

**IMPACT OF LAND RESTITUTION ON LOCAL ECONOMIC DEVELOPMENT**

**BY**

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## ABSTRACT

International practice in newly achieved independence has been that land ownership be rectified through a programme of Land Reform. South Africa's case is therefore no exception to that practice. In the South African case land reform involves transferring land from White owners to Black owners who lost the right to ownership under the Apartheid political dispensation. The South African programme set a target of achieving the transfer of 30% of White owned land by 2014. Noble as it sounds, this goal appears to be unachievable if what was delivered up to 2011 is anything to go by. At the end of the first 10 years only 2.4% was registered as transferred. Despite announcements of reviews on what was done in the past there is very little guarantee that the set goal can be attained in 2014.

This document has looked at "the impact of land restitution on local economic development". Through the application of Action Research within the Systems approach which is a qualitative methodology, the researcher looked at three levels in which impact can be tested. A global view was taken, followed by a national view and lastly isolating a Restitution farm/village as a case study. The village is called Molote City in the District of Bojanala in the North West Province. The study went into finding out whether there was any impact-positive or negative on the economy of this village's locality and similarly in other localities throughout the country where the programme was implemented. Other parts of the world were briefly studied for the same purpose. The countries included in the study are; Japan, Zimbabwe, Namibia, Bulgaria, Brazil. Countries like Tanzania and Kenya were mentioned in passing.

The study was more detailed in its research processes at case study level as stakeholders were interviewed and their responses duly recorded as part of the findings. Information about land reform in other parts of the world was largely collected through literature review.

This research work led to a number of findings that should form part of land restitution review process. Based on reports from diverse sources it has been reliably established that restitution programme in South Africa had a negative impact on local economic development. What came out clear is that the programme displaced whatever was contributing towards sustaining local economies but failed to provide alternative avenues towards the continuation of this economic sustenance.

Two major categories of challenges have been recorded as policy and implementation strategy. A very long list of sub-categories that need attention are outlined with elaborate recommendations that would turn the programme around if adopted amongst other efforts.

South Africans are not alone in this type of situation as all the countries whose programmes were studied except for Zimbabwe did not get it right the first time. The most important thing at the moment is to regard the lessons learned as crucial in building the second generation programme which must also be regarded as part of the second socio-economic transition.

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# CHAPTER 1

## 1. BACKGROUND

### 1.1 Introduction

Transformation, reconstruction and development of South African society have begun in earnest since the adoption of the current constitution, the Constitution of the Republic of South Africa Act No. 108 of 1996, to guide all facets of the lives of citizens in the country. Central to all sections of this supreme law is the enshrined Bill of Rights which is found in chapter two of the constitution.

When the new political dispensation was ushered in, the first democratic government of the new South Africa immediately recognized land ownership as being of central importance if social justice and equitable economic development were going to be achieved. It was also the intention of this new government to create a legal framework that would assist all role players to have a common understanding of the created common goal leading to reconciliation and reconstruction. This vision of the government took root as a result of the recorded past of the country which was led by a regime whose policies were deeply entrenched in racial discrimination.

The previous system of government, known as the Apartheid system, was enforced through laws such as the Group Areas Act (36/1966), Black Laws Amendment Act (42/1964), Black (Urban Areas) Consolidated Act (25/1945), Black Administrative Act (38/1927) and Native Trust and Land Act (18/1936), all of which had been preceded by the landmark piece of legislation known as the Black Land Act 27 of 1913 also known as the Native Land Act (Act No. 27 of 1913). The majority of South African citizens were systematically and purposefully excluded from land and property ownership for decades as a result of enforcement of this Act. As part of diverse arguments the popular view amongst Black people is that its aim was to meet demands from White farmers for more agricultural land and force Blacks to work as labourers. All these Acts were heralding an extended period of formalized disempowerment of Black South Africans considering the fact that the colonial system had also initiated its own discrimination onslaught before 1913. The long term effects of this loss of rights to property and reduced citizenship status could be described as partial loss of one's soul and will be discussed later in the study.

By enforcing policies related to these laws, the Apartheid government created what are known today as Bantustans, or Homelands. The creation of Bantustans was the culmination of removing Black South Africans from pieces of land which were found to be prime agricultural land, or to be of other commercial importance. These areas were left to be used by the White people. This programme produced a land ownership ratio of "87% to Whites and only 13% to Blacks" (Gwanya, 2008)

The new South African government, led by the African National Congress from 1994, had a moral obligation to bring justice as far as rights to land or property ownership was concerned.

As a building block the new government had to start by reversing and undoing what forced removals, as legitimized by the former discriminatory legal system, did to many Black communities across South Africa.

The impact of forced removals developed into a systemic and organically growing framework of poverty, deprivation and hopelessness. This came as a result of the reality facing many communities, who had very strong agrarian capabilities, but found themselves disempowered. A very deep sense of loss sowed feelings of displacement and uncertainty. In any environment of uncertainty survivalist tendencies take root. As this reality sank into individuals, there are possibilities that those who held a common vision might have been forced to break ranks as prioritization differs from one household to the other. This natural sequence of reacting to their changing environment could have effectively eaten away the community cohesion that kept and characterized individual communities over decades if not centuries. Many, most probably the younger members of these communities, elected not to join their families in the new homes that had been enforced by the government, and instead opted to go to cities to seek employment. The South African version of urbanization began to intensify as an earlier leg of urbanization driven by discovery of minerals was already in motion. The country was experiencing both a "push" driven rural-to-urban which was underpinned by landlessness and a "pull" driven rural-to-urban migration in which young and old were attracted to the new

mining ventures following a discovery of both Gold in what is now Gauteng in 1884 and Diamonds in what is known today as Kimberly in 1887. Additional to laws that led to indigenous communities losing their land based livelihoods; new ones were promulgated to control their movement on their way to urban areas and their localized movement in the new sites which were to develop into major cities in the country. Compliance to some draconian laws like the Black (Urban Areas) Consolidated Act (25/1945), the notorious Group Areas Act (36/1966) and the Prevention of Illegal Squatting Act ( 52 of 1951), to cite a few; became the order of the day for blacks. Enforcement of these laws and others which were deemed necessary to complement the laws that were used to dislodge them from their land as it was highly prioritized by the government. The government's discriminatory programme hinged on four pillars; (1) removing rights to land ownership for blacks (2) denying blacks choice of settlement (3) regulating employment of blacks and (4) offering low quality of education and training to blacks according to Turok; Ivan (2012) in a paper on "urbanization and development in South Africa". Consequences of discriminatory policies that were adopted more than a century ago are still manifested in today's South Africa because as well explained by Turok (2012), "the basis on which apartheid was formed is durable" There are many examples of the legacy that is still haunting the country today which were identified in the document as; inequality in jobs, public services, and income. Turok's paper clarifies the differences in population densities in all our major cities that are experienced today as a making of Apartheid and not an accident. Choices towards economic sustainability dwindled amongst black communities until trading in labour was entrenched to the satisfaction of the government of the day. Undoing this monstrous framework will take skills and relevant competencies because even the private sector of today is not making the task easy as their decision-making on where to invest as cited by Turok, is not aligned to what would be an efficient and progressive way of lifting the country from its undesirable history. In terms of Systems Thinking South Africa represents a system that has boundaries, it also has independent agents (called laws) influencing lifestyles of people with varying outcomes at all times when the agents are reorganized (during elections). The long-term impact of colonialism and Apartheid challenges those in the driving seat to look for problem-solving methodologies that will match the complexity that has been created by their predecessors. Provinces, cities and towns (rural and urban) serve as sub-systems that cannot disentangle themselves from the country's challenges as parts of a system may have some independence but cannot be on their own as a separate system. The total impact of agents in all the towns put together translates into an outcome for the country as a single system. Systems Thinking has evolved over the years facing challenges including that of credibility as a management tool that can be built into day-to-day planning and problem-solving. Maybe one of the approaches could be of use in a system called South Africa Pty (Ltd).

In the South African program of Land Reform, which includes restitution, a very strong legal framework was fortunately established. Focused legislation was introduced with an intention to enhance the empowerment of the previously disadvantaged people, prioritizing blacks as the main beneficiaries. Additional to land related legislation the following are examples of the Acts; the Broad Based Black Economic Empowerment Act 53 of 2003 and Employment Equity Act 55 of 1998. These were meant to bring about equality in the agricultural sector employment environment and in agribusiness. Like in other sectors, the Agribusiness charter was also drafted.

Amongst a number of initiatives brought in by the ANC government since 1994, Land Reform ranks high as one of the pillars of Reconstruction and Development which intends to restore human dignity and uphold and instill a culture that affords rights to all while hope is provided. The Land Reform Program was initially started with three sub-programs, namely; (a) restitution, (b) redistribution and (c) tenure. The focus of this study will be on restitution, though a large part of the outcomes from the study are likely to be applicable to the other two pillars. A prelude to the introduction of all progressive pieces of legislation was a process of negotiation between the Apartheid Government and Liberation movement organizations. The negotiation platform was called the Congress of Democratic South Africa, popularly known as CODESA. The negotiating parties concluded talks with the CODESA Agreement which led to the passing of the Interim Constitution Act (200 of 1993). In this Act, provision was made for an Act of Parliament "that shall provide for matters relating to the restitution of land rights" (Interim Constitution Act 200 of 1991). According to this Act "a person or community shall be entitled to claim restitution of a right in land from the state under certain conditions". Following this constitutional provision the Restitution of Land Rights Act 22 of 1994 was passed and it was followed by policy development processes which produced documents such as the White Paper on Land Reform Policy of 1997.

The underlying objective of these additional Acts, which is closely linked to Land Reform, is the Broad Based Black Economic Empowerment Act 53 of 2003. For this study's purpose we can single out the sector charter called AgriBEE charter. Carrying out the directives of legal instruments in implementing land restitution processes introduces a certain level of complexity which warrants that those involved in implementation be able to act as both insiders and outsiders at all times. In every project situation, there are parties perceived to be from the project environment, bringing with them resources, and those who are local and are perceived as beneficiaries. Beneficiaries and other local stakeholders could be perceived as insiders, thus development agents qualify to be perceived as outsiders.

Mostert H, (2002), in his article entitled Land Restitution, Social Justice and Development in South Africa, states that, "because of its limited scope and time span, restitution is of limited importance in the context of development". "Stakeholders and role players have for a number of years been observing the impact in the form of conflict, mismanagement, and, in a majority of the projects, a total collapse and incapacitation".

Development agencies concerned with this state of affairs have in many instances come back to such projects with intentions to "revive" them. This research will also look at the economic impact of the performance of the restitution programmes in different communities in South Africa and make a comparison with some international initiatives.

There is concern circulating in the media that "a package of reform proposals that are too radical would not serve the general interest of South Africa" according to Mostert. In reality, any Land Reform programme is constrained by economic, political, sentimental and environmental considerations. There has to be a good balance in trying to do what is noble- returning property to its original owners - and delivering the package in such a manner that unintended consequences like internal conflict and its ramifications are minimized and intended ones like income generation are optimized .

The article by Mostert goes on to suggest that "comprehensive land reform is essential for a meaningful transition to a just society". This point seems to endorse the complexity observed earlier in the document. There are other worrying issues noted by Mostert, such as the sensitivity of the market economy to the nature and extent of the kind of reform. In showing the flipside he describes the outcome as follows; "the poverty pervading many of the communities involved in restitution claims – even after successful completion of claims - is still shocking. A successful restitution claim cannot simply appease the psychological needs of the claimants for redress of past injustice".

Though the observation by Mostert is disturbing, it is highlighting the purpose of this study which is intended to identify, detail, analyse and see if root causes can be remedied to improve approaches to implementing restitution projects. Mostert suggests that post-settlement support could be enhanced by taking the form of access to education of holders of rural land, in particular with regard to modern agricultural methods, or of urban renewal.

An interesting note to make is that all communities that are being resettled through the current Land Reform Restitution sub-programme are experiencing resettlement for at least the second time. The first one was as a result of forced removals, which differs from the current programme, whose basis is the restoration of rights. The world decries the effects of a recession, which is seen as a double dip, as devastating for all. If the similar experience of multiple migrations from one area to the other for the wrong reasons, without planning and allocation of the necessary resources, including medium to long-term provision, could be placed at the same level, better support could be considered for such victims.

The question is whether these two resettlements, whose commissioning was for contradictory reasons or objectives, have similar economic and social impacts. If that is the case, what is it that needs to be introduced to make the redress programme produce different outcomes and acceptable consequences? This study must also assist in finding out whether there is collaborative capacity to deliver intended outcomes amongst role players. As indicated earlier that South Africa remains the same system which has a continuous interaction the same agents responding to their reconfiguration only when there is a new political dispensation. There has not been many such rearrangements in the history of the country and as a result the depth of distortion needs to be appreciated. Reconfiguration of the said agents (meaning laws) has not ushered in destruction of the past with its worldviews and building of a new system from scratch.

In their article Resettlements in the Black “Homelands,” Rogers and Letsoalo (2002) cite disturbing but planned post-settlement consequences of forced removals of Black South Africans.

As part of their conclusion in their research document they say “in common with the resettlement experience of development projects in Africa, the programme of population removals in South Africa is one which generates considerable stress and trauma. For the majority of the resettled people the experience is one which a result in considerable economic and social disruption, reinforced by the characteristics of the environment, into which resettlement occurs.” (Rogers and Letsoalo, 2002).

This study hopes to find reasons to refute the statement made by Rogers and Letsoalo (2002) referring to forced removals when they said; “The program of resettlement is thus associated with the transformation of formally stable agrarian communities into broken communities chronically dependent upon migrant worker remittances, pension payments and the meager returns from a rural informal sector.” Table 1 below is a matrix that is designed to explain in brief the processes involved in successful delivery of land back to its original owners and who the key stakeholders are through the process. It also highlights the difference in each one’s role

**Table 1: Restitution Delivery Matrix**

Stakeholders	Restitution Delivery Stages			
	CLAIM	TRANSFER	CAPACITATION	SUSTENANCE
Community	Submit claim			
Land Claims Commission	Research and Project Management	Handover to claimants		
Provincial Department of Land Affairs		Project manage transfer and supply support resources		
Provincial Department of Agriculture and Environment			Provide training and provide production inputs	Provide mentorship
Communal Property Association			Land-use Management structure	Land-use Management
Entrepreneurs			Lead enterprises	Manage enterprises
Community			Participate in all activities	Participate in various roles

Source: Sedumedi E, 2012

#### NOTES ON THE FOUR STAGES OF RESTITUTION DELIVERY

**CLAIM STAGE:** This stage, due to its regulatory and legal nature, is a straightforward process which depends on validity of evidence brought by the claimants or counter-claimants; in cases where original claims are opposed, counter-claims and disputes can prolong this stage extensively.

**TRANSFER STAGE:** Verification is finalized before land is finally transferred. As soon as the legal matters are settled the Minister of Land Affairs concludes the phase by handing over a title deed to the claimants. A big challenge for South Africa is the management of the gap between the end of this stage and the beginning of the next one. The first two stages are not difficult to deal with, though challenging to some extent. Land Restitution projects find it extremely difficult to survive this baton exchange between government departments in a sustainable manner. This part forms the crux of intended research.

**CAPACITATION STAGE:** At face value this appears to be the most complex of all due to a significantly rapid increase of delivery variables and role players. Social issues that are not documented anywhere do surface, for example deteriorating interpersonal relations which are enhanced by the fact that original or traditional mediating structures no longer exist. Power struggles, a well known phenomenon in any kind of group in the early stages of close interaction, are well documented. This is a stage with many unknowns and should be handled properly by highly experienced and qualified facilitators who are expected to rely on external expertise and internal binding forces resting on well built arenas. It is a stage where probability of diverse visions will be very high due to passage of decades underpinned by disintegration of communities. Facilitation skills are needed to identify areas of synergies in vision and expectations; and mending those that need repair is probably the biggest challenge in restitution projects.

Economic issues of survival, which lead to behaviour that is characterized by impatience, dishonesty, destructiveness and mistrust, need to be handled appropriately, once more by individuals with the correct combination of skills and attitudes backed by appropriate and sufficient resource allocation.

**SUSTENANCE:** While farming may be perceived and expected to provide livelihood, the sustainability driver or the spirit of success must be anchored around entrepreneurship. Agriculture should be used as one of the possible means towards wealth creation or poverty eradication.

In all projects the emphasis of restitution has been on agricultural production at the cost of proper settlement planning which normally incorporates Land Use Planning. Capacitation and Sustenance stages are so closely intertwined that they display a natural flow of good project management.

The four stages in deliverance of a restitution project will be integrated through a community-based research to get to the bottom of what has led to the current record of observed unintended consequences in the Land Restitution sub-programme. The impact of these consequences on communities will be studied.

## **1.2 Mental Models in Development**

Development which targets improvement of human livelihoods in both rural and urban settlements ranks high amongst challenges facing governments. Land Reform in South Africa, as a moral and economic intervention, is equally subjected to a convergence of mental models in day-to-day activities. Government officials understand that they have a responsibility to act as prescribed by policies, rules and regulations, and Acts of Parliament. In a developmental service delivery, recipients or beneficiaries have expectations emanating from aspirations. “Civil society perceives its role differently from that of government. The private sector may not see itself as an agency for development, because it is taxed by government so that government can lead social and economic development. Each grouping operates according to what is referred to as mental models” Balle (1994). Mental models, according to a description given by Balle (1994) in *Managing with Systems Thinking* are “unstructured little scenarios, or scripts, that run through our minds. They represent our view of the world, and of the forces that act on it. A mental model is the result of subconscious structuring of observed reality into a manageable form”. A development project like a restitution land transfer is a typical example of a melting pot of divergent mental models. The ultimate impact of inability to manage these multiple mental models in a single project will be discussed in detail later in this study.

## **1.3 Statement of the Problem**

The Department of Rural Development and Land Reform conducted a National Restitution Workshop from the 6<sup>th</sup> to the 8<sup>th</sup> May 2011 according to a report released by the Director General of the Department. He reported that the intention of this event was to create a platform for beneficiaries of the Restitution Programme; those whose land has been transferred and those whose claims have not been resolved. The mandate of the workshop was, according to his report “to take stock of the successes of the restitution programme, its shortcomings, and what more needs to be done for the programme to be a success” The report states further that “the workshop was convened to review the impact of the Restitution Programme where 1296 delegates attended from across the country” (Director General Department of Rural Development and Land Reform.)

