

**THE IMPACT OF SUPPORT FUNCTION ON LAND REFORM DELIVERY
IN THE DEPARTMENT OF LAND AFFAIRS IN LIMPOPO PROVINCE**

BY

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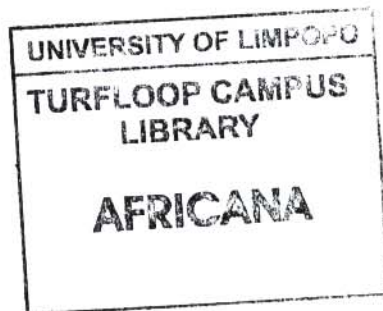
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i. DECLARATION

I declare that the research paper hereby submitted to the University of Limpopo for the degree of Masters in Public Administration has not previously been submitted by me for the degree at this university. That it is my own in design and execution and that all material contained therein has been duly acknowledged.

Signed.....*Repekh*.....

Date ..*22/08/2005*.....



ii. ACKNOWLEDGEMENT

I wish to express my gratitude, sincere thanks and appreciation to the following people:

Firstly, to the supernatural power from above, Almighty God, who always provided strength even if the challenges pose a threat;

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EXECUTIVE SUMMARY

The thesis describes the research undertaken within the Department of Land Affairs, specifically Limpopo Provincial Land Reform Office.

The content of the research firstly highlighted how support functions can impact on Land Reform delivery in the Department of Land Affairs in Limpopo Province.

Secondly, it gives recommendations that will ensure that processes put in place to support Land Reform are effective and efficient.

To achieve the objectives, the following assumptions were empirically tested:

- The support function is currently not giving enough support to ensure effective Land Reform delivery;
- The project officers do not have relevant skills hence low level of Land Reform Service Delivery in this Province.

Centralization of functions and authorities in Head Office, Pretoria, creates bureaucratic systems that delay the whole process of Land Reform delivery. The functions mentioned on the report include Procurement, Human Resource and Finance.

High staff-turnover, which will always cause human resource imbalance and loss of relevant skills to Land Reform, has a negative impact on Land Reform delivery.

Lack of District Service Level Delivery and dissemination of information especially to the communities in rural areas, denies community members the chance to participate in the Land Reform program.

The report concluded by giving the recommendation that; a) Decentralization of duties is an effective system to improve service delivery in public service; b) To establish district level delivery offices for Land Reform within the Province; c) Draw effective retention strategy to develop and retain the current staff and d) Communication strategy be used as a flexible tool to disseminate information without discrimination.

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CHAPTER 1

INTRODUCTION AND GENERAL ORIENTATION OF THE STUDY

1.1 Introduction

The study aims at evaluating the impact of support function on Land Reform delivery. In evaluating the impact of support function, emphasis will be based on the support function, for instance, the human resource, and finance and procurement services. The study indicates how the support functions influence the delivery of Land reform services in the Department of Land Affairs in the Limpopo Province. The study will reveal the impact, if any that support function has on land delivery in the Limpopo Province.

Research techniques and methods that will be applied to collect data will also be discussed within the context of research design and methodology.

1.2 Background

The Limpopo Land Reform Office is under the National Department of Land Affairs, and the accounting officer in this office is the Provincial Director. In the Department of Land Affairs, Land Reform falls within the Chief Directorate of Land Implementation and Tenure Reform. Provincially, the office is constituted by six district offices, which are headed by Deputy Directors. All district officers are stationed in the office; the district offices are called satellite offices. These are called satellite offices because they are not in full-time operation, but the project officer visits the districts only two times per week, which is perceived as a problem with regard to reaching out the people and making enough impact on access to land.

Apart from district units, there is also a support service unit, which is sub-divided into Finance, Human Resource, Provisioning and

Procurement, Registry and Administration. The support services are theoretically defined as activities in public administration, which consists of, among others, six generic processes, namely policy – making, organizing, financing, personnel provision and utilization, determination of work procedures and control (Du Toit and Van der Wald, 1999: 14). These units are there to co-ordinate services with the Head Office, which is based in Pretoria. However, the powers of this unit are still centralized in Pretoria. Although the services are rendered, they do not benefit the public directly. Most of the services are rendered to implementers who are line functionaries.

1.3 Statement of the Problem

The Provincial Land Reform office has responsibilities that need to be fulfilled. Amongst them is to deliver sustainable agricultural land. The office appointed project officers to implement the programme. The project officers are all stationed in Polokwane and they are expected to visit districts, which are, namely, Bohlabela, Capricorn, Sekhukhune, Waterberg, Mopani and Vhembe, at least twice per week. These arrangements in themselves have negative impact on Land reform delivery. They are not able to reach out to the community as expected in terms of service level agreements. Capacity constraints also include the lack of delivery due to both insufficient personnel and inappropriate skills and experience.

Another problem noted is that most of Land Reform project officers appear to have no relevant skills to manage their projects. The department ends up outsourcing skills from outside the public service domain, an exercise which is costly, and the whole process to get the service is too long and ultimately delays the delivery itself. The study, therefore, checks on the impact it made so far, if it is commensurate with the satisfaction of the beneficiaries in the respective districts.

1.4 Objectives of the study

The main two objectives of the study are as follows:

- a) To evaluate and measure an impact that arises from the support service on Land reform delivery; and
- b) To suggest possible strategies for the effective support of implementing land reform delivery.

1.5 Hypothesis

The following are two assumptions that were empirically tested:

- a) The Support function is currently not giving enough support to ensure effective land reform delivery; and
- b) Project officers do not have relevant skills, hence the low level of Land Reform Service delivery in the province.

1.6 Research Methodology

The researcher used the target group based on relevancy to the problem and sampling technique.

1.6.1 Target group

Support service employees were part of the target group because they are directly involved with the land reform delivery process. Project officers were also part of the target group because they are direct implementers of Land Reform policy. Lastly, selected beneficiaries from the community, especially in the Capricorn and Waterberg districts, were included in the target group because they took active role on Land Reform delivery and they know the impact of the programme.

1.6.2 Sample technique

The study applied both stratified and random sampling. Stratified random sampling was applied in respect of the employees of Land reform that are project officers and support services employees whereas random sampling

was applied in respect of beneficiaries from the Capricorn and Waterberg districts.

The employees of the Limpopo Land Reform Office are divided into two groups, i.e, the implementers, which are project officers, and Support service employees who are employees and are office based and work with support functions such as Human Resource, Finance, Procurement and Auxiliaries. The researcher randomly selected a group of individuals per unit.

The sampling method was applied on the beneficiaries of Land Reform in both the Capricorn and Waterberg districts. Each district has its own project and project officers. The researcher arranged with the project officers to go with them to their project meetings. The convenience sampling was used during the meeting to use the population that attended the meeting that day. According to Leedy (1997:204), convenience sampling makes no pretext of being representative of a population. It takes the units as they arrive on the scene or as they are presented to the researcher by mere happenstance. Most of the time, it was fortunate for a researcher to always find those who are actively involved in the project.

1.6.3 Research Methods

1.6.3.1 Interviews

Formal interviews were arranged to collect information from Project officers and employees within the support service unit. The interview sessions took two weeks to be completed because all of the targeted respondents were less than 35 in number. The researcher used semi – structured interviews by introducing the topic and thereafter guiding the discussion by asking specific questions. Through semi- structured interviews, the researcher probed into areas of interest as they arose. The respondents, by virtue of both their position as project officers and support service employees, and their experience on all the processes

within the office, gave more information and found the exercise much interesting.

1.6.3.2 Questionnaires

Questionnaire method was applied only on the targeted selected beneficiaries in the Waterberg and Capricorn districts. Specific project officer administered the questionnaire in the company of the researcher. In these two districts, to complete the survey took four weeks. Arkava & Lane (1983:168) define a questionnaire as a list of questions that a researcher wants to be answered by the respondents personally. The present researcher incorporated questions from the problem statement in the questionnaire. The advantage of using a questionnaire is that it is easy to administer and the results are statistically reliable. Hence, they can be projected into the population (Arkava & Lane, 1983:168). The researcher administered the questionnaire after the project meetings in the project. Firstly, the questionnaire was read aloud and explained by the researcher and gave opportunity to all those who needed clarity to ask questions and they were answered aloud. It was very much important to read the questions and give clarification because most of them were illiterate but they were able to read and write even though they needed assistance.

