

# **THE IMPACT OF THE LAND RESTITUTION PROGRAMME ON POVERTY**

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**THE IMPACT OF THE LAND RESTITUTION PROGRAMME ON POVERTY**

**BY**

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## DEDICATION

The study on: “*The Impact of the Land Restitution Programme on Poverty*” is dedicated to all those who are committed to pushing the frontiers of poverty through poverty alleviation programmes in the African Continent.

No poverty alleviation effort is meaningless; together we can make a difference!

The struggle continues!

## DECLARATION

I hereby declare that the study on “*The Impact of the Land Restitution Programme on Poverty*” is my own work and all sources used in the study have been acknowledged by means of references.

.....

**Ms Nonhlanhla Bongiwe Charity Buthelezi**

**Student** :

**Date** :

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## ABSTRACT

The Impact of the Land Restitution Programme on Poverty

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The state of poverty in South Africa dictates how social policies should intervene to make an impact on poverty alleviation. Government formulated the three pillars of Land Reform Programme i.e. the Land Restitution Programme, Land Redistribution Programme and the Security of Tenure Programme. The Land Restitution Programme was utilised, through which people were given the opportunity to choose their preferred option ranging from original land, alternative land, financial compensation and involvement in development projects. The Programme aimed to reduce the unequal distribution of land amongst the racial groups of South Africa and alleviating poverty.

During the process of land restitution the subjective impacts were debated more than the objective impacts, which were exacerbated by the experience of Zimbabwe as one of South Africa's neighbouring countries. To date, little empirical evidence exists concerning the actual objective and subjective impact of the Land Restitution Programme. The aim of the study was to evaluate the objective and subjective impacts of the Land Restitution Programme on poverty. A quantitative research approach was used to conduct an impact evaluation study. Data was gathered by means of self-administered questionnaires. Respondents included land restitution applicants, namely: the claimants who were dismissed because they did not meet the acceptance criteria, the claimants who rejected the offer of financial compensation and the claimants who accepted

the land restitution offer of financial compensation and eventually became the beneficiaries of the Land Restitution Programme.

The research findings revealed that the Land Restitution Programme has both objective and subjective impacts on poverty. The subjective and objective impacts have both positive and negative impacts. The positive objective impacts were revealed to include the improvement in the aspects of quality of life as individuals and as communities, reconciliation at an individual, family and community level, and personal development such as improvement in community participation, empowerment and capacity building. The line, however, between the subjective and objective impacts was found to be very thin. The greatest impacts were amongst the accepted land restitution claimants and the least impact was amongst the dismissed and refused claimants in comparison with the accepted land restitution beneficiaries. The findings confirmed the hypothesis of the study, namely that if the poorest of the poor beneficiaries receive the land restitution compensation their levels of poverty decreases, compared to those that are refused or dismissed for land restitution compensation. The study revealed that the negative impact of the Land Restitution Programme is on its ability to acquire title to land. The claimants and beneficiaries of the Land Restitution Programme still regarded the programme as effective even though it has challenges in terms of addressing poverty alleviation.

The study concluded that the Land Restitution Programme should be implemented within a Framework for Poverty Alleviation. Such a framework needs to go beyond the legalistic framework that is provided by the Land Restitution Act no 22 of 1994 which currently do not address approaches to poverty alleviation, strategies for alleviating poverty and aspects of quality of life that are measurable. The study recommended the implementation of a Land Restitution Programme Framework for Poverty Alleviation, which include elements of measuring poverty and aspects of quality of life and poverty alleviation approaches such as the livelihood approach, asset vulnerability

approach, compulsory asset redistribution approach, and social development strategies. It is further recommended that the Land Restitution Programme Framework for Poverty Alleviation should be informed by the voices of the poor, professionals and international donor communities in order to comprehensively make an impact in graduating the poor from being poverty stricken to being self sufficient and self reliant.



## KEY WORDS

Beneficiaries

Claimants

Evaluation / assessment

Indicators of success

Impacts

Land Reform Programme

Land Restitution Programme

Objective impacts

Poverty Alleviation framework

Programme

Programme Evaluation

Restitution

Subjective impacts

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## CHAPTER ONE

### GENERAL ORIENTATION TO THE STUDY

#### 1. INTRODUCTION

Tong (2002:1) is of the opinion that land reform is one of the most contentious and complex issues facing South Africa so far. The White Paper on South African Land Policy (1997:9) argues that the importance of land reform in South Africa arises from the land dispossessions that took place at the hand of white colonizers. According to the *Black Land Act, 1913 (Act No 27 of 1913)* racial classification was a criteria used to obtain the right to own, rent, or even share cropland. Millions of Black people were forced to leave their ancestral land and resettle in what quickly became overcrowded and environmentally degraded reserves and pools of cheap migrant labour for white owned farms and mines.

This racial classification policy became a cause of insecurity, landlessness and poverty amongst the black people in South Africa. The majority of black people lost their rights to own the land. The dispossessions forced people to seek employment and many became farm or mine labourers. This situation is still evident even today as the South African land ownership and land development patterns strongly reflect the political and the economic conditions of the apartheid era; Black people still own 13% of land whilst White people own 87% (Tong, 2002:xiii).

Sapa (2004a:5) quotes Du Toit, who argues that the land ownership remains important for both black and white communities with both having strong ties to land and soil. However, Tong (2002:1) says the situation is likely to stay the same for some years to come. The World Bank report (1998:289) emphasizes that access to land is a prerequisite for successful poverty alleviation, wealth



distribution, social and economic development programmes. The abolition of the *Black Land Act, 1913 (Act No 27 of 1913)* by the first democratically elected South African government in 1994 was a first step to addressing land ownership patterns. However, this initiative was only applicable to a tiny minority of black people that could afford land on the free market. Hence, the government's land reform programme was introduced in three fold, i.e. land redistribution, land restitution and land tenure reform.

According to the White Paper on South African Land Policy (1997:7) the aim of the land reform programme is to address the apartheid legacy, to contribute to economic development by giving households an opportunity to engage in productive land use and by increasing employment opportunities through encouraging greater investments. The land policy also envisages that the land reform programme, whether in a form of restitution, redistribution or security of tenure programme, will support business and entrepreneurial culture.

The White Paper on South African Land Policy (1997:13) emphasizes this kind of support and says it is important, because property rights are critical for gaining access to capital for investment in entrepreneurial activity – either through selling the land or through gaining finance on the strength of it. The land policy further says that in developed economies, 70% of new businesses are secured by using formal titles as additional pledge security for mortgages. The African population was deprived of this economic opportunity. Webb (2003:5) quotes Du Toit who points out that a title deed means power – financially, economically and legally. He further argues that not only do people become somebody in the eyes of the legal system but private ownership means stability and stability means investment for the region.

Redistribution of land aims at providing the disadvantaged and the poor with access to land for residential and productive purposes. Its scope includes the urban and rural poorest of the poor, labour tenants, farm workers as well as new entrants to agriculture. Land tenure is a sub type, which aims to improve the tenure security of all South Africans and accommodates diverse forms of land tenure, including communal tenure (White Paper on South African Land Policy, 1997:36).

The White Paper on South African Land Policy (1997:49) clearly states that the aim of land restitution is to restore land and provide other restitutionary remedies to people dispossessed by racially discriminatory legislation so as to support the process of reconciliation, reconstruction and development. Restitution can take a form of restoration to the former land, provision of alternative land, payment of compensation, an alternative package containing a combination of the above or priority access to state resources in the allocation and development of housing and land. The criterion for processing of claims includes investigation into who the claimant is and the type of rights they lost.

The focus of this study is on the Land Restitution Programme and its impact on poverty. One of the principles stated in the South African Land Policy (1997) is that the poor in need of land must be given priority in order to contribute to income and food security. The state has a policy framework for the implementation of a Land Restitution Programme; most people however, perceive the Land Restitution Programme as the entire land reform programme. This is mainly because of the media comments, which subjectively base their views of the programme on the destructive retaking of land that is taking place in Zimbabwe. This does have an impact on the South African perception of land reform.

Hargreaves and Eveleth (2002:92) criticized that the Land Restitution Programme of the Department of Land Affairs was conceived as a palliative to a particular subset of the country's poor and landless majority who lost land through colonial and apartheid dispossessions. The remainder would be expected to purchase land on an open market with limited state assistance. They further stated that the programme has spent three times as much as it has spent on land transfers. This suggests that the majority of settled claims have been resolved in a mechanism that does not result in reversing the imbalanced patterns of land ownership.

Hargreaves and Eveleth (2002:93) emphasized that the programme was deliberately intended for a limited number of people who were able to lodge claims by the end of December 1998, which was the cutoff date for lodging claims. The researcher has noted that some beneficiaries are not living in poverty, but meet the qualification criteria as outlined in the Restitution of Land Rights Act no. 22 of 1994 as amended. This means that land restitution beneficiaries are not always poor people. The focus of the study was on the poorest of the poor within the Land Restitution Programme.

The researcher is of the opinion that whether this category of poor people is given land, an alternative form of restitution or both, it should have a positive impact on poverty. Black, Hartzenburg and Standish (2001:157) argue that land and capital are forms of wealth that increases the income generation potential of the individual. They further point out that most countries call for land reform programmes as an economic reform and poverty alleviation programme. This is despite the views of the United Nations (1999:13–14) which highlight that a number of development practitioners noted that land reform does not necessarily alleviate poverty, but may sometimes make the poor worse off. However, psychologically it appears to produce a heightened sense of self-esteem, personal and communal empowerment, if land reform provision is accompanied

by a clear legal title deed. The land restitution projects of the Department of Land Affairs are aimed at wealth distribution, poverty alleviation, economic and social development.

There is, however, little evidence that this is achieved through the Land Restitution Programme. This is due to insufficient indicators of achievement for the Land Restitution Programme which, according to the White Paper on South African Land Policy (1997:50), includes:

- Calculating the number of claimants who receive restitution in a form of land or other remedies,
- Maintaining confidence in the land market,
- Ensuring that satisfactory frameworks are found for claims that fall outside the land restitution framework and
- That the land restitution process does not cause major disputes, which cannot be resolved within the acceptable remedies.

The researcher is of the opinion that if the Land Restitution Programme is to make a noticeable impact on poverty alleviation, social and economic development, its work would have to be extended beyond the settlement of claims, i.e. handing over land and paying financial compensation. However, this extension is impossible within the given legalistic framework as enshrined in the Restitution of Land Rights Act no. 22 of 1994 as amended. The legalistic framework does not support developmental efforts and disarms the link between land restitution and poverty alleviation. The directive given by the President to allocate additional resources up to 2008 for settling all claims that were targeted for December 2005 also exacerbates this (Mbeki, 2002: 11).

Hargreaves and Eveleth (2002:79) argue that land restitution has not met expectations since the end of apartheid, with few claims settled and minimal land

restored. They blame it on the lack of political will and argue that the quality of land settlements and restorative justice has been sacrificed in the interests of neo-liberal, macro economic objectives. Sekano (2004:8) reported that the land was reclaimed but is still in the hill of thorns. Sekano (2004:8) argues that this is because of the promise that land would be developed whilst in reality no development was undertaken over a period of ten years. He further reported that it has become a common news headline warning that South Africa is heading for a Zimbabwean type of disaster. Ndlovu (2004:5) reported that families become enemies after the payment of the land claim. The slow pace of land reform is also evident in other parts of the world. Sapa (2004b:5) reported that Brazilians complain about the slow pace of land reform.

The researcher has observed that such comments are based on the fact that the financial expenditure on the programme has always been on the increase, whilst the impact is only felt on a short-term basis and at a local level. There is no evidence of the expected outcomes of the programme - such as reconciliation, reconstruction and development, which includes economic development, sustainable land development and an improvement in the land ownership patterns. The researcher is of the opinion that the efforts towards sustainable land development within the Land Restitution Programme should have an impact on poverty alleviation. The White Paper on South African Land Policy (1997:11) says the primary reason for the government's land reform measure is to redress injustices of apartheid and to alleviate the impoverishment and suffering it caused. It further states that land reform can make a significant contribution to the alleviation of poverty in both urban and rural areas. The question is whether this impact is evident in South African communities that have received the land restitution awards.

According to the Annual Report for the Commission on Restitution of Land Rights (2003/4:42) the budget allocation increases year by year. The report stated that the projected land restitution budget for the 2004/5 financial year is R933 million

whilst for 2005/6 it is R1, 2 billion. Hills (2004:3) reported that R3 billion was paid for land claims in the past years. This leaves another question of cost effectiveness evaluation unanswered. However, this question stretches beyond the scope of this study. The focus of the study will be on the impact of the Land Restitution Programme on poverty.

The researcher has observed that most urban restitution settlement offers in areas such as Alexandra, Eastern and Western Native Townships and other townships have an option of financial compensation, which does not extend into an economic development programme for the claimants living in poverty. The land restitution practitioners, restitution beneficiaries and other stakeholders often experience challenges at the implementation of restitution settlement proposals that have a land component. These challenges are often accompanied by attitude behaviors, which manifest themselves in a form of lack of cooperative governance, obscured media perception and lack of cooperation from the claimant communities. In cases where land is made available, the challenges vary and include capacity to manage land holding entities on the part of the clientele, the ability to use land and manage a community business, establish an effective land holding system, decide what to do with their land and get capital to turn farming into viable community businesses. This implies that some land restitution settlements restore the land to its original owners; however, neither sustainable economic development nor viable development takes place after years and months of resettlement.

Cases such as the Doornkop community, the Bakwena Ba Modise and a few KwaZulu-Natal claims, were reported by the newspapers as cases of communities that have not decided on what to do with the land restored, especially in view of the fact that land was handed over by the state with a condition that no physical occupation should take place within 12 000 Ha of land under timber plantations (Sapa, 2004a:6). During the settlement offer announcements it is often predicted by the Commission officials that these land

restitution settlements would enable further partnership transactions with the stakeholders such as the Department of Water Affairs and Forestry in a form of lease agreements (Sapa, 2004a:6).

Ife (1995:173) refers to balanced development which involves economic, political, social, environmental, spiritual and cultural aspects. He argues that an effective community development approach will take account of all six aspects. The land restitution projects are often handed over to the so called 'relevant stakeholders' who often have the interest of the minority at heart and projects then become a victim of inexperienced communities who are not trained to run community businesses and often fail to ensure sustainable and balanced development for these communities. The researcher is concerned that it is the poor of the country who feel the impact of this when the state of landlessness and poverty continues even after the unfolding of the Land Restitution Programme by the end of its term.

As already indicated, if the Land Restitution Programme were to make a noticeable impact on poverty, it would have to be extended to stretch beyond the settlement of claims - i.e. handing over land and paying financial compensation. This would involve assisting claimants who opted for land to form partnerships for farming and/or venture into economically viable businesses whilst also assisting claimants who opted for financial compensation to venture into businesses through community and local economic development programmes, spearheaded by the government, local and international donors. This could be provided within a framework for balanced development.

Against this background, the rationale for this study was based on the reality in practice that, although the legislative framework for the restitution programme makes provision for restitution or an equitable redress and other government frameworks, such as the integrated rural sustainable development strategy makes provision for balanced development which should impact on poverty,

there is no evidence from practice experience that the programme is indeed making such an impact.

Up to date no such a study has been conducted in the Commission of Restitution of Land Rights and/or the Department of Land Affairs. The previous studies such as Tong (2002) only assessed the needs of the communities, investigated the history of racial removals, calculated the number of beneficiaries and ensured a strict monitoring on one of the above-mentioned indicators – not one of these studies made an impact evaluation linked to poverty. The alleviation of poverty and inequality, wealth distribution, economic development and upholding of human rights are the primary goals of every government (World Bank report, 1998:289).