The workshop registered successes, shortcomings and proposed remedial action. Four points were registered as successes whereas as many as seventeen points were registered as shortcomings. This collaborative outcome reflects a situation where the tipping point has been passed. Additional to other sources of data, this study will look at these two sets of points to establish economic, social, financial, and possible environmental impact. Based on the workshop’s outcome there is an indication that the Restitution programme may not be achieving or yielding the intended outcomes. This view is vindicated by contributions from Rogers and Letswalo (2002) when they compare livelihood levels of the beneficiaries before and after resettlement. They came to the conclusion that the impact is negative. Mostert (2002) is also of the opinion that the programme lacks the capacity to meet the social, legal and economic expectations of both the government and beneficiaries. The study will, based on these arguments, dwell on validating the observed impact, outline its nature and make recommendations for remedial action.

## 1.4 Objective

The objective of the study is to find out if Land Restitution which is one of the three sub-programmes of the Land Reform programme in South Africa has made an impact on the livelihoods of its beneficiaries and the economy. Should the study discover that the impact is negative the researcher will make recommendations with a view to participate in providing ammunition in planning and implementing future Land Restitution projects. If on the other hand the impact is found to be positive, recommendations will equally be offered to enhance the good that is taking place.

## 1.5 Rationale of the Study

As a former employee in the North West Department of Agriculture for nine years, whose mandate is to play a role in economic growth, uplifting the livelihood of the rural people and job creation in the whole agricultural sector of the North-West Province, the researcher became involved in many Land Reform projects, some of which were Restitution cases. To extend involvement and participation of the researcher in Land Reform, he became employed as an Agricultural Specialist Invest North West and has been there for nine years to date (2011).

Invest North West as the Trade and Investment Promotion Agency of the North West Province has a mandate to be inclusive in conducting its business as an agency. In trying to embrace farming communities in farms that have been returned through the Restitution Programme, the researcher realized that there are deep-rooted challenges that warrant being researched. Through the period spanning from the introduction of Land Reform to 2011, the experience has been disturbing in that a pattern where transferred farms stop operating has emerged, but up to the end of 2010 the country has not agreed on the impact of these problems. This development led to a conclusion that there is a need to probe and find the underlying issues between government service providers' approach to project management on one hand, and a need to learn more about each other by government agents and land recipients on the other hand. Communication must be established as a common thread amongst stakeholders which would include; professionals or development agencies, beneficiaries and government needs to be assured in all directions but of greater importance is that the original message must be left intact for common understanding to be enjoyed. It will be interesting to find out in the process of this research whether the impact of unfulfilled outcomes that is observed in resettlement projects can be established, unpacked and its analysis used in policy reviews of Land Reform programme in South Africa.

With all these questions in mind, the researcher concluded that it is important to research this critical area which affects the underprivileged communities, and government, which is investing money, but ending up with unintended consequences like unproductive farms and conflict, food insecurity and more job losses. Other stakeholders like municipalities and other non-government development agencies are also affected in their mandated roles. The research aims at establishing with communities how resettlement has affected their lives economically, socially, financially and possibly environmentally.

Community based Action Research seems to be the most appropriate tool to unravel the facts around the impact of resettlement in the Restitution Programme of Land Reform in South Africa. Action Research is appropriate in situations like this because it is “ (i) participative (ii) responsive (iii) leading to clarity through interactive cycles (iv) recognizing multiple outcomes in research and (v) oriented towards ways of fusing professional and community life that are democratic, equitable, liberating and life enhancing according Dick, (2002).

## 1.6 Purpose of the Study

The study intends to produce factual evidence based information to be added to the body of knowledge of policy development which will influence future policy and strategy planning and implementation in Land Restitution. These research outcomes are also meant to afford beneficiaries of the programme access to information about their rights in participating fully and positively in order to improve their livelihoods. The areas of importance will be social, economic, financial and environmental.

## 1.7 Significance of the Study

The significance of the study is that it is conducted at a time when the international community is looking for answers that have been evasive in the Land Reform circles for centuries. Major challenges in land reform still need to be configured as common components that can be processed into solution driven packages which will be of use in diverse environments without having to reinvent the wheel from one country to the other. It is hoped that this study will add value towards identification of problem solving tools and potential use of the tools. All this will be in recognition of land as a means to economic and social emancipation.

## 1.8 Scope

The research will focus on systematically establishing the impact the restitution projects are having on beneficiaries in different parts of the country and comparing this with what other countries have experienced to make a benchmarked assessment. The assessment will be of economic, social, financial and environmental matters in the communities particularly in the post-settlement phase of the Restitution Delivery Matrix. The study will assess the impact of Land Restitution in South Africa since inception of the Land Reform programme up to 2011. A focus case study of Bakubung Ba Ratheo in Boons will be used as these community members will have been interviewed twice, first in 2005 and the second time in 2011 to promote best practice according to Action Research.

The community lives in a village called Molote and farm particulars are Palmietkuil, IQ 25 and Elandsfontein IQ 21. The farm is part of the Boons area within the Rustenburg Local Municipality which falls within the Bojanala District Municipality area of jurisdiction in the North West province of South Africa.

## 1.9 Procedure

Many sources of information will be used to assist in verifying information or data. Data collection will be through:

- ✓ Observation
- ✓ Interviews
- ✓ Questionnaires
- ✓ Literature review

Analysis will be done to affirm validity, consolidate categories, reflect and derive meaning, then the lessons learned will be stated.

## 1.10 Chapters

The five chapters of this study are arranged to start off with a chapter that give a clear background and purpose of the establishment of Land Restitution in South Africa. It goes on to explain in detail the processes that are undertaken for a claim to reach its finality. As a prelude to chapter two the first chapter states its intent to find out its impact on local economic development.

The second chapter gets into some detail of collecting information at international, national and local levels to understand a variety of aspects that influence and affect such a programme with a view to be able to make an informed pronouncement after following a particular research methodology using Systems Thinking as a bedrock towards problem solving.

The research design and paradigm is qualitative using six sources of evidence namely documents, interviews, direct observations, participant-observation situations, physical artifacts and archival records.

Chapter four is used to analyse all the gathered information whose analysis is then used in the concluding chapter, chapter five accompanied by recommendations relating to the objective of the study.

# CHAPTER 2

## 2. LITERATURE REVIEW

### 2.1 Introduction

Land Reform in South Africa has been in operation since 1995 and on evaluation from different sectors of society; a generally agreed “judgment” is that the whole programme has not performed well. From available evidence, two major issues raised are (1) the rate of transferring land from White owners to Black owners is very slow and (2) a majority of farms (projects) that were successfully transferred to Black owners have ceased to be productive and, as a result, have become new oases of poverty, according to some reports, or are not seen to be economically and socially fulfilling what was expected of them. This matter has caused concern amongst beneficiaries themselves; the media, neighbouring communities, and government as an investor. Land Reform has been implemented globally in different formats using policies that the implementing countries deemed suitable to improve access to land and in a number of cases reduction of poverty. There are also many examples of Land Restitution programmes that could be of help if this study can look at them as benchmarks that will enhance assessment of the South African Land Restitution Impact on Local Economic Development. A few countries have been chosen for the purpose of looking at their Restitution impact on local economic development and they are; Japan, Zimbabwe, Bulgaria, Brazil, Namibia. Although Kenya, Algeria and Rwanda were not focus countries, their experiences have been mentioned due to their appropriateness in some situations. The choice was meant to look at samples from four regions in the world. The first and the most prioritized is the SADC thus the involvement of Namibia, Zimbabwe and South Africa. Though it is not an apparent objective of the study some room was created to observe any potential linkages, similarities and cross-border influences of the Restitution programmes. The other regions are Asia which in this case is represented by a very small sample in the form of Japan, South America which is represented by Brazil and Eastern Europe which is represented by Bulgaria. The reason to choose these countries was based on exploration of distant experiences which it was hoped were going to be totally different from Africa's. All were picked randomly.

#### 2.1.1 Land Restitution Global Overview

The phenomenon of Land Reform, which in South Africa has a leg that is called Land Restitution, has been at the centre of socio-economic corrective policy formulation in many parts of the world for centuries according to Toshihiko (2004). He asserts that these attempts by governments have always focused on both urban needs (catering for intensive human settlement, industrialization and conservation) and rural needs, inclined towards agricultural production, conservation and limited human habitation.

Based on his assertion, there is no general agreement on the definition of agricultural land reform in a non-communist setting. He further describes land reform as a political action that seeks to achieve or to prevent the change of agrarian structure on farmland, which consequently brings the changes of class structure and the political control on states.

The definition by Toshihiko (2004) aims to give the high level understanding of this phenomenon which is popular in political circles. Political movements which want to be seen to be appealing to oppressed masses or disadvantaged classes in society introduce this reform because most of them regard land as key to economic liberation as well as having community sentiments that are historically attached to land.

#### 2.1.2 Global Restitution and its Economic Impact per country

##### Brazil

Brazil treated Land Reform as an integral part of its National Poverty Reduction Strategy. From 1995, government put land reform high on the agenda and created a Ministry of Land Reform which later was transformed into the Agrarian Development Ministry and it brought in major improvements or changes as listed below:

- ✓ The land reform budget was increased from US \$0.4 billion in 1994 to US \$ 2.6 billion in 1997
- ✓ The legal and administrative framework for federal expropriation programmes was improved
- ✓ Brazil supported the extension of a World Bank support and negotiated land reform pilot project under the name Land Based poverty alleviation project.

Two powerful social movements, the Landless Rural Workers' movement and the Labour Union Confederation became the mouthpiece of certain disadvantaged sections of society. In Brazil over 750 000 families were resettled between 1995 and 2005, on about 30 million Ha compared to only 218000 families on 10 million Ha in the first phase.

It is interesting to observe that countries tend to review their Restitution strategies after two to three decades. In Brazil's case their second phase performed much better than their first while in Zimbabwe's case the first phase is reported to have done better than the second. This explains how the objective of review was managed by each country particularly in allocating resources and executing the programmes. The Brazilian contestation on land has been between the Movement of Rural Landless Workers (MST) who argued that land was underutilized when millions of peasants struggled to survive, and the World Bank which was promoting the Market Based Land Reform. The few yardsticks used to evaluate land reform progress will be discussed later in some detail. As some countries were battling with identifying the most beneficial model on Land Restitution, Rwandans had to rise from ashes to get their country going after the 1994 unfortunate genocide. Many analysts see the Rwandan model as a lesson that should be carried from one country to the other especially those that face the aftermath of conflict. Important lessons for developing countries as cited by Saito, F (2011) in "Land Reform in Post Conflict Rwanda; Connecting Sustainable Livelihoods and Peace building" need the recognition they deserve. The Rwandans had to rebuild their country after the genocide and what they agreed on was to have a clear path which according to Saito was identified as the one that will hold high the importance of strategic linkage between reconciliation and transitional justice on the one hand, and development and natural resource management on the other. This strategic trajectory was going to be hinged on their citizen's guarantee of equality before the law; safety, security and food security for all. Of interest was their acknowledgement of land tenure as a political matter and titling as technical.

Like many others before them greed was seen creeping in resulting in the creation of the elite as the programmes were rolled out.

### **Bulgaria.**

Reinecke, Reibmann, Muller, and Abdel, in their paper called 'Economic and Social effects of Land Fragmentation on Bulgarian Agriculture' argue that land fragmentation is a logical consequence of each land reform because it leads to non-viable, non-profitable farms in terms of size. According to them, this introduces inefficiency in agriculture as small plots limit technology usage and production models. They have concluded that land fragmentation led to:

- ✓ Worsening of a cooperative's production structure. This forces farmers to move away from regional production structure to mono crop growing
- ✓ This is seen as leading to increasing material and labour costs as smaller plots demand more fuel, time etc
- ✓ Due to smaller plots being demarcated, more boundaries are created thus leading to loss of land
- ✓ Access to irrigation networks and other site is usually difficult in smaller plots

### **Agricultural Land Reform in postwar Japan**

An observation made by Kawagoe Toshihiko (2004) about the impact of land reform in Japan is that the system did not provide for future details on the mode of production. Farm size was recorded as having declined from 1,095 Ha in 1941 down to 0, 99 Ha in 1955 thus reducing the income generation capacity. Some benefits were derived from the reform which was started after the 1939-1945 war. Rural communities experienced equal distribution of assets and equal income generation. The old system which was based on supremacy and class lost ground due to democratization. Despite the existence of challenges and persistence of problems, the economy was said to be growing rapidly after 1950 with

recorded sustained stability. Consistent with the Brazilian experience Japan improved performance of its programme over time.

## **Namibia**

The Namibian Land Reform Case, as analysed by Odendaal (2006) in a paper entitled “The case of Namibia”, measured the impact in four major categories. It looked at: Food Security, Poverty Reduction, Economic Growth, and Environment. As Namibia was partly colonized by South Africa, its Land and Agriculture Policies were similar to that of the old South Africa. The Agricultural sector was highly subsidized. After independence, Land Reform was embarked on and the new regime gradually withdrew the subsidy. As this policy took hold, an estimated 60-80% of farming enterprises became unprofitable. This forced a change in the whole agricultural sector’s landscape, as farmers retreated from farming and as a result negatively affected food safety status in the country. Odendaal (2006) indicates that Namibia produced only 18% of its horticulture supply and imported 82%. Provision of security of tenure to more rural people was seen as a contribution to poverty alleviation. Though this was perceived as a positive contribution, the programme of resettlement of new farmers on former commercial land was seen as having a negative impact as production declined and led to a loss of economic growth. Those who were able to produce had challenges such as lack of access to markets, and could not sustain their enterprise without government’s continued support. Odendaal (2006) concluded by saying that the programme was very slow, increased inequality and created new Black elite.

The question of creating an undeserving elite in developing countries rears its ugly head in a number of countries’ reform programmes. Namibia, Zimbabwe, Rwanda report occurrence of a similar disturbing feature in their economic development and social cohesion endeavors. The fact that evidence from other countries was not picked up in this study means that they are absolved from the scourge which is counter-developmental in nature.

## **Zimbabwe**

Marongwe Nelson in his working paper for the research project on “Livelihoods after Land Reform” drew some conclusions about Zimbabwe’s Land Reform Programme, which implied that the programme, which was started immediately after 1980, still had inherent weaknesses. These weaknesses persisted despite the programme undergoing a number of changes in its objectives and key implementation characteristics. He listed these characteristics as “Methods of land acquisition, the quality of land acquired, types of settlement model, settler selection criteria, types of beneficiaries and provision of support services” Like many other Land Reform programmes, poverty alleviation was seen as one of the key objectives for implementing the programme. “At independence in 1980, whites, who constituted 3% of the population, controlled 51% of the country’s farming land.” Marongwe N, (undated) compared agricultural productivity in the old settlement areas with the communal areas and concluded that the former was superior. He identified increased extension and support as key factors that led to the old settlement’s better performance.

As discovered in the case of Namibia and which will possibly be the case with reform programmes in other countries, there is no linear correlation between security of tenure and poverty reduction. Another important expectation in Land Reform, as identified by Marongwe, is “wealth creation.” His findings are that this was not achieved as there is evidence of “under-utilization of farming infrastructure” and vandalism which translate into “decimation of wealth”, according to him. The failure of Zimbabwe’s Land Reform System led to a total collapse of the Agricultural sector and Zimbabwe’s economy. Over the years, citizens of Zimbabwe left the country in droves because the economy shrank drastically. Many of them ended up in South Africa as job seekers. The failed Zimbabwean land reform programme has not had negative impact on its citizens only but dented the South African economy through the spill-over of its rising unemployment. In an occasional paper called Land Reform and the political economy of agricultural labour in Zimbabwe (2007) Chamabati; W and Moyo; S cited some disturbing impact of the Fast Track Land Reform Programme (FTLRP) which was started in 2000 on Agricultural wage labour. They did a study in the district of Chikomba in 2003 and found out that there was massive displacement of former farm workers after the farms were taken from White farmers with only 10% of 150 000 families resettled and over 300 000 workers’ (translating into an estimated 1.5 million people) plight not known. Their research work established that there was “accelerated squatting, unemployment, destitution and

emergence of informal settlements. If this displacement in one district of Zimbabwe is something to go by; cross border research collaboration between South Africa and Zimbabwe can lead to some sensible explanations in terms of understanding impacts of such major turbulence as the FTLRP of Zimbabwe even beyond its borders.

### **2.1.3 Land reform status in South Africa**

The three land reform sub-programmes are expected to contribute to the national target of transferring 30% of agricultural land by 2015 to those who were victims of racial land dispossession. "As at the end of March 2004, about 3.5million hectares, or 2.4%, had been transferred to land reform beneficiaries". (Gwanya, (2005).

On paper it is not going to be easy for the 30% target to be achieved by the set date, according to many interested parties. However, optimists think the first 10 years could be used as a learning period by all those role players and this shows the importance of this research as a contribution to policy-makers and implementation agencies within government and in the private sector.

### **2.1.4 Land reform impact and perceptions**

As much as it is acknowledged that laws by themselves cannot bring about development, they nevertheless can facilitate social change and they are valuable instruments in managing development.

In the South African programme of Land Reform, which includes restitution, a very strong legal framework was fortunately established. This came in the form of pieces of legislation entrenched in the empowerment of the previously disadvantaged people, targeting Blacks as the main beneficiaries. Recognizing and building-in the directives of legal instruments in carrying out land restitution processes introduces a certain level of complexity which warrants that those involved in implementation are able to act as both insiders and outsiders at all times.

Mostert (2002); states that "because of its limited scope and time span, restitution is of limited importance in the context of development". This is a view that may be challenged because it seems to be undermining the importance of the programme both in a case of a well prepared and resourced approach and a case of a chaotic and under-resourced approach. Stakeholders and role players have for a number of years been observing the impact in the form of conflict, mismanagement, and in majority of the projects, a total collapse and incapacitation

Development agencies concerned with such a state of affairs have, in many instances, come back to such projects with intentions to "revive" them. This research will also look at strategies applied in the "revival" processes.

There is concern that a package of reform proposals that go to extremes would not serve the general interest of South Africa. In reality any Land Reform program is constrained by economic, political, sentimental and environmental considerations. There has to be a good balance in trying to do what is noble - returning property to its original owners.