Open and closed format questions were formulated so as to allow the collection of both subjective and objective responses. According to Huysamen (1994: 128), open -ended questions allow respondents to formulate own responses, thereby providing opinions that cannot be reduced to multiple alternatives. Open-ended questions ask for unprompted opinions. There were no predetermined set of responses and the participants were free to answer however they want. Furthermore, open -ended questions require more thought and time on the part of the respondents. Closed-ended or multiple choice questions, on the other hand, require the respondents to select from among two or more alternative responses, the one applied to them (Huysamen, 1994:128)

1.6.3.3 Observation

The present researcher observed the whole process of Land Reform and knew where land has been delivered. Non-participatory observation method was used to observe the process using guidelines and principles (i.e Batho-Pele principles) on Government Service Level delivery standard. The advantage of drawing out data using this method was based on the researcher's experience, as she is part of the Land Reform delivery programme.

1.6.3.4 Use of documentation

Documentations such as the Department of Land Affairs Annual reports; White paper on Land Policy; Explanatory Guide to the Extension of Security of Tenure Act, 62 of 1997; and Department of Land Affairs Business Plan (2002/2003), were used for basic information for the report. The White Paper on Land Policy was used for guidelines on the purpose and the three objectives of the Land Reform programmes, i.e., Redistribution, Restitution and Tenure.

1.7 Limitation of the study

The core business of the Limpopo Land Reform Office is to deliver land. The office has line – functioning group, which is implementers of land reform. The researcher concentrated on land delivered within the Limpopo Province through Department of Land Affairs.

The study is limited to the Waterberg and Capricorn districts. The reason for this limitation is due to the fact that the two districts have land involvement unlike the other districts. The present researcher put more emphasis on Human Resource Management, Procurement, Finance and Communication issues, as they are more dynamic and at the moment are affecting land reform negatively.

1.8 Chapter Outline

The study is divided into selected chapters outlined as follows:

CHAPTER 1

INTRODUCTION AND GENERAL ORIENTATION OF THE STUDY

The Chapter outlines the background of the study. The Chapter also focuses on the research problem and, thereafter, outlines the objective of the study thereof, among other issues. Lastly, the chapter outlines how research methodology was handled. This refers to target group sampling and research techniques applied during the study.

CHAPTER 2

REVIEW OF LITERATURE

The selected literature was used to give information on the background of Land Reform in South Africa and to identify existing gaps in Land Reform Service delivery.

CHAPTER 3

ANALYSIS OF THE STUDY

This chapter analyses the information that was drawn from the targeted respondents and documentation. The technique applied is called data filtering.

CHAPTER 4

CONCLUSION AND RECOMMENDATIONS

The conclusion of the research is based on the findings analyzed in Chapter 4. On the basis of the conclusions made, recommendation was drawn.

1.9 Conclusion

Land Reform is the cornerstone of economic development of this country. Its success is the beginning of this country's poverty alleviation and that is why it is so important to find out the delay of this important programme in our country. The present study attempts to highlight the impact of support function on the process as a whole, and how best service delivery of this programme can be improved. The research design indicated that the researcher used the information from within the office and in the community through project beneficiaries. The researcher balanced the engagement by being grounded not to be objective.

CHAPTER 2

REVIEW OF LITERATURE

2.1 Introduction

There are assumptions that support functions have serious impact on land reform delivery depending on how it is perceived. In this chapter, the historical background of Land reform in South Africa will be outlined, together with a theoretical explanation of the support functions. The information on evaluation of Land Reform in this province will give guidelines to check the impact on land reform service delivery.

2.2 Historical background of Land Reform in South Africa

Land Reform is a process that was initiated by the new South African democratic government in 1994, to address the unequal distribution of Land from the 1913 Enactment of Native Land Act. The government designed it specifically to improve the quality of life and status of those who have been systematically dispossessed of their land rights since 1913 under the apartheid regime.

The scope and content of Land Reform in South Africa was clearly set out in the initial policy document of the Reconstruction and Development Programme in 1994, which stipulate that land is the most basic need for rural dwellers. Apartheid policies pushed millions of black South Africans into overcrowded and impoverished reserves, homelands and townships. In addition, capital-intensive agricultural policies led to the large-scale eviction of farm dwellers from their land and homes. The abolition of the then Land Acts can help to redress inequalities in land distribution. Only a tiny minority of black people can afford land on the free market.

A national land reform programme is the central and driving force of a programme of rural development. Such programme aims at addressing effectively the injustices of forced removals and the historical denial of access to land. It aims at ensuring security of tenure for rural dwellers. In implementing the national land reform programme, and through the provision of support services, the democratic government will build the economy by generating large-scale employment, increasing rural incomes and eliminating overcrowding (ANC, 1994: 8).

Relocation and segregation of Blacks from their Whites counterparts started long time ago. In 1913, the Native Land Act was passed. The rights to own land or even share cropland in South Africa depended upon a person's racial classification. The Native Land Act resulted in only 10% of the land being reserved for blacks. Millions of black people were forced to leave their ancestral lands and resettle in what quickly became over – crowded and environmentally degraded reserves (Land Agrarian Reform in S.A, 2003).

In 1937, the Native Trust and Land Act was introduced, black people lost even the right to purchase land in the reserves. They were obliged to utilize land administered by tribal authorities who were appointed by then government. The than South African government continued to intervene in the administration of land within the homelands, where in tribal chiefs were accorded special land –ownership rights and far-reaching powers over land allocation.

Some 3, 5 million people were removed from rural and urban areas between 1960 and 1980. It was only from 1978, with the introduction of the 99 – year leasehold system and in the mid – 1980's with the abolition of influx control, that the state acknowledged that black people should

have permanent land rights in urban areas (White Paper on South African Land Policy, 1997: 11).

In order to address unequal dispossession and ownership of land, as set out in the White Paper on Land Policy (1997), the government's land reform programme has three legs, all of which are provided for in the constitution. The three legs of the programme are as follows:

- (a) Land redistribution;
- (b) Land restitution ; and
- (c) Land tenure reform.

a) Land redistribution

Redistribution aims at providing the disadvantaged and the poor with access to land for residential and productive purposes. Its scope includes the urban and rural, very poor labor tenants, farm workers, as well as new entrants to agriculture.

As the main component of the government's land reform policy, redistribution aims at complementing the market by providing land for productive and residential purposes to a large number of rural blacks who were dispossessed during the apartheid era and who are interested in obtaining land.

Redistribution programme should use land already on sale and land acquired through corrupt means from the apartheid state or mortgaged to state and parastatal bodies. Where applicable, it will expropriate land and pay compensation as the constitution stipulates. Land acquired from the apartheid state through illegal means must be recovered after due process of investigation. The land reform programme must include land outside of the historically black areas (ANC, 1994: 7).

The provision of certain land for Settlement Act 1993 (126 of 1993) provides the legal framework for the land redistribution programme. The act makes provision for swift development and provides the legal mechanism to settle the landless. The political head responsible for land reform is empowered by this act to designate land and to regulate the subdivision of such land.

Land redistribution is aimed at providing the disadvantaged and the poor with access to land for residential and productive purposes (Department of Land Affairs, 1996:7). It is also designed to deal with the past injustices of land dispossession as discussed above, to ensure equitable distribution of land ownership, and to reduce poverty and contribute to economic growth.

The South African government has adopted a market-based approach to redistribute land. The market-based approach utilizes the forces of the market to redistribute land and is largely based on willing-buyer –willing –seller principles. There is, however, some state support. The government is committed to make Land Acquisition Grants available and is obliged to support and finance the required planning process. The government also assists individual households or communities to purchase and own land (Wellington, 2000: 12)

In South Africa, in the context of land reform, the concept of willing seller-willing buyer has come to mean something quite distinct. The willing sellers are again private landowners, but the choice available to them is not simply to sell or not to sell as it was in Zimbabwe. Rather, owners are free to sell to the highest bidder or the buyer of their choice. Thus, landowners can actively avoid offering their land for sale for land reform purposes and still dispose of their land on the open market. (Lahiff, 2005:1)

Can land redistribution be achieved by encouraging landowners to offer farms for sale voluntarily, or should the government compulsorily acquire land for redistribution? Zimbabwe, Namibia and South Africa have adopted market –assisted land reform, although Zimbabwe now seems to have abandoned it. Both Zimbabwe and Namibia have acquired farms suitable for subsequent resettlement when they become available from willing sellers. The redistributive content of the programme in South Africa was constrained by the government's grant conditions in the context of its willing buyer policy. On average, only two thirds of a R15 – 16 000 grant was used for land purchase since it also had to cover capital investments necessary to make the land productive. Furthermore, since 1994, the Department of Land Affairs has consistently under spent its Annual Land Reform capital allocation, largely because of inadequate administrative capacity. Land redistribution through due legal process, is slow and administratively demanding (Adams and Howell, 2001:2).