This research comes at a time when the Commission on Restitution of Land Rights is expected to unfold its activities as per presidential directive. It also comes after resolutions taken at the World Summit on Sustainable Development in 2002 in South Africa. It is likely to create a shift in paradigm in terms of the implementation of the land reform programme, particularly the Land Restitution Programme. This research study will be of benefit to the Government of National Unity, Department of Land Affairs, the Commission on Restitution of Land Rights and all administrators in organisations and government departments dealing with social development. The findings of this study will also serve as a guide in implementing a land reform programme that ensures a positive impact on poverty alleviation. It will also inform social work practitioners when formulating pro-poor policies and capacitate people about land rights.



## 2. PROBLEM FORMULATION

According to Mouton and Marais (1991:38) there are three factors that determine the manner in which problems are formulated, namely the units of analysis, the type of research question and the research approach.

Many links can be established between the Land Restitution Programme and poverty alleviation. These might imply that land restitution needs to be approached and monitored within a broader context of development. However, this is not solely the problem of the Land Restitution Programme. The Integrated Sustainable Rural Development Strategy (2000:12) argues that a number of government departments have contributed towards poverty alleviation through their programmes in many broad areas. Some of their programmes focused on investment in infrastructure development and provision of social services. No comprehensive analysis has yet been done on the impact of their interventions, however. The researcher has noticed that the Land Restitution Programme is one of them. To date, attention has concentrated on the amount of money spent rather than on the effectiveness and efficiency of the expenditures.

The Constitution of the Republic of South Africa (Act 108 of 1996:25-26) refers to the principles of co-operative governance and intergovernmental relations. The principles emphasize that all spheres of government and all organs of state within these spheres must cooperate with one another in mutual trust and good faith by coordinating their actions. The researcher is of an opinion that poverty alleviation is one of those actions that must be coordinated with all spheres of government. According to Fouché and Delpont (2000:66), the commitment and support in South Africa for a switch to the developmental approach with an emphasis on the alleviation of poverty and sustainable development has gained momentum, but unfortunately commitment does not automatically ensure implementation.

Social development has been explained by Gray (1996:10–11) as a multisectoral approach to poverty alleviation and requires all sectors of the society to work together. It brings all sectors in the society into interaction with one another and requires that they work co-operatively to achieve the best results. Although this is an expectation of the Land Restitution Programme, it is not happening in practice. The researcher has observed that the claimants and other stakeholders always work with land restitution practitioners. However, the fact that they work together does not necessarily mean that they are cooperating with each other. This has an impact on the goal of poverty alleviation.

The Land Restitution Programme was initially conceived as a short-term development programme with a five-year period for completion of the adjudication task. The programme was scheduled to start within one year after the democratic elections (ANC, 1994:22). Thirteen years have lapsed and the programme has been given a presidential directive to complete its tasks. The United Nations (2003:17) say poverty alleviation is an arduous task that involves achieving the goal of sustainable development. The report further states that poverty still engulfs 48.5% of the population (21.9 million South Africans in 2002). The White Paper for Social Welfare (1997:61) states that strategies are needed to address poverty. The Department of Social Development has a task of liaising and coordinating programmes so that they are effectively targeted at people in need. Given the above context it becomes important to determine the impact made by the Land Restitution Programme on poverty.

The researcher views the Land Restitution Programme as a strategy for social development from a government perspective. This strategy is aimed at poverty alleviation, amongst other aims. Midgley (1995:104–131) argues that the government and their specialized agencies can best promote social development. In so doing, the government focuses on redistributing capital and

material resources, meeting basic needs and ensures sustainable development. The Land Restitution Programme focuses on distributing land and money. The National Department of Public Works has a responsibility of coordinating the National Poverty Alleviation Programme through its infrastructure programme. There are also other government and private organisations that are contributing to poverty alleviation. The researcher is of an opinion that all government departments need to measure the impact of their contribution to poverty alleviation. In this way, they will be making a quantifiable contribution towards achieving the millennium development goals, of which poverty alleviation is one (United Nations, 2003:3).

Cloete (2002:223) argues that potential and real programme impact assessments are an important objective of evaluation. The main objective of impact assessment is to determine and measure significant changes in programme target groups over time and as a result of policy implementation.

The researcher has determined the extent to which the Land Restitution Programme has contributed to poverty alleviation. Cloete (2002:225) argues that social impacts are intangible and can only be directly measured using indicators. Indicators can be both subjective and objective. Subjective impacts include results of the perceptions interpreted or perceived by those affected, whilst objective impacts include those results that are measured objectively and directly, whether the affected audience agrees with them or not (Cloete, 2002:224). The focus of this study was on both objective and subjective impacts brought by the Land Restitution Programme to its beneficiaries.

The researcher has noticed that the problem of impact measurement is linked to the fact that judgments are often done in public, without any reference to evidence based findings on the impact of the Land Restitution Programme on poverty. This implies that there is a need for a clear, social impact assessment

on the people who received land and financial compensation, from their perspective. In the opinion of the researcher, the assessment is often left to the media, because no role player has taken up the challenge to determine the real impact on beneficiaries and then report those evidence-based facts to the public. This implies that the objective and subjective impacts of land restitution on poverty can be accurately measured and reported. The beneficiaries only request media intervention when there are implementation problems. However, they are silent on what impact the Land Restitution Programme has made on their lives. Why is this case? Is it because there is no impact, or do they fear disclosure amongst themselves of being labeled as dependent, or is it simply because nobody has asked them what the impact is?

In summary, the Land Restitution Programme can only be effective if it is approached within a developmental framework, which implies integrated social and economic development. Whether this is achieved can only be determined by knowing what the impact of the Land Restitution Programme is on poverty. Hence, the focus of the research study was to evaluate the impact of the Land Restitution Programme on poverty. From the findings on the impact, the challenges for the Land Restitution Programme in terms of poverty alleviation will be determined.

### **3. PURPOSE, GOAL AND OBJECTIVES OF THE RESEARCH STUDY**

Fouché (2002:109) identified functions of research that could be used in terms of understanding the purpose of research. The comprehensive lists of functions include the objective of exploring, describing, explaining, correlating and evaluating. She further states that studies may have multiple objectives but one objective is usually dominant. The objective of this study was evaluative. According Babbie (2004:333), evaluative research is regarded as the process of determining whether a social intervention has produced the intended result.

Fouché (2002:107) defines a goal as a dream, whilst an objective is defined as the steps one has to take, one by one and realistically at grass root level, within a certain time-span, in order to attain a dream. Mouton and Marais (1991:42) say that the research goal provides a broad indication of what researchers wish to attain in their research.

### **3.1 Purpose of research**

The study evaluated the impact of the Land Restitution Programme on poverty. Directed by an evaluative purpose, the goal and objectives of the study are succinctly discussed.

### **3.2 Goal of study**

The goal of the study was to evaluate the impact of the Land Restitution Programme on poverty in order to determine the challenges for the programme in terms of poverty alleviation.

### **3.3 Objectives of study**

To achieve the goal of the study, the objectives of this study were to:

- Conceptualize the Land Restitution Programme within a theoretical framework of poverty alleviation.
- Evaluate the subjective and objective impacts of the Land Restitution Programme on poverty alleviation.
- On the basis of the findings, make recommendations concerning the implementation of the Land Restitution Programme so that it addresses poverty alleviation and its challenges in an integrated manner.

#### **4. HYPOTHESIS**

According to Kerlinger (1986:17), a hypothesis is a conjectural statement of the relation between two or more variables. The researcher formulated the following hypothesis for the study:

If the poorest of the poor beneficiaries receive the land restitution compensation, their objective and subjective levels of poverty decreases as compared to those that are refused land restitution compensation and/or those that refuse land restitution

#### **5. RESEARCH APPROACH**

According to Fouché and Delport (2002: 79) there are two approaches to research, namely the qualitative and quantitative approach. Creswell (1998:15) says a qualitative research is an inquiry process of understanding, based on distinct methodological traditions of inquiry that explores a social or human problem, whereas the quantitative approach is described as more formalized as well as explicitly controlled. According to De Vos (2002a:367), evaluation studies offers an excellent example of mixed methodology designs, whilst impact assessments are largely quantitative. The researcher chose to use the quantitative approach as discussed by De Vos (2002a:367) because:

- It allowed the researcher to play a role of an objective observer.
- It focused on specific questions, which remained constant throughout the investigation.
- Data collection procedures and types of measurement were constructed in advance and applied in a standardized manner.

De Vos (2002b:373-377) quotes Rossi and Freeman who defines evaluation research as “the systematic application of social research procedures for assessing the utility of social intervention programmes”. She further states that evaluation research assumes the prior existence of a programme that was developed by someone else, long before the evaluator ever entered the field. She argues that when doing evaluation research it is important to view it as either formative or summative evaluation. The researcher focused on the summative evaluation which is done if there are concerns about the programme’s overall effectiveness and utility, whereas formative evaluation is done if there are concerns to improve the programme.

Effectiveness within the summative evaluation has two dimensions according to Hudson as quoted by De Vos (2002b:383). One dimension focuses on what is done (inputs) and the other dimension focuses on the improvement of the clients in some way (outcomes). Mc Kendrick, as cited by De Vos (2002b:389–390), argues that the process of evaluation is comprised of phases, which the evaluator should not feel compelled to go through. These stages are discussed in detail in Chapter three under research methodology.

## **6. TYPE OF RESEARCH**

Fouché (2002:108) refers to a typology that deals with concepts of applied and basic research. She further explains that applied research refers to research that is aimed at solving problems in practice, whereas basic research refers to research that provides a foundation for knowledge and understanding. Cloete (2002:211–213) refers to various types of evaluation research, namely: needs assessment, programme monitoring, social indicators assessments, social impact assessment, programme evaluation, evaluability assessment and cost benefit assessment. He further argues that evaluation studies are a hybrid of applied research and practical policy planning. Grinnell and Williams (1990: 335)

define an evaluative study as a systematic application of social research procedure for assessing the conceptualization, design, implementation and utility of social intervention programmes. They further explain that the purpose of evaluation research is mainly to judge the merit or worth of an intervention programme, improve a programme and generate knowledge to inform policy and practice. Fouché (2002:109) mentions that in practice the goals of pure and applied research overlap. This is because most applied research findings have implications for knowledge development.

The researcher conducted an impact evaluation study. Cloete (2002:224) defines an impact assessment as a study of the significant improvement or deterioration in people's well being. The researcher is of an opinion that such a study fitted within an applied research study and provided a foundation for knowledge about the impact of the Land Restitution Programme on poverty and determines the challenges for the programme in terms of poverty alleviation.

## **7. RESEARCH DESIGN AND METHODOLOGY**

Mouton, as cited by Fouché and De Vos (2002:137), defines a research design as a plan or blueprint of how a researcher intends conducting research. They further point out that a research design focuses on the end product, formulates a research problem as a point of departure and focuses on logic of the research. Neuman in Fouché and De Vos (2002:138) distinguishes between quantitative and qualitative research designs. According to these authors the quantitative category includes experiments, surveys and content analysis whereas qualitative research includes ethnography, biography, case studies, phenomenology and grounded theory. De Vos (2002a:367) is of the opinion that impact evaluation is largely quantitative and is most often performed as experiments. De Vos (2002a:138) describes the types of experiments, namely: classical experimental



designs and pre experimental designs such as a one-shot case study, one group and special pretest post test designs and static group comparison.

The researcher used a quasi-experimental design, which is highly known as an associative design. Fouché and De Vos (2002:143) say such designs are more likely to cause confusion, as they are almost similar to true experiments. They only differ by not using randomization and/or a control group. If they use one of these it is not used as in a true experiment. For example, if randomization is used the control group will not be used and vice versa. Data collection for such designs is by means of questionnaires, indexes and scales, and not necessarily standardized. Fouché and De Vos (2002) further state that there are five examples of quasi experimental designs, namely; randomized one-group posttest-only design, one-group pretest-posttest design, static group comparison or comparison group posttest-only design, comparison group pretest-posttest design and interrupted time-series.

The researcher used a static-group comparison or comparison group posttest-only design. Fouché and De Vos (2002:145) say these designs use two groups, namely the experimental group, which is exposed to the independent variable, and the comparison group, which is not exposed to the independent variable. The group that was used for the purposes of comparison was referred to as a comparison group. The comparison group was not randomly assigned. Both groups were studied once, subsequent to some treatment presumed to cause change. In this case it was receiving a land restitution award. The researcher looked for changes that took place and tried to locate variables, which were associated with such changes over time. The sampling process recommended in this design is purposive rather than random. However, the researcher used target sampling. The researcher selected cases that provided contrasting experiences, which aided in developing ideas. The researcher focused on the poor restitution claimants and beneficiaries and evaluated the changes in their lives after

receiving or not receiving the restitution awards. These cases were more of an interest than the richer or average beneficiaries, because the impact of the land restitution compensation was expected to be more evident.

## **7.1 Data Collection Technique**

According to Delpont (2002:171), the choice of data collection methods for a researcher working from a quantitative approach can be categorized into questionnaires, checklists, indexes and scales. The researcher used a questionnaire. According to the New Dictionary of Social Work, as quoted by Delpont (2002:172), a questionnaire is a set of questions on a form, which is completed by the respondent with regards to a research project. It can have open- or closed-ended questions. Delpont (2002:172-175) discusses the various types of questionnaires namely: mailed questionnaire, telephonic questionnaire, personal questionnaire, questionnaires delivered by hand and group questionnaire. The researcher used a group-administered questionnaire because it was convenient in terms of time and costs. A group of respondents were handled simultaneously. A group-administered questionnaire is defined by Delpont (2002:174) as a combination of a personal interview and the mailed questionnaire. Respondents were invited to a common venue where they had a discussion with the researcher and fieldworkers. The researcher and the fieldworkers were available to give certain instructions and clear up possible uncertainties. They then completed the questionnaire individually without discussing it with the members of the group.

A group of the poor land restitution beneficiaries who received finances and those who refuse or are refused compensation were studied as respondents. The study was conducted after the restoration of their rights to land has been finalized, which served as treatment in this case.

## 7.2 Data Analysis

De Vos, Fouché and Venter (2002:222) agree that quantitative data in professional research can be analyzed manually or by means of a computer. The decision depends on the amount of data to be analyzed and the number and types of analyses to be performed. The researcher chose to do a computer analysis. Delport (2002:177) says in order to assist a computer-aided analysis of data; the questionnaire must be compiled in a certain manner and must be divided into different sections. The researcher divided the questionnaire into two sections, i.e. a section for responses and a section for statistical analysis. This facilitated the eventual processing of the data. Kerlinger, as cited by De Vos, Fouché and Venter (2002:223), asserts that analysis means categorizing, ordering, manipulating, and summarizing of data to obtain answers to research questions. Quantitative data analysis is a process of bringing order, structure and meaning to the mass of collected data (De Vos, 2002c:339).

Durkheim (2002:42) argues that quantitative researchers collect data in a form of numbers and use statistical types of data analysis. The researcher used a Statistical Programs for Social Sciences (SPSS) package to analyze data. Durkheim further states that statistics helps the researcher to represent on paper exactly what occurred in practice in the real world. Babbie (2004:396) states that quantitative data analysis is the numerical representation and manipulation of observations for the purpose of describing and explaining the phenomena that those observations reflect. The researcher utilised a statistician to ensure that the relevant variables and scores on the variables are transformed statistically to describe the data more succinctly. The researcher ensured that a broader meaning was sought and compared the results and inferences drawn from data to theory.

## **8. PILOT STUDY**

According to Strydom (2002a:210), a pilot study is one way in which the prospective researcher can orientate himself/herself to the project he/she has in mind. The pilot study forms an integral part of the research process.

The researcher tested the questionnaire on a group of four beneficiaries of the Land Restitution Programme and checked the need for major modification in terms of the questions, cost and length of the questionnaire. Permission was requested from the respondents to participate in the pilot study. These participants were not included in the main study.