The article goes on to suggest that comprehensive land reform is essential in a meaningful transition to a just society. There are other worrying issues noted by Hofstatter (2005), such as the sensitivity of the market economy to the nature and extent of the kind of reform. In showing the flipside he describes the outcome as follows; "the poverty pervading many of the communities involved in restitution claims – even after successful completion of claims - is still shocking. A successful restitution claim cannot simply appease the psychological needs of the claimants for redress of past injustice". More work needs to be done to understand the capacity required and promote effective use of the land subsequent to the restitution award. Post-settlement support should take the form of incorporating access to uplift the economic skills of holders of rural land in particular, with regard to modern agricultural methods or of urban renewal.

An interesting note is that all communities that are being resettled through the current Land Reform Restitution sub-program are experiencing resettlement for the second time at least. The first one, as a

result of forced removals, differs from the current programme, whose basis is the restoration of rights. The second removal should not be seen as reversal of the earlier one because there is no common interest between them. What beneficiaries can appreciate despite the painful experience is the lessons learned at different levels. As nature would dictate, the generational make-up is usually different during the resettlement which is a challenge to any social cohesion initiative. In other words strategies applied in Rwanda would be of benefit if shared with these communities because the emotional deprivation magnitude which may not be seen with naked eyes could be equally devastating as that suffered in a war situation.

In their article, Resettlements in the Black “Homelands,” Rogers and Letsoalo (1989) look at experiences of communities after settlement in which they cite disturbing but planned post-settlement consequences of forced removals of Black South Africans.

As part of their conclusion in their research document they say “in common with the resettlement experience of development projects in Africa, the program of population removals in South Africa is one which generates considerable stress and trauma. For the majority of the resettled people the experience is one which results in considerable economic and social disruption, reinforced by the characteristics of the environment into which resettlement occur.”

This study hopes to find reasons to refute the statement made by Rogers and Letsoalo in their article referring to forced removals when they say “The program of resettlement is thus associated with the transformation of formerly stable agrarian communities into broken communities chronically dependent upon migrant worker remittances, pension payments and the meager returns from a rural informal sector.”

The question is whether these two resettlement programmes, whose commissioning was for contradictory reasons or objectives, have similar economic and social impacts. If that is the case, what is it that needs to be introduced to make the redress programme produce different outcomes and acceptable consequences? This study intends to assist in finding out whether there is collaborative capacity to deliver intended outcomes amongst role players.

All these interested and affected parties have different expectations, but to their disappointment project objectives are not being attained through current efforts. According to the annual report of the Land Claims commission, only 2.4% of targeted land was transferred from White owners to Black owners. A more distressing experience in the country is that it is an anomaly or a surprise to come across a restitution farm (project) that is running smoothly or even doing better than before transfer took place.

This study will concentrate on the second point by specifically focusing on project delivery capacity by involved government departments within the restitution arm of the Land Reform programme. The study will look at one case as a project that will be subjected to enquiry by looking at aspects of capacity in the interface of project development from “capacitating” to “sustenance” as proposed in Table 1 in Chapter One, titled “Restitution delivery matrix”

### **2.1.5 Overview of practical challenges on restitution projects**

Gaining an understanding of what communities, role-players and stakeholders are thinking about with regards to progress made in delivering land reform projects would help in making an opinion on the case study chosen for this research. This part of the study will look at inputs that have been flowing into the public arena to stimulate debate and eagerness to find solutions for what participants view as matters of public concern.

Hofstatter (2005), reporting for Farmers Weekly, captured an interesting land reform project based on what one can call a promising partnership to tackle any major socio-economic initiative, especially at local level. This initiative was about implementing a comprehensive land reform project which was going to involve human settlement and commercial farming in the Amatola District in the Eastern Cape Province. This started as a very promising project based on project objectives. Key players are listed as follows:

- ✓ The Kei Road Farmers Association, which is affiliated to Agri-Eastern Cape. It consists mostly of cattle ranchers.
- ✓ The Amatola District Municipality, which was going to be the implementation agency on behalf of the department of land affairs.

Like many others in Land Reform and Restitution in particular, this project also collapsed.

Restitution projects qualify to be classified as developmental projects based on relevant and similar factors already discussed and still to be discussed. Taylor, (1992) as seen in Table 2 below, makes a very clear distinction between types of projects. In the description he divides the types into “developmentally oriented projects” and “conventionally oriented projects”.

For purposes of relating with ease to the Table, developmentally orientated projects will be treated as soft projects and conventionally orientated projects as hard projects. The difference between land reform projects and conventionally oriented projects exists due to the perceived deficiencies brought by management incapacity and lack of robust and tenacious systems as suggested by Taylor, (1992).

At the same time it must be said that passing judgment simplistically could be compounding the problem. Public service project management is not profit-driven and as a result could be found to be suitable for a different set of assessment tools. In some instances the cumulative impact of these deficiencies leads to a complete paralysis of functions in a project to a point where it is seen as a collapsed project because the investment incurred has not benefited the target group.

#### **2.1.6 Critical Success Factors for Development Projects**

Development projects like rural community projects are known for their level of uncertainty and complexity. Researchers and development practitioners have followed certain methodologies to try and improve their projects’ success rate but to no avail. Construction and Information Technology industries are doing a lot of research with a view to improve their industries’ performance as service providers. In an empirical study for determining critical success factors that influence the success of agile software projects which was conducted by Stankovic et al (2013) among senior developers and project managers from IT companies located in the former Yugoslavia. In the process authors identified 19 failure factors and 36 success factors using four attributes being quality, scope, time and cost. Land Restitution planners can adopt such methodologies to be able to measure the level of success of their projects.

The understanding of the concept of project success factors is defined by Wai, S. H et al. (2013) as “a course of action which is pursued to reach objectives” in a regular paper titled Exploring Success Factors of Social Infrastructure Projects in Malaysia. Social Infrastructure Projects due to their contribution to a country’s economy as critical in “enhancing economic productivity” Wai et al (2013) could be compared to a large extent with the Land Reform programme as one of the pillars for enhancing trade and investment. This similarity creates a platform for Land Restitution managers not to lose hope but learn from other sectors to increase project success rate. They managed to structure their study into a manageable framework which they summarize as a “reduction of a set of 41 project success factors to six dimensions based on the idea of the project life cycle, being the preconstruction factor, the construction factor and post-construction factor, and three internal factors: the organizational factor, the information factor, and the change management factor.

The expected outcome of using this approach is that it will serve as an early warning system for stakeholders and improve the project success rate. Findings from an empirical study on evaluation of critical success factors for construction projects in Lithuania revealed the depth and breadth of identifiable critical success factors. The study which was conducted by Gudiene, N et al. (2013) went on to add value to project management by ranking these critical success factors both as individuals within the total and in groups. The seven tables can be studied from as many as possible different angles to benchmark or compare different sectors’ projects. Depending on an environment the methodology can be adapted and be used fruitfully. The adapted table below is a snapshot of the top three in the seven categories:

Table: 2. Success Factors Ranking

External Factors	Institutional Factors	Project Related Factors	Project Team	Project Manager	Client Related Factors	Contractor
<b>Economic environment</b>	Construction Regulations	Value	Competence Relevant past experience Technical Capability	Competence Coordinating skills Organising skills Effective and timely conflict resolution	Clear and precise goals/objectives Ability to make timely decisions Ability to participate in different phases of the project	Economic and financial situation Technical and professional capability Experience
<b>Technological environment</b>	Construction Permits	Planning, Profitability, Adequate resources				
<b>Legal Environment</b>	Standards					

Source; Gudienne, N et al (2000) adapted

While Table 3 introduces some valid contrasts and comparisons, its in-depth analysis helps in discovering developmental complexities whose persistence, if left unattended, could keep developmental dreams at bay on a perpetual basis.

Government-managed projects tend to be open-ended and as a result they are more open to unexpected complications brought on by social and political interactions. As a stern caution to project managers and in support of critical systems theory, Smith, J (2000) “proposes an alternative to traditional social planning” whereby “problems are not reduced into manageable pieces seeking solutions to each” or even “getting rid of the pieces as this does not necessarily produce what is desired” In sharp contrast with this traditional model, systems thinking proposes that people seek to understand the problem situation as a system of interconnected, interdependent and interacting problems, and therefore construct a response as a system of interconnected, interdependent and interacting solutions”.

**Table 3: Comparative Tabulation of Characteristics of Developmentally Orientated Projects Relative to Conventionally Orientated Projects**

Developmentally Orientated Project	Conventionally orientated projects	Policy/Practice support measure for development work
Financial assistance goes directly to the poor	Financial assistance goes to the State	Direct end-user subsidy scheme
Relatively inexpensive, in terms of foreign exchange requirements	Relatively inexpensive in terms of foreign exchange requirements	Direct end-user subsidy scheme
People intensive; face-to-face interaction essential	Capital intensive Advanced technology And skills, usually Imported from abroad and displacing existing practices Bureaucratic management	Local material and labour Utilization with strong training and skills development component
Appropriate technology, often as an extension of existing practices		
Flexible management(changes easily possible in the course of implementation)		
Fine tuned to local conditions	Procrustean: what doesn't fit must be “cut off”	Formation of social compacts; Participative design and implementation process
Orientated towards mutual learning between external agents and local actors	Top-down technocratic planning; little learning occurs	
Control for negative side effects relatively easy and quick	Control for negative side effects are delayed	Formation of social compact and local conflict resolution
Short start up time	Long start-up time	

Source: Taylor R. G. (As adapted from Friedman, 1992)

## 2.2 Knowledge Systems and Their Role

It therefore becomes pertinent to work towards closing identified gaps within our soft projects as we have already classified our restitution settlement projects. The gaps of interest in this study will have a lot to do with capacity of the service provider, capacity of the beneficiaries and to some extent, potential capacity of neighbouring farmers and communities.

Taylor's assertion (1992) that "development management is not only about the application of technology to improve the circumstances of the poor" needs to be extended to relationship building which will be discussed in more detail later in this document. What becomes very critical to this study is the alignment with his statement when he says that "it is also about developing human capacity to enhance economic opportunity, sustain life and manage the environment". Correctly so, Taylor also suggests that development management be seen as an area of interface of technologies and humanities.

Development agencies over many centuries have gone through a full cycle of learning, and those that are ready to put into practice their lessons are preaching the importance of exchanging knowledge with development beneficiaries instead of off-loading their own technology. It is of critical importance to manage the interface with the sensitivity it deserves because it is at those early stages of culture shock that project destinies are decided.

Warren (1996) reported that "there is now a growing awareness among development practitioners of the relevance of indigenous knowledge resources as critical factors and cultural capital in the development process". Emphasizing the significance of indigenous knowledge, Warren (1991) said "Indigenous Knowledge is important for many kinds of development activities to be successful. The success of a development project often depends on local participation. Familiarity with indigenous knowledge can help change agents understand and communicate with local people, enhancing the possibility for participatory and sustainable approaches to development. This helps project staff and local people to work as partners in planning and implementing development activities". (Kolawole, 2005)

"Developing nations and donor agencies are becoming more interested in the role indigenous knowledge can play in making development projects more effective and efficient. The governments of these countries are recognizing that their indigenous knowledge systems are national resources that can facilitate development efforts within the country" Huntington, (1997).

"At various times before the nineteenth century, Byzantines, Arabs, Chinese, Ottomans, Moguls, and Russians were highly confident of their strength and achievements compared to those of the West. At these times they also were contemptuous of the cultural inferiority, institutional backwardness, corruption, and decadence of the West. As the success of the West fades relative to other cultures, such attitudes reappear. People feel 'they don't have to take anymore'. Iran is an extreme case, but, as one observer noted, Western values are rejected in different ways, but not less firmly in Malaysia, Indonesia, Singapore, China, and Japan. We are witnessing 'the end of the progressive era dominated by Western ideologies and are moving into an era in which multiple and diverse civilizations will interact, compete, coexist, and accommodate each other.'" (Huntington, 1997)

"This global process of indigenization is manifested broadly in the revivals of religion occurring in so many parts of the world and most notably in the cultural resurgence in Islamic countries generated in a large part by their economic and demographic dynamism." (Huntington, 1997)

Resettlement needs to be seen in the light of restoration of all that was valuable to these communities, not only land and access to it. This will remain a challenge to planners for decades to come.

## 2.3 Relations between Knowledge Systems

The Indigenous Knowledge Systems (IKS) research agenda seeks at a deep level to contribute to the emancipation, development, integration and protection of IKS'. A process of dialogue through research should be central to such a methodology, in order to clarify the role of IKSs within human development. We also need to "clear space" in institutional and other policy arrangements for these diverse knowledge systems to exist and participate in unfolding modernization processes. The meaning of phenomena varies across

contexts, and researchers adopt a more inductive approach to data collection, investigating how categories of observation emerge in context.

Warren (1996) alluded to the role of IKS in three types of project situations:

- ✓ Projects where indigenous knowledge provided an improved approach to managing natural resources than project technologies;
- ✓ Projects that inadvertently ignored indigenous structures;
- ✓ Projects whose success in attaining project objectives can be linked to the deliberate incorporation of indigenous knowledge components. It is instructive to note that failures have been recorded in situations where indigenous structures were ignored. (Kolawole, 2005).

After going through what all these development analysts had to say about the importance of recognizing what development beneficiaries already know before development agents “tell” them what they think the beneficiaries must know; and having gone through what key participants in the South African land reform projects are requesting, it goes without saying that researching about impact must go even deeper than this study will be able to. The little of what is quoted from work done elsewhere about strategies on development projects puts South Africa’s land reform programme in the spotlight and immediately makes it a candidate for policy and strategy review.

#### **2.4 Group Dynamics and Risk**

A significant contribution by Taylor (1992) adds that “the operating context for much development work is typically complex, uncertain and socially fragile; for all practical purposes a “turbulent environment”, an environment which continuously reformulates and redefines the problems, and requires a response from project management”. (Taylor, 1992)

He continues to argue that “community as a source of general project turbulence has already been considered. The fundamental operating situation is that development projects are undertaken in environments of heightened risk. These are risks which are difficult to manage and which cannot be conveniently insured against. Unlike a conventional contracting situation, the project manager is dependent on community for the achievement of programming and budgeting goals. The broader implication of this would be a general unwillingness for most of the private sector to engage in projects of this nature. A further implication would be that the ability to raise bridging finance would be extremely difficult, except where guarantees were secured”. (Taylor, 1992) It is a recognizable reality that a wealth of technology, knowledge and skills lies naturally more with the private sector than with public bodies according to Taylor.

What we are learning from Taylor (1992) is that for the country to do better in this programme, an organized transfer of skills must be initiated as a success factor. Transfer of knowledge and skills to individuals is normally an achievable objective but the same cannot be said about transferring these to a group for common objectives because systems become more brittle with the latter arrangements. This notion by Taylor (1992) will remain relevant in all developmental initiatives as a basis towards sustainability.

#### **2.5 Restitution Progress Over 10 Years**

More than 65726 claims have been settled and this has delivered more than 933134 hectares of land to more than 180927 household (Gwanya: 2005.) In terms of the cost R2.3 billion was spent on urban claimants while R2.1 billion went to rural claimants (Gwanya :2005)

**Table 4: Settled Restitution claims per financial year: As at 31 July 2005**

Province	1995/2000	2000/1	2001/2	2002/3	2003/4	2004/5	2005/6	TOTAL
EC	2269	628	6435	1824	1858	2981	18	<b>16013</b>
FS	2	404	742	4	470	72	32	<b>1726</b>
NC	9	402	1	39	1049	467	649	<b>2617</b>
GP	811	2571	1815	1876	2239	3820	0	<b>13132</b>
NW	361	27	685	3	162	1360	88	<b>2686</b>
KZN	418	526	6799	1669	996	167	230	<b>10805</b>
LP	2	328	630	724	358	136	260	<b>2438</b>
MP	0	3	254	770	856	178	0	<b>2061</b>
WC	45	3815	696	981	3444	1453	3814	<b>14248</b>
<b>TOTAL</b>	<b>3917</b>	<b>8704</b>	<b>18057</b>	<b>7890</b>	<b>11432</b>	<b>10634</b>	<b>5091</b>	<b>65726</b>

**Source: Gwanya, T: 2005**

Taylor (undated), in his paper “Project Management and Evaluation in Developing Environments” deals specifically with the role of the project manager in a developing context, which is similar to restitution project development, and the nature of the challenges which are likely to be encountered. His paper stresses what can be perceived as a vindication of this study’s contention on capacity and impact, by suggesting that the nature of the problems associated with project delivery (housing in his case) in developing environments are such that they require the engagement of specific expertise which runs beyond that typically associated with project management.

Two other critical issues emphasized by Taylor (undated) are that development is a process with multiple variables, and that it is necessary in the South African context to move for substantial institutional reform. It is of interest to note the cross-cutting nature of development principles because his paper was targeting an audience with an interest in housing development but all that he said is so relevant and applicable to the land reform scenario.

South Africa’s Land Reform progress, or lack of it, did not go unnoticed in both the Private and Public Sectors. The Department of Agrarian Reform and Development is monitoring the programmes in order to account accurately and improve its services. In June 2011 a statistical report was compiled in the Department of Agrarian Development and Land Affairs and reveals growth in the number of completed claims as depicted in Table 5 below.