The redistribution programme is falling short of its target to transfer 30% of commercial agricultural land to black owners over 15 years. Meeting this target requires redistributing about 1, 64 million hectares per year. The pace of land reform delivery increased in recent years, government redistributed almost 1,5 million hectares of land to 130 000 beneficiaries since 1995. This figure is less than 2% of the all commercial agricultural land in South Africa (Land Research Network, 2003: 1)

Land Research Networks(2003: 2), in their report they mentioned that the redistribution programme lacks a pro-poor focus. The Land Redistribution for Agricultural Development (LRAD) programme, the government's flagship redistribution programme was launched in August 2001, transferred in the order of 267 000 hectares of land until the end of 2002. While this is considerably more than the average annual delivery under

the earlier grant package, the pace of redistribution constraints in provincial Departments of Agriculture continue to hamper the provision of extension support, training and infrastructure grants to land redistribution beneficiaries. Poor small –scale producers requiring land and production support to meet their household consumption needs are excluded from the ad hoc post-transfer arrangements targeting large-scale commercial agriculture.

b) Restitution

The purpose of the Land Restitution Programme is to restore land and provide other remedies to people dispossessed by racially discriminatory legislation and practices. This programme deals with the lodging of claims in terms of the Restitution of Land Rights Act, 22 of 1994, under which a person or community dispossessed of property after 19 June 1913 (date of the Natives Land Act), as a result of the property or comparable redress. It thus tackles the injustices of apartheid most directly. Having the cut- off date in March 1999, 67531 claims by groups and individuals have been lodged, of which about 80% is urban (Adams , 1999:3).

The claims arising from dispossession prior to 1913 may be accommodated by the Minister in terms of preferential status in the Land Redistribution Programme providing that claimants are disadvantaged and will benefit in a sustainable manner from the support. Restitution can take the form of :

- a) restoration of the land from which claimants were dispossessed;
- b) provision of alternative land;
- c) payment of compensation;
- d) alternative relief comprising a combination of the above; or
- e) priority access to government housing and land development programmes

The state will compensate certain successful claimants in a just and equitable way where restoration of the land or other remedies is not appropriate. Land owners whose land is expropriated for the purposes of restoring land to successful claimants will be compensated in a just and equitable manner (White Paper on Land Policy 1997:xi).

The process goes through the mechanism of a land claims court. This court must be accessible to the poor and illiterate. It is designed to restore land ownership (or provide compensation) to those who were dispossessed without adequate compensation by racially discriminatory practices after 1913 (Department of Land Affairs, 1997). The institutional machinery to implement the programme includes provincially – based Restitution Commissions and Land Claims Court that act as final arbiter in restitution cases.

c) Tenure reform

Tenure reform is a particularly complex process. In South Africa, tenure reform must address difficult problems created in the past. The solutions to these problems may entail new systems of land holding, land rights and forms of ownership (White Paper on South African land Policy, 1997: x).

Land tenure reform is designed to adjust or correct the reciprocal rights of landowners and occupiers, in response to the changing political and economic needs. A fundamental goal is to provide people with secure land tenure. The majority of people in the Limpopo Province live on tribal land. Their tribal land is generally registered as the property of the government or the South African Development Trust. It is difficult for the people living under this system of land ownership to access funds for development, as most of them do not have a certificate of ownership.

Under the 1996 constitution, the government in fact has a duty to make land rights stronger. Section 25(6) of the constitution states: *a person or community whose tenure of land is legally insecure as a result of past racially discriminatory laws or practices is entitled to the extent provided by an Act of Parliament, either to tenure which is legally secure or to comparable redress.*

This means that the government must take active steps to correct the results of past discrimination.

The Act:

- a) provides tenure security by giving occupiers a legal right (called 'the right of residence') to live on the land where they are currently living;
- b) sets out steps occupiers can take to strengthen their land rights and duties of occupiers and owners;
- c) sets out the rights and duties of occupiers and owners;
- d) sets out the conditions and procedures for ending rights of residence;
- e) protects occupiers from eviction without good reason; and
- f) provides ways to resolve disputes over land rights.

(Explanatory Guide to the extension of Security of Tenure Act, 62 of 1997:9)

The guiding principles of tenure reform are formulated as follows:

- a) Tenure reform must move towards rights and away from permits;
- b) Tenure reform must build a unitary non-racial system of land rights for all South Africans;
- d) Tenure reform must allow people to choose the tenure system, which is appropriate to their circumstances;

- e) All tenure system must be consistent with Constitution 's commitment to basic human rights and equality;
- f) In order to deliver security on tenure, a rights based approach has been adopted;and
- g) New tenure systems and laws should be brought in line with reality, as it exists on the ground and in practice.

(Explanatory Guide to the extension of security of Tenure Act, 62 of 1997:10)

Tenure reform is probably the most neglected area of land reform to date, but has the potential to impact on more people than all other land reform programmes combined. In the South African rural context, tenure reform means the protection or strengthening of the rights of residents of privately-owned farms and state land, together with the reform of the system of communal tenure prevailing in the former homelands. Decades of forced removals and discrimination against black people have resulted both in severe overcrowding in many areas, and numerous unresolved disputes, wherein rights of one group of land users overlap with those of another. During the apartheid period, the administration and management of land in these areas was under the jurisdiction of tribal authorities. Given that tribal authorities were an extended arm of the state, there was no clear distinction between land ownership, administration and management. Today, the administration of communal land is spread across a range of institutions such as tribal authorities and provincial Departments of Agriculture. But this is in a state of collapse in most areas. There is widespread uncertainty about the validity of documents such as the Permission to Occupy (PTO) certificates; the appropriate procedures for transferring land within households and the legality of leasing or selling rights to use or occupy land (Lahiff, 2002:4).

Following the passing of the upgrading of both Land Tenure Rights Amendments Act 34 of 1996 and the Interim Protection of Informal Land Rights Act, 31 of 1996, the DLA embarked on a tenure reform programme aimed at securing legally enforceable tenure rights under a diversity of forms of tenure rights for all South Africans. A Tenure Reform Core Group was appointed by the Minister to assist the DLA in this regard. The programme deals with policy development and research. An important element was to develop appropriate mechanisms to ensure that communally and tribally occupied land, which is held in trust by the state, is transferred to the ownership of the members of these communities and tribes. To support the tenure reform programme, special attention was given to the training of field staff, particularly with respect to building capacity at local level (Department of Land Affairs, 1997:11).

2.3 Institutional arrangements for Land Reform in South Africa

When these goals were first set in the Reconstruction and Development Programme, few people in the government had much idea of the institutional arrangements needed for land reform (William, 1996:22). The Department of Land Affairs emerged through a series of restructuring exercises involving the bureaucracy existing at that time. It drew its staff from a number of different tributaries of the old government. As such, the structure contained personnel who had been instrumental in laying out the apartheid map of the so-called independent states and self-governing territories (Adams et al, 1999:5)

The Provincial Department of Land Affairs (DLA) was established over a period of eighteen months, beginning in early 1995. Recruitment and training of staff to fill provincial –level vacancies have been ongoing since that date. The Department of Land Affairs with the help of various other government stakeholders and Non Governmental Organization's spearheaded the program, as mandated in *The Constitution of the Republic*

of South Africa, 1996 (Act 108 of 1998), (Chapter 2, section 25), that the “state must take the reasonable legislative and other measures, within its available resources, to foster conditions which enable citizens to gain access to land on an equitable basis”.

The redistribution programme was reviewed and the Land Redistribution for Agricultural Development (LRAD) sub-Programme; a component of the Land Redistribution Programme, emerged after various consultative processes between the Department of Agriculture and the Department of Land Affairs, and other stakeholders.

The latest programme appears to have emerged from a prolonged struggle between the Department of Land Affairs and the Department of Agriculture, now nominally united under a single minister. Since the Minister of the Department of Land and Agriculture’s policy statement of February 2000, DLA staff has been developing draft policy documents around issues such as commercial black farmers, the food safety net, farm equity schemes and municipal commonage. There has been inadequate consultation with rural communities and Non Governmental Organisations (NGOs) involved in land and agricultural matters, and thus the ultimate proposals show no signs of being influenced by any of the stakeholders involved in land reform in South Africa (Land Redistribution for Agricultural Development Programme, 2000:106).