Monette and Royse in Strydom (2002a:219) mention time and money as two related issues that are of prime concern in the feasibility of any project. The study was feasible in the following manner: at the time of data collection the researcher was employed in the same programme and was granted time for the study because the Department of Land Affairs was to benefit from the study. Secondly, the respondents were available because the researcher knew them as clients. The study was conducted in a cost effective way, as the researcher used the resources of the Department to photocopy the questionnaires and cover traveling expenses.

## **9. RESEARCH POPULATIONS, SAMPLE AND SAMPLING METHOD**

According to Kerlinger, as cited by Strydom and Venter (2002:198), sampling means taking any portion of a population or universe as representative of that

population. The researcher will next discuss aspects of the population, sample and sampling method.

## **9.1 Universe and the Research Population**

Strydom and Venter (2002:209) say the term universe refers to all potential subjects who possess the attributes in which the researcher is interested in. This means the universe of the study was all individuals whose claims were finalized by the Land Claims Commission Offices in South Africa. These included claims finalized through financial compensation and land option, or both. The universe for this study is a total of 48 825 cases (Commission on Restitution of Land Rights' Annual report, 2003/4:45).

Grinnell (1993:118-119) defines a population as the totality of persons or objects with which a study is concerned. The population for this study was limited to the claims in the Gauteng Province. According to the Commission on Restitution of Land Rights' Annual Report (2003/4:45) the total number of claims settled in the Gauteng Province was 9312. These were limited to the recipients of the financial compensation option, which is 7313. The researcher limited her study to the Alexandra claimants whose total was 1585, which represents the total number of claimants who lodged claims (Commission on Restitution of Land Rights' Annual Report, 2003/4:45). Only 1324 received financial compensation and the remaining 253 were dismissed as not meeting the criteria set in the Land Restitution Act no 22 of 1994 as amended, whilst 8 refused the offer for financial compensation and were in need of land which was being renegotiated with the Municipal Council (Commission on Restitution of Land Rights' Annual Report, 2003/4:45). A list of both was easily obtainable from the Regional Land Claims Commission.

## 9.2 Sample and sampling method

Strydom and Venter (2002:197) cite Seaberg who describes a sample as a small portion of the total set of objects, events or persons that together comprise the subjects of a study. There are two major groups of sampling procedures, namely probability, which is based on randomization, and non-probability sampling, which is done without randomisation. Grinnell (1993:120) further defines probability sampling as the one method in which all people or units have a same known probability of being selected for a sample, whilst the non-probability sampling is defined as one which does not give all respondents an equal chance of selection. The researcher used the non-probability sampling method known as target sampling. Target sampling is defined by Strydom and Venter (2002:208) as “a purposeful, systematic method by which a controlled list of specified populations within a geographical district are developed and detailed plans are designed to recruit adequate numbers of cases within each target.” The sample was delimited to the Gauteng claimants in the Johannesburg region, specifically the Alexandra Township.

Watters and Biernacki, as cited by Strydom and Venter (2002:208), say a researcher interested in target sampling must start by compiling a list of names by means of careful questioning in the community until he/she has a sufficient number of respondents to commence the investigation. A great effort must be placed on obtaining sufficient respondents by explaining the purpose of the study. In target sampling the emphasis is on the hidden problems in the population. The researcher was interested in the following characteristic, which were hidden on the Gauteng Regional Land Claims Commission records:

- Claimants classified as the poorest of the poor who were still residing in Alexandra township of Johannesburg - without adequate housing, without a

title to land which makes them more vulnerable, without adequate basic services such as water and sanitation, without social and political power, who lack reliable employment or have no employment at all, lack adequate income, are forced to borrow to meet basic daily needs and have no food security.

- Claimants still residing in the Alexandra township of Johannesburg that received financial compensation between August 2000 and June 2004, and have used the financial compensation issued by the said Commission.
- Claimants still residing in Alexandra township of Johannesburg that lodged claims but refused financial compensation.
- Claimants still residing in Alexandra township of Johannesburg that lodged claims and were refused compensation because of the acceptance criteria as indicated in section 2 of the Restitution of Land Rights Act (Act No 22 of 1994 as amended).

Strydom (2002a:200) says some methodologists suggest that drawing a 10% sample of a known population serves as a handy rule. In line with the population of this study, the sample was expected to be comprised of a list of 158 respondents however it ended up with 145 respondents. The researcher did not find adequate respondents to meet the 10% rule. For the purpose of equality in groups, the researcher had compiled a list of 160 claimants comprised of a comparison and an experimental claimant group. The comparison did not reflect a 10% rule, but it was more manageable and cost effective, especially on a mini-dissertation level.

## **10. ETHICAL ISSUES**

There are many ethical issues to consider when conducting a research project; however the researcher identified the following ethical issues as applicable to this study.

## **10.1 Obtaining an informed consent from the respondents**

Strydom (2002b:65) argues that obtaining consent is important and that participants must be legally and psychologically competent to give consent. The respondents must be aware that they are at a liberty to withdraw from the investigation at any time. The researcher saw this as important for the study in the sense that it prepared the respondents for participation and/or a withdrawal from participation, if they so wished. This consent ensured that the subjects have full knowledge of the study and the level of cooperation required from them, whilst also resolving issues of confusion. The researcher obtained the respondents' consent by means of a written agreement.

Mouton and Marais (1991:87) state that some respondents appear to believe that they are capable of answering any question, whereas some are not able due to memory decay. The researcher accepted that there was a natural decay in the ability to remember events which correlated with time. This factor hindered the information gathering as the majority of the Land Claims Commission beneficiaries were aged people.

## **10.2 Release of findings**

Strydom (2002b:72) says findings should be released in such a manner that utilisation by others is encouraged. The researcher acknowledged the limitations of the study and mentioned them clearly in the report (see point 13).

The research findings have been reported as objectively as possible and the report is accurate, unbiased and contains all the essential information, including the information that criticizes the Commission on Restitution of Land Rights. The



researcher realized that land reform, particularly land restitution, is a political process and can be a focal point for most political parties. The interested parties and the respondents were informed about the findings in an objective manner in order to show some gratitude and recognition for their participation. The researcher also acknowledged all sources of information to avoid plagiarism. The researcher intends to publish the findings of the study in an accredited journal.

### **10.3 Harm to the respondents**

According to Strydom (2002b:64), “Harm to the respondents can be physical and/or emotional.” The researcher has to protect respondents against any form of physical or emotional harm that may arise in the research project. In order to minimize the possibility of harm resulting from this study, the researcher ensured that the respondents were fully informed about the process and the research procedure. The researcher acknowledged that during the data collection stage, the respondents, and particularly the clients, were likely to relive their experiences prior to the finalization of the land claims process. The researcher strived to ensure that the discussion before the administration of a group questionnaire did not transform into a blaming session or a negative discussion, and that the respondents instead remained focused on evaluating the extent in which the Land Restitution Programme improved or deteriorated their poverty levels.

Strydom (2002b:73) indicates that debriefing the respondents may minimize harm, but cautions that it should only be used where harm “has been done in spite of all precautions taken against such harm.” The researcher supports this. After the completion of the group-administered questionnaire, the researcher immediately gave the respondents the opportunity to discuss their feelings about their participation in the study. The researcher also referred clients back to local

councilors from which they would ensure that their views as dismissed claimants are heard.

#### **10.4 Deception of the respondents**

Loewenburg and Dolgoff (1988), as cited by Strydom (2002b:66), defined deception as a deliberate misrepresentation of facts so as to make the other person believe the untrue information. The researcher fully informed all the respondents about the study and what it entailed. Therefore there was no deception in this study.

#### **10.5 Privacy, confidentiality and anonymity**

Strydom (2002b:67) argues that the violation of privacy; the right to self-determination and confidentiality can be treated as synonymous. Privacy is defined by Sieber (1982) in Strydom (2002b:67) as referring to "the individual's right to decide when, where, to whom, and to what extent his/her beliefs and behavior will be revealed" and confidentiality as referring to "agreements between persons that limits others' access to information." Anonymity, according to Sieber (1982), means that no one, including the researcher, should be able to identify the respondent after the research project is completed.

The researcher assured the respondents of anonymity, since they actually saw each other during the group questionnaire session. The researcher informed the respondents that she would write and submit a research report to the university and that a possible publication may follow. She also assured them that any information that identifies them by name was not to be included in the research report and in any further publications.

## **10.6 Competency in research**

According to Strydom (2002b:69), researchers must be “competent and adequately skilled to undertake the proposed investigation.” The researcher completed a research methodology theory module and was able to complete her research under supervision of her study leader who guided the researcher to conduct the research in an ethically correct manner.

## **10.7 Cooperation with contributors**

Grinnell (1988:75) says cooperation with contributors involves giving a formal credit to contributors when the written report is produced for publication. The research on the impact of the Land Restitution Programme on poverty was comprehensive and time consuming to such an extent that the researcher needed the cooperation of the service providers and management.

Mbeki (2001) declared Alexandra as one of the nodal areas identified as in need of attention in terms of the Urban Renewal Programmes. The roles and responsibilities of these contributors, including support offered through fieldworkers, were clearly defined.

The researcher obtained permission from the Head of the Land Claims Commission as part of the accepted moral principles in conducting a research study. The Head was a contributor by virtue of being the approver of the following incidental expenses: finance of subsistence and traveling expenses that were incurred whilst administering the group questionnaire, photocopying the questionnaires and using other resources. However the researcher ensured that careful attention was paid to all contributors to ensure an ethical conduct.

## **11 DEFINITION OF KEY CONCEPTS**

In this section the key concepts for the study are defined, namely: impact, evaluation/assessment, programme, programme evaluation, restitution and poverty alleviation.

### **11.1 Impact**

The Oxford Minireference Dictionary & Thesaurus (1997:306) defines 'impact' as referring to a strong effect. The Cambridge Advanced Learner's Dictionary (2005:638) concurs that 'impact' refers to an effect or influence. In this study the term 'impact' is used to refer to the strong effect (whether it is improvement or deterioration) felt by claimants about the Land Restitution Programme.

### **11.2 Evaluation / Assessment**

Cloete (2002:211) refers to 'assessment' and 'evaluation' as interchangeable concepts that mean the use of research methods or policy analytic techniques to measure performance with an aim of improving conditions. De Vos (2002b:374) quotes Suchman who states that evaluation is the process of weighing or assessing the value of something. The researcher used the concept evaluation in this study to refer to the process of weighing whether the Land Restitution Programme contributed to poverty alleviation or not.

### **11.3 Programme**

Grinnell (1993:335) writes that the concept 'programme' refers to any intervention or a set of activities that are to solve an identified social problem, whereas the

Cambridge Advanced Learners Dictionary (2005:1009) defines a programme as a definite plan to solve a problem. Cloete (2002:191) indicates that a programme consists of different activities of government projects in a formally coordinated way through ongoing activities. The term in this study is used specifically to refer to a set of activities conducted by the Land Claims Commission staff to restitute land in the Gauteng Province, in particular Alexandra.

#### **11.4 Programme Evaluation**

Grinnell (1993:335) argues that programme evaluation entails the use of scientific methods to measure the implementation and outcomes of programmes for decision-making purposes. Potter (2002:210-211) supplements that programme evaluation is that field of applied social science that uses the whole range of social science methods in assessing or evaluating the worth or merit of a social intervention programme and that it involves formative or summative assessment, description and judgments of programmes. The researcher used the term in this study to refer to the act of conducting this quantitative study to evaluate the impact of the Land Restitution Programme on poverty alleviation.

#### **11.5 Restitution**

The Restitution of Land Right Act 1994 (Act no 22 of 1994 as amended), states that restitution of a right in land means the return of a right in land or a portion of land dispossessed after 19 June 1913 as a result of past racially discriminatory laws or practices, or an equitable redress. In this study the term refers to all the activities that are implemented by land restitution employees to all the people who lodged claims before the 31 December 1998.

## **11.6 Poverty Alleviation**

The Poverty Framework for Poverty Alleviation defined poverty alleviation as “the overriding aim of the government and as a policy and strategy that will guide all the development activities in short, medium and long term perspective” (Safety Nets and Poverty Alleviation, 2003).

Thale (2002) views poverty alleviation as the strategy that is used by central, national and provincial government to promote self reliance through activities that emphasize the renewal of community assets. It is directed at the poor with an expectation that the assistance provided will strengthen their efforts to extricate themselves from poverty. The strategy focuses on programmes such as income generation, education, training, access to credit and basic needs.

In this study poverty alleviation refers to the efforts of development rendered through the Land Restitution Programme, which has been given additional resources to finalize its operations by 2008. The efforts can be direct or indirect and are aimed at assisting to promote self-reliance and renew community assets in order to deal with problems of the poorest of the poor who have no adequate housing, lack of a title to land, inadequate basic services such as water and sanitation, lack of social and political power, lack of employment, lack of an adequate income, and who are forced to borrow to meet basic daily needs such as food and tuition fees.

## **12. ALEXANDRA COMMUNITY**

The “township” of Alexandra is situated 13 km north-east of the Johannesburg Central Business area (Tong, 2002:115). It is under the administration of the City of Johannesburg. The township was proclaimed as a ‘native’ township in 1912.

The people of this area were dispossessed of their right in land from 1958 until 1986. This was done through various pieces of legislation such as the Slums Act of 1934, the Native Resettlement Act of 1954 and the Better Administration of Designated Areas Act 51 of 1963. In 1937 the Health committee estimated that there were about 35000 people living in Alexandra (Tong, 2002:115). By 1943 the area was grossly overcrowded with a population density, probably highest in the country, of about 22 people per plot. The plot sizes ranged between 694 and 1100 square meters (Tong, 2002:115).

Mbeki (2001) announced that the area was identified as one of the eight urban nodes for renewal and development and allocated a budget of 1,3 billion Rand over a period of seven years. Currently, Alexandra has a population of about 350000 people. The area has 5210 formal houses and 340000 shacks. In addition there are other forms of accommodation, which include 3 hostels and 2500 flats and warehouses. The area is still densely populated. This results in a strain on engineering, social and health services. A majority of the community does not have land ownership rights because the area was never proclaimed as a formal township. Mushrooming shacks, poverty, a 60% unemployment rate, low income levels, no urban management resulting in residents ignoring the building regulations and zoning laws, and the lack of basic services are amongst the list of many problems experienced by the community of Alexandra (Alexandra Urban Renewal Programme, 2004).

Alexandra was chosen as the area for this research since the researcher is of the opinion that the living standards of the community of Alexandra are a typical reflection of the widening gap between the North and the South.

### 13. LIMITATIONS OF THE STUDY

The researcher has identified the following as limitations of the study:

- Some of the targeted respondents could not be reached as they had already passed away and therefore no substitute arrangements could be made.
- The researcher used fieldworkers to finalize data collection from the respondents who were old, uneducated and/or ill, who therefore could not fill in their own questionnaires. There is a possibility that their views were not captured accurately by the fieldworkers. This therefore acknowledges that there was a natural decay in the ability of some of the aged respondents to remember events. This factor might have affected the data collection, as the majority of the land claimants were above the age of 60.
- The researcher noted the fact that some of the respondents knew her personally and there was thus a possibility of dishonesty regarding what and how the land restitution award influenced their lives. However, the researcher acknowledges that this limitation was minimized, because the responses reflected the impact on their lives and the respondents were already expecting a questionnaire from the department regarding the same matter.
- The researcher was granted time off and had authority to utilize the resources of the Department of Land Affairs, such as the photocopier and transport to cover travelling expenses. The respondents knew that the researcher was an employee in the Department; however, it did not influence the data in any way, as the researcher was able to maintain objectivity and independence without any interference.



## **14 CONTENTS OF THE RESEARCH REPORT**

The research report is presented in the following chapters:

### **Chapter one**

This chapter provided the general introduction to the study with regard to the context of the study; the problem statement, the goals and objectives of the study, the hypothesis for the research, the research methodology, the definition of key concepts, area of research and the limitations of the study.

