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Decision-making in the department of public works and supplies and its impact on development communication: An examination of the greening Limpopo campaign

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Table of Contents

Chapter 1: Introduction 7

Chapter 2: Background to the Greening Limpopo Campaign 12

2.1 Research Problem 17

Chapter 3: Aim and Rationale 20

3.1 Aim 20

3.3 Rationale 21

Chapter 4: Theoretical Framework 23

4.1 Modernisation Approach 24

4.2 Participatory Approach 27

4.3 Social Marketing Approach 31

Chapter 5: Literature Review 35

5.1 Campaign Advertising 35

5.2 Media and Development Communication 37

5.3 Government Communication 38

5.4 Comtask Report 40

Chapter 6: Methodology 42

6.1 In-depth Interviews - Government Departments 44

6.2 In-depth Interviews - Business Community 45

6.3 Other stakeholders - Community Service Organisations 47

6.4 Survey 49

6.5 Key Documents / Desktop Research 50

6.6 Content Analysis 51

6.7 Limitations of the study 52

Chapter 7: Findings 53

7.1 Media Outlets in Limpopo 53

7.2 Decision-Making Process 55

7.3 Campaign Message 59

7.4 Business Community Participation 63

7.4.1. Community and Other stakeholders' participation 66

7.5 Audience Media Consumption 68

7.5.1 Radio Responses 71

7.5.2 Newspaper Responses 73

7.6 Lack of Knowledge of Greening Campaign 75

Chapter 8: Analysis 78

8.1 Media Outlets. 78

8.2 Decision-Making 83

8.3 Community and Stakeholder Participation –"Multi-stakeholdersim". 87

8.4 Communication Strategies 92

Chapter 9: Conclusion 95

9.1 Centralised Decision-making 96

9.2 Are Communication Policies Rigid? 98

9.3 Need for Media Diversity 99

Appendix 1: Media Landscape in Limpopo 112

Appendix 2: Research Audience Media Survey (RAMS) 115

Appendix 3: List of Government and Stakeholders' Interviewees 118

Appendix 4: List of Key Government Officers Interviewed 121

Appendix 5: Sample of Business Community Interviewed. 122

Appendix 6: List of Interviewees in Survey 123

Appendix 7: Guiding Questions for Provincial Government 132

Appendix 8: Guiding Questions for Stakeholders for Field Research 133

Appendix 9: Survey Questions for Field Research (individuals) 134

Chapter 1: Introduction

With the advent of democracy in 1994, the government under the African National Congress (ANC) changed the way it communicated with the people. This was necessitated by the fact that the new government adopted from the apartheid government infrastructure and systems which restricted people's access to government information (Netshitomboni: 2007. P2). The new constitution was an important development in government communication. The South Africa constitution of 1996 under section 32 guaranteed everyone access to any information held by the state.

By implication, government had a mandate to fulfil its obligation to communicate with everyone in the country especially the poor and the previously disadvantaged groups. Government had to find new ways of communicating with the people. This means that it had use to use different forms of communication to reach every citizen in the country to ensure that each citizen was aware of its policies, programmes and interventions to improve their lives. (Government Communicators' Handbook: 2010). The anti-apartheid struggle also created a framework for consultative and representative politics that was grassroots led. This basically means that a kind of participatory democratic communications infrastructure was already present in the grassroots resistance in South Africa.

Another important development in government communication was the adoption of the recommendations of a specialised Communication Task Group (Comtask) which the ANC had set up in 1995. Among other issues, the Task Group was tasked to review all government communication processes and to make recommendations how to improve communication. It identified gaps in the government communication system and recommended a new approach in the way government communicates with the people. (Comtask: 1996).

One of the findings of the Comtask was the need for increased access to government information and the need for more government interaction with the people (Communications 2000:p15). It recommended a comprehensive Government Communications and Information System (GCIS) to be established within which a framework of all government communication and information would be co-ordinated (Comtask: 1996, p58).

The government's national communication and information system (co-ordinated at the GCIS) was, amongst other functions, tasked to communicate with the people about government, policies, plans and programmes to the public, to ensure that they become active participants in changing their lives for the better.

According to government, development communication is an approach to communication which provides communities with information they can use in bettering their lives or to improve their socio-economic well-being, which aims at making public programmes and policies real, meaningful and sustainable (Government Handbook: 2010 p55). Such information must be applied in some way as part of community development but it must also address information needs which communities themselves identify. The outcome of this approach is to make a difference in the quality of life of communities many of whom live below the poverty live.

For example, according to the Living Conditions Survey that Statistics South Africa conducted in 2008/2009, approximately 26.3% of the population lived below the food poverty line of R305 per person per month while roughly 38,9% and 52,3% were living below the lower-bound poverty line (R416) and the upper-bound poverty line (R577). The research also found that Limpopo was the poorest province with a poverty headcount of almost 50%, followed by the Eastern Cape (37.5%) and KwaZulu Natal (33%). The black African population was the most affected by poverty with 61.9% living under the upper-bound poverty line between September 2008 and August 2009. Coloureds had the second highest proportion (32.9%) of the population living below the

upper-bound poverty line, followed by Indians/Asians (7.3%). The white population had the lowest poverty headcount, showing only 1, 2% during this period.http://www.statssa.gov.za/publications/Report-03-10-03/Report-03-10-032009.pdf

This "development approach" is therefore important because of inequalities and a need to socially uplift and empower black people in particular – or all South Africans. This has necessitated the need for government to communicate the information that can improve their lives. The government has outlined the elements of development communication.

According to Communicators' Handbook (2010.55), some of the elements are that, firstly, communication between government and the community must be responsive to the needs of the community within the context of government's mandated programme to improve the lives of all South Africans. Secondly, it relies on feedback. It is a two-way communication process that involves consultation with the recipients of information and gives government an opportunity to listen to the ideas and experiences of communities, especially about programmes and services aimed at improving their lives. (Communicators' Handbook 2010:p55-57). Thirdly, community participation was important. Development communication is about planning with communities and identifying their information needs. It is also about working with communities in disseminating information. Fourthly, various resource materials can be used to promote development communication. This resource material can be used for awareness purposes and to mobilise the community to attend workshops, road shows, dramas, izimbizo, etc. (Government Communicators' Handbook: 2010, p55).

It is important to realise that, generally, government communicates with the people for various reasons. Sometimes government gives out information to raise awareness about a particular issue such as the impending danger (such as threats of floods) while sometimes it communicates to influence or mobilise people to take necessary action or adopt a new way of doing things. This implies that government communicates with the people with a view to changing people's behaviour. In South Africa, it is the mandate of government, through GCIS to provide information to the public to ensure that they

become active participants in changing their lives for the better. http://www.thusong.gov.za/documents/artic_pres/dev_comm.htm

In communicating with the people, mass media such as radio, newspapers and television are used as communication channels to promote national development and social change. “The broader purpose of communication technology is to enable the sharing of information, knowledge, and to promote greater access to resources to ensure survival and to foster development so that people will be empowered to reach their full capacities as human beings.” (Butner: 2003).

In South Africa, there is a community media sector too, comprising radio and newspapers and soon television which can play an important role in communicating with the people. The internet has also the potential of becoming an important channel for communication. Research reveals that the number of internet users has been growing over the years. For example, research conducted by the Digital Media and Marketing Association and Echo Consultancy estimates that internet users grew by over two million in July 2013, representing 39% of the adult population who access to the internet.(www.dmma.co.za/news/sa-internet-use).

The role of the media is critical in transmitting information about development in society. Daniel Lerner (1958) and Wilbur Schramm (1964) believed that the economies of the developing countries could be transformed by communicating the ideas of democracy and modernity. Exposure to media was one of the factors that could bring about modern attitudes (cited in Waisbord: 2001 p3). The media were therefore considered an effective tool for communication to change attitudes and drive change. For example, information on health, agriculture, housing and other related issues can be communicated to the people so that they can use it and make informed choices to improve their lives.

The South Africa government uses the media, particularly radio, to disseminate information on development. Development communication is seen by government as a

tool to promote development or the socio-economic status of people (Government Communicators' Handbook: 2010).

The Limpopo Greening Campaign, which is the subject of this thesis, is an example of how government seeks to engage with the rural poor and marginalised groups to use the information to improve their socio-economic well-being. The campaign aims to achieve this by planting trees. The purpose of this thesis is to analyse the extent to which this campaign achieves the development communications objectives laid out by the government. The next chapter looks at factors that influenced the project and campaign.

Chapter 2: Background to the Greening Limpopo Campaign

The Greening Limpopo Campaign (GLC) is directly linked to the Greening Limpopo Project which seeks to make Limpopo 'green' by planting trees to curb deforestation as a result of development and other activities.

The Limpopo Department of Public Works (LDPW) was concerned about the adverse effects that development has on the environment and climate and was keen to make its contribution to mitigate environmental degradation and global warming through this project in the province. According to the premier of Limpopo Province Cassel Mathale, land degradation and deforestation posed an environmental threat in many parts of the province, especially in rural areas. This was largely caused by the cutting down of trees as a means to derive energy. Under the Kyoto Protocol, governments and all stakeholders are required to reduce gas emissions and unsustainable environmental practices in order to maintain acceptable biodiversity levels. The Limpopo government supported an initiative to encourage citizens to plant trees in order to improve their environment and contribute to food security whilst creating jobs at the same time (Greening Business Plan: 2009,pi)

The observation by the premier is echoed in the Limpopo State of Environment Report (2006) which says that about 9.88% of land is classified as degraded. Of this percentage, forest and woodlands make up the greatest portion amounting to 5.27%. Land degradation was caused by different factors including poor unsustainable agricultural practices such as overgrazing, growth of the commercial forestry industry in sensitive landscapes, general land use development, mining activities and cutting down of trees for energy in poor communities because of lack of access to electricity. The report further noted that environment degradation and poor land management practices are estimated to cost the country billions of rands per year as a consequence of deforestation, loss of soil and soil nutrients, pollution of rivers, poor water quality,

flooding and premature siltation of dams, amongst other impact. (cited in *Die Kwêvoël Thabazimbi News, 4 June 2010*)

The provincial government further cites irresponsible human activities on natural habitats, conflict between conservation and development needs, unsustainable use of biodiversity, poverty, inadequate collective strategic thinking and planning and ignorance regarding the importance of biodiversity as being the factors threatening biodiversity. Environmental degradation and desertification was more in poor areas than in affluent areas. This was because in rural areas communities had no access to electricity and had to use wood or other alternatives for energy. In urban areas townships and informal settlements are the most affected while suburbs are affected to a lesser extent. Vhembe and Sekhukhune districts are cited as the most affected by deforestation.

Members of the Executive Committee of the Limpopo Provincial Government, led by the premier, took an initiative to embark on a programme to green the Limpopo Province. A steering committee was convened to draft a provincial business plan which was endorsed at an internal meeting held on the 7th December 2009 and presented to various stakeholders and authorities. The project was therefore premised on socio-economic factors such as poor and unsustainable agricultural practices, growth of the commercial forestry industry in environmentally sensitive areas, rapid mining activities and different land use developments, and irresponsible human activities.

The project formulation was also influenced by the constitutional framework on environment governance. Section 24 of the Constitution entrenches environmental rights as fundamental rights. It states that:

> "Everyone has the right -
>
> (a) To an environment that is not harmful to their health or well-being; and
>
> (b) To have the environment protected, for the benefit of present and future generations, through reasonable legislative and other measures that -

(i) Prevent pollution and ecological degradation;
(ii) Promote conservation; and
(iii) Secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development"

According to the Provincial Government, the primary objective of the Greening Limpopo Project was to encourage Limpopo residents to improve their environment and contribute to the reduction of comprehensive warming by growing suitable trees in and around their places of residence. The project is being implemented within the broad context of the government's Expanded Public Works Programme (EPWP). The EPWP is one of government's strategies aimed at addressing unemployment by creating temporary work opportunities for the unemployed to carry out socially useful activities using public sector expenditure.

The project was intended bring a number of benefits. These include:

- Job creation in line with Expanded Public Works Programme principles.
- Roll back the desertification and deforestation afflicting many parts of the province
- Contribute to food security initiatives through the planting of fruit trees;
- Provide training and exposure in greening and horticulture;
- Contribute to the world-wide movement to reduce comprehensive global warming.

However, it was realised that the project could not succeed without the necessary support and participation of people and other stakeholders. The provincial government had to come up with the GLC to raise awareness about the need for people in Limpopo to plant more trees to reverse the land degradation.

The provincial government mobilised private sector organisations, civil society, state organs (government department and municipalities), and communities to respond to the effects of environmental degradation, deforestation, desertification and global warming.

Established businesses were expected to fund the bulk of this initiative through their corporate responsibility. Funding and sponsorships would be canvassed from institutions such as financial institutions, mining concerns, raw material suppliers such as timber estates, major food suppliers including commercial farming estates, manufacturing concerns, major retailers, private sector business concerns, municipalities, government departments and communities

LDPW would in turn coordinate the programme at the same time co-opting other Government bodies so that they actively participated in the project thus ensuring its sustainability. Municipalities were expected to play a pivotal role of directly interacting with communities in collaboration with Traditional Leaders. Non-Governmental Organisations, Community Based Organisations and Faith Based Organizations would be part of the implementation process. Traditional authorities would be encouraged to plant indigenous medicinal plants.

In order for the campaign to receive maximum support from the people and organisations, the LDPW drew up different communication strategies targeting everyone to participate in the project. These included:

- Airing programmes on SABC under a contractual agreement
- Advertising in selected newspapers and radio stations
- Media coverage of the launch in different parts of the province
- Mobilising councillors and chiefs to inform the people about their participation in planting trees
- Distributing fliers with campaign messages **“Plant A TREE AND MAKE LIMPOPO GREEN.” “PLANT FOR THE PLANET: BILLION TREES CAMPAIGN**”

SABC was given the mandate to air the programmes on SABC local channels in Limpopo. For the launch of the campaign, advertisements were floated on radio stations

such as Capricorn and in both community and mainstream newspapers such as *The Observer, The City Press* and *Sowetan.* The project was launched in 2010.

The LGC was officially launched on March 18, 2010 by the premier of Limpopo Cassel Mathale in Jane Furse, Sekhukhune district under the theme **"Plant for the Planet: Billion Trees Campaign".** At the inaugural launch, Mathale said rapid human activities on natural habitats including extractive mining industries which had a positive effect on Limpopo's economic development and employment creation also posed a major risk to the environment. He emphasised that the provincial government, municipalities, communities and organised business should joined hands in mitigating the negative effects to the environment.

After the official launch, Members of the Executive Committee also launched the campaign in other districts. For example, MEC for Public Works George Phadagi launched the campaign in Mankweng Unit C Communal Park in Capricorn District Municipality on 26 October 2010. As part of the campaign objective for people to plant more trees, Phadagi said officials in the Department of Works had travelled throughout the province to create awareness and solicit support for the campaign. He said leaders from all the sectors of society were met and with no exception gave their overwhelming approval and support to the Green Limpopo campaign.

He said the success of the campaign would depend on their ability "to mobilize the whole of society, its institutions and organisations". The greening would be integrated into the government bulk infrastructure delivery programmes. Emphasis was also to be placed on the designs of schools, hospitals, clinics, libraries and other governmental building which would include the planting of trees. He urged communities to individually and collectively ensure the success of the Greening Limpopo Campaign by taking initiatives to populate their environment with trees and more trees. He said that Telkom contributed to the campaign by donating trees as part of its social responsibility.

The campaign was therefore broad. It targeted all racial groups and ethnic groups and organisations in Limpopo to get involved in planting trees. According to the Limpopo Provincial government, Limpopo has a population of approximately 5,238,286 comprising some 1,215,936 households[1]. Of the total population, 83.2% live in formal dwellings whilst 5.6% live in informal settlements. The province has also diverse ethnic groups distinguished by culture, language and race. Africans comprise 97.5% of the population, Whites 2.2%, Coloured 0.2%, Indians or Asians 0.2%. Five languages are spoken: Sepedi (Northern Sotho) 54.8%, Tsonga (Shangaan) 18.1%, Venda 16.8%, Afrikaans 2.6% and Tswana 18.1%.

2.1 Research Problem

Communication plays an essential role in development. Rogers has argued that communication processes are integral, vital elements of modernisation and development. (1969: 8 cited in Kathryn: 2006). However, it is the mass media that facilitates communication of the information in society.

The South African government is expected to communicate with the people, particularly the previously marginalised majority, on a number of important social issues. Examples include campaigns on HIV/AIDS, housing projects, water and sanitation. It can use different forms of communication to reach out to the people, one of which is advertising. Communicating with the people entails that government communicators have to make some important decisions so that they communicate effectively.

For example, they have to make a decision of what communication strategies to use to transmit the information, what language to use, which media outlets to use, how information is packaged, and how resources should be utilised. On the other hand, communicators have to be guided by both policy imperatives and the realities on the ground. They have to be guided by organisational policies and the demographic pattern

[1]Statistics South Africa: Community Survey, 2007 Basic Results: Municipalities

of a particular area. In the South Africa context, development communication is important because it was designed to improve government communication with the previously disadvantaged communities who had limited access to government communication prior to 1994.

Development communication was conceived as an important avenue to open up dialogue between government and the people, and also to provide communities with information they could use in bettering their lives, which aims at making public programmes and policies real, meaningful and sustainable. Such information must be applied in some way as part of community development but it must also address information needs which communities themselves identified. The approach to government communication emanates from the spirit of the constitution which, under Section 32, guarantees everyone access to "any information held by the state……that is required for the exercise or protection of any rights". This point is reinforced in different government policy documents. For example, the communication policy guidelines (2008) states that the government's mandate requires that its communication should enhance access to information that enables the public to participate in the country's transformation and in bettering their own lives. In the Communicators' Handbook (2010:p3) government recognises that freedom of information and the objectives of building a truly democratic state are important. This requires government to maintain continued interaction with the people to be able to understand their needs. This type of communication will enhance an informed and appropriate response to people's needs to enable all South Africans to become active and conscious participants in social transformation.

This entails that government has to promote participatory democracy through public participation in which government and the people interact. Through this interaction, government is able to better understand people's needs and how these needs can best be met. (Government Communicators' Handbook, 2010: p57). Despite this mandate there is need to examine the way government decides to communicate with people to

improve their socio-economic conditions in a diverse cultural and linguistic environment. It is important to understand how government uses media to fight poverty and assess the extent to which it is meeting its constitutional mandate to communicate with the people.

Chapter 3: Aim and Rationale

3.1 Aim

The aim of the research is to critically examine the decision-making process in a government department in putting together a public communication campaign targeted at rural poor communities and the implications for development communication for using particular media. This research uses the Limpopo Greening Campaign as a way of looking at the government's practices of communicating with the people to promote development.

Among other issues, the research looks at the efficacy of communication and the response of communities and various stakeholders to the campaign. It assesses the effectiveness of government decision making in the construction of campaign message and the impact on communities. This raises questions of whether government is adequately meeting the information needs of the communities it serves. This has been done through interviews, project review, media analysis and fieldwork.

3.2 Research Questions

The study explores three specific research questions:

3.2.1 How does government construct a public message aimed at the rural poor and marginalised groups?

3.2.2 What are the gaps, if any, in reaching out to key stakeholders and what impact does this have on the campaign?

3.2.3 To what extent does government meet its own mandate in communicating with the marginalised communities?

3.3 Rationale

During the apartheid era the black majority were excluded from meaningful participation in the country's economy. Before 1994, the National Party government had a culture of secrecy, disinformation and restrictions on press freedom. Media restrictions caused limited exposure of government mismanagement and disinformation (Comtask report, 1996:p13).

This changed from May 1994 when South Africa became a democracy and adopted a new constitution in 1996 which brought in a new spirit of freedom of expression. The introduction of constitutional guarantees for freedom of the media and the public's right to information promised a new, open and accountable style of government. Government has committed itself to communicate with the people to improve their socio-economic status in areas such as health, sanitation and agriculture.

This implies that such information focuses on development issues and targets the rural poor who are expected to use such information to better their lives. Invariably, decisions have to be made of how to construct the messages and how to communicate with the people. The decisions have an impact on communication and may expose communication gaps between the way government communicates and the way it is actually doing it.

While government is churning out a lot of information there is very little knowledge about the efficacy of existing government communication for development. The government's communication mandate is necessary to impact on poor and marginalised communities, who are the primary target of post-apartheid social and economic redress. If they deviate from this mandate in a way that targeted communities do not properly participate in the communications process, it runs the risk of being ineffective in implementing its social and economic policies. The research therefore seeks to gain some insight into audience reactions to the campaign. In doing so, the research will

deepen our understanding of government communications and if, or how, the mandate of development communication is practically implemented.

Chapter 4: Theoretical Framework

The term ''development communication'' has attracted a myriad of definitions from different scholars. Quebral (2006) has defined it as ''the art and science of human communication applied to the speedy transformation of a country and the mass of its people from poverty to a dynamic state of economic growth that makes possible greater social equality and the larger fulfilment of the human potential.'' Waisbord (2001) defined it as ''the application of communication strategies and principles in the developing world.'' Moemeka (1998:p5) sees it as ''the application of the processes of communication to development process.''

The field of development communication has also attracted scholars from different disciplines such as economics and sociology who have attempted to explain the causes of lack of development in developing countries. Until the 1960s, economic theories explained the lack of development as being a consequence of industrial and technical backwardness, while sociological theories attributed a lack of development to the cultural backwardness of the illiterate masses. Accordingly, it was believed that the quickest solution for development would entail the borrowing of the modernisation strategies of the Western societies which were deemed to be developed societies. This resulted in the emergence of development communication during the modernisation paradigm in terms of which specialists and advisors in development advised the poorer countries (Kumar, 1994:76).

The concept of modern development emerged following the Second World War and the reconstruction of Europe. From 1945 various agencies and organisations were established to facilitate that war-ravaged Europe regain its position in the world market. Melkote (1991: 15) refers to this as the "Genesis of Organized Development Assistance (ODA)" beginning with the establishment of the International Monetary Fund (IMF), the World Bank and the United Nations .family of special agencies. (Melkote, 1991: 15)

Development Communication arose out of the perception at that time that the Third World needed to develop to resemble Western Europe and the United States. Theorists sought to find and develop effective means of transferring information, technology and knowledge in order to facilitate this development and as a result various paradigms evolved in the context of Development Communication theory.

In the South African context, any discussion about how government communicates with the people cannot be divorced from discussing the theoretical approaches to development communication. Since there are several paradigms of development communication, for the purpose of this study, the modernisation approach, participatory approach and social marketing approach will be used.

These approaches are relevant to government communication because they will help us understand how and what shapes development communication in South African and the manner in which government communicates with the people. For example, The Task Group reviewed government communications at the local, provincial, national and international level and made recommendations on how government communication should be structured in line with constitutional principles of freedom of expression and transparency and openness of government. (Comtask report: 1996). Furthermore, findings of the Comtask Group recommended increased access to government information and the need for more government interaction with people. (Communications 2000:15). At the heart of the development communication concept is the need for an exchange of information to contribute towards the resolution of development problems and to improve the quality of life of a specific target group (Bassette 1996:11).

4.1 Modernisation Approach

Modernisation Theory is rooted in broader theories about development in general (Nulens, 2003). It was born soon after the Second War and arose out of the perception

that the Third World needed to develop to resemble Western Europe and the United States. Theorists sought to find and develop effective means of transferring information, technology and knowledge in order to facilitate this development. (Kathryn Gush, 2006). The emphasis of modernisation theory was on the transfer of technology from western countries to Third World countries to improve economic conditions.

Technological transfer was viewed as a necessary condition for development. Implicitly, the modernisation paradigm premise that problems of development were basically rooted in lack of knowledge and that, consequently, interventions needed to provide people with information to change behaviour. This theory suggested that cultural and information deficits lie underneath development problems, and therefore could not be resolved only through economic assistance (a la Marshall Plan in post-war Europe). Instead, the difficulties in Third World countries were at least partially related to the existence of a traditional culture that inhibited development. Third World countries lacked the necessary culture to move into a modern stage. Culture was viewed as the "bottleneck" that prevented the adoption of modern attitudes and behaviour (Waisbord 2002:p3)

The concept of modernisation of society vis-à-vis media was viewed from a western point of view. Schramm and Lerner were proponents of the dominant group of academics, and shared the view of bringing modern technology to developing countries as a way to open the door to further development, otherwise thought of as advancement. Lerner emphasised the need to bring ideas of democracy and modernity to the developing world by adopting the following approach: increase urbanisation which would lead to higher rates of literacy, then disseminate information via the media, which leads to political participation and economic growth (Singh, 2002, p. 483-484).

Because the problem of underdeveloped regions was believed to be an information problem, communication was presented as the instrument that would solve it. As theorized by Daniel Lerner (1958) and Wilbur Schramm (1964), communication

basically meant the transmission of information. Exposure to mass media was one of the factors among others (e.g. urbanization, literacy) that could bring about modern attitudes (cited in Waisbord: 2002). Communication was expected to help modernise people's attitudes and ways of thinking, which would be conducive to support of the economic model already adopted successfully by the West, in accordance with the belief that individuals had to change before development could truly take off (Melkote and Stevens 2001).

Hence communication plays an essential role in development. Since the advent of modern development theory, the ideas, innovations and knowledge that would stimulate modernisation in the underdeveloped world needed to be effectively communicated to the communities and societies. Rogers argued that communication processes were [are] integral, vital elements of modernisation and development. (1969: 8). The mass media were seen as .the vehicles for transferring new ideas and models from the West to the Third World and from urban areas to rural countryside. (Melkote and Steeves, 2001: 117). Thus the mass media were a key feature of the modernisation communication approach and it was assigned a key role in the Modernisation development model (Melkote and Steeves 2001:114).

Development communication under the modernization approach was associated with the use of media to persuade people to achieve, maintain, and strengthen development goals, and media's role was paramount. This heavy emphasis on media was owing to the belief that this form of communication, when used properly, was capable of changing people's mindsets and attitudes. UNESCO, for example, considered media to be a crucial means for promoting change, and in the 1960s, it provided guidelines about a country's desirable per capita consumption of television sets, radio receivers, newspapers, and cinema seats. (Mefalopulos: 2008, p46)

Modernisation theory emphasised that it was essential that the newly independent, developing nations adopt Western ideas and innovations, which had been diffused

using the mass media, in order to "catch up" with the developed nations (Nyamnjoh, 2005). Newspapers, magazines, television, radio and other media were powerful forces in society shaping the way people know about things, look at things and think about things (Barwise and Gordon, in Buggs and Cobley 1998).

The mass media were seen as the vehicles for transferring new ideas and models from the West to the Third World and from urban areas to rural countryside. (Melkote and Steeves, 2001: 117 in Gush 2010: p5).

Closely connected to modernisation and development communication is development journalism. The desperate needs for economic development, and nation building in Africa and Latin America created a favourable environment for the adoption and growth of development journalism (Domatob & Hall, 1983; Edeani, 1993; Isiaka, 2006; Mwaffisi, 1991 cited in Handbook of Journalism Studies: p359). The media was expected to play a major part in informing, educating, motivating, mobilizing and entertaining the people.

4.2 Participatory Approach

The participatory approach was born as a reaction to the modernisation theory and dependency theory. The theorists criticised the modernization paradigm on the grounds that it promoted a top-down, ethnocentric and paternalistic view of development (Waisbord: 17). Governments decided what was best for populations without giving them a sense of ownership in the systems that were introduced (see Mody 1991, Servaes 1989, White 1994). The top-down approach of persuasion models implicitly assumed that the knowledge of governments and agencies was superior, and that indigenous populations either did not know or had incorrect beliefs.

Participatory communication, which emerged in the 1980s, grew out of the realisation that it is essential that beneficiaries be involved in the development programmes that

are meant for them. This, in turn, requires the devolution of power and social change interventions in order to reflect the real needs of people (Chitnis, 2005). Individuals should be actively involved in development efforts. They should be active participants or active agents of development efforts. Development efforts have been refocused to increasingly engage stakeholders and pay attention to aspects of social life (culture, health issues, gender equality, education and human rights) previously neglected in earlier approaches (Mefalopulos: 2009). Thus it postulated that development should go beyond economic growth, but include other social dimensions needed to ensure meaningful results.

A reliable indicator of participation is the full and authentic involvement of members of the developing community in the planning, decision-making and ownership in the change effort. Without these prerequisites any change effort will be perceived as 'someone else's' initiative (IDRC (International Development Research Centre), 2004; Mushi, 1986:263). It is important to acknowledge that participation translates into the active involvement at grassroots level of the developing community (Baofo, 2006) and, thus, that the limited notion of 'consultation' is insufficient if authentic development is to take place.

Mefalopulos (2008) has identified four types of participation: 1) passive participation, when stakeholders attend meetings to be informed; (2) participation by consultation, when stakeholders are consulted but the decision making rests in the hands of the experts; (3) functional participation, when stakeholders are allowed to have some input, although not necessarily from the beginning of the process and not in equal partnership; and (4) empowered participation, when relevant stakeholders take part throughout the whole cycle of the development initiative and have an equal influence on the decision-making process.

People’s participation in development activities and meaningful participation can occur if there was two-way communication as opposed to the top-down communication

characterised by earlier approaches. Ascroft and Masilela (1994: 282) argued that ''if peasants do not control or share control of the processes of their own development, there can be no guarantee that it is their best interest that is being served." According to Waisbord (2008), the lack of local participation and sensitivity to cultural diversity and applying communication to specific context was viewed as responsible for the failure of different programmes.

Melkote (1991:194) equally reinforces this view that participatory approach to development should place emphasis on the poorest of people. The active participation of the people at grassroots level, independence of local community to tailor development projects to their own objectives and the integration of new and old ideas, the traditional and modern systems, the endogenous and exogenous elements should be blended to suite the needs of a particular community.

The two-way (horizontal) model of communication necessitates dialogue among various stakeholders and facilitates the exchange of knowledge, empowering people to participate actively in the process affecting their own lives (Mefalopulos 2008:51). Communication under participatory approach was seen as a process of creating and stimulating understanding as the basis for development rather than information transmission (Agunga1997). Communication is the articulation of social relations among people. People should not be forced to adopt new practices no matter how beneficial they seem in the eyes of agencies and governments. Instead, people needed to be encouraged to participate rather than adopt new practices based on information. As Rogers observed: "no matter what kind of project – agriculture, infrastructure, water, governance, health - it is always valuable, and often essential, to establish dialogue among relevant stakeholders." (Rogers cited in Mefalopulos 2008: 8).

Proponents of the participatory approach cite many reasons for involving people and other stakeholders in development initiatives. These include the enhancement of project results, services can be provided at a lower cost; participation has intrinsic

values for participants, alleviating feelings of alienation and powerlessness; participation is a catalyst for further development efforts; participation leads to a sense of responsibility for the project; and participation ensures the use of indigenous knowledge and expertise. White (as cited in McKee 1994: 215).

Writers such as Paulo Freire (1970) believed in a human-centred approach to development that valued the importance of interpersonal channels of communication (such as face-to-face rather than through mass media) in decision-making processes at the community level. He viewed communication as dialogue and participation. Communication should provide a sense of ownership to participants through sharing and reconstructing experiences. Freire (1970:71) emphasised that the mere transfer of knowledge by an authority source to a passive receiver does nothing to help promote growth in the latter as a human being with an independent and critical conscience, capable of influencing and changing society. According to Freire, if development communication is to be effective, it is essential that it be linked not only to the process of acquiring technical knowledge and skills, but also to the awareness-raising, politicisation and organisational processes (Thomas, 1994:50). In his model, development communication may be considered as a means by which grassroots communities are able to take control (IDRC, 2004).

Another important aspect of the participatory approach is the recognition of “other media” and forms of communication used by people at the grassroots level. Traditional media are no longer the central element of communication, but one of the tools to be used according to the circumstances. While the earlier approaches focused on national mass media’s key roles in communication interventions, the participatory strategies emphasise media that allows more dialogue such as community-based media, theatre, storytelling, dance and music. (Tufte and Mefalopulos 2009:12)

In Africa, popular theatre has been successfully used to increase women's participation and ability to deal with primary care problems. Through songs and storytelling, women

were able to raise awareness and attention to issues and address problems, something that had not been achieved through “modern” media such as television and newspapers (Mlama 1991). Community participation through popular theatre motivated rural communities to become involved in health care. Participation was credited for the reduction of preventable diseases such as cholera and severe diarrhoea after communities constructed infrastructure that helped to improve sanitary conditions (Kalipeni and Kamlongera 1996).

In South Africa, the change of the political system in 1994 necessitated a shift in the way in the government communicates with the people to reflect the new democratic environment. It is the right of citizens to access information and to participate in development activities. According to Lor and van As (2002), the advent of democracy in South Africa has resulted in significant progress in respect of freedom of expression and freedom of access to information. This, in turn, reflects a shift in the style of governmental decision-making in the direction of greater transparency and public participation. Government has further promoted communication through the creation of GCIS which makes provision for ample interfacing between government and its citizens in order to facilitate access to information and progress at a local level (GCIS, 2009).

4.3 Social Marketing Approach

Social marketing approach grew out of the disciplines of advertising and marketing in the United States. It was not influenced by either modernisation theory or participatory theory. It was "born" as a discipline in the 1970s, when Philip Kotler and Gerald Zaltman realised that the same marketing principles that were being used to sell products to consumers could be used to "sell" ideas, attitudes and behaviour. It centres on communication campaigns designed to promote socially beneficial practices or products in a target group.

Kotler and Zaltman (1971, 5) define social marketing as the design, implementation, and control of programmes calculated to influence the acceptability of social ideas and

involve consideration of product planning, pricing, communication, distribution, and marketing research. Andreasen (1994, 110) looks at social marketing as “the adaptation of commercial marketing technologies to programmes designed to influence the voluntary behaviour of target audiences to improve their personal welfare and that of the society of which they are apart.” Others have defined it as the application of management and marketing technologies to pro-social and non profit programs (Meyer & Dearing 1996).

According to Waisbord the goal of an advertising/marketing campaign is to make the public aware about the existence, the price, and the benefits of specific products. The techniques used in commercial advertising (price, product, promotion and place) are applied in social marketing to promote pro-social behaviour. Social marketing therefore focus on influencing social behaviour for the benefit of the target community and the general society and not the marketer. Its focus to change the behaviour of the people, understanding of communication as persuasion (“transmission of information”), and top-down approach to effect change make it closely linked to modernisation and diffusion of innovation theories.

Since the 1970s, social marketing has been one of the most influential strategies in the field of development communication. From marketing and advertising, social marketing imported theories of consumer behaviour into development communication. Analysis of consumer behaviour is required to understand the complexities, conflicts and influences that create consumer needs and how needs can be met (Novelli 1990). Influences include environmental, individual, and information processing and decision making. At the core of social marketing theory is the exchange model according to which individuals, groups and organizations exchange resources for perceived benefits of purchasing products. The aim of interventions is to create voluntary exchanges.

Social marketing has been used in developing countries in many interventions such as

condom use, breast-feeding, and immunization programs. According to Chapman Walsh and associates (1993, 107-108), “early health applications of social marketing emerged as part of the international development efforts and were implemented in the third world during the 1960s and 1970s. Programs promoting immunization, family planning, various agricultural reforms, and nutrition were conducted in numerous countries in Africa, Asia and South America during the 1970s.’’

Waisbord cites that In the United States, social marketing has been extensively applied in public information campaigns that targeted a diversity of problems such as smoking, alcoholism, seat-belt use, drug abuse, eating habits, venereal diseases, littering and protection of forests (2001). Meischke also notes that the early campaigns, in the 1950's, were conducted in developing countries and focused on family planning, oral rehydration and immunization campaigns. In the past two decades social marketing campaigns have been conducted in developed countries as well to bring about other kinds of behaviour change: smoking cessation, diet, condom use, helmet use and other preventive health behaviours.

In South Africa, social marketing is one of the tools that government uses to effect change. This is rooted in advertising campaign of which the Limpopo Greening Campaign is a typical example. The Limpopo Provincial government is trying to effect behavioural change by encouraging people to plant trees and rejuvenate the environment for their own benefit.

However, critics have argued that social marketing manipulates people and is solely concerned with goals without regard for means. They argue that social marketing subscribes to a utilitarian ethical model that prioritises ends over means. In the name of achieving certain goals, social marketing justifies any methods. Like marketing, social marketing deceives and manipulates people into certain behaviours (Buchanan, Reddy & Hossain 1994).

Theorists and practitioners identified with participatory communication have been strong critics of social marketing. For them, social marketing is a non-participatory strategy because it treats most people as consumers rather than protagonists. According to participatory approaches, change does not happen when communities are not actively engaged in development projects and lack a sense of ownership.

They also view social marketing as an approach that intends to persuade people to engage in certain behaviour that have already decided by agencies and planners. It does not involve communities in deciding problems and courses of action. The goal should be, instead, to assist populations in changing their actions based on critical analysis of social reality (Beltrán 1976, Diaz-Bordenave 1976).

Chapter 5: Literature Review

Generally, government has to communicate its messages to all LSM groups and has to find ways to reach communities through the use of all tiers of media (public, commercial, community and social). According to government Communicators' Handbook, government can use media / communication strategies to mobilise the community in development communication. These include workshops, road shows, dramas, izimbizo, loud hailing, word of mouth, posters, promotional material (T-shirts, caps, keyholders, flyer and advertising (Communicators' Handbook: 2006-07, p35).

At the centre of government communication is the GCIS which informs the people about projects, campaign and upcoming events to mobilise the communities for participation using media. According to GCIS 2010/2011 annual report, government spent R163 million on media buying, advertising and marketing (Annual report: p18).

5.1 Campaign Advertising

A number of organisations and writers in South Africa have written on the role of advertising in communication and the relationship between advertising and the type of media used. The Advertising Transformation Index (ATI) report of 2004 show that government increased ad spend between 2001 and 2003 in all media (radio, television, newspapers and magazines) with an exception of outdoor which decreased by almost half between the same period.

Overall, government ad spend on radio increased by 136.4% from R44m in 2001 to R113m in 2003 (ATI Report 2004: p59). Despite this increase, government advertising spending was skewed towards the higher LSMs. In 2002, 59.1% of the Government's overall ad spend was spent on the top LSM half (5-6), which represent 35.4% of the population. Only 40.6% was spent on 64.6% of the population. (ibid.p76).

Owing to the fact lower LSMs are mainly blacks who live in rural areas; government has been under-spending on previously disadvantaged communities. For example, in 2003 government radio ad spend was skewed towards the White audience. Although the White population is 13.9% of the total Radio audience, 27.7% of ad spend was spent on them in 2003, down from 31.1% in 2001. Whilst for the Black population that accounts for 75.4% of the audience, only 55.4% of the total ad spend was spent on them in 2003. However, ad spend on Black population increased from 52.3% in 2001, which is a 3% increase. Ad spend on the Indian population declined from 5.2% in 2001 to 4.7% in 2003, and Coloured population increased from 11.4% in 2001 to 12.3% in 2003 (ibid: p28).

The government has been spending a lot of resources on advertising. An OMD report (2004:) states government was the overall top advertiser with R425 million spent on advertising in 2004 while it was a top advertiser in the radio category with R130 million spent on radio advertisement. In the financial year of 2012/13 government had by the end of November 2012 through the Government GCIS' media bulk buying spent R108 million across all platforms on advertising. This is evidence that suggests government wants to communicate with all the citizens and impact on people's lives through social marketing. (http://www.omd.co.za/media_facts/samedialandscape2005.pdf)

Campaign advertising, which is the main tool in social marketing, is used also by many countries to disseminate information to achieve various objectives such as condom use, breast-feeding, and immunization programmes. According to Chapman Walsh and associates (1993, 107-108), "early health applications of social marketing emerged as part of the international development efforts and were implemented in the third world during the 1960s and 1970s. Programmes promoting immunization, family planning, various agricultural reforms, and nutrition were conducted in numerous countries in Africa, Asia and South America during the 1970s." In the United States, social marketing has been extensively applied in public information campaigns that targeted a

diversity of problems such as smoking, alcoholism, seat-belt use, drug abuse, eating habits, venereal diseases, littering and protection of forests (Waisbord: 2001).

It was also found that social marketing has been established as an effective behavioural change model for a wide variety of public health issues such as breastfeeding. Khoury et al. demonstrated that a comprehensive social marketing approach including interventions to increase public awareness (through media and other outlets) increased rates of initiation and duration while also improving perceptions of community support for breastfeeding. The U.S. Department of Health and Human Services' Office on Women's Health and the Advertising Council launched *Babies Were Born to Be Breastfed* awareness campaign to target first-time parents through television, radio, out-of-home, Internet, and print advertising that highlights the health consequences of not breastfeeding.

5.2 Media and Development Communication

Another difficult relationship between media and development communication concerns news values. Media publish news on the basis of newsworthiness of an event or certain news values such as prominence, timeliness, proximity and human interest (Neil, 2009). Development communication may not necessarily contain information that is considered newsworthy. Commercial / advertising imperative is more likely to take precedence over editorial content, as it bypasses gatekeeping in the newsroom.

The news values determine the worth of a news story and how much prominence it is given by newspapers or broadcast media. According to Spencer-Thomas, news values are fundamental to understanding news production and the choices that editors and other journalists face when deciding that one bit of information is news while another is not. (Retrieved from www.owenspencer-thomas.com/journalism).This implies that it may be difficult for media to cover stories that would not sell or appeal to the readers especially if news is promotional.

Media may also ignore development communication because of their tendency to package programmes that combine or contain news and entertainment features that may include interviews, commentaries and reviews. Advertisers will avoid programmes that interfere with “buying mood” and seek programmes that will entertain which will fit the primary of purpose of selling. Media systems in the twenty-first century are given over largely to entertainment. Even many allocate only a small part of their content to public affairs (Curran: 2000).

Media’s relationship to government, as watchdog, means that they are more likely to adopt a critical view of government activities. This may mean avoiding development communication tasks which are “social responsibility” as opposed to “critical political responsibility”, holding government to account. Ignoring “social responsibility” messages may also apply to other institutions. For example, HIV/AIDS developmental communication is typically bought by Non-Governmental Organisations (NGOs) run as paid for supplements or advertising space, rather than news to ensure that the message gets across to the public. LoveLife is a good example. What the government is doing is not too dissimilar to what NGOs do.

5.3 Government Communication

The approach to government communication in South Africa is derived from the constitutional imperative of freedom of information and the objectives of building a truly democratic state. Government is required to maintain continued interaction with the people to be able to understand their needs.

It is believed that this type of communication will enhance an informed and appropriate response to people’s needs to enable all South Africans to become active and conscious participants in social transformation. (Government Communicators’ Handbook: Chapter 2, p3). The people would use it to improve their socio-economic status.

Government communicators are guided by a number of government communications documents notably Government Communicators' Handbook which has been revised 2010/2011 and Government Communication Policy Guidelines: Media Marketing, Crisis and Local government Policy Guidelines.

In communication with the citizens through campaigns and programmes, government does recognise that there must be a deliberate effort to understand the communication environment communication environment, including target groups, appropriate media platforms, messages and forms of interaction (Communicators Handbook: p34). This is imperative because the success of communication depends on the accurate diagnosis of the surroundings that will influence how decisions are made.

Although community media (radio and newspaper) also play a significant role in informing the people at community level, they have not attracted much ad spend from government. According to William Bird of Media Monitoring Africa there has been reluctance to place advertising in smaller media and he called for change of attitude. (Retrieved from http://themediaonline.co.za/). This means that that advertising has favoured mainstream media at the expense of community media. Even for big media, the scenario was varied. The ATI study indicated that advertising on various radio stations was skewed in the ratings of various radio stations, with regional stations targeted at high-income groups getting a disproportionate amount of advertising. Pay television was a premium service in many respects and therefore commands a premium ad spend. The high-end magazines attract a much higher premium than the low-end ones, thus leading to a stronger skew than in other media (ATI Report 2004: p84).

Patrick Barwise and David Gordon in their book *The Economics of Media* noted that in choosing which media to use, advertisers' main aim is to reach as many people as possible within their target market.
(Retrieved from http://mediadebates.wordpress.com/tag/patrick-barwise/). Advertisers choose the media that would carry their product based on accessibility and content and,

most importantly, on the market that media will be able to reach and whether that market is viable to for the advertiser (Croteau and Hoynes, 2001).

This equally applies to government ad spend. The ATI study (2004: p84) supports the same view that government spending should mainly be driven by the most effective and efficient media to reach the population targeted. Implicitly, government communication policy documents guide communication officers in decision making regarding which media to use. The decisions are largely influenced by the need to reach a large audience. More importantly, the decisions are taken within the structure of the organisation which is governed by rules, guidelines, regulations, procedures and practices that communicators have to follow.

Employees modified their own personal values in accordance with the requisites of the organisation. One should therefore study organisations, not individuals, to analyse output they produce (Molotch, Tuchman and others: 1973). This view is also supported by Schudson who observed that journalists at mainstream publication everywhere accommodate the political culture of the regime in which they operate (Michael Schudson: 2000). Thus journalists adjust to the changing role of the media and power relations in a society and the values often work to allow the ideas of the powerful to be legitimated by the media.

5.4 Comtask Report

The Task Group on government communications reviewed government communications at the local, provincial, national and international level and made recommendations on how government communication should be structured in line with constitutional principles of freedom of expression and transparency and openness of government. Recommendations also addressed new policies, structures and budgets (Comtask report: 1996). Among the challenges Comtask observed were:

- That there were no clear standards to measure communication capacity and costs.
- Communication suffered from poor morale and lack of mandate.
- The erstwhile communication agency had low level interaction with government departments and provinces and was meeting their needs fitfully.
- Overall government lacked central co-ordination in messaging, adequate planning of information campaigns and communication was given a low priority.

The recommendations of the Task Group paved the way for development communication and for formation of the GCIS which was mandated to manage government communication campaigns which are meant to ensure there is interaction between government and the people. Development communication was therefore a response to historical, social and economic factors which were characterised by lack of freedom of access to information and citizen participation in development activities by the majority of the population. “The socio-economic problems included high levels of poverty and unemployment, low standards of living (people living below the poverty line), poor access to basic services, remote settlement patterns, lack of access to technology, lack of information, poor health services, lack of education and skills and lack of infrastructure”.
(Retrieved from http://www.thusong.gov.za/documents/research/plan.htm).

Chapter 6: Methodology

The main methodology for data collection is both the qualitative and quantitative research approaches. The qualitative research method was used because of its strength in explaining and interpreting "behaviours, processes and motivations" (Bassey, 2006). Bertrand and Hughes (2005) describe qualitative research as being "primarily based on description rather than on measurement of the factors to be analysed". Unlike quantitative research, which focuses on numerical data, qualitative research places emphasis on and carries out in-depth analysis of words, images and subjective material.

Merriam (1988) highlights the fact that in qualitative research, the researcher is the primary instrument for data collection and analysis. The researcher draws conclusions after careful collection and analysis of the details that are relevant to the research. Creswell (1994:96) cements this fact when he notes that the study of this nature has to start by collecting information and asking questions from the participants.

However, Denzin and Lincoln see qualitative research as too subjective and not sufficiently impartial (2005, p. 8). Qualitative research, which focuses on interaction, processes and events, is characterised by the researcher being involved and is not independent of the context within which it takes place, but it is "situationally constrained", states Neuman (2003, p1). However, this type of research was useful in this instance as it was used to draw out not only the step-by-step account of what happened, but to understand the emotions and beliefs that the participants felt during the course of this case.

The second method was quantitative approach. Quantitative research is defined as "a formal, objective, systematic process in which numerical data are utilised to obtain information about the world" (www.fortunecity.com). Conclusions are drawn from the analysis of 'quantitative' statistical data that is most commonly collected through the

survey method, which utilise questionnaires and interview schedules to collect information via telephone, surface mail, e-mail or face to face with interview candidates (Davies, 2000).

In this study, numerical data relating to media consumption habits of the people in Limpopo was obtained through a survey which is defined as a systematic methodology for gathering information from (a sample of) entities for the purposes of constructing quantitative descriptions of the attributes of the large population (Groves: Fowler: Couper; Lepkowski: Singer: Tourangeau: 2004, p2). The survey helped to gather information about the media products people consume and to assess whether using one medium to disseminate the campaign message was good enough.

The data collection methods for this study were in-depth personal interviews, surveys, desktop research and a brief content analysis of a sample of news content that appeared in print media. Both interviews and survey were complemented by preliminary desktop research to obtain data on demography, media landscape and background information on the Limpopo Greening Project.

Interviews utilised semi-structured questions. The primary advantage of semi structured questions in the interview process, according to Bernard (1988) is that the interviewer is also free to follow other leads if they arise out of the respondents' responses. Responses from interviewees were recorded and some questions were followed up where it was unclear. Gunter (2008) would add that the use of personal interviews in media research gives the researcher a great deal of control over the data collection process. Some of the major strengths of personal interviews are that researcher has control over the selection of respondents, who would be people that would add value to the study, and that the response rate is 100% once the respondents have been selected

6.1 In-depth Interviews - Government Departments

In-depth personal interviews were conducted with officials in key government departments such as the Department of Public Works, Department of Agriculture, Department of Education and Department of Economic Development. Some of them were directly involved in the campaign providing insight into how it should be run and committing resources for the project. In view of the fact the Department of Public Works is the lead organisation of the project and the campaign, it was imperative that they be asked their own set questions to gain an insight into the decision-making in constructing a campaign and what factors they consider in choosing to deliver the message.

The interview questions were developed from the following:

- What were the reasons for the campaign in the first place?
- Was the community consulted in the construction of the campaign?
- Who decided which media to use for the campaign?
- How autonomous or independent officers are in deciding campaign message or media to use?
- What factors influenced the decision to use particular media?

Other Government Departments' interview questions were included and developed from the following:

- What is your understanding of the project and campaign? What has been your role?
- How did you know about the campaign?
- Were you consulted about the project prior to the campaign of the project?
- What input, if any, did you make to the campaign?
- What was the key message(s)?

Face-to-face interviews were intertwined with telephone interviews because some officers were not available for face-to-face interviews. Five senior government officials

and one municipal official were interviewed. A brief overview of the respondents is attached as **Appendix 4.**

All the interviews with government officials both in Polokwane and Thohoyandou were face-to face with an exception of the one carried with the Tendani Tshidavhu, senior manager communications, and Mashiane Matsobane, accounting officer at the Department of Public Works. The officials were not available for an interview at the time fielded work was undertaken. The interviews took place at the offices of the respondents. Prior arrangements with GCIS and the Department of Agriculture were made.

The interviews took about 35 minutes at most. This was due to the fact a lot of questions were open-ended and interviews were more of a discussion forum rather just getting information from respondents. Apart from the Department of Public Works, interviews with other government departments are also treated as stakeholders in a broad sense because they are not a lead organisation.

6.2 In-depth Interviews - Business Community

The Greening Limpopo Project recognises the business community as valuable stakeholders in the project. Face-to-face interviews were also conducted with a few business entities for their perspective on the campaign; their understanding of the project and campaign and what their role is. Five business stakeholders, First National Bank, Jet Mart, OK Power, VBS Mutual Bank and WSM Leshika Engineering, were interviewed. The choice for interviews was through random sampling. However, for First National Bank, Jet Mart and VBS Mutual Bank other factors were taken into consideration. First National Bank is the third largest bank in South Africa after Standard Bank Group and Absa Group (Retrieved from http://www.relbanks.com/africa/south-africa).

According to the Limpopo Greening Project Business Plan, financial institutions, major retailers and private sector business concerns are some of the key stakeholders in the greening project. The provincial government had intended to mobilise established businesses to fund or sponsor some initiatives in the project through their social responsibility programmes (Greening business plan: 2009, p23). Since the campaign is targeting everyone in Limpopo it was important to interview these organisations to get a sense of the role they are playing towards the project in preserving the environment and mitigating the effects of climate change.

Furthermore, FNB and Jet Mart are well-known organisations with social responsibilities programmes. For example, Jet Mart has social responsibility programmes such as literacy programmes. It has donated food and blankets to the needy and constructed houses for the disadvantaged (Retrieved from http://www.jetonline.co.za/About-Jet.aspx). First National Bank is known for sponsorship of events and other social responsibility programmes (Retrieved from https://www.fnb.co.za).

As business entities, they could provide funds to buy tree seedlings through their responsibility programmes. They could also provide point of sale marketing for the programme given their target market. This could be one of the plausible reasons why the provincial government was targeting major retailers such as Jet Mart, financial institutions such as First National Bank and businesses such as OK Power, to render support to the project. Jet Mart is a well-known clothing store. It is the largest clothing retailer in Southern Africa with more than 321 stores across South Africa, Botswana, Lesotho, Namibia and Swaziland. (Retrieved from (http://www.jetonline.co.za). Face-to face interviews were carried out with managers.

VBS Mutual Bank has a Mutual bank Licence and is 100% black-owned and operates only in Limpopo Province. (Retrieved from http://www.vbsmutualbank.co.za). This makes the organisation unique.

WSM Leshika Engineering Company is a well-known company in Limpopo and was part of the provincial government plan to assist in the project. It has a social responsibility programme. It provides financial assistance to non-profit charity organisations. (Retrieved from http://www.wsmleshika.co.za). Below is a list of questions the business community was asked.

- How did you know about the campaign?
- Were you consulted about the project prior to the campaign?
- What input, if any, did you make to the campaign?
- What are the key messages?
- What do you think about the project and campaign?
- What is your response to the campaign?
- What do like about the campaign?
- What do you dislike about the campaign?
- What is your role / contribution to the campaign?

6.3 Other stakeholders - Community Service Organisations Non-Governmental Organisations, Faith-Based Organisations and Traditional Leaders.

Interviews were carried out with selected stakeholders for their understanding of the project and campaign and what their role is. These include Community Service Organisation (CSOs), Non-Governmental Organisation (NGOs), Faith Based Organisations (FBOs) and Traditional Leaders (TLs).

The Greening Business Plan (2009) also recognises the importance and active participation of non-state actors such as NGOs, CSOs, FBOs and TLs. Non state actors interact with the community and have great potential to mobilise the communities for action.

The Limpopo Advisory Centre is a Community Service Organisation that works with marginalised communities in rural Limpopo Province to access their rights. It also promotes awareness activities among the rural communities.

The South African Council of Churches (SACC) is a well-known faith-based organisation. Rev Frank Mabula is in charge of the provincial SACC Limpopo Office. The office implements programmes of the SACC at community level.

Under CSOs, three organisations were interviewed: Executive Director Mathule Machaka, Limpopo Advice Centre and Director Arthur Makhubele, Hluvukani Development Centre. NGOs include Nqobizitha Ndlovu Resource Africa and Executive Director Jeunesse Park, Food and Trees for Africa.

Four traditional leaders were interviewed: Kgoshi Sekororo Shego, Kgoshi Nditshe Nthengwe, Kgoshi Solomon Dikgale and Kgoshi Samuel Mhlaba. Kgoshi Shego is traditional leader in Sekororo village in Tzaneen Municiapality in Mopani District. He is in charge of 42 villages. He is also Provincial Chairperson of Congress of Traditional Leaders in Limpopo Province. Kgoshi Nditshe Nthengwe is a traditional leader of Nthengwe village in Mutale Municipality, Vhembe District. He oversees 26 villages. The area covers a radius of between 60-70 kilometres with a population of about 30 000.

Kgoshi Solomon Dikgale is traditional leader of Dikgale Village, Dikgale District. He has jurisdiction over a cluster of 30 villages. Kgoshi Samuel Mhlaba is traditional leader of Nkuna Village in Tzaneen Municipality Mopane District. Mhlaba oversees 40 villages. These stakeholders work with communities and government realises that they are in position to influence and mobilise people for action because they work with communities.

6.4 Survey

The survey for the research was conducted through the use of semi-structured personal interviews with members of the community in Polokwane and Thohoyandou. A survey methodology was used to get sense of what media outlets people access, whether they are familiar with the Greening Limpopo Campaign and where they learnt about the campaign.

Cherry defines a survey as a data collection tool used to gather information about individuals. This survey focused on factual information about the individuals' media consumption habits. Apart from logistical problems, a survey was preferred because of its advantages. Among them are:

- It is effective to produce information on socio-economic characteristics.
- Questioning is usually faster.
- Questions are simple to administer.
- Data is reliable.
- The variability of results is reduced.
- It is relatively simple to analyze, quote and interrelate the data obtained by survey method. (Cherry: accessed 2012).

Data was collected through a questionnaire which used both qualitative (e.g. ask open-ended questions) or quantitative (e.g. use forced-choice questions) measures. The survey took the form of cross-sectional survey and face-to-face to interviews were conducted with respondents. Thirteen respondents were interviewed for the survey. It was felt this was representative of media consumption habits of the people and how they look at the project. Details of survey interviewees are attached in **Appendix 4.**

The respondents comprised members of the community, men and women, the employed and employed, and the business community. Care was taken to balance gender and races. However, since the majority of the people are blacks, more blacks

were interviewed than any other race. Only three whites were interviewed and one member of the Asian community. Like any other research, some respondents refused to be interviewed while others declined to disclose their names. The interview questions were developed from the following:

- What radio station(s) do you listen to?
- What newspaper(s) do you read?
- Do you know or are you aware of Green Limpopo Campaign / project?
- Where did you learn about the campaign / project or how did you know about the campaign / project?
- How often do you hear the message on the radio?
- How do you interpret the campaign message or what is your understanding of the project?
- How have you responded to message or what is your response to the message?
- What contribution have you made to the project / campaign?
- Do you think it is effective? i.e. can it lead to the desired change?

6.5 Key Documents / Desktop Research

Part of the data collection process has utilised desktop research to gather information on the media landscape in Limpopo Province. It was felt that desktop research would enrich the study by accessing useful documents by South African Advertising Research Foundation (SAARF) to analyse the Radio Measurement Surveys. Statistical data from SAARF has been be useful in knowing the spread of commercial and community radio audiences in Limpopo and the language they broadcast in. The research has also been beneficial in gathering information on the availability of local (community) newspapers in meeting the information need of the people.

The National Community Radio Forum website proved a useful resource as it provided detailed information on the number of community radio stations available in Limpopo Province.

6.6 Content Analysis

The content analysis was another phase of the data collection process. It took the form of coverage of the campaign in both local newspapers in Limpopo and mainstream media such as *Sowetan* and also the examination of GLC advertisement. Bertrand and Hughes (2005) define content analysis as a form of textual analysis in which units of measurement are defined that can be applied to texts and the resulting data then interpreted quantitatively.

According to Berger (1991) the purpose of content analysis is to learn something new about the content and those who produce the messages. Bertrand and Hughes (ibid) also note that content analysis has several advantages as a media research method, particularly that it is relatively easy to access material and that it can deal equally easily with current and past events. Data was obtained on the basis of media coverage of the campaign from local media and mainstream newspapers detailed below:

Newspaper / Publication	Date
Limpopo Informant	12 April 2010
Mopani Herald	7 May 2010
Die Kwevoël	4 June 2010
Polokwane Observer	2 Sept 2010
The Sowetan	28 Oct 2010
Department of Public Works and Supplies Advertising / Public Announcement	March 2010

However, the Daily Sun, although popular among the people in Limpopo, could not be included in the content analysis because it did not cover any news on the campaign. The content analysis also does not include the SABC because it was difficult to get programmes on the campaign.

6.7 Limitations of the study

Owing to the vastness of the Province, the study was confined to Polokwane and Thohoyandou to the exclusion of towns such as Makado, Mussina and Tzaneen. The reasons for the exclusion of other areas are two-fold. Firstly, it was not feasible to visit all the major centres of Limpopo Province because the province is vast and these areas are far apart. Secondly, it was also difficult to visit other towns because of financial constraints. An effort was made to interview municipalities in Polokwane and Thohoyandou. In Thohoyandou, the Vhembe District Municipality was interviewed.

Another setback was that a good number of members of the business community were reluctant to be interviewed. Some of them did not want to be interviewed because the policy of the organisation demands that only senior members of the organisation such as the general manager speak on behalf of the institution. Others were more concerned with attending to clients than to spare some time to be interviewed. This was compounded by the fact that interviews took place during working hours. Despite these problems stakeholders' input from ordinary people, traditional leaders, financial institutions, faith-based organisations, non-governmental organisations and government departments gave a picture of how government communicates with the people.

Chapter 7: Findings

This study, among other issues, aims to critically examine the decision-making process in a government department in putting together a public communication campaign with special emphasis on the media and the implications for development communication. The results of the research conducted are presented in this section. These results were generated through face-to-face interviews with government officials and the business community, phone interviews with traditional leaders, desk top research and a questionnaire that was administered on ordinary people. Some of the responses are tabulated.

Research data suggests that government decision making is influenced by several factors among which are government procedures. The manner in which decisions are made to communicate with the people also impact on the level of participation of communities and non-state actors who are expected to participate in development. The data also suggests that the government is falling short of meeting the information needs of the marginalised communities. A brief discussion of the findings is presented below and can be broadly divided into decision making processes and campaign messaging.

7.1 Media Outlets in Limpopo

It is important to state that Limpopo is served by several media outlets. It has 15 community radio stations which broadcast in more than one language. For example, Makado FM broadcasts in four languages: Venda, northern Sotho, English and Afrikaans. Makopane FM broadcasts in northern Sotho, English, Ndebele and Tsonga. Moletsi FM serves northern Sotho, Setlokwa, English and Afrikaans speakers. Tubatse Community Radio broadcasts in northern Sotho, Swati, Zulu, Tsonga and English while Musina FM broadcasts in northern Sotho, English, Tsonga, Venda and Afrikaans.

The community in Thohayoundu listen to Univen a community radio station run by the University of Venda which broadcasts in Venda, Northern Sotho, Tsonga, English and

Afrikaans. Other community radio stations include Greater Tzaneen, Phalaborwa, Radio Greater and Radio Turf.

Capricorn FM is the only commercial radio station operating in Limpopo and broadcasts 24-hours a day. The language make up of Capricorn FM is 70% English and 30% local languages (Sepedi, Venda and Tsonga). Its broadcasts can be heard in certain parts of Limpopo such as Mokopane/Polokwane, Hoedspruit, Louis Trichardt, Sibasa and Tzaneen. The diverse local languages are a reflection of the diverse ethnic and cultural groups prevalent in a particular district.

In additional to commercial and public radio stations, the province has also several local / community newspapers that serve local communities. These include *The Premier*, *Limpopo Times,Polokwane Observer* and *The Informant* (Polokwane), *The Mopane Herald* (Mopane) and *Limpopo Mirror* (Makado). In additional to local publications, people also read mass circulation newspapers such as *The Star, The Sowetan* and *Daily Sun.*

Bosvelder is a weekly newspaper with a circulation of 4 000 distributed in Greater Mokopane area. It has a readership of 12 000 per week and targets the local community. Capricorn Voice Newspaper is distributed weekly in greater Polokwane area and has a circulation of 8 000 copies. It has a readership of 24 000 per week. *Hoedspruit Herald Newspaper* serves the community in Greater Hoedspruit area and has a circulation of 4 000 a week and a readership 12 000 per week.

Informant Newspaper is a weekly tabloid distributed in Greater Polokwane area with a weekly circulation of 6100 copies. Other commercial community newspapers include *Letaba Herald Newspaper*, *Northern Review Newspaper* and *Phalaborwa Herald Newspaper*. Some newspapers such as the *Mopane Herald* write both in English and vernacular languages. Hence, the Department of Public Works and Supplies has a broad range of media outlets to use to publicise the campaign.

7.2 Decision-Making Process

The Department of Public Works and Supplies is the lead organisation in the Greening Limpopo Campaign. The project is implemented by the Office of the Premier in collaboration with other stakeholders who include departments such as Limpopo Departments of Agriculture, Forestry and Fisheries, Economic Development and Tourism and Education.

However, the Department of Works and Supplies took the responsibility to construct the campaign message. According to the senior communications manager Tendani Tshidavhu, a campaign team comprising junior and senior staff members within the Department of Public Works and Supplies was involved in the construction of the campaign message. The key message was the slogan **"PLANT A TREE AND MAKE LIMPOPO GREEN".** According to her, the campaign message was meant to galvanise support from the community and other stakeholders to support Greening Limpopo Project. She said the message was part of development communication and she quoted from the Government Communicators' Handbook and described it as "the provision of information to people that can be used to improve their socio-economic well-being". She further said it is aimed at making public programmes and policies real, meaningful and sustainable. It is responsive, relies on feedback; it is about community participation, by employing various means of resources to communicate with the community such as word of mouth, information material, public participation; electronic and print media etc" (Government Communicators'' Handbook 2010: p55-56).

The construction of the campaign message was done by a team comprising top officials (including some members of the executive committee) and ordinary staff members. The team brainstormed what they wanted to achieve, how they wanted it to be communicated and what kind of reaction or feelings they wanted to invoke from the people. They had also to decide whether to inform and educate and inspire action.

Tshidavhu further said the campaign team also decided which media to use. She said in reaching the decision, the department took into account the financial constraints and exposure of the media to the people. SABC channels Thobela FM for Sepedi (Northern Sotho), Phalaphala FM (Tshivenda) and Munghana Lonene (Tsonga) reach a lot of people.

> ''SABC was chosen to carry the campaign message because it has three radio stations that broadcast nationally. Using them has secured a lot of listenership,'' she said.

She further said the SABC was also fulfilling its mandate as a public broadcaster and was therefore a preferred radio station of communication for government. A Memorandum of Understanding (MOU) was signed with the SABC to broadcast the campaign message as part of their public responsibility activity. According to the MOU, the role of the SABC was to develop and broadcast content consistent with the objectives of the Green Limpopo Campaign. It was expected to bring its expertise and experience in ensuring that the campaign was known far and wide. It would further tailor programmes to educate the broader community and therefore create a sustainable green movement in the province which must help generate greater awareness. On the other hand, the Department was to allocate reasonable resources to the SABC for the procurement of air-time as and when the need arose.

The Department developed a campaign strategy that involved getting traditional leaders to be the campaign ambassadors in order to get the message right to the communities. This entailed meeting the traditional leaders to inform them about communicating with their people to plant trees. However, not all the chiefs were consulted for this process. According to Kgoshi Solomon Dikgale and Kgoshi Sekororo Shego only a few chiefs were invited for the greening campaign meeting. Kgoshi Shego complained that ''there were some politics involved in the campaign because others were sceptical about it''.

The decisions to communicate with people were taken within the broader framework of GCIS policy documents in disseminating information to the public. One of the central issues the Policy Guideline deals with is campaign advertising. Section 3.3.1 stipulates that “campaign advertising by a government department should be aimed at educating or informing the public regarding the department’s services, products, programmes or policies.” It further states that “departments should only undertake campaign advertising if there is a legitimate public benefit in doing so, or if specific information is required by the public, which is best communicated through advertising.” While there was legitimate reason to perform this function, the Department fell short of doing this because the messages have been disseminated through SABC discussion programmes rather than outright advertising.

Matsobane said the Department of Public Works involved other government departments, local municipalities and the private sector in the project. Government stakeholders had some specific role to play in the campaign and senior officers are aware of the campaign. They contributed to the construction of the project and campaign message. Some of them were actively involved in the project and were invited to the campaign meetings where their roles and responsibilities were defined.

For example, the Department of Finance and Economic Development in Thohoyandou contributed strategies to how the project should be implemented. Specifically, they requested the Department of Public Works to engage local municipalities and traditional leaders in the project because both of them have land which they control and it would be easier to mobilise the people to plant trees. This would also eliminate confusion among the people regarding who is implementing the project because both structures would work together in the project implementation. The Department also purchased trees and distributed to various municipalities who in turn distributed to schools for planting.

Matsobane said mayors of municipalities were used to convey the message to their wards and communities. Municipalities were charged with the responsibility to mobilise the community to plant trees. Mayors were responsible for mobilising local resources, traditional leaders to identify the target beneficiaries, NGOs to mobilise the community and councillors to take custody of and distribution of inputs. One notable stakeholder, Thulamela Municipality in Vhembe district, has its own project to plant trees under the Wild Life and Parks Department. The project is the initiative of the municipality, but it complements the Greening Limpopo Campaign. The municipality plants trees on its own initiative through irrigation. This implies that the municipality may not involve the people in tree planting because it is already doing it through its own staff members who are paid for doing the work. The business community was engaged to sponsor trees in the communities.

Ms Mashudu Mabata marketing and events manager at the Department of Agriculture in Polokwane said her department was also part of the plenary meeting and suggested how the project should be run. Being at the centre of agricultural activities, their role was to urge the people to grow more trees to protect the environment and avoid desertification. The department also distributed tree seedlings to farmers. However, the campaign messages was decided at the head office in Pretoria and filtered through to regional level and district levels. This suggests that although the department was the implementer of the project, they did not have an active hand in the construction of the campaign message.

Governance manager Dorgen Ndove said the major role of the Department of Education in the project was to implement the project by mobilising schools to plant trees to protect the environment. The Department was also responsible for educating the learners by encouraging them to plant more fruit trees, grow vegetables and take care of the environment to avoid land degradation and desertification. The Department emphasised that the campaign message was decided at national level which filters through to the district level. This implies that decision-making for government

department is still centralised and there is little room to vary the message once the senior officers at national level decide on the message. The local community is also not involved in deciding on the message.

7.3 Campaign Message

The campaign message targeted all the people living in Limpopo. Broadly, it can be divided into three: advertising messages, news coverage and radio programmes. The advertising messages read: **“Plant a tree and make Limpopo Green.’’ “Plant for the planet: Billion trees Campaign’’.**

Greening Campaign Official Launch Expenses			
Date	Media	Advert Frequency	Amount
18 March 2010	City Press	Twice	R146,102.40
	Capricorn FM & Community radio stations	60 seconds spot for 7 days	R24 186.80
	Sowetan	Thrice	R72,504.00
	The Observer	Twice	R4 532.64
	Review & Capricorn voice	Twice in each publication	R12,731.52
13-15 October 2013	SABC: MEC ‘’thank you message’’ for public participation in official launch	3 Days	R38,680.20

Source: Department of Public Works and Supplies

According to the Expanded Public Works Programme Manager Mashiane Matsobane, the campaign was officially launched on 18 March 2010 in Sekhukhume District

Makhuduthamaga and government ad spend totalled R298 737.56. The table below represents the amount that was incurred for the GLC official launch.

The Department of Public Works advertised the campaign message in several media outlets. They bought time slots on Capricorn FM radio and advertising space in several newspapers. For example, the *City Press* ran the advert twice at the total cost of R146 102.40. The advert in the *Sowetan* ran thrice at the total cost of R72 504.00 while some local newspapers such as the *Polokwane Observer* and *Review* and *Capricorn Voice* run the advert twice at a total cost of R12 731.52.

Capricorn and community radio stations ran the advert for seven days at a total of R24 186.80. However, the Department bought 36 airtime slots on all the three SABC Limpopo channels over a period of three days at a total cost of R38 680 to publicise MEC message to thank the public for participating in the official launch of the campaign. Although the "thank you message" was not an advertisement of the launch of the campaign itself, the advertisement could be seen as a step forward in raising awareness about presence of the greening campaign and greening project. It should be pointed out that the Department was reluctant to disclose the overall budget for the campaign and the amount they spent on sponsoring programmes on SABC.

The media also covered speeches of Members of Executive Committee launching the campaign in different areas of Limpopo. Several local and mainstream media covered the launches as detailed below.

The *Mopani Herald* of May 7, 2010 covered the launch of the campaign at district level in Mopani District Municipality. The newspaper covered the speech by Executive Mayor of Mopani District Municipality Councillor Joshua Matlou who told the people that the campaign had the potential to create 7 000 new job opportunities for local people in line with Expanded Public Works Programme. He said the campaign was supported by

businesses with the money to buy trees to be distributed to households and public institutions in the district

The *Mopani Herald* further reported that each family would be given seven trees, four of which would be fruit trees, to plant. He said the campaign was also aimed at rolling back the desertification and deforestation afflicting many parts of Limpopo province, contributing to food security initiatives through the planting of fruit trees, providing training and exposure in greening and horticulture and contributing to the worldwide movement to reduce comprehensive global warming. He appealed to the communities to ensure the success of the Greening Limpopo Campaign by taking initiatives to plant more trees.

The newspaper also reported on the launch of the Greening Limpopo Campaign in Belleview village in the Greater Letaba Municipality. The newspaper reported that Councillor Mogale Masela planted some trees at the local clinic.

The *Limpopo Informant* issue of April 12, 2010 covered the launch of the Greening Limpopo Campaign in Polokwane by the premier of Limpopo at a gala dinner where the premier Cassel Mathale urged the people to contribute funds for the project. The paper focused on the speech made by the Limpopo Premier Cassel Mathale and other senior ranking officials. The paper quoted the premier as saying the tree planting project was an attempt to reduce the necessity for government to redirect funds meant for poverty alleviation and infrastructural development to emergency relief. It also quoted the head of department for Department Public Works who revealed that the Department would partner with various businesses and organisations to spread the project. Businesses such as Anglo Platinum were working with communities and schools to plant as many trees as they could. The paper also quoted other officials such as Member of Executive Committee for Agriculture who said the campaign would help in protecting valuable soil in the province and in the provision of food security.

Die Kwevoël's issue of 4 June 2010 covered the campaign in Thabazimbi where the Local Municipality launched their campaign on the 5th May 2010 and ten trees were

planted on streets of Northam suburb and also at a comprehensive school. Councillor PA Mosito delivered the message at the launch.

The Sowetan issue of 28 Oct 2010 reported on the Limpopo launch held at Mankweng Community Park, Unit C in Turfloop. The Sowetan reported that the Greening Limpopo Campaign sought to make sure that all businesses and every citizen of the province planted trees around their homes and businesses.

The paper quoted MEC for Public Works Betty Kgare as saying the Limpopo campaign was borne out of the massive degradation and deforestation which now posed an environmental threat to many parts of the province and its inhabitants.

The paper quoted in detail what Kgare said. She said the campaign was premised on different factors such as poor and unsustainable agricultural practices, irresponsible human activities and natural habitats, rapid mining activities and different land use developments, conflicts between conservation and developmental needs and adequate strategic thinking. She said the campaign was intended to bring forth job opportunities in line with the Expanded Public Works Programme.

The paper further said the campaign was also expected to contribute to food security, provide training and exposure in greening and horticulture and contribute to the worldwide movement to fight global warming. Kgare urged people to plants trees at government buildings, schools, hospitals, clinics, libraries, police stations, parks and any other public places.

The *Polokwane Observer* edition of 2 September 2012 also covered the official launch of the campaign by Premier Cassel Mathale in Limpopo. The paper focused on the aims of the campaign. It quoted the Premier as saying the campaign was government's intervention to mitigate global warming–related natural disasters. He said through the campaign it was hoped that the government would make a contribution in the resolution of the climate change crisis. The paper further quoted the premier as saying that the introduction of the green economy in the Limpopo Employment, Growth and

Development Plan was also another resolution aimed at a sustainable biodiversity and the creation of green job opportunities. He said going green should find expression in infrastructural expansion programmes.

The paper also quoted head of Department of Public Works Morongoa Ramphele informing the audience at the same function that the campaign would see all the five districts contributing towards the one million trees annually until 2014. The Department of Public Works urged people in Limpopo Province to reduce global warming by planting a tree. The focus of the message was to urge people to plant indigenous and fruit trees, across the province, in and around habitations, work and recreation areas. The provincial government called upon all the people in the province to join hands and contribute to the initiative to save the environment. The theme of the campaign was "plant for the planet, contribute to the billion tree campaign."

SABC carried out campaign programmes on its channels. However, it was difficult to get the programmes because they were ad hoc and produced as an appendage to other programmes. It was difficult to trace the programmes in which the campaign messages were broadcast.

7.4 Business Community Participation

One of the issues that the Greening Limpopo Campaign seeks to achieve is to garner support from the business community for the campaign. The business community is regarded as one of the key stakeholders. Several businesses were interviewed both in Limpopo and Thohoyandou to assess what role they are playing in the project and the campaign.

The interviews included financial institutions (FNB and VBS Mutual Bank), Major Food Suppliers (McDonald's), Raw Material suppliers (MICA Hardware) Manufacturing Concerns (WSM Leshika Engineering) and Major Retailers (Jet Mart, Bradlows and OK Power). According to the Expanded Public Works Programme Manager Matsobane,

business organisations can assist by donating cash or materials for use in the project. For example, an organisation such as MICA Hardware can donate hoes, shovels and other hardware items to schools to be used in tree planting. Below are the responses from selected business community.

Organisation	Do you know or are you aware of the Greening Limpopo Project / Campaign?	How did you know about the campaign?	What is your understanding of the project and campaign? What has been your role?	Were you consulted about the project prior to the campaign?	What input, if any, did you make to the campaign?	What is the key message?	What do you think about the project and campaign?	What is your response to the campaign?	What do you like about the campaign?
OK Power Express	Not sure	Not heard about it	Not heard about it	no	None	Not know it	Not know it	Not responded	Not heard about it
Jet Mart	Not aware of it	Not heard about it	Not heard about it	no	None	Not know it	Not know it	Not responded	Not heard about it
VBS Mutual Bank	Planting of trees	Advert	Not heard about it	None	Plant trees	It will help keep environment	N/A	Planting trees	N/A
First National Bank	I 'm not sure	Not heard about it	Not heard about it	no	None	Not know it	Not know it	Not responded	Not heard about it
WSM Leshika Engineering	Not heard about it	Not heard about it	Not heard about it	no	None	Not know it	Not know it	Not responded	Not heard about it
MICA Hardaware	Not heard about it	Not heard about it	Not heard about it	no	None	Not know it	Not know it	Not responded	Not heard about it
Bradlows	Not heard about it	Not heard about it	Not heard about it	no	None	Not know it	Not know it	Not responded	Not heard about it
Mc Donalds	Not heard about it	Not heard about it	Not heard about it	no	None	Not know it	Not know it	Not responded	Not heard about it

7.4.1. Community and Other stakeholders' participation (community service organisations, non-governmental organisations, faith-based organisations and traditional leaders)

The involvement of communities, CSOs, NGOs, FOBs, and TLs in the campaign was mixed. From the interviews with officers in the Department of Works and Supplies, and the Department of Education, community participation mainly involved mobilising school learners who were involved in the planting of trees.

However, all CSOs, FBOs and NGOs said they were not aware of the campaign or heard about the project to plant trees. For example, Rev Frank Mabula of South African Council of Churches who is based in Polokwane where the Limpopo Provincial Government is said he had not heard about the Limpopo Greening Campaign. Other community service organisations such as Limpopo Advisory Centre and Hluvukani Development Centre were equally not aware of the campaign.

Food and Trees for Africa and Resource Africa were not involved in the campaign nor had they heard about the campaign or project. Jeunesse Park Executive Director of Food and Trees for Africa said they have their own greening project called Greening of South Africa, but it was not under Greening Limpopo Project. They are currently running tree planting project in Mpumalanga. Responses from traditional leaders and civil society organisations are presented below.