LRAD is designed to provide grants to black South African citizens to access land, specifically for agricultural purposes. The democratic government of South Africa has set itself the target of redistributing 30% of agricultural land by 2015. The Department of Land Affairs has the primary responsibility to implement land reform, meaning that it would need to make a major contribution towards delivering 30% of agricultural land by 2015. In line with the principles of cooperative government, as

promulgated in section 41(1)(h) of the constitution, other organs of state also have the responsibility to make their contribution towards meeting this target (Department of Land Affairs Business Plan, 2002/2003).

The main responsibility of land reform in South Africa is to address the unjust legacy of the past. It aims at creating stability, providing resources for the creation of livelihoods, and contributing towards the establishment of viable and well-located urban and rural settlements. The Department of Land Affairs (Land Reform office) carries the mandate of *The Constitution of the Republic of South Africa, 1996* (Act 108 of 1996; Chapter 2, section 25), namely that the state must take reasonable legislative and other measures, within its available resources, to foster conditions, that enable citizens to gain access to land on an equitable basis.

The mission statement of the National Department of Land Affairs, which impacts on the provincial office, is noted in its 2001 annual report as to 'provide access to land and to extend rights in land, with particular emphasis on the previously disadvantaged communities within a well-planned environment'.

As early as 1996 the Department of Land Affairs made known its intention to establish district land offices. The White Paper on South African Land Policy (1997) states that:

In the long-term, the vision is for a decentralization of functions to the local government level. The long-term success and sustainability of the land reform programme is to a large extent dependent on the ability of potential beneficiaries to be able to access the programme easily, and to have a clear understanding of what assistance they can get from government. The commitment to decentralized delivery in the long term is founded on belief that this

is the only viable way to ensure effective participation in the programme. Providing services close to the local level, where delivery can most effectively take place, requires the development of a local-level land administration.

This is where the essentiality of district level offices comes in. It is important that this government programme be accessible to the people. This is a big challenge for Department of Land Affairs in Limpopo because this vision was never realized.

Limpopo Province; as one of nine provinces in South Africa, has the lowest rate of functional urbanization in the country. Rural areas in the province are characterized by a large and relatively unskilled population. Under the apartheid regime forced removals, many thousands of people were dumped in rural areas of the province without any infrastructure or hope of employment. Since 1994, whatever standards apply, the land reform programme has clearly not succeeded in achieving its objectives and critical areas remain unaddressed. The Department of Land Affairs (DLA) has routinely failed to spend its budget (less than half of one percent of the national total), resulting in reduced funding being made available by the treasury for 2001/2. This has generally been attributed to severe lack of capacity – particularly in terms of quality and quantity of staffing. The Department of Land Affairs, budget also has always been small compared to other programmes, being less than 1% of the national budget. Compared to the task needed, the budget is inadequate (Lahiff, 2002:2).

Lahiff (2002) states that, among various problems experienced with land reform, there are inexperienced officials conducting land transactions, leading to lengthy delays and loss of interest from sellers; reliance on current land owners to determine when, where and at what price land is made available; poor co-ordination with the provincial Department of

Agriculture and Local Government, leading to poorly-designed projects and lack of post settlement support, unwieldy group schemes, cumbersome approval mechanisms that required ministerial approval for every project ; and imposition of inappropriate business plans on poor communities. All this are support services that need to be unpacked and rearranged to fast track the land reform process.

2.4 Implementation capacity

Inadequate government capacity for land reform is a recurring problem, not only in Southern Africa. The relevant government agencies are short of skilled and experienced staff, and also suffer a high rate of staff turnover. Poor co-ordination between agencies responsible for resettlement and / or farmer support is a further constraint.

NGOs and academics often call for land redistribution to be simplified and accelerated. Yet its complexity in constitutional democracy tends to be greatly underestimated by those who have not tried it. A numerous and widely deployed army of well-trained field staff is essential to inform people of their entitlements, and to facilitate the many and complex legal, financial and administrative tasks involved. Land redistribution may require state intervention in the land market through the provision of grants and services for.

- a) Community organizing (community facilitation in South Africa), mediation and conflict resolution and farmer selection;
- b) Farm and resettlement planning, including obtaining the necessary development planning approvals;
- c) Land purchase (including valuation, negotiation and land transfer);and
- d) Registration and issuing of title in favour of the land reform farmers;
- e) Re-settlement, including the provision of physical infrastructure;

- f) Post settlement support services (producer co-operatives, farm credit and input supply, marketing extension advice, etc) to sustain resettled households in the initial years (Adams and Howell, 2001:3).

A related requirement is that of adequate land valuation, survey and public land tenure records. In the absence of these, landowners can easily frustrate land acquisition, or benefit through inflated prices (Adams and Howell, 2001:3).

2.5 Support Functions involvement in Land Service Delivery

The support services are activities in public administration that consists of, among others, six generic processes, namely policy-making; organizing; financing; personnel provision and utilization; determination of work procedures; and control (Du Toit and Van der Walt, 1999:14).

In public institutions, every activity should be directed towards the achievement of a specific policy objective (Roux, et al, 1997: 207). The main objective of the Department of Land Affairs is to deliver land. More land delivered means more productivity to public institutions.

It is stated clearly on the departmental strategic goals as follows:

- a) Provision of access to land;
- b) Provision of rights in land;
- c) Improvement and alignment of stakeholders relations;
- d) Promotion of intra-departmental excellence; and
- e) Effective co-ordination of integrated spatial planning and information (Strategic Objective of the Department of Land Affairs)

It is the responsibility of the officials of the Department of Land Affairs to align themselves with the objective of the department for achieving the same goals. The daily activities of the officials will be striving for achievement of their objectives and their performance will be measured according to the standard and drawn towards achieving the desired goals,

which is land delivery. Performance management is explained as a set of techniques and procedures that share the common features of the following (Mabey, et al, 1998: 125):

- a) Providing information on the contribution of human resources to the strategic objectives of the organization;
- b) Forming a framework of techniques to secure maximum achievement of objectives for given inputs; and
- c) Providing a means of inspecting the functioning of the process links, which deliver performance against objectives:

The main objective of the performance management system is to see to it that Land Affairs move towards a result oriented culture. This is to a) ensure service delivery achievements; b) establish alignment, or linkages, between individual goals and objectives; c) to ensure that employees acquire skills and knowledge that which will enable them to achieve not only their objectives, but also those of Land Affairs. Skills development will become an integral part of each employee's workforce.

2.6 Conclusion

In South Africa, Land reform programme tends to provide not only the source of income, security and status, but also a foundation for broader rural development and political stability.

The Literature proved that from as way back as 1913 there has been an imbalance as far as land is concerned. The Native Land Act resulted in allocating only 10% of Land to Blacks. This discrepancy crippled the economy of Africans. In Zimbabwe, Namibia, South Africa and several other African countries, inequitable land distribution contributes to rural poverty and social and political tensions. In South Africa in particular,

where it is a legacy of settler occupation, severe imbalances in land ownership also are a source of continued racial strain (Africa recovery,1994)

The Land Reform legislations, which have been in place since 1994, are meant to correct dispossession and ownership of Land in South Africa. The main purpose is to provide an equitable and sustainable land that would promote social and economic development. The concept of 'willing seller, willing buyer' has dominated the discourse on Land Reform in South Africa since 1994. Now following the national Land Summit of July 2005, it appears that government is willing to abandon this approach and apply expropriations, especially in areas where sufficient land is not coming into the market.

CHAPTER 3

DATA ANALYSIS

3.1 Introduction

The main research questions analyzed during the study are as follows:

- a) How to evaluate and measure an impact that arises from support services in Land Reform in the Limpopo Provincial Land Reform Office?
- b) What are possible strategies for effective support of implementation of Land Reform delivery?