### **Chapter two**

This chapter focuses on the theoretical framework pertaining to the Land Restitution Programme and approaches to poverty alleviation. It focuses on the aspects of quality of life; impact of policy choices made on the Land Restitution Programme, conceptualizes the proposed Land Restitution Programme Framework for Poverty Alleviation and highlights the challenges for the Land Restitution Programme in addressing poverty alleviation.

### **Chapter three**

This chapter focuses on the empirical study. It presents, analyzes and interprets the research findings of the data collected.

### **Chapter four**

This chapter focuses on the summary, conclusions and recommendations of the study.

## **CHAPTER TWO**

### **AN ANALYSIS OF THE LAND RESTITUTION PROGRAMME WITHIN A POVERTY ALLEVIATION FRAMEWORK IN A SOUTH AFRICAN CONTEXT**

#### **1. INTRODUCTION**

The Land Restitution Programme cannot be seen in isolation from poverty alleviation and therefore will be contextualized within a poverty alleviation framework. This chapter defines the Land Reform Programme and puts a special emphasis on one of its three pillars, namely the Land Restitution Programme. It further applies the conceptual terminology used in poverty studies within the Land Restitution Programme and highlights the contribution of the Land Restitution Programme in some aspects of quality of life. It outlines the role players in the land sector, various approaches to poverty alleviation and the different policy choices and their impacts on the Land Restitution Programme. It then conceptualises a proposed Land Restitution Programme Framework for Poverty Alleviation. It further highlights the challenges for the Land Restitution Programme in addressing poverty alleviation and the prospects that the Land Restitution Programme have for the helping professions such as social work.

As already depicted in Chapter One, the White Paper on South African Land Policy (1997:25) views the Land Restitution Programme as a policy that is aimed at alleviating poverty, rather than a policy of creating economic and labour reforms. The United Nations (2003:74) argue that land reform has the potential to make a direct impact on poverty alleviation through targeted resource transfers, as it is viewed as an instrument for redressing the inequalities in access to economic opportunities and resources. The two views clearly show that land reform has an ability to address poverty, but whether it really does or not will be quantified by the researcher in this chapter as well as in Chapter Three.

## 2. LAND REFORM IN A SOUTH AFRICAN POVERTY CONTEXT

Land reform is often pinpointed as the vital strategy to poverty alleviation; however countries use different strategies when conducting their land reform programmes. The strengths of the strategies determine the success of the programme and therefore it is important to highlight the strategy used in the South African land reform programme. Prosterman and Hanstad (2003:1) define land reform broadly to include reforms that increase the ability of the rural poor and other socially excluded groups to gain access to land and to exercise effective control over land. As reflected in Chapter One, the aim of the South African land reform programme is to address the apartheid legacy, alleviate poverty and reduce the current levels of environmental destruction. The Constitution of South Africa (Act 108 of 1996) states that the government has a duty to take care of rights in land and make them stronger. According to the White Paper on South African Land Policy (1997:7) land reform in South Africa occurs in a form of land restitution, land redistribution and security of tenure programmes. All these programmes are expected to support business and the entrepreneurial culture amongst the poor people. The aim and scope of the respective programmes will be discussed next.

- **The Land Redistribution Programme** is aimed at providing the disadvantaged and the poor with access to land for residential and productive purposes. Its scope includes the urban and rural poorest of the poor, labour tenants, farm workers as well as new entrants to agriculture (The White Paper on South African Land Policy, 1997:9).
- **The Land Tenure Programme** is aimed at improving the tenure security of all South Africans, and accommodates diverse forms of land tenure, including communal tenure (White Paper on South African Land Policy, 1997:36).

- **The Land Restitution Programme** is aimed at addressing historical imbalances that started on 19 June 1913, by restoring all the land rights lost through racially discriminatory laws and practices (The White Paper on South African Land Policy, 1997:28). According to the Restitution of Land Rights Act, 1994 (Act no 22 of 1994:9) restitution of a right in land means the restoration of a right in land or equitable redress.

There are other ways of defining the Land Restitution Programme, which is the focus of this study. One way is through using Hall's (2003) definition, which highlights that restitution is a rights-based argument which enforces that people who were dispossessed of land should get their land back or be compensated. This author further observes that there is a huge increase in the delivery of land restitution cases, but these are mainly individual and urban claims. The Commission on Restitution of Land Rights' Annual Report (2005/6:57) confirms Hall's observation and reports higher statistics on individual urban land restitution settled cases such as those that have been resolved through financial compensation, rather than the return of land. These observations do not say anything about the impact of the urban and financial settlements on the level of poverty and social exclusion that exists amongst the land restitution beneficiaries. The focus of this study is on the Land Restitution Programme and its impact on poverty. It is therefore important to highlight the level of poverty that exists within the beneficiaries of the Land Restitution Programme so that the evidence of its impact on poverty alleviation can be seen.

### **2.1. Poverty and social exclusion amongst the South African Land Restitution Programme beneficiaries**

Poverty and social exclusion is rife in South Africa and also amongst the Land Restitution Programme beneficiaries. Leibbrandt and Woolard (2006:16) report

that the incidence of poverty amongst selected groups in South Africa varies. They cite that 58.4 % of the people living in poverty are rural residents, 52.55% are female headed households, 51.5% are Africans, 45.5% are children, 41.3% are the elderly, whilst 29.8% are coloureds and 24.6 % are urban residents. The Land Restitution Programme beneficiaries are not a special class of people, but are found in all the above groupings. Hence the researcher concludes that poverty and social exclusion exists amongst some of the Land Restitution Programme beneficiaries. However, for one to accurately report on poverty and social exclusion that exists amongst the Land Restitution Programme beneficiaries, the Commission on Restitution of Land Rights has to measure it.

The vision of the Commission on Restitution of Land Rights is: “to have persons or communities dispossessed of property after 19 June 1913 as a result of past racial discriminatory laws and practices, restored to such property or receive just and equitable redress” (The Commission on Restitution of Land Rights Annual Report, 2005/6). This vision clearly spells out that beneficiaries of the Land Restitution Programme are the previously disadvantaged in terms of rights in land, which, in the view of the researcher, illustrates the existence of social exclusion in terms of land rights.

The United Nations through its human development report (2003:70) argues that the South African poverty and inequality have increased during the recent years, with evidence showing that a large segment of initially poor households have fallen more deeply into poverty. The Department of Social Development Gauteng Intersectoral Development Unit (GIDU) (2004:1) indicates that the Gauteng Province, which is the province in which this study is located, is affected by poverty and uses the following categories of poverty indicators: economic, social, demographic and vulnerability indicators. GIDU asserts that these indicators are clear cut based methods of defining poverty and claims that these can be done in a form of twelve simplified indicators: female headed households, social security,

illiteracy, rate of unemployment, household income, crowding, dwelling type, sanitation, water, electricity, refuse removal and malnutrition. Hall and Midgley (2005:49) criticize the economic and social indicator approach and regard it as focusing on material conditions. They further suggest a non material social indicator approach that includes measuring if people have access to schools, immunization, participation in political decision making; freedom of expression and freedom from economic exploitation. These types of indicators are covered under the vulnerability demographic indicators and are legislated as part of the Bill of Rights (Act 108 of 1996). Both the material and non material indicators fit the disadvantaged category of Land Reform beneficiaries. This is because the poor people, being Land Restitution Programme beneficiaries or not, are excessively affected by discrimination, oppression and other problems despite the provisions made in the South African Bill of Rights.

World Bank Country study (1996:150) argues that poverty is linked to economic opportunities and constrains that exists in the area. The economic opportunities in urban areas are linked to informal sector activities whereas in the rural sector they are linked to formal agricultural activities. Earnings in these sectors are considerably lower than in the modern sector. Land restitution claims were received for both urban and rural or agricultural cases and from people who are currently involved in the informal sector as well as agricultural sector activities. According to the Commission on Restitution of Land Rights (sa) the strategy for resolving the land restitution claims uses the 80/20 principle. According to this principle, 80% of claims received are urban whilst the remaining 20% are complicated rural cases. The researcher has observed from practical experience that the majority of beneficiaries of the Land Restitution Programme are still residing in the old townships where they were relocated to and where they are seldom involved in any sector activities, as their land is not suitable for any agricultural activities, whether formal or informal. Terreblanche (2002:404) states that the government was well aware that taking people to these areas would force them to return to urban areas legally and illegally and that they would even be

prepared to accept lower wages and bad working conditions. The researcher argues that in as much as land restitution claims were received for both urban and rural cases this does not indicate whether these people are poor or not and therefore one can not generalize that they are living in poverty without obtaining a qualification from individual community members. The United Nation (1999) argues that in order to understand the meaning of poverty, social development practitioners have to listen to the poor themselves when defining poverty. The researcher concludes that in order to escape from poverty, there must be an identification of commonalities that exist amongst the poor which will be subsequently discussed.

### **2.1.1. Commonalities in terms of poverty amongst the poor within the Land Restitution Programme**

While certain commonalities do exist amongst the poor, Hall and Midgley (2005:9) argue that differences exist in terms of how poverty is defined. These range from absolute poverty which is often known as poverty line and expressed in figures, inequality in terms of relative poverty and deprivation. Hall and Midgley (2005: 9) further highlight that the use of poverty lines remain popular whilst relative poverty and inequality have become unpopular. A poverty line assists in measuring the extent of household poverty and monitoring progress in poverty reduction. Leibbrandt and Woolard (2006:i) state that the National Treasury of South Africa, in cooperation with Statistics South Africa, is currently working towards the development of a poverty line for South Africa. May (1998:1) articulates that poverty is characterized by the inability of individuals, households, or communities to command sufficient resources to satisfy socially acceptable minimum standards of living. Based on experience within the Land Restitution Programme, the researcher is of the opinion that some of the land restitution beneficiaries are able to command sufficient resources to satisfy acceptable and even above acceptable minimum standards of living whilst others do not. This is despite the process of racial land dispossessions that they went through as South Africans.

Wilson, Kanji and Braathen (2001:130) regard poverty as falling below a certain income line, and this line depends on how a particular basket of goods is defined over time. They further indicate that international research highlights that poverty is not always in a static condition among individuals, households or communities and recognise that although some individuals or households are permanently poor, others become impoverished as a result of general life-cycle changes. Life cycle changes include specific events such as the illness of a main income earner and when external economic conditions get worse. Accordingly, individuals and households move into and out of poverty.

The researcher therefore concludes that the commonalities amongst the poor land restitution beneficiaries involve the manner in which they got into a state of poverty because of past racially discriminatory laws and practices, worsened economic condition changes, general life cycle changes such as death of the original land owners, anxiety during the settlement period and worsening economic position during the slow delivery on the programme. The researcher is of the opinion that for the Land Restitution Programme to claim a quantifiable impact on poverty alleviation, it should quantify the number of poor people and the levels of poverty that exists amongst the programme beneficiaries throughout its phases. This is because the impact made over the period of time could also be attributed to other opportunities that were made available to the beneficiaries including luck and other safety net programmes. The unanswered question that remains for the originally dispossessed or a descendent or other is: Can getting compensation in a form of land or finance have an impact on poverty and help a beneficiary to sustain himself/herself after getting a land restitution award?



According to Kane and Kirby (2003:72), the following factors raise the probability of a household being poor: low educational achievement of the head of households, the household living in a rented rather than owned home, the spouse or partner of household head not active in the labor force and the head of household employed in an informal sector. From the above factors it seems the only option available for the poor land restitution beneficiaries to get out of poverty is to make a choice of investing in education, buying a house, and/or involving themselves as part of the labour force by finding a job in the formal sector. In addition to the support that the government and other international and local private organisations offer, the government and the donor organisations need to ensure that there are more investments for the Land Restitution Programme beneficiaries. This is because the allocation given to the programme beneficiaries is insufficient to ensure adequate housing and education as it is shared by more than ten members in big families (United Nations, 2003:81).

The United Nations (1999:8) argues that even the poor people have strengths, which include their existing mental and physical skills, their culture, social structures, information networks, their knowledge of the physical environment and their inherent sense of what is important in a difficult and unpredictable environment. These are invaluable in constructing the possibility of change, transformation and hope. More often people do not define some of these attributes and/or experiences as resources. This implies that even the poor land restitution beneficiaries have strengths. The United Nations (1998:3-4) articulate that it is important to listen to the poor themselves in order to understand the multifaceted nature of poverty. The poor themselves defined their needs as: a lack of food, water, land, productive resources and income generating skills valued by markets, limited access to markets, lack of political power and lack of access to improve political decisions (United Nations, 1998:3-4). As already indicated in Chapter One (see point 9.2), for a percentage of the community of Alexandra, being poor means not having sufficient shelter for the family, no water, no electricity and no food security.

The mission of the Commission on Restitution of Land Rights, as stated in its Annual Report (2005/6), is to promote equity for victims of dispossession by the state, particularly the landless and the poor. The researcher has noted that the above mission supports the United Nations' (1999) view which says that the poor also have strengths. Both the mission of the Commission on Restitution of Land Rights as highlighted in its Annual Report (2005/6) and the United Nations' (1999:8) views focus on building and promoting the strengths of the poor.

The Land Restitution Programme in South Africa and the different poverty alleviation programmes have targets. The beneficiaries of all these programmes include mostly the marginalised people in the society. These programmes deal with a percentage of the poor people who are vulnerable and have a lesser ability and skill to bargain with their own initiatives. The beneficiaries lack power and that makes them more vulnerable and unable to change their quality of life. It is widely known that some of the victims of land discriminatory practices have managed to fend and create better lives for themselves without receiving the land restitution award, whilst others remain within the poverty trap. This will be the focus of the next discussion.

## **2.2 Dilemma for the Poor Land Restitution Programme**

### **Beneficiary: Escaping a Poverty Trap**

Narayan and Petesch (2002:463) defines a poverty trap as a situation where one does not earn sufficiently to eat enough and where his/her condition inevitably deteriorates until he/she gets to a point from which he/she cannot escape. The researcher supports the above definition of a poverty trap and is of the view that the majority of government grants funding recipients, including the poor Land Restitution Programme beneficiaries, are provided with an opportunity to escape the poverty trap.

Narayan and Petesch (2002:465) claim that people who manage to escape out of poverty attribute it to migration and entrepreneurship activities and further state that if they stay trapped for a very long time they suffer anxiety because of their desire to escape out of the poverty trapping situations, which usually paralyses their ability to cope. From practice experience this is often a dilemma for the poor Land Restitution Programme beneficiaries. Msomi (2006:6) reported that processing a Land Restitution claim takes up to five years to resolve and by the time the claim is resolved, the land owners' infrastructure, which could be dairy equipment or any type of infrastructure, is damaged. The researcher confirms from experience that the Land Restitution Programme beneficiaries suffer more anxiety as a result of delayed payments or return of land, because the programme takes more or less four to six years to resolve a claim. This is related to the time lag between acceptance and dismissal. The researcher argues that the delay and anxiety has an impact on the attitude of the claimants and land owners towards cooperation and responding to government's efforts of reducing poverty. When new owners move in they find the land unproductive and the property's value reduced. In summary, if one considers the time and the engagements involved in processing the Land Restitution claim it can be concluded that some South Africans can escape a poverty trap by receiving a land restitution award, even though it takes a long period of time. It is only after receiving the award that they may migrate and/or start entrepreneurship activities, by which time some will be suffering from anxiety which makes poverty alleviation more unobtainable. This scenario links to the following discussion on poverty reduction.

### **2.3. Elements of a Poverty reduction strategy within the Land Restitution Programme**

Most development practitioners have recently adopted the concept of poverty reduction (Robb, 2003:45-46). This relates to the fact that the majority has begun to realise that the goal of eradicating poverty is unattainable, as it relies on a

massive collective effort which is often a problem as support does not always come at the same time.

