

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

BY

DAVID NYADZANI MAMBURU

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PROMOTER: PROF. CSL DELPORT

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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

DAVID NYADZANI MAMBURU

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

Deur

DAVID NYADZANI MAMBURU

PROMOTOR: PROF. CSL DELPORT

DEPARTEMENT: MAATSKAPLIKE WERK

GRAAD: DOCTOR PHILOSOPHIAE (D. PHIL.)

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 gedentraliseer 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

TABLE OF CONTENTS

ACKNOWLEDGEMENT	i
DEDICATION	iii
SUMMARY	iv
OPSOMMING	ix
CHAPTER 1	
GENERAL INTRODUCTION	
1.1 INTRODUCTION	1
1.2 MOTIVATION FOR THE CHOICE OF THE STUDY	2
1.3 PROBLEM FORMULATION	3
1.4 GOAL AND OBJECTIVES OF THE STUDY	4
1.4.1 GOAL	4
1.4.2 OBJECTIVES	5
1.5 RESEARCH QUESTION FOR THE STUDY	5
1.6 RESEARCH APPROACH	6
1.7 TYPE OF RESEARCH	6
1.8 RESEARCH DESIGN	7
1.9 RESEARCH PROCEDURE	8
1.9.1 DATA COLLECTION	8
1.9.1.1 CONTENT ANALYSIS	8
1.9.1.2 SEMI-STRUCTURED INTERVIEWS	9
1.9.1.3 SELF-ADMINISTERED QUESTIONNAIRES	10
1.9.2 DATA ANALYSIS	11
1.10 PILOT STUDY	12
1.10.1 PILOT TESTING OF SEMI-STRUCTURED INTERVIEW SCHEDULE AND SELF-ADMINISTERED QUESTIONNAIRE	12
1.10.2 FEASIBILITY OF THE STUDY	12
1.11 DESCRIPTION OF RESEARCH POPULATION, DELIMITATION OF SAMPLE AND SAMPLING METHOD	13

1.11.1	POPULATION	13
1.11.2	SAMPLING FRAME	14
1.11.3	SAMPLE AND SAMPLING METHODS	15
1.11.3.1	COMBINATION OF:	15
	• JUDGEMENTAL/PURPOSIVE SAMPLING	16
	• STRATIFIED RANDOM SAMPLING	16
	• SIMPLE RANDOM SAMPLING	17
1.11.3.1	SYSTEMATIC RANDOM SAMPLING	17
1.12.	ETHICAL ISSUES	18
1.13.	LIMITATIONS OF THE STUDY	20
1.14.	DEFINITIONS OF KEY CONCEPTS	20
1.14.1	PROGRAMME EVALUATION RESEARCH	20
1.14.2	SOCIAL WORK	21
1.14.3	RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)	22
1.14.4	POVERTY RELIEF PROGRAMME (PRP)	22
1.14.5	LIMPOPO PROVINCE	23
1.14.6	SOCIAL PROGRAMME	23
1.14.7	PUBLIC POLICY	24
1.14.8	POVERTY	24
1.15	LAYOUT OF THE RESEARCH REPORT	25

CHAPTER 2

POVERTY AS A SOCIAL PROBLEM

2.1	INTRODUCTION	27
2.2	CONCEPTUALIZATION OF THE CONCEPT SOCIAL PROBLEM	32
2.3	CONCEPTUALIZATION OF POVERTY	34
2.3.1	DEFINITION OF THE CONCEPT POVERTY	34
2.4	POVERTY AS A CONDITION OF DEPRIVATION	36

2.4.1	DISTINCTION BETWEEN INTRINSIC DEPRIVATION AND EXTRINSIC DEPRIVATION	37
2.4.2	CATEGORIES OF DEPRIVATION	39
2.4.2.1	ECONOMIC DEPRIVATION	39
2.4.2.2	SOCIAL DEPRIVATION	40
2.4.2.3	POLITICAL DEPRIVATION AND POWERLESSNESS	41
2.4.3	TYPES OF DEPRIVATION	41
2.4.3.1	MATERIAL RESOURCES DEPRIVATION	42
2.4.3.2	MENTAL OR EMOTIONAL DEPRIVATION	42
2.4.3.3	COGNITIVE DEPRIVATION	43
2.4.3.4	INTERPERSONAL DEPRIVATION	43
2.4.3.5	OPPORTUNITY DEPRIVATION	44
2.4.3.6	PERSONAL RIGHTS DEPRIVATION	45
2.4.3.7	PHYSICAL DEPRIVATION	46
2.4.4	FORMS OF DEPRIVATION	46
2.4.4.1	ABSOLUTE DEPRIVATION	46
2.4.4.2	RELATIVE DEPRIVATION	47
2.4.4.3	CULTURAL DEPRIVATION	48
2.4.4.4	CONJUNCTURAL DEPRIVATION	49
2.5	THEORETICAL PERSPECTIVES OF POVERTY	50
2.5.1	THE INDIVIDUALISTIC PERSPECTIVE	51
2.5.2	REFORMIST PERSPECTIVE	54
2.5.3	STRUCTURALIST PERSPECTIVE	55
2.6	CAUSES AND EFFECTS OF POVERTY	56
2.6.1	CAUSES OF POVERTY	57
2.6.1.1	RESOURCES DEFICIENCY	58
2.6.1.2	INDIVIDUAL DEFICIENCY	58
2.6.1.3	INSTITUTIONAL DEFICIENCY	59
2.6.2	EFFECTS OF POVERTY	60
2.6.2.1	PSYCHOLOGICAL ENVIRONMENT	61
2.6.2.2	NATURAL/SOCIAL ENVIRONMENT	64

2.6.2.3	ECONOMICAL ENVIRONMENT	68
2.6.2.4	POLITICAL ENVIRONMENT	72
2.6.2.5	CULTURAL ENVIRONMENT	73
2.6.3	STRATEGIES FOR ELIMINATING POVERTY	76
2.7.1	EDUCATION AND TRAINING	77
2.7.2	ENTREPRENEURIAL OPPORTUNITIES	78
2.7.3	REDISTRIBUTION OF RESOURCES	79
2.7.4	INFRASTRUCTURAL DEVELOPMENT	80
2.7.5	IMPROVEMENT OF THE POOR'S STANDARD OF LIVING	80
2.7.6	GOVERNMENT'S INVOLVEMENT	81
2.7.7	COMPETENT ECONOMY	82
2.7.8	FULL EMPLOYMENT	84
2.7.9	COMMUNITY REVITALIZATION PROGRAMMES	84
2.7.10	SOCIAL SECURITY PROGRAMMES	85
2.8.	SUMMARY	87

CHAPTER 3

PUBLIC POLICY

3.1	INTRODUCTION	90
3.2	DISTINCTION BETWEEN PUBLIC POLICY AND SOCIAL POLICY	91
3.2.1	PUBLIC POLICY	93
3.2.2	SOCIAL POLICY	96
3.2.3	CHARACTERISTICS OF PUBLIC POLICY AND SOCIAL POLICY	97
3.2.3.1	CHARACTERISTICS OF PUBLIC POLICY	98
3.2.3.2	CHARACTERISTICS SOCIAL POLICY	101
3.3	FACTORS INFLUENCING PUBLIC POLICY MAKING	110
3.3.1	INTERNAL FACTORS	110
3.3.2	EXTERNAL FACTORS	115

3.4	THEORETICAL MODELS REGARDING PUBLIC POLICY	120
3.4.1	INTRODUCTION	120
3.4.1.1	PILLAY'S PLURALIST AND ELITIST MODEL	122
3.4.1.2	CLOETE'S IDEAL TYPE MODEL	123
3.4.1.3	HANEKOM AND THORNHILL'S DESCRIPTIVE AND PRESCRIPTIVE MODELS	123
3.4.1.4	DYE'S EIGHT MODELS OF PUBLIC POLICY MAKING	124
3.4.2	THE DESCRIPTIVE AND PRESCRIPTIVE MODELS REGARDING PUBLIC POLICY MAKING	125
3.4.2.1	THE DESCRIPTIVE MODELS REGARDING PUBLIC POLICY MAKING	126
3.4.2.2	THE PRESCRIPTIVE MODELS REGARDING PUBLIC POLICY MAKING	133
3.4.2.2	PUBLIC POLICY PROCESS	139
3.4.2.3	PHASE 1: POLICY AGENDA	143
3.4.2.4	THEORETICAL APPROACHES TO POLICY AGENDA	147
3.4.2.5	TYPES OF POLICY AGENDA	148
3.4.2.6	FACTORS WHICH INFLUENCE AGENDA SETTING	150
3.4.3	PHASE 2: POLICY FORMULATION	153
3.4.3.1	ROLE PLAYERS DURING PUBLIC POLICY MAKING	154
3.4.4	PHASE 3: POLICY ADOPTION	161
	PHASE 4: POLICY IMPLEMENTATION	164
3.4.4.1	INSTRUMENTS OF PUBLIC POLICY	166
3.4.4.2	PUBLIC POLICY IMPLEMENTATION PROBLEMS	169
3.4.5	PHASE 5: POLICY EVALUATION	175
3.5	SUMMARY	177

CHAPTER 4

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

4.1	INTRODUCTION	180
4.2	THE RECONSTRUCTION AND DEVELOPMENT PROGRAMME (RDP)	180
4.2.1	CONCEPTUALIZATION OF THE RDP	180
4.2.2	OBJECTIVES OF THE RDP	181
4.2.2.1	MEETING THE BASIC NEEDS	182
4.2.2.2	DEVELOPMENT OF HUMAN RESOURCES	184
4.2.2.3	BUILDING THE ECONOMY	186
4.2.2.4	DEMOCRATIZING THE STATE AND SOCIETY	190
4.2.2.5	IMPLEMENTATION OF THE RDP	192
4.2.3	LIMITATIONS OF THE RDP	194
4.2.4	EFFECTIVE GUIDELINES TO THE SUCCESSFUL IMPLEMENTATION OF THE RDP	198
4.3	THE POVERTY RELIEF PROGRAMME (PRP)	200
4.3.1	CONCEPTUALIZATION OF THE POVERTY RELIEF PROGRAMME (PRP)	201
4.3.2	THE STRATEGIC NATURE OF THE PRP	202
4.3.3	THE OBJECTIVES OF THE PRP	213
4.3.3.1	FOOD SECURITY INITIATIVES	214
4.3.3.2	COMMUNITY DEVELOPMENT STRUCTURES	216
4.3.3.3	YOUTH WHO ARE DEVIANT	217
4.3.3.4	DEVELOPMENT OF SELF-HELP ORGANIZATIONS	216
4.3.3.5	THE AGED AND CHILD CARE	218
4.3.3.6	THE DISABLED	220
4.3.3.7	FINANCIAL PLANNING AND MANAGEMENT	221
4.3.3.8	MONITORING AND EVALUATION	223

4.3.4	THE BASIC PRINCIPLES OF THE POVERTY RELIEF PROGRAMME (PRP)	225
4.2.4.1	PRINCIPLE OF ABSTRACT HUMAN NEEDS	226
4.2.4.2	PRINCIPLE OF LEARNING	227
4.2.4.3	PRINCIPLE OF PARTICIPATION	228
4.2.4.4	PRINCIPLE OF EMPOWERMENT	228
4.2.4.5	PRINCIPLE OF OWNERSHIP	229
4.2.4.6	PRINCIPLE OF RELEASE	230
4.2.4.7	PRINCIPLE OF ADAPTIVENESS	230
4.2.4.8	PRINCIPLE OF SIMPLICITY	231
4.2.4.9	PRINCIPLE OF FREEDOM	232
4.2.4.9.1	PRINCIPLE OF EQUALITY	232
4.2.4.10	PRINCIPLE OF JUSTICE	233
4.2.4.11	PRINCIPLE OF RIGHTS	233
4.2.4.12	PRINCIPLE OF DIVERSITY	234
4.2.4.13	PRINCIPLE OF CITIZENSHIP	234
4.2.5	POVERTY RELIEF PROGRAMME PROCESS	235
4.3.5.1	PHASE I: IDENTIFICATION	236
4.3.5.2	PHASE II: PREPARATION	238
4.3.5.3	PHASE III: APPRAISAL	239
4.3.5.4	PHASE IV: NEGOTIATIONS	241
4.3.5.5	PHASE V: IMPLEMENTATION	243
4.3.5.6	PHASE VI: EVALUATION	244
4.4	SUMMARY	245

CHAPTER 5

PROGRAMME EVALUATION RESEARCH

5.1	INTRODUCTION	252
5.2	CONCEPTUALIZATION OF PROGRAMME EVALUATION RESEARCH	253
5.2.1	DEFINITION OF PROGRAMME EVALUATION RESEARCH	253
5.2.2	CHARACTERISTICS OF PROGRAMME EVALUATION RESEARCH	254
5.3	AIM AND OBJECTIVES OF PROGRAMME EVALUATION RESEARCH	261
5.3.1	AIM OF PROGRAMME EVALUATION RESEARCH	261
5.3.2	OBJECTIVES OF PROGRAMME EVALUATION RESEARCH	261
5.4	CATEGORIES OF PROGRAMME EVALUATION RESEARCH	265
5.4.1	PROGRAMME IMPROVEMENT	266
5.4.2	ACCOUNTABILITY	266
5.4.3	KNOWLEDGE GENERATION	267
5.4.4	POLITICAL RUSES OR PUBLIC RELATIONS	267
5.5	THEORETICAL PERSPECTIVES OF PROGRAMME EVALUATION RESEARCH	268
5.5.1	POSITIVIST PERSPECTIVE OF PROGRAMME EVALUATION RESEARCH	269
5.5.2	INTERPRETIVE PERSPECTIVE OF PROGRAMME EVALUATION RESEARCH	270
5.5.3	CRITICAL-EMANCIPATORY PERSPECTIVE OF PROGRAMME EVALUATION RESEARCH	271
5.6	TYPES OF PROGRAMME EVALUATION RESEARCH	272
5.6.1	MONITORING EVALUATION	272
5.6.2	IMPACT EVALUATION	274
5.6.3	FORMATIVE EVALUATION	275
5.6.4	SUMMATIVE EVALUATION	276

5.7	THE PROCESS OF PROGRAMME EVALUATION RESEARCH	278
5.7.1	DETERMINE WHAT IS TO BE EVALUATED	279
5.7.2	IDENTIFY THE CONSUMERS OF RESEARCH	281
5.7.3	OBTAIN THE COOPERATION AND SUPPORT OF THE SERVICE GIVERS AND MANAGEMENT CONCERNED	282
5.7.3.1	TYPES OF PARTICIPATION	284
5.7.4	SPECIFY PROGRAMME OBJECTIVES CLEARLY AND IN MEASURABLE TERMS	290
5.7.5	SPECIFY OBJECTIVES OF THE EVALUATION PROCESS ITSELF	291
5.7.6	CHOOSE VARIABLES THAT CAN BE MEASURED TO REFLECT DESIRED OUTCOMES	292
5.7.7	CHOOSE AN APPROPRIATE RESEARCH DESIGN	292
5.7.8	IMPLEMENT MEASUREMENT	294
5.7.9	ANALYSE AND INTERPRET THE FINDINGS	294
5.7.10	REPORT AND IMPLEMENT THE RESULTS	295
5.8	SUMMARY	296

CHAPTER 6

RESEARCH METHODOLOGY AND RESEARCH FINDINGS

6.1	INTRODUCTION	300
6.2	PART 1: RESEARCH METHODOLOGY	300
6.2.1	RESEARCH APPROACH	301
6.2.2	RESEARCH QUESTION	304
6.2.3	RESEARCH DESIGN	305
6.2.4	TYPE OF RESEARCH	306
6.2.5	DESCRIPTION OF THE RESEARCH POPULATION, SAMPLING FRAME AND THE SAMPLING METHODS	308
6.2.6	RESEARCH PROCEDURE	317
6.2.7	ETHICAL CONSIDERATIONS	329

6.2.7.1	INFORMED CONSENT	329
6.2.7.2	ANONYMITY AND CONFIDENTIALITY	330
6.2.7.3	OBTAINING PERMISSION	331
6.3	PART II: EMPIRICAL RESEARCH FINDINGS OF THE STUDY	332
6.4	SECTION 1: CONTENT ANALYSIS	332
6.4.1	INTRODUCTION	335
6.4.2	THE PRP FRAMEWORK	336
6.4.2.1	DEFINITION	336
6.4.2.2	AIM OF THE PRP	337
6.4.2.3	STATEMENT ABOUT THE OBJECTIVES OF THE PRP	340
6.4.2.4	CHARACTERISTICS OF A SOCIAL PROGRAMME	342
6.4.2.5	FACTORS INFLUENCING POLICY MAKING	346
6.4.2.6	THEORETICAL MODELS REGARDING POLICY MAKING	349
6.4.2.7	FORMS OF POVERTY	350
6.4.2.8	EFFECTS OF POVERTY	353
6.4.2.9	THE PROCESS OF THE PRP	356
6.4.2.10	IMPLEMENTATION PROBLEMS OF THE PRP	360
6.4.2.11	THE PARTICIPANTS IN THE MONITORING AND EVALUATION PROCESS OF THE PRP	362
6.5	SECTION 2: RESEARCH FINDINGS THROUGH SEMI-STRUCTURED INTERVIEWS	362
6.5.1	INTRODUCTION	362
6.5.2	BIOGRAPHICAL INFORMATION OF THE KEY-INFORMANTS AND THE FEATURES OF THE PRP PROJECTS INVOLVED	362
6.5.3	QUANTITATIVE DATA AND QUALITATIVE RESPONSES GIVEN BY THE KEY-INFORMANTS	369
6.5.3.1	INTRODUCTION	369
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	383

6.6	SECTION 3: RESEARCH FINDINGS THROUGH SELF-ADMINISTERED QUESTIONNAIRES	390
6.6.1	INTRODUCTION	390
6.6.2	BIOGRAPHICAL INFORMATION OF THE RESPONDENTS AND FEATURES OF THE PRP PROJECTS INVOLVED	391
6.6.2.1	THE FEATURES OF THE PRP PROJECTS IN THE LIMPOPO PROVINCE AS REPORTED BY THE COMMUNITY DEVELOPMENT OFFICERS THROUGH A CHECKLIST S A QUANTITATIVE METHOD OF DATA COLLECTION	402
6.6.2.2	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 OPEN-ENDED QUESTIONS IN THE QUESTIONNAIRE	432
6.6.2.3	THE OPINIONS OF THE RESPONDENTS WITH REGARD TO THE AIM, THE OBJECTIVES, THE FORMULATION, THE THEORETICAL FRAMEWORK, EFFECTIVITY AND THE OUTCOMES OF THE PRP	443
6.7	SUMMARY	450

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.1	INTRODUCTION	452
7.2	SECTION 1: CONTENT ANALYSIS	453
7.2.1	INTRODUCTION	453
7.3	THE STRUCTURE OF THE PRP FRAMEWORK	453
7.3.1	ISSUE IDENTIFICATION AND DEFINITION	454
7.3.1.1	FORMS OF POVERTY	455

7.3.1.2	CHARACTERISTICS OF THE PRP	456
7.3.2	OBJECTIVES OF THE PRP	460
7.3.3	CONCEPTUAL MODEL OF THE PRP	464
7.3.3.1	EFFECTS OF POVERTY	465
7.3.3.2	THE PROCESS OF THE PRP	469
7.3.3.3	IMPLEMENTATION PROBLEMS OF THE PRP	471
7.3.4	FORCES SURROUNDING THE DEVELOPMENT AND IMPLEMENTATION OF THE PRP	478
7.3.4.1	FACTORS WHICH INFLUENCE THE FORMULATION OF THE PRP	478
7.3.4.2	THEORETICAL MODELS REGARDING THE FORMULATION OF THE PRP	484
7.3.5	EVALUATION OF THE PRP	489
7.3.5.1.1	THE PARTICIPANTS IN THE MONITORING AND EVALUATION PROCESS OF THE PRP	489
7.4	SECTION 2: SEMI-STRUCTURED INTERVIEWS WITH KEY-INFORMANTS	492
7.4.1	INTRODUCTION	492
7.4.2	BIOGRAPHICAL INFORMATION OF THE KEY-INFORMANTS AND THE FEATURES OF THE PRP PROJECTS INVOLVED	493
7.4.3	QUALITATIVE RESPONSES BY THE KEY-INFORMANTS REGARDING THE FORMULATION AND IMPLEMENTATION OF THE PRP	498
7.4.4	THE OPINIONS OF THE RESPONDENTS REGARDING THE AIM, THE OBJECTIVES, FORMULATION, THEORETICAL FRAMEWORK, EFFECTIVITY AND OUTCOMES OF THE PRP	502

7.5	SECTION 3: SELF-ADMINISTERED QUESTIONNAIRE COMPLETED BY THE COMMUNITY DEVELOPMENT OFFICERS	504
7.5.1	INTRODUCTION	504
7.5.2	BIOGRAPHICAL INFORMATION OF THE RESPONDENTS AND FEATURES OF THE PRP PROJECTS INVOLVED	504
7.5.3	QUALITATIVE DATA REGARDING THE FEATURES OF THE PRP PROJECTS IN THE LIMPOPO PROVINCE WHICH WERE COLLECTED THROUGH A CHECKLIST	508
7.5.3.1	THE STAKEHOLDERS WHO WERE INVOLVED IN THE PRP PROJECTS IN THE LIMPOPO PROVINCE	508
7.5.3.2	THE STRATEGIES WHICH WERE INCLUDED IN THE PRP PROJECTS	510
7.5.3.3	THE TARGET GROUPS	512
7.5.3.4	CAPACITY BUILDING	513
7.5.3.5	THE CHARACTERISTICS OF PARTICIPATION WHICH WERE IDENTIFIED DURING THE PRP PROJECTS	514
7.5.3.6	PRINCIPLES OF THE PRP WHICH WERE CONSIDERED DURING THE PROJECTS	521
7.5.3.7	THE GOALS WHICH WERE ACHIEVED AFTER THE IMPLEMENTATION OF THE PRP PROJECTS	523
7.5.3.8	THE PROCESS WHICH WAS FOLLOWED WHEN PRP PROJECTS WERE MONITORED AND EVALUATED	526
7.5.4	SPONTANEOUS RESPONSES REGARDING THE FORMULATION, IMPLEMENTATION AND EVALUATION OF THE PRP AS QUALITATIVELY REPORTED BY THE RESPONDENTS	528

7.5.4.1	IDENTIFICATION OF THE PRP PROJECTS WHICH ARE RELEVANT TO THE COMMUNITY NEEDS	529
7.5.4.2	THE PROCESS WHICH COMMUNITIES FOLLOWED WHEN THEY CONTACTED THE DEPARTMENT OF HEALTH AND WELFARE TO REQUEST FOR THE PRP PROJECTS	529
7.5.4.3	THE PROCESS WHICH WAS FOLLOWED WHEN COMMUNITIES WERE ACCESSED THE PRP FUNDING	530
7.5.4.4	QUALITIES OF THE PRP WHICH WERE IDENTIFIED DURING THE PROJECTS	531
7.5.4.5	DELIMITATION OF THE PRP WHICH WERE IDENTIFIED DURING THE IMPLEMENTATION PHASE	531
7.5.5	THE OPINIONS OF THE RESPONDENTS REGARDING THE AIM, THE OBJECTIVES, FORMULATION, THEORETICAL FRAMEWORK, EFFCETTIVENESS AND OUTCOMES OF THE PRP	532
7.6	SUMMARY	533
	BIBLIOGRAPHY	536

LIST OF TABLES

Table 2.1:	Poverty distribution according to nine South African provinces	30
Table 3.1:	The distinction between public policy, social policy and social programme	91
Table 3.2:	Different authors and their theoretical models regarding public policy	121
Table 3.3:	Descriptive and prescriptive model regarding public policy	125
Table 3.4:	South African public policy making process and the legislation process	142
Table 6.1:	The types of populations and the sample sizes for the study	310
Table 6.2:	The scores which were obtained from the PRP framework	333
Table 6.3:	Educational qualifications of the respondents	363
Table 6.4:	A group frequency distribution of the positions in the steering committees held by the respondents	365
Table 6.5:	Types and number of the projects	366
Table 6.6:	Criteria implemented by the steering committees when they selected certain sectors of the community who participated in the PRP projects	372
Table 6.7:	Responses regarding the respondents' opinions about the aim of the PRP	383
Table 6.8:	Responses regarding the respondents' opinions about the objectives of the PRP	384

Table 6.9:	Responses regarding the respondents' opinions about the formulation of the PRP	386
Table 6.10:	Responses regarding the respondents' opinions about the effectiveness of the PRP	387
Table 6.11:	Responses regarding the respondents' opinions about the outcomes of the PRP	388
Table 6.12:	The types, numbers, areas and statuses of the PRP projects in the Limpopo Province	395
Table 6.13:	A checklist which includes the variables intended to measure the features of the PRP projects in the Limpopo Province	403
Table 6.14:	The strategies which were included when the PRP projects were formulated, implemented and evaluated	408
Table 6.15:	The characteristics of community participation which were identified during the PRP projects in the Limpopo Province	416
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	420
Table 6.17:	The goals which were achieved during the implementation of the PRP projects in the Limpopo Province	425
Table 6.18:	The processes which were undertaken to access community projects with funding	438

LIST OF FIGURES

Figure 2.1:	South African Poverty distribution according to race and sex during 1995	29
Figure 6.1:	Languages of the respondents	364
Figure 6.2:	Community organizations of origin of the respondents	366
Figure 6.3:	Duration of the projects according to the three South African political periods	368
Figure 6.4:	The manner in which community needs were identified	370
Figure 6.5:	Categories of responses regarding the process which was utilized to select members of the steering committee	374
Figure 6.6:	The process which was utilized when community members were educated and trained	376
Figure 6.7:	The funding process of the PRP projects	378
Figure 6.8:	The impact of the PRP projects on community conditions	380
Figure 6.9:	The future plans of the community development projects	382
Figure 6.10:	The educational qualifications of the respondents	392
Figure 6.11:	The number of respondents according to their districts in the Limpopo province	393

Figure 6.12:	A summary of the statuses of the PRP projects in the districts of the Limpopo Province	402
Figure 6.13:	The target groups which were assisted by the PRP projects in the Limpopo Province	412
Figure 6.14:	Capacity building process of the PRP projects in the Limpopo Province	414
Figure 6.15:	The monitoring and evaluation process of the PRP projects in the Limpopo Province	431
Figure 6.16:	The process which was followed when the PRP projects which are most relevant in addressing the community needs, were identified	434
Figure 6.17:	The manner in which communities contacted the Department of Health and Welfare, Limpopo Province to request for the PRP projects	436
Figure 6.18:	Qualities of the PRP in the Limpopo Province which were identified by the community development officers during the projects	440
Figure 6.19:	The effectivity of the PRP in the Limpopo Province as reported by the community development officers	447
Figure 6.20:	The outcomes of the PRP in the Limpopo Province as reported by the community development officers	449

LIST OF APPENDICES

Appendix A:	A checklist constructed to score the characteristics of the PRP framework	578
Appendix B:	A self-administered questionnaire schedule	581
Appendix C:	A semi-structured interview schedule	588
Appendix D:	Informed consent form intended for the key-informants	590
Appendix E:	Informed consent form intended for the community development officers	592
Appendix F:	A permission granted to the researcher to conduct research on the PRP in the Limpopo Province	594