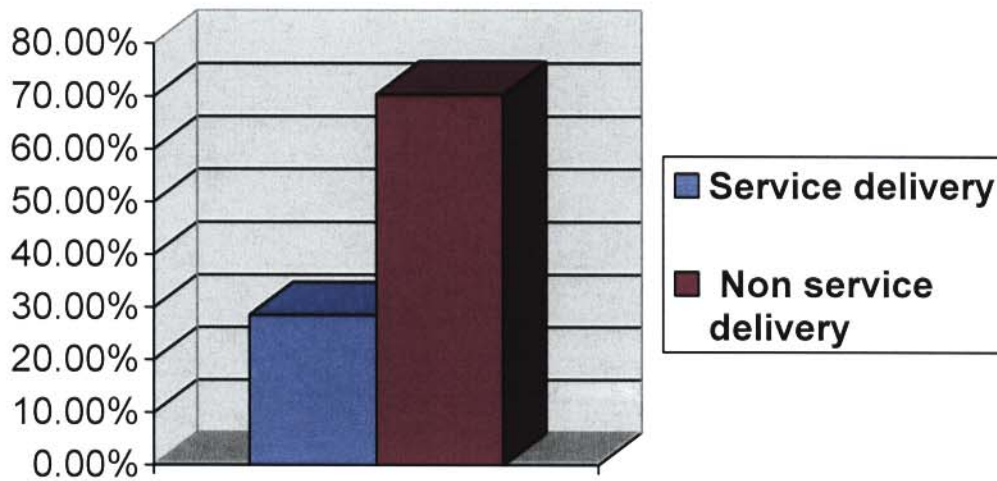
To answer the above-mentioned questions, the researcher analyzed the Land Reform implementation processes, Institutional structure of Land reform office and service delivery standard as applicable in the Batho-Pele principles. The information was drawn from the targeted respondents and documentation within the Department of Land Affairs.

The researcher used grounded theory research strategy. According to Babbie (1990:92), grounded theory is a term used with reference to the creation of theory based more (but not exclusively) on observation than on deduction. The data filtering method was also used to discard information that is not relevant to the research project and thus remaining only with the relevant data (Brynard & Hanekom, 1997:48). At the end of this chapter, conclusion is provided, highlighting critical issues raised during data collection.

3.2 Interview and questionnaire surveys

Interviews and questionnaire surveys were conducted and the findings are reported as follows:

3.2.1 Service Delivery



The Constitution of the Republic of South Africa, 1996 stipulates that public administration should adhere to a number of principles, including that:

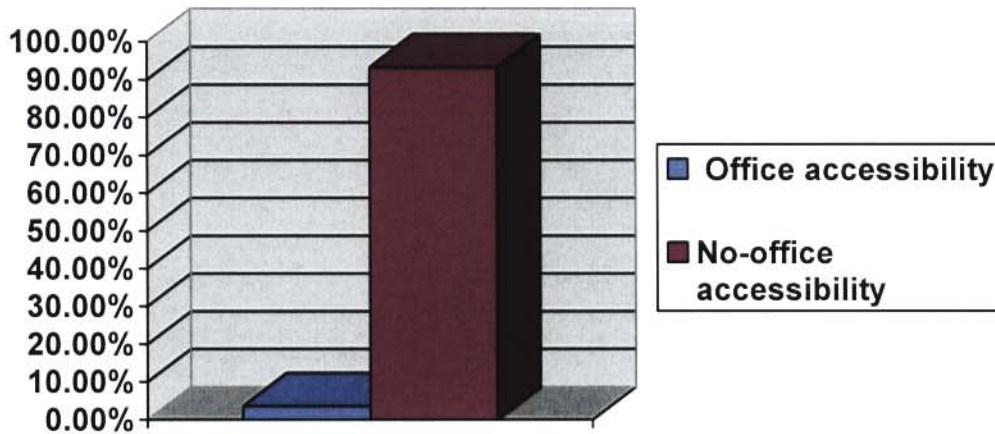
- a) a high standard of professional ethics be promoted and maintained;
- b) services be provided impartially, fairly, equitably and without bias;
- c) resources be utilized efficiently, economically and effectively;
- d) people's needs be responded to; the public be encouraged to participate in policy making; and
- e) it be accountable, transparent and development – oriented

In line with these constitutional principles, the White Paper on Transforming Public Service Delivery (1997) calls on all national and provincial departments to make service delivery a priority. In improving service delivery of public services, this means redressing the imbalances of the past and, while maintaining continuity of service to all levels of society, focusing on meeting the needs of 40% of the South Africans who are living in rural areas, and who have previously been disadvantaged in terms of

service delivery (White Paper on Transforming Public Service Delivery, 1997:3). The chart given above on the findings collected during interview, shows that the employees of the Department of Land Affairs believe that the office does not meet the service delivery requirements. Land Reform beneficiaries are previously disadvantaged group, who are below the poverty line and basically illiterate. High prices of the farms, lack of information about Land Reform are main challenges facing the Department of Land Affairs.

The findings from the questionnaire indicate that most of the beneficiaries believe they are not serviced well by this department. It was also noted that most of community members do not have information about land reform. The Land Reform Programme is not communicated well to the community at large. Most of the beneficiaries mentioned that the communication strategy of the Department of Land Affairs is centralized and there is still a need to introduce information dissemination strategy in the province. Most people, especially in villages, are not aware of the services of the Department of Land Affairs.

3.2.2 Office accessibility (service points)



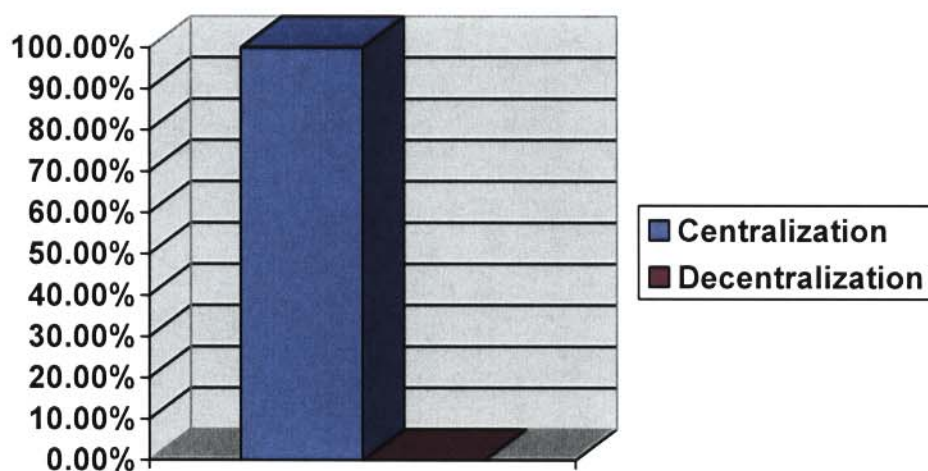
The question of accessibility was asked to find out if the Limpopo PLRO office is accessible to all community members in the Limpopo Province. The findings from the interviews revealed that 96,3% percent of the employees agrees that the office is not accessible, it does not meet government requirements. Limpopo Province covers an area of approximately 12 million hectares and has a population of approximately 5 million; about 84% of which are rural (Department of Land Affairs Business Plan 2003/2004). The office of Limpopo PLRO is situated in Polokwane, which is the capital city of Limpopo. The office serves six districts within the Province, i.e., Capricorn, Mopani, Bohlabela, Waterberg, Vhembe and Sekhukhune. The area stretches from Thabazimbi to Mesina on the map.

All project officers working in these districts are stationed in Polokwane. They visit the various districts two days per week. Their arrangement is not clearly defined because most of the times they go when there is a need. The communities around districts are not aware of the office arrangement of satellite operation. One of the Batho-Pele principles is to increase access

to the governmental services. The significant factor affecting access is geographical disparities. Many people who live in remote areas have to travel long distances to access public services. Another significant factor is the lack of infrastructure, which exacerbates the difficulties of communication with and travel to remote areas (White Paper on Transforming Public Service Delivery, 1997:32)

The beneficiaries were questioned on whether or not the Limpopo Provincial Land Reform office is accessible to them. The indication was that the office is Located in Polokwane, which is financially strenuous to visit, and it thus becomes difficult to access the Land Reform services. Limpopo is characterized by a high rate of unemployment and poverty. Most of the beneficiaries requested district level delivery offices. It was realized that most of their clients are very old and illiterate; they still believe that it will be easier if the Department of Land Affairs can establish offices in their Local government offices.

3.2.3 Centralization / decentralization



The question about centralization and decentralization of functions was asked during interviews to find out if centralization of duties does not delay the delivery, considering the operational structure of the Limpopo PLRO. 100% of the employees believes that centralization of functions in the National Office, Pretoria has serious impact on the delivery of Land Reform. In Limpopo, PLRO the key Public administration functions such as Procurement, Human Resource and Finance are still centralized in National Office, Pretoria. The budget is still controlled in Pretoria; the provincial office does not have the power to do appointments on their own, to appoint a service provider through tender procedure it has to be done in Pretoria.

For the Human Resource to fill a post it also has to be finalized by National Office in Pretoria. The Provincial Land Reform Office identifies the need to fill a post by writing a memo to National office for approval to advertise. After approval, the Limpopo Provincial Land Reform Office drafts an advert and sends it back to the National Office and they will advertise using their address. The applications will be submitted to the National Office. The National Office will sort and register them and send them back to the Provincial Office for selection and appointment. The process also takes two months depending on the availability of officials to do the work. If the process were done in the province, it could have been very short and the officials involved will know the urgency for filling the post.

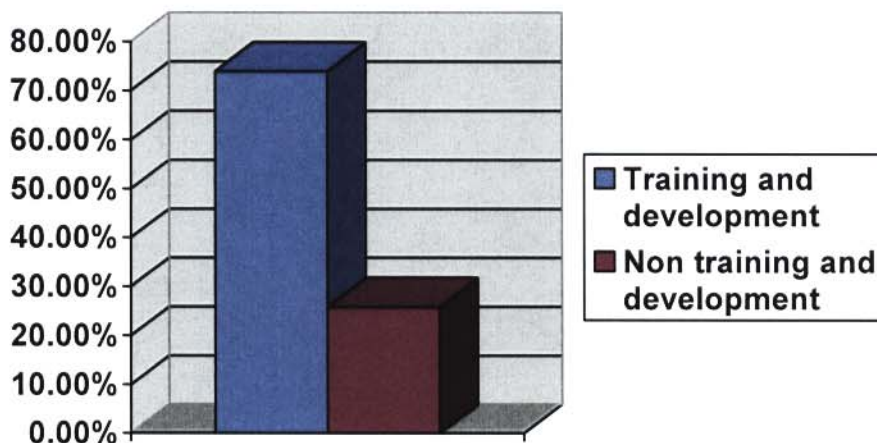
Social scientist believe that decentralization as another form of devolution of responsibilities, authority and concomitant resources (funding, personnel, etc) from the central government to a sub-national level of government. The aim of increasing decentralization is to improve the planning and implementation of public services provision by incorporating local needs and conditions while meeting regional and national, social and

economic development objectives (Decentralization Policy guidelines, www.delivery.org).

The findings drawn out from the questionnaire indicate that the beneficiaries believe the power of the Limpopo Provincial Land Reform office is still controlled in Pretoria, which is regarded as a delay tactic to Land Reform delivery. It was somewhere mentioned that if the functions were decentralized, the support staff will be able to appoint service providers in time and the project cycle will be shortened. Presently, to appoint a service provider it takes almost four weeks in the province and another two weeks at National office. All this process relies on the availability of officials, which means it may even take more than five weeks.

The more the process takes long, the more the project cycle prolong, as well. In the process, the seller may decide to withdraw the offer to sell. This causes a lot of confusion for the beneficiaries because they have to start again to look for a farm on sale. Most of the beneficiaries do not understand the process of transactions as approved by head office; they become frustrated and believe that those are some of the tricks of the public servants if they feel they don't want to work.

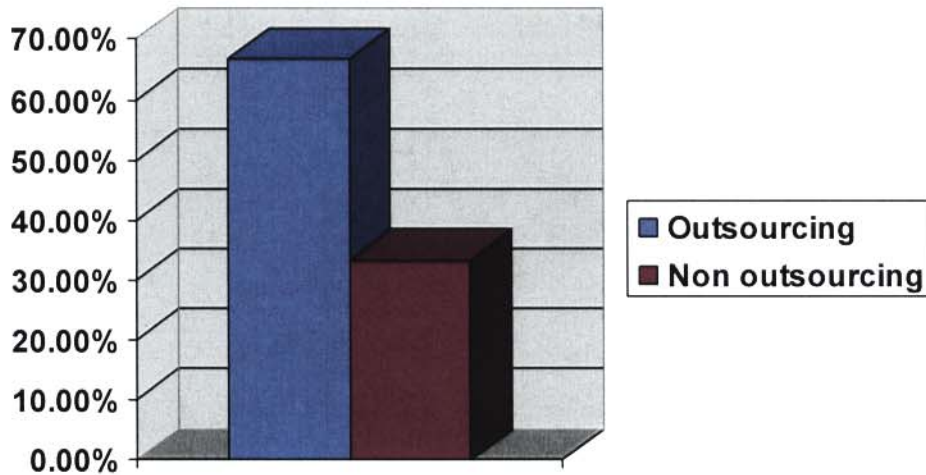
3.2.4 Training & Development



The question of training and development was asked during the interviews to get guideline as to whether or not the employees are given enough training. 74 % of the employees believe training is enough while 25 % of employees said that there are other programmes of Land Reform, which are not covered in the training programmes, e.g., The Tenure and Management of State Land. The findings from the interviews indicated that training is enough, even though the practical implementation of the theory is difficult, and each and every province has its own dynamics, although training is applied uniformly in all the provinces. The Department of Land Affairs is committed to the effective mobilization, development and utilization of human resource capacity, as this will be critical for the success of institution building and management programmes(DLA Transformation Document, 1996).

The question on skills of the project officer was posed to beneficiaries and the indication was that they are skilled even though these are other programmes like Establishment of Tenure Rights(Esta), Labour Tenants Rights(LTA) and Communal Land Rights (CLARA), which they still need more training on.

3.2.5 Outsourcing of services



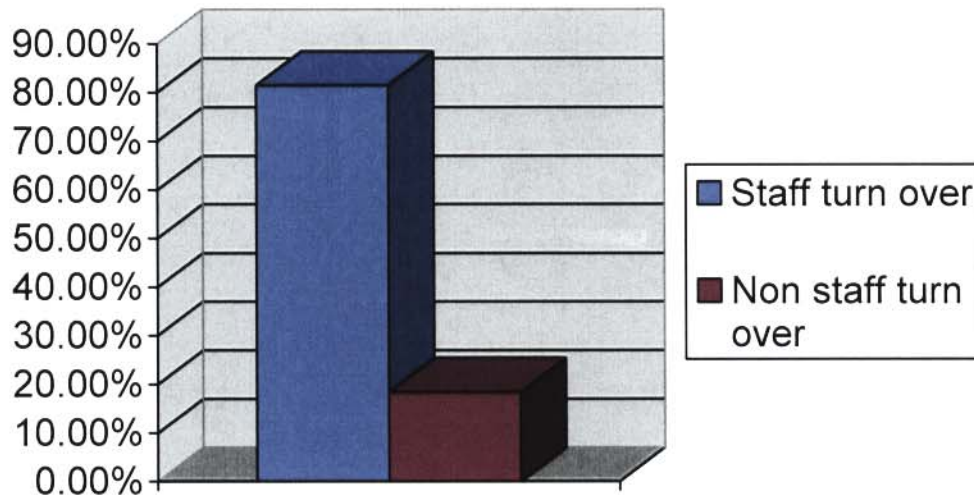
The Limpopo Provincial Land Reform office like any other organisation has a system in place where by special services, like drawing business plans, valuations, and legal entity are outsourced from private companies through tender procedures. These are services that are not available within the public service.

The question was asked to check whether or not the department is benefiting from this kind of service or if the skills invested on the staff will benefit the public service as a whole. 66,7 % of employees believes that outsourcing is costly and most service providers supply the department with poor quality work, whereas 33,3% of employees believes the system is very much useful because it is faster and more professional.

The paper from the Department of Information and Technology about outsourcing of services in government indicated that the issue of outsourcing of service in Public Sector undertaken has assumed to keep pace with ongoing reforms and sector to achieve the twin objectives

namely productivity coupled with cost reduction of government to concentrate on its core business (www.doitpunjab.gov,2005).

3.2.6 Staff turn over



The core unplanned turnover rate, averaged across all Public Service Departments was 11% (12% for women, 10% for men) for the year to 30 June 2002. The turnover rate for the previous year was 13%. Core unplanned turnover rates vary considerably across departments each year. Departments that employ high numbers of staff whose skills are specific to the department (such as customs offices) generally have low turnover rates, whereas departments that employ high numbers of staff with generic skills, generally have higher turnover rates. High rates of turnover in department –specific occupations are a cause for concern because of the impact on the department’s core capability (www.ssc.govt.nz).

In this interview, the question was asked to find out the impact of high staff turn over, as it has been realized that the Limpopo PLRO experiences high staff turn over. 81,5% of employees believes that the high staff turn over has a negative impact on Land Reform delivery because the department spends most of the time receiving new appointees and always training. There are always unfinished projects in the pipeline. After the recruitment is done, new appointees are trained and given projects just after they acquainted themselves with the policy. Once they are acquainted with the programmes they become marketable and taken by other departments or municipalities at higher packages.