Robb (2003:47) further says that poverty reduction is dependant upon the government's public expenditure priorities. It is about increasing income and general assets to a level where the poor are less vulnerable to risks and falling below certain levels of poverty. Poverty reduction involves giving people greater control and means to determine their lives. It starts with the poor's perception of their own poverty and getting into a process of sharing strategies, priorities and solutions by various stakeholders. Patel (2005:240) argues that public policy in South Africa is informed by the structural approach, which explains poverty in terms of economic and political forces. Patel (2005) further asserts that poverty reduction strategies are aimed at breaking the structural forces that causes poverty and claims this can be only achieved through ensuring economic growth and human development.

The researcher is of an opinion that the South African government has prioritised land reform in order to ensure that the poor's assets and income levels are brought above the risk levels. A situational analysis was conducted on the land market; hence there was an agreement to prioritise Land Reform in South Africa. Mbeki (2006:16) reflects on a study conducted by Haroon Borat, Prakash Naidoo and Carlene van der Westhuizen, which indicates that there is a consistent shift in expenditure in favor of poorer households. Mbeki (2006:16) further indicates: "Real social expenditure per person increased by 60% between 1983 and 2003." The Minister of Finances, Trevor Manuel (2006:3), responds that this is a pure indication of the government's commitment to increase public expenditure priorities in order to deal with poverty and economic development simultaneously.

Patel (2005:242) affirms that the South African government is using some poverty reduction and sustainable livelihood strategies that focuses on creating

employment through the labor intensive public works programme. The researcher therefore concludes that the Land Restitution Programme has the elements of a well-defined poverty reduction strategy. The Land Restitution Programme has the ability to ensure skills development and ensure sustainable development, which will be discussed next.

#### **2.4. Sustainable Development for the Poor Land Restitution Programme Beneficiaries**

The Brundtland report defines sustainable development as referring to a development process that focuses on meeting the needs of the present without compromising the ability of the future generations to meet their own needs (Atkinson, 2000:4-6). Sustainable development is motivated by the concern that non-renewable resources, such as fossils, will at some stage in the foreseeable future no longer be available. Sustainable development means that the initiatives that started within a community development project would even continue after the agency has left (Atkinson, 2000:4-6). This implies that sustainable development is the ultimate outcome of all development goals and processes.

Within the Land Restitution Programme this implies that the Land Claims Commission will exit with its processes by the end of year 2008. When this time comes the Land Restitution Programme is expected to have finished the research on land restitution claims and prepare exit strategies for all community development projects that have been settled. According to the Annual Report for the Commission on Restitution of Land Rights (2005/6:51-52), when 2008 comes a period of implementation will ensue in terms of the White Paper on Land Policy (1997) to ensure that all awards are paid out and that all issues of development and sustainability are addressed. All settled projects will be expected to continue even when there are no grants and human capacity support. Currently the Commission ensures that stakeholders are on board and facilitate cooperation from role players by entering into Service Level Agreements, Memorandum of

Understanding and Strategic Partnerships (Annual Report for the Commission on Restitution of Land Rights, 2005/6:52). These delivery arrangements are good on paper but oftentimes they do not translate into service delivery especially on the beneficiary side as a lot of preparation needs to go into ensuring that they are ready for delivery. The researcher is concerned that the Land Restitution Programme beneficiaries might not be ready for the exit and the community development projects will not be sustainable.

The reason for this conclusion is because the Land Restitution Programme beneficiaries have visualised and internalised that they are victims of racial discrimination and the available capacity of the Land Restitution Commission is lacking change management of this nature and therefore do not take steps to ensure such empowerment. Apart from this, some cases would have just been resolved leaving little or no time for capacity building and allocation of grants. The observations made by the researcher from her working experience indicates that when an award is given to the land restitution beneficiaries, they are able to live above the poverty line for a certain period and thereafter often fail to sustain the new life style when the money is depleted. In rural areas some land recipients who are regarded as land owners often fail to produce at commercial and/or even household level.

The researcher attributes this to the anxiety of being a victim that has remained unresolved for years, feelings of powerlessness and lack assertiveness, inability to resolve conflict between each other and lack of project management skills (Saleebey, 1992:6-7). It is the opinion of the researcher that these beneficiaries need to be assisted using the strengths perspective so that they can have a sense of closure with what occurred in the past and be assisted to take their leadership roles in the new future, which includes land ownership and management. This gap can be filled in by involving helping professionals such as social workers.

It is the researcher's view that sustainability in the land sector, especially in the Land Restitution Programme, can be achieved by finding approaches that will assist the poor to get out of poverty. Sustainability can be attributed to the criteria for entitlement that was negotiated prior to the 1994 era and the indicators of success for the programme, which will be discussed next.

## **2.5. The criteria for success of the Land Restitution Programme**

Any programme that purports to alleviate any form of inequality has to have indicators of success. The following criteria serve as the indicators for the Land Restitution Programme (White Paper on South African Land Policy, 1997:50):

- Calculating the number of claimants who receive restitution in a form of land or other remedies.
- Maintaining confidence in the land market.
- Ensuring that satisfactory frameworks are found for claims that fall outside the land restitution framework.
- Ensuring that the process does not cause major disputes, which cannot be resolved within the acceptable remedies.

It is interesting to note that the criterion only focuses on the quantity of people who receive land or other alternative remedies and only on those who lodged claims. This is similar to the Lotto game, which means one has to play first in order to win, whether one is poor or not does not matter - the government will quantify the beneficiaries of the Land Restitution Programme. The second criterion seems more relevant to the focus of the study, as it states that the Land Restitution Programme has to maintain confidence in the land market. The researcher is of the opinion that apart from the Land Restitution Programme being expected to maintain confidence the poor people can help in maintaining

confidence in the land market by not invading the land. The poor also have a role to play in any market so that they alleviate their poverty levels. However, in the land market poor people have to have bargaining power in order for them to play a meaningful role. From experience, this happens differently as the focus of the majority of poor people is on their role, that is being victims dependent on the state initiatives that do not have confidence in the bargaining power of the resources that they have, which is land, knowledge of the environment and material labor. This could be achieved through the involvement of the helping professions.

There is a strong linkage between one of the elements of the criteria for success of the Land Restitution Programme and one of the challenges of the Growth Employment and Redistribution Strategy (GEAR) which is South Africa's economic policy. GEAR is aimed at maintaining investors' confidence whilst the Land Restitution Programme has to maintain confidence in the land market. Bernstein (1997:1) articulates that the strength and also challenge for the growth employment and redistribution policy is maintaining investors' confidence. Bernstein (1997) further argues that maintaining investors' confidence can not be done without deregularisation and effective public relations. This can only be championed by the central government, Finance Minister or the Deputy President. The researcher sees a contradiction in the maintenance of confidence in the land market and in maintenance of confidence in investors as advocated in GEAR. GEAR has to deregulate whilst Land Reform has to regulate. The researcher agrees with Bernstein (1997) and further argues that maintaining investors' confidence, whether in the land market or in South Africa generally, can not be done without regulations and legislation (i.e. deregularisation or regulation) and an effective public relations exercise. This is because within the Land Restitution Programme there is often a public relations exercise conducted by the Department of Land Affairs and/or the Land Claims Commission of South Africa. Whether the exercise is effective or not requires some units of measurement. However, the regularisation is the core function of the Department



of Labour, Justice and South African Courts, which are currently focusing on ensuring that the rights of labour tenants are protected and never exploited or undermined.

The researcher argues that the above criteria for success can be regarded as an objective impact that was intended by the Land Reform Programme, even though in practice the said Programme has not served as a real reform, because it has constrained the strategy of quickly addressing the skewed land patterns of South Africa. In conclusion, it is important to reflect that the Land Reform Program was negotiated by the Conference for a Democratic South Africa (CODESA) in good faith and agreed upon by stakeholders and role players in the land sector (Terreblanche, 2003: 98 - 99). All role players are coerced and can not default the government in implementing and participating in it, whether or not it makes a dent on poverty alleviation (Terreblanche, 2003:99). The role players in the Land Reform Programme will be discussed next.

### **3. THE ROLE PLAYERS IN THE LAND REFORM PROGRAMME**

There are various role players in the land sector in general. Hall (2003) depicted all the role players involved in the Land Reform Programme to include: academics, donors, farmers' unions, organized agriculture, the business working groups, NGOs, Landless People, Land Bank, Provincial Departments of Agriculture and Land Affairs, the National Department of Agriculture and Land Affairs and the Minister of Land Affairs. The researcher is of an opinion that identification of relevant role players is important so as to examine and determine the role that addresses the same or different functions and new ones that still need to be played. These role players are expected to address poverty and to impact on the improvement of the quality of life, which will be discussed next.

#### **4. QUALITY OF LIFE**

The Minister of Finances, Trevor Manuel (2006:2), argues that the challenges faced by South Africa include sustaining the current growth levels, broadening the participation and extending opportunities to all in order to deepen the quality of social development. The researcher is of the opinion that such a statement reflects the level of willingness and the ability of government to deal with improving the quality of life for all South Africans.

According to Moller, Schlemmer and du Toit (2000:3), quality of life refers to the degree of well being experienced by individuals and aggregates of people under prevailing personal, social and economic conditions. It is about life satisfaction, happiness, need satisfaction and social well being. They further argue that talking about quality of life without conducting a study is impossible and further state that the study of quality of life is an examination of influences upon goodness, meaning in life, as well as people's happiness and well being. From this perspective, the ultimate goal of a quality of life study and its subsequent applications is to enable people to live quality lives; lives that are both meaningful and enjoyable. The researcher supports the above definition portraying that quality of life is about checking life satisfaction and happiness.

However, to achieve this it is important to understand the aspects of human experience that make life worth living. The office of the Presidency and various units of government departments conduct research on quality of life, especially after rendering services. The information that is collected often provides a forum for policy makers, planners, scholars, African countries and abroad. Moller (1997) and World Bank (1995:316–317) indicates that the following variables are considered as aspects of quality of life:

#### 4.1. Food security

Food security and nutrition programs go beyond the objective of poverty alleviation. Wikipedia Encyclopedia (sa) describes food security as a situation in which people do not live in hunger or fear of starvation. Ashiabi (2005:109) argues that food insecurity is not good for human development and well being as it carries long term implications such as malnutrition. The Wikipedia Encyclopedia (sa:2) supports that malnutrition in early childhood leads to defective cognitive development and, later in adulthood, an individual may die of heart failure because his/her heart suffered structural defects during early development.

Food security is a precondition for a successful strategy to help poor people grow out of poverty. The Wikipedia Encyclopedia (sa) further argues that food security is a basic human right. Ashiabi (2005) further says most researchers agree that poverty is the primary cause of food insecurity, but that not all poor households are food insecure. Moser (1996:10) supports this view and argues that poverty and household food security are closely linked. The link can be as direct as a family not having enough money or knowledge to purchase the basics, such as a balanced basket of food, and some families adjusting to vulnerability by reducing the number of food items in the basket. The link can also be indirect through illness and malnutrition which carries long-term implications. The Wikipedia Encyclopedia (sa) reports that the World Food Summit was held in Rome in 1996. The conference produced two key documents: A declaration on World Food Security and a World Food Summit Plan of Action. The plan of action sets a number of targets for governments and non-governmental organisations for achieving food security at all levels of societies. Individuals without property are susceptible to starvation. Chronic food insecurity translates into a high degree of vulnerability, famine and hunger. Ensuring food security presupposes elimination of that vulnerability. Chronic hunger is similar to undernourishment and is related to poverty and it exists mainly in poor countries. The researcher concludes that

the poor land restitution beneficiaries have an option of utilising the financial award to buy food for households as food is part of the aspects that makes life meaningful and enjoyable.

#### **4.2. Housing needs**

Moser (1996: v) claims housing is an important productive asset that can cushion households against severe poverty. It is a dynamic process that can help the poor to grow out of poverty or shield them against slipping deeper into poverty. Housing provides an access point to the urban economy, particularly through the establishment of home-based enterprises. Some families use their houses as a workplace. Housing enables families to start informal sector activities such as repairs, production and sales of food and beverages. Renting out a room can supplement household income. In times of need the house can give shelter to relatives and close friends who would otherwise have to live on the streets.

According to Moser (1996:9) families that rent a house are more likely to be poor than those that own their own dwelling. This links housing to poverty. Moser (1996) further argues that housing is a critical element in the survival strategy of the poor. It provides them with socio-economic stability as well as a source of asset creation and savings. This can be done through local municipal governments, which can review policies that discriminate against rental housing stock within urban land markets. This will ensure that the urban poor have access to affordable housing. Housing and land management are interrelated. The researcher concludes that the poor land restitution beneficiaries have an option of utilising the financial award to satisfy their housing needs.

#### **4.3. Lack of clear title to land**

Most people view limited access to land as the most important component of poverty and as a yardstick by which they compare their community to the

neighboring ones. According to the World Bank Country study report (1996:186), for many households access to land, water and credit is limited and can lead to a vicious cycle of poverty. World Bank (1996) further states that land market regularisation can either create opportunities to diversify its use or foreclose them. The White Paper on South African Land Reform Policy (1997:13) indicates that research has shown that the security of a title to land gives inhabitants an incentive to invest in their dwellings. Once they receive a title they begin a process of consolidation and upgrading. Odgaard in Benjaminsen and Lund (2003:71) argues that several land reforms in various countries such as Tanzania have not altered the unequal distribution of land. The researcher agrees with this opinion as she has observed from practice experience that countries use different models and often fail to put proper programme management systems in place before they attempt to deliver. It is the opinion of the researcher that in South Africa the option of financial compensation has led to failure to change the land patterns, as it is given to beneficiaries that do not want their land back.

Odgaard in Benjaminsen and Lund (2003 :83-84) concludes that in countries like Tanzania, a mixture of old and inadequate land legislation, confusing customary frameworks, unnecessarily costly land registration procedures that can be afforded by those with financial resources and bargaining power, and dysfunctional land market, restricts access to land. These factors make it more difficult for the poor to get access to land. The researcher supports this view basing it on her experience within the Land Restitution Programme and a report made by Hartley (2005:7), who wrote that the Minister of Land Affairs, Thoko Didiza, has begun to close the gaps that allowed farmers, valuers and corrupt officials to collude and inflate prices of land earmarked for land restitution.

Duncan and Brants (sa: 22) reflect that in countries like Ghana land that is used by women to gather wood, is owned by men who usually sell it. This

makes the strategy of targeting the poor challenging, as often men and/or wealthier groups influence and 'hijack' the policy process in order to develop land for commercial gains. In a South African context the researcher has made similar observations looking at land earmarked for low cost houses. Most of the developers often buy the land in-between the low cost houses at a cheaper price and develop cluster units, which they sell at a high price. According to Duncan and Brants (sa: 23), those who own a title have access to land which is a crucial resource for urban agriculture. People with access to land have social, economic, and political power. Mlozi (1996:48) argues that an urban resident, especially the poor, often does not secure access to land. This makes him / her vulnerable and unable to invest time and resources in agriculture. Several studies show that practice of urban agriculture is for poverty alleviation and provision of food. The studies further show that urban dwellers who are undertaking urban agriculture loose their land for the purpose of urban development, mainly residential use. Urban agriculture is a potential economic activity that can make towns efficient, self reliant and sustainable.

Mbeki (2007:7) reflected that South Africa needs to learn from experiences of countries like Chile and Tunisia. The experience of these countries indicates that in order to effectively deal with poverty, the focus of the government should be on the following:

- Clearly defining the poverty matrix of South Africa.
- Developing a proper database of households living in poverty.
- Identifying and implementing specific interventions relevant to the household
- Monitoring progress in these households as programmes take effect in graduating them out of poverty.
- Addressing indigence (especially high numbers of women so affected).
- Coordinating and aligning all anti-poverty programmes to maximize impact and avoid wastage and duplication.

- Accelerating the training of family social workers at professional and auxiliary levels to ensure that identified households are properly supported and monitored.

Blom (2006:3) reports that farming groups in South Africa have united in a land reform drive that focuses on commodity and that it requires help of established farming mentors. The achievement of this goal requires regularisation of land tenure and the simplification of registration processes, particularly to improve access of the poor to serviced land and finance.

#### **4.4. Household (furniture and other equipment)**

The lack of assets always separates the poor from the rich. Moser (1996:8) argues that in times of economic difficulties household assets act as safety nets to the poor so that they can restructure in response to external crisis. Farmers Weekly (2006:13) reported that the Landless People's Movement takes action over the state land. This was after a social action campaign which ended up hostile due to the disappearing window of emancipation from lack of service delivery by the KwaZulu Natal Land Affairs office. The researcher is of the opinion that if these people had sufficient household equipment, they would not have opted for social action campaigns or planned further action on state land.

#### **4.5. Ability to pay debts and/or pay for educational fees**

Poor people, especially women, are often denied access to money lending schemes. Moneylenders have high interest rates and are ruthless when it comes to the collection of monies. However poor people value them because they offer easy access and flexible lending returns. Countries such as Kenya have created women micro credit programmes to deal with these challenges of women (Lewa Wild Life Conservancy: 2001 - 2007).

According to Moser (1998:27), economic poverty is linked to social and political marginalisation, which affects physical and mental health. He further argues that women have a burden of family debts and often feel depressed, suffer from sleepless nights and experience increased dependency. UNESCO (2002:7) wrote that education is a precondition for development, economic growth and poverty elimination. The researcher is of the opinion that receiving the restitution financial award increases people's ability to pay their debts and pay educational fees. This makes people see that they live meaningful lives.

#### **4.6. Vulnerability to crime and other disasters**

According to Schmid (2000:9), fear of theft and crime is one of the most frequently mentioned community problems. The cost of police and penal services are a huge demand on investment that should be directed to economic development and social services. The economic implications of crime are immense, not only in financial loss but also in terms of avoidance behaviour in those with resources. According to Stone (2006:3), reducing crime and delivering justice are obligations for any government, including South Africa. She further states that growth helps to relieve unemployment, poverty and inequality that fuels crime and injustice. Terreblanche (2003:469) argues that it is part of a harsh reality in present day South Africa that income is wrongly distributed by means of crime, violence and corruption. He further states that ten percent of serious crimes are successfully prosecuted and punished, meaning that crime and corruption are paying handsomely for many criminals. Hence the researcher supports the view that a developing country like South Africa needs to strategize in order to minimize the people's vulnerability to crime.



#### **4.7. Ability to secure employment**

According to Moser (1996:10), the poor people's greatest asset is their capacity for labor. The real issue for development specialists involves ensuring that there is food and hope for poor households in the short term. This includes ensuring that there are permanent jobs in the long-term (target of at least 10% of permanent jobs created) and skillful people to take the jobs.

The Minister of Social Development, Dr. Skweyiya (2006:5), stated that the focus of South African government interventions is on the second economy interventions in order to ensure poverty alleviation. Such interventions are not limited to comprehensive social security, housing and sustainable human settlement, land reform, integrated food security, integrated sustainable rural development, urban renewal and the Expanded Public Works Programme (EPWP). The EPWP has been created to assist in alleviating and reducing unemployment. It provides work opportunities and appropriate training. It focuses on the infrastructure sector which allows employment of people through labour intensive construction methods and has been estimated to be in a position to create 900 000 work opportunities. The land restitution project, especially the land restoration option, has the potential to create more jobs in certain municipalities. Moonsamy (2006:3) reports that the District Six land restitution claimants are given an opportunity to view the draft development framework for the area where 24 houses will be built. The researcher's view, however, is that the Land Restitution Programme creates jobs for other people and not for the dispossessed and it is unfair to expect them to build their own houses as this means no reparation at all.

#### **4.8. Access to municipal services**

Wall (sa:11) articulates that communities often struggle with access to municipal services such as to access water, sewage, sanitation and waste disposal and

worse quality roads and electricity services. This can have a harmful effect on the poor, who can least afford to bear these costs. A major step forward towards expanding the asset base of the urban poor is to enhance their limited access to the full range of municipal services, which would generally include water supply, sanitation, refuse removal, drainage, flood protection, local roads, public transport, street lighting and traffic management. The limited access of the poor to such services is often made worse by the local government's tendency to design service standards that are unaffordable or not plan them in a way that allows for incremental upgrading as poor communities become more able and willing to pay for services.

The Constitution (Act 108 of 1996) protects all rights including the right to basic services and this is supported by the Annual Division of Revenue Act, which makes a budget allocation in a form of equitable share and conditional grants to all spheres of government. The Division of Revenue Bill (2007:85) states that one of the conditional grants is the Municipal Infrastructure Grant which is allocated to municipalities to focus on addressing backlogs in basic infrastructure for the provision of basic services to the poor. It is the researcher's opinion that even though government makes such allocations on an annual basis, such allocations are not sufficient to address the needs that exist in the neighbourhoods and ensure comprehensive access to municipal services. Such allocations are intended to make an impact on poverty and inequality.

It is therefore concluded that the Land Restitution Programme provides an opportunity to provide for aspects of quality of life such as food security, housing, crime reduction, municipal services, household equipment, education, employment and a title to land to a certain extent. However, this depends on the needs of individual land restitution beneficiaries and their ability to choose an option. It is the opinion of the researcher that if certain options were forced on individuals, some aspects of quality of life and impact on poverty would be guaranteed. The question is how the Land Restitution Programme provides a

framework to address the above aspects of quality of life in order to make an impact in addressing poverty alleviation.

## **5. IMPACT OF THE LAND RESTITUTION PROGRAMME ON POVERTY ALLEVIATION**

Given the number of role players in the land sector and the existing potential to impact on poverty, the question is what the current impact of the Land Restitution Programme on poverty alleviation is. Hall (2003) states that any impact which the Land Restitution Programme has on poverty is incidental. The researcher sees this view as challenging the Land Restitution Programme planning, implementation and evaluation. It is the researcher's opinion, as already elaborated, that any intervention such as the Land Restitution Programme, which is aimed at poverty alleviation, should be executed as part of an integrated, well planned intervention that occurs at the same interval. Mbeki (2007:7) admits that the South African poverty alleviation strategies are not making the desired impact; hence South Africa is taking lessons from other countries like Chile and Tunisia which have successfully made an impact on poverty alleviation.

Cloete (2002:211) articulates that evaluating policies means one is learning about the consequences of public policy. This includes policy impact which denotes all policy effects on the real world. He further asserts that impact studies are intended to deepen the understanding between variables, realign policies and link policy formulation with implementation. Robb (2003:95) states that the quantitative and qualitative responses enhance one another and argues that if both measures are used, the financial assessment appears as a much fuller analysis of the varying dimensions of poverty and policy recommendations become more relevant. Robb (2003:95) reveals from this analysis that the impact of macro economic and structural policies is often limited. This is because data exists, but is fragmented and under-utilized. Robb (2003:95) then concludes that there is a weak link between poverty analysis and policy choices. The researcher

is of an opinion that if such a link can be made it can build capacities and provide training in financial programming and poverty impact studies, and that it will enable policy makers to make policy trade-offs. It would also contribute to public discussions and respond to the request for assistance with a better understanding of economic debates.

During the North West Provincial Growth and Development Strategy Forum (2006:3) Development Bank of South Africa indicated that it has created a management economic tool called Social Accounting Matrix (SAM) to measure policy impact and gap analysis. According to the SAM tool there are two types of impacts, namely social and economic. The economic impacts include direct, indirect and induced impact whilst the social impacts include hospital beds, number of doctors, the number of people receiving a social security grant and the number of houses built.

Cloete (2002:224-225) refers to two elements of 'impact', namely efficiency and effectiveness. Efficiency has to do with output (what we do), whilst effectiveness has to do with outcomes (what we achieve). Cloete (2002) further postulates that social impacts are intangible and are only directly measured by using indicators. Indicators can be both subjective and objective. Subjective impacts include results of the perceptions interpreted or perceived by those affected, whilst objective impacts include those results that are measured objectively and directly whether the affected audience agrees with them or not, such as empowerment, capacity building, community and public participation. In the Land Restitution Programme the subjective and objective impacts are converse of each other, especially when policy choices are made. Such policy choices can have intended and unintended consequences, hence the impact of policy choices for the Land Restitution Programme is succinctly discussed.

## **5.1. Impact of policy choices for the Land Restitution Programme on poverty**

There are positive and negative impacts of policy choices to poverty. These include the impact of conditions of aid, impact of supporting the reconstruction and reconciliation process and impact of community participation which will be discussed next.

### **5.1.1 The impact of conditions of aid as a policy choice:**

Conditions of aid have an impact on the intended consequences. Most beneficiaries of aid do not refuse assistance. It has always been argued by developmental practitioners that countries must learn to refuse developmental aid. Wilson *et al.* (2001: 96) argue that very little has been written about past failures of the development project despite donors dispensing advice and stipulating conditions. They articulate that advice is largely incompatible with the challenges presented by the changing environment.

In the Land Restitution Programme the conditions are that a person is only entitled to land restitution if he/she meets the acceptance criteria as set in section 2 of the Land Restitution Act of 1994 as amended. The criterion, according to that section, includes:

- One is a direct descendant of the original owner of the property, spouse, original owners or a deceased estate.
- The compensation paid to the original owner at the time of dispossession is measured to be unfair and unjust.
- The Commission deems claims to be valid if the dispossession happened after 19 June 1913.
- The racial discriminatory legislation and/or practices must have been used to dispossess the owner of his/her right in land.

- The claim must have been lodged before the cut off date of December 1998.

It is accepted in the consumer world that a consumer could refuse a service as he/she is the one with a need and therefore determines the terms. However, it is rare that a beneficiary rejects aid, because donors always provide conditions. Various beneficiaries that refuse services use a number of reasons. Rooplal and Sigasa (2007:24) argue that there are a number of reasons that a number of organisations remain with unclaimed monies. These range from death, change of contact details and admission in psychiatric hospitals. They further advise that organisations must develop strategies of dealing with such risks and these have an impact on the financial statements of the organisations. Examples of such risks have been witnessed during the demutualisation processes that were undertaken by companies such as Old Mutual and Sanlam since 1999. It is the researcher's observation that efforts are being made to put an advert on the electronic and print media, even though in some cases the owner might be deceased or might not have any beneficiary. Therefore, the researcher concludes that the views and rights of the consumers are somehow considered when such policies are formulated.

The researcher sees the Land Restitution Programme as official development aid, because it has conditions similar to that of official development aid. The South African poor people, despite meeting the above criteria, must have lodged their claims by 31 December 1998. This means that they may not meet the criteria for acceptance by the Land Claims Commission even though they may meet all the other elements of the criteria for entitlement. The question that remains unanswered is: Why are the rights of poor people traded off because of policy choices? The researcher therefore realizes that this is one of the policy choices that were made by the South African government in an attempt to alleviate poverty. However it has impacted on the people who lost rights and who could not claim and subsequently lost their opportunity to be impacted by the

Land Restitution Programme in its quest to alleviate poverty. The researcher is of the opinion that being consulted when policies are formulated creates a spirit of reconciliation which will be discussed next.

### **5.1.2. Impact of supporting the reconstruction and reconciliation spirit as a policy choice**

The ANC (1994) has used the two concepts 'reconstruction' and 'reconciliation' interchangeably, even though they have two totally different meanings. The Cambridge Advanced Learners Dictionary (2005:1059) defines reconstruction as a process of creating or building something again that has been damaged or destroyed. The researcher has observed in practice experience that reconstruction happens in Land Restitution Programme where communities have opted for land which they originally owned. In that case it means the government and its three spheres take the responsibility of building houses, putting basic municipal services in place and giving back title to the land restitution beneficiaries. For the purpose of this study the researcher will focus on the reconciliation component.

The Cambridge Advanced Learners Dictionary (2005:1059) defines reconciliation as a process of finding a way in which two beliefs that are opposed to each other agree to exist together. According to the White Paper on the South African Land Reform Policy (1997:49), the Land Restitution Programme was aimed at ensuring that there is reconciliation and reconstruction. It further states that for all claims falling outside the ambit of the Restitution of Land Rights Act (Act 22 of 1994 as amended), alternative remedies and procedures have to be found. The researcher is of the opinion that within the Land Restitution Programme there is reconciliation. This happens during the period between lodgment and settlement. Reconciliation follows after conflict. However, Terreblanche (2002:371) argues that a thorough study of the past is necessary if a lasting reconciliation is to be achieved in South Africa. The researcher agrees with this view as she has seen it

happening in the Land Restitution Programme. The claimants are given an opportunity to explain their side of the story during the claims process. The researcher has noticed during her involvement in the land claims process that claimants often blame the government and certain individuals who were perceived as sellouts at the time. At the time of the study, the researcher was in the employ of the Land Claims Commission and had an opportunity to read detailed, archived documentation and make conclusions about the history of the claiming communities. It was obvious that conflict, with reference to the Land Restitution Programme, occurs in a number of relationships, namely with parents, brothers, sisters and children or even institutions and employees of these institutions.

This conflict is evident in the broader South African society. Terreblanche (2002:444) states that “currently the population of South Africa does not constitute a society.” He claims this is because of centuries of group conflict and violation of human rights and is of the opinion that the population is still divided into irreconcilable groups. These groups do not share the same values and do not have the cross cutting interests needed to cement them into a single society. Terreblanche (2002) attributes this to the failure of the Truth and Reconciliation Commission in its mandate of investigating an important aspect of the South African history. The researcher is of the opinion that this is partly true and partly false. The truth lies in the continuing reports that reflect interracial conflict and inequalities between the different racial groups. It is partly false because within the limited number of beneficiaries of the Land Restitution Programme, those who were in conflict at the time of removal were able to sit together and relate their opinions regarding what they considered to be the source of conflict. Some thought conflict was caused by their family members and individuals who were in employ of the then government and not the apartheid government policies. After story telling and receiving the land restitution awards the people are able to put the issue to rest, thus allowing reconciliation to take place.



Reconciliation was one of the hallmarks of President Nelson Mandela. Kubheka (2001:3) asserts that land could be a tool to help transformation and reconciliation in South Africa as a mechanism to overcome differences. When people lost their land, they lost their dignity and they were dumped in squalor. He further states that resolving the land question is central to creating a solid foundation for the South Africans to move forward. The researcher agrees with Kubheka (2001), who states that land is a mechanism for overcoming differences between the blacks and the poor. The researcher has noticed that most of the potential land restitution beneficiaries who could not claim are bitter and very impatient, and therefore concludes that it would take more than the Land Restitution Programme to reconcile the nation.

Kubheka (2001:4) claims that land is linked to reconciliation and economic and social justice. Land reform has a tremendous potential to build social cohesion. He further claims that nothing has been done thus far in order to make inroads on building social cohesion despite the implementation of the land reform programme. He is concerned that the patience and tolerance of landless people is immensely limited, and is of the opinion that this is a window of opportunity that is fast closing. If they run out of patience and tolerance, what will become of the South African society? The researcher concludes that the impact of supporting the spirit of reconstruction and reconciliation as a policy choice is likely to have unintended consequences where the landless people are losing patience and tolerance. Can this be true for the Land Restitution Programme beneficiaries who were offered an option to choose land, financial compensation and involvement in land development, or is it likely to be the case where the land option was not available at all or and to those who could not claim? This implies there is an enormous potential threat to social stability which encompasses a different form of community participation.

### **5.1.3. Impact on community participation**

Community participation is a building block to community development and poverty alleviation programmes and this includes the Land Restitution Programme. The researcher is of the opinion that community participation in social development programmes is the key to alleviation of poverty because it affords the poor communities an opportunity to define their poverty and strategies for alleviating them. The researcher obtained various definitions of community participation that aligns with community participation within the Land Restitution process in South Africa. Gonzalez (1998:18) defines community participation as a process by which beneficiary groups actively influence the direction and the execution of projects with a view to enhancing their own wellbeing. The researcher agrees with this view as she views community participation as a means to achieving project results. Gonzalez (1998) further argues that the successful utilization of community participation increases the quality of life in a village community.

The Integrated Service Delivery Model for Developmental Social Welfare (Department of Social Development, 2006:15) regards participation as one of the key principles for a developmental approach that is relevant in the South African context. It emphasizes that people should be fully engaged in their own process of learning, growth and change, starting from where they are and moving at their own pace. This view is in line with the livelihood approach (see point 6.2) and the kind of participation that occurs within the Land Restitution Programme. This participation encompasses people's individual learning process at their own pace. The type of participation, however, unfolds differently within different contexts which constitute various kinds of community participation.

### **5.1.3.1. Kinds of community participation**

According to Cohen and Uphoff, as cited by Gonzalez (1998:20), there are four major kinds of participation in the project cycles, namely participation in decision making, participation in implementation, participation in benefits and participation in evaluation. The researcher is of the opinion that all kinds of participations, except for participation in implementation, occurs within the process of the Land Restitution Programme. For example, decision making applies when the beneficiaries choose the land restitution award in consultation with their immediate family members where beneficiaries receive the different amounts of compensation. Participation in evaluation is applicable to a sample of beneficiaries as they are chosen to participate in the evaluation of the programme and when generalisations are made to conclude the entire programme. Therefore the researcher concludes that the participation of those who managed to claim their land within the Land Restitution Programme is likely to make an impact on the levels of poverty in the claiming communities. This is because claimant communities did more empowering and capacity building work quickly, which will be discussed next.

### **5.1.3.2. Capacity building and empowerment**

According to Reid (2000:73), disagreements around the meaning of empowerment have affected program evaluation. She further clarifies that empowerment implies that power is being given to or developed within a person or group. Empowerment is a mechanism by which people, organisations and communities gain mastery over their affairs. Community empowerment means that members of the community maintain a strong voice in all issues affecting the well being of the community. However, Reid (2000) defines empowerment as both an end and a means, and states that empowerment can be a process and an outcome that can be linked to programme activities, which are likely to create

changes in behaviors or situations, which in turn are thought to produce the outcome of interest.

Reid (2000) further articulates that empowerment has different stages and it is anticipated to take a period of between 5 to 7 years. It happens in phases and starts with the phase of building trust (needs assessment, group formation and participation). It then moves into the capacity building phase (action strategy, action and reflection action), followed by a phase of a sustainable competent community. The researcher views the two concepts 'capacity building' and 'empowerment' as reciprocal. This implies that there is no capacity building without empowerment and vice versa.

Taylor (2005:608) postulates that empowerment helps people develop skills so that they can be independent problem solvers and decision makers. The Integrated Service Delivery Model for Developmental Social Welfare (Department of Social Development, 2006:15) regards empowerment as one of the key principles for a developmental approach that is relevant in the South African context. The model emphasises that power relations should shift towards people achieving greater control and influence over decisions and resources that impact on the quality of their lives through interdependent relationships.

Itzhaky and Bustin (2005:82-83) differentiated between personal empowerment and political empowerment. Personal empowerment has to do with assertiveness and having self-esteem in communicating. The researcher argues that the land restitution beneficiaries receive empowerment at a personal level because by receiving the award they gain self-esteem. This enables them to communicate better what they were not able to communicate previously due to lack of power.

Itzhaky and Bustin (2005:1) regard empowerment as a critical goal and process for community practice. As a goal it refers to "community with power and control to affect its own fate". They further state that the process of empowerment

involves those conditions and situations that can lead a community towards becoming more empowered. The researcher therefore concludes that even though the impact of policy choices made by the current government regarding the Land Restitution Programme involves supporting reconciliation, reconstruction, community participation, empowerment and capacity building, the programme still needs a clear approach and a possible Land Restitution Programme framework for poverty alleviation which will be discussed next.

## **6. APPROACHES TO POVERTY ALLEVIATION**

As already mentioned in Chapter one, Land Restitution Programme can only be effective if approached within a development framework. Currently the framework is legalistic up to signing of an out of court settlement agreement. A Land Restitution Programme framework for poverty alleviation needs to be clearly understood within the context of poverty alleviation approaches. The following approaches are relevant within the context of developmental framework for Land Restitution Programme.

### **6.1. Asset Vulnerability Approach**

Moser (1998:10) regards the asset vulnerability framework as one of the many theoretical approaches to poverty alleviation. He further clarifies that it is a conceptual base for understanding the efforts towards alleviating poverty and indicates that it applies equally at all levels of policy analysis. From this approach it is believed that the more assets that individuals and communities have, the better these assets are managed and the less vulnerable people become. On the other hand, the greater the erosion of the asset base, the more insecure people get and the greater the poverty levels. Moser (1998) further argues that from this perspective, poverty is characterised by not only a lack of assets and the poor's inability to accumulate an asset portfolio, but also by an inability to devise an appropriate coping or management strategy. The key issues in this poverty alleviation approach are to build up the asset base of the poor and to increase

their capabilities to manage the existing package or portfolio of assets and prevention of further erosion on the people's asset base.

An asset is defined by Realfact Net Dictionary (2006) as anything of monetary value that is owned by a person, trust, close corporation, company or other legal entity. Assets include, amongst others, real property, personal property, stocks and mutual funds. Moser (1998) further says vulnerability is closely linked to poverty and asset ownership. It is appreciated that vulnerability to poverty is countered by the asset bases of the poor and by the management of their complex range of assets (asset portfolios), particularly in times of crises. Patel (2005:242- 243) states that there are four broad categories of assets namely: human capital (such as labour, education, health), social and institutional assets (household relations, trust, access to decision making), natural resources (land, water, common property) and human-made assets (housing, productive infrastructure, social infrastructure).

The researcher supports this approach because it practically aligns with the Land Restitution Programme. Land, for example, is an asset that communities and individuals have to have a secure access to. It is an asset that they have to be able to manage to lessen their vulnerability to poverty. It is the researcher's opinion that if no attempt was made by the South African government in a form of a Land Reform and Housing Programme to ensure that people have access to land and houses, to manage land and houses and to preserve the land and houses that they currently own, they will not be able to get out of poverty. The South African government has prevented further erosion of assets, in line with the fact that social policy formulation has moved from a notion of statutory or regulatory to preventative. The government has regulated that no black person is allowed to sell land and a reconstruction and development programme house. Hall and Midgley (2005:1) argue that the goals of social policy have broadened to include poverty alleviation, social protection, social inclusion, and the provision of human rights. The livelihood approach is one of the many approaches that has

the building blocks of the proposed Land Restitution Programme Framework for Poverty Alleviation.

## **6.2. The Livelihood Approach**

The Department of Social Development argues in the Integrated Service Delivery Model for Developmental Social Welfare (2006:20) that the developmental paradigm post 1994 calls for new approaches to poverty alleviation that are people centred and sustainable, such as the livelihood approach. This approach redefines development in terms of exploring strengths and vulnerabilities of the poor. It promotes a holistic vision of development, seeks to direct the focus of development thinking to encourage clients to use the knowledge and expertise of individuals in their communities and resources available in their environment, creatively and innovatively, to address their socioeconomic needs. Hall and Midgley (2005:7) acknowledges that the livelihood approach recognises that the poor are neither all in the same mass, nor are they always merely weak, passive recipients of government hand outs. This approach further emphasises that the assets and capabilities of people need to be mobilised for pro-active participation and to ensure empowerment of the poor.

The livelihood approach respects the ability of a person to make a choice, it provides access to opportunities and resources and the ability to use them in a manner that will not disadvantage others. According to the researcher this approach recognises what local people are able to do well. This implies that for the Land Restitution Programme to alleviate poverty, the affected people must be involved. However, from experience, the researcher knows when poor people are given a choice to choose they often select an easy way out that will bring relief on a short term basis as opposed to the development of their capabilities, strengths and assets, which takes a longer period of time, but which promotes human development as emphasised by the livelihood approach.

Wilson *et al.* (2001:106) conceptualised poverty alleviation as the integration of the poor in the cause of economic growth. They further emphasize that the poor must be helped to accept responsibility for their destiny. The researcher is of the opinion that these contradictions that exist in theoretical approaches and practice experience forces one to conclude that it is not all that is contained in the poverty alleviation approaches that ensures the alleviation of poverty. Hall and Midgley (2005:36) supports this view and argue that social policy has expanded to include livelihood and rights based approaches for the alleviation of poverty. Hall and Midgley (2005) assert that they have no doubt that these approaches present contrasting and often contradicting ideologies to the challenges of addressing poverty and at the same time they acknowledge that they share a middle ground that reflects the various conflicting perceptions of manner in which the world works and the manner in which problems can be best handled. In summary the researcher recognises elements of the proposed Land Restitution Programme Framework for Poverty Alleviation in the asset vulnerability, livelihood approach.

### **6.3. Holistic Approach to Poverty alleviation**

Wilson *et al.* (2001:106) explain that poverty alleviation in Europe was a result of disillusionment with the trickle down theories of the 1960's. Such theories supposed that development at a national level would improve the well being in all sections of the population. Wilson *et al.* (2001: 106) further indicate that around 1970, poverty alleviation became the developmental objective of most governments. The researcher concurs with these, though in South Africa the developmental agenda for poverty alleviation was confirmed through the Reconstruction and Development Programme around 1994 and finally accepted in 1995, as part of the Copenhagen Social Development Summit as articulated by Hall and Midgley (2005: 64).



Hall and Midgley (2005:38) conceptualised a holistic social policy approach to poverty alleviation which includes the state, civil society, private and business sector, international development institutions including bilateral and multilateral (UN agency bodies) and regional bodies that target the individuals, households and community. It enhances well being, enables international competitiveness, ensures human capital, builds social cohesion and combats social exclusion by using policies that provide basic social services, safety and social fund nets, sustainable livelihood support, a cross sector approach, entitlements to social rights capabilities, participation and accountability. The holistic approach clearly stipulates who should be involved in poverty alleviation.

#### **6.4. Compulsory Asset Redistribution**

Hall and Midgley (2005:9) advocates for compulsory asset redistribution, such as land reform, as an approach to poverty alleviation. This is despite the fact that there are concerns that asset redistribution programmes have lost favour, as more often when they are conducted they are in response to an identity specific crisis, in which grass root organisations take the initiative to secure livelihood assets. This view is in line with certain key government policies such as the Reconstruction and Development Programme (RDP), the Growth Employment and Redistribution (GEAR) Strategy and the Accelerated and Shared Growth Initiative (ASGISA). The Accelerated and Shared Growth Initiative (ASGISA), as advocated by Mlambo–Ngcuka (2006:1), aims to respond to a range of constraints that include skills shortage, challenges faced by small, medium and micro sized enterprises and emphasises partnership with business and labour as well as civil society. The focus is on infrastructure sector strategies, education and skills, second economy interventions, public administration issues and macro economic environment. ASGISA does not replace the Growth Employment and Redistribution (GEAR) Strategy, whose aim is to develop and implement consistent public policies across the economic field, bring other ministries on board, build business confidence, deal with organised labour, and keep firmly on track with knowledge of development. All these policies advocate for an

accelerated land reform programme which embeds the principles of the Land Restitution Programme.

Kane and Kirby (2003:167) disagrees with Hall and Midgley (2005:9) by arguing that poverty cannot be alleviated by redistribution of wealth from the affluent to the poor, but could be reduced by sharing the risk. Sharing the risk, as advocated by Kane and Kirby (2003: 167), involves contributing to improving the quality of life of the poor and planning the services to the poor in order to break the cycle of poverty. The researcher is of the opinion that sharing the risk includes the poor people in dealing with the poverty dilemma, whilst the rich subsidize the poor communities. The researcher has noticed that most municipalities have a category of indigent people whom are regarded as not able to pay for basic services. If the views of Kane and Kirby are applied in this context of indigence it means the poor cannot share the risk, as they are not contributing anything to the local economy.

Rogers and Burdge (2001:24) allude that it must be acknowledged that the planning of coherent poverty alleviation and development strategies is not generally well advanced across the developing world. This is confirmed by the Gauteng Intersectoral Development Unit (GIDU) (2004:27) and the Department of Social Development who highlights that there have been a number of significant government initiatives towards poverty alleviation, hence the Province of Gauteng in South Africa decided on collaborating with the business sector for its own provincial problems. Moser (1996:15) supports the approach used by GIDU; however, he argues that an overlap exists between the different strategies of poverty alleviation. He claims that no strategy can be dealt with independently. He proposes that a “medium- to long-term strategy which approaches the issues holistically may succeed in alleviating some of the more pernicious manifestations of urban poverty” (Moser, 1996:15). Based on the above view by Moser (1996) the researcher concludes that poverty alleviation measures for the Land Restitution Programme beneficiaries of South Africa need to involve all relevant stakeholders at a national, provincial, and local government level and at

a community level including the non-governmental, donor and community-based organisations. However, the key question is searching for elements of a poverty alleviation framework for the Land Restitution Programme and evaluate if these are making an impact on poverty and its alleviation.

## **6.5. Social Development Approach**

Hall and Midgley (2005:45) maintain that social development is one of the many different approaches for addressing the problem of poverty. They further argue that social development addresses poverty alleviation through its strategies and using capital which could be human, social and financial. Patel (2005:49) describes social development as an approach to promote a social condition of well-being. Midgley (1995:13) emphasizes the dual focus of social development to be on social and economic development. According to the United Nations Economic Commission for Africa, as cited in the Integrated Service Delivery Model for (Department of Social Development, 2006:10) social development involves participation of people in bringing about qualitative and quantitative changes in the social conditions of individuals or communities. The researcher supports this view as she has noted from experience that no land restitution project can be settled without individual or community participation.

Lombard (1996:163) argues that social development is an approach that is inclusive of helping individuals, groups, families and communities in a different manner that involves developing human resources (capacity building and empowerment) and where possible facilitating and enhancing economic development. Potgieter (1998:119) adds that the ultimate objective of social development is to bring about sustained improvement in the well being of the individual, family, community and society at large. Social development has several dimensions namely: social welfare, health, education, housing, urban and rural development and land reform (Potgieter, 1998: 119). It requires that all

sectors of the society including communities working together towards the improvement of the quality of life of people.

Social capital is the key to the community's ability to cope with economic crisis and severe misery. Gittel and Vidal (1998:13-14) argue that there are two types of social capital, namely bonding and bridging capital. Gittel and Vidal (1998) further state that building social capital gives people the connectedness they need to face the new realities. It consists of trust, norms, networks and cooperation that enable participants to act together effectively and pursue shared objectives. The bonding capital refers to the type that brings closer together people who already know each other, whereas bridging capital refers to the type that brings together people who did not know each other (Gittel and Vidal, 1998:13 – 14).

The above elaboration raises output and outcome of the process of social development. It also shows that there has to be a collaborative effort by various sectors and role players in society working together (output) in order to improve the quality of life (outcome). The Department of Social Development (2006:19) views social development as a key shared agenda of all the sectors of the government of the country and the quality of life as an outcome. The researcher therefore concludes that the sectors of government need to work together using the following discussed strategies of social development.

### **6.5.1. Strategies for Social Development**

Midgley (1995:103-138) quantified the term strategy to refer to approaches, programmes and projects that share similar ideological orientations and advocate similar interventions. He further identifies the following as constituting the social development strategies:

- **Social development by individuals:** Midgley (1995:103) argues that this approach considers the welfare of the whole society when each individual strives to promote his/her own welfare. Lombard (1996:167), quoting Midgley (1995), states that the proponents of this strategy believe that small enterprises will lead to the growth of the economy and provide excellent opportunities for the poor to engage in productive economic activities. The researcher sees the strategy of social development by individuals as applicable within the Land Restitution Programme. There are certain individuals who lodge claims on behalf of groups or communities and this occurs when individuals who know about the Land Restitution Programme advise other individual members of the community to lodge claims. This benefits both communities and individuals.
- **Social development by government:** Midgley (1995:125) asserts that this strategy is achieved by using government and its specialized agencies, policy makers and planners. The government has authority to ensure that policies are implemented. Within the Land Restitution Programme this implies the “Stake your Claim Campaign” that was used by the Land Claims Commission to ensure that the Land Restitution Programme was known and people lodge claims by 31 December 1998. The state embodies the interests of the society as a whole and it has the responsibility to promote the well being of all citizens. Government can practice social development by means of mobilising resources and the formulation of social development policies, and ensuring the implementation thereof. South African examples of such policies include the White Paper on South African Land Reform Policy (1997) which underpins the Land Restitution Programme.

- **Social development by communities:** According to Midgley (2005:115), this includes strategies such as the community action, participation, women and gender issues, social and community development. He further states that this can be achieved when people are working together harmoniously within their local communities, as communities have an inherent capacity to organize themselves to ensure that their basic needs are met, their problems are solved and opportunities for advancement are created. The researcher sees this strategy as also applicable in the Land Restitution Programme. This occurs after the period of lodgement. Communities, who claimed, meet with planners to organize information that supports the claims. This means creating healthy communities.

According to Hoff (1998:173), a healthy community needs to be well developed in six aspects, namely social, spiritual, economic, cultural, political and environmental development. This is similar to the holistic approach to poverty alleviation as earlier discussed (see point 6.3). Community development is required in making efforts to poverty alleviation. The Department of Social Development (2006:18) indicates community development as a process and method that is aimed at enhancing the capacity of communities to respond to their own needs, and at improving their capacity for development through community mobilisation, strength based approaches and empowerment programmes. This is similar to the Asset Vulnerability Approach (see point 6.1). Furthermore, community development is seen as a joint, planned action of a functional community and a social service practitioner to promote the social functioning of the total community. The researcher therefore concur with Gray (1996 :11) and Clarke (1996:15) that community development is a process and an intervention strategy that puts focus on empowerment and participation and further aligns land restitution as a land reform programme that allows the application of all social development strategies in order to assist communities to escape a poverty trapping situation.

## 7. A proposed Land Restitution Programme Framework for Poverty Alleviation

Based on the indicators of quality of life (see point 4), the impact of poverty alleviation (see point 5) and approaches to poverty alleviation (see point 6), the researcher is proposing a Land Restitution Programme Framework for Poverty Alleviation. The Land Restitution Act of 1994 provides a legal framework for the Land Restitution Programme and addresses issues up to the settlement of claims, i.e. giving money, land or both. It has become an accepted business practice that land restitution practitioners start by preparing a Memorandum of Understanding with the stakeholders. They then advocate that the land restitution project be listed in the integrated development plan of a municipality, prepare a business plan and a land use plan and, finally, implement these plans. In a number of instances the business plans can not be implemented and this makes the objective of poverty alleviation unachievable. The researcher therefore argues that there is a need to enhance the accepted practice into the current framework and further advocates that the best approach of alleviating poverty for the poor Land Restitution beneficiaries involves a combination of certain factors embedded in the discussed indicators of quality of life, the impact of poverty alleviation and approaches. The researcher proposes the following components Land Restitution Programme Framework for Poverty Alleviation:

- Measuring the poverty that exists amongst the Land Restitution beneficiaries. This means using social indicators to calculate the number of households that are female headed households, have access to municipal services, are social security beneficiaries, are living below the poverty line and then preparing registers of the identified people. It is the opinion of the researcher that the information should be gathered at certain critical stages of the Land Restitution Process, which, according to Hall (2003:7–13), are as follows:
  - Phase one: *lodgement and registration* ;

- Phase two: *screening and categorisation*;
  - Phase three: *determination of the qualification* which includes researching, gazetting, stakeholder analysis and notification as interested parties;
  - Phase four: *negotiations* which involves valuation, considering and choosing options, preparing and approval of section 42d settlement award by the Minister of Land Affairs;
  - Phase five: *settlement* that includes award by the Minister or decision by the land claims court; and lastly
  - Phase six: the *implementation* of the settlement and that includes the payment of financial compensation or the return of claimants to the original or alternative land.
- Involve the poor in defining the strengths and assets that they have, defining their poverty levels, finding causes of poverty and let them propose their own poverty alleviation strategies and align the strategies of the poor with the views of the professionals, which involves strategies such as labour intensive and skills development. This includes aligning the poor with government or other private programmes that are investing in education, buying houses, job creation, migrating and starting entrepreneurship activities (United Nations, 1998 & 1999).
  - Engage a massive collective that is not limited to the role players that are discussed in point 3 and ensure that collective support happens at the same time or interval. This then acknowledges that all programmes of government need a unified massive effort. The massive collective must include other special agents that may be relevant to assist in graduating the poor from poverty to be self reliant and self sufficient. The massive collective will ensure the development of criteria for success at a project level. This has to involve job creation, development of community businesses that will



contribute to empowerment, capacity building, improvement in community participation, and ensure reconciliation and social cohesion in partnership with government and the private sector.

- Facilitate flexibility on the conditions of trade for all the poor Land Restitution Programme beneficiaries, especially when they start entrepreneurial activities. This means creating regulatory policies that will enable their businesses to flourish without over regulating the planning and other processes.

These components should be provided through the government strategy of social development (see point 6.5.1). It is the view of the researcher that if these components can be addressed in the Land Restitution framework for the poverty alleviation, then the Programme will have an impact on the current challenges of the Land Restitution Programme in addressing poverty alleviation, which will be discussed next.

## **8. Challenges for the Land Restitution Programme in addressing poverty alleviation**

- **Optimism regarding the finalisation of all land claims** is one of the challenges for the Land Restitution Programme in addressing poverty alleviation. According to the ANC (1994:22), land restitution was initially conceived as a short-term development programme with a five-year period for completion of the adjudication task. The programme was scheduled to start within one year after the democratic elections. Twelve years have lapsed since the programme started. Instead of finalising its work, the programme has been allocated additional resources over the next three years to cover outstanding claims up to the year 2008 (Mbeki, 2006:18). Despite the shifting target dates for the programme, the researcher views this optimism (to project that adjudication of such cases will take a period

of five years given the long procedures that exist in the South African justice system) by the ANC as a challenge because poverty can not be alleviated without the involvement of other sectors. However, it could not be criticized then as there were enormous changes that had swept the country when it was included in the policy document. The appalling social and economic conditions in Zimbabwe have created a negative perception to the international world. This also contributes and forces South Africa to conduct the programme in a legalistic way and under the rule of law acknowledging that in land restitution there has to be justice, whilst poverty alleviation addresses equality. This has created a further time delay in alleviating poverty within the Land Restitution Programme and other government programmes for alleviating poverty, which dissipates the energies of people. It makes them angry and erodes their bargaining power (Kubheka, 2001).

- **Capacity building for current and future settlement support** is a challenge for the Land Restitution Programme in addressing poverty alleviation. Since the enactment of the Land Restitution Act in 1994, the Land Restitution Programme has offered land, financial compensation, and involvement in development programmes or a combination thereof. The researcher is of the opinion that these options are working against the objective of poverty alleviation as not all land restitution beneficiaries are poor. The White Paper on South African Land Policy (1997:50) guarantees that the state bears the burden of registering land for every beneficiary, irrespective of whether he/she is able to register his/her land or not. Secondly, the White Paper states that the state ensures that municipalities give access to services and ensure job creation through building municipal and provincial infrastructure. From practice experience, this takes a very long period of time as the majority of municipalities where these poor beneficiaries are from were termed Project Consolidate Municipalities. This means that they are municipalities that lack the

capacity to implement programmes such as Municipal infrastructure that will enable service delivery (Mbeki, 2006:16). It is only in 2006 that the government has taken the necessary decisions to attend to this urgent matter. Whether the decisions taken will uproot the problem and improve service delivery still remains to be evaluated. In South Africa there is an absence of a strong community and non-governmental voice that advocates for the poor Land Restitution Programme beneficiaries and directs the government to coordinate and target its actions towards improving service delivery on issues such as land reform and infrastructure. The Land Restitution Programme processes, including registering land, leaves the poor more vulnerable to all sorts of risks, including poverty. Hall and Midgley (2005:45) supports this and advocates that development is needed to reduce poverty.

- **Cooperative governance exacerbated by personality clashes** is also a challenge for the Land Restitution Programme in addressing poverty alleviation. The South African Constitution (Act 108 of 1996) has a clause on cooperative governance which has been constantly supported by President Mbeki (2006), the Finance Minister, Trevor Manuel (2006), and the government at all spheres. There is also the Act of Parliament that guides intergovernmental relations known as the Intergovernmental Relations Framework Act (Act 13 of 2005). These frameworks appear fine on paper and are often made difficult by inconsolable views of implementers which are often seen as personality clashes.
- **The envisioning and integrated planning** amongst claimants and professionals as a challenge for the Land Restitution Programme in addressing poverty alleviation. According to the United Nations (2003) millennium development goals, South Africa, like many developing countries, has a target of halving poverty by 2015. An evaluation

conducted by the United Nations (2003) indicated that efforts on the marginalised forms 80% of government services in any developing country. The efforts in the Land Restitution Programme are multi-disciplinary and are informed by the needs of poor people. However, the challenge has always been a clash in the visioning and integrated planning amongst the professionals and the poor, and this has resulted in delays for many programmes aimed at poverty alleviation, including the Land Restitution Programme of South Africa.

- **Planning and regulatory policies** are a challenge for the Land Restitution Programme in addressing poverty alleviation. The researcher has noticed that National governments, Southern African Democratic Countries (SADC), civil society and international development agencies have a strategic policy option of ensuring that shorter land registration mechanisms are developed and implemented. These will enhance poverty alleviation, promote self-esteem, ensure recognition, instil an entrepreneurial culture, build social cohesion and common culture in the region. Whilst this is a policy option that can be made by a developing country such as South Africa this is likely to result in job losses as the abolishing of certain planning and regulatory approval will shorten the process and will also render certain offices useless. If this is done it might result in South Africa attracting a lot of direct foreign investments and happy beneficiaries who receive services within a short period of time. This is a challenge that the Land Restitution Programme cannot deal with alone, as it involves a number of sectors and a political buy-in which will be difficult to achieve.

## 9. PROSPECTS OF THE LAND RESTITUTION PROGRAMME FOR THE SOCIAL WORK PROFESSION

- The researcher has observed that the Land Restitution Programme has great prospects in the social work profession especially towards the settlement of claims. These involve community work in terms of building people's self-esteem and enabling them to take their meaningful roles in societies. Whilst this may be true from the researcher's observations through her involvement in the Land Restitution Programme, Lombard (2003:156) argues that long-term receipt of grants contributes to social exclusion which has an impact on beneficiaries' self-esteem. The researcher supports this view based on her observations in the welfare sector, as most beneficiaries who are fully reliant on the grant system do not have a good self-esteem. In the Land Restitution Programme dependence cannot be created, because the land restitution award and grants are a once-off payment that does not create dependency but forces people to stand up for themselves or find alternative means of survival such as creating jobs. This is the right time for the social work profession to synergize and interface in terms of building capacity for communities that have suffered anxiety because of continual exposure to poverty.
- The other prospect that the Land Restitution Programme has in the social work profession is building a common culture of cohesion and entrepreneurship. Rodgers and Burdge (2001:72) point out that culture consists of material and non-material aspects of a way of life, which are shared and transmitted amongst members of a society. Culture is important as it helps or hinders planned change. The beneficiaries of the Land Restitution Programme are the disadvantaged people of South Africa who have material and non-material aspects of the ways of life that are shared and transmitted amongst the members of society. One of these

shared aspects is a belief in rituals for the ancestors and thanks giving to the powers 'above'. Some of the land restitution beneficiaries have attempted to conduct thanks giving, especially to the original owners of land who suffered dispossession and left them a legacy that enabled them to claim and qualify for the Land Restitution Programme. In African cultures such ceremonies are believed to have an ability to unite the society. The social work profession has a role to play in terms of building the culture that encourages the spiritual connection which, in the view of the researcher, most communities are lacking, as there are so many social problems.

## **10. SUMMARY**

This chapter discussed the Land Reform Programme of South Africa and focused on the Land Restitution Programme. It analysed the poverty that exists within the Land Restitution Programme and aligned it within the conceptual terminology used in poverty studies such as poverty trap, sustainable development and poverty reduction. The chapter further discussed the aspects of quality of life that exists within the Land Restitution Programme and the impact of policy choices made for the Land Restitution Programme, such as conditions of aid, reconstruction and reconciliation, capacity building, empowerment and participation.

The chapter outlined the different approaches to poverty alleviation, such as the asset vulnerability approach, livelihood approach, holistic approach, compulsory asset redistribution approach and social development approach. After looking at all the approaches, strategies, aspects of quality of life and the poverty landscape then a proposed Land Restitution Programme Framework for Poverty Alleviation was conceptualised. Such a framework includes measuring the poverty that exists amongst the Land Restitution Beneficiaries. This means calculating the number and percentage of land owners and measuring poverty that exists amongst the land restitution claimants, ensuring that land as an asset

is accumulated for the poor claimants and managed to address the inequalities, involve the poor in defining their strengths after accumulation of land as an asset, defining the varying poverty levels and creating a register of the poor claimants, formulating poverty strategies including asset coping strategies and aligning them with the views of the professionals, finding the causes of continual land inequalities and poverty and using strategies and regulations in maintaining assets that have accumulated. Strategies include labour intensive skills development, investing in dealing with common strengths and weaknesses of the poor, measuring poverty levels, using strategies identified by the poor themselves supported by professionals, involving collective programmes of government and ensuring flexible conditions of trading for the new entrepreneurs.

The chapter outlined the challenges that the Land Restitution Programme has in terms of alleviating poverty, namely: optimism regarding the timeframe for finalisation of all land claims, capacity building for current and future settlement support, cooperative governance exacerbated by personality clashes, envisioning and integrated planning, planning and regulatory policies. Lastly it outlined the prospects that the Land Restitution Programme has for the social work profession such as building self esteem, entrepreneurship and spiritual culture.

## **CHAPTER THREE: DATA PRESENTATION, ANALYSIS AND INTERPRETATION**

### **1. INTRODUCTION**

In this chapter, the researcher presents, analyses and interprets data collected from one hundred and forty five respondents. The study was quantitative and data was analysed by using a Statistical Programme for Social Sciences (SPSS). De Vos (2002:223) asserts that the main aim of the statistical data analysis is not so much to organise data in tables and draw graphs, it is to make probability statements concerning the populations from which samples were made. In this study the researcher wanted to evaluate if the Land Restitution Programme has an impact on poverty. The data is presented in a form of tables and charts.

### **2. RESEARCH METHODOLOGY**

Detailed research methodology was discussed in Chapter 1. For purposes of data analyses, the research methodology will be briefly summarised in this section.

#### **2.1. Research Design**

Mouton, as cited by Fouché and De Vos (2002: 137), defines a research design as a plan or blueprint of how a researcher intends conducting research. The researcher used a quasi-experimental design. According to Fouché and De Vos (2002:143), such designs are almost similar to true experiments; they only differ by not using randomization and/or a control group and if they use one of these it is not used in the same way as a true experiment would.



The researcher used a static-group comparison or comparison group posttest-only design. Fouché and De Vