caused by the classification of the poor due to their meagre incomes which are incapable of addressing their socio-economic amenities. The absolute deprivation form of poverty was elucidated by Novak (2001:182) who maintains that social programme practitioners must utilize a poverty line according to which the poor can be defined and measured through the comparison of their incomes with those earned by other classes in community, such as the rich. In the South African context, the poverty line is also termed a means test.

The alternative suggested by the researcher does not only define poverty in a clear manner but also indicates how the poor are identified through the utilization of a means test. Through the utilization of the means test, the practitioners are able to identify the poor without disturbing their emotional and physical statuses.

- **RELATIVE DEPRIVATION**

According to relative deprivation, poverty is defined as a form of deprivation through which people are excluded from participating in the community development programme. There are three classes in the communities, namely, the lower class, the middle class and the upper class. The inclusion of this classification in the framework is important because Marsden (1990:16) contends that the “traditional frameworks appear to have exacerbated rather than reduced divisions between rich and poor.” Frameworks must briefly explain these classes and their origins. The PRP has satisfied this requirement.

- **CULTURAL DEPRIVATION**

In the previous chapter, the researcher exposed that **the PRP does not mention cultural deprivation as a form of poverty.** The poor according to the cultural deprivation form of poverty are “widely criticized as scroungers and benefit cheats, the treatment of those forced to turn to the state for assistance has profoundly shaped not only their own experience of poverty but also the terrain on which the wider society sees the problem” (Novak,

2001:180). **If poverty is viewed through this dimension, the practitioners will be able to know that they are not only required to provide services to the communities but also to improve the knowledge, skills and attitudes of the poor towards their active self-development.**

- **CONJUNCTURAL DEPRIVATION**

According to the conjunctural deprivation explanation of poverty, in South Africa the condition was caused by the previous socio-economic policies which excluded the majority of people from participating in the community development programmes. This has been mentioned in the PRP framework.

The framework must include the characteristics of the social programme which when met will improve the programme. The characteristics of the social programme are suggested in the succeeding item.

7.3.1.2 CHARACTERISTICS OF THE PRP

The characteristics of the social programme are utilized to define that programme in certain dimensions. **The researcher recommends that the PRP framework must be formulated in such a manner that it includes the following characteristics:**

- **THE PRP OUGHT TO BE COMPLEMENTED BY AN ECONOMIC POLICY**

The framework has mentioned the relationship between the PRP and an economic policy. This is an important characteristic without which programmes processes cannot be conducted because “there is a strong relationship between social policy and economic policy. The relationship is based on the fact that, while economic policy promotes economic development objectives for the development of the economy, social policy promotes social development objectives such as the development of an equitable society” (Masiye, Tembo,

Chisanga & Mwanza, 1998:38). This therefore supports an assertion that without an economic policy, social programme cannot be formulated, implemented and evaluated.

- **THE PRP OUGHT TO BE A FIELD AND PRACTICE STUDY**

Midgley (2000:6) maintains that social policy making must be characterized by the social policy academic field which is concerned with prescribing and recommending the strategies which government must implement in order to improve the social conditions of people. This requirement also enable the scholars to demand the critical role of values and ideologies in the field for policy makers.

Immediately people start requesting for assistance from government, whether in singles, groups or community contexts, any intervention to assist them must be constrained within the professional field and practice. The social programmes must therefore extensively involve the social workers or community psychologists in its formulation, implementation and evaluation because interventions on social problems such as poverty must be informed by professions and bound by ethical considerations. **It is recommended that the PRP considers the involvement of professionals into assisting communities who are poor into developing themselves.**

- **THE PRP OUGHT TO BE RELATED TO WELFARE POLICY**

The PRP framework has considered that welfare policy is strongly linked to the eradication of poverty within the South African communities. Social policy is closely related to welfare because welfare reform continues to be on the agenda of many governments which aim at improving the qualities of life of communities (Mooney, 2001:193). Thus social policy and welfare policy are intended to meet the demands for employment, regular earnings, higher wages and the enhanced socio-economic, political and cultural status of the communities.

- **THE PRP OUGHT TO BE A STATE'S OBLIGATION**

According to Wellman (2002:61), government must through its social programmes be judged in terms of the extent to which they maximize overall happiness or well-being of communities.

It has previously been mentioned in this study that social policies and programmes are influenced by government's obligation and therefore, it is of high importance that the PRP framework specifies the mission of the South African government to fight poverty. This will inform communities that the legislatures are indeed doing their level best at addressing social problems within communities. **The researcher recommends the state's obligation be mentioned in the PRP framework. The researcher adds that professionals must be drawn from the social work profession because it "has more knowledge and skill relevant to social development than any other" (McKendrick, 2001:105).**

- **THE PRP OUGHT TO BE CONCERNED WITH THE LIFE COURSE OF PEOPLE'S DEVELOPMENTAL STAGES**

An important dimension is that social programmes must be seen in association with the stages of human development, such as when they are born, are children, are adults, are aged and when they are affected with diseases and are physically and emotionally disabled.

The researcher recommends the PRP framework for mentioning this characteristic of a social programme. The characteristic has been displayed in an illogical fashion in the framework and it is thus important that the PRP framework specifically mentions it in a logical and detailed manner.

- **THE PRP OUGHT TO ADDRESS INCLUSIVITY**

The PRP framework considers the question of inclusivity in its projects.

In this regard, inclusivity would not be achieved if other sectors of the communities are left out of the programme. In order to attain this requirement, **the researcher recommends that the PRP framework must include other sectors which he is of the opinion were left –out in the programme, such as men who do not work who according to him, contribute to the high incidence of poverty.** Men who do not work in particular comprise a large segment of the unemployed. By including men in the programme will be to protect the communities because social disorganizations such as family violence, child neglect and abuse and alcohol and substance abuse are more probably committed by men than women. Novak (2001: 191) supports that the state must be responsible to ensure inclusion of all sectors of the society in the social programmes and that it must make sure that those who were excluded have a duty to make use of the opportunities that are provided.

- **THE PRP OUGHT TO BE FOCUSED ON POVERTY**

The researcher has reported in the previous chapter that the PRP framework did not specify that the programme is focussed on poverty. This is a limitation because without knowing what an actual issue is, concentration of efforts will be directed irrelevant issues of the social programme. **In this context, the framework must throughout its formulation acknowledge that the PRP is focussed on poverty.**

The most important characteristics of the social programme is identified by Rubin and Rubin (1992:11) as the elimination of inequality in the distribution of wealth and power, thus, the fight against poverty through the redistribution of the socio- economic, cultural and political resources.

In this section, the researcher recommended the inclusion of important characteristics of the social programmes in the PRP framework which he is of the conclusion were excluded, namely the social programme must not score each and every characteristic entailed in the general social programmes in order to be rated as effective, but rather it must score on the qualities which makes it effective in the eradication of social problems.

7.3.2 OBJECTIVES OF THE PRP

Gil (1992:77) maintains that the second item in the social programme framework is concerned with the objectives of the programme. He writes that " the objectives of social policies constitute key criteria for the evaluation of their social significance and the analysis of their effectiveness." It has been reiterated in this study that social programmes are divided into objectives which are manageable, measurable, implementable and are thus closely related to them and the problems they intend to solve.

The PRP framework has the following objectives which will be discussed under this item: 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.

7.3.2.1 FOOD SECURITY INITIATIVES

According to the researcher, this is an ineffective objective of a poverty alleviation programme because in many instances it cannot generate enough income.

The researcher hereby recommends that this objective be altered into a more effective objective which is closely related to poverty alleviation. Except producing only the greenery products, communities can also produce infrastructure development material such as bricks, doors, paving bricks, pallets and others which could be sold at open market in order to generate adequate and sustainable incomes. The community gardens must be developed into larger fields with the necessary equipment and technology. In most communities, the current state of the food security initiative projects cannot enable communities to escape poverty.

7.3.2.2 COMMUNITY DEVELOPMENT STRUCTURES

The researcher argued that this must not be identified as an objective of the PRP because community development structures are necessary for every community development project

without which projects cannot operate. There is no connection between poverty and the community development structures, but there is a strong connection between the structures and project processes. These structures conduct the planning, implementation and evaluation functions of the projects and they are the mouthpiece and representative of the communities.

The researcher recommends that community development structures must be removed from a list of the objectives of the PRP in the framework.

7.3.2.3 YOUTH WHO ARE DEVIANT

The researcher has reiterated in the previous chapter that the youth who are deviant must be removed from being an objective of the PRP because this objective is not closely related to poverty reduction. An objective which does not impact upon the lives of the poor has no relevance in the community development field and practice, and therefore the researcher recommends that it be structurally removed from the list of the objectives of the PRP.

7.3.2.4 DEVELOPMENT OF SELF-HELP ORGANIZATIONS

The researcher concludes that there is a strong relationship between the development of self-help organizations and poverty reduction within community development field and practice. **As a recommendation, this objective can only be effective if government and nongovernmental organizations could supplement it by formulating policies which are aimed at mobilizing communities and business sector to support and strengthen the development of self-help organizations.** If support is not received, most of these organizations will collapse.

7.3.2.5 THE AGED AND CHILD CARE

The researcher has identified that this objective of the PRP is of dual purpose in nature. Objectives are variables and as such they must not be expressed in double-barrel context.

The aged and child care is an objective which can be very effective in other types of programmes which have an aim of improving the social standing of both the senior citizens and the children. An objective of the PRP must only aim at alleviating poverty within communities and nothing else. It is therefore fruitless and ineffective to identify the aged who are already catered for by the old age pension scheme as an objective for the reduction of poverty. If the PRP has identified the aged and the children as important segment of the communities who suffer from poverty, then the Department of Social Development must address their poverty problem through other means, say by increasing the old age and child care grants, for example.

7.3.2.6 THE DISABLED

The researcher recommends the inclusion of this objective in the PRP framework because it is strongly related to the reduction of poverty in that it states the employment of the disabled in community development projects. It should be noted that there is no strategy which is relevant to the reduction of poverty unless it addresses the employment of people. The Department of Social Development must firstly make programmes available to the communities so that when these programmes start to flourish, they can ensure job opportunities for the disabled. The researcher concludes that this is an important objective of the PRP because it can actually reduce poverty of people with disabilities.

7.3.2.7 FINANCIAL PLANNING AND MANAGEMENT

The financial planning and management objective of the PRP is another imperfection which the researcher has identified so far in this study. The researcher argues that the PRP is aiming too far away from the real reduction of poverty in that this objective is not closely related to the problem. It becomes a mistake to support and strengthen the community finance organizations when it is obvious they are not able to assist people in escaping poverty.

The community finance organizations motivate the culture of saving in communities, they are all over the communities, they have different forms, they are traditional in nature, they are easily robbed of large sums of money due to fraudulent claims and as such they cannot be identified as a strategy to fight poverty. Organizations of this kind do exist without the intervention of government, they have been within the communities throughout communities' lives and as such they must not be assisted because they exist even without the assistance. The researcher concludes that the community finance organizations must be identified as a source of social and economic resources for the community development projects.

7.3.2.8 MONITORING AND EVALUATION

Monitoring and evaluation is an important phase of the PRP process without which programme managers, the practitioners, clients and other stakeholders cannot tell whether the programme is achieving its intended goals. As has already been stated in the previous chapter, **this must not be identified as an objective of the PRP but rather as a phase in its process.**

Poverty Relief Programme Business Plan 2001/2003 (2002:15), which is a recent version of the framework has replaced monitoring and evaluation with the administration and capacity building but confusingly specified that this is actually not an objective of the PRP.

The researcher plays a different card in this statement and according to his argument, **the administration and capacity building must in fact be identified as an effective objective of the PRP.** This is because, no community development programme is possible if it does not address both the administration and capacity building of the community.

Communities must be capacitated into areas regarding the administrative functions of their projects which are concerned with the planning, implementation and evaluation. Through capacity building, communities are enabled to enhance their knowledge, skills and attitudes.

During a discussion above, the researcher has argued that community development structures, youth who are deviant, the aged and child care, financial planning and management and monitoring and evaluation are not related to poverty reduction and that they must be removed from the framework. The food security initiatives and development of self-help organizations are recommended objectives of the PRP which need to be improved in order to generate incomes and become sustainable. The disabled and administration and capacity building were also identified as effective objectives of the PRP. It would be advisable that the objectives of the PRP be reduced to a small number. This makes them more manageable because “organizations with single goals are likely to be more effective than organizations with multiple goals” (Chatterjee & Sinclair, 2000:72).

The researcher contends that there is nothing wrong about the alteration of both the social programme objectives and the implementation strategies about the PRP. This proposition is supported by Mitchell (1990:37).

The recommendations cited in this context are meant for the improvement of the PRP framework because the researcher is of the opinion that poor formulation of a social programme framework leads poor implementation and evaluation of the entire programme.

7.3.3 CONCEPTUAL MODEL OF THE PRP

“The third section of the framework is based on the conceptual model of social policies and is designed to explore the effects of specific social policies on the structure and dynamics of society” (Gil, 1992: 82). According to Chambers (2000:18), this item of the framework is

concerned with “the identification of major ideological positions and value biases embedded in a description of a social problem.” The framework therefore must specify how those affected by the problem “ought” to be like. In this item of the social programme framework, the formulators must include (i) the causes and effects of the problem, and (ii) the process of the programme which is designed to address the problem.

7.3.3.1 EFFECTS OF POVERTY

It has been mentioned in the second chapter of this study that poverty is observable through its effects on the physical, social, cultural, economic and political environments of people. In the checklist intended to evaluate the PRP framework, the researcher has listed the effects of poverty on women, children, the elderly, the disabled, the sick, prostitutes, the unemployed and the working poor, people under welfare, domestic violence and the street children.

- **WOMEN**

Women who are neglected and abused, who head the family households, who do not work and or are living in the rural areas are an important effect of poverty which the PRP framework has identified. The PRP shall be said to have succeeded when its projects shall have employed women and refrain from discriminating against them due to their sexual orientation (Wilson, 2001:137). This is so because the most important indicator of social development is when women articulate and assert their own point of view regarding their participation in the social programmes (Rahman, 1990:47).

- **CHILDREN**

Children who are living within the poor family households and those who lost parents and guardians to HIV/AIDS and other communicable diseases are an important effect of poverty within the South African context. May et al. (1998:30) have noted that the home is no longer a safe place for many children because it fails to provide them with the necessary resources for their development.

Because the effect has been satisfied in the framework, the researcher recommends that it should enjoy further inclusion in the PRP framework.

- **THE ELDERLY**

The PRP framework has identified the elderly as an effect of poverty.