The problem also affects the beneficiaries because they are always introduced to a new face and just as they would still be learning how to work on that, he/she disappears again. The Land Reform programme is a new area of specialization in the public sector. Most of the time, the recruits are from agriculture and are fresh from school. And the ones who are fresh from school are still young and free to relocate and they are always looking for greener pastures. 5% of the employees believe that staff turn-over does not impact on Land Reform delivery.

The findings from the questionnaire drawn from beneficiaries responses indicate that lack of proper support functions have negative impact on Land Reform delivery. e.g. the lack of adequate Human Resource will mean that the implementation of programme gets affected.

It has been mentioned somewhere above that in the Limpopo PLRO support functions which play important role in Land Reform delivery are, namely procurement, Human Resource and Finance , because they are directly involved with them.

The question on beneficiaries about whether or not the Department of Land Affairs will be able to meet the constitutional mandate of delivering

30% of Land to the previously disadvantaged group, the response was “no”. The challenges faced by the Department of Land Affairs are that the land prices are very high. The land that gets released by whites is only that which is regarded as unproductive. Legislation is very lenient on whites, i.e., the “willing buyer, willing seller principles”. The release of land is on a current land owners’s will. In addition, the Department of Land Affairs expects the previously disadvantaged groups to contribute financially before they can be given land. What does the department expect the poorest of the poor to put down before being given land?

The response from beneficiaries to the question of whether or not the grant given by the Department of Land Affairs to assist the beneficiaries to acquire land is enough was responded to as follows: the grant is not enough because the land prices are very high, i.e, beneficiaries can access grants under LRAD depending on the amount of their own contribution in kind, labour, and /or kind. Those who make the minimum contribution of R5 000 receive the minimum grant of R20 000. Those who make a higher contribution of own assets, cash, and /or labour receive higher grant; determined as a basic proportion of their own contribution.

The question of whether the Department of Land Affairs, like other departments that came into existence after 1994, made impact on South African livelihoods or no, received responses that are like those of the other departments. Respondents held that there is positive impact on the South African livelihoods but Department of Land Affairs is still struggling to implement its legislation. The change of landownership, to move from Whites to the previously disadvantaged group, is very slow, and only moves by inch. It is still a problematic issue with those who benefit in this programme because after they purchased land they were not able to use it because of not being skilled enough to do farming on their own, and financially they are still struggling to start up the business.

3.3 Conclusion

The overall comment on Land Reform in the Limpopo Province is viewed as a failure. Rich agricultural land in Limpopo is still under the hands of Whites. There is no way it will be released in the near future, only land which is unproductive is released for the Redistribution programme and instead of improving livelihoods of the previously disadvantaged group, it enriches the Whites who previously took the land freely from Blacks.

On the basis of what has been found from the survey undertaken, it is proven that there are lots of challenges facing the Department of Land Affairs to achieve its mission. The support functions of the Limpopo PLRO impact negatively on Land Reform delivery. The analysis revealed that the challenges facing the Department of Land Affairs to deliver land are the decentralization of duties, district level delivery, dissemination of information, High staff turn over and Land Policy. Support services will always play an important role in any organization. The organization will need effective support functions to deliver its core business.

CHAPTER 4

CONCLUSIONS AND RECOMMENDATIONS

4.1 Introduction

The chapter discusses the conclusions and recommendations based on the analysis done in the previous chapters.

Based on the study evaluated the main objectives were, firstly to evaluate and measure an impact that arises from support service on Land Reform delivery. Secondly, the study further suggested at the end of this chapter the possible strategies for the effective support of implementing Land Reform delivery.

A thorough study has been undertaken and the assumption that support function is currently not giving enough support to ensure effective land reform delivery has been empirically tested. The findings revealed that the support system within the province needs to be improved and relevant recommendations will be listed below.

In chapter 1, the introduction and general orientation of the study is outlined. In the chapter the intention of the study was outlined together with the position of the Limpopo Provincial Land Reform Office within the Department of Land Affairs.

Chapter 2 outlined the historical background of Land Reform in South Africa and offered theoretical explanation of support functions, whereas Chapter 3 gave a detailed report on data analysis. Based on the findings of the study, the following recommendations are drawn

a) District Level Service delivery

In South Africa to improve service delivery level in the public sector, it means redressing the imbalances of the past and maintaining continuity of service at all levels of society. In addition it means focusing on meeting the needs of the 40% South Africans who are living below the poverty line. Improving service delivery also calls for a shift away from inward-looking; bureaucratic systems; processes and attitudes; and a search for new ways of working of all which put the needs of the public first. This is better, faster and more responsive to the citizens needs.

It is recommended that the Limpopo Provincial Land Reform Office opens district level delivery offices in all the six districts offices. These offices should be operational full time. All the South African citizens deserve public services closer to them, which can be accessed at less cost.

b) Centralization / decentralization of duties

Decentralisation is the devolution of responsibilities, authority and concomitant resources, (funding, personnel, etc) from the central government to a sub-national level of government. The rationale for such initiatives is that it is desirable to move the level of decision-making closer to those most directly affected by the programme and services which are planned and implemented by government. Decentralisation helps reform concentration of administration, inter-governmental administrative relations, civil structures, competencies and procedures.

Based on the findings in the study, it becomes apparent that the Department of Land Affairs needs to do away with the centralisation of duties and introduce decentralization as a desirable move to improve service delivery in the province. Sections that need to be prioritized when implementing the decentralization process are, namely Procurement of Services, Human Resource, Finance and Communication. If these sections are decentralized, processes such as Procurement, Recruitment and Financial transactions will be easier and shorter and that will improve the Land Reform delivery.

c) Training and Development Initiatives

Although the findings show that there is an adequate training initiative within the Department of Land Affairs, there is still a need to do follow-up training, especially among project officers. Respondents felt that training was primarily supply driven, which often resulted in an oversupply of training where by people attend training just to fill their Curriculum Vitae's rather than do their work more efficiently. It has been noted that the Department of Land Affairs provides uniform training, which becomes a problem to project officers when it is implemented in the field because all the provinces have different Land Reform dynamics. If uniform training is provided, the implementation of skills would be problematic. It is therefore recommended that needs assessment be applied before training is designed. Tailor-made training should then be designed in line with the needs per province. There is also a need to move towards a project or programmatic approach to training and capacity building in order to develop a holistic and more comprehensive approach within the context of land reform.

d) Information dissemination

Information is one of the most powerful tools at the customer's disposal in exercising his or her right to good service. National and provincial departments must provide full, accurate and up-to-date information about the services they provide. The information can be disseminated through campaigns, district workshops, Land Summits and consultation meetings. To update clients about the Land Reform programme and also give contact details to encourage maximum participation on Land Reform in the Province. This must be done actively in order to ensure that all those who need it do receive information, especially those who have been previously excluded from the provision of public services. The consultation process should also be used to find out what customers need, and then to work out how, where and when the information can be best provided.

It is recommended that the Limpopo Land Reform Office design a Communication Strategy to sell its services to the people of Limpopo. And this Communication Strategy be used as a flexible tool to disseminate information to the communities entirely in their vernacular. It is recommended that Land Reform campaigns, districts workshops, and Land summits, be held continuously to update our clients about the programmes and give contact details, as a way to encourage maximum participation on Land Reform.

a) High staff turn over

Massive staff turn-over has negative impact on delivery. Findings from the research show that high staff turn-over implies that there is no commitment of staff to the objectives of the department. Others

felt that high staff turn-over may be the result of the dissatisfaction of the employees with the working environment, while others felt that staff components of young generation usually experience high staff turn- over because they are always looking for greener pastures and they are not afraid to explore as they are not yet committed to any province.

It is recommended that Department of Land Affairs start practically implementing Retention Policy. The employees who produced proof of offer of employment outside the department should be interviewed and find out why he/she wants to leave and the department should enter into negotiations with the employees so that protected promotion can be implemented only to selected and proved to efficient employees. The Limpopo Provincial Land Reform office structure should be reviewed so that it can accommodate career-pathing.

f) High Land prices

It was recommended, especially from the beneficiaries that the government needs to review the market prices for land in Limpopo. It was realized that land prices in this province are very high; the previously disadvantaged group are not able to meet the prices. It is recommended that the government should buy the land on behalf of the community and distribute it accordingly. It may be a lease for a certain period and the performance on that land will prove after some specific years if one qualifies for ownership.