**Table 5: Statistics on Settled Restitution Claims**

**CUMULATIVE STATISTICS: 1995 – 30 June 2011**

PROVINCE	CLAIMS	HHs	BEN	Ha	LAND COST	FIN COMP	GRANTS				TOTAL AWARD
							Development	RDG	SPG	RSG	
E CAPE	16254	59857	217429	129075	67 250 053.29	1 251 755 441.23	315 382 294.76	85 509 000.00	40 963 680.00	50 972 735.00	1 811 833 204.28
F STATE	2672	6089	41635	51452	9 428 300.00	136 729 387.96	29 422 437.74	9 192 000.00	4 412 160.00	3 370 045.00	192 554 330.70
GAUTENG	13195	14030	65715	16378	110 388 340.57	636 745 399.29	76 215 311.38	6 663 000.00	2 197 440.00	4 161 445.00	836 370 936.24
KZN	15075	77019	456515	671111	4 108 911 380.30	1 508 600 139.20	1 111 455 648.95	107 313 000.00	48 345 840.00	50 708 660.00	6 941 701 668.45
LIMPOPO	3326	43667	227128	548044	2 882 622 170.98	198 262 989.77	608 479 428.69	90 843 000.00	41 427 360.00	23 346 300.00	3 844 981 249.44
MPLANGA	2779	48801	226527	414720	3 956 255 086.58	368 857 822.69	229 160 162.84	102 872 640.00	49 559 790.00	23 379 275.00	4 730 084 777.11
N CAPE	3707	19669	104237	559634	443 263 840.50	742 086 527.92	163 669 153.79	16 118 890.00	12 320 615.48	13 124 050.00	1 390 583 077.69
N WEST	3718	37483	176058	374731	1 370 053 960.12	280 477 995.37	397 616 158.76	83 631 000.00	39 881 400.00	34 099 325.00	2 205 759 839.25
W CAPE	15537	25280	123695	3837	46 526 068.72	839 755 586.52	330 404 575.00	15 765 540.00	3 431 772.00	2 163 160.00	1 238 093 702.24
<b>TOTAL</b>	<b>76263</b>	<b>331895</b>	<b>1638939</b>	<b>2768982</b>	<b>12 994 699 201.06</b>	<b>5 963 271 289.95</b>	<b>3 261 805 171.91</b>	<b>517 908 070.00</b>	<b>242 540 057.48</b>	<b>205 324 995.00</b>	<b>23 191 962 785.40</b>

**These statistics have been compiled based on the information reflected in the database of Settled Restitution Claims.**

**In order to improve the accuracy of our statistics, the Database of Settled Restitution Claims is on an ongoing basis subjected to internal auditing.**

**Please note that the number of hectares restored is currently under review, both with regard to existing data, as well as outstanding data on state land.**

**The total restitution award also include the cost of solatium that was paid out, i.e. KwaZulu-Natal [R6,367,000.00] and Western Cape [R47,000.00].**

**The total for settled claims now also includes the dismissed claims as well as adjustments due to ongoing verification . The totals for dismissed claims are based on the official inputs received from the regions at the time of compiling the management statistics.**

## 2.6 South African Land Summit 2005

The South African government, realizing the need to discuss progress made in land reform with stakeholders, arranged a land summit as a platform for such a dialogue. The main objectives as stated by the former Deputy President Ms Phumzile Mlambo-Ngcuka were twofold, these being to report back, and to acknowledge challenges faced in the process of land reform. She indicated that the outcomes expected will be the removal of blockages in implementing land and agrarian reform and reaffirmation of government's commitment to the process.

South Africans had to converge to deliberate on Land Reform performance a decade after its inception. This need arose from expressed dissatisfaction which came mainly from the agricultural sector, and other affected and interested parties. The Ministry of Agriculture and Land Affairs then arranged for the Land Summit in 2005 to create an arena where all those mentioned above were going to deliberate on past performance and put forward what needed to be done to improve service delivery in terms of speed and quality in the whole Land Reform programme. This document will highlight inputs made by delegates at the Summit. The inputs are extracted from the report of one of the commissions in the summit, the Land Restitution Balancing Rights of the Dispossessed and Economic Development. These inputs are summarized as follows:

The delegates re-affirmed what has been reported in the media and raised in localized forums. The issues raised cover the periods before settlement and post-settlement. Central to dissatisfaction is lack of support in monetary form or through services. What seems to be an eye opener is the repeated mention of the importance of providing for bulk services and human settlement infrastructure. Although it will be a good thing for government to cater for settlement it can also be counterproductive if timing for this provision is not taken into account. To avoid problems related to re-settling, viability studies based on best practices in town planning would be necessary. Some delegates have indicated that their livelihoods deteriorated after moving to their land because nothing is viable and there is no support or linkages to build an economy. There is a clear acknowledgement by delegates that restitution communities are largely not skilled to run those farms commercially and will therefore appreciate involvement of partners to transfer skills. Delegates believe mentorship programmes and other kinds of training programmes will go a long way in helping them to manage these farms better for their own social and economic benefit. Competence of some government officials was also cited as a key barrier to fruitful transfer. These inputs came from representatives from different provinces.

### 2.6.1 National Restitution Workshop

The Rural Development and Land Reform Department in South Africa hosted another major consultative workshop which was held after the provincial consultative workshops. The National Workshop was held on 6 – 8 May 2011. Beneficiaries and expectant claimants attend this workshop, with 1296 delegates representing all provinces. The objectives of this workshop were to:

- ✓ Take stock of what was achieved through Restitution in different localities
- ✓ Measure any success registered over the period of its implementation
- ✓ Find out if there are any shortcomings, register them and have a remedial action plan agreed on.

In analyzing the types of shortcomings raised, many of them were policy related but the majority had a lot to do with post settlement delivery.

## 2.7 Underdevelopment and Incapacity

According to White & Bryant (1982) in "Managing development in the Third World", incapacity in underdevelopment could in some instances be traced to political power games. They define underdevelopment as a process of steadily increasing inequity and the marginalization of people and resources.

They further elaborate by saying that due to this process being rooted in political powerlessness, many observers have questioned whether those in administration can alter this course. The reason for their doubt is straightforward - more often than not, administrators appear to be part of the problem rather than part of the solution.

Stated in this manner by White & Bryant (1982), the arguments suggest that administrative problems are deeply rooted in the behaviour of administrators and thus can be attributed to administrators themselves. But it is also true that these problems are partly, indeed largely, the result of administrative incapacity, of structural and organizational flaws, rather than simply of what administrators do. White & Bryant maintain that development administration is inherently not geared towards effective response due to its structural organization. It is characterized by swollen bureaucracies encumbered with formalistic procedures that delay rather than expedite service delivery and program implementation.

“Administrative incapacity is a common ailment in all systems, including those that claim to be “developed”. But in the third world it is the severity of the illness that is striking, not the realization that the virus has been seen before. There are a variety of symptoms of administrative incapacity” (White & Bryant, 1982).

There are two groups of causes of incapacity called the external causes and internal causes put forward by White & Bryant (1982). There are arguments about whether the causes do compete or have a synergistic impact on each other. White & Bryant came up with the model they call: An Interdependent Model to Explain Incapacity. According to the model, both explanations, external and internal, are essential parts of the story. It may be argued that the two are not competing explanations, but rather interrelated.

Their model is clarified further explaining how “some of the external factors interact with some of the internal factors, and the cumulative effect of their interaction undermines administrative capacity. It is not only that both kinds of constraints contribute to administrative malfunction, but that they feed one another. It is in short, a systemic relationship. The internal and external factors are interdependent and work together to weaken the country’s chances for development”.

The environment in which Land Reform takes place cannot escape the influences from multiple sources as an integral part of the macro- economy. Should research be taken further to establish the level of incorporation of global influences and expectations on the Restitution programme, the likelihood is that a detached delivery mindset will be discovered. This links very well with Felkin’s (1993) explanation of directed and non-directed change and the need for integration, as well as the assertion by Robbins & Finley (1998) on the importance of better coordination of dislocated development administration.

## **2.8 Change Perspectives and Reality**

Restitution projects find themselves within extremely complex situations with unrelated imbalances which collectively pose an insurmountable challenge. Land reform in South Africa is part of a change process that came about because of the new political dispensation. It would be interesting to see if land reform processes will infuse a radical re-direction in relevant public administration policies and strategies.

Resettlement is change. It involves change in many aspects of the lives of individuals, and brings with it sweeping changes at the community level. In the South African context there is more complexity that is brought about by the fact that all resettling communities are going through this for the second time, under circumstances completely different from what they experienced a few decades ago. It therefore goes without saying that individuals or organizations expected to manage these projects must be of a calibre that has exceptional capacity. This matter will be dealt with in detail in the next chapters.

What people object to about bureaucracy is not its order but its fragmentation - how disconnected, bloated and uncontrollable its parts can be if not watched carefully (Robbins & Finley, 1998:14).

Success requires more than large-scale organizational redesign. It requires that attention be paid to the human side of the change challenge (Robbins & Finley (1998)).

The micro-half is harder than the macro-half, more painful and more baffling at every step (Robbins & Finley). Career advancement from time to time removes the most qualified and experienced people in the public service away from the coal-face. With what has been recorded in the short history of Land Reform a close look at how continuity should be protected is necessary. As a country, South Africa needs to acknowledge that Land Reform is not ‘business as usual’ and therefore has to be afforded specialized human resources and elevated priority status. The impact of this type of attitude and approach will definitely be felt socially and financially in all short to long-term outputs.

Throughout the design process, the importance of management to the success of the project repeatedly surfaces as an issue. Good project management is the single most important variable affecting a project's outcome. Byrant; (2002)

Rural development projects, which include land reform projects, have peculiar requirements which are mostly undermined when staff appointments are made. The generic steps taken by organizations or management of organizations according to Bryant (2002) include: identifying, recruitment and training processes. Support for the project in the environment and information gathering are still not receiving the necessary attention. Organizing staff to get the project under way, setting up communication processes and resolving bottlenecks is still a major challenge.

Project implementation also means introducing change to achieve set objectives through a planned intervention. Integration of projects into an already turbulent environment creates a challenge for highly specialized deliverables to reverse the current trend. In looking at the types of essential skills a project manager needs to have, Taylor, citing Nell (1993) came up with three groups of these skills and divided them into:

- ✓ “Hard” skills, referring to disciplines like engineering, law and finance.
- ✓ “Soft” skills, referring to skills associated with facilitation, training and motivation.
- ✓ “Contextual” skills, covering sociological, policy analysis and public administration.

A combination of “soft” and “contextual” skills forms what is required to do a good job in the whole value-chain of Land Restitution projects. It is rather ironic that the majority of Land Affairs officers in charge of projects are recruited from the legal fraternity. The legal qualification is important but it forms only a small portion of all the skills required.

## **2.9 Project Features**

### **2.9.1 Salient project cycles in rural development projects**

Contrary to, or in addition to the traditional interpretation of a project cycle, soft projects experience additional cycles which are normally not picked up by project managers. It is partly due to lack of recognition of such cycles that adds to the well documented complexity of post settlement phase of land restitution projects. Many project managers or leaders end up with interventions that are frustrated despite their good intentions because they do not detect cycles and their interactions in the dynamics they might be observing. The unfortunate part is that these unaccounted-for cycles influence the project outcomes.

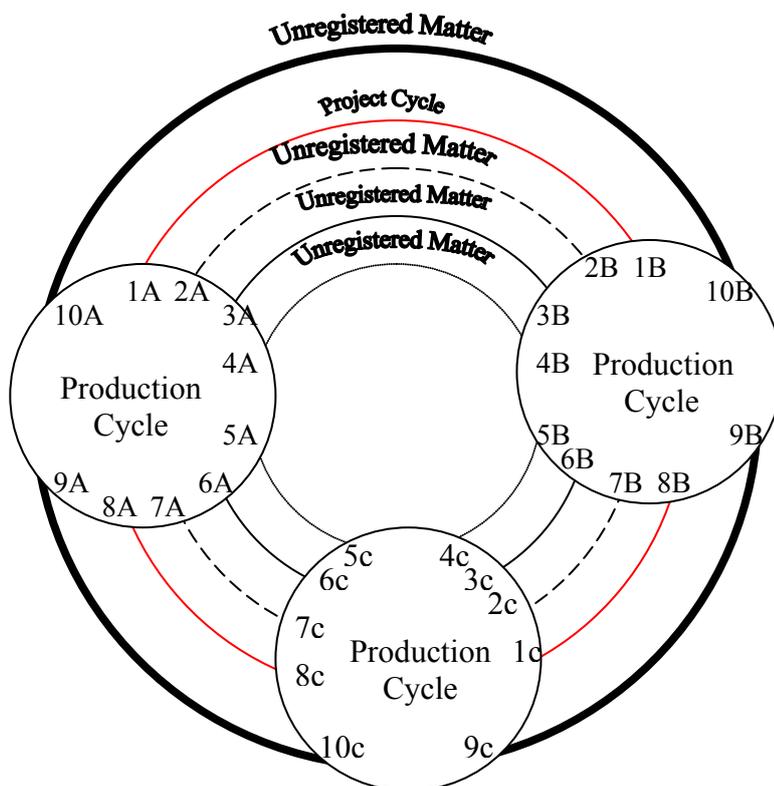
In comparing how a normal traditional cycle would be expected to flow, to what happens in reality, a discrepancy is noticeable in terms of where the manager will be mentally, and where the beneficiaries will also be mentally after project conceptualization. The only commonality is at the beginning of the project where both parties agree even on the project scope. In some extreme cases the project scope is understood differently. The incongruence in project scoping is a matter that needs in-depth scrutiny as this occurs in many projects on daily basis. The traditional generic project flow is from conceptualization, development, implementation to termination (evaluation). In rural development, project development enthusiasm and overwhelming expectations creep in immediately after conceptualization. This is due to the fact that projects are perceived to have the ability to bring economic and social relief. A build-up of energy around this leads to the birth of other unannounced expected project outcomes perceived by a number of individual project members. With time, reinforcement of this energy will lead to lethargy or burn-out that sets in at different times for affected members. As an assumption why this happens, it could be that beneficiaries set timeframes and outcomes which are unrealistic. They could be expecting certain beneficial outcomes and express disappointment if things turn out differently. These feelings unfortunately do not set in at any predetermined stage in the project cycle but impact negatively on the whole project through the rest of the common cycle. The other major problem is dissent which will manifest itself at implementation most probably due unsatisfied hidden needs or requirements. It is becoming increasingly difficult to implement any option in an array of choices without facing partial resistance. A typical example is that of an agricultural production project which reaches harvesting time but instead of celebration, it experiences the unexpected, like theft of the produce, unauthorized

withdrawal of funds, absenteeism, inexplicable conflict, mistrust and disintegration of groups into smaller groupings. All these dynamics are illustrated in fig. 1 below.

The occurrence of conflict, misunderstanding or any other form of disagreement is illustrated by points 1A to 10A, 1B to 10B, 1C to 10C. There could be more than three intra-cycles which are influencing the direction the project will take. These do interact with the so-called unregistered matters' cycles. These are illustrated by asterisks as points of disagreement. In practice a project cycle is affected by (a) unregistered matters, known only to some members of the project, (b) production related issues and (c) commonly known matters which may not necessarily have synergies. In agriculture three production cycles will each have their own set of demands and challenges.

These are the dynamics that might go unnoticed by project managers or leaders. According to Figure1 out of ten contact points per production cycle only one contact point reflects common understanding between the project manager and project beneficiaries. Nine contact points reflect volume of matters kept to different individuals. This ratio is a definite indicator for certainty towards project failure. In environments where principles of transparency and accountability are group-based, the project's success is usually compromised by low levels of trust, information distortion and displaced accountability.

**Diagram1. Systems interface and impact.**



**Source: Sedumedi E. 2012**

Occurrence of unregistered matters according to Figure1 could be occupying more time, taking more focus and consuming more energy than the development agents originally thought of. It then does not come as a surprise when neglect of the project sets in with the advent of conflict and related issues. It is a difficult phenomenon to measure because matters leading to certain dynamics remain unknown forces.

What figure above is trying to illustrate is that the project manager may be disadvantaged by knowing very little of all that will determine the projects destination.

Flowing from an earlier mention of Systems Thinking and practical observations in Restitution projects it becomes imperative to introduce the concept called “a system”. An example according to Flood and Jackson (1991) in their book called “Creative problem solving-Total Systems Intervention” will be used. Their analysis of a system is that it consists of a number of elements and relationships between elements.

A richly interactive group of elements can be separated from those in which few and/or weak interactions occur. This can be achieved by drawing a boundary around the richly interactive group. The system identified by the boundary will have inputs and outputs, which may be physical and abstract. The system does the work of transforming inputs into outputs. The processes in the system are characterized by feedback, whereby the behaviour of one element may feed back either directly from another element by way of their relationship, or indirectly via a series of connected elements, to influence the element that initiated the behaviour. The introduction of multi-cycle interaction in one project is well described as a “system” by Flood and Jackson.

## **2.10 Project Goal**

A goal is defined as the end result toward which the effort is directed according to Ghattas & McKee (2001:134) in “Practical Project Management”. So with the two words joined together, the project goal should be defined as: A statement of the end result of the project, which will satisfy the major reasons why the stakeholders are undertaking the project, defined in terms of three critical dimensions: specification objectives, time objectives and cost objectives.

They further cite that specification of objectives has a lot to do with quality and standard expectations by project sponsors and in some cases the beneficiaries. A project goal can serve as a unifying phenomenon if stakeholders and role-players can jointly commit to the goal and remain focused to its attainment. (Ghattas & McKee, (2001).

This is critical in curbing the breeding or creeping of undisclosed individual objectives which have been seen as contributing to derailment of set goals. Due to the fact that goals are the driving force behind shaping the focus of a project, tampering with pillars that determine the shape of the goal may culminate in project failure. In this way the goal would not have been given an opportunity to define the right thing even if project managers do things right. This creeping in of undisclosed objectives has been found to be common where political undertones, administrative measures and project management principles are not clearly demarcated and managed. Different stakeholders have their ideals in every intervention they get involved with.

### **2.10.1 The activity trap**

A look can be taken at considering the difference between ‘doing things right’ and ‘doing the right things’. Doing the right thing has to do with acting upon what is important. Doing things right is doing whatever task you are involved in very well. This category includes public service project managers whose activities are pre-determined and include whatever project allocated to them as part of their activity plan. These project managers have to satisfy key performance indicators which are not necessarily tied to project outcomes like measuring milestones attributes. Project Management based assessment is compromised by pressure to satisfy supervisors who determine career advancement of the project managers. Many technical people even in other fields pride themselves on doing specific tasks right despite the fact that they could be perpetuating wrong doing.

### **2.10.2 Stakeholder Management**

Ghattas & McKee (2001) have come up with come up with fundamentals in role-playing and relating at strategic level in project planning through to project implementation. These are their observations and suggested corrections;

- (a) It is common for various parties of a project to have different impressions of the project goal. It is vital that this be rectified so that everyone connected with the project agrees on a unified definition of the goal.

Correction: Consensus, though sometimes hard to reach is absolutely necessary for a unified pursuit of the goal. Buy-in means that all members of the cross-functional team agree and understand the underlying vision for the project’s development and that this is the best possible plan for the project. Where there is no agreement about the project plan, the plan should be reviewed until consensus is achieved.