Stakeholder	Do you know the about the Limpopo Greening Campaign / Project?	What is your understanding of the project and campaign	What has been your role?	How did you know about the campaign ?	Were you consulted about the project prior to the campaign of the project?	What input, if any, did you make to the campaign?	What was the key message(s) ?	What do you think about the project and campaign?	What is your response to the campaign?
TAs	Yes/ No	Planting trees	None	Attended a meeting/ Heard about it from people	No	None	Can't remember / none	It is good.	Not much involved /not
NGOs	No	I do not know it	None	I do not know it	No	None	I do not know it	I do not know it	None
CSOs	No	I do not know it	None	I do not know it	No	None	I do not know it	I do not know it	None
FBOs	No	I do not know it	None	I do not know it	No	None	I do not know it	I do not know it	None

Nqobizitha Nhlovu said Resource Africa have their own tree planting projects called Greening Gauteng and Greening Mpumalanga. This suggests a lack of involvement of stakeholders in participating in the project. Yet they are considered as key stakeholders in the project.

The response of traditional leaders was also mixed. Of the four traditional leaders interviewed, only traditional leader Kgoshi Sekororo Shego knew about the campaign. However, he was not actively involved in the project. He attended a meeting convened by the government where heard about it. He was not sure about the campaign message. He said government had already decided on the campaign message and the meeting was intended to brief them what government was about to do. The other three traditional leaders Solomon Dikgale, Nditshe Nthengwe and Samuel Mhlaba said only a few leaders are involved in the campaign, but they do not know their names. This suggests that stakeholder involvement was limited to a few people.

7.5 Audience Media Consumption

Given the lack of stakeholder involvement in the project described above, it is important to assess whether the campaign marketing could be effective in reaching the target communities. To do this, a short survey of a sample of the campaign target audience was carried out. The results show that different audiences consume different media products which reflect personnel preferences to meet their informational needs. However, the question is raised; does this media exposure reflect media consumption?

	Table 2 : Media Consumption Responses		
	1. What radio stations do you listen to?		
	2. What newspapers do you read?		
	Name	**Radio**	**Newspapers**
	Anonymous	• Capricorn FM	N/A
	Anonymous	• N/A	• Citizen • The Times • Sunday Times
	Aranga, Mulisa	• Phalaphala • Capricorn FM	• Daily Sun • Sowetan
	Baloyi, Michael	• Munghana Lonene FM • Jacaranda FM	• Daily Sun • Sowetan
	Bambo, Mpho	• Thobela FM	• Herald
	Banda, Wancha	• Mussina FM	• Daily Sun
	Bapela, Lucus	• Capricorn FM	• Daily Sun
	Botsi, Joe	• Capricorn FM	• Soccer Laduma
	Chilipa, Daud	• Thobela FM • Capricorn FM	• The Sun
	Chokoe, Nathaniel	• Jacaranda FM • Metro FM • Radio 2000	• Sunday Times • The Times • Sowetan • City Press
	Chuene, Aron	• Thobela FM	• Daily Sun
	Chuene, Wendy	• Jacaranda FM • Capricorn FM	• The Northern Review
	Jovani,Kabuye	• Jacaranda FM	• Daily Sun
	Leaka, Frances	• Thobela FM	• Soccer Laduma
	Lebelo, Abraham	• Metro FM • Capricorn FM	• Daily Sun
	Lekgau, Sechephi	• Thobela FM	• Daily Sun
	Lentsele, Itumeleng	• Motshweding FM	• City Press
	Lotha, Lodzani	• Phalaphala FM	• Daily Sun
	Lucas, Ester	• Radio 5 (SABC)	• Beeld

		RGS	• Rapport
	Lugu, Hackim	• Capricorn FM	• Daily Sun
	Kamusi, Isaiah	• Phalaphala FM • UNIVEN FM	• Ngoho • Daily Sun
	Kapel, Ali	• N/A	• N/A
	Kgaphole, Stephen	• Thobela FM	• Daily Sun
	Kgopa, Maria	• Thobela FM	• Daily Sun
	Khoza, Francina	• Thobela FM	• Daily Sun
	Kibuka, Paul	• Metro FM	• Daily Sun
	Khwali, Johannes	• Jacaranda	• Daily Sun
	Kutumela, Peter	• Thobela FM	• Daily Sun
	Mabitsela, Irene	• Turf FM	• Daily Sun
	Maetja, Kobela	• Thobela FM	• Daily Sun
	Mafunzwani, Edwell	• Capricorn FM	• Daily Sun
	Makgoba, Robert	• Thobela FM	• Daily Sun
	Makoes, Thelma	• Thobela FM • Phalaphala FM	• Daily Times • Sowetan
	Makwaela, Christina	• Thobela FM	• Sunday Times
	Malizgani, Steve	• Thobela FM • SA fm	• Sowetan • The Citizen Daily Sun
	Malubani, Daniel.	• Thobela (SABC)	• Daily Sun
	Manyelo, France	• Thobela	• Daily Sun
	Mapheto, Martion	• Metro FM • Capricorn FM	• Daily Sun • Sowetan
	Masemula, Thabang	• Thobela FM	• Daily Sun
	Mate, Pamela	• Capricorn FM	• Daily Sun
	Mtabethi, Innocent	• Thobela FM	• Daily Sun
	Mathula, Shurlock	• Jacaranda FM	• Daily Sun
	Matlala, Leshole	• Sekhukhune FM	• City press • Daily Sun
	Matlala, Thabo	• Munghana Lonene FM • Thobela FM • Jacaranda FM	• Daily Sun
	Mchena, Grace	• N/A	• Daily Sun
	Mgwasha, William	• Phalaphala FM	• Daily Sun
	Mloto, Patricia	• Thobela	• Daily Sun
	Mogale, Abraham	• Thobela	• Daily Sun
	Molepo, Sophie	• Thobela	• Daily Sun
	Mojapelo, Lizzy	• Thobela	• Daily Sun
	Moleya, Charles	• 5 FM	• Sunday Sun
	Moloisi, Maropeng	• Thobela FM	• Daily Sun • Sowetan • Capricorn Voice • The Mirror
	Mokgarudi, Maria	• Thobela FM	• Daily Sun
	Mokgo Adolph	• Phalaphala FM	• Daily Sun
	Moshimanyana, Martins	• Thobela FM	• City Press
	Mothata, Linah	• Thobela FM	• Daily Sun
	Munyani, Carol	• Phalaphala FM	• The Star

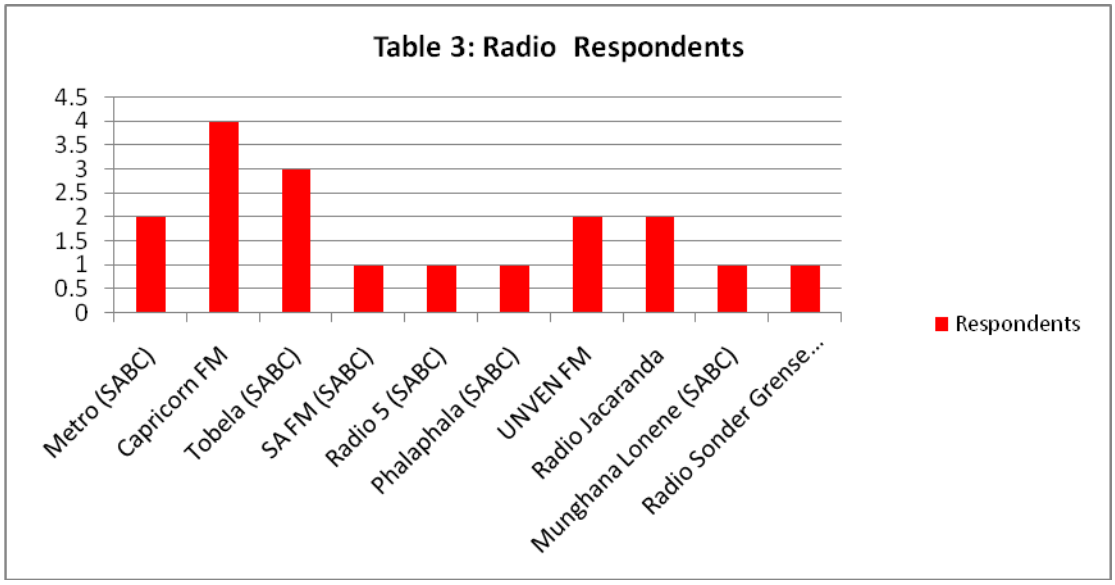
	Munzhedzi, Riendai	• Phalaphala FM	• Daily Sun
	Musa, Persuade	• 5 FM	• Daily Sun
	Natshetana, Samuel	• Phalaphala FM	• Daily Sun
	Nuke, Nicholas	• Metro FM	• Sowetan
	Phihlela, Marvis	• Capricorn FM	• Sowetan
	Ndaremba, Joe Amos	• Munghana Lonene FM	• Sowetan
	Nyakgu, Chris	• Capricorn FM	• Sowetan
	Nyika, Peter	• Jacaranda FM	• Daily Sun
	Ndove, Dorgen	• Munghana Lonene FM • Capricorn FM	• Sowetan • City Press • Valley Messengers
	Petros, Abel	• Thobela FM	• Laduma Soccer
	Phaswana, Chris	• Phalaphala FM	• Daily Sun
	Pilusa, Charles	• Turf FM	• Sowetan
	Rakgole, Rajhap	• Thobela FM	• Daily Sun
	Ramafelo, Loarraine	• Sekgosese FM	• Daily Sun
	Ramahlo, Lithao	• Thobela FM	• Daily Sun
	Rapetsoa, France	• Thobela FM	• Daily Sun
	Rasibe, Nchesana	• Metro FM	N/A
	Rikhotso, Given	• Capricorn FM	• Daily Sun
	Ronel Ovan Wyk	• Jacaranda FM	• Informant • Northern Review • The Observer
	Ranoto, Given	• Metro FM • Thobela FM	• Daily news • Daily Sun
	Rasesemola, Grace	• Thobela FM	• Daily Sun
	Sheka, Jafar*	• N/A	• Daily Sun
	Selepe, Mahlotsi	• Thobela FM	• Daily Sun
	Semono, Karabo	• Capricorn FM	• Daily Sun
	Seyama, Jacob	• Thobela FM	• Daily Sun • Sowetan
	Tau, Clarence	• Sekhukhune FM	• Daily Sun
	Tau, Thato	• Capricorn FM	• N/A
	Tebogo, Boniwe	• Capricorn FM	• Daily Sun
	Thulani, John	• Capricorn FM	• Daily Sun
	Tleane, Tebogo	• Jacaranda FM	• Sowetan
	Zvapang, Benjamin	• Phalaphala FM	• Daily Sun

The researcher conducted a survey both in Limpopo and Thohoyandou to establish the radio stations people listen to and newspapers they read to satisfy their information needs. The survey used a questionnaire and face-to-face interviews. Men and women, the youth, the employed and unemployed across racial lines were asked about radio stations they listen to and / or newspapers they read. Women constituted 29 (32%) of the survey while 68% (71) were men. Most of the men were self-employed, peddling as

vendors while others were farmers. Very few men and women are employed in the formal sector.

7.5.1 Radio Responses

Most of the respondents listen to Thobela FM. Out of the 90 respondents that were surveyed, 35 said they listen to Thobela FM. This represents 35% of the total number of respondents surveyed. Respondents said they like listening to Thobela FM because it broadcasts in their local language. Commercial media was popular among the respondents. For example, 20 respondents, representing 22%, said they listened to Capricorn FM. They said they like the programmes and music. Capricorn was popular among the youth. Jacaranda FM was another popular commercial radio station. Twenty respondents, representing 22 %, said they listen to Jacaranda while 12 respondents (13%) listen to Phalapaha FM and 10 respondents (11%) listen to Jacaranda FM had 22.



The respondents said they listened to different radio stations including commercial and community radio stations such as Capricorn, Jacaranda, 5FM, Metro FM and Univen.

Very few heard or read the campaign message about the greening project. Other radio stations popular among respondents were Munghana Lonene and Turf FM. Respondents therefore listened to different categories of media from public media to community radio.

Table 4a: Radio Responses		
Broadcast Media	**Category**	**Respondents**
5 FM (SABC)	Public	3
Capricorn FM	Commercial	20
Jacaranda FM	Commercial	10
Metro (SABC)	Public	5
Motshweding FM	Community	1
Munghanga Lonene FM (SABC)	Commercial	4
Mussina FM	Community	1
Phalaphala (SABC)	Public	12
Thobela (SABC)	Public	35
Radio Sonder Grense	Public	1
SA FM (SABC)	Public	1
Sekhukhune FM	Community	2
Sekgosese FM	Community	1
Turf FM	Community	3
UNVEN FM	Community	2

One striking feature is that white respondents listen to the SABC Afrikaans' Radio Sonder Grense and commercial radio stations such as Capricorn. Because of the language barrier white respondents said they do not listen to vernacular languages on SABC. All Whites and Asians expressed ignorance about the existence of the campaign. This is against the background of Memorandum of Understanding (MOU) between Department of Public Works and SABC to air campaign the message. SABC signed a five-year Memorandum of Understanding (MOU) with the Department of Public Works giving them preference to publicise the Greening Limpopo Campaign through the Limpopo SABC regional stations.

According to SABC Tobela FM programme manager Florina Sibula, experts from government departments are invited to participate in the GLC programmes. They educate the people on a wide range of issues such as the importance of managing the environment.

“Professionals from the University of Limpopo and various government departments such as agriculture, environmental affairs and education are used to disseminate the campaign messages. They discuss different topics such as climate change, preservation of the environment and land degradation,” She said. She further said non-experts do not participate in discussion programmes.

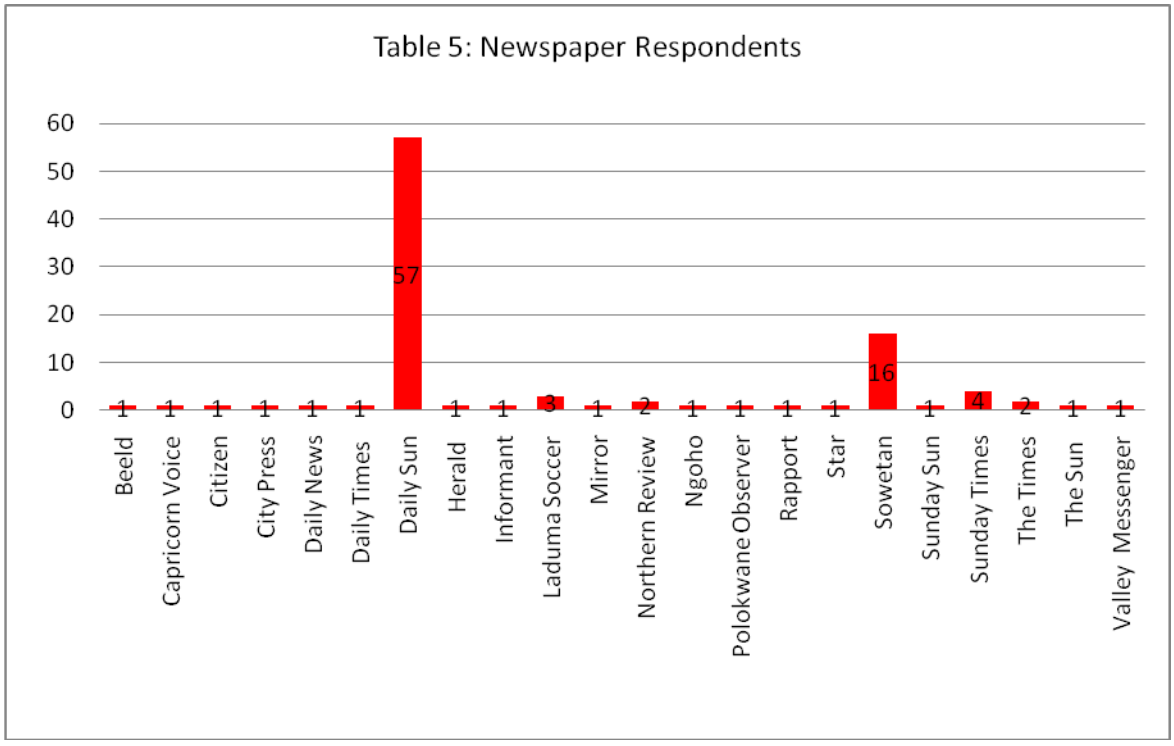
7.5.2 Newspaper Responses

In addition to radio stations, respondents read a variety of newspapers. The *Daily Sun* was far the most popular newspaper among the respondents. Fifty-seven respondents representing 63% of the respondents read the *Daily Sun*. Many of them said they like reading stories that happen in their communities or stories of ordinary people and they are able to relate to them.

Sowetan was the second most popular newspaper. It accounted for 18% of the readership among the respondents. Some respondents, especially in Polokwane, read a variety of newspapers including local newspapers and mainstream newspapers such as the *Informant, Northern Review***,** *Polokwane Observer, City Press, Sunday Times* and *The Star.*

Community newspapers, such as *Valley Messenger, Herald, Capricorn Voice* and *Ngoho***,** though not in high circulation, also command readership in the province. Some respondents indicated that they like reading local newspapers because they cover stories pertinent to the communities. A newspaper such as *Ngoho* writes in vernacular language. This has given an opportunity to those who cannot read English to access information as well.

4b: Newspapers Responses		
Print Media	**Category**	**Respondents**
Beeld	Commercial	1
Capricorn Voice	Commercial (local)	1
Citizen	Commercial	1
City Press	Commercial	1
Daily News	Commercial	1
Daily Times	Commercial	1
Daily Sun	Commercial	57
Herald	Commercial	1
Informant	Commercial (local)	1
Laduma Soccer	Commercial	3
Mirror	Commercial (local)	1
Northern Review	Commercial (local)	2
Ngoho	Commercial (local)	1
Polokwane Observer	Commercial (local)	1
Rapport	Commercial	1
Star	Commercial	1
Sowetan	Commercial	16
Sunday Sun	Commercial	1
Sunday Times	Commercial	4
The Times	Commercial	2
The Sun	Commercial	1
Valley Messenger	Commercial (local)	1

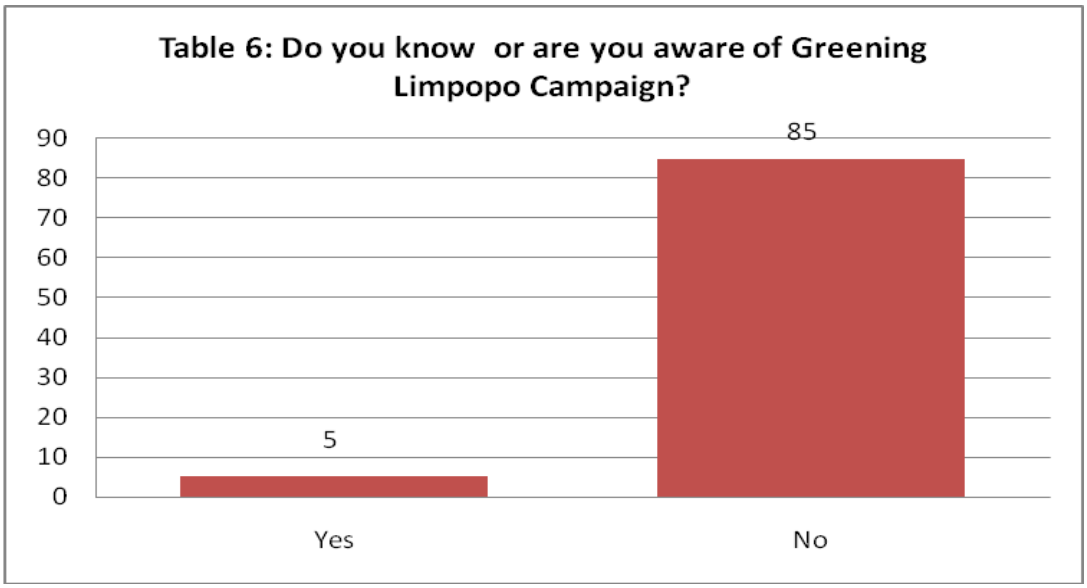


The diverse readership reflects the various ways in which government campaign message could be communicated which government could take advantage of. It also reflects that language is critical in communication. Government needs to communicate in diverse languages to cater for diverse ethnic groups. For example, only three vernacular languages are used in the campaign. Afrikaans and English are ignored.

7.6 Lack of Knowledge of Greening Campaign

There is a general lack of knowledge about the existence of the campaign and the project itself. Ninety respondents were asked whether they were aware of the campaign. This was done to ascertain whether the campaign message was reaching the people or not. These respondents come from diverse backgrounds regarding their ethnicity, race and sex. Some of them were employed; others were not. Those who were in formal employment were only 12 (about 13%), 46 said they were self-employed (51%) and 33 (37%) said they were unemployed. Among the employed were students at high school and universities. The high unemployment level is a reflection of the rural nature of the province where employment in the formal sector is hard to come by while some individuals seek to create their own work for economic survival.

The survey of audience revealed that out of the 90 people surveyed five people, representing 6%, said they knew or were aware of the Greening Limpopo Campaign while 85 people, representing 94 %, said they did not know or were not aware of the campaign or project. For example, one respondent, a receptionist, said she was not aware of the campaign despite living in Polokwane where SABC was broadcasting the message. Although the sample was relatively small, it is likely that the results suggest a broader average across a greater segment of the public. If more people were interviewed or the sample was extended to the other districts, the margin of those who are not aware of the campaign could have been wide.



Of the five respondents who were aware of the message, one of them Daniel Malubani, said he heard the message from the manager at a resort in Thabani. However, he had not heard the message on any radio station or read in newspaper. His interpretation of the campaign was that people should conserve the environment, but he was not sure whether the message could lead to the desired change because people still cut trees for energy consumption.

However, the other respondent, Dorgen Ndove, knew about the campaign through the Department of Environment Affairs where people were discussing the issue. Like the other counterpart, he does not remember hearing the campaign message on the radio or reading in newspapers.

A student at Capricorn FET College said he heard the campaign on Phalaphala FM last year. But he could not remember the content exactly. His understanding of the message was that people should plant more trees to make the environment green. He said the message was good because “we have to protect our environment.” He noted that these days there was a shortage of trees because people cut them down.

He said he has responded to the message by planting trees in his village in Tzaneen because they are important to peoples' lives. He said the campaign was sending a clear message of the importance of planting trees and to protecting the environment. He does believe that the campaign message can lead to the desired change. ''This would depend on how an individual interprets the message. Others can change,'' he noted.

Nathaniel Chokoe, a geography teacher at Millennium Scholl at Madiba Park in Polokwane, said he knew about the campaign in *The Times* newspaper. He said as teacher he has incorporated the campaign message in his geography class and teaches his school learners about the importance of planting trees.

He said he has encouraged parents and people around Madiba Park to plant trees. He said residents live in big houses, but the surroundings had no trees. He has told them about the importance of having trees around their houses such as providing good shade and making the environment greener. He said the response from parents and residents has been good because they have now started planting trees. ''Many of them have realised the value of planting trees and have now started planting trees,'' he said.

Marvis Philela, an employee with the City of Polokwane, read about the Greening Campaign in the *Daily Sun.* She could not remember the month or year when she read it. However, the message was about planting more trees. She felt this was an important message because "trees bring us oxygen we breathe.'' She said trees also provide shade around the house, protect the environment and prevent floods. She said she has started planting trees in her Moletji village in Aganang Municipality. She said the message was good because it was encouraging people to plant trees.

The positive responses from some people who know the campaign show that they know the importance of planting trees, and that the more people can know about the message, they are likely to respond favourably to the campaign.

Chapter 8: Analysis

The study found that decision making process had an impact on a number of issues which are more or less intertwined and linked to government communication. These issues include choice of media outlets, community and stakeholder involvement and communication strategies. These are analysed in the context of development communication.

It is the researcher's view that a lot of issues in the Greening Limpopo Campaign could have been approached differently for effective communication. It could be argued that the type of decisions made can contribute to the success or failure of reaching out to the targeted communities and other stakeholders.

It is also clear from the study that the Department of Public Works has used the top-down approach to communicate with the people. Decision-makers and managers transmit messages to persuade audiences to change behaviour. In the case of GLC, people are encouraged to plant trees to preserve the environment, prevent desertification and deforestation. Media outlets are critical in transmitting the message to the people. Nonetheless, the outlets used by the Department of Works and Supplies are limited for effective communication.

8.1 Media Outlets.

From the study, it emerged that the Department of Public Works signed an MOU with the SABC. The choice of the SABC was premised on the fact that in Limpopo it has three different radio stations that broadcast nationally, has high listenership and fulfils its social responsibility role. Implicitly, there is a political dimension to the choice of the SABC as the preferred medium to carry out the Greening Limpopo Campaign message. Governments in many African countries (including South Africa) prefer to use public media to disseminate information on development. Public service broadcasting (PSB)

has specific remittance to broadcast material in the public interest (Article 19 2006: cf. Rumphorst 2003:1-3). Banda (2001) notes that PSB's notion of 'universality' is implied in development journalism's concern with providing access to marginalized members of society and enhancing their participation. PSB, like development journalism, values the inclusion of all, including minorities, in having their voices heard on a wide range of issues.

However, people have different media consumption habits; not everyone listens to SABC. Respondents said they listen to different radio stations including commercial radio stations outside Limpopo such as Jacaranda FM and Capricorn FM. This could have been a more compelling reason for Department of Public Works to use other media outlets. Confining the campaign programmes to SABC has limited the ability of government to reach out to many people in the province.

As responses in **Table 3** indicate, many interviewees give a clear indication that they are not aware of the campaign. This implies that development communication should rely on more than one mass media. As research has shown (Roger *et al.* 1977:363), not only are two media better than one medium for effective communication, but also a combination of the mass media and interpersonal communication is better than using either alone.

The Department of Public Works assumed that people in the province would know about the campaign because the SABC had high reach. The listenership survey suggests that while the SABC may reach all the corners of Limpopo it is not overwhelmingly convincing that it is catering for all language groups. Different people and races have their own radio preferences they listen to. High reach alone is not enough in development communication. The reality on the ground proved that effective communication requires several communication strategies. The implication is that if people are going to receive a message that would assist them to better their lives, then they need to get it through various means.

The research findings reveal that Limpopo Province is served by many community radio stations, a commercial radio station and a number of local newspapers spread out throughout the province. Community media (both radio and newspapers) have great potential to carry out the campaign message to the local people, many of whom in the LMS 1-6 categories.

The language in which the message is transmitted on SABC is also worth noting. English and Afrikaans' speakers whose home is Limpopo Province are not benefiting from the campaign messages because they do not understand the other languages.

Community radio stations in Limpopo broadcast in two or more local languages. This is an added reason advantage for government to use community media to broadcast the campaign in all the languages spoken in Limpopo despite the fact that SABC has high reach. This would have ensured that government meets the information needs of the all the people in the communities and whole province. Already community radio stations are meeting the information needs of the community while local newspapers also write in languages that readers in a particular community understand.

Community radio stations also command huge listenership in the province. Comparative data released by the South African Advertising Research Foundation in August 2012 about Radio Measurement Audiences (RMS) of community radio stations in Limpopo Province reveal that listenership had increased for the past year.

According to the Research Media Audience Survey (RAMS) annual report by the South African Audience Research Foundation (SAARF) released in August 2012, a significant number of people in Limpopo Province listen to community radio stations. Overall, the community radio audience had increased by 17% over the previous year (between June 2011and June 2012) from 740 000 to 863 000.This shows that community radio stations are playing a significant role in meeting the information needs of the people in

communities. Members of the community also depend on community radio stations for information.

Some community radio stations are broadcasting in English and Afrikaans. This means that they already catering for all the languages in a particular community. The Department of Public Works has given reasons why the public broadcaster SABC was preferred to carry the message over other media organisations. One of the reasons is that the SABC has to fulfil its public responsibility. However, SABC is not implementing the campaign message free even though the MOU does not spell out the amount involved. Officials on either side are equally reluctant to disclose the amount.

But funds have been committed to the campaign. The MOU is very clear on this. It provides that "the Department shall for the duration of this Memorandum allocate reasonable resources to the SABC for the procurement of air-time as and when the need arises. In return the SABC shall develop and broadcast content consistent with the objectives of the Greening Limpopo Campaign."

It is safe to read between the lines of the MOU that internal politics might have a strong influence in the decision making to use the SABC. As a public broadcaster, the SABC reports to the Department of Communications for policy guidelines. The Department of Public Works might have felt obliged to use its structure to the exclusion of community and commercial radio stations.

One grey area of the MOU is that it does not give much detail. For example, it does not state how much the Department of Public Works has reserved for programmes on SABC over the five-year period. It is also vague on the nature, frequency and number of programmes that SABC is supposed to produce.

Since development communication is associated with the use of media to persuade people to achieve, maintain and strengthen development goals, the media's role was

paramount (Mefalopulos Palous: 2008. p46). For a multi-lingual and multi-racial province like Limpopo the issue of race and language cannot be ignored in development communication.

Development communication requires that institutions communicate in different languages and adopt different methods of communicating. Using a communication mix is often crucial. Using other media outlets for the campaign to cater for diverse information needs of the population is in line with Section 3.2.4.4 of **Government Policy Guidelines** which recognise that the campaign message should be presented in the 11 official languages as well as in Braille and audio formats to facilitate accessibility for all language groups and people with disabilities

Using a few local languages for the transmission of the campaign message to exclusion of other ethnic groups seems discriminatory because government is not communicating with all the language groups as required by government policy. This contradicts government's own policy in communicating campaign messages.

The policy guidelines under Section 3.2.4.5 also give leeway to every department to devise campaigns to be presented in the language used by the specific media vehicle, e.g. the TV or radio station, magazine or newspaper to meet particular campaign objectives and audiences. Again, this is consistent with Coldevin (2003) who has argued that the specific channel or media mix to use should depend on a number of factors such as: objectives of the communication intervention (for example, awareness raising, advocacy, mobilization), characteristics of the audiences (such as literacy rates, preferred information sources), the social environment (available media, cultural context), and available resources, among others.

Communication mix is often crucial. In many instances, multimedia campaigns have been demonstrated to be more effective than one-medium campaigns in achieving intended results (Coldevin 2003). Traditional forms of communication, such as

storytelling or popular theatre, even if reaching more limited numbers of individuals, are effective in discussing issues and gradually inducing change in the attitudes and behaviours of the audience (Mefalopulos 2009).

Widening media outlets for the campaign to include community radio stations which are in abundance in the province could enhance effective communication at local level not only because of the language, but people associated with different media outlets.

Thus the communication strategy to focus on radio to carry the campaign message to the exclusion of community radio and newspapers (which mainly covered speeches of government officials) meant that there were inadequate media outlets for the campaign message and other forms of communication.

8.2 Decision-Making

The decision making in the Department of Public Works follows rules and regulations laid down by various government documents. In communicating with the public the department is guided by the special communications guidelines enshrined in the **Government for Communicators' Handbook** and other documents like the **10 Basic Principles of Government Communication.**

While government recognises that "in working out campaigns and programmes, there must be a deliberate effort to understand the communication environment and that the success of communication depends on the accurate diagnosis of the surroundings that will inform, among other things, the selection of appropriate messages, target audiences and media platforms" it is clear from the Limpopo Greening Campaign that communicators did not necessarily take advantage of this leeway to look at the various media platforms that are available in Limpopo.

The decision to give the SABC preferential treatment to air campaign programmes on a long term basis (2010-14) defeats the purpose of communication which is to reach everyone using various platforms. Community and local newspapers are part of that media platform. The involvement of other media outlets such as Capricorn FM in the launch enabled government to publicise the project to many people. However, the involvement of other media institutions beyond the launch would have made the campaign well-known compared to using only one medium.

While officials are given leeway to use other media outlets, communicators seem to prefer the SABC because of its wide reach and being a government institution. However, they miss the point that not everyone listens to the SABC. Communicators failed to take into account the media mix in communicating with communities. Furthermore, it is evident that communication is essentially one-way. The one-way communication is associated with modernisation theory whereby the flow of information is from sender to the receiver. Since decision makers control the resources, they have power to decide what information to tell their citizens, how they will communicate it and in what form. This presupposes that there are power relations at play between decision makers and the people. It also presupposes that decision makers have authority and work within policies, guidelines and regulations to guide them in decision making. They have to adhere to rules and regulations.

Armer and Katsillis (2001) noted that in modernisation, social relations are more bureaucratic. Traditional sources are weaker as bureaucratic institutions assume responsibility and power.

Government communicators are tied to rules and policies rather than looking outside their internal working environment and involving other stakeholders in decision making. Former minister Frazer Moleketi (2005) recognised that the South African government should allow the citizens to actively participate in government decisions in order to guide government to meet the needs of their citizens. Jansen (2009: p74) has noted that

public institutions have stuck to the traditional ways and means of addressing public needs and that traditional public administration was well rooted throughout the public sector and will surely not be phased out overnight.

While this is not entirely wrong for employees in any organisation to be guided by policies and rules in what they do, the policies and regulations should not be a hindrance to achieve the goals of the organisation or achieving efficiency. Development communication requires some degree of flexibility for government to be able to meet the information needs of the communities. While officers may have been driven by the reach of the SABC in their decision-making regarding which media to use, they should also have been flexible to look at other forms of communication and media outlets. Government has an obligation to communicate with the people.

For example, in communicating with communities, the policy empowers development communication officers to "use various forms of resource material to promote development communication". This resource material can be used for awareness purposes and to mobilise the community to attend workshops, roadshows, dramas, izimbizo, etc.

The resources include loud hailing (to mobilise a particular community to attend an event at a stadium or community hall), word of mouth (information is spread through friends, families, neighbours), posters (designed and printed poster can be put up in community halls and public places such as schools, clinics, post offices, local businesses, etc. to disseminate a particular message), promotional material (products like T-shirts, caps, keyholders, etc. can be used in big projects) and flyer (small and simplified version of the key concepts and messages that is quick to read and easily understand) (Communicators' Handbook: p35).

Although radio is most popular and the Department of Public Works has opted for radio programmes, the rest of the resources should not have been ignored. The use of these

other resources would have made the campaign messages not only effective, but enabled a large number of people to know the project.

The other issue worth noting is that the decision making is at regional level and therefore within the ambit of the decentralisation, communicators have not been flexible enough in designing other strategies for the campaign to reflect demographic realities on the ground. Communicators could have utilised the leeway in the policy to communicate effectively with communities. Nee and Brinton (1998) have argued that while institutions constrain action, they also make it possible by shaping the rules of the game and the cognitive needed for social interaction.

This is where the creativity and capacity of the individual employees to communicate effectively with the communities come in. Communicators should have utilised such open policy to the advantage of the community and looked at other modes of communication. This supports the view DiMaggio and Powell (1983) who believed that institutions can influence individuals to act in ways that can cause them to maximize benefits within institutions or to act out of duty or an awareness of what one is supposed to do.

From the responses of interviewees and the various roles assigned to community leaders, mayors and communities, the picture that emerges is that communicators are not versed enough in development communication. They have a narrow view of development communication. They equate “development communication” with ordinary transmission of message from one person to other or from government to the people. To them, development communication is informing the communities what the government wants to do for them, allow them to ask questions and mobilising them to participate in the project as implementers. The problem of communication may stem from individuals’ understanding of what communication is and how they should communicate. This suggests that there was a gap between the way government communicators are supposed to communicate with the people and the way they do it.

For example, the Communication Guidelines and Communicators' Handbook, recognises that communication should be participatory in the sense that other stakeholders, notably community members are supposed to be involved. In the Limpopo Campaign, the involvement of people in decision-making was limited and the choice rested with government.

8.3 Community and Stakeholder Participation –"Multi-stakeholdersim".

The foregoing leads us to another critical issue in development communication. And this is the participation of people and other non-state actors in development efforts. The government recognises the participation of people and various players in projects. This recognition is reaffirmed in various government documents.
For example, the Comtask report recommended increased access to government information and the need for more government interaction with people (Communications 2000:15)

Various sections of the Communicators' Handbook recognise people's participation in communication. For example, Section 2 of Government Communicators' Handbook lists some basic principles of government communication. It recognises that development communication is about planning with communities and identifying their information needs. It is also about working with communities in disseminating information, and inviting government officials to explain how programmes work and how they can be accessed (Communicators' Handbook:2010/11.p35).

It further states that government does not function in a vacuum and for maximum communication impact, especially in terms of credibility and reach, role-players such as non-governmental organisations (NGOs), opinion-makers and other important figures need to be involved (Communicators' Handbook:2010/11.p9).

On paper, the Department of Public Works involved several stakeholders in the project. These include government departments, the business community such as WSM Leshika Engineering, NGOs (Food and Trees for Africa and Resource Africa), Tribal Authorities and communities. In reality, participation of stakeholders, other than government departments, has been minimal if not non-existent. For example, NGOs, Traditional Authorities and Community Service Organisations know nothing about the campaign. Community participation was not at decision level, but implementation. Hence, development participatory communication is lacking.

According to the manager for the Expanded Public Works Programme communities were mobilised to implement the project. People were informed about the project and what their role was (i.e. to plant trees). For communities such as school learners, community participation was more of consultation and not in the sense of having the communities to be heard or to ask for their input of how the project should be run or what they think the campaign message should be.

This presupposes that community participation was at the level of informing the people what they are supposed to do. This also entails that there was top-bottom, one-way communication. The Marketing and Events Management Assistant Director at the Department of Agriculture also confirmed that government decides on the campaign message which cascades to district level and cannot be changed. Participation of people / communities is one of the problematic areas of development communication because it is misunderstood because writers interpret the term “participation” in their own way.

Participation describes the increased involvement of “socially and economically marginalized peoples in decision-making over their own lives” (Guijt & Shah, 1998, p. 1). Participation is an attempt to correct the traditional top-down approach to development policy and programming where those whose lives are most influenced by these processes have the least say in policy making and implementation (Chambers,

1983, 1997). The expectation is that, by increasing people's influence over development policy, the process of social change will be more efficient, more relevant to, and more empowering of ordinary persons (Cooke & Kothari, 2001).

While government realises that development communication is about planning with communities and identifying their information needs, and working with communities in disseminating information, and inviting government officials to explain how programmes work and how they can be accessed, there is gap in terms of allowing communities to plan and identify the information needs of the communities. If communities were allowed to make suggestions about which media to use, they would have suggested other media institutions as well.

Moreover, the fact that only experts are panellists in the dissemination of information on Greening Limpopo Campaign (to the exclusion of the people) in radio programmes shows that communication is top-down rather than two-way. This stance that experts (who represent government views) should be the ones to speak while the communities should file queries is a misrepresentation of what the nature of the feedback should be. This also adulterates the concept of participatory communication. Galtung and Vincent (in Gunarantee 1996: p7-8) state that ''development journalism should sometimes let people, more or less, run the media. This means giving people some media control by enabling them to produce their own programmes.''

Section 10 p.34 of the Communicators' Handbook states that "development communication relies on feedback. It is a two-way communication process that involves consultation with the recipients of information and provides them with answers to their queries. This process similarly gives government an opportunity to listen to the ideas and experiences of communities, especially about programmes and services aimed at improving their lives. Development communicators are following what is laid down in the Communicators' Handbook without looking at contribution of the communities in terms of what ideas or suggestions they can make to add value to the project.

However, the nature of feedback envisaged is not that of empowerment because the communities are not taken as equal partners. The nature of communication undertaken in the Greening Limpopo Campaign presupposes that experts know the problems or issues and how to solve them while communities are viewed as not having tangible contribution to make to the campaign other than listen and ask questions. Their rightful role is to implement the project, to plant trees.

As Mefalopulos notes that:

"Consultation is not the same as participation and communication, but it is closely related and can be considered a subset of both. Consultation can be regarded as an imperfect form of participation. In genuine participation the stakeholders are equal partners, while in consultation the decision-making control rests with the few who are in charge of the consultation and decide if and how to take into account the inputs collected during the consultation.

Consultation is a form of communication, but it is different from the dialogical process. Though the main scope of consultation is listening, the information does not flow freely from the stakeholders, but rather it is conceived as a feedback on predefined topics intended for the experts. Consultation does not intend to change specific behaviours at the outset.

"While there are different ways to conduct consultations, the rationale is usually to reveal new information (for example, opinions of different groups) or to triangulate that which is already available. There are two crucial ingredients for the successful implementation of an effective consultation: the review and preparation of the issues of interest before the consultation and the neutral position on those issues during the consultation (because the primary mode of communication in this case is not engaging in dialog but listening" (Mefalopulos: 2009: p41)

In the monologic mode, the scope of the communication programme is set from the beginning of the process; it is expected to inform and persuade people to adopt innovations or change behaviours. An example of this mode is represented by a communication initiative to provide support for a public sector reform due to take place in the near future, or a health campaign aimed at persuading people to adopt certain behaviours in order to eliminate the risks of infection.

The dialogic mode is closely associated with the participation perspective and based on the communicative or horizontal model. It primarily uses two-way communication methods and techniques to build trust, exchange knowledge and perceptions, achieve mutual understanding, and assess risks and opportunities. In a dialogic mode, the scope of a communication application is not usually predetermined in a rigid way because it intends to explore the situation and weigh possible options.

Two-way communication is used to engage stakeholders in investigating the situation, helping to uncover and minimize potential risks, generating new knowledge, and identifying viable options. This mode seems to adapt perfectly to a key communication feature defined by Jaspers (2000: 297) as the “openness to the knowability of what is not yet known.” (Mefalopulos: 2009: p41)

According to the Department of Public Works and Supplies the communities were informed about the project and what is expected of them. The programmes on SABC also follow a similar trend where experts from government tell communities, the implementers of the project, what to do. Government officials from Ministry of Agriculture, Environment Affairs and experts from the University of Limpopo are guest speakers in the programmes. The voices of traditional leaders, NGOs and communities are clearly missing from the programmes, making participation of the community a mirage.

8.4 Communication Strategies

For a campaign like the Greening Limpopo which is implemented throughout the province and having a five-year life span, various communication strategies are required. This is consistent with Section 3.2.4.5.of government policy guidelines (p12) which states that as a general rule, all media-based advertising campaigns should be presented in the language used by the specific media vehicle, e.g. the TV or radio station, magazine or newspaper.

As Mefalopulos (2009: p68) noted: “Once an issue has been investigated and the design of a project or program completed, there is still a major role for communication. If used professionally as part of a broader effort, communication methods and media can play a key role in informing stakeholders and promoting specific changes in the level of awareness, knowledge, attitudes, or behaviours of key audiences.”

When used in on-going projects, communication approaches are often linked to the monologic mode, to inform and change behaviours, but on certain occasions other approaches can be used as well. Communication specialists need to select and combine different communication modalities, approaches, methods, and media in relation to the intended objectives. The power of information and proper persuasion can be instrumental in inducing behaviour and social change, but only when the broader cultural and social context is taken into account”.

While development communication requires using communication methods that are relevant to a particular campaign i.e. depending on what the organisations wants to achieve (.i.e. educate, inform or inspire for action) a huge project like Greening Limpopo Campaign requires a multifaceted communication approach in which the communities should also participate.

Thus community participation in the construction of the campaign message or strategies on how to disseminate information about the campaign is important if communities are to take ownership of the project and not feel alienated. Freire (cited in Mefalopulos 2008:52) has noted that participation has remained a highly praised term, but a poorly adopted one. Many development practitioners and managers have their own understanding of participation, leading at times to divergent views on what it truly entails and how it should be applied.

One of the major problems with the campaign cited by the stakeholders (Department of Agriculture, Forestry and Fisheries and Department of Finance and Economic Development) is that there is no ownership of the project. There are no specific people to take care of the trees once they are planted. Communities, the majority of whom who are school learners, plant trees and do not look after them. This problem could be attributed not only to the manner in which information is communicated by also lack of participatory communication of the communities for their input on how best they could take care of trees. Since communities are the implementers of the project their participation in the project both in terms of communication strategies and campaign message is critical in development communication.

One element missing from the Limpopo Greening Campaign is the adoption of entertainment-education strategies which refers to “the process of purposely designing and implementing a media message to both entertain and educate, in order to increase audience knowledge about an educational issue, create favourable attitudes, and change overt behaviour” (Singhal and Rogers 1999, xii).

Some studies have shown that entertainment-education strategies are successful in attracting large audiences, triggering interpersonal communication about issues and lessons from interventions, and in engaging and motivating individuals to change behaviour and support changes among their peers. Rogers et al. (1999) concluded that a soap-opera radio broadcast in Tanzania played an important role in fertility changes.

Similarly, Piotrow et al. (1992) report that the “Male Motivation Project” in Zimbabwe, which involved a radio drama intended to influence men’s decisions in opting for different reproductive choices, resulted in changes in beliefs and attitudes. Also, Valente et al (1994) found that individuals who listened to a 15 radio drama in The Gambia have better knowledge, attitudes and practices than the control group.

Instead of having panel discussions on the radio, which is the mode of communication adopted by the Limpopo Greening Campaign whereby experts discuss methods of conserving the environment, the department should also have come up with other innovative ways of conveying the same message to the people. The use of other communication strategies such as interpersonal is important. Successful communication interventions do not always need to rely on media to engage and inform audiences—they can also rely on more participatory and interpersonal methods (Santucci: 2005).

The Department of Public Works should have mobilised the communities and allowed them to participate in the construction of the campaign message and other methods of communication instead of strictly having discussion programmes on the radio (which is more of top-down mode of communication). Communities should have come up with drama sketches with themes around the campaign the campaign.

Drama is also one of the powerful tools that can be used to convey the information to the people. People normally tend to believe or be influenced by what they see. Drama depicting people suffering because they do not have firewood would send a powerful message that the wanton cutting down of trees leads deforestation and the need to plant more trees. Equally, songs have always been used by different people to convey a powerful message to the audience such as to warn them or to encourage them to do something.

Chapter 9: Conclusion

Given the research findings, centralised decision-making, the general lack of knowledge of the campaign, limited communication strategies, lack of community participation, it is clear that decision-making in government communication is a preserve of government officials. However, some gaps exist in the way communication is done. There is significant departure from what government does and what communication policies say. For example, Section 2.5.7. of the Communicators' Handbook (2010:p10) stipulates that "in communicating, special efforts must be taken to seek, evaluate and, where feasible, employ all available measures or tools to get the message across. In implementing major campaigns in particular, a multimedia approach must be adopted for effective message diffusion and sufficient reach.'' For a major campaign like Greening Limpopo, government needs to have mapped out a number of communication aspects such as languages to be used, stakeholder involvement and diverse channels of communication.

In discussing the campaign, the study critically examined the decision-making process in a government department in putting together a public communication campaign with special emphasis on the media and the implications for development communication. The three questions that the study investigated were:

- How does government construct a public message aimed at the rural poor and marginalised groups?
- What are the gaps in reaching out to key stakeholders and what impact this has on the public?
- To what extent does government meet its own mandate in communicating with the marginalised communities and what is the implication for this?

9.1 Centralised Decision-making

This study has shown that decision-making in a government department is largely influenced and governed by policies and rules. Government officials adhere to rules and policies. They decide what should be done and how to do it. While other government officials may be involved in decision making, this is done within government policy framework. However, community and stakeholders' participation in decision-making in the campaign is lacking. This presupposes that empowering the community to decide on the message, how to construct it and how it should be disseminated is still a challenge. People have participated in the project as implementers and not as decision-makers. Decisions are still made by government and filters through to the communities through structures such as mayors, councillors and traditional leaders who the custodian of the people.

Arnst (1996: p110-112) asserts that participation does not merely constitute bodily presence at community meetings, nor must it be construed as a chance to tick a voting ballot every few years. Arnst argues that participation is also not simply access to the mass media which are controlled by the urban elite and bureaucratic vested interests, nor is it an extension of existing structures and programmes.

As argued in the theoretical section, development communication goes beyond giving an opportunity to people to ask questions. It is also about empowering them by letting to suggest solutions to problems that affect them. Empowerment is more of an inner condition or, as stated by Cornwall (2000: 33), "it is not something that can be done to people, but something people do by and for themselves." (Freire, cited in Mefalopulos 2008:42)

Although government policy encourages two-way communication between policy-makers and the people, it can be agued that communication is essentially one-way, implying that it is top-down. Government officials who are experts decide on the

campaign message and how to disseminate it while people who are the receivers of the messages are not afforded an opportunity to decide on the message and how it should be communicated. Rodgers noted that stakeholders are willing and able to be part of the participation process and to participate in joint analysis, which leads to joint decision making about what should be achieved and how. While the role of outsiders is that of equal partners in the initiative, local stakeholders are equal partners with a decisive say in decisions concerning their lives (Rogers cited in Mefalopulos 2008:42). However, the study reveals that government has not considered local communities and other stakeholders such as NGOs and the business community as equal partners. They are seemingly not aware of the project and campaign.

This suggests that flexibility in decision-making in campaigns is important. In the Greening Limpopo Campaign, communities, for example, should have been given freedom to decide their own campaign messages within the broad framework of the government campaign message. Communities are normally committed to something that they have been part of. They take ownership of the project and take responsibility of it if they are involved in decision making. Alternatively, communities should have been given an opportunity to use other forms of communication such as dance, music and drama while government continued with advertising.

Stakeholders such as government departments and communities were involved in the project. However, the level of involvement is different. Government departments participated actively in decision-making process while the communities were involved as implementers of the project (i.e. to plant trees). A similar situation arises in campaign messages; only experts are used to discuss campaign messages. This denies an opportunity for stakeholders' participation to contribute to the campaign messages.

Although government has committed itself to development communication, the manner in which government communicators decided to communicate with the rural poor in the Limpopo Greening Campaign has exposed some communication gaps. The message

may not be reaching as many people as one would anticipate. Community participation and involvement of other stakeholders could have improved the campaign. Chitnis (2005) suggests that participation provides people with an opportunity to engage in a dialogue with the change agents thereby using their own knowledge to bring about social change. Accordingly, participatory communication for development emphasises that knowledge is not a property of the experts which must be transmitted from these experts to the end beneficiaries. The literature thus far demonstrates that it is through active participation and dialogue that communities may help identify their own needs and to address them using the available resources and, thus, use and create their own knowledge.

9.2 Are Communication Policies Rigid?

The Government Communicators' Handbook guides communicators on how government communication strategy should be done. It also provides a generic framework for developing a communication strategy. This includes guidelines for developing key messages and guidelines for putting together a communication strategy.

The policy also urges communicators to scan the environment before informing the public. They should make serious attempts to analyse the environment in which government messages would be communicated to meet the information needs of society. They must understand these dynamics within the environment. From the design of the LGC, it seems government did not seriously take into the demographics of Limpopo, especially the various ethnic groups and what kind of media people access to meet their information needs.

Although communication policies seem to be rigid, they offer some flexibility for officials to use their discretion when adopting a media strategy. For example, there are a variety of methods officers can use to communicate with the people. These include workshops, road shows, dramas, izimbizo, etc. (Government Communicators' Handbook: 2010,

p55).However, the officers in the Department of Public Works have not been flexible enough to look diverse the channels of communication beyond programmes on SABC and advertising during the launch of the campaign. The lack of flexibility epitomises lack of proper understanding and interpretation of what the policies say.

9.3 Need for Media Diversity

Government is relying on a media campaign to disseminate development communication messages at the expenses of other equally important ways of reaching out. While media is pivotal in communicating the messages to the people, other forms of communication such as interpersonal should not be ignored.

Communication research suggests that mass media need to be complemented by other forms of communication. Moemeka (1985) has argued that the communication message which completely ignores the values that underlie the context in which the people communicate cannot produce the attitude and behavioural changes necessary for rural development.

Although this study was not meant to evaluate whether the communication strategy was successful or not, it can be argued that government needs to widen the strategies of communication to achieve maximum results. For a huge project like the Limpopo Greening Campaign which covers five districts, it is imperative to adopt several communication strategies. It is clear from the GLC that government has lacked diverse communication methods to cater for all LMS groups. This implies that government has not adequately fulfilled its constitutional mandate to communicate with all the people.

The problem becomes clear when one takes into account that communication has been done through radio programmes and experts from the University and government are the only panellists during the programmes. They urge people to plant fruit trees, not to cut down trees recklessly and to keep the environment clean while the communities who implement the project have not had a say in what they are doing. Government has

used social marketing tool to persuade the people to change their behaviour. However, this approach is not participatory because it lacks input from the people who are the beneficiaries of the message.

While the campaign message seeks to discourage people from cutting down trees and to conserve the environment, widespread rural poverty and lack of access to alternative sources of energy among the rural poor may defeat the purpose of the campaign. People may ignore the call to save or plant trees to alleviate their own poverty.

This study has also discovered that there is also gap between the manner in which government communicates with the people and the information needs of the citizens in the province. The MOU with SABC to carry the campaign message has limited the government's capacity to communicate to a large percentage of people in the province. Government has fallen short of reaching out to everyone and this contradicts its policy of reaching out to all the racial groups. Government could have spread its resources to include community and commercial radio stations and newspapers to communicate effectively. The presence of 15 community radio stations spread out in all the five districts and one commercial radio station all broadcasting in two or more languages holds great potential for government to reach out to everyone. People in Limpopo listen to commercial and community radio stations. Since radio is popular and easily accessible many people would have been exposed to the campaign message.

Including print media in the communication strategy would have boosted communication as well. The several local and national newspapers could also have complemented the campaign efforts. For example, local and national newspapers such as the *Sowetan* and *Daily Sun* are widely read in the province. The Greening Limpopo Campaign received coverage when the project to plant trees was being launched in municipalities. Both local and mainstream media such as *Polokwane Observer* and *Sowetan* covered the launch. Beyond the launch of the campaign, there seems to have been little or no press coverage of the campaign other than programmes on SABC.

The study has therefore shown that there is still room for government to improve communication with the people. It can be argued that the communication strategy seems not to have been effective. This is because communication has not been diverse. It needs to go beyond campaign advertising and encompass multiple media platforms (including social media), other relevant forms of communication (e.g. music) and user groups (such as farmers). Development communication requires a multi-dimensional approach for it to be effective. This is particularly important when communication is meant to persuade people to change their behaviour and it is done in a multicultural and multiracial environment.

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South African Advertising Research Foundation website: www.saarf.co.za

Appendix 1: Media Landscape in Limpopo

Media	Type	Location	District	Language (s)
SABC-Thobela	Public	Polokwane	Capricorn	Sepedi
SABC-Phalaphala	Public	Polokwane	Capricorn	Venda
SABC-Munghana Lonene	Public	Polokwane	Capricorn	Tsonga
Botlokwa	Community Radio	Ga-Machaka	Capricorn	Setlokwa, English, Afrikaans
Greater Tzaneen	Community Radio	Sapekoe	Mopani	Tsonga, Northern Sotho, Zulu, English Venda
Makhado FM	Community Radio	Makhado	Vhembe	Venda, Northern Sotho, English, Afrikaans
Mohodi	Community Radio	Ga-Manthata	Capricorn	Northern Sotho, English,
Mokopane	Community Radio	Mokopane	Waterberg	Northern Sotho, English, Ndebele, Tsonga,
Moletsi	Community Radio	Mabokelele	Capricorn	Northern Sotho, Setlokwa, English, Afrikaans
Musina FM	Community Radio	Musina	Vhembe	Northern Sotho,

				English, Tsonga, Venda, Afrikaans
Phalaborwa	Community Radio	Namakgale	Mopani	Tsonga, Northern Sotho, Zulu, English, Venda, Afrikaans
Radio Greater Lebowakgomo	Community Radio	Lebowakgomo	Capricorn	Northern Sotho, English
Tubatse Community Radio	Community Radio	Seshego	Sekhukhune	Northern Sotho, Swati, Zulu, Tsonga, English
Radio Turf	Community Radio	Polokwane	Capricorn	Northern Sotho, English
Radio Zebediela	Community Radio	Zebediela	Capricorn	Northern Sotho, English
Sekgosese Radio	Community Radio	Mooketse	Mopani	Northern Sotho, Tsonga, English,
Sekhukhune FM	Community Radio	Sekhukhune	Sekhukhune	Afrikaans, Northern Sotho, Tsonga, English
Univen	Community Radio	Thohoyandou	Vhembe	Venda,

Community Radio				Northern Sotho, Tsonga, English, Afrikaans,
Capricorn	Commercial Radio	Polokwane	Capricorn	English, Sepedi, Tshivenda and Tsonga
Limpopo Mirror	Local Newspaper	Louis Trichardt (Makado)	Vhembe	English
Polokwane Observer	Local Newspaper	Polokwane	Capricorn	English
Limpopo Informant	Local Newspaper	Polokwane	Capricorn	English
Limpopo Times	Local Newspaper	Polokwane	Capricorn	English
Northern Media	Local Newspaper	Polokwane	Capricorn	English
The Premier	Local Newspaper	Polokwane	Capricorn	English
Mopani Herald	Local Newspaper	Mopani	Mopani	English
Capricorn Voice	Local Newspaper	Polokwane	Capricorn	English

Source: Author and National Community Radio Forum (NCRF) (www.ncrf.co.za)
NB: List for print media is not exhaustive

Appendix 2: Research Audience Media Survey (RAMS)

Community and commercial Radio Stations Limpopo

South African Audience Research Foundation
NPC (Non Profit Company) Reg No. 1973/016172/08

Community Radio and Commercials Stations' Summary

STATION AUDIENCE - PAST 7 DAYS

ADULTS

100% = 34 934 000

	RAMS 2011 JUN '11 (Jan - May '11) ^		RAMS 2011 AUG '11 (Mar - Jun '11) ^		RAMS 2011 OCT '11 (May - Aug '11) ^		RAMS 2011 DEC '11 (Jul - Oct '11) ^		RAMS 2011 FEB '12 (Sep - Dec '11) ^		RAMS 2012 MAY '12 (Oct '11 - Mar '12) ^					RAMS 2012 JUN '12 (Jan - May '12) ^		
	%	'000	%	'000	%	'000	%	'000	%	'000	%	± %	'000	± '000	%	± %	'000	± '000
PAST 7 DAYS																		
LIMPOPO																		
Blouberg Community Radio							#	#	#	#	#	#	#	#	#	#	#	#
Botlokwa Community Radio Station	0.0	7	0.0	7	0.1	23	0.1	23	0.1	24	0.0	0.00	7	0	0.0	0.00	6	0
Greater Lebowakgomo Comm. Radio (Glfm 89.8 Mhz)	0.2	74	0.2	74	0.1	32	0.1	34	0.1	33	0.2	0.05	65	19	0.2	0.06	65	19
Greater Tzaneen Community Radio (Gtfm	$	$	0.0	0*	0.0	8	0.0	8	0.0	8	0.0	0.00	13	0	0.0	0.00	13	0

104.8)																		
Makhado Fm 107.3	0.1	29	0.1	30	0.1	24	0.1	23	0.1	23	0.1	0.04	25	14	0.1	0.04	25	14
Mohodi Community Radio 98.8 Fm	0.2	77	0.2	77	0.0	5	0.0	5	0.0	5	0.1	0.04	35	14	0.1	0.04	35	14
Mokopane Fm 100.0 Mhz	0.1	21	0.1	23	0.2	84	0.2	84	0.2	83	0.1	0.04	20	14	0.1	0.04	20	14
Moletsi Community Radio Station	0.2	57	0.2	58	0.0	8	0.0	14	0.0	14	0.2	0.05	55	19	0.2	0.06	58	19
Musina Fm	0.0	7	0.0	7	0.0	11	0.0	11	0.0	11	0.0	0.00	17	0	0.0	0.00	17	0
Phalaborwa Community Radio Station	0.3	101	0.3	100	0.1	18	0.1	17	0.1	17	0.1	0.04	35	14	0.1	0.04	37	14
Radio Turf	0.0	14	0.0	14	0.1	38	0.1	38	0.1	36	0.0	0.00	15	0	0.0	0.00	17	0
Sekgosese Community Radio	0.5	179	0.5	179	0.5	181	0.5	182	0.5	182	0.4	0.08	137	27	0.4	0.08	136	27
Sekhukhune Community Radio (Sk Fm)	0.2	56	0.2	56	0.4	151	0.4	151	0.4	151	0.6	0.09	220	33	0.6	0.10	221	33
Waterberg Stereo (Thaba Stereo 104.9 Fm)	#	#	#	#	$	$	0.0	0*	0.0	0*	0.0	0.00	6	0	0.0	0.00	6	0
Thabazimbi Radio Station	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#	#
Tubatse Progressive Community Radio	0.2	60	0.2	60	0.0	14	0.0	14	0.0	14	0.1	0.04	41	14	0.1	0.04	44	14

Univen Community Radio 99.8 Fm	0.4	129	0.4	129	0.4	146	0.4	147	0.4	148	0.4	0.08	133	27	0.4	0.08	122	27
Zebediela Community Radio	0.0	0	0.0	2	0.0	9	0.0	7	0.0	7	0.0	0.00	8	0	0.0	0.00	8	0
Total Community Radio-Limpopo	**2.2**	**740**	**2.2**	**742**	**2.2**	**736**	**2.2**	**746**	**2.2**	**746**	**2.5**	**0.19**	**871**	**67**	**2.5**	**0.19**	**863**	**67**
Commercial Radio																		
Capricorn FM	3.5	1200	3.5	1206	4.5	1521	4.5	1531	4.4	1506	3.9	0.24	1345	83	3.9	0.24	1377	84

Source: www.saarf.co.za

Appendix 3: List of Government and Stakeholders' Interviewees

	Name	Title	Organisation	Nature of interview	Contact Details
1	Anonymous	Manager	First National Bank	Face-to Face interview conducted on 30 August 2012	Not given Polokwane
2	Boya, Alex	Sales Manager	Mc Donald's	Face-to face interview conducted on 1 February 2013	0152964664
3	Leon, Armstrong	Manager	Bradlows	Face-to face interview conducted on 1 February 2013	015 2959180
4	Leshika, Danny	Director	WSM Leshika Engineering	Phone Interview Conducted on 15 Jan 2013	0824569798
5	Kgoshi Dikgale, Solomon	Traditional Leader	Dikgale Viilage	Phone Interview Conducted on 7 Jan 2013	0794906296
6	Kgoshi Mhlaba, Samuel	Traditional Leader	Nkuna Village	Phone Interview Conducted on 7 Jan 2013	0837263355
7	Kgoshi Nthengwe, Nditshe	Traditional Leader	Nthengwe Village	Phone Interview Conducted on 7 Jan 2013	0825896279
8	Kgoshi Shego, Sekororo	Traditional Leader	Sekororo Village	Phone Interview Conducted on 4 Jan 2013	0844018979
9	Mabata, Mashudu	Marketing and Events Manager. Limpopo	Department of Agriculture	Face-to face conducted on 29 August 2012	0721804275 Polokwane

10	Machaka, Mathule	Executive Director	Limpopo Advisory Centre	Phone Interview Conducted on 10 Jan 2013	0768707169
11	Madire, Moketla,	Assistant Director	Department of Communicatio n (GCIS)	Face-to face conducted on 29August 2012	0152914689 Polokwane
12	Magugumel a, Joseph	Manager governance	Department of Education	Face-to Face interview conducted on 31August 2012	0829532831 Thohoyandou,
13	Makhubele, Arthur	Director	Hluvukani Development Centre.	Phone Interview Conducted on 10 Jan 2013	07331107649 0722129998
14	Matsobane, Mashiane.	Manager, Expanded Public Works Programme	Department of Public Works	Phone Interview and Questionnaire conducted on 27 September 2012	0825509233 Polokwane
15	Mubvhali, Robert	Assistant Manager	VBS Mutual Bank	Face-to Face interview conducted on 31August 2012	Thohoyandou
16	Mushadu, Thomas	General Inspector	Department of Labour	Face-to Face interview conducted on 31August 2012	0829091037 Thohoyandou
17	Msiya, Mashudu	Manager	Jet Mart	Face-to Face interview conducted on 31August 2012	0746249995 Thohoyandou
18	Nathebula, Sylverster	Manager	OK Power	Face-to Face interview conducted on 31August 2012	0837443605 Thohoyandou
19	Neluvhola, Shavhani	Deputy Manager	Department of Finance and	Face-to Face interview	0839051603 Thohoyandou

			Economic Development	conducted on 31August 2012	
20	Ndlovu, Nqobizitha	Programme Manager	Resource Africa	Questionnaire Conducted 12 December 2012	0118058007, 0892698173
21	Ndove, Dorgen	Employee	Ministry of Education	Face-to Face interview conducted on 31August 2012	0746249995 Thohoyandou
22	Ndwakhulu, Ratshivhanda	Horticulturalist	Thulamela Municipality	Face-to Face interview conducted on 31August 2012	0833676166 Thohoyandou
23	Park, Jeunesse	Chief Executive	Food and Trees for Africa,	Questionnaire Conducted on 12 December 2012	0116569802 Johannesburg
24	Rev. Mabula, Frank	In-charge	South African Council of Churches	Phone Interview Conducted on 10 Jan 2013	0837667383 0716945675
26	Salim Mohammed	Manager	MICA Hardware	Face-to face interview conducted on 1 February 2013	Cnr. Landros Marais & Market Street, Polokwane Tel: 015 297 1590
27	Sibula, Florina	Programme Manager	SABC Tobela FM	Face-to face conducted on 29 August 2012	015290264 Polokwane
28	Tshidavhu, Tendani	Senior Manager Communications	Department of Public Works	Phone Interview and Questionnaire Conducted on 12 November 2012	0723766386 Polokwane

Appendix 4: List of Key Government Officers Interviewed

Ms Madire Moketla - Assistant Director, Department of Communication (GCIS) in Polokwane. She was interviewed to get an in-depth understanding of government communication, especially at provincial / regional level. Although she was not directly involved in the campaign, she had a profound knowledge of government communication. She knows the rules, procedures and practices of government communication. She provided great insight into the communication process and provided reading material on GCIS Development Communication Manual for Regional Communication Officers.

Ms Mashudu Mabata - Marketing and Events Manager, Department of Agriculture, who was attending the Greening Limpopo Campaign meetings. She was interviewed on the role of her department in the campaign. This was in order to know precisely what was the role of the department was in the campaign. She said the department encourages people to plant trees, but also give out agricultural messages to the people.

Mr Joseph Magugumela - Manager Governance at the Department of Education in Thohoyandou was interviewed on the contribution the Department of Education was making to the campaign. Apparently, learners are at the centre of implementing the project. The Department of Education through teachers mobilise the school leaners to plant trees in addition to teaching them about the importance of taking care of environment and planting trees.

Mr Neluvhola Shavhani- Deputy Manager Department of Finance and Economic Development who was interviewed on his perspective of the campaign and the contribution the department was making to the campaign. The Department was involved in purchasing the trees from the business community and distributing them to Department of Education for learners to plant. He represented the department in Greening Limpopo Campaign meetings.

Ms Tendani Tshidavhu, Senior Communications Manager at the Department of Public Works whose Department is the lead organisation in the Greening Campaign. She gave her perspective about how the decision-making process in the Department is done. She also gave valuable information regarding the process the department went through to construct the message and how the campaign was conducted. She defined in her own words what development communication is.

Mr Mashiane Matsobane - Manager, Expanded Public Works Programme. He gave an insight into the project overview and explained the various roles and responsibilities of stakeholders involved in the project.

Mr Ratshivhanda Ndwakhulu – Horticulturalist Thulamela Municipality who gave his perspective on how they have integrated the Greening Campaign in their normal tree planning operations. The campaign has dovetailed in what they are already doing.

Appendix 5: Sample of Business Community Interviewed.

A few members of business community were interviewed to assess their contribution to Greening Campaign. These include Sylverster Nathebula, Manager OK Power; Mashudu Msiya, Jet Mart; the manager, First National Bank; Robert Mubvhali, Assistant Manager, VBS Mutual Bank; and Director, WSM Leshika Engineering.

Appendix 6: List of Interviewees in Survey

	Name	Sex	Race	Nature of interview	Contact Details
1	Lucas, Ester	Female	White	Face-to face conducted on 29August 2012	0729152267 Polokwane
2	Malizgani, Steve	Male	Black	Face-to Face conducted on 29 August 2012	Not given. Polokwane
3	Malubani, Daniel.	Male	Black	Face-to Face interview conducted on 29 August 2012	0849091126 Polokwane
4	Mapheto, Martion	Male	Black	Face-to Face interview conducted on 29 August 2012	076101246 Polokwane
5	Rasibe, Nchesana	Female	Black	Face-to Face interview conducted on 29 August 2012	015 297 006 Polokwane
6	Sheka, Jafar	Male	Indian	Face-to Face interview conducted on 29 August 2012	Box 2399 Polokwane
7	Aranga, Mulisa	Male	Black	Face-to Face interview conducted on 31August 2012	0794683437 Thohoyandou
8	Kamusi, Isaiah	Male	Black	Face-to Face interview conducted on 31August 2012	07922284 Thohoyandou
9	Magugumela, Joseph.	Male	Black	Face-to Face interview conducted on 31August 2012	0829532831 Thohoyandou,
10	Ronel Ovan Wyk	Female	White	Face-to Face interview conducted on 30August 2012	0152972004 Polokwane

11	Anonymous	Male	Black	Face-to Face interview conducted on 30 August 2012	Polokwane
12	Ndove, Dorgen	Male	Black	Face-to Face interview conducted on 31August 2012	0746249995 Thohoyandou
13	Magugumela, Joseph	Male	Black	Face-to Face interview conducted on 31August 2012	0829532831 Thohoyandou
14	Anonymous	Female	Asian	Face-to-face Interview conducted on 31 January 2013	015297767
15	Bambo, Mpho	Female	Black	Face-to-face Interview conducted on 31 January 2013	0761707856
16	Botsi, Joe	Male	Black	Face-to-face Interview conducted on 31 January 2013	0835949031
17	Chuene, Wendy	Female	Black	Face-to-face Interview conducted on 31 January 2013	07142778563 0152912733
18	Lentsele, Itumeleng	Male	Black	Face-to-face Interview conducted on 31 January 2013	0737977491
19	Kapel, Ali	Male	Asian	Face-to-face Interview conducted on 31 January 2013	0840128460
20	Kgaphole, Stephen	Male	Black	Face-to-face Interview conducted on 31 January 2013	0781823682 0781823623

21	Majapelo, Lizzy	Female	Black	Face-to-face Interview conducted on 31 January 2013	0723408477
22	Matlala, Leshole	Male	Black	Face-to-face Interview conducted on 31 January 2013	0826828884
23	Mgwasha, William	Male	Black	Face-to-face Interview conducted on 31 January 2013	0796067731
24	Mogale, Abraham	Male	Black	Face-to-face Interview conducted on 31 January 2013	07820015008
25	Moleya, Charles	Male	Black	Face-to-face Interview conducted on 31 January 2013	0724615299
26	Mokgo Adolph	Male	Black	Face-to-face Interview conducted on 31 January 2013	0794335757
27	Moshimanyana, Martins	Male	Black	Face-to-face Interview conducted on 31 January 2013	0746557550
28	Musa, Persuade	Female	Black	Face-to-face Interview conducted on 31 January 2013	0847713137
29	Nuke, Nicholas	Black	Male	Face-to-face Interview conducted on 31 January 2013	0746557550
30	Pilusa, Charles	Male	Black	Face-to-face Interview conducted on 31 January 2013	0761707856
31	Phihlela, Marvis	Female	Black	Face-to-face Interview conducted on 31 January 2013	0724356345

32	Ndaremba, Joe Amos	Male	Black	Face-to-face Interview conducted on 31 January 2013	0836882041
33	Nyakgu, Chris	Male	Black	Face-to-face Interview conducted on 31 January 2013	0761900678
34	Nyika, Peter	Male	Black	Face-to-face Interview conducted on 31 January 2013	0749396630
35	Rapetsoa, France	Male	Black	Face-to-face Interview conducted on 31 January 2013	0710672352
36	Tau, Clarence	Male	Black	Face-to-face Interview conducted on 31 January 2013	0718381659
37	Tebogo Boniwe	Male	Black	Face-to-face Interview conducted on 31 January 2013	0727770701
38	Thulani, John	Male	Black	Face-to-face Interview conducted on 31 January 2013	0820956985
39	Zvapang, Benjamin	Male	Black	Face-to-face Interview conducted on 31 January 2013	0788577134
40	Baloyi, Michael	Male	Black	Face-to-face Interview conducted on 1 February 2013	0792164932
41	Banda, Wancha	Male	Black	Face-to-face Interview conducted on 1 February 2013	0737359859

42	Chuene, Aron	Male	Black	Face-to-face Interview conducted on 1February 2013	0764410380
43	Bapela, Lucus	Male	Black	Face-to-face Interview conducted on 1 February 2013	0739824352
45	Chilipa, Daud	Male	Black	Face-to-face Interview conducted on 1 February 2013	0789078090
46	Chokoe, Nathaniel	Male	Black	Face-to-face Interview conducted on 1 February 2013	0822154466
47	Jovani,Kabuye	Male	Black	Face-to-face Interview conducted on 1 February 2013	0731552892
48	Leaka, Frances	Male	Black	Face-to-face Interview conducted on 1 February 2013	0769968288
49	Lebelo, Abraham	Male	Black	Face-to-face Interview conducted on 1 February 2013	0734533837
50	Lekgau, Sechephi	Male	Black	Face-to-face Interview conducted on 1 February 2013	0724737361
51	Lotha, Lodzani	Male	Black	Face-to-face Interview conducted on 1 February 2013	0735360687
52	Lugu, Hackim	Male	Black	Face-to-face Interview conducted on 1 February 2013	0780888727
53	Kgopa, Maria	Female	Black	Face-to-face Interview conducted on 1 February 2013	0797459620

54	Khoza, Francina	Female	Black	Face-to-face Interview conducted on 1 February 2013	0765300589
55	Kibuka, Paul	Male	Black	Face-to-face Interview conducted on 1 February 2013	0767194745
56	Khwali, Johannes	Male	Black	Face-to-face Interview conducted on 1 February 2013	0152913122
57	Kutumela, Peter	Male	Black	Face-to-face Interview conducted on 1 February 2013	0715291207
58	Mabitsela, Irene	Female	Black	Face-to-face Interview conducted on 1 February 2013	0713844133
59	Maetja, Kobela	Female	Black	Face-to-face Interview conducted on 1 February 2013	0828074845
60	Mafunzwani, Edwell	Male	Black	Face-to-face Interview conducted on 1 February 2013	07829364644
61	Makgoba, Robert	Male	Black	Face-to-face Interview conducted on 1 February 2013	0712578315
62	Makoes, Thelma	Female	Black	Face-to-face Interview conducted on 1 February 2013	0765889083
63	Makwaela, Christina	Female	Black	Face-to-face Interview conducted on 1 February 2013	0839773512
64	Manyelo, France	Male	Black	Face-to-face Interview conducted on 1 February 2013	Box 562 Mathamanje 0752 Capricorn

65	Masemula, Thabang	Male	Black	Face-to-face Interview conducted on 1 February 2013	0747703552
66	Mate, Pamela	Female	Black	Face-to-face Interview conducted on 1 February 2013	0723460589
67	Mtabethi, Innocent	Male	Black	Face-to-face Interview conducted on 1 February 2013	0791195982
68	Mathula, Shurlock	Male	Black	Face-to-face Interview conducted on 1 February 2013	0782860662
69	Matlala, Thabo	Male	Black	Face-to-face Interview conducted on 1 February 2013	Box 4308 Kgapane 0838 Tzaneen
70	Mchena, Grace	Female	Black	Face-to-face Interview conducted on 1 February 2013	0844646424
71	Mloto, Patricia	Female	Black	Face-to-face Interview conducted on 1 February 2013	0784175001
72	Molepo, Sophie	Female	Black	Face-to-face Interview conducted on 1 February 2013	0767770253
73	Moloisi, Maropeng	Female	Black	Face-to-face Interview conducted on 1 February 2013	0735422346
74	Mokgarudi, Maria	Female	Black	Face-to-face Interview conducted on 1 February 2013	0826269445
75	Mothata, Linah	Female	Black	Face-to-face Interview conducted on 1 February 2013	0710159753

76	Munyani, Carol	Female	Black	Face-to-face Interview conducted on 1 February 2013	0764169044
77	Munzhedzi, Riendai	Female	Black	Face-to-face Interview conducted on 1 February 2013	N/a
78	Natshetana, Samuel	Male	Black	Face-to-face Interview conducted on 1 February 2013	0715833795
79	Petros, Abel	Male	Black	Face-to-face Interview conducted on 1 February 2013	073437892
80	Phaswana, Chris	Male	Black	Face-to-face Interview conducted on 1 February 2013	0736508425
81	Rakgole, Rajhap	Male	Black	Face-to-face Interview conducted on 1 February 2013	0797228630
82	Ramafelo, Loarraine	Female	Black	Face-to-face Interview conducted on 1 February 2013	0825229601
83	Ramahlo, Lithao	Female	Black	Face-to-face Interview conducted on 1 February 2013	Box 4280 Buchum Polokwane
84	Rikhotso, Given	Male	Black	Face-to-face Interview conducted on 1 February 2013	0781456313
85	Rasesemola, Grace	Female	Black	Face-to-face Interview conducted on 1 February 2013	0732378650
86	Selepe, Mahlotsi	Female	Black	Face-to-face Interview conducted on 1 February 2013	0786317665

87	Semono, Karabo	Female	Black	Face-to-face Interview conducted on 1 February 2013	0710247280
88	Seyama, Jacob	Male	Black	Face-to-face Interview conducted on 1 February 2013	0728081426
89	Tau, Thato	Male	Black	Face-to-face Interview conducted on 1 February 2013	0766376131
90	Tleane, Tebogo	Male	Black	Face-to-face Interview conducted on 1 February 2013	0731540408

Appendix 7: Guiding Questions for Provincial Government

- What were the reasons for the campaign in the first place?
- Was the community consulted in the construction of the campaign?
- Who decided which media to use the media for the campaign?
- How autonomous or independent are officers in deciding campaign message or media to use?
- What factors influenced the decision to use particular media?
- Are there any guidelines to be followed when choosing media to use for campaign message?
- What is your understanding of development communication?
- Which media organisations were used for the campaign?
- What was there any prior communication or consultation with stakeholders about the campaign message or for their input?
- Was there any research carried out prior to the campaign to get a sense of the media consumption habits of the people in Limpopo?
- What language(s) has (have) been used in the campaign?
- Is there any reason for using a particular language?

Appendix 8: Guiding Questions for Stakeholders for Field Research

- Do you know the about the Limpopo Greening Campaign / Project?
- What is your understanding of the project and campaign?
- What has been your role?
- How did you know about the campaign?
- Were you consulted about the project prior to the campaign of the project?
- What input, if any, did you make to the campaign?
- What was the key message(s)?
- What do you think about the project and campaign?
- What is your response to the campaign?
- What do you like about the campaign?
- What do you dislike about the campaign?

Appendix 9: Survey Questions for Field Research (individuals)

- What radio stations do you listen to?
- What newspapers do you read?
- Are you aware of Green Limpopo Campaign?
- Where did do you learn about the Green Limpopo Campaign or how did you know about the campaign?
- How often do you hear the message on the radio?
- How do you interpret the campaign message and what is your understanding of the project?
- How have you responded to message so far (i.e. what is the response to the message?)
- What contribution have you made or will make to the project?
- What do you make of the campaign message?
- Is it effective? i.e. can it to the desired change?