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COVERING LETTER :SELF ADMINISTERED QUESTIONNAIRE

P. O Box 3125
Chuenespoort
0745

14 FEBRUARY 2005

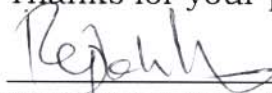
**SELF ADMINISTERED QUESTIONNAIRE FOR COMMUNITY OF
WATERBERG AND CAPRICORN DISTRICTS**

I am a registered student at the University of the Limpopo, under Faculty of Management Sciences and Law, in the Turfloop Graduate School of Leadership (TGSL). I am currently conducting research on "The impact of Support function on Land Reform delivery in the Department of Land Affairs in Limpopo Province.

I hereby request your participation in completing the questionnaire, which will take approximately fifteen (15) minutes of your precious time. Kindly feel free and relaxed, as your participation will be highly confidential. You have a choice not to disclose your name.

After the completion of the research, the findings will be accessible to all participants on request.

Thanks for your participation


VICTORIA MPHAHLELE
CELL : 082827 0651

SELF ADMINISTERED QUESTIONNAIRE FOR CAPRICORN AND WATERBERG DISTRICTS

NB : Please tick where appropriate

1. Do you think the services supplied by support service in Limpopo Provincial Land Reform Office(LPLRO) have impact on Land delivery.

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

Elaborate

2. Do you think support functions are essential to run a program like Land Reform?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

Elaborate

3. Do you think centralization of support functions has impact on Land Reform delivery in the province?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

Elaborate

4. Which support functions are necessary to be decentralized in the province

Finance	
HR	
Procurement	
Communication	

Elaborate:-----

5. Do you think our project officers are skilled enough to implement Land Reform?

YES	
NO	

Elaborate

6. Do you think Land Reform office is accessible to all communities in Limpopo Province?

YES	
NO	

Elaborate

7. How many times do project officers visit your communities?

Daily	
Weekly	
Monthly	
None	

8. How long do project officers respond to your queries about land reform?

1 week	
2 weeks	
3 weeks	
More than above	

9. Do you think Limpopo Provincial Land Reform Office (LPLRO) employees meet the Batho- Pele principles?

YES	
NO	

Elaborate

10. Do you think your neighbours have information about Land Reform?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

Elaborate

11. Are your problems with Land Reform addressed satisfactorily?

YES	<input type="checkbox"/>
NO	<input type="checkbox"/>

Elaborate

12. Do you think the Department of Land Affairs will be able to meet constitutional mandate of delivering 30% of agricultural land by 2015?

YES	<input type="checkbox"/>
-----	--------------------------

NO	
----	--

Elaborate

13. Do you think the grant, which is given by the Department of Land Affairs to assist for buying land, is enough?

YES	
NO	

Elaborate

14. Is the support functions currently not giving enough support to ensure effective Land Reform delivery

YES	
NO	

15. Do you think offices like Land Reform office, which came to existence after the reflection of new democratic government, made impact on South African livelihoods?

YES	
NO	

Elaborate

 -----.

16. From your experience, what is the main impact of the Land Reform delivery in the province?

 -----.

17. How do you view Land Reform in the Limpopo Province?

Failure	
Success	

Elaborate

18 . What are possible strategies for effective support of implementing Land Reform delivery in your district?

Elaborate

COVERING LETTER FOR INTERVIEW QUESTIONS

Annexure C

P. O Box 3125
Chuenespoort
0745

14 February 2005

INTERVIEW : EMPLOYEE ON LIMPOPO PLRO

I am a registered student at the University of Limpopo, under Faculty of Management Sciences and Law, in the Turfloop Graduate School of Leadership (TGSL). I am currently conducting research on "The impact of Support function on Land Reform delivery in the Department of Land Affairs in Limpopo Province.

I hereby request your participation in this interview, which will take approximately fifteen (15) minutes of your precious time. Kindly feel free and relaxed, as your participation will be highly confidential.

After the completion of the research, the findings will be accessible to all participants on request.

Thanks for your participation


VICTORIA MPHAHLELE
CELL : 082827 0651

Annexure D

**INTERVIEW QUESTIONS FOR EMPLOYEE OF LAND AFFAIRS IN
LIMPOPO PROVINCIAL LAND REFORM OFFICE**

1. With the experience you have in this Department, do you think the office is achieving its goals as addressed in the office business plan?
2. Our government believes that the services should be accessible to the people especially at rural level. Do you think this office is meeting that requirement?
3. Many authors believe that centralization of duties is another way of delaying delivery in government. What is your feeling about that considering the structure of this office?
4. Do you think Support Functions have impact on slow delivery of Land Reform in this province?
5. Do the training and development initiatives applied by this department help to improve service delivery of Land Reform?
6. It is understood that the Department uses most of its budget on outsourcing skills, do you think it is costly for the department?
7. It has been noted that the department of Land Affairs is one of the departments that experience high staff turn over. Do you think this has influence on slow delivery of the department? How could this problem be resolved?
8. The Department of Land Affairs is expected to reach 30% land reform target in 2015, at your pace do you think the office will be able to meet the set target?
9. Do you think the support function has the capacity to support Land Reform in this province? Why?
10. Is the support function currently giving enough support to ensure effective Land Reform delivery?
11. Project Officers do not have relevant skill hence low level of Land Reform Service delivery. What is your position on that?
12. What are possible strategies for effective support of implementing Land Reform delivery in the province?

INTERVIEW DATA

VARIABLES	TARGET	FINDINGS
1. Service delivery		Mostly believe that challenges like claims on the farm, high land prices, lack of information, are the reason why Land reform delivery is so slow
Yes	8 (28,6%)	
No	19(70,4%)	
2. Office accessibility		Offices are not accessible there is a need for district level offices
Yes	26(96,3%)	
No	1 (3,7%)	
3. Centralisation		Functions still centralized in Pretoria, services like to appoint service provider, to hire a car for project officers, budget, decision making, the office is more of a post office , it does not have power
Yes	27 (100%)	
No	0 (0%)	
4. Training & Development		Theoretical training is enough & relevant but policy implementation is difficult
Yes	20(74%)	
No	7(25,9%)	
5. Outsourcing		Outsourcing is costly; most service providers provide poor quality work there is a believe that if skills were transferred to employee will be better
Yes	18(66,7%)	
No	9 (33,3%)	
6. Staff turn over		High staff- turn over because of competitive salaries and this has impact on the Project cycle
Yes	22(81,5%)	
No	5(18,5%)	

Annexure F

QUESTIONAIRE FINDINGS

QUESTIONS	NUMBER OF RESPONSES & PERCENTAGES	OVERALL COMMENTS
1. Do you think the services supplied by Support Service in Limpopo PLRO have impact on Land Reform delivery?	30	Support service impact seriously on Land reform possesses
Positive	30 (100%)	
Negative	0	
2. Do you think support functions are essential to run programme like Land Reform	30	They play important role, provide resources like finance, human and physical
Yes	24	
No	6	
3. Do you think centralization of support functions have impact on Land Reform delivery in the Province		It does impact negatively, delays service delivery and it is against the Batho –Pele principle Very few believe that centralization of power limits discrimination and promotes uniformity
Yes	27	
No	3	
4. Do you think our project officers are skilled enough to implement Land Reform		There is still a need to provide more training, especially with Tenure programs like Esta, LTA and CLARA
Yes	6	
No	24	
6. Do you think Land Reform office is accessible to all communities in Limpopo Province		Limpopo Land Reform office is in Polokwane. It is not accessible , people cannot afford to travel to Polokwane from around

		the Limpopo Province, which stretches from Thabazimbi to Mesina, financially is so strenuous.
Yes	0	
No	30	
7. Do you think Limpopo Provincial Land Reform office meet the Batho-Pele principles		Partly, but few principles like accessibility are not clearly addressed
Yes	14	
No	16	
8. Do think your problems with Land Reform addressed satisfactory		Mostly don't have information about the programmes, services are centralized, consultation is at minimal
Yes	10	
No	20	
9. Do you think Department of Land Affairs will be able to meet constitutional mandate of delivering 30% of agricultural land by 2015		Delivery move at a slow pace, to complete one project it takes more than six months
Yes	8	
No	22	
13. Do you think the grant, which is given by Department of Land Affairs to assist for buying land is enough		Land is very much expensive in Limpopo, the Land Reform grant is very little
Yes	6	
No	24	
14. Is the support function currently giving enough support to ensure effective Land Reform Delivery		Financially, Human resources and procurement services
Yes	4	
No	26	
15. Do you think the offices like Land Reform offices which came to existence after the new democratic government made impact on		There is change on land delivered to previously disadvantaged but livelihoods at minimal

South African Livelihoods		rate
Positive	23	
Negative	7	
17 How do you view Land Reform in Limpopo		Land delivered but people still poor because they don't have money to farm
Failure	16	
Success	14	