- (b) Objections raised early in planning allow the project team to discover and resolve problems early, which otherwise would surprise them during the implementation phase, when problem solving will come at a higher cost and risk to the project.

Correction: The most important people who must agree to the goal are the end users. If the end user does not agree with project manager’s goals, then the product, service or process will not be fit for their use. Ghattas & McKee, (2001).

Development projects, particularly rural development projects, have been known for prescriptive planning which is carried out by government officials and non-governmental organization’s officials. An assumption that can be drawn from this kind of practice is that they are expected to “help” people who are less knowledgeable than they are. If this is the justification for excluding beneficiaries in the early planning stages, the projects are likely to miss addressing the needs of beneficiaries and other affected stakeholders. The project planning phase should be allowed to run until the goal is seen as fulfilling desires and needs of the beneficiaries and stakeholders through transparent and systemic modification.

Following South Africa’s media reports it becomes easy to notice that there is discontent from different avenues regarding the performance of the government on Land Reform in general and post-settlement arrangements in particular. While ideology could be a factor in the way progress, or lack of it, is reported, there is objectivity in many of the sources of information and it is on such basis that the research question for this study arose.

Stakeholder management in Restitution projects might appear to be complex because it has to be implemented through a value chain with leadership roles changing in the process. What seems to be leading to additional instability in these processes are the changes occurring in the operations’ components of affected Departments. These changes occur with very little flexibility to allow available officers to carry out tasks at hand as requested and expected by their customers.

The University of Toronto published a table called Principles of Stakeholder Management which has many of the answers required for improving the current lack of a system in stakeholder management. The table will be analysed and adjusted for possible use in Restitution projects. The principles are stated in the table below:

**TABLE 6. STAKEHOLDER ANALYSIS FRAMEWORK**

PRINCIPLES		ANALYSIS
<b>Principle 1</b>	Project Managers should acknowledge and actively monitor the concerns of all legitimate stakeholders, and should take their interests appropriately into account in decision-making and operations.	The first requirement of stakeholder management is an awareness of the existence of multiple and diverse stakeholders, and an understanding of their involvement and interest in the project. Considering the nature of restitution projects, many stakeholders may identify themselves because of the impact, positive or negative, of the projects’ activities on their own wellbeing.  Commercial farmers neighbouring these projects, for instance would have to be party to shaping their future together with their new neighbours to avoid negative impact which will unfortunately affect everybody either in the neighbourhood or in a particular industry.
<b>Principle 2</b>	Project Managers should listen to and openly communicate with stakeholders about their respective concerns and contributions.	Communication, both internal and external is a critical function of management, and effective communication involves receiving, as well as sending messages. Hence to understand stakeholder interests and to integrate various stakeholder groups into an effective wealth-creating team, managers must engage in open and

PRINCIPLES		ANALYSIS
		<p>sometimes robust dialogue. Establishment of communication arenas was mentioned earlier in this document as a necessity.</p> <p>The more clearly managers understand and appreciate the perspectives and concerns of affected parties, the more likely it becomes that divergent views find areas of convergence. Policy nourishment can be achieved with ease and within short time spans if communication channels are opened to diverse viewpoints.</p>
<b>Principle 3</b>	Project Managers should adopt processes and modes that are sensitive to the concerns and capabilities of each stakeholder constituency.	<p>Stakeholders groups differ not only in their primary interests and concerns; but also in their size, complexity and level of involvement within the project.</p> <p>The diversity in culture, literacy levels, technical competency, and understanding of their people's worldviews challenges project managers to introduce appropriate systems and procedures in their activities.</p>
<b>Principle 4</b>	Project Managers should understand the interdependence of efforts and rewards among stakeholders	This principle is supportive of the notion of systems thinking which this study will discuss in more detail. The argument is that different entities need each other in any system because they benefit from synergies they jointly build.
<b>Principle 5</b>	Project Managers should work cooperatively with other entities, both public and private, to ensure that risks and harm arising from project activities are minimized and, where they cannot be avoided, appropriately compensated.	Project managers should work cooperatively. Government departments involved in delivering these restitution projects can make a difference by seeing each other as partners not only on paper but in practice. The feedback such partnerships would feed into policy making would be rich in facts and reality which will make all policy reviews relevant.
<b>Principle 6</b>	Project Managers should avoid altogether activities that might jeopardize inalienable human rights (e.g. right to earn a living) or give rise to risks which, if clearly understood, would patently be unacceptable to relevant stakeholders.	It is important that project managers avoid altogether activities that might jeopardize inalienable human rights. Collectively the first five principles, if adopted and practiced can be enough ammunition towards social justice. Adopting the principles could influence project sponsors to be sensitive to denying land beneficiaries their rights to earn a decent income. This will be contrary to what is emerging in many of restitution farms today- abject poverty emanating from enterprise collapse and incapacity to maintain and sustain farm productivity
<b>Principle 7</b>	Project Managers should acknowledge potential conflicts between (a) their own role as project sponsors, and (b) their legal, social and moral responsibilities for the interests of stakeholders, and should address such conflicts through open communication, appropriate reporting and incentive systems and, where necessary, third party review.	Up to this point project managers have been discussed as if they were disinterested coordinators of stakeholder interactions. It is however crucial to note that these managers form a distinct stakeholder group, with privileged access to information and unique influence on project decisions. They also belong to organizations which have particular interests in these projects and they found themselves having to satisfy themselves, their organizations, land beneficiaries and other stakeholders. It needs an excellent capability of balancing everybody's interests without allowing potential conflict to flare up. Evidence of positive associations between various socially and ethically responsible practices has been reported in research circles. Despite all efforts of creating common understanding and removing doubt or uncertainty in projects that involve communities, conflict will always arise.

Source: Sedumedi E. 2012 (adapted from Ghattas & McKee; 2001 ).

### 2.10.3 Conflict Occurrence

Surfacing of any kind of conflict serves as a symptom of poor communication or intended miscommunication to conceal the true intentions or goal of a participant where common interest is in question. Such root causes that culminate in conflict as it is known can only be removed or eliminated

through the will of those who are initiators and beneficiaries of the project. Outsiders can only assist by providing structural frameworks, procedures and processes.

The following description of the role of project managers who find themselves in a conflict situation serves to clarify the importance of project managers to remain uncompromised when they are faced with the responsibility to resolve conflict. This is Ghattas & McKees' input; "Project managers who are faced with conflict occurrence from time to time must guide the situation to a constructive conclusion. The goal of conflict management is to maintain a balance between constructively keeping things stirred up (which stimulates critical thinking and creativity) and destructively allowing differences of opinion, conflicts of needs and clashes of personality or communication style to interfere with the completion of projects (Ghattas & McKee, 2001)". This assertion by Ghattas & McKee highlights the critical importance of one of the rare soft skills raised as a risk at restitution projects' level. Individuals serving in committees, government officials carrying out their specific department's mandate tend to lack the ability to maintain the balance as suggested by Ghattas & McKee.

It is highly recommended according to Ghattas & McKee, however, that all project managers train their clients in conflict resolution skills by utilizing either outside trainers or internal support personnel for that purpose.

## **2.11 Contrasting Approaches to Project Management**

### **2.11.1 Systems Approach**

A description of a system as put forward by Ryan (2000) in his "Working paper tr95/3 rev 6" states a system as "consisting of two or more interacting elements or parts, which co-produce its essential characteristics and behaviours. The behaviour of each element has an effect on the behaviour of the whole and their effects on the whole are interdependent".

In a social context like a restitution project, the relevance of his view is accentuated by the following phrase: "Any actions and their consequences depend on the interactions between the stakeholders in the situation. The stakeholders are those who have an interest in the situation and can either influence the action or are influenced by the action. The behaviour of the stakeholders will be influenced by their needs, the mental gaps they hold of the situation and how they perceive the consequences of any action. For any successful action or intervention one needs to ensure that the ideas are appropriate for the situation and that the stakeholders in that situation perceive this to be so. A systems approach can help realize this".

### **2.11.2 Mechanical Approach**

The machine metaphor as elaborated by Flood and Jackson emphasizes efficiency of the parts. He indicates that "The machine operates in a routine and repetitive fashion and performs predetermined sets of activities, seeking the rational and efficient means of reaching preset goals and objectives. More generally, much emphasis is placed on control while little emphasis is placed on environment" (Flood and Jackson, 1991.) The machine metaphor represents a closed system which will not be of great use under the circumstances of Restitution projects, where success or failure is determined by an outcome of interactions of different parts.

## **2.12 World-View Evolution**

### **2.12.1 Learning**

Any experience encountered by an individual or organization should be viewed as an opportunity to grow. This document has explored possible reasons that can lead to project failure and how some of the causes of failure can be avoided or controlled. For an organization or an individual to be on a long-term transformation path, continual and consistent learning must take place.

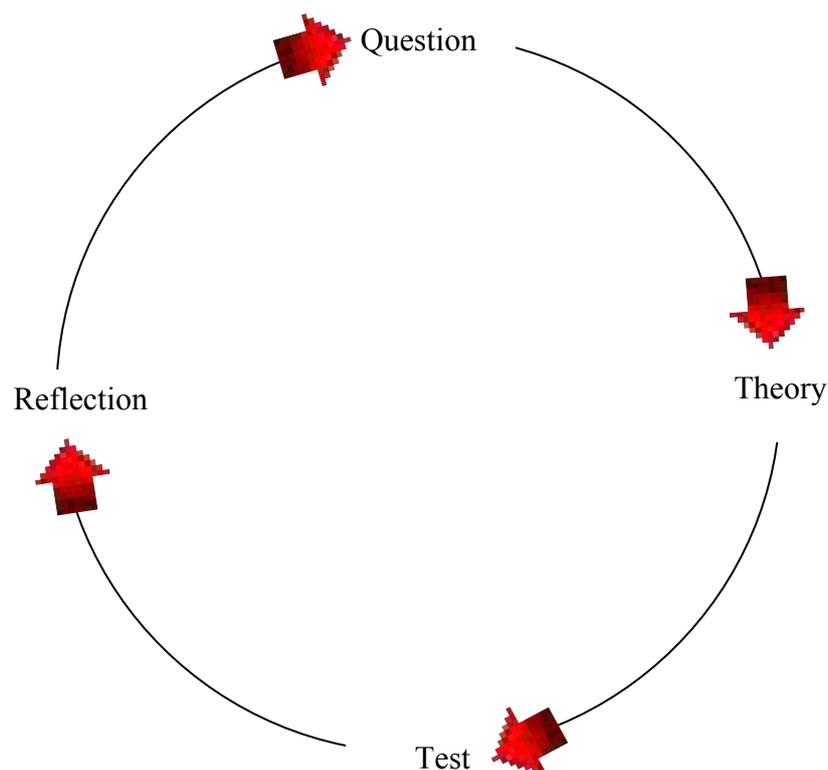
Harrison, R; (1995) in 'The collected papers of Roger Harrison' suggests what needs to happen in organizations to achieve effective learning. "Traditional organizations with strong power and role-oriented (transitional) cultures tend to block the learning of people at lower levels of the pyramid by relying heavily on rewards and fear to drive performance and by rigid structures, rules and procedures that block communication and stifle initiative and inter-group cooperation.

The learning processes in traditional organizations form the contrasting pole which Harrison, R; (1995) describes as ordinary learning - that is, activities and processes that we typically find in what he calls power- and role-oriented organizations. It includes problem-solving approaches that attempt to isolate problems and deal with them apart from their context and their systemic connections with other parts of the organization or the environment." (Harrison, R, (1995).

Amongst a list of criteria given by Harrison (1995), in the chapter titled 'Steps towards the learning organization there is one that could be of use to developmental projects sponsors such as the Department of Land Affairs, the Department of Agriculture and all local municipalities. It encourages the need according his view "to involve articulating and questioning basic assumptions and mental models of reality, rather than limiting enquiry to issues within the current paradigm" (Harrison, 1995).

The challenge facing project managing agents is the ability to take responsibility, have a clear view and re-frame their worldviews. A process of learning put forward by Handy (1989) in "Age of Unreason" is simplified as Question- Theory- Test- Reflection- Question. This is reflected more effectively in Figure 2

**Diagram 2: Theory of learning**



**Source: Handy C. (1989)**

Learning is a complex process as it is preceded by in some instances, freezing and unlearning. Handy put it in an elaborate way and asserts that "Re-framing is the ability to see things, problems, situations or people in other ways, to look at them sideways, or upside-down; to put them in another perspective or another context; to think of them as opportunities not problems" as suggested by Handy. This position by Handy is meant to explain the process a person needs to undergo if internal change has to take place. This complements what systems thinking asserts by saying individuals need to see themselves as

components of bigger systems and as such acknowledge to be influenced by incessant feedback while they also feedback into the system. The land restitution sub-programme was implemented as a detached initiative from economic development front. Beneficiaries felt the effects of this isolated experience and concluded that this is not necessarily improving their livelihoods despite the fact that communal land ownership has been restored. Many who have potential to participate in economic activities left voluntarily for greener pastures.

### 2.12.2 Barriers against Learning in Organizations

The two most important formidable barriers to the improvement of learning in organizations according to Harrison are:

- ✓ The inhibition of learning by the presence of fear, anxiety, and other strong negative emotions in the organization.
- ✓ The bias for action that is embedded in the character of most leaders and managers and in the culture of their organizations.

### 2.12.3 Approaches to Learning

This research is inclined towards what Handy describes as applied learning and (the explanation given by Cresswell in table 6 below) showing and describing differences in learning as follows; “the crucial difference between action learning and other types of learning is, reasonably enough action”(see table 6 below).

Action learning, as has been already been depicted in Handy’s demonstration (see fig.2) starts “with a question of what people would like to know, rather than a body of knowledge *per se* and then draws down or elicits from the body of knowledge what might be seen as useful to bear on the question. The foundation of the question is normally a real problem which really needs to be addressed, rather than a hypothetical one, and normally one which the learner himself cares about. That is often because the successful solution of the problem will produce some self-interestedly beneficial result and or the non-solution of the problem will produce some self-interestedly negative outcome.

From that point on, action learning asks for analysis of the problem, in the same manner as does applied learning and then for actual action. It is really at this point, an action learner would argue, that real learning begins. Following action, reflection and further analysis follow, ideally concurrently with further and continuing action”. This contribution by Handy is of such a nature that development managers can carry with them as part of their intellectual tool box which will be ready and available in their day to day operations.

**Table 7: Three approaches to learning**

Knowledge Acquisition	Applied Learning	Action Learning
<b>Teacher or institutional syllabus</b>	Teacher or institution’s curriculum	<b>Problem question</b>
<b>Ingestion of knowledge to fit curriculum</b>	Ingestion of knowledge to fit curriculum	<b>Elicitation of knowledge to address the question</b>
<b>Testing of retained knowledge through examination</b>	<b>Testing of knowledge through analysis of real or simulated circumstances</b>	<b>Analysis of problem action Reflection (and more action) Testing through outcomes (and documentation of process).</b>

Source: Creswell J. 1994

Clearly, if an individual can be helped to learn more effectively, he will be able to contribute more, both to meeting his own needs and the needs of his organization. Action Learning has been applied in the study due to its appropriateness to the environment and type of the problem. In delivering their political and

social programmes some countries do allow themselves to learn from mistakes of the past. South Africa has shown that tendency in land reform matters by consulting land recipients and other stakeholders firstly in 2005 when the National Land Summit was held and secondly in 2011 when the National Restitution Workshop was conducted with all stakeholders in attendance. These high level events were meant to solicit evaluative inputs from delegates, which they did.

#### **2.12.4 Land Restitution Evaluation**

According to state officials, groups that are specifically created to benefit from the projects do not end up benefiting as originally intended. The historical and social backgrounds of these members play an important role in determining cohesiveness and cooperation. Their farming experience is also seen as a key factor as many of the groups were found to have experience as share-croppers. In Kenya, a World Bank loan financed complementary investments, inputs and overhead costs and the land reform projects were highly successful compared to Algeria where little complementary finance was available, leading to a much reduced success rate.

To improve chances of successful delivery in land reform, finance needs to be extended to inputs, resettlement, advice, overheads, and other investments additional to the cost of the land because land is only part of the package. Project under-resourcing seems to be the root cause leading to all kinds of incapacity.

Under- funding of everything else but the land undermines the chances of success of the settlers, a consequence we have already seen in South Africa.

Inadequate financing slows down land reform implementation as experienced in Mexico, Brazil, Colombia and South Africa. This allows a momentum towards a strong political resistance by the land-owning classes.

The pace at which transactions are concluded appears in literature as a key factor. Land being a critical factor in breaking the backbone of poverty creates anxiety in potential recipients' minds. Any form of delay towards its transfer is usually viewed negatively. These emotions are not necessarily a sign that poverty will be broken post transfer but the transfer point ushers in a major sense of relief.

The financial support that governments give to the programme sends a signal that the administration sees the reform process as a priority. Any administration that reduces the allocation to land reform and its related matters is automatically perceived as anti rural poor or anti agrarian progression.

Post settlement performance in many developing economies has not been prioritized like the pre-transfer phase. Its neglect by governments created a very strong army of activists among researchers and analysts who point it out as a weakness in the value chain.

Any noticeable reduction in sizes of farms in land restitution is cause for concern amongst stakeholders and recipients. This item is recorded as one of the most contested in the land restitution/reform arena.

Land restitution involves a number of stakeholders being the sellers, government, recipients (beneficiaries), NGOs, and technocrats. What is of interest is that evaluation of the programme in literature concentrates on what is expected of government. Very little is documented about beneficiaries' behavior post settlement. There could be a substantial amount of evidence that could be directly linked to the current performance of land restitution projects that still needs to be brought to the dialogue mainstream. If that can happen any evaluation done on the programme will stand a good chance of being inclusive in its nature.

# CHAPTER 3

## 3. RESEARCH DESIGN AND METHODOLOGY

### 3.1 Introduction

This chapter is intended to explain the methods and approaches followed in carrying out the research exercise. It also clarifies the reasons why such methods or approaches were chosen from a field of options.

### 3.2 Paradigm

In an effort to explain the qualitative paradigm Creswell (1994) summarizes the definition from a historic perspective by saying; “The qualitative paradigm is termed the constructivist approach. It began as a counter movement to the positivist tradition in the late 19<sup>th</sup> century.”

There are assumptions that have been recorded in comparing the qualitative and quantitative paradigms, from which a reflection of what will be experienced in this study is very clear. (Table 7) shows an almost complete picture of the breakdown of assumptions which will be used.

#### 3.2.1 Explaining Qualitative Research

Although sharing an anti positivistic set of basic beliefs or paradigm, qualitative researchers have different perspectives, based on their world-view of what scientific truth entails. To reiterate Creswell’s definition, further clarity is obtained in his synthesis of a paradigm as a set of beliefs that constitutes the researchers ontology (i.e. the researcher’s perceptions regarding the nature of reality.

Qualitative enquiry according to Henning (2004:1) “is a research form, approach or strategy that allows for a different view of the theme that is studied and in which the respondents (referred to as “participants” by most qualitative researchers) have a more open-ended way of giving their views and demonstrating their actions. Thus when referring to qualitative research, we are using the term that denotes the type of enquiry in which the qualities, the characteristics or the properties of a phenomenon are examined for better understanding and explanation”.

In explaining further how qualitative research is recognizable, Creswell says that “there are words which are different from those used in quantitative research, and form a distinct language whose usage emphasizes the qualitative paradigm. Such words as; understanding, discover and meaning has formed the glossary of qualitative terms”. (Creswell 1994:9)

### 3.3 Research Design

Before any research project is embarked on a proper plan has to be in place to guide processes, inputs, timing and outcomes. This is further clarified by Vockell when he refers to it as a “systematic scheduling of the activities and times at which specific research actions or activities involved in the study will occur” (Vockell, 1983.) It is also important to note that despite set parameters soft issues do influence conclusions as cited by Vockell when he said that “observations are made of the perceptions, attitudes and the nature of the behavior leading to the performance of the research subjects” (Vockell, 1983: 150).

As an addition to Vockell’s explanation of what goes into research design, Prosser & Swart (1998) highlight what the design offers to a researcher. They list the following as offerings of a research design; participants and their roles, methodology, timeframes and location. “The research protocol and data collection procedures are clearly spelt out. Any research design operates within a discipline or across disciplines and takes into account *inter alia* the purpose of the study and deploys a particular set of research strategies according to Prosser & Schwartz” (1998: 115.)

The process of purposive sampling will be used in this study to ensure that informants identified have the capacity to apply their minds to reflect on their experiences when responding to questions.

### 3.4 Research Process

Another critical consideration in carrying out a research project is to be able to break it into manageable, flowing and connected phases. Anderson & Arsenault refer to these as steps in the research process. In their words they state that “a research process refers to the constituted steps according to which the research will be conducted. The steps are referred to as the scientific method. By following these steps the researcher is able to control the research process and focus. Although these steps are helpful in guiding the research process, in practice the steps do not always occur in such a straight forward form nor are they always necessarily accomplished in the specific sequence (Anderson & Arsenault 1999: 27)”. The steps suggested by Anderson & Arsenault are listed below and they are:

- ✓ Determining the research question.
- ✓ Reviewing current literature on the issue from which a theoretical framework of the research question can be formed.
- ✓ Planning the research design and related methodology.
- ✓ Collecting, analyzing and interpreting data from which conclusions can be drawn and recommendations made.

The above-stated steps are being followed as initially contextualized in Chapter one. Chapter two focused on reviewing literature. The current chapter concentrates on research design and methodology, including stating the research population and sampling method.

Data collecting, analyzing and interpreting will be reported in Chapter four, and Chapter five will be used to reflect on lessons learned, and give the conclusion and intervention recommendations.

### 3.5 Research Population

Cohen and Manion (1986; 100), outline purposive sampling as “a process where the researcher uses his discretion to hand pick the cases to be included in his sample on the basis of his judgment of their typicality. The researcher in this way builds a sample that is satisfactory for his specific needs. The sample will be composed of the subjects who in the researcher’s opinion contain the most characteristic, representative attributes of the population”.

The potential population in this study is difficult to establish as members of the Bakubung ba Ratheo are currently divided and spread in three main areas, these being Ledig, Johannesburg and Molote. Those in Ledig and Johannesburg have opted to remain there even after the restitution claim was successful. A population of about 300 households is back in their village of Molote as per resettlement intentions. There are government departments that have been rendering services since implementation of resettlements. Selected members of these institutions and a few people belonging to Bakubung ba Ratheo will form the sample that will be interviewed in an adapted focus group interview. Categories of targeted respondents are;

- ✓ Communal Property Association office –bearers.
- ✓ Former Extension Officer from the Department of Agriculture.
- ✓ Members of the Local Committee.
- ✓ Members of the Community.
- ✓ An officer from the Land Restitution Commission.
- ✓ A planning officer from the Department of Land Affairs.

### 3.6 Action Research Case Study

Although there are numerous ways of conducting case study research, action research is one established approach. According to Henning (2004), “Action research is a method that would be described as a paragon of the post-positivist research methods. It is empirical, yet interpretative. It is experimental, yet multivariate. It is observational yet interventionist. To the arch-positivist it should seem very unscientific. To the post-positivist it seems ideal”. (Henning 2004). Another interesting account of what Action Research capability is; is given by Henning, van Rensburg & Smit 2004 as follows; “Action research is usually driven by a sense of social action. It is implemented with the participation of the people for whom the intervention is designed, usually with their help and with the aim of emancipation for the participants. Action research relies heavily on

qualitative methods and its methodologies of interpretive and critical inquiry”. (Henning, van Rensburg, & Smit, 2004)

This action research project will be carried out in the qualitative paradigm as this is the more suitable of the two paradigms, which are qualitative and quantitative paradigms.

**Table 8: QUALITATIVE AND QUANTITATIVE ASSUMPTIONS**

Assumption	Question	Quantitative	Qualitative
<b>Ontological assumption</b>	What is the nature of reality?	Reality is objective and singular, apart from the researcher	Reality is subjective and multiple as seen by participants in a study
<b>Epistemological assumption</b>	What is the relationship of the researcher to that researched?	Researcher is independent from that being researched	Researcher interacts with that being researched
<b>Axiological assumption</b>	What is the role of values?	Value-free and unbiased	Value-laden and Biased
<b>Rhetorical assumption</b>	What is the language of research?	Formal Based on set definitions Impersonal voice use of accepted quantitative words	Informal Evolving decisions Personal voice accepted qualitative words
<b>Methodological assumption</b>	What is the Process of research?	Deductive process Cause and effect Static design-Categories isolated before study context-free generalizations leading to prediction explanations and understanding accurate and reliable through validity and reliability	Inductive process mutual simultaneous shaping of factors emerging design-categories identified during research process context-bound patterns, theories developed for understanding accurate and reliable through verification

Source: Creswell, 1994

**Table 9: REASONS FOR SELECTING A PARADIGM**

Criteria	Quantitative	Qualitative paradigm
<b>1.Researcher's worldview</b>	A researcher's comfort with the ontological, epistemological, axiological, rhetorical and methodological assumptions of the quantitative paradigm	A researcher's comfort with the ontological, epistemological, axiological, rhetorical and methodological assumptions of the qualitative paradigm
<b>2.Training and experience of the researcher</b>	Technical writing skills, computer statistical skills, library skills	Literacy writing skills, computer text analysis skills, library skills
<b>3. Researcher's psychological attributes</b>	Comfort with rules and Guidelines for conducting research, low tolerance for ambiguity, time for a study of short duration	Comfort with lack of specific rules and procedures for conducting research, high tolerance of ambiguity, time for lengthy study
<b>4. Nature of the problem</b>	Previously studied by other researchers so that body of literature exists, known variables, existing theories	Explanatory research, variables unknown, context important, may lack theory base for study
<b>5. Audience for the study</b>	Individuals accustomed to / supportive of quantitative studies	Individuals accustomed to / supportive of qualitative studies

Source: Cresswell, 1994

The researcher has adopted from De Vos (1998:242) a list of characteristics of qualitative research which are extracted from a table comparing characteristics of quantitative research with those of qualitative research. According to the researcher these re-emphasize clarity of the paradigm and will serve as part of the guidelines to the rest of the study.

De Vos lists their character as follows: They

- ✓ Use an inductive form of reasoning: develop concepts, insights and understanding from patterns in the idea.
- ✓ Use a perspective of enquiry: derive meaning from the subject's perspective.
- ✓ Are idiographic: thus aim to understand the meaning that people attach to everyday life.
- ✓ Regard reality as subjective.
- ✓ Capture and discover meaning once the researcher becomes immersed in the data .

### 3.7 Method (Approach) – Case Study

#### Definition

The researcher explores a ‘single entity or phenomenon (“the case”) bounded by time and activity, and collects detailed information by using a variety of data collection procedures during a sustained period of time” as described by (Creswell 1994: 13).

#### 3.7.1 Qualitative Case Study

Features making a project to be a case study:

- ✓ A case for the study has to be identified.
- ✓ The case must be a bounded system, bounded by time and place.
- ✓ Use of extensive, multiple sources of information in data collection; to provide the detailed in-depth picture.
- ✓ Considerable time is spent describing the context or setting for the case.

#### 3.7.2 Data Collection

An unstructured questionnaire with only three questions will be used mainly to start interviews, to usher in questioning and responding that will evolve with time. As the researcher feels that the respondents are opening up, the craftsmanship, skills and expertise of the researcher will determine how much evidence that is required to address the research question can be obtained from the informant or respondent.

#### 3.7.3 Evidence Collection

It is intended in this study to use multiple sources to gather evidence needed to lead to a discovery.

There are six important sources of evidence used in case studies namely:

- ✓ Documents.
- ✓ Interviews.
- ✓ Direct observations.
- ✓ Participant-observation situation.
- ✓ Physical artifacts.
- ✓ Archival records.

#### 3.7.4 Documents

Documents are primarily used to “corroborate and augment evidence from other sources. They provide specific details that can support the verbal accounts of informants” (Remenyi et al 1998:175.)

The researcher intends looking at annual reports and progress reports from agencies or governments that are involved in restitution. Another source will be agricultural magazines which have dedicated slots to report on restitution and project performance. Online documents covering experiences of other countries around the issue of resettlement and restitution will also form part of the documents search. A preliminary report on the South African Land Summit will feature as part of evidence reflecting what land beneficiaries are expressing to bring about change to meet their needs.

#### 3.7.5 Interviews

A focus interview is intended. Due to an understanding the researcher has that the residents in question have little willingness to voice their views, a suitable strategy will be used. This strategy involves giving a briefing in the meetings of the three Kgoros and allowing open discussion on any issue around the research topic. Subsequent to that the researcher will propose to meet willing individuals to interview them on a one- to-one basis. All these activities are planned to take place at the village.

There are other categories of people who do not reside at the village but play a critical role in the village's development, and these are the Communal Property Association members, the former extension officer for the village, staff of the Land Restitution Commission and Land Affairs officers. These potential respondents will be contacted telephonically to propose their participation and questionnaires will be faxed with clear guidelines for their response. The study will use unstructured open-ended questions to allow respondents to express themselves with ease. "A focus interview is one in which the informant is interviewed for a short period of time, for example an hour" Remenyi et.al. (1998:176). Although such an interview will frequently be reasonably open-ended and informal in manner, the researcher will be following an interview schedule or set of questions.

**TABLE 10: INTERVIEW SCHEDULE**

FOCUS GROUP	INTERVIEW DATE	TIME
<b>Moduana Kgoro</b>	12 Nov 2011	<b>12H30</b>
<b>Mmakwantle Kgoro</b>	12 Nov 2011	<b>13H30</b>
<b>Kgala Kgoro</b>	12 Nov 2011	<b>14H40</b>
<b>Mrs Matsie Thiko</b>	12 Nov 2011	<b>15H20</b>
<b>Mr R.C Moloko</b>	12 Nov 2011	<b>16H20</b>
<b>Mrs Motsiri</b>	<b>12 Nov 2011</b>	<b>18H00</b>

The following people will give their response on paper after researcher has spoken to them on the telephone and faxed them the interview guide with questions. These are:

**Table 11: Portfolios**

NAME	PORTFOLIO
<b>Mr I.T Moloko</b>	<b>Chairperson of CPA</b>
<b>Mr R.C. Moloko</b>	<b>Chairperson of Local Council</b>
<b>Mr Iso Moloko</b>	<b>Treasurer of CPA</b>
<b>Mr D. Letlape</b>	<b>Extension officer</b>

### 3.7.6 Direct Observation

Remenyi et al (1998) assert that "all evidence other than observation is essentially hearsay and its reliability needs to be examined. Observation is thus one of the most valuable ways of collecting reliable evidence". According to (Lumley & Benjamin 1994) "by visiting the case study site, the researcher has the opportunity to observe directly the surroundings as well as relevant interaction and behavioural and environmental conditions. These observations are yet another useful source of evidence and an important way to triangulate. Observations may be so important that it is necessary to take photographs or to make a video of the case study site".

For the purpose of increasing chances of receiving and as much information as possible the researcher decided to communicate with respondents/subjects, and observe them at the same time. The case study in question, which is Molote village, has a fresh, deep-rooted division caused by leadership disagreement on village and project management structures, responsibilities, authority and accountability. There was one group that believed that the traditional structure was the legitimate management structure. On the other hand other members of the community felt that traditional structures were outdated and stuck with the democratically elected Communal Property Association as the management structure of the village.

This impasse led to a major breakdown in communication and affected intended services from government departments. For instance, the Department of Agriculture had to withdraw tractors and implements that have been with the community for about five seasons and were found to be a cause of the unrelenting and deepening division.

The outcome of this unfortunate development which relates to the researchers choice of communication strategy, is mistrust and the inability of residents to express themselves in public or even in properly constituted community meetings.

### **3.7.7 Observation**

Observation becomes essential as a research tool in Action Research due to the need to develop a true reflection whose outcomes will be shared with participants. An assertion by Ghauri & Gronhug, (1995) is of essence as they said that “observation” as a data collection tool entails listening and watching other people’ s behavior in a way that allows some type of learning an analytical interpretation. The main advantage is that first-hand information can be collected in a natural setting. Moreover, we can interpret and understand the observed behavior, attitude and situation more accurately, and capture the dynamics of social behavior in a way that is not possible through questionnaires and interviews”. (Ghauri & Gronhaug , 1995.)

### **3.7.8 Non-Participants Observations**

“The observer or researcher observes a natural setting but is not part of the situation her/himself”. (Ghauri & Gronhaug, 1995:91). This statement summarises the expectation on any researcher under ideal conditions.

“Qualitative researchers still seek valid observations. Validity, however, is not defined in terms of the extent to which the operational definition corresponds with whether the researcher can produce observations that are believable for her or himself, the subject being studied and the eventual readers of the study”. (TerreBlanche & Durrheim, (1999:46). The plausibility and level of acceptance of research results will remain a matter for debate for as long as platforms for rigorous engagement are set in knowledge development circles. This is needed as methodologies and approaches will always have a need to be refined to enhance churning of more refined outcomes.

# CHAPTER 4

## 4. RESEARCH ANALYSIS

### 4.1 Introduction

As with any Action Research project the researcher had to go out and interview individuals and groups that are involved in a restitution project to find out what they have learned in their interaction with their project. Their responses were then taken into consideration as evidence when conclusions are arrived at and when recommendations for corrective measures are put forward. Four focus groups, namely, community members, extension officers, local committee members and communal property association members were targeted to be interviewed. Areas raised in the discussions in the interviews were; technical skill of service providers, human relations, leadership, project management, entrepreneurship and enterprise development, community property association and neighbouring farmers.

### 4.2 Focus Group

#### 4.2.1 Focus Group: Extension Officers in the Department of Agriculture and Bojanala District Municipality

A team of two extension officers who have worked with restitution projects in the district of Bojanala for the past seven years (including provision of service to Molote restitution post- settlement) responded to questionnaires, and the researcher had telephonic discussions with them as a follow up. In answering the first question, which is trying to establish what their observation is concerning the impact of restitution projects on local economic development, the two respondents agreed fully and attributed the observation outcomes to policy factors, administrative incapacity and governance malpractices. These three categories of factors have a lot to do with human ability to create an environment for successful delivery of these projects; hence it can be said that different views were established in response to the research question which is meant to establish human capacity factors leading to a particular impact on restitution projects.

Their responses started off by making an evaluation on the restitution programme since its inception and they think there has not been a positive impact on beneficiaries. According to their input this is because government, in rolling out the restitution programme, did not have a plan that would respond to the socio-economic needs of beneficiaries but concentrated only on returning land to them. As part of the planning, economic empowerment was not built in as part of the whole package.

They maintain that the projects had no chance of being sustainable because the following elements of sustainability were omitted from the post settlement delivery, and they are:

- ✓ Maintenance and enhancement of agricultural production.
- ✓ Protection and conservation of the natural resources.
- ✓ Economic viability of enterprises.
- ✓ Social justification and acceptance.
- ✓ Improvement of individual and family security.
- ✓ Providing for Basic needs.

#### 4.2.1.1 Technical Skills

In terms of notable deficiencies amongst those who were charged with delivering necessary services in these projects, the respondents are unanimous on the lack of relevant skills. They went on to cite a number of skill related gaps like;

- ✓ Officials applying outdated or incompatible techniques.
- ✓ Being out of touch with current global trends in their fields and related fields.
- ✓ Being grossly under-skilled or inexperienced.

#### 4.2.1.2 Human Relations

On how these officials relate with project beneficiaries, lack of commitment and discipline came up as key issues of concern. Project leaders, who in this case are extension officers, operated in a system where responsibility and accountability were often questionable because they found themselves having to shuttle with project issues between the beneficiaries and departmental management which was based either at a regional office or head office. These are the offices that would make decisions on resource allocation at a pace that suits internal administrative processes, but not necessarily what the project needs at any point in time.

Respondents state that they have observed no development in building capacity within those units which are directly involved in projects. The whole human resource development is said to be lacking or done without vision.

#### 4.2.1.3 Leadership

There are seemingly problems which the respondents would not spell out about leadership. This is possibly as a result of not being able to differentiate between management and leadership. What came out is that there is a high level of centralization of functions and authority which is perceived as a major concern countering sustainable project management.

#### 4.2.1.4 Project Management

Except for limited understanding of project management as a tool by some officials, the respondents have said that the whole department (organization) needs to have a proper introduction in project management. There is an assumption that the provincial Department of Agriculture should carry the responsibility of developing the re-settlement farms. This challenges the extension officers as they are not trained project managers.

Agricultural projects are more complicated than other physical projects like buildings because they have to adhere to production cycles which are dictated by climate. Another complicating factor that needs to be incorporated in planning is the provision for cyclical movement of agricultural commodities' prices. Any project that is planned at a particular market price for its products but gets implemented when the price has plummeted will obviously experience financial problems. Many of these projects are usually destined for disaster at the point of commissioning. Any disrespect of these dictates leads to poor yields and thus low margins which translate into low dividends, or nothing, for the group. Such situations which are common in these projects produce further negative reinforcement which is likely to lead to very deep lines of divisions amongst the project members. At this point farm infrastructure and any piece of equipment attached to the project get subjected to attack in the form of vandalism. As cycles of negative reinforcement reach their height the project infrastructure is ultimately rendered irrecoverable and obsolete, ushering in the reality that the project has collapsed. MAINTENANCE!11!!!!

It is common practice in the public sector to try and give a lifeline to collapsed projects by "reviving" them. The sad part is that in almost all the cases such an effort would always arrive at the same outcome. As a result many of these projects end up being abandoned throughout the country. These are then labeled as "projects that failed" either in land restitution or in any other government programme.

As an employee in the North West Department of Agriculture for six years, whose mandate is to play a role in economic growth, uplifting the livelihood of the rural people and job creation in the whole agricultural sector of the North-West Province, the researcher got involved in many Land Reform Projects.

A further opportunity of being a role player came when the researcher got appointed as a Sector Specialist at Invest North West doing investment and trade promotion for agriculture and agro processing projects. Through all this period which includes the period from the introduction of Land Reform up to 2005, the experience has been disturbing in that complex problems in these projects have become a

permanent feature and these range from (i) inexplicable incessant conflict among community members (ii) mistrust (iii) theft of produce and equipment (iv) apathy (v) financial mismanagement (vi) dependency (vii) entitlement and (viii) vandalism.

All these led to a conclusion that there is probably an underlying problem between the approach of government service provider to project management on one hand, and a need to learn more about each other by government agents and land recipients on the other hand.

#### **4.2.1.5 Entrepreneurship and enterprise development**

There is a feeling amongst respondents that it would be fruitless to initiate anything entrepreneurial under the supervision of public servants, because such efforts will be thwarted by the inflexible policies and procedures that direct government services.

#### **4.2.1.6 Communal Property Association**

Respondents repeat what they have said about skills levels in the government officials' category. Skills amongst majority CPA members are said to be poor. This impacts directly on project performance because core elements of sustainable project management such as technical skills, effective communication, financial management or resource allocation are critical determinants of success. Communication and coordination stand out as weak links because the role of the CPA is anchored on these two and it goes without saying that if these two are done properly all the soft and hard issues of the projects will receive the necessary attention from planning to close out.

#### **4.2.1.7 Neighbouring Farmers**

According to responses received, neighboring farmers are said to be having a role to play in farm-management knowledge transfer. This is based on a perception that existing white farmers have capacity that can be tapped into by new black farmers returning to their land. In these discussions there was some caution raised about attitudes amongst white farmers. It is said there are those opposed to land restitution and therefore, selection of those who can be used in assisting new farmers has to be based on interest and commitment regardless of the fact that they are in the neighborhood or not.

#### **4.2.2 Focus Group: Communal Property Association Members**

The treasurer of the Communal Property Association in Molote acknowledges the fact that there is a general problem of project failure in the restitution programme. He contends that there is capacity deficiency in all spheres of management in government and in rural communities. He states that they have resolved to introduce a strategy called "alumni approach" which challenges all descendants of Molote to see a necessity to come to Molote and invest primarily with skills acquired elsewhere. In applying the strategy they blend the elders, the middle aged and youth to come up with a balanced and capable governance structure. The elders are brought in to help on culture related issues and to part with wisdom. The middle aged is seen as suppliers of technical skills, and the youth are brought in mainly to learn and get experience. The CPA has a drive of encouraging all community members to lead in investing in all local opportunities identified as a sign of having confidence in their land as a good investment destination, before recruiting "external" investors.

He has noticed that government officials have not been working with the CPA and preferred to work with traditional leadership instead. This creates a problem as he sees the CPA as the only legal entity that must be used in the community. He admits that CPA members do lack skills on finance, coordination, technical matters, project leadership, committee management and planning in general.

Government will always experience high turnover on Land Claims Commission personnel and will always be stuck with inexperienced young employees due apparently to unattractive salary packages. This poses a problem in that a combination of these vulnerable new recruits and weak CPA structures always becomes fertile environment for fraudulent activities. As he looks at the past ten years, he feels Land

Affairs had an exceptionally high volume of claims they had to deal with, thus the perception that they were not doing well in post settlement functions.

The respondent does not think that neighboring farmers have a role to play in supporting resettlement because he perceives them as competitors. These farmers according to him have a tendency of exploiting communities which results in creating dependency syndrome on the part of these communities. He believes the alumni approach is the way to go to create self sustaining rural communities.

The chairman of the Communal Property Association agrees that there is a failure with many restitution projects including Molote which belongs to Bakubung ba Ratheo. He believes this could be attributed to a number of factors shadowed by capacity deficiencies on the part of the following stakeholders; extension services, CPA, commission and Land Affairs department.

#### **4.2.3 Extension Services**

One extension officer would be required to service a very wide area incorporating a number of communities. With this massive challenge it would require of the incumbent to have a high level of time management and planning skills. Unfortunately in his experience this is not the case.

#### **4.2.4 Communal Property Association (CPA)**

The interviewed individual contends that Molote CPA had the necessary leadership skills. The obstacle, however, is that CPA's, as governing bodies, are not government funded and they have to depend solely on volunteering by individual CPA members. This makes it difficult to hold people accountable and often leads to tasks not being completed in time. He sees funding having some potential, if used on governance workshops and other areas proved to be necessary for members to improve their performance in carrying their duties.

#### **4.2.5 Commission**

There are very few of the Land Claims Commission officers in number out in the field. The other problem he has observed is that they either lack the will or capacity to deal with land claims issues satisfactorily. There are some claims that have been outstanding since 1994, for instance.

#### **4.2.6 Land Affairs**

Budgets from the Land Affairs Department were insufficient and could not cover the entire developmental needs of a community that was uprooted from their land for 30 years. Basic services, roads and amenities cannot be adequately provided for with a budget of R 3, 1 Million in the case of Molote. The respondents feel the department has failed them by not consulting with the leadership before arriving at any decision to allocate financial resources.

### **4.3 Focus Group: Local Committee Members**

#### **MR R.C MOLOKO**

Mr. Moloko as a local leader agrees that there is a problem of projects not fulfilling what they were established for in the whole country; not only in restitution post-settlement cases, but in the whole land reform programme

#### **4.3.1 Extension Services**

The respondent finds a discrepancy in the way extension personnel operated considering the fact that a majority of the villagers were illiterate. He found that there was insufficient contact between the officers and their clients which, according to his observation, meant that the officers made assumptions on learning capability of their clients and these assumptions were based on themselves as benchmarks. He suggests that more time should have been allocated for transferring technical skills, communication,

leadership etc. to accommodate people at different levels of education. Qualities like patience, openness, friendliness are seen by the respondent as crucial in creating rapport between these officers and community members looking forward to learn from these officers.

After the past decade's experience the CPA seems to have learned and they are now focusing on improving leadership, communication, coordination and project management as these are key areas that need to be understood better to achieve community objectives.

The fact that CPA members are still not based in the village happens to be a disservice to delivery, even by other role-players. They meet periodically for administrative purposes. This absence from Molote reduces their effectiveness and ability. Due to this problem the CPA Executive had to establish a local authority to handle day-to-day activities. The CPA as a structure is seen to be the best because it is elected democratically from time to time and people are elected based on their ability and performance.

#### **4.3.2 Commission**

The participant feels that the commission can do better if it appoints dedicated officers who would be considerate when dealing with the whole background to claims because in many instances record keeping and evidence left to claimants may not be as convincing as expected for use in government procedures, but can still be substantiated.

#### **4.3.3 Neighbouring Farmers**

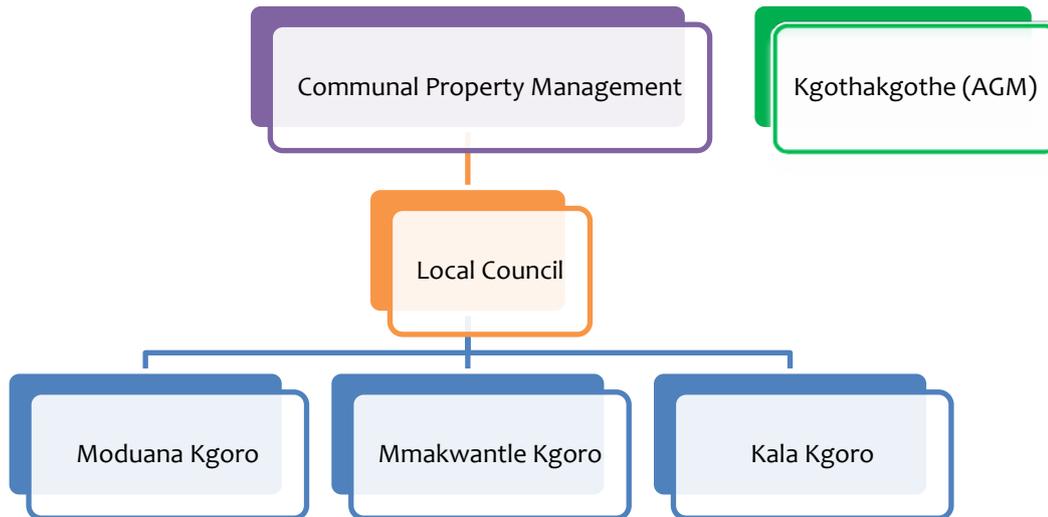
The respondent agrees that neighboring farmers can be of assistance in building farm management capacity in the resettled communities. He would, however, caution that attitudes towards each other would need to be cleared as positive. He is of the opinion that the most spoken about training- through-mentoring approach be user-friendly and acceptable to the beneficiaries before it is put in operation. This assertion could be suggesting that development support programmes are imposed with good intentions but end up with unintended consequences.

#### **4.4 Focus Group: Community Members**

The researcher made an interesting discovery about how the village is structured for efficient governance. The Bakabung ba Ratheo has a unique combination of traditional authority units and the Communal Property Association. The only conspicuous absence is that of the Kgori, who was not part of the return to Molote but remained in Ledig, which is the place where this community was forced to go to during the forced removals under the Apartheid regime.

After the establishment of the Communal Property Association, the community felt that a lot of progress is negatively affected by the fact that majority of CPA members live in Johannesburg and Gauteng province, and are not readily available to take leadership on developmental issues. The community then agreed to establish a structure that will lead development on behalf the CPA and deal with day to day matters. This structure is called the Local Council. On the traditional side, the community has three Kgoros in existence out of the original seven. The Kgoros are supposed to meet quarterly also to discuss community issues affecting them as members of a particular Kgoro. From interaction with a few community members the whole organogram could be explained diagrammatically as depicted below:

**DIAGRAM 3: Molote City Communication structures**



Kgothakgothe could be seen as another platform afforded to every member of the community to raise issues with the Communal Property Association.

The researcher addressed these three Kgoros prior to interviews. In these briefings it was not easy to reach a common pitch for all in the meeting room. The researcher discovered in deliberations that there were extremes in terms of arriving at a understanding. This could possibly be due to differences in education levels. Very few of the members of the audience understood properly the purpose of the researcher’s brief. At the end the researcher had to invite those volunteering for interview to come forward after the end of the Kgoros meetings.

Mrs. Matsie Thoko volunteered and shed some light on the historical experience she had during forced removal and after the resettlement. She said that government supplied tractors and implements after re-settlement with good intentions but that gesture led to a serious conflict whose impact is still felt as the community is still divided even today. She said the underlying cause of division was disagreement on how the traditional authority and the CPA should relate and jointly serve the community.

As there was no resolution to the endemic conflict, government had to remove the tractors and implements as these were used by the two parties to get to each other. She has confidence in the CPA and believes they are doing well except for a mistake in allowing an agricultural contractor to harvest and disappear with all the revenue paid for the 2004/05 produce. The contractor apparently did not have a binding contract with the community.

#### **4.4.1 Agricultural Extension**

Mr. J.R Moloko felt that projects are not failing but delivery is extremely slow and gives an impression that these projects have failed.

#### **4.4.2 Coordination**

Mr J. R. Moloko cited lack of coordination between different levels of the Department of Agriculture as something that needs attention because officials within the same organization would bring completely contradicting or inconsistent messages on the same matter.

Another level of coordination he believes is lacking is between different departments and different spheres of government from national, provincial up to local municipalities.

#### **4.4.3 Human Relations Capacity**

He stressed disappointment about public servants who are not prepared to attend meetings which the committees can only arrange for weekends because most of them can be available only during weekends. The respondent stressed that government departments should not only look at qualifications on paper in selecting rural development facilitators, because this is a type of occupation that goes with passion and goes beyond earning a salary but also leads to making a difference or being part of change machinery.

#### **4.4.4 Community Property Association Capabilities**

The respondent stated that there is no problem with general education. Many members of the CPA do have basic education but lack specialized skills that are demanded by the situation of resettlement which means rebuilding an economy through infrastructure establishment, kick starting entrepreneurial activities, supplying community amenities. Skills in agriculture have been identified as crucial because the main economic activity envisaged is agricultural production. Being handicapped in terms of agricultural knowledge has cost them the whole produce in one season which was left in the hands of a contractor who has disappeared with payment he received on the produce.

The CPA did well with financial control on some infrastructure and housing projects which were well managed and won an award amongst similar projects. Other problems related to proper rolling out of the resettlement project have to do with lack of resources like telephones, offices and personnel to handle day to day tasks. Through the CPA efforts the community has acquired twenty one computers which are not benefiting anybody because they are currently not in use as there is a need to have a trainer.

#### **4.4.5 Neighbouring Farmers**

Using neighbouring farmers in any support capacity appears to be the most risky option according to the respondent after their experience with the 2004/05 season harvest falling in wrong hands. They would prefer to work with government to improve their skills in agriculture in particular. They already are looking at sending willing young people to relevant institutions to get them prepared for managing agricultural projects on the village land.

### **4.5 Impact Analysis of SA Restitution**

Information that has been gathered throughout this research document reveals a picture of what was the situation before the introduction of Restitution and what is the outcome of Restitution. In short this can be summarized as impact analysis.

A challenge in doing a detailed and thorough analysis arises from the fact that at introduction of the Restitution programme, a benchmark study was not commissioned. Commissioning such a study would have given South Africans an opportunity to objectively compare performance of the agricultural units subjected to reform before reform and after settlement. This can still be achieved through both quantitative and further qualitative research. To record what has been derived from respondents and literature review, the following comments will assist in shedding some light on the programme's impact on local economic development.

From the statistics published by the Department of Land Affairs in 2005 and 2011 deductions can be drawn to lead us to some conclusions on whether the government's intervention through Restitution led to a positive local economic impact or not.

The reports state that up to 2011 the following was achieved:

- ✓ 2768982 Ha were transferred.
- ✓ 331895 households were affected.
- ✓ A total of 1638939 beneficiaries were involved.
- ✓ All the above at a cost of R 12 994 699 201
- ✓ 76263 claims having been handled

Due to the failure level that has been highlighted throughout this research study and assuming that we are dealing with a 100% failure rate it can be said that 2768982 Ha went out of production after Restitution. This is quite a significant loss to the agricultural sector in particular. It can only negatively dent the sector's contribution to the local economy. This loss can be categorized in the following economic opportunity costs items:

- a. Farm owner's income
- b. Farm owner's family income
- c. Workers' income
- d. Guaranteed tax source
- e. Guaranteed levies
- f. Contribution to local trade
- g. Payment of licenses
- h. Farm workers and owner's skills
- i. Contribution to community security

Farming does not take place in isolation. Before production happens on the farm, the upstream of the value-chain would have gone through R & D, trials in preparation for commercialization of their products which kicks in if the market responds positively. The products that farmers as better than what they have had in the past are then used as inputs in farming. To end up with a product that has such an uptake involves high levels of investments in monetary terms, human capital inclusively and time.

The value- chain then gets into primary production which is raw and fresh products. If 2.77million Ha go out of production this means a huge loss to input suppliers and accompanied by related job losses. On the other side, agribusiness that are involved in processing products from the primary producers will also be affected negatively as they will be expecting products minus products equivalent of the out of production 2.77million Ha.

At farm level, a typical farm pays wages to workers, tax to South African Revenue Services, levies and licenses to the local municipality and spends in the local retail and services sectors. Throughout these value-chains more beneficiaries are identifiable as employees and entrepreneurs who will be affected negatively by the stoppage of production on 2.77Ha.

In any economy scarcity of a commodity leads to unsatisfied demand that opens the system to an additional unit of cost towards bringing equilibrium between demand and supply. Affordability then separates communities because the gap between those who afford and those who do not widens. The rural economy begins to churn out individuals without income with no indication that the situation is permanent or not. Such individuals join those that live below breadline and get classified as poor. The set of skills they have are better utilized in the agricultural sector which, based on the continuous decline of operational farms means that they join the army of the unemployed who are food insecure let alone other social needs.

Government has spent R12 994 699 201 for all these to seize to exist. To take the country forward the government was faced with using 2768982 Ha as a basis for economic self reliance and social sustainability of 1638939 beneficiaries. This strategic objective still remains a challenge as almost all land transfer projects failed to live up to the wish as cited in different parts of the document.

At the ultimate end, the South African government cannot recoup its envisaged return on investment which is a productive agricultural sector providing sufficient food and fiber and in the process creating decent employment.

The beneficiaries experience a major set-back as the land they viewed as that of milk and honey ends up as a piece of barren land which is not even feeding them as a community. The economy that they dreamt of is not happening.

Local job seekers have an interest in seeing all farming operations around them being functional but one after the other these transferred properties do not live up to that leaving them in despair with limited economic choices if any.

