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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Submitted in the partial fulfillment of the requirement for the degree of

DOCTOR PHILOSOPHIAE

in the

FACULTY OF HUMANITIES

in the

DEPARTMENT OF SOCIAL WORK

UNIVERSITY OF PRETORIA

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PRETORIA          2004
ACKNOWLEDGEMENTS

The assistance and encouragement offered me by individuals and organizations made this study programme a reality. I would like to express my sincere gratitude and appreciation to the following:

- Professor CSL Delport for perfectionism, guidance and opening of my “third eye”. It was her professional knowledge and skills which eased my journey from Masters to the doctoral level. Professor CSL Delport was my courageous supervisor

- Reverend DL Khumalo for the spiritual and therapeutic support when I finally decided to quit. When my computer broke down, the Khumalos and the Tshikombas were there to assist with their PCs. God bless

- Naledzani family for funding the field observation for the study. Thanx to George my brother-in-law for being my driver and a research assistant. Annah my sister for supplying the resources necessary for field work

- Victoria Machimana for her timeous advice and coordinating me with the outside world

- Mukhovha family offered me an ear and a shoulder to lean on

- The Department of Health and Welfare, Limpopo Province for granting me permission to conduct this research study on the Poverty Relief Programme (PRP)

- The Department of Social Development, for issuing a recent PRP framework from which the generalizations of the study were made

- The key-informants of the selected PRP projects in the Limpopo Province for being the respondents and their faithful responses to the research instruments during interviews

- The social workers in the district offices of the Department of Health and Welfare, Limpopo Province who interviewed the key-informants on my behalf

- I recognize the cooperation of the selected community development officers who completed and returned the questionnaires.

- Mr Lucas Raditla for editing the whole volume, it was too large.

- Mrs E Olivier for translating my summary.

- Vincent Mamburu for printing my work. According to the generational-gap in the Folina family, you are the next male figure our children must identify with, so work harder.
The financial assistance of the National Research Foundation (NRF) towards this study is highly acknowledged. Opinions expressed and conclusions arrived at, are those of the author and are not necessarily to be attributed to the NRF.

The Client Service Centre (CSC) at the University of Pretoria, especially Mrs E van der Walt for her friendly and spontaneous assistance.
DE DICATION

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 livhuwa mmawe vho kona u di-vhandekanya na muta wanga thambuloni ngafhala
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
Baraithi mara! ndi Bom-to-Bom na Mahaga na Funzani Munwana na vho makhulu washu vhane ra edza.
Nwaligavha na vhatuka vhanu vhatanu, Bulala, Nkandama, Folina, Vbudzielele 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 within the context of the Reconstruction and Development Programme: a social work perspective

By

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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
OPSMOMING

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. En 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 evaluer is. Hierdie studie gaan oor die waardebepaling 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 literatuuronderzoek uit te voer met betrekking tot armoede as ’n maatskaplike probleem, openbare beleid asook die HOP en die AVP.

Armoede is geïdentificeer 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 onmiddellijke 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 geleentheid 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 beleidskappingsproses, 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, beleidsaanname, beleidsimplemenering 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 self-helporganisasies, 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 gecentreer is nie. Die navorsingsprojek het die kwantitatiewe en kwalitatiewe navorsingsmetodologieë aangewend, wat in ‘n vermengde metodologiese ontwerpmode gekombineer was. Die populasië 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-gestrukeerde 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 inhoudanalyse het onthul dat die AVP doelstellings het wat nie verbind is met die verminderin  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 geintegreer 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 onderhoute het onthul dat gemeenskapontwikkelingsprojekte en gemeenskapsbehoeftes 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 somige 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 sentralisasië 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 gemeenskapontwikkeling-praktisyns 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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