The researcher argues that indeed the elderly must be regarded as an effect of poverty although they must not be identified as an objective of the PRP. The researcher share similar view with Torres- Gil and Villa (2000: 215) who maintain that “older people have seen the development of a set of benefits, programmes, laws and services. In many ways, social policy for the elderly has been extra ordinary successful.”

- **THE DISABLED**

The disabled like the women, children and the elderly are a sector of the community which is weak and unable to compete for the scare socio-economic, cultural and political resources with other groups. The researcher acknowledged the PRP framework for having identified the disabled as an effect of poverty.

- **THE SICK**

As reported in the previous chapter, the sick are individuals through which poverty could be observed because they have the characteristics of being without incomes, they cannot provide for own and family household requirements and are dependent on others for their day-to-day living. The incidence of HIV/AIDS and other communicable diseases exuberates other facets of poverty. Poverty increases the risks of HIV infection. The illness increases the risks of a household or an individual becoming impoverished (May et al, 1998:111).

Since the PRP has not identified the sick as an effect of poverty, the researcher recommends that the framework becomes flexible in nature so that it can cover other types of physical and emotional misfortunes of people in communities.

- **PROSTITUTES**

Poverty could be observed through the increase of prostitution which is also exuberated by high unemployment rate. This effect of poverty was underestimated in the PRP framework. **The researcher recommends that prostitution be included in the framework because it is closely related to poverty and the high prevalence of HIV/AIDS.**

Prostitution must not be developed into an objective of the PRP because the Department of Social Development does not have the necessary resources to tackle it. Chatterjee and Sinclair (2000: 78) also believe that programmes which concentrate in youth who are deviant leads to failure in that they are not effective and seem to increase delinquency and certainly do not lead to delinquency reduction.

- **THE UNEMPLOYED AND THE WORKING POOR**

Labour force participation is lower in poor than non- poor households and half of the working- age poor are outside of the labour market (May et al.; 1998:36). The researcher is of the conclusion that social programmes shall be rated to be effective if they include the unemployed and the working poor as an important effect of poverty.

The researcher recommends the PRP framework for having included the unemployed as an effect of poverty in its formulation. The researcher maintains that since this effect is reflected in a double-barrel manner in the framework, the second part which is the working poor should hold almost similar favouritism in it. **The researcher also advises that this effect be developed into an objective of the PRP.**

- **PEOPLE UNDER WELFARE**

There is a close relationship between poverty and people who are under welfare. This is an important effect which shows us that indeed poverty is available in our communities. The researcher argues that the identification of people under welfare as an effect of poverty must not be confused as a motivation for it to become an objective of the PRP. People under welfare are already catered for by other forms of the social assistance grant.

- **DOMESTIC VIOLENCE**

From the literature investigation in this study, the researcher has reported that the PRP has an intention to protect the children and women in the family households of the poor from neglect and abuse. Domestic violence is hereby identified as an effect of poverty which is closely related to the culture of the poor. Domestic violence must be seriously considered as a facet of poverty because it is utilized by men as a tool to control women (Woodward, 2001:97). In this context, the PRP should aim at reducing domestic violence in the households.

The researcher recommends the future alternatives of the PRP framework must consider domestic violence as an important effect of poverty.

- **STREET CHILDREN**

In the previous chapter, the researcher indicated that the street children are an important effect of poverty. Children are physically and emotionally incapable of looking after themselves, they do not have the necessary family support, they are socio-economically lacking and require the support of other members of the community to survive. Child poverty is increasing by day because most children are brought up in the most desperate circumstances in own families, that they opted to become street children, thereby they are increasingly portrayed as unruly, uncontrollable, amoral and even evil (Lavalette &

Cunningham, 2001:231-233). It is true that most children from the rural areas and the informal settlements have migrated to the towns and cities where they live as twilight kids.

In this regard, the researcher recommends that the children who are street children must be identified as an effect of poverty and be included in the PRP framework.

The researcher has recommended the inclusion of the most important effects of poverty in the PRP framework. Under this third item of the social programme framework, the researcher will also discuss and make recommendations regarding the PRP process.

7.3.3.2 THE PROCESS OF THE PRP

In the previous chapter, the researcher exposed that the PRP is without a specific process. Although the framework has mentioned some of the phases of the PRP, it failed to accordingly categorize them in a sequential manner. It is a limitation for the programme to be conducted without a specific process. Social programmes which lack of the specific process have a disadvantage of being conducted in a haphazard fashion.

According to Younis and Davidson (1990: 3), social programmes should have a specific process which to them can be divided into three main stages, namely: formulation and design, implementation and evaluation. Unless the process is in place, the programme practitioners will find it difficult to conduct projects.

- **IDENTIFICATION PHASE**

As reported in the previous chapter, the PRP framework has mixed the identification and the implementation phases together. According to Swanepoel (1992:51), the need identification is the first phase of the community development project in which community sectors participate in the identification of their needs.

It is therefore recommended that the identification and implementation phases be separated and discussed individually from one another. This will ensure an effective

planning because naturally identification phase is about community needs assessment and definition.

- **PREPARATION PHASE**

It was reported in the previous chapter that the preparation phase of the PRP process was not mentioned in the framework. This is an important phase of the social programme process through which a problem is defined in accordance with the availability of resources to reduce it.

The researcher recommends for the identification and description of the preparation phase of the PRP process in the framework.

- **APPRAISAL PHASE**

It is during the appraisal phase of the PRP process that project planning takes place. Darling, Rahman and Pillariseti (1994:74) maintain that “strategic planning is a framework providing a systematic approach to planning for future development and allocating needed resources for anticipated changes.”

The researcher recommends that the appraisal phase of the PRP be singled out from other phases and its characteristics be detailed accordingly in the framework. As it was mentioned in the previous chapter, the requirements of this phase informs communities how they should apply for projects, what criteria they should meet in order to qualify for projects and how they should compile certain documentation required for their selection and approval.

- **NEGOTIATION PHASE**

The negotiation phase of the PRP concerns the development of important community documentation such as the project business plans and constitutions. The researcher is of the opinion that projects cannot be effectively conducted without a detailed plan. The

constitutions are important legal documents which were underestimated in the PRP framework and without them, the projects can find it hard to develop and could be hijacked by the self-perpetuating individuals. The PRP is sanctioned by the societal institutions and as a requirement, it cannot distribute funds to the community based organizations which do not have constitutions in place.

The researcher therefore recommends that the negotiation phase of the PRP process be adequately identified and discussed in detail in the framework.

- **IMPLEMENTATION PHASE**

Implementation means putting plans into action (Swanepoel, 1992: 89). The implementation phase was mixed with other phases in the framework.

The researcher recommends that the implementation phase must be singled out from other phases, it be discussed in detail because it is the phase which is of utmost importance in the social programme process, and finally the expected gains of the programme after its implementation be accordingly listed.

The implementation of the social programmes have the implementation problems which should be addressed. These implementation problems will be discussed in this item.

7.3.3.3. IMPLEMENTATION PROBLEMS OF THE PRP

In the previous chapter, the researcher noted that social programmes must be planned in such a way that they are designed to deal more effectively with implementation problems. If these problems are not accordingly anticipated and planned for, programmes perform poorly and fail to achieve their goals.

The researcher recommends that implementation problems must be strongly considered in the formulation of the PRP framework because Morgan (1990: 40) has

advised that the outcome is more likely to be successful if the potential problems of implementation are considered at the policy design stage problems like the following:

- **Organizational disunity**

This is an important implementation problem which need to be included in the framework since the PRP is formulated by the national Department of Social Development and implemented and evaluated by some of the provincial departments of Health and Welfare.

There shall be an organizational disunity implementation problem within the PRP unless the researcher's recommendation that this implementation problem be addressed through the establishment of some of the provincial departments of Social Development in order to implement and evaluate the PRP in provinces, is taken into consideration.

- **Standard operating procedures**

In the previous chapter, it was identified that the PRP framework mentions the standard operating procedures implementation problem but it fails to elaborate on how the problem can be addressed.

The absence of standardized means to execute and control the action and activities to realize the objectives of the social programme is a serious defect which must be avoided by the PRP at all cost. Awamleh (1990:135) supports that "red tape and complexity of procedures and methods may create difficulties and mistakes in the implementation of policies."

The researcher therefore recommends that standard operating procedures must be clearly identified and planned for. This ensures the replication of social programmes and a need to conduct good evaluation and improvement of programmes.

- **Organizational communication**

In the previous chapter, it was mentioned that the PRP framework has identified the organizational communication problem of implementation and suggested it could be addressed through integration and coordination. Winter (1990: 27) has identified this implementation problem when he maintains it occurs when there is lack co-ordination and information regarding social programmes in different government departments. This will result in different institutions conducting similar programmes to the same community whereas in fact they must have combined the resources to develop a single programme.

In South Africa, many governmental and nongovernmental institutions claim to be more effective in formulating programmes which are aimed at addressing poverty. This results in the establishment of so many programmes intended to attack a single problem with minimized resources and insustainability.

The researcher is of the opinion that poverty alleviation programmes could be effective if they were conducted by a single institution which is awarded adequate resources for the sustainable development of communities. It is unreasonable for politicians to embark on mushrooming programmes in communities whereas these programmes are short-lived, incomplete and some do not even jump-start.

The governmental and nongovernmental institutions should establish forums within which they can deliberate the causes and consequences of poverty. During these forums, they must decide who should be delegated tasks of either tackling the causes and or the consequences of poverty. It should not be a matter of everybody plays the game without regard of who should be the referee.

- **Problems regarding time and resources**

From the previous chapter, it was reported that the PRP framework strongly addresses the implementation problems regarding time and resources. For Palumbo and Calista (1990:4)

social programme implementation always fail to achieve their goals if insufficient resources are committed to them. Resources are the means which enable social programme implementation because “if the system is given enough money and enough instruction, implementation will be effective, since there will be no necessity for subversive behaviour” (Younis & Davidson, 1990:8).

The researcher recommends that under this emphasis, the framework should mention how the products are to be marketed, who is to be employed in the projects and how the projects are to be sustainable.

- **Horse-shoe-nail and public planning**

This is a condition through which legislatures enact social programmes to eradicate poverty whilst on the other hand, their other programmes encourage the development of the problem. This condition happens when it is difficult to identify the exact problem, definition of its respective causes and its consequences and the administrators deliver services to the communities which are unrelated to the actual problem (Winter, 1990: 25). Viewed from another angle, the horse-shoe-nail and public planning implementation problem is perceived by Burke (1990:139) as a condition in which resources are chronically inadequate relative to the task workers are asked to perform in order to address problems in the communities.

The researcher recommends for the inclusion of the horse-shoe-nail and public planning implementation problem in the PRP framework so that the occurrence of this problem can be totally isolated in the implementation and evaluation of the programme.

- **Interorganizational politics**

In the previous chapter, the checklist revealed that the PRP framework mentions the implementation problem of the interorganizational politics. Social programme formulation must avoid the implementation problem which is caused by the economic and political instability within the environment. It should be realized that development and disharmony

do not go hand in glove, in that, where there is disharmony there is an absence of development.

The researcher recommends the PRP framework for its inclusion of the interorganizational politics implementation problem in its formulation.

- **Vertical implementation structures**

It was mentioned that the PRP is formulated by the National Department of Social Development and is implemented and evaluated by some of the provincial departments of Health and Welfare. This condition is a limitation towards the effectiveness of the programme. Smyrl (1999:137) also discourages this condition in which policies are conceived in institutional environment and implemented in others.

The researcher concludes that implementation will be infested with problems if a different national department formulate a social programme and instructs some of provincial departments of a different department to implement and evaluate the projects under that programme.

The researcher therefore recommends that the Department of Social Development must establish its own provincial departments for the effective implementation and evaluation of the PRP.

- **Horizontal implementation structures**

When a social programme is solely formulated by the highest echelon of the department without the involvement of those in the provinces and regions, its implementation and evaluation become distorted and thus its replicability is impossible. Smyrl (1999: 142) is of the similar opinion the horizontal implementation structures implementation problem of the social programme must be planned for in frameworks. Palumbo and Calista (1990:xi) state the reason for this failure by mentioning that the policy makers dictated what they wanted and implementers did not fulfil them because they do not understanding what the dictators want them to do.

The PRP framework is acknowledged for its consideration that development is possible only if it is conducted by communities themselves. **The Department of Social Development must continue to distance itself from doing everything for communities, and consider planning, implementing and evaluating programmes with the communities as this will empower the communities.**

- **Top-down perspective**

Top-down perspective is the condition through which social programmes are designed by government to fit the needs of the communities without the involvement of active participation of the communities in the process. Younis and Davidson (1990: 5) explain that policy is formulated at the top, this then being translated into instructions for those who will implement the policy at the bottom.

The top-down perspective condition must be seriously discouraged in the social programme field and practice. In the context of this study, **the researcher recommends that the needs of communities and families must be articulated by the communities in partnership with public officials who are employees of the PRP.**

Bottom-up perspective

It is a requirement that in the planning stage of its implementation, the PRP considers addressing the implementing problem, in that “ techniques and approaches are required which will actively involve people more in programme development and delivery rather than resting context with their role as passive recipients of public policy” (Pratt, 2001 : 29).

From the limitation identified in the previous chapter that the PRP framework did not involve the active participation of communities in its formulation, **the researcher recommends that the PRP must involve the grassroots during the processes of the programme. The bottom-up perspective is a strong ingredient of prosperous social programmes because it does not underestimate the knowledge, skills and attitudes of**

the communities. Palumbo and Calista (1990: xiii) support that the bottom-up perspective is an effective approach which does not undermine the grassroots and it is always associated with functional results.

- **Circumstances external to the implementing agency**

Social programmes must have plans to address the emergence of the circumstances external to the implementing agency problem in place because this problem might impose crippling restraints on the implementation process of the programmes (Younis & Davidson, 1990:6).

In the previous chapter, the researcher mentioned that the exclusion of this implementation problem in the PRP framework does not have an adverse effect on both the implementation of the programme and the recipients of the programme. **The researcher recommends that this implementation problem must be included in the framework because of its importance.**

- **EVALUATION PHASE**

“To evaluate social development means to evaluate a process, that is to say, to understand the process which unfolds when intervention has taken place” (Garaycochea, 1990:67). Monitoring and evaluation has been accordingly addressed in the PRP framework.

The researcher recommends that monitoring and evaluation be separately acknowledged as a phase of the PRP process, be discussed in detail and its characteristics be mentioned in order to enable practitioners, communities and other stakeholders to follow the process in a step-by step fashion.

The most important implementation problem which the researcher concludes might retard the success of the PRP is a condition wherein the Department of Social Development does not establish its own provincial departments and expect a programme under its custody to be implemented and evaluated by the provincial public officials of another department.

7.3.4 FORCES SURROUNDING THE DEVELOPMENT AND IMPLEMENTATION OF THE PRP

The fourth section of the framework examines social policies in relation to forces within and outside a society which surround the development and implementation of social policies (Gil 1992: 82).

In this section, the researcher makes the conclusions and recommendations regarding the factors and the theoretical models which influence social programme making with special reference to the PRP.

7.3.4.1 FACTORS WHICH INFLUENCE THE FORMULATION OF THE PRP

- **CONDITION OF ESTABLISHMENT**

Condition of establishment as an influence towards social programme making is captured in Carlucci (1990:150) who maintains that the mandate in government which is in the form of legislation must be in place, the funding must be provided and that the agreements which were reached and the technology acquired must be in place in order for the social programme to be developed.

As mentioned in the previous chapter, the PRP framework does not consider the condition of establishment as a factor which influence its formulation. This factor does not have an impact on the PRP or the communities, although the researcher recommends that it be mentioned and explained in detail.

- **POLITICAL ASSIGNMENT**

It is political assignment which influence legislators to formulate social programmes which are aimed at reducing poverty within communities because the legislators are often the most powerful groups in setting the policy agenda (Palumbo & Calista, 1990:10).

The framework does not mention that the PRP is evident because of a political assignment. The PRP is not a tool utilized by adverse political domains to achieve their own political gains. **The PRP must be apolitical and continue to represent all sectors within the communities. It should be seen as a unifying mechanism because it is made possible by the taxpayer's money and as such it should develop the communities.**

- **LEGALITY ACCORDING TO THE STATE AND ADMINISTRATIVE LAW**

According to Linder and Peters (1990:55) the main influence toward social policy making centres around the specific definitions of the problem and how best to deal with it. Thus the state and administrative law factor influencing social programme formulation is concentrated around the choice of proper community projects and the processes to deal more effectively with the problems.

The PRP framework is recommended for having included the factor of legality according to the state and administrative law in its formulation.

- **FINANCIAL MEANS**

According to Brodtkin (1990:110), financial means is an important influence towards social policy making because if a social programme is not adequately supported by financial resources to fulfil its goals, it becomes ambiguous.

The PRP framework is recommended for having included the importance of financial means in its formulation.

- **PUBLIC OFFICIALS**

Public officials must be acknowledged for the role they play in the social programme formulation because according to Dunsire (1990: 18), programme formulation emanated from the proposals these officials have drawn and referred to the legislature. Frameworks which are formulated without the involvement of the public officials miss the right target

groups which should be assisted by the programmes. The public officials facilitate programme planning, implementation and monitoring and evaluation.

The framework only mentioned that the community based organizations, faith based institutions and the nongovernmental organizations were influential to the formulation of the PRP. It does not mention the public officials. **The influence of the public officers in the formulation of the PRP must be accordingly acknowledged. The exclusion of these technocrats during the formulation of the framework usually leads to limitations such as poor identification of objectives and implementation of the projects, for example.**

- **PHYSICAL FACILITY**

Social programme frameworks must mention all the prerequisites necessary for their formulation, implementation and evaluation. They must inform people about the availability of office space, transport and other services which will support the formulation, implementation and evaluation of the community projects. When these are not mentioned in the PRP framework, it becomes difficult for practitioners to know how projects are to be translated into reality without the required physical facilities.

Resources are the means without which social programmes cannot be implemented because if the system is given enough money and enough instruction, implementation will be effective (Younis & Davidson, 1990: 8). Also Awamleh (1990 :135) has realized that inadequate financial resources may handicap the implementation of social programmes.

The physical facilities therefore is an important factor influencing social programme formulation which the researcher recommends must be included in the PRP framework.

- **LEGISLATURES**

As was reiterated throughout this study, every social programme is made possible by an active involvement of the legislatures. The commitment of the Minister of the Department of Social Development together with the respective provincial MEC's must be mentioned in the PRP framework. Although their exclusion does not have an adverse impact on the social programme, the researcher recommends that they be included (Dunsire, 1990:21).

CHANGING ENVIRONMENTAL CIRCUMSTANCES

The PRP framework has mentioned that the development of the social programme has been influenced by the advent of unemployment and underemployment which have exacerbated poverty. This influencing factor on the formulation of the PRP is supported by Pratt (2001:33) who maintains that unemployment remains as the single most potent image and memory of this age.

The researcher recommends that the changing environmental circumstances factors influencing the formulation of the social programmes continue to enjoy inclusion in the PRP framework.

- **POLITICAL DIRECTIONS OF POLITICAL PARTIES**

The exclusion of this influence in the PRP framework is highly appreciated by the researcher because social programmes are meant for everybody in a social system without regard of their religious, social, ethnic and political background. In this regard, **it would be improper to mention the political party or parties behind the formulation, implementation and evaluation of the PRP.** Social programmes must be as politically neutral as possible. Wellman's (2002:61) supports that by saying wealth should be more equally redistributed to all the segments of the society.

- **ELITE GROUPS**

The exclusion of the elite groups during the formulation of the PRP adds as an advantage of the programme because these groups have a limitation of having their individual interests over those of the community and that they usually aim at owning the programmes.

But Palumbo and Calista (1990:3) still insist that social programme frameworks should reveal that they will be actively supported by organized constituency groups and key legislators throughout the implementation process in their formulation.

The researcher therefore recommends that although the influence of the elite groups must be included in the PRP framework, their participation must not override that of the common communities.

- **PRESSURE GROUPS, INTEREST GROUPS AND MASS DEMONSTRATIONS**

It is highly important that the framework mentions the influence of the pressure groups, interest groups and mass demonstrations on its formulation. This is important information which is required by the masses who would like to know if the social programme is representative to their needs.

The pressure groups, interest groups and mass demonstrations must therefore be acknowledged in the PRP framework because according to Morgan (1990:46), they play an important role in representing communities and express their worries, needs and opinions regarding poverty to the funding entity. This acknowledgement will afford the grassroots an opportunity to participate in the community projects because the programme will be receiving the active support and involvement of the civil society (Pratt, 2001:29).

- **RESEARCH AND INVESTIGATION BY COMMISSIONS AND COMMITTEES**

Social programme formulations which are informed by research and investigation by commissions and committees are effective and relevant in addressing social problems. Research and investigation by commissions and committees is an important factor influencing policy making because without it, politicians usually identify social programmes which are out of touch with the community circumstances.

Consumers of the framework must be informed that the Department of Social Development has received support, advice and information regarding an effective formulation of the PRP from the research and evaluation individuals who represent the nongovernmental organizations such as universities and technikons, when the programme was planned.

- **INTERNATIONAL EXPECTATIONS, CONSIDERATIONS AND INFLUENCE**

This is not an important influence towards the formulation, implementation and evaluation of the PRP because it does not adversely impact upon either communities or the programme. Since this influence has been mentioned in the PRP framework, the formulators are advised to list the names of the international institutions which they claim have played an important role in the development of the programme. Another dimension of the international organizations was identified by Manyire and Asingwire (1998: 80) who maintain that “policies which receive external funding are rather dictated by international policies rather than local circumstances and concerns which can aggravate the local adverse social situation.” The researcher advises that this condition must be effectively discouraged in the formulation of the PRP framework.

The researcher has highlighted that the PRP framework need not score on all characteristics which were listed in the checklist in order to be rated as an effective social programmes. He

also warned that the exclusion of certain important characteristics from the framework may render it ineffective in dealing with the social problems. Apart from the influencing factors on the formulation of the framework discussed above, the theoretical models regarding the making of social programmes will be discussed in the succeeding item.

7.3.4.2 THEORETICAL MODELS REGARDING THE FORMULATION OF THE PRP

The social programme framework must be formulated according to the theoretical models regarding policy making. In this item, the researcher makes recommendations of the inclusion of certain important theoretical models in the formulation of the PRP framework. Social programmes must be formulated along the descriptive and prescriptive theoretical models, which Younis and Davidson (1990: 4) contend “prescriptive models which simply state what ought to happen in an ideal world, or descriptive models which are invariably impossible to apply in all situations.”

- **FUNCTIONAL PROCESS MODEL**

Social programme formulation, implementation and evaluation which are not influenced by the theoretical model of functional process lack of a specific direction and as a consequence they are conducted in a haphazard fashion. These programmes usually fail to achieve their intended goals because they do not have the specific guidelines which must be followed in their development.

The researcher recommends that the formulation of the PRP framework must seriously consider including the influence of the functional process model in its formulation.

- **ELITE-MASS MODEL**

In the previous chapter, it was reported that the PRP framework does not have a feature of the elite-mass theoretical model in its formulation.

Elite are also known as bureaucrats who are greedy, vain, ambitious, and keen to follow their own interests. Their exclusion in the framework must not be viewed as a disadvantage.

The researcher recommends that the PRP framework must seriously consider involving the masses into the formulation, implementation and evaluation of its development. Programmes which have greater participation of the masses have the quality of enhancing their knowledge, skills and attitudes, they induce the ownership of the programme in them, they are representative and most of them are sustainable due to the reason that they usually have support and the necessary socio-economic, political and cultural resources the masses provide them.

- **GROUP MODEL**

When the pressure groups and the interest groups are not afforded an opportunity to influence social programme formulation, it then means that the programmes are developed by the legislatures on their behalf. The absence of this feature in the PRP framework exposes a serious threat in the programme and its respective projects. According to Rubin and Rubin (1992:8), “ the main source of power for most community organizations is the number of numbers they attract and the skills, enthusiasm, and persistent dedication of the membership.” Groups are representatives of the communities and they act as the mouthpiece of the communities.

The exclusion of the pressure groups and the interest groups in the formulation of the PRP therefore means that the community’s say has been isolated. The researcher recommends that the PRP actively involves the participation of the pressure groups and the interest groups in its formulation.

- **SYSTEMS MODEL**

Social programme frameworks are highly required to expose the relationship between the independent and dependent variables. “Another way to conceive of public policy is to think

of it as a response of a political system to forces brought to bear on it from the environment” (Dye, 1995 : 38). In this way, this will enable the formulators to identify the objectives of the programmes without difficulty.

When unrealistic objectives of the programme were identified, it is the utilization of the systems model into developing the frameworks which will direct the formulators into identifying the realistic ones. **The researcher strongly recommends that the PRP framework formulation be influenced by the systems theoretical model regarding policy making.**

- **INSTITUTIONAL MODEL**

It is obvious, even though it is not specifically mentioned in the PRP framework that the Department of Social Development has the mandate over other government departments to fight poverty within the South African context. “Social policy is perceived in terms of the institutions involved in the making and delivery of social services” (Manyire & Asingwire, 1998:77).

It is recommended therefore that the PRP framework accordingly mentions the mandate of the Department of Social Development to fight poverty within the South African context.

- **RATIONAL MODEL**

In the previous chapter, the researcher has reported the limitation of the rational theoretical model regarding policy making, that is, it inhibits grassroots participation. Winter (1990 :24) maintains that some social programmes which were formulated through the rational model of policy making are difficult or impossible to implement from the onset. Social programmes which are developed by the government departments for the communities without their active involvement usually lead to failure. Communities must not be provided the programmes as a form of a controlling measure.

The researcher therefore recommends that the PRP framework be developed through the active involvement of communities. Government must be seen as playing a facilitative role and that their expertise must be mobilized to the finalization of the framework.

- **GAME THEORY MODEL**

The researcher has reported in the previous chapter that the exclusion of the game theory theoretical model regarding policy making in the development of the PRP framework does not have an adverse impact on the programme or the communities.

It is recommended that the PRP framework continues to exclude this theoretical model regarding policy making in its development.

- **PUBLIC CHOICE MODEL**

It has been mentioned in the previous chapter that the PRP encouraged the involvement of the local partnership during its planning and implementation stages of development. When the communities willingly participate in the programmes, there is a high probability that such programmes will achieve their intended goals.

When the communities were involved during the identification of the strategies towards the elimination of poverty, the objectives of the programme become closely related to the problem. The researcher therefore recommends the PRP for considering the importance of this theoretical model during its formulation.

- **INCREMENTAL MODEL**

The PRP is developed through an incremental theoretical model regarding policy making. The incremental model suggests the innovation and technical capital in the formulation of the social programmes as supported by Darling, Rahman and Pillarisetti (1994:77) who

contend that this resource is devoted to supporting the creation of new technologies and the transfer and commercialization of new technologies.

In the previous chapter, the researcher has reported that the incremental model has a quality for the improvement of the social programmes. In this way, the Department of Social Development is open for innovation, meaning that it is prepared to accept new strategies which it is of the believe will lead towards the effective eradication of poverty. **The researcher recommends the inclusion of this theoretical model regarding the social programme in the formulation of the PRP because it enables those who are conducting monitoring and evaluation to suggest alternatives to the programme.**

- **MIXED SCANNING MODEL**

The researcher has reported in the previous chapter that the mixed-scanning model is difficult to achieve in policy or social programme making because it is designed to identify and combine only the qualities of both the rational model and the incremental model.

A limitation of the incremental model according to literature review is that it protects the *status quo*. The PRP framework must be developed in such a manner that it addresses diversity, that is, it must be relevant to the emerging problems which are related to poverty and other forms of exclusion in the communities. According to this approach, the social programmes or community projects which are found to be ineffective toward the eradication of poverty must either be discontinued or be altered.

The factors which influence the formulation of the PRP framework and the theoretical models regarding policy making are the determinant dimensions which shape the social programmes. The researcher has stressed the importance of the involvement of citizenry participation in the PRP formulation.

EVALUATION OF THE PRP

According to Gil (1992: 95), the fifth section of the framework is concerned with the evaluation of the social policy and or its alternative policies. **In the context of this study, the researcher recommends that the PRP framework details important elements of the monitoring and evaluation phase of the programme.**

The researcher will include the participants which are involved during the monitoring and evaluation of the social programmes as reflected in the checklist.

7.3.5.1 THE PARTICIPANTS IN THE MONITORING AND EVALUATION PROCESSES OF THE PRP

In the previous chapter, the researcher has outlined that social programmes which are monitored and evaluated by the target groups, programme managers, programme staff, evaluation and research individuals, and the stakeholders are probable of being transparent, free of crime, corruption and nepotism, they achieve their goals and that they are sustainable. “There is increasing recognition today that social policies and programs should be carefully evaluated to determine whether they do in fact meet their stated objectives” (Chatterjee & Sinclair, 2000:65). The participants who are involved in the monitoring and evaluation of the PRP are discussed in this item.

- **TARGET GROUPS**

The PRP does not provide the communities an opportunity to participate in the monitoring and evaluation of the programme or its projects.

Communities are the recipients of the programme and unless they are afforded an opportunity to play a role in all the processes of the programme, trust between them and the programme providers will be retarded, they will not participate in other phases of the programme process and as such programme ownership quality of the social programme will suffer.

When target groups become involved in the social development evaluation, Tandon (1990:97) maintains it is seen as an intervention which enhances the sense of confidence and the capacity among key constituencies involved in any development initiative which is empowering in nature.

Along this conclusion, the researcher recommends that the framework includes the involvement of the target groups in the monitoring and evaluation of the community projects.

- **PROGRAMME MANAGERS**

Every social programme monitoring and evaluation report is compiled for the programme managers who are the individuals who must decide whether programmes must be altered or discontinued. Although the programme managers were not mentioned in the PRP framework, the researcher maintains that they are important consumers of the monitoring and evaluation reports.

The researcher recommends that the programme managers be identified and included in the framework because they are important stakeholders during the monitoring and evaluation process. Ferman (1990:41) supports that "by contrast, government practitioners, who must implement these programs design and budget- the nuts and bolts of policy."

- **PROGRAMME STAFF**

As reported in the previous chapter, the PRP framework does not mention the programme staff as participants during the monitoring and evaluation process of the programme.

Programmes cannot develop without the active involvement of the programme staff because they play a facilitative role in all the processes of the programme. Oakley (1990:28) supports by stating that "arguments for evaluation stress the importance of providing project staff

with the information needed to assess a project's progress, in terms of its objects and to make any corresponding mid-term adjustment.”

The researcher recommends that the PRP framework acknowledges the importance of the programme staff during monitoring and evaluation process in its formulation.

- **EVALUATION AND RESEARCH INDIVIDUALS**

Monitoring and evaluation which is conducted by the independent bodies such as evaluation and research individuals recommend effective alternative to the improvement of the programme without being biased. Evaluation and research individuals according to Palumbo and Calista (1990:10) include professionals, bureau chiefs, university professors, consultants and suppliers. Chatterjee and Sinclair (2000:74) have noted that hundreds of university professors are staffing the social programme institutions in order to render evaluations and research services to improve the programmes. Rainey, Jr (1990:94) adds the list to include also the consolidated governing boards, umbrella agencies, coordinating and facilitating agencies such as intergovernmental boards, case representatives and coordinating councils, and shared information and case tracking systems.

Because the framework has mentioned that the Independent Development Trust (IDT) was involved during the needs identification phase of the PRP, the researcher recommends that it is necessary for it to mention if organization has also been involved during the monitoring and evaluation process. **The PRP framework must identify and include all evaluation and research organizations which will participate in the monitoring and evaluation process.**

- **STAKEHOLDERS**

It was reported in the previous chapter that the PRP framework has identified the importance of involving partnerships in the monitoring and evaluation process, but the framework has omitted to mention those who will be responsible for the process. It shows

that in the actual process, important stakeholders could be actively involved in monitoring and evaluation but the participants were not acknowledged in the framework.

Tandon (1990:97) contributes another type of participants in the evaluation of social programme, namely; the stakeholders which he terms partnership. We can therefore involve the public- private partnership during the process only “if our philosophy of development puts people at the centre, if we believe that development cannot be done from outside but can only be sustained and elaborated by a group of people on their own (perhaps with external support)” (Tandon, 1990:97).

The researcher recommends that the PRP framework acknowledges all the participants who participate in the monitoring and evaluation process of the programme or projects.

The researcher has so far discussed the conclusions and recommendations based on content analysis regarding the improvement of the PRP framework formulation.

In the succeeding section, the outlining of the information obtained through the interviews with key-informants is presented, concluded and recommended upon.

7.4 SECTION 2: SEMI- STRUCTURED INTERVIEWS WITH KEY-INFORMANTS

7.4.1 INTRODUCTION

In this second section of the chapter, the researcher discusses the conclusions and recommendations regarding the information which was obtained from the key-informants who are the recipients of the PRP in different communities through interviews. As has already been mentioned, the interview schedule consisted of two parts, the first part is concerned with the biographical information of the respondents and information regarding the projects which are conducted in their communities whilst the second part will focus on the qualitative data regarding the implementation of the PRP and its formulation process.

These parts are individually discussed.

7.4.2 BIOGRAPHICAL INFORMATION OF THE KEY-INFORMANTS AND THE NATURE OF THE PRP PROJECTS

In this part of the section, the researcher presents the conclusions and recommendations on the findings of the study regarding the biographical information of the key-informants such as sex, age, educational qualifications, occupation, position in the community based organizations and the organizations of origin and the types and duration of the community projects which were implemented in the Limpopo Province.

7.4.2.1 SEX OF THE RESPONDENTS

The PRP projects are recommended for addressing the marginalization of women in the community development projects. The fair representation of women in the community development projects is in accord with the requirement of the RDP policy framework document which seeks to readdress the imbalance between the two sexes which was created by the previous South African socio-economic, political, cultural and religious beliefs.

7.4.2.2 AGES OF THE RESPONDENTS

From the previous chapter, this study revealed that the PRP is involving participants who are either young adults (50%) or middle aged (50%) in its community development projects. This is noted as an important quality which the researcher recommends the programme for having attained because these individuals are effective in planning, implementing and evaluating the community development projects.

7.4.2.3 EDUCATIONAL QUALIFICATIONS OF THE RESPONDENTS

As reflected in the previous chapter, there is a high concentration of (33.3%) individuals who hold standard 10 plus additional diplomas in the steering committees of the PRP

projects. This indicates that the community based organizations are accordingly administered by individuals with the relevant knowledge, skills and attitudes. The PRP is therefore recommended for its involvement of the individuals who have the necessary educational qualifications.

58.3% respondents who have a lower level of education and hold standards 0-10 were also identified in this study. It is proper to conclude that individuals with lower educational qualifications are probably incapable of conducting the genuine processes of the community development projects. **The researcher recommends that the PRP projects must involve only individuals who hold higher educational qualifications in their steering committees because their knowledge, skills and attitudes could be contributable to the projects and communities.**

The study found that there is an emergence of individuals with higher educational backgrounds such as computer literacy, project management and marketing in the steering committees of the community development projects. These individuals educate and train communities through their interaction with them, and therefore the PRP projects in the Limpopo Province are recommended for having included them in their community-based organizations.

7.4.2.4 **LANGUAGES OF THE RESPONDENTS**

The three indigenous languages spoken by the respondents who reside in the regions of the Limpopo Province of South Africa, namely; Northern Sotho, Tsonga and Venda are well represented in the PRP projects.

7.4.2.5 **OCCUPATIONS OF THE RESPONDENTS**

From the exposition in the previous chapter, the study reported that the PRP projects are involving individuals who are unemployed. The PRP is recommended for involving these individuals in its projects because this process is an important means to address both unemployment and poverty in communities.

7.4.2.6 POSITIONS IN THE STEERING COMMITTEES OF THE RESPONDENTS

As was exposed in the previous chapter, most respondents hold positions of chairpersons, secretaries, treasurers and additional members in the steering committees. These individuals have an advantage of administering the processes of the projects on behalf of their respective communities.

The PRP projects are hereby recommended for their involvement of additional individuals who hold positions of the project managers, supervisors and the marketing managers in their community based organizations. The former two groups maintain the smooth development of the projects whilst the latter is concerned with marketing the products of the projects to the community, neighbourhood, government and the business sectors.

7.4.2.7 ORGANIZATIONS OF ORIGIN OF THE RESPONDENTS

According to the findings reflected in the previous chapter, the researcher concludes and recommends that the PRP projects are represented by individuals who were drawn from the recognized sectors of the community, namely: ordinary citizenry, the traditional leadership, the civic associations and the religious groups in their community based organizations. This quality enhances the ownership of the projects by the communities.

7.4.2.8 TYPES OF THE PROJECTS

In the previous chapter, it has been reported that the different communities have a tendency of conducting similar projects such as for example, bakery, brick-making and poultry farming.

The researcher discourages this limitation because it is characterized by lowered demand of products which is associated with lowered incomes. **The researcher therefore recommends that an increased consultation is necessary during the planning stage of the community projects and that there must be an increased coordination among the PRP community development projects.**

The establishment of the community garden projects in many communities is another limitation the researcher has identified about the PRP. The mushrooming of these projects in the communities must be discouraged unless they are intended for immediate consumption by the family households. **If the gardening projects are developed as a means to eliminate poverty within communities, the researcher recommends the following tips regarding their effectiveness:**

- **there must be adequate land available for them and that irrigation facility and modern equipment and equipment must be purchased or donated**
- **their number must be reduced so that they each can receive increased funding which will enable them to pay for the material resources, employment, education and training and management**
- **communities must be encouraged to conduct leverage process in order to fund their projects. Dependency syndrome is addressed through this process and it is recommended that the PRP only provides communities with funding, facilitation and human resources development if they practice leveraging process**
- **the selection and approval process of community projects which meet the criteria of the PRP must be conducted in an established organization which is comprised of the government officials and programme managers, representatives from different communities, representatives from the nongovernmental organizations and other stakeholders. This enhances the chance of coordination**

and marketing of the community projects' products to neighbourhood, government and the nongovernmental organizations

- the community development projects must be large enough to be able to provide individuals with job opportunities, adequate and sustainable incomes and to produce products which can satisfy the demand from both the communities and the outside market.
- the PRP community development projects are without adequate infrastructure such as good roads, buildings, electrification and water supply. It would be better if other government departments are involved in supporting these projects through the provision of the infrastructure. Community development projects must be equated with corporates which cannot develop in the absence of adequate infrastructure
- the PRP must develop a policy which is intended to mobilize communities, other government departments, the local municipalities, the business sectors and the nongovernmental organizations towards supporting and strengthening the community development projects, perhaps most importantly through providing them with the necessary financial and human development resources

In the succeeding part of the section, the researcher makes conclusions and recommendations regarding the implementation of the PRP.

7.4.3 QUALITATIVE RESPONSES BY THE KEY-INFORMANTS REGARDING THE FORMULATION AND IMPLEMENTATION OF THE PRP

In this second part of the second section, the researcher presents the conclusions and recommendations regarding the qualitative responses obtained through interviews from the key-informants regarding the formulation and implementation of the PRP..

7.4.3.1 IDENTIFICATION OF COMMUNITY NEEDS

Burch (1997:205) contends that needs assessment should satisfy the following data: to determine the nature and extent of a specific need, in a defined population of a defined geographical area, under the existing or projected circumstances, in comparison with a standard of satisfactoriness and in order to guide future interventions. It has therefore been exposed in Figure 6.4 in the previous chapter that the PRP projects are doing well with regard to the identification of community needs and projects.

In a case where the community development officers prioritize community needs and their relevant projects, the researcher recommends that this limitation be urgently and adequately addressed. That is, **communities must be afforded an opportunity to articulate their problems and means to address them themselves.** It is important that communities be offered an opportunity to articulate their needs themselves, because telling them that they have a problem without them thinking so is according to the community development practice a flaw (Rahman, 1990: 41).

7.4.3.1 THE SELECTION OF CERTAIN SECTORS OF THE COMMUNITY INTO PARTICIPATING IN THE PROJECTS

In Table 6.6 in the previous chapter, the research findings revealed that still 8.3% of the PRP projects in the Limpopo Province are infested with a condition through which community development officers employ workers and other participants on behalf of the communities. Based on this finding, the researcher concludes that it is a serious limitation, **and recommends that it be adequately addressed through the empowerment of communities and that the community development officers must only play a facilitative role in the community development projects.**

7.4.3.2 THE PROCESS FOR THE SELECTION OF THE STEERING COMMITTEE

In Figure 6.5 in the previous chapter, the findings of this study revealed that the PRP projects follow the accepted process for the selection of steering committees, that is, a democratic voting for members and the realization of their educational backgrounds, knowledge and skills.

A disturbing finding is that there is 16.7% of PRP projects in the Limpopo Province who are selecting members of the steering committee due to their political background. This is a bad condition in the community development field and practice, and the researcher recommends that it be addressed.

The researcher recommends that the process for selecting the steering committees for the PRP projects utilize only the democratic manners of voting people in office.

Arneson (2002:87) adds that in a democratic society such as ours each citizen has the equal right to vote and to stand for public office in free elections within which the winners gain the majority of votes. Mitchell (1990:32) further supports that through the democratic election, communities can through community representatives be able to articulate their needs and take active action towards their own circumstances.

7.4.3.3 EDUCATION AND TRAINING PROCESS OF MEMBERS OF THE COMMUNITY PROJECTS

The study has revealed that education and training of communities with regard to the simplification of the implementation of the PRP projects is effective. Education and training is conducted at the communities wherein trainers converge to train people on projects sites, it is conducted away from the communities wherein the trainees stay at the training institutions for a proclaimed period and lastly it is achieved through interaction community members have with each other and the project activities.

The researcher confirms the following recommendation made by Marsden (1990:23) and Livingstone (1990:117): “To ensure that real changes are forthcoming, attention must be focused on capacity building, through the development of more appropriate educational and organizational facilities” and that community development projects must receive training in the following fields: professional and technical, financial management and control and administration and management and that they should put in place a firmly enunciated training policy, respectively.

7.4.3.4 THE PROCESS OF THE COMMUNITY DEVELOPMENT PROJECTS

The researcher has identified that even when the PRP projects are without a specific process, this absence does not have an adverse impact on the communities and their respective projects.

The researcher still recommends that the PRP must have a specific process in place, in order to enable the facilitators an opportunity to replicate the projects.

7.4.3.5 THE FUNDING PROCESS OF THE PROJECTS

In Figure 6.7 in the previous chapter, the researcher has reflected that all the PRP projects have received funding from the programme. According to Rubin and Rubin (1992:366), community development projects match their budgets according to what the funding institutions are prepared to offer, this condition exposes them to dependency and vulnerability of cut-off in funds.

Apart from funding they received from the Department of Health and Welfare, community projects practiced leveraging and requested donations from other government departments and nongovernmental organizations. According to Rubin and Rubin (1992:366), community development projects must practice leveraging through which they obtain small contributions from members in order to convince the funding institutions that they are worth funding.

The researcher recommends that the PRP must only assist community projects which have practiced the leveraging and donation processes.

7.4.3.6 THE IMPACT THAT PROJECTS HAVE ON THE COMMUNITY CONDITIONS

From Figure 6.8 in the previous chapter, the study reported that the PRP has very little impact on communities and as a result it fail to reduce poverty. There are about 41.7% projects which are paying members inadequate incomes. When communities have been provided with job opportunities which pay them minimal incomes, the researcher concludes that it must still be categorized as a negative impact of the programme. Lund (2001:162) “recognized a right to work and a right to receive an adequate income for the fulfillment of the duties of fatherhood and motherhood.”

The researcher recommends that more funding must be accessed to the PRP community projects in order to maximize their sizes and hence their incomes.

7.4.3.7 FUTURE PLANS OF THE PROJECTS

In Figure 6.9 in the previous chapter, the researcher reported that the PRP projects have positive plans regarding their future because they are aimed at extending their businesses and employing large numbers of the unemployed. The researcher concludes that this is a good intention and **recommends that more funding be accessed to the projects so that they can increase their sizes and process.**

7.4.4 THE OPINIONS OF THE RESPONDENTS REGARDING THE AIM, OBJECTIVES, FORMULATION, THEORETICAL FRAMEWORK, EFFECTIVITY AND OUTCOMES OF THE PRP

7.4.4.1 THE AIM OF THE PRP

In Table 6.7 in the previous chapter, the researcher exposed that 66.7% of the PRP projects in the Limpopo Province do not know the aim of the PRP.

Along this assertion, the researcher concludes that this is because of the inavailability of the framework. He therefore **recommends that communities who receive the PRP must be accordingly informed about the processes of the PRP, such as its formulation, implementation and evaluation which must be enclosed in the framework.**

7.4.4.2 OBJECTIVES OF THE PRP

In Table 6.8 in the previous chapter, the researcher maintained that 58.3% of the respondents do not know about the objectives of the PRP.

In similar vein with the above exposition, **the researcher recommends that communities who receive the PRP projects must be accordingly informed about the objectives of the programme.**

7.4.4.3 FORMULATION OF THE PRP

According to Table 6.9 in the previous chapter, the study revealed that the formulation of the PRP is not known to the communities which received its projects.

The researcher recommends that the PRP framework must be disseminated to the communities in order to inform them about the formulation of the programme.

7.4.4.4 THE EFFECTIVENESS OF THE PRP

Table 6.10 in the previous chapter reflected that 75% of the respondents are of the opinion that the PRP is effective in addressing their poverty condition. The PRP must provide services in the most satisfactory manner particularly from the point of view of the people receiving the “projects out there in the communities (Mitchell, 1990:32). In this regard, the recipients of the programme will rate it as a good programme.

At least the remaining 25% of the respondents said that the PRP is not effective in addressing their poverty condition.

It has been reiterated throughout this study that funding of the projects must be increased in order to secure their sustainability. Also as a recommendation, the researcher induces that projects which do not have a sustainable plan in place must be strictly avoided.

7.4.4.5 THE OUTCOMES OF THE PRP

In Table 6.11 exposed in the previous chapter, the researcher identified that 58.3% respondents regard the outcomes of the PRP as effective because the programme provides them with job opportunities. The researcher concludes that this must be classified under ineffectiveness because even when communities are provided job opportunities, the projects pay them meagre incomes which cannot assist them in escaping poverty. The remaining 41.7% respondents said the outcomes of the PRP are ineffective in addressing their poverty condition.

The researcher recommends that the PRP projects be accessed with increased funding so that they can be able to maximize their sizes and thereby ensure sustainability.

From the above recommendations regarding the findings of the study, the researcher concludes that the Department of Social Development must consider restructuring the

PRP. According to the programme evaluation research, the ailing community development programmes must either be improved or discontinued. Discontinuation is not recommended by the researcher as more resources have already been exploited. That is, it will be more cost-effective to improve the PRP rather than discontinuing it.

The succeeding section will discuss the conclusions and recommendations with regard to the research findings which were obtained from the community development officers involved with the formulation, implementation and evaluation of the PRP.

7.5 SECTION 3: SELF -ADMINISTERED QUESTIONNAIRE COMPLETED BY COMMUNITY DEVELOPMENT OFFICERS

7.5.1 INTRODUCTION

In this third section of the chapter, the researcher makes conclusions and recommendations regarding the findings of the study which were reported in the previous chapter. The data were collected through a questionnaires which were completed by the community development officers and are classified into two parts, namely; the first part of the instrument collected quantitative data concerning the biographical information of the respondents and the features of projects by using a checklist. The second part collected detailed information about the opinions the respondents have regarding the formulation, implementation and evaluation of the PRP.

7.5.2 BIOGRAPHICAL INFORMATION OF THE RESPONDENTS AND DEMOGRAPHIC INFORMATION REGARDING THE PRP PROJECTS

The variables which appear in the questionnaire will become the sub-topics in this section.

7.5.2.1 SEX OF THE RESPONDENTS

The findings in the previous chapter indicated that both males and females were satisfactorily represented by the respondents.

7.5.2.2 AGES OF THE RESPONDENTS

The findings in the previous chapter indicated that the respondents of the study were drawn from 14 (77.8%) young adulthood and 4 (22.2%) middle age groups which the researcher concludes are the active ages for the facilitators of the projects.

7.5.2.3 EDUCATIONAL QUALIFICATIONS OF THE RESPONDENTS

It was exposed in Figure 6.10 in the previous chapter that the PRP projects have a limitation of involving 7 (38.9%) community development officers who hold standard 10 and lower as the facilitators of the community projects. Facilitators must have the educational qualifications, knowledge and skills which are not readily available in the communities they serve.

It is therefore recommended that the community development officers must have at least higher educational qualifications, knowledge, skills and experience than those available in the communities.

7.5.2.4 DISTRICTS REPRESENTED IN THE STUDY

The study reported through Figure 6.11 that only five Limpopo Province regions were represented in the study. The Capricorn Region did not return its questionnaires.

This limitation is caused by poor coordination between the community development officers and their managers.

7.5.2.5 DESIGNATIONS OF THE RESPONDENTS

The community development officers are ranked into two categories, namely; the community development officers who scored 88.9% and the senior community development officers who were represented by the remaining 11.1%. Dunsire (1990:18) supports the

condition through which the PRP practitioners hold different designations by stating that the officers should be arranged in a pyramid or pyramids of rank, one set over another.

The researcher is of the conclusion that if the Department of Social Development has established its own provincial departments, designations higher than the ranks of community development officer and the senior community development officers can become available.

7.5.2.6 PROFESSIONAL ASSOCIATIONS OF THE RESPONDENTS

In the previous chapter, it was reported that only one respondent out of 18 is registered with the South African Council for Social Services Profession. The rest 94.4% respondents are not registered with any professional association. Palumbo and Calista (1990:3) warned that social programme will lead to a failure if they are conducted by the administrators who lack of the professional backgrounds in the community development arena. Parsons, Hernandez and Jogensen (1995:195) maintain that community development is the task of the professional social workers who are both educators and mobilizers of resources.

The researcher recommends that the PRP must strictly involve the academics who are registered under the professional associations in the facilitative role of community development projects.

Professional associations are watchdogs which ensure that communities are assisted in an ethical manner. This premise induce practitioners to conduct programmes in a systematic fashion, they record their involvement so that their interventions can be replicated by others in the future, they are prohibited from committing crime, corruption and nepotism, they do not undermine the capability of the communities, they share knowledge and skills with those they assist, and that they are responsible and accountable to both the recipients of the services and the agencies which employed them. Good interventions are achieved by those individuals who have the mandate imposed upon them by both their agencies and their professional associations.

7.5.2.7 THE TYPES, NUMBERS, AREAS AND STATUSES OF THE PROJECTS

It has been reflected in Table 6.12 in the previous chapter that the PRP has a high concentration of projects which conduct brick-making (18.2%), bakery (18.9%), gardening (10.8%), fence-making (10.8%) and sewing (8.8%) in the communities.

The researcher recommends that the number of the project types must be reduced in order to increase the demand for their products and thereby enlarging their sizes.

That is, if we have say only two brick-making projects to serve twenty communities, we are certain the projects will employ quite a number of people and the demand for bricks and other related products manufactured by the projects will be high.

The researcher is of the conclusion that the higher the number of the projects, the less the available financial resources will be available for them. In this context therefore, the researcher recommends that the projects number be reduced and their funding be increased. In this manner sustainability will be secured.

- **AREAS**

According to Table 6.12 in the previous chapter, there are 129 (87.2%) projects in the rural areas and 19(12.8%) in the urban areas.

The researcher recommends the PRP for its fair distribution of the community development projects among the previously disadvantaged communities, that is the rural areas and the urban areas which must be represented by the informal settlements.

- **STATUSES OF THE PRP PROJECT**

According to information contained in Figure 6.12 in the previous chapter, there are 32 (21.6%) PRP projects which are defined as incomplete. These are projects which are experiencing the shortage of implementation resources. The researcher is of the conclusion that if adequate funding is made available on time, community projects will not find it difficult to kick-start.

It is therefore recommended that adequate funding associated with timing is an important ingredient to the successful implementation of the community development projects.

7.5.3 QUANTITATIVE DATA REGARDING THE FEATURES OF THE PRP PROJECTS IN THE LIMPOPO PROVINCE WHICH WERE COLLECTED THROUGH A CHECKLIST

In this part of the section, the researcher concludes and recommends the effective features of the PRP projects in the Limpopo Province from the information which was obtained through the checklist as a quantitative method of data collection.

7.5.3.1 THE STAKEHOLDERS WHO WERE INVOLVED IN THE PRP PROJECTS IN THE LIMPOPO PROVINCE

In the previous chapter, the researcher mentioned that the number of stakeholders who are involved in the community development projects is determined by the size of the projects. That is, the larger the projects become, the more stakeholders will be involved. The researcher has identified that the PRP projects in the Limpopo Province are involving the right stakeholders as suggested by the literature investigation. In this part of the section, the researcher will briefly discuss the selected stakeholders and then make recommendations regarding the improvement of the PRP. These stakeholders are the policymakers/ decision makers, the programme sponsors (NGOs), the traditional leaders and the evaluation and research individuals.

- **POLICYMAKERS/DECISION MAKERS OR THE LEGISLATURES**

Table 6.12 in the previous chapter reflected that 11 (61.1%) PRP projects are involving policymakers in their processes.

The legislatures who are the counselors at the community level must be involved because these are individuals who have the capacity to translate government policies to the communities. Communities will develop well if they interact with the legislatures, who will be evaluating the manner in which community projects are being conducted. The legislatures are the bridge between the community and government and as such their involvement in the social programmes is encouraged.

It is recommended that from the onset of the community development projects, the PRP must involve the active participation of the legislatures in their processes.

- **PROGRAMME SPONSORS (NGOS)**

From the previous chapter, the study identified that half of the PRP projects in the Northern Province have the opportunity to involve the programme sponsors in their processes. Community development projects usually receive social and economic resources from the nongovernmental organizations. This means that resources necessary for their development must not only be expected from the Department of Social Development, but must also be mobilized from other sectors of the social system.

The researcher recommends the involvement of the nongovernmental organizations in the PRP projects.

- **THE TRADITIONAL LEADERS**

According to the previous chapter, 14 (77.8%) PRP projects in the Limpopo Province are involving the traditional leadership in their processes. The traditional leadership are the

respected gatekeepers of the community development projects in the rural areas. Chambers and McBeth (1992:23) have noted that although the rural areas could be linked to the modern community development opportunities, their most important feature is that they “simultaneously retain their traditional relationships associated with community.”

The researcher concludes that since the Limpopo Province is mostly rural in nature, it is recommended that the PRP in the area includes the traditional leaders in the processes of the community projects, otherwise the projects might be non-represented and may be boycotted by the entire communities.

- **EVALUATION AND RESEARCH INDIVIDUALS**

According to information included in Table 6.12 in the previous chapter, the evaluation and research institutions which render community programme monitoring and evaluation on the voluntary basis were well represented in the PRP projects.

The researcher recommends that the PRP must involve institutions such as the universities and technikons in the activities of its projects. This ensures both development and sustainability.

7.5.3.2 THE STRATEGIES WHICH WERE INCLUDED IN THE PRP PROJECTS

Strategies are guidelines through which the programme’s objectives can be formulated because “decisions on strategy are not made separately from decisions on policy objectives” (Dunsire, 1990:17). In this context therefore, the objectives of the PRP must be closely related to the strategies which are discussed below.

The respondents scored the checklist on the strategies which were included in the PRP projects as a means to improve their formulation, implementation and evaluation. The information obtained during the previous chapter indicates that the PRP projects in the Limpopo Province are highly committed in including the strategies intended to improve the

conditions of the communities. There are few strategies which were scored less and they will be highlighted in this part.

7.5.3.2.1 A CONSULTATIVE STRATEGY

Thirteen (72.2%) respondents indicated in Table 6.12 in the previous chapter that they have included a consultative strategy in their PRP projects. According to Chatterjee and Sinclair (2000:74), beneficiaries from consultation process are the institutions and communities. “This whole process is to be held together at every stage by open consultative processes that allow stakeholders views to be heard and incorporated in problem identification, the design and the implementation of development programmes” (Aryeetey, 1998:301).

The researcher recommends that the few projects which did not include consultation strategy in their designs consider doing so as this might lead to the improvement of their programme as a whole.

• A SYSTEMATIZED PROCESS STRATEGY

The researcher has exposed in the previous chapter that only 6 (33.3%) PRP projects in the Limpopo Province have included a systematized process strategy in their plans. This means that such projects are conducted in a systematic manner. It should be concluded that social programmes must become systematic in order to enable practitioners and communities to conduct them in similar ways and that projects must be replicable. “Failures in implementation, therefore, are as much a consequence of flaws in the policy formulation process” (Palumbo& Calista, 1990:6). Systematized process strategy ensures that the identified pitfalls of the projects can be easily corrected and an improvement of the programme as a whole maintained.

The researcher recommends that the PRP projects which did not include systematic process strategy in their plans must do so in order to improve their effectiveness.

- **A REHABILITATIVE STRATEGY**

In the previous chapter, it was revealed that there is a half of the PRP projects in the Limpopo Province which included a rehabilitative strategy in their designs. According to Parsons, Hernandez and Jogensen (1995:199), “rehabilitation, by contrast, implies rebuilding or restoration.”

The researcher recommends that a rehabilitation strategy of the PRP projects must be supported only if it is intended for infrastructure rather than for the youth who are deviant.

7.5.3.3 THE TARGET GROUPS OF THE PRP PROJECTS

It has been reflected in Figure 6.13 in the previous chapter that the PRP projects are assisting the correct target groups within the communities. In this part, the researcher selected to discuss only the sick and the youth who are deviant because they were scored with only 27.8% each in the checklist.

- **THE SICK**

The sick are individuals who are physically and or emotionally incapable of interacting with other community members because of their ailment. The sick are expected to receive services rather than actively involved in the production of services. The sick may be people who are living with HIV/AIDS who must be accessed the health care facilities and the awareness programmes. It has been reported already that the community development structures are being established in the communities in order to assist the sick with their day-to-day requirements. The researcher has also argued that these structures are more effective in assisting the sick than the government departments through their public officials.

The researcher recommends that the establishment of many community development structures in the communities will ease the burden experienced by the

families of the sick because the sick will be looked after by the trained members of the structures.

- **YOUTH WHO ARE DEVIANT**

According to the PRP's view, the youth who are deviant should be identified and involved in the community development programmes.

The researcher has concluded that the youth who are deviant must be placed under a special programme within the Department of Correctional Services because they require expertise and specialized resources which are not available within the PRP.

7.5.3.4 CAPACITY BUILDING

The researcher reiterates that capacity building is an important component of effective community development without which the communities become less empowered and have the maximum reliance on the outsiders. In the previous chapter, the respondents reported that capacity building was enhanced through sending community members away to training institutions, the training institutions sent the trainers to the communities in order to train members on projects sites, the public officers who are the community development officers trained members with regard to the processes of the projects and that some of the community members gained knowledge, skills and attitudes as they interacted with the stakeholders and the projects.

According to the information contained in Figure 6.14 in the previous chapter, only 8 (44.4%) PRP projects in the Limpopo Province sent their members away to the training institutions. The researcher is of the believe that this type of training is expensive and can easily exhaust the economic resources of the community projects. Henderson, Tweeten and Woods (1992:88) support this type of capacity building and mention that the outside experts will help rural leaders to address unfolding community issues.

The researcher therefore recommends that the PRP projects must strive to discourage training which is conducted away from the community and replace it with that which is conducted within the communities.

It has been uncovered in Figure 6.14 in the previous chapter that 16 (88.9%) PRP projects in the Limpopo Province invite the trainers from the training institutions to train communities on their project sites.

The researcher recommends this process and further motivates that it not only saves the financial resources of the community projects but as well has an advantage of being highly effective and sustainable.

The last nature of training is conducted by the community development officers who train communities on matters regarding the formulation, implementation and evaluation of projects. "Community development practitioners traditionally have provided strong leadership and educational assistance on a variety of topics and issues to communities seeking economic growth" (McNamara & Green, 1988:43). These individuals can make a valuable contribution to local and regional rural economic development efforts by educating and informing local decision makers of a need for change. The public officials have the necessary knowledge, skills and attitudes required by the communities for their development. The communities also gain knowledge and skills through their interaction with the stakeholders.

The PRP projects are recommended for enhancing the capacity building of the communities through the mentioned forms of training.

7.5.3.5 THE CHARACTERISTICS OF PARTICIPATION WHICH WERE IDENTIFIED DURING THE PRP PROJECTS

Community development projects are a means which government and other nongovernmental organizations utilize to reduce the incidence of social problems in the communities. It has been reiterated throughout this study that the community development

projects cannot be taken to the communities, rather communities must be encouraged to develop them on their own. This means that in the absence of active community participation to redress their conditions, community development is impossible.

Table 6.15 in the previous chapter has exposed different characteristics of participation which were identifiable during the implementation of the PRP projects in the Limpopo Province. **According to this information, the researcher concludes that the PRP projects are associated with poor participation and it is along this backdrop that he intends to make effective recommendations which are meant for the improvement of the community projects and the programme as a whole.**

- **PROJECTS PROVIDED AS A MEANS TO CONTROL COMMUNITIES**

There are community development projects which were provided the communities as a means to control them. This was reported by 4 (22.2%) respondents during the previous chapter.

Communities must be encouraged to conduct community development projects on their own because according to Mitchell (1990:36), if they had been involved, they tend to demand more involvement and become independent. Community programmes must not be provided to the communities as a means to control their obedience and support to government (Simmons, 2002:17).

The researcher recommends that the process of providing communities with projects as a means to control them must be highly discouraged in the PRP.

- **COMMUNITY FAILED TO ATTEND THE PROGRAMME FUNCTIONS**

According to information contained in Table 6.15 in the previous chapter, there is a danger of anti-participatory conditions enshrined in people's regular failure to attend the functions of the projects. This was reported by 3 (16.7%) respondents. This type of projects fails to develop communities effectively and must be discouraged as much as possible. Communities

experiencing this type of participation fail to mobilize their resources towards their development.

The researcher maintains that failure to attend project functions is caused by a failure to successfully conduct the negotiations phase of the PRP process. During the negotiations phase, the outsiders gain entry into the communities through involving the trusted key-informants, who are the community leaders.

It is recommended that the PRP practitioners must conduct the processes of the programme accurately.

- **COMMUNITIES INITIATED THE PROJECTS**

Few projects were initiated by the communities themselves. Projects which were initiated by communities themselves must be recommended within the context of the PRP because this condition leads to sustainability which Mitchell (1990:36) contends that once participation has been established it becomes self-sustaining.

- **COMMUNITIES AND PRACTITIONERS TREATED EACH OTHER AS EQUALS DURING THE PROJECTS**

Practitioners must know that once the community capacity building has been adequately enhanced, they will have to leave the community and its future projects is the responsibility of the community themselves. Marsden (1990:24) has noted that a practitioner is “one which recognises that he or she is changed by as well as involved in changing reality, and one which recognises that he or she is part of the problem as well as part of the solution.”

It is recommended that the PRP projects consider enhancing the relationship between the communities and the practitioners in order to develop sustainable programmes in the communities.

- **COMMUNITIES PROVIDED THE PROJECTS WITH MATERIAL, LABOUR AND HUMAN RESOURCES**

Projects which were initiated through the provision of material, labour and human resources by the communities themselves usually lead to sustainable development. Practitioners must encourage communities to practice the processes of leverage and fundraising for their community projects before they request the funding institutions for assistance.

When communities reach a state in which they can freely participate into projects through the mobilization of their own human development and economic resources, Chambers and McBeth (1992:21) believe there shall be sustainability.

The researcher recommends that the PRP must consider funding only the community development projects which have satisfied the leveraging process and other forms of mobilization of resources for their own development.

- **COMMUNITIES ADVISED EXPERTS ON MATTERS REGARDING THEIR CIRCUMSTANCES**

This practice must be discouraged because if the experts, community development officers in this regard, have conducted the project processes adequately, they would have encouraged the generation of alternatives wherein communities would trust and share concerns openly with them. It is also not proper for experts to gain insight into the community circumstances because community development is suppose to be a reciprocal practice wherein both gain from each other's experience, knowledge, skills and attitudes.

According to Abbott (1996: 32), when communities attain the third rung on a ladder of citizen participation, namely, informing, they provide the professional experts with information regarding their community make-up, its needs assessment and respective solution. Although this stage puts communities at a level of information sharing, it is still minor to that of the sixth rung, namely, partnership.

It is recommended that the PRP practitioners must develop good working relationship with communities so that both can reciprocally share information among each other.

- **TIME WAS NOT FAVOURABLE FOR COMMUNITIES TO PARTICIPATE IN THE PROJECTS**

Improper timing is the sole determinant of people failing to attend activities of the projects and it is along this limitation that the researcher recommends that the PRP practitioners must fit the programme processes within possible days, dates and times.

- **COMMUNITY PROJECTS WERE HIJACKED BY SMALL AND SELF-PERPETUATING GROUPS**

The researcher believes that this circumstance will occur only when the social projects are conducted without a specific process. When the PRP practitioner failed to successfully conduct the negotiations phase of programme process, communities will be unable to draw the legal binding constitution. Thus when the organization has a legal constitution in place, it becomes difficult and impossible for non-members to encroach and take over the leadership of the programme.

Community development projects must belong to the communities so that when the steering committees no longer perform as expected, the communities have the power to vote new leadership to take over the administration of the projects. Project which were hijacked by small groups tend to be infested with conflict, crime, corruption and nepotism. In this regard, the practitioners can be able to confront this condition through a process of transparency and constantly monitoring and evaluation of these projects. If it is the politician or a leader who is causing this problem, the practitioners must identify the effective structures where he/she can be reported.

Although in Table 6.15 during the previous chapter it was reported that one (5.6%) projects was hijacked by self-perpetuating groups, the PRP projects are recommended for seriously addressing this condition which adversely impact the community development projects, especially in the rural areas.

- **COMMUNITY MEMBERS DID NOT PARTICIPATE IN THE PROJECTS BECAUSE THERE WERE CONFLICTS IN THE COMMUNITIES**

The researcher is of the conclusion that conflicts are caused by poor intervention on the part of the practitioners. During the initial entry into the community, the community development practitioners must make sure that they are introduced to the communities by the trusted gate-keepers. Trusted gate-keepers are those who are properly elected by the communities whom the communities regard as their representatives. Conflict will not occur if the right representation is given an opportunity to administer the projects as sanctioned by the community as a whole.

Younis and Davidson (1990:11) have noted that conflict is evident when the groups, in this regard the community development projects, are composed of individuals with different values and positions of power. In this regard the PRP practitioners must ensure addressing the problem of attrition.

Sometimes conflict might erupt from within the community based organizations, this must be addressed through an adequate mediation and if the conflicting camps fail to reach consensus, they must consider their differences as compared to the interest of the community. Some members may be advised to resign from the organizations.

It is recommended that the PRP project must seek to address group attrition which robs community development projects of human and economic resources. Cnaan and Rothman (1995:251) maintain that community development practitioners must check attrition through encouraging many people to join the projects while losing as few as possible.

- **COMMUNITY MEMBERS EXCLUDED THEMSELVES OR WERE EXCLUDED FROM PARTICIPATING IN THE PROJECTS**

Burke (1990:139) has identified this poor type of participation by mentioning that it is when “clients are typically non -voluntary, partly, as a result clients for the most part do not serve as primary bureaucratic reference groups.”

As a recommendation, the researcher advises that practitioners must always consider the principles of the social programme which are related to the inclusion of community member in participating in the projects, namely: freedom, equality, justice, and citizenship. No person should be discriminated against and therefore all have the right to participate in projects of their communities. The researcher reminds that the PRP is about inclusivity, in that it is addressed to get the society rid of all forms of exclusion. Practitioners should make sure that they keep these objectives and principles available to them all the time they conduct their interventions.

- **PRACTITIONERS UNDERESTIMATED COMMUNITY KNOWLEDGE AND SKILLS**

According to Winter (1990:32), social programme practitioners dominate the communities in participation as a means to cope with their own frustration. That is, practitioners think they have the necessary knowledge and skills over those of the communities. In reality the researcher concludes therefore that there is enough knowledge, skills and attitudes within the communities and as such if they must be afforded an opportunity to perform even the complicated tasks which require experts involvement.

As a recommendation, the researcher maintains that experts must refrain from doing for the communities which is unethical, but must strive to walk along with the communities, assisting them in identifying effective solutions for their circumstances. The PRP is a social work intervention which purports that everything which undermines those who are assisted must be isolated as unprofessional and unethical. Marsden (1990:17) supports that “a central issue is the exploration of more appropriate strategies for development which do not rely on

outside resources, which encourage self- reliance and community participation, through more decentralised modes of decision- making.”

7.5.3.6 PRINCIPLES OF THE PRP WHICH WERE CONSIDERED DURING THE PROJECTS

Table 6.16 in the previous chapter exposed that the PRP projects in the Northern Province have considered the most important social programme principles which were suggested by the literature review. In this part of the section, the researcher comments and recommends on the principles which have scored few points in the checklist, namely: abstract human needs, release, justice and diversity.

- **PRINCIPLE OF ABSTRACT HUMAN NEEDS**

Community development projects are required by the social programme development practice to consider the principle of abstract human needs. Through this principle, communities’ capacity building is enhanced after they have received the services or their concrete needs. That is, when they are busy conducting their community development projects, communities must be prepared to engage themselves in future development projects without assistance from outsiders. “All people are entitled to human dignity irrespective of economic status, ethnic origin, colour or caste. A society has little claim to have developed where some sections can offend or abuse the human dignity of others and get away with it by virtue of their social power and position” (Rahman, 1990:48).

The researcher recommends that the principle of abstract human needs is an important element of the community development projects which must be seriously considered by the PRP practitioners.

- **PRINCIPLE OF RELEASE**

The principle of release is summarized by Rubin and Rubin (1992:360) who state that “bootstrapping works, in part, because pride created through successful projects increase

people's willingness to participate in future projects." This condition is highly encouraged in the social development practice because it frees communities from being dependent and reliant upon the experts.

The researcher recommends that PRP projects must attain this level of success, through which after communities have received initial projects, they are able to conduct future projects on their own without asking for funding and other resources from the institutions.

- **PRINCIPLE OF JUSTICE**

"A close relative of this view holds that justice requires that we give priority to getting benefits to those who are below the threshold of a good enough quality of life" (Arreson, 2002:102). The principle of justice was stressed throughout the PRP framework and as such the PRP practitioners must strive to consider it when they conduct projects.

As a recommendation, the researcher maintains that it is possible to mention that injustice is a process which inhibits development and as a consequence it must be strictly discouraged in the PRP projects.

- **PRINCIPLE OF DIVERSITY**

Diversity is "a new social era characterized by different problems and needs than those to which social work has responded in the past" (Parsons, Hernandez & Jogensen, 1995:195). In this context, communities must be equipped with the expertise and strategies to enable them into solving emerging problems when practitioners are no longer available in them.

The researcher recommends that the principle of diversity must be equally treated with other principles in the PRP.

7.5.3.7 THE GOALS WHICH WERE ACHIEVED AFTER THE IMPLEMENTATION OF THE PRP PROJECTS

In Table 6.17 in the previous chapter, the researcher reported different goals which were attained after the implementation of the PRP projects in the Limpopo Province. In this part of the section, the researcher will not comment and make recommendations on all the goals but instead select those which have scored less on the checklist. These are entrepreneurial opportunities, infrastructure development, temporary employment, community are crime-free, HIV/AIDS awareness and youth who are deviant are assimilated into the communities.

• ENTREPRENEURIAL OPPORTUNITIES

The development of entrepreneurial opportunities is the main component of community development in the South African context which is infested with high rate of unemployment. It is concluded that if more community members are engaged in entrepreneurial projects, they will become self-employed or employed and as such unemployment shall have been reduced.

The researcher recommends that the PRP projects must encourage the establishment of entrepreneurial opportunities. Pratt (2001:46) supports this recommendation by stating that “if the poor are to be weaned from welfare dependency and reintroduced to the world of enterprise, risk and work, it is essential that the role of the free market is expanded and the values of the enterprise culture proselytized.”

• INFRASTRUCTURE DEVELOPMENT

Throughout this study, the researcher reiterated that the development of infrastructure is an industry which is able to absorb large numbers of the unemployed and pay them adequate incomes. Infrastructure development is a process through which roads, buildings, electrification, communication network, sanitation and water supply are made available to

the communities. When communities participate in such projects, they have the opportunity of being employed or sell their products to the projects.

The researcher recommends that the PRP projects must be of infrastructure development nature. He also recommended that communities could be engaged in projects which manufacture the infrastructure development material such as for example, door and window frames, treated timber, crushed stone and others. May et al (1998: 268) support this recommendation by maintaining that infrastructure development is a South African strategy for the reduction of poverty and inequality.

- **TEMPORARY EMPLOYMENT**

It was disturbing to learn in the previous chapter that half of the PRP projects still provide communities with temporary employment. Rural communities need jobs more than ever, however, there is great need that jobs be stable and recreating, and meet both the family and community needs (Hahman, Loveridge & Richardson, 1999:116). The researcher has discouraged the introduction of the temporary employment which according to his conclusion, has more limitations than unemployment itself. This is because normally when community members are said to be temporarily employed in the community development projects, we are talking of a maximum period of three months.

It is recommended that the PRP projects must strive to provide communities with permanent employment as against the temporary ones. This could be realized if funding for the projects is increased.

- **COMMUNITIES ARE CRIME-FREE**

It has already been explained in this chapter that whilst communities conduct their community development projects, it increases cohesion and as a result they are characterized

with low crime rate. That is, the more community development projects are implemented in the communities the less criminal activities will occur in those communities.

The researcher recommends that the PRP projects must be designed in such a way that the communities become crime-free even after the projects are no longer conducted.

- **HIV/AIDS AWARENESS**

The researcher has already indicated in the previous chapter that HIV/AIDS campaigns must be part of every community development venture because the participants relate better to each other about the sexual matters than when they are lectured by the outsiders.

It is recommended that all the PRP projects have the HIV/AIDS campaigns plans attached to their processes.

- **YOUTH WHO ARE DEVIANT ARE ASSIMILATED INTO THE COMMUNITIES**

The researcher has discouraged the inclusion of the youth who are deviant as an objective of the PRP because he maintained that this sector can be assisted well by projects which were developed under the auspice of the Department of Correctional services which he is of the conclusion has the necessary knowledge, skills and specialized resources to deal with them.

Penketh (2001:210) explains the assimilationist perspective through which the minority groups such as the youth who are deviant are expected to adopt the way of life of the dominant community. The minority through the assimilationist perspective have no choice but to assimilate themselves to the communities otherwise they will face isolation. When this gain has been achieved, communities shall be free of crimes and its young deviants become good citizens.

The researcher recommends that although communities do not have the necessary knowledge, skills and resources to deal with youth who are deviant, their projects must be designed in such a manner that they enable communities to detect criminal activities and refer them to the police. In this context, the communities must establish the reporting structures in order to protect their community development projects together with the entire communities.

7.5.3.8 THE PROCESS WHICH WAS FOLLOWED WHEN PRP PROJECTS WERE MONITORED AND EVALUATED

The respondents reported in the previous chapter that monitoring and evaluation for the PRP projects in the Limpopo Province was conducted through visitation on the projects sites, monthly progress reports and self-reports compiled by members of the steering committee. Although the projects are conducting their monitoring and evaluation process in an accepted manner, the researcher will in this part of the section briefly conclude and recommend on the effective improvement of the PRP.

The scores for monitoring and evaluation of the PRP projects were reflected in Figure 6.15 in the previous chapter.

- **VISITATION TO THE PROJECT SITES**

During visits, members of the community and other stakeholders are able to observe the products of the project, they are able to observe the interaction between employees and the governing body of the project, they are able to check the logbooks to be informed of the

visitors who visited the project, their purpose for the visit and their inputs, they are able to check other records of the project such as the stock and attendance registers and the financial statements. Visitation is a means through which the actual project is observed rather than being studied in papers or described by individuals. Through visitation, communities are able to discuss the processes of the project with those concerned in a more detailed form. Visitation has an ability to check the fraudulent claims made by administration office of the project. Oakley (1990:32) supports the researcher's explanation by mentioning that on-site monitoring is the key to the whole exercise and the only means by which the qualitative description can be obtained to explain the process which has occurred.

The researcher has recommended the PRP in the Limpopo Province for having conducted visitation of projects as the type of monitoring and evaluation process in its projects.

- **MONTHLY PROGRESS REPORTS**

As was reported in the previous chapter, monthly progress reports are documents which are required by the funding institutions when they make decisions as to whether they should fund community development project. Monitoring and evaluation according to Swanepoel (1992:103-104), could be conducted through the compilation of reports on cards which then could be summarized by the secretary, and through the "regular monthly or quarterly written reports of the community worker to his head office or his agency can also be regarded as a record for evaluation purposes."

The researcher recommends the PRP for having satisfied the need to compile the monthly progress reports in its projects.

- **SELF-REPORTS BY MEMBERS OF THE COMMUNITY DEVELOPMENT ORGANIZATIONS**

The researcher is of the opinion that monitoring and evaluation through self-report is a necessary tool if it is meant for mass community meetings. Through this context, community members will be afforded an opportunity to share alternatives which are intended to improve their projects.

The researcher recommends the PRP for having considered the importance of self-report reports by members of the steering committees for their projects.

7.5.4 SPONTANEOUS RESPONSES REGARDING THE FORMULATION, IMPLEMENTATION AND EVALUATION OF THE PRP AS QUALITATIVELY REPORTED BY THE RESPONDENTS

In this part of the section, the researcher concludes and makes recommendations regarding the formulation, implementation and evaluation of the PRP from the information which was shared by the respondents through a group-administered questionnaire schedule. The spontaneous responses of the respondents regarding the processes of the PRP are recommended by the researcher because they include first hand information regarding the limitations and successes of the community development projects.

In this part, the researcher will report in detail each and every item of the group-administered questionnaire schedule. The concepts discussed in this part were already covered when the same research instruments were exposed to the key-informants in the second part of this chapter, and therefore the bibliographical support will not be repeated in this regard.

7.5.4.1 IDENTIFICATION OF THE PRP PROJECTS WHICH ARE RELEVANT TO THE COMMUNITY NEEDS

Figure 6.16 in the previous chapter exposed that the identification of the PRP projects which are relevant to the community needs were identified by the community representatives with the assistance of the community development officers (27.8%) and by the community development officers on behalf of the communities (44.4%).

Based on the findings above, the researcher concludes that most of the PRP projects in the Limpopo Province are not accordingly identified since the community development officers interfere with the process. **He therefore recommends that community development projects be identified by the communities themselves without the assistance of the public officials.** As a motivation for this recommendation, the researcher maintains that community projects which were identified by the communities themselves have an advantage of being sustainable and have increased community ownership and empowerment. Empowerment is the process directed towards building up the organizational base of poor people in order to give them some power to intervene in the development process of their own (Marsden & Oakley, 1990: 52).

7.5.4.2 THE PROCESS WHICH COMMUNITIES FOLLOWED WHEN THEY CONTACTED THE DEPARTMENT OF HEALTH AND WELFARE TO REQUEST FOR THE PRP PROJECTS

It has been reported in Figure 6.17 in the previous chapter that communities contacted the department through the assistance of the community development officers and other stakeholders. This is an ineffective process in the community development practice because it enhances reliance on the part of communities. The assistance of the community development officers and other stakeholders must be limited at this stage of the projects process.

The researcher recommends the PRP practitioners for having provided communities with relevant information to enable them to apply for the projects without outside

assistance as reported by 5 (27.8%) respondents. This is how the initial stage of community development projects must be conducted.

7.5.4.3 THE PROCESS WHICH WAS FOLLOWED WHEN COMMUNITIES WERE ACCESSED THE PRP FUNDING

According to Table 6.18 in the previous chapter, the researcher has reported that the manner in which communities were accessed the PRP funding is not in accord with the social programme practice as suggested by the literature investigation. The researcher criticizes the manner in which the community development officers became involved in drawing the necessary documents on behalf of the communities.

The PRP projects are recommended for having provided the communities an opportunity to draw their own documentation which are necessary for funding.

It is hereby recommended that effective community development shall take form if communities are afforded an opportunity to conduct their own matters without the interference by the outsiders.

The researcher disassociates himself from the process wherein projects are accessed funding by the PRP after they have satisfied the wishes of the traditional leaders and gate-keepers. This process is according to the social programme practice, unethical. According to the researcher, this is not a process which can either be criticized or supported, but he maintains that the community needs must be considered over those of the recommending entity.

The researcher recommends the response which was reported in the previous chapter that a respondent considered coordinating the project with the donating institutions. This is a proper practice because it is believed that communities, especially the rural ones, do not have the necessary information regarding donations. The donors were already been reported as the institutions which can provide communities with both the human resources development and funding.

7.5.4.4 QUALITIES OF THE PRP WHICH WERE IDENTIFIED DURING THE PROJECTS

From the previous chapter, it was reported that at least most of the respondents are of the believe that the PRP in the Limpopo Province has qualities which are identifiable during its projects. This was reported by 66.7% of the respondents. The researcher is of the conclusion that the programme's qualities could be improved if adequate funding and its process are accessed to them.

The researcher therefore recommends that the PRP must provide the community development projects with adequate funding so that they can be able to improve the qualities of the programme as a whole.

7.5.4.5 DELIMITATION OF THE PRP WHICH WERE IDENTIFIED DURING THE IMPLEMENTATION PHASE

In the previous chapter, only one respondent said that there are no delimitation of the PRP. The rest 17 (94.4%) respondents maintain that there are serious delimitation within the PRP. The researcher is of the conclusion that the delimitation of the PRP is caused by the inadequate funding and its respective poor funding process. The community development officers would have rated the programme high if its funding was enough to implement projects and was processed on time.

The researcher therefore recommends that the funding of the PRP be increased in order to make the projects implementable.

7.5.5 THE OPINIONS OF THE RESPONDENTS REGARDING THE AIM, THE OBJECTIVES, FORMULATION, THEORETICAL FRAMEWORK, EFFECTIVITY AND OUTCOMES OF THE PRP

The research instrument was aimed at measuring the opinions of the respondents regarding the aim, objectives, formulation, theoretical framework, effectivity and outcomes of the PRP. In the previous chapter, the researcher concluded that the findings of the study maintain that the community development officers who facilitate the PRP projects in the communities in the Limpopo Province are not well exposed to the framework for the programme.

All seventeen and sixteen respondents know the aim and objectives of the PRP whilst the remaining one and two respondents do not know, respectively. **The researcher recommends that the PRP framework must be made available to the community development officers.**

The study has revealed in the previous chapter that ten respondents know the formulation of the PRP against eight respondents who do not. **It is recommended that the community development officers who facilitate the PRP projects in the Limpopo Province be provided with a specific framework for the programme in order to access them information regarding its formulation.**

In this study, the respondents highlighted that they do not know anything about the theoretical framework of the PRP. This is concluded as meaning that the framework is not available to them. **The researcher recommends that the framework must be distributed to the facilitators of the programme.**

From the previous chapter, the research findings have revealed that according to 11 (61.1%) respondents, the PRP is ineffective in improving the lives of the communities. The ineffectiveness of this programme is according to the researcher's conclusion due to its inadequate funding and the delaying process for accessing community projects with funds.

The researcher therefore recommends that the PRP increases the amount of funding to enable communities to conduct projects without the financial shortages which are experienced.

Lastly, in the previous chapter, 10 (55.6%) respondents reported that the outcomes of the PRP are positive whilst the remaining eight (44.4%) maintained its outcomes are negative. The researcher reiterates that the poor outcomes of the PRP must be attributed to inadequate funding and its poor funding process. **The researcher recommends that the PRP funding must be improved in order to have a positive effect upon its projects and the entire programme.**

7.6 SUMMARY

In this final chapter, the researcher made conclusions and recommendations regarding the findings of the study which were reported in chapter 6. The most important conclusions and recommendations were selected and are summarized in this section as follows:

The researcher concluded that even when a business plan is effectively utilized in the place of a framework, a specific framework for the PRP is necessary for the improved formulation, implementation and evaluation of the programme. The researcher has recommended the inclusion of five items in the framework, namely; (i) issue identification and definition, (ii) objectives of the PRP, (iii) conceptualization of the effects of causes on the structure of the PRP, (vi) forces surrounding the development and implementation of the PRP and (v) evaluation of the PRP.

The limitation of the PRP which was identified revealed that the framework does not address the vertical implementation structures of the social programme in the sense that the Department of Social Development formulated the PRP and expected that some of the provincial departments of the Department of Health and Welfare must implement and evaluate it. The researcher recommended the establishment of the provincial departments of the Department of Social Development which will be responsible for the implementation and evaluation of the PRP in the provinces.

The PRP formulation is highly influenced by the rational theoretical model regarding policy making in the sense that the grassroots were not afforded an opportunity to identify the strategies and objectives of the programme. This was identified when the study concluded that community development structures, youth who are deviant, the aged and child care, financial planning and management and monitoring and evaluation objectives are in fact not related to the eradication of poverty. The researcher recommended that the food security initiative must be supported and strengthened by policies which could be developed in that regard. The researcher lastly concluded that the administration and capacity building which were reflected in the version of the business plan which was released during 2003 is in fact an important objective of the PRP which must be considered. It was mentioned in the business plan that administration and capacity building must not be classified as an objective of the PRP.

During interviews, it was discovered that most communities have a large number of similar projects in their environments. This condition reduces the demand for their products which also impacts upon their incomes. The researcher has recommended that a special provincial forum must be established. The tasks of the forum will be to consider the applications based on the community plans for production, marketing of products, coordination and sustainability.

The PRP projects are receiving minimal funding. This cannot sustain their development and as such they cannot assist communities to escape the incidence of poverty. The researcher has recommended that the funding for the projects must be increased.

The PRP in the Limpopo Province is conducted by individuals who are not registered with the professional associations. According to the researcher's conclusion, any intervention into the eradication of social problems within communities must be conducted by individuals who are mandated to do so by their agencies and professional associations. The researcher has recommended that the social workers who obtained majors in the community development are the relevant individuals for the facilitation of the PRP projects in the communities.

The researcher has also recommended that the number of the community development projects must be reduced so that in return their funding could be increased. This is because the study identified that there are communities which have close to four PRP projects each. Projects are not well conducted because there is a poor infrastructure in the communities. Development goes hand in glove with developed infrastructure.

The PRP projects are ineffective in addressing the conditions of the communities. They employ quite a number of persons but unfortunately these persons earn very little or they receive payments after a while. The researcher has concluded that according to the programme evaluation research practice, programmes which are found to be ineffective in addressing the conditions of the communities must either be discontinued or altered. The researcher has recommended that since the PRP has to date utilized large sums of money, it would be better to improve its formulation, implementation and evaluation rather than discontinuing it.

Whether the PRP stays, whether the PRP is altered and whether the PRP effectively addresses the conditions of the South African communities is the responsibility of the communities, the legislatures, the nongovernmental organizations, the pressure groups, the interest groups, the international community and other stakeholders.

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APPENDIX A

A CHECKLIST CONSTRUCTED TO SCORE THE CHARACTERISTICS OF THE PRP FRAMEWORK

The Poverty Relief Programme (PRP) framework ought to be underlined by components which are characteristic of social programmes.

Key

Presence of a variable = 1

Absence of a variable = 0

No.	Characteristics	Descriptions	Scores
1	Definition: it defines the PRP objectively as a social programme	Clearly	
		Operationally	
		In measurable terms	
2	Aim: it specifically states the aim of the PRP	Clear	
		In broad terms	
3	Objectives: it specifies the objectives	Clearly	
		Specifically	
		In measurable terms	
		In operational manner	
4	Objectives of the PRP: it lists the objectives of the PRP which are relevant to the elimination of poverty within the South African communities	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	
		Monitoring and evaluation	
5	Characteristics: it states the basic characteristics of a social programme	It ought to be complemented by an economic policy	
		It ought to be a field and practice study	
		It is related to welfare policy	
		It ought to be a state's obligation	

		It ought to be concerned with the life course of people's developmental stages	
		It ought to address inclusivity	
		It ought to be focused on poverty	
6	Influencing factors: it states that the formulation of the PRP is influenced by some factors	Condition of establishment	
		Political assignment	
		Legality according to the state and administrative law	
		Financial means	
		Public officials	
		Physical facilities	
		Legislatures	
		Changing environmental circumstances	
		Policy directions of political parties	
		Elite groups	
		Pressure groups, interest groups and mass demonstrations	
		Research and investigation by commissions and committees	
		International expectations, considerations and influence	
7	Theoretical models: it stipulates how the development of the PRP is standardized by the theoretical models regarding policy making	Functional process model	
		Elite-mass model	
		Group model	
		Systems model	
		Institutional model	
		Rational model	
		Game theory model	
		Public choice model	
		Incremental model	
		Mixed-scanning model	
8	Forms of poverty: it lists the forms of poverty which the PRP intends to address	Absolute deprivation	
		Relative deprivation	
		Cultural deprivation	
		Conjunctural deprivation	
9	Effects of poverty: it identifies the effects of poverty on vulnerable groups relevant in the South African communities	Women	
		Children	
		The elderly	
		The disabled	
		The sick	
		Prostitutes	
		The unemployed and the working poor	
		People under welfare	
		Domestic violence	
		Street children	
10	Process: it guides the programme/project	Identification	
		Preparation	

	implementation through a specific process	Appraisal	
		Negotiations	
		Implementation	
		Evaluation	
11	Implementation problems: it mentions that the PRP intends to address the implementation problems	Organizational disunity	
		Standard operating procedures	
		Organizational communication	
		Problems regarding time and resources	
		Horse-shoe-nail and public planning	
		Interorganizational politics	
		Vertical implementation structures	
		Horizontal implementation structures	
		Top-down perspective	
		Bottom-up perspective	
		Circumstances external to the implementing agency	
12	Monitoring and Evaluation: it lists individuals, groups or organizations which will participate in the programme monitoring and evaluation	Target groups	
		Programme managers	
		Programme staff	
		Evaluation and research individuals	
		Stakeholders	

APPENDIX B

A SELF-ADMINISTERED QUESTIONNAIRE SCHEDULE

Please note that a questionnaire you are about to complete contains two parts as follows:

Part A:

- (i) Section 1: your biographical information
- (ii) Section 2: the score form

Part B: questions which require your spontaneous response

Part A: Section 1:- Biographical information (please fill in)

1. Sex:
2. Age:
3. Educational qualification:
4. Region:
5. Designation:
6. Professional association of registration:.....
7. Mention the types, numbers, areas (urban, rural or informal settlement)and statuses (started, complete, incomplete) of the PRP projects which were conducted in your region by filling in a matrix below

Types of projects	Numbers	Areas	Statuses

Part A: Section 2:- Score form

In this section, you are expected to respond to questions by placing 1 or 0 scores for the presence or absence of variables, respectively.

Key

Presence of a variable = 1

Absence of a variable = 0

No.	Questions	Descriptions	Scores
1	The stakeholders who were involved in the programme/projects	Policymakers and decision makers (legislatures)	
		Programme sponsors (NGO's)	
		Community groups- traditional leaders	
		Community groups- church	
		Community groups- political parties	
		Community groups-finance organizations	
		Community groups- burial societies	
		Programme managers (heads of administrations)	
		Programme staff (service providers)	
		Other government departments	
		Other nongovernmental organizations	
2	The strategies which the programme/projects included	Evaluation and research individuals	
		To fight poverty	
		To address the needs of families	
		To address the needs of communities	
		To address the capacity building of communities	
		A learning process strategy	
		To make the RDP a reality	
		A consultative strategy	
		A systematized process strategy	
		A strategy which has a SMME's goal	
A rehabilitative strategy			
3	The target groups of the programme/projects	A national government's intervention strategy	
		Women	
		Children	
		The Elderly	
		The disabled	
		The sick	
		Youth who are deviant	
4	How capacity building was achieved	Youth	
		Sent to the training institutions	
		Training institutions trained them at sites	

		Public officials trained the communities	
		Through interaction with stakeholders	
5	The characteristics of participation which you identified during the programme/projects	Programme/projects were provided to communities as a means to control them	
		Members regularly failed to attend important functions of the programme/projects	
		Communities initiated the programme/projects without outside assistance	
		Communities and experts treated each other as equals during the programme/projects	
		Communities provided the programme/projects with material, labour and human resources	
		Communities advised the experts on matters regarding their circumstances	
		Time was not favourable for communities to participate in the programme/projects	
		Community programme/projects were hijacked by small and self-perpetuating groups	
		Members of community did not participate because there were conflicts in the communities	
		Community members excluded themselves/ were excluded from the programme/projects	
		Experts did everything for the communities because their knowledge and skills were underestimated	
6	The principles of the PRP which you considered during the programme/projects	Abstract human needs	
		Learning	
		Participation	
		Empowerment	
		Ownership	
		Release (self-help, self-determination)	
		Adaptiveness	
		Simplicity	
		Freedom	
		Equality	
		Justice	
		Rights	
		Diversity (ever changing nature of communities problems)	
		Citizenship	
7	After the implementation of the programme/projects, which goals were achieved	Education and training	
		Entrepreneurial opportunities	
		Redistribution of resources	
		Infrastructure development	
		Improvement of the poor's standard of living	
		Government's involvement	
		Competent economy	
		Establishment of the community development structures	
		Temporary employment	

		Full employment	
		Community revitalization programmes	
		Social security	
		The communities are crime-free	
		People became more aware of HIV/AIDS	
		Youth who were delinquent are assimilated	
8	Please indicate how monitoring and evaluation were conducted for the programme/projects	Visitation on project sites	
		Monthly progress reports	
		Self-report by members of the steering committee	

(***)= *in this study, youth is referred to an individual (male or female) who does not have dependants*

Part B: Spontaneous response questions

In this part of the questionnaire, you are expected to provide spontaneous responses to questions below.

1. Explain the processes you have followed when you identified the projects which are most relevant into addressing the community needs

.....

2. Explain in detail how communities became involved into informing the Department of Health and Welfare of their requirement for the PRP for the eradication of their problems

.....

3. Explain in detail the process you have undertaken in enabling the communities to access funding for their projects

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4. Specify the qualities of the PRP which you have identified during the programme/projects

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5. Specify the delimitation of the PRP which you have identified during the implementation phase which you feel did not accordingly address the problems in the communities

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6. Please provide your opinion with regard to the PRP's aim, objectives, formulation, theoretical framework, effectivity and outcomes.

6.1. What is your opinion regarding the aim of the PRP

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6.2. What is your opinion regarding the objectives of the PRP

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6.3. What is your opinion regarding the formulation of the PRP

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6.4. What is your opinion regarding the theoretical framework of the PRP

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6.5. What is your opinion regarding the effectivity of the PRP

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6.6. What is your opinion regarding the outcomes of the PRP

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APPENDIX C

A SEMI-STRUCTURED INTERVIEW SCHEDULE

Part A: **Biographical information of Project representatives**

1. Sex:
2. Age:
3. Educational qualification:
4. Language:
5. Occupation:
6. Position in the steering committee:
7. Organization of origin:
8. Types of projects
.....
.....
.....
9. Duration of projects (specify types and then duration)
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.....
.....

Part B: Interview questions

1. Please explain in detail how the community needs were identified for being addressed by your project
2. Please express fully the criteria you have implemented in selecting certain sectors of the community who participated in the project
3. Please explain in detail the process which the community followed in order to select individuals (groups, institutions) to represent them in the administration of your project

4. Please articulate how you and other members of the community were educated and trained in relevance to the simplification of the implementation of the project
5. Please describe how you conducted your project from its inception to date
6. How did the funding process of your Poverty Relief Programme project take place?
7. Discuss how the project has impacted on your community conditions
8. Please explain in detail the future plans of your project
9. The questions below will require your spontaneous response regarding the PRP's aim, objectives, formulation, effectiveness and outcomes
 - 9.1. What is your opinion about the Aim of the PRP
 - 9.2. What is your opinion about the Objectives of the PRP
 - 9.3. What is your opinion about the Formulation of the PRP
 - 9.4. What is your opinion about the Effectiveness of the PRP
 - 9.5. What is your opinion about the Outcomes of the PRP

Thank you very much for participating in this research project

APPENDIX D

INFORMED CONSENT FORM INTENDED FOR THE KEY-INFORMANTS

I (full names)..... do hereby give consent to participate in a research study as a respondent after I have satisfied myself with the following (Please tick whichever is applicable):

the title of the study is the Evaluation of the Poverty Relief Programme in the Northern Province within the context of the RDP from a social work perspective

I fully understand the purpose of the study, namely the evaluation of the formulation, implementation and evaluation of the Poverty Relief Programme in the Northern Province within the context of the RDP from a social work perspective

I will be asked to respond to questions regarding the formulation, implementation and evaluation of the Poverty Relief Programme in my community

this study will not expose myself to any emotional and physical harm

there are no physical and mental benefits I will receive after participating in the study

I have freedom to withdraw from participating in the study at any time I feel

a tape recorder will be used to record my responses and that this material will in no way be utilized to cause harm to myself and all the information will be treated in a confidential way

should I have questions and concerns regarding this research project, I can call the researcher Mr David Nyadzani Mamburu at his home at No. 3 Voortrekker Road, Hetbad, WARMBATHS, or phone him at his cellular phone No. 083 342 7956

I understand my rights as a research subject, and I voluntarily consent to participate in this study. I understand what the study is about and how and why it is being done. I will receive a signed copy of this consent form.

.....

Subject's Signature

.....

Date

.....

Signature of Investigator

.....

Date

APPENDIX E

INFORMED CONSENT FORM INTENDED FOR THE COMMUNITY DEVELOPMENT OFFICERS

I (full names)..... do hereby give consent to participate in a research study as a respondent after I have satisfied myself with the following (Please tick whichever is applicable):

the title of the study is the Evaluation of the Poverty Relief Programme in the Northern Province within the context of the RDP from a social work perspective

I fully understand the purpose of the study, namely the evaluation of the formulation, implementation and evaluation of the Poverty Relief Programme in the Northern Province within the context of the RDP from a social work perspective

I will be asked to respond to questions regarding the formulation, implementation and evaluation of the Poverty Relief Programme in my community

this study will not expose myself to any emotional and physical harm

there are no physical and mental benefits I will receive after participating in the study

I have freedom to withdraw from participating in the study at any time I feel

a tape recorder will be used to record my responses and that this material will in no way be utilized to cause harm to myself and all the information will be treated in a confidential way

should I have questions and concerns regarding this research project, I can call the researcher Mr David Nyadzani Mamburu at his home at No. 3 Voortrekker Road, Hetbad, WARMBATHS, or phone him at his cellular phone No. 083 342 7956

I understand my rights as a research subject, and I voluntarily consent to participate in this study. I understand what the study is about and how and why it is being done. I will receive a signed copy of this consent form.

.....

Subject's Signature

.....

Date

.....

Signature of Investigator

.....

Date



NORTHERN PROVINCE

DEPARTMENT OF HEALTH AND WELFARE

TEL.: (015) 290 9000
 (015) 290 9001
 FAX: (015) 291 5961
 (015) 291 5146

PRIVATE BAG X9302
 PIETERSBURG
 0700

Enquiries: Sinah Mahlangu.

Reference: Research & Quality Improvement

15 May 2002

Corner Voortrekker & Collins Streets

Private Bag 1028

NYLSTROOM. 0510

Dear Mr Mamburu, David

**THE EVALUATION OF THE POVERTY RELIEF PROGRAMME WITHIN THE
 CONTEXT OF THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME FROM A
 SOCIAL WORK PERSPECTIVE.**

1. *Permission is hereby granted to conduct a study on "The evaluation of the Poverty Relief Programme within the context of the Reconstruction and development Programme from a social work perspective." in the Limpopo province health and welfare facilities.*
2. *The Department of Health & Welfare needs a copy of the research findings for its own resource centre.*
3. *The researcher should be prepared to assist in interpretation and implementation of the recommendations where possible.*
4. *Implications: Permission should be requested from regional and institutional management to do research.*

Sincerely,

[Signature]
 ACTING HEAD OF DEPARTMENT

DEPARTMENT OF HEALTH & WELFARE

LIMPOPO PROVINCE

DR. JAN MOOLMAN BUILDING
 34 HANS VAN RENSBURG STREET
 PIETERSBURG 0700