# CHAPTER 5

## OVERALL IMPACT ANALYSIS

### 5. CONCLUSIONS AND RECOMMENDATIONS

#### 5.1 Introduction

The impact of Restitution or Land Reform projects in South Africa has a definite pattern that has been observed. Other parts of the world have their own experiences and many of the challenges would also be said to be similar to the South African case and in some instances interrelated like between South Africa and Zimbabwe. It has also been observed after navigating through all information received that major categories presenting themselves are Policy and Implementation. These are the categories that can assist to keep a structured approach towards making improvements inputs.

#### 5.1.1 Conclusions

In summarizing the impact on Local Economic Development, sub-categories such as (a) Economic (b) Financial (c) Social (d) Environmental and (e) Spatial can be used.

It can also be concluded that a massive programme like Land Restitution cannot be ignored in terms of its contribution to the sub-categories stated above. This is imperative because the implementation of the programme should be seen as an intervention to usher in a reversal where socio economic distortion was imposed, and usher in a correction to remove effects of disempowerment. It has been noted however that post-settlement in South Africa did not usher in a period of manna from heaven but came with hardships as a result of stakeholder role misalignment vis-a-vis strategic objectives. EXPAND!!!!11!!!!

Senge; (1990) asserts that there is a fundamental mismatch between the nature of reality in complex systems and our predominant ways of thinking about that reality. The first step in correcting the mismatch is to let go of the notion that cause and effect are close in time.

Keeping in mind that the key stakeholders in these projects are beneficiaries, government departments and farm sellers, will go a long way in navigating the outcomes of the Land Reform and their observed impact.

The general impact is that (i) productive land shrinks as new owners stop farming (ii) Local levies and taxes are reduced as trade slows down (iii) Unemployment increases in the sector due to enterprise closure (v) skills of the sellers will usually be displaced to other areas. This creates a big challenge as these skills take generations to build and consolidate.

The cross border impact between South Africa and Zimbabwe is one that can be classified as complex due to a number of reasons. For instance, the number of land reform triggered economic refugees from Zimbabwe is not known. This trend compounds the South African problem of unemployment; first as it creates potential for displacement of a component of its employable labour force. Secondly, the non-functionality of restituted farms does not help the South African rural employment capacity either. Thirdly, the situation is expected to be worse in rural provinces like the North West which have experienced the decline of the agricultural sector due to other structural/policy reforms that came before the implementation of the Land Reform. The picture that has been painted in the document begs for systemized interventions that are proposed by Systems Thinking. Causes of these challenges are found within communities, and in the environment affecting or impacting on those communities. The appreciation of existence of interactions at individual, community level and broader environmental level supports the creation of a robust platform on which intervention blocks can be built.

The table below (Table 11) is an example of an attempt towards solutions as proposed by the then Director General of the Department of Land Affairs in South Africa.

**TABLE 12: CHALLENGES AND SOLUTIONS**

CHALLENGES	PROPOSED SOLUTIONS
<b>Community conflicts: Governance issues lead to conflict between CPA/Trusts and Traditional Authorities (CLARA)</b>	Review of the CPA Act. Amalgamate modern organization form / legal entity with cultural practices and traditional forms of governance.
<b>Valuation of land (method of valuation) S25 (3) of the Constitution, White paper on South African Land Policy. Market led land Reform</b>	Review Policy Constitution Reform
<b>Disposal of State land/Public land</b>	Bring MFMA, PFMA into alignment with Restitution Act and related laws
<b>Expropriation Act of 1975</b>	Finalize amendments to the Expropriation Act
<b>Resources for Restitution</b>	Increase baseline allocation or reschedule finalization of claims
<b>Exit strategy from projects</b>	Agreement with lead agents / government departments
<b>Recapitalization of failed project (Treasury regulations)</b>	Land bank or other development agencies, IDT, NDA to play more prominent role
<b>Fragmentation of the Development mandate, Grants funding regime (CASP, MAFISA. Land Reform Grants, Housing grants, MIG)</b>	Review and align the grant/funding regime
<b>Tenure systems: Flexible system of tenure (Communal, individual tenure, leasehold)</b>	Sub-division of land to be more individualized forms of tenure

Gwanya, T; Department of Land Affairs Annual Report (2009)

To single out a few challenges noted by the researcher, Gwanya,T (2009) has identified the following; “(1) community conflict, (2) inadequate resourcing for Restitution, (3) exit strategy from projects, and (4) fragmentation of the development mandate”. He has proposed solutions that could be described as mainly “hard” solutions, some of which are necessary and will add value. What is noticeable is that he addresses issues as an outsider, an authority and an expert. Beneficiaries as participants or role-players are not featured well enough. This missing link will stay as a critical gap that needs to be filled for post-settlement project management’s record to improve.

The laws and policies on their own do not deliver on aspirations and dreams of communities and individuals as alluded to in one of the chapters.

To close the identified gap development practitioners must be able to notice what their professions are not addressing in every project. This type of consciousness has potential of heightening the need for coordinated collaboration in public sector interventions. An extremely invaluable contribution towards the understanding and working of Systems Thinking is made by Senge, in “The Fifth Discipline” (1990) as outlined in the next few paragraphs.

“The long-term, most insidious consequence of applying non-systemic solutions is increased by the need for more and more of the solution. This is why ill-conceived government interventions are not just ineffective, they are “addictive in the sense of fostering increased dependency and lessened abilities of local people to solve their own problems” (Senge (1990). “The phenomenon of short-term improvements leading to long-term dependency is so common, it even has its own name: among systems thinkers and it is called “Shifting the Burden to the Intervenor” Senge (1990). ‘Shifting the burden structures shows that any long-term solution must strengthen the ability of the system to shoulder its own burdens” (Senge, 1990). Financial calendars that are used to manage state resources are usually seen as the guide to follow when plans are put together. In many instances little consideration is given to thinking of other multiple cycles in projects. Systems’ thinking also shows that small, well-focused actions can sometimes produce significant, enduring improvements, if they are in the right place. System thinkers refer to this principle according to Senge (1990) as “leverage”. A problem or a challenge that presents itself is normally a whole that warrants to be appreciated in its totality and as result is likely to respond to comprehensive solutions. “Tackling a difficult problem is often a matter of seeing where high leverage lies” Senge, P; (1990). The 80/20 principle affirms Senge’s thoughts which profess that change can be brought about with a minimum effort but lead to lasting, significant improvement. “The key principle, called the

“principle of the system boundary”, is that those interactions that must be examined are those most important to the issue at hand, regardless of parochial organizational boundaries. Systems’ thinking shows us that there is no outside, which means that you and the cause of your problems are part of a single system.” Senge, P (1990)

In adding to what other sectors of society are saying as an assessment and an attempt to redirect land reform, the African National Congress through its weekly online communiqué, ANC Today volume 5 No. 29 of July 2005 made the following statement, “The time spent processing rural land claims needs to be significantly shortened, including exploring the possibility of fast-tracking referral to the Land Claims Court where processes are unduly prolonged. But the focus cannot simply be on settling all outstanding claims in the shortest possible time. Government also needs to take steps to ensure that people returning to the land have sufficient support to make effective use of that land in a sustainable manner. For that reason, the restitution process needs to be accompanied by programmes to provide beneficiaries with the required technical, business, organizational and development planning skills. They also need to be assisted with accessing financing and developing financial management capacity.” African National Congress (2005).

Proper identification of problems and selection of appropriate corrective measures will go a long way in saving time and other resources. For this to be possible, the right skills need to be deployed.

### **“DEAD CAPITAL” SPREAD**

South Africa has many spots which were designated under Apartheid to form “Homelands”. These areas are part of rural South Africa but are different in that these rural areas, whose inhabitants are Black people, have no economic value in the economic system of the country and therefore constitute “dead capital” as explained by De Soto (2001:12) and South African public and private financial institutions do not accept such land as collateral. Economic growth and expansion driven by property ownership will still evade these areas as land is still kept under the custodianship of the Kgosi/Inkosi. The fear amongst interested and affected parties is that the country might be moving in the direction of enlarging or extending the “dead capital” to new areas unless processes are put in place to maintain economic value on restitution farms, and all land reform farms by arresting resource degradation. This fear can only be allayed by making all post-settlement projects to be functional in addressing the socio-economic needs of beneficiaries.

The Molote Restitution case does not escape the description of being or becoming “Dead Capital” because in discussion with a potential service provider to the community (he did not want his identity to be published), the researcher learned that the land is grossly underutilized despite the community having in their possession implements and land. Even new houses that were built as government’s contribution are said to be only partly occupied. This serves as an indicator to the fact that there is no economic magnet on that land. Human beings are attracted to any space if potential exists for meeting basic needs at a particular location or in the immediate neighbourhood. A number of issues are highlighted below as part of conclusions:

- (i) Skills deficiency claims surfaced throughout the study. Through interviews and institutional reports that have been used, it is therefore concluded that this problem is central to many other problems that are experienced in delivering restitution projects. The matter is complicated by the fact that deficiencies are claimed about those who are supposed to deliver through project management and, secondly, those who are recipients of services. This breeds a very complex environment whose remedy will need to be approached with extreme caution because currently circulating information is likely to be incorrect and misleading, insufficient and very costly in respect of decision-making.
- (ii) Many respondents highlighted the importance of identifying government officials who will suit the type of processes involved in restitution. This leads to a conclusion that selection criteria have to be part of the whole review on how to improve services in restitution delivery. This problem is highlighted by exposure of interacting subsystems in projects by the researcher. Soft projects are complex.
- (iii) Extension officers are deployed as project managers in these projects. This appears to be revealing a serious conflict of interest as attention needed by project management and that of

the extension programme might be compromised if the same individual is expected to deliver on both.

- (iv) Parallel developmental operations by different government departments and different spheres of government are perceived to be wasteful in terms of resources and counterproductive as this ends up confusing the beneficiaries. Government departments seem to be focusing on managing their Medium Term Expenditure Framework cycles and consider these projects as mere components thereof instead of managing projects with Medium Term Expenditure Framework as a tool.
- (v) Uncoordinated messages and activities within government departments seem to have impacted negatively on projects' progress and sustainability chances.
- (vi) Kolaolwe (2005) highlighted local participation as a success factor in development. The Molote community themselves have realized that by having a CPA that operates at a distance, they will not achieve much. This led to the formation of the local council to deal with day-to-day matters. Though it took almost ten years to learn, they already feel the benefits of implementing this change.
- (vii) The Department of Agriculture is seen as the main service provider during the settlement phase of these restitution projects. This perception comes from the understanding that farms are primarily agricultural production sites.
- (viii) Senior management in frontline department and field workers could improve on information feedback loops and influence their service delivery continuously.
- (ix) Project plans are prescribed for beneficiaries and backfire at implementation.
- (x) Group dynamics features as an inherent risk as experienced though conflict between traditional leadership and Community Property Associations.
- (xi) Despite the fact that there are many areas of concern in restitution, underfunding of the whole land reform programme appears to be the source of incapacity. Countries where complementary funding was provided are said to have been successful in land reform.
- (xii) Developmental projects challenge the conventional project performance base on three pillars which are cost, quality and time. The study has revealed that more attention needs to be given to project goal, perceptions, expectations, indigenous knowledge, world-views, common understanding or lack of it. These are areas that need further research in future to assist development agents and project managers to avoid what is seen as project failure in developmental projects. The major problem that project management is having is that development of these soft projects is shadowed in hard project principles which may not be compatible in many respects.
- (xiii) There is sufficient evidence that the South African restitution programme has not had positive contribution in local economic development. It has instead created disadvantages to those who depended directly and indirectly on these farms for livelihood.
- (xiv) The current efforts by government to promote agro processing aggressively are equally affected by facts and issues stated above. Rural economic stabilization and advancement needs to be looked from farm unit to product clusters to transform.

### 5.1.2 Recommendations

The actual experiences of South Africans involved in the Land Reform programme are so diverse that learning from them properly will take the programme to higher levels of delivery capacity. Action Learning is an approach which can be of benefit to the environment around Land Reform movement. It is described as a strategy by which people learn with and from each other as they attempt to identify and then implement solutions to their problems or developmental issues. There are three essential features that must be present for an activity to be legitimately an action learning programme.

The first one states that there must be action in the real world rather than in simulation. This is highlighting the importance of the need for senior managers to be more involved with the whole project process to be able to formulate future strategies with a more in-depth insight.

The second one encourages collaboration within projects and around projects' environment.

Lastly, an emphasis is put on learning but not just the taking of action and this is what distinguishes action learning from other approaches.

- (i) What was learned from inputs made at the two Land Summits and interviews in Molote is that the project failure problem has been acknowledged even by beneficiaries themselves. They are suggesting remedies such as mentorship programmes, workshops and formal training for youth in the community. The wide range of required skills, differences of dynamics from project to project, can be used as determinants of what type of intellect and other capacity support should be given for project sustainability.
- (ii) There are gaps between qualified and certificated personnel. The ideal would be to recruit those with the necessary certificates but satisfying certain criteria of qualities which are needed to serve rural communities. Additional to meeting psychological needs of beneficiaries, government needs to improve on catering for other needs of these communities. This challenges policy makers and planners to incorporate a broad spectrum of needs for human settlement as part of the post-settlement deliverable package.
- (iii) Provincial Departments of Agriculture and municipalities need to clear the air amongst themselves on post-settlement aftercare programmes in terms of timeframes, resourcing and integration into other socio-economic programmes. A coordinated approach towards continuing with their functions will enhance project impact even long after resettlement was concluded, in cases of restitution.
- (iv) Resettlement of any community needs to be looked at holistically from the planning point of view. Except for requiring resources for economic productivity, communities as social beings have to have access to amenities that meet their social, health, spiritual and educational needs. It is therefore of critical importance that planning for resettlement in restitution projects, be done on a broad base that will ensure that life after resettlement is not worse off than before as has been reported at the Land Summit of 2005 and in the South African media in general. Such an approach to planning will help pooling resources and improving communication between development managers and beneficiaries. Within the development partnerships' front each department or unit or sphere of government will know their role and it will be easy to select project leaders based on competencies. Project management will benefit from synergies brought by diverse backgrounds of officials involved in every project.
- (v) A need to build collaborative capacity at all levels cannot be overlooked. Cabinet programme of action is spelt out clearly with interdepartmental partnerships and clearly specified roles of each but this still has to be cascaded to implementing arms, which are provinces and municipalities. The South African government though is presenting an opportunity to those involved and affected by land restitution as an economic activity. Local Economic Development units at municipality offices are best placed as agents that must be used to implement development interventions.
- (vi) The project used in the study provides a good lesson for a restitution case where beneficiaries are prepared to learn and act on their lessons. Government structures need to increase their learning pace if they want to improve on their illustrated record. Change is imperative in these implementing agencies especially at local level. Policymaking, resource allocation, implementation and evaluation cannot be treated lightly after events like the Land Summit of 2005 and Restitution Summit of 2011. Human resource quality, appropriateness, and availability stand out through the study as the drivers of project success and should therefore, be managed in a different way to improve project success rate.
- (vii) There has to be a new look at what needs to happen on the land once the communities are back. A more holistic planning programme based on facts and people's needs must be at the centre of Land Reform. The Department of Agriculture usually revisits projects which collapsed and re-allocates resources in what they call "project revival". This explains to all that there might be a lot missing around such projects to make them sustainable. Answers to what could be missing are definitely not within the Department's line function but could be established through linkages with other role players, stakeholders and, most importantly, the beneficiaries themselves.

- (viii) The lag period between farm procurement and settlement leads to infrastructural deterioration through vandalism and mere lack of maintenance. By the time communities want to start producing on the farm, its remaining infrastructure is not sufficient to produce at pre-settlement levels. To stem this, government has to concentrate on interim production and maintenance while legal processes of transferring the farm are running. Intermediaries with strong background in trade could be used as a transitional measure towards empowering the beneficiaries.
- (ix) Lessons from countries that went through what we are experiencing currently can be used to improve the programme so that generation 2 efforts are more fruitful than what has happened in our 1st generation attempt. This gives hope because it is only in Zimbabwe's case that first generation programme is seen as having had more positive impact than the 2nd. All other countries that were studied point to improvement of impact in the second generation.

In conclusion it is critically important to understand Land Restitution as a political tool which affects in most cases the most vulnerable sections of the communities world-wide. It always attracts stakeholders whose interest in the matter is not always noble as it was discovered through the emergence of elites in the periphery of the programme in many countries. Land Restitution is a dynamic change and redress mechanism but it is by no means meant to be a reversal of past injustices. For it to be delivered effectively, the practitioners and stakeholders are required to have a non-linear worldviews as it encompasses a diverse real life influences. A successful restitution is the one that will have all stakeholders agreeing at the end that rights have been fully restored without prejudice to any sector of a community. In this study a revelation made is that Land Restitution in South Africa is still evolving with pockets of successes and a major challenge of making it influence local economies positively. The shrinking food supply capability and expanding rural joblessness can be turned around by lifting the performance of this programme. The journey has started but it should not be clouded with misdirected enthusiasm on one side and on the flipside South Africa needs to note that all is not well with the programme as documented in this study. Systems Thinking as a management tool has potential in development initiatives like land restitution as proven by examples cited in this study from Information Technology, Construction sector and the promising Rwandan post genocide land reform which is holistic in its approach. Jackson, M.C. (2000) highlighted the Total Systems Intervention (TSI) as one of the methodologies that management can use as a methodology in situations similar to land restitution because TSI "has achieved a breakthrough" in which it will be able to "postulate a meta-methodology for using methodologies adhering to different paradigms in the same intervention on the same problem situation". In reality it might be impossible to use "different methodologies alongside one another in highly complex situations. TSI suggests under such a situation that the best way to handle methodological pluralism is to clearly state that one methodology is being taken as dominant for some period of time, being always willing to alter the relationship between dominant and dependent methodologies as the situation changes"(ibid).

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05 December 2012

Mr Elijah Sedumedi 201507805  
Graduate School of Business & Leadership  
Westville Campus

Dear Mr Sedumedi

**Protocol reference number: HSS/1167/012M**  
**Project title: Impact of land Restitution on Local Economic Development**

**Expedited approval**

I wish to inform you that your application has been granted Full Approval through an expedited review process.

**Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number. Please note: Research data should be securely stored in the school/department for a period of 5 years.**

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

.....  
Professor Steven Collings (Chair)

/pm

cc Supervisor: Stan Hardman  
cc Academic Leader: Dr S Bodhanya  
cc School Admin.: Ms Eileen Mohamed

**Professor S Collings (Chair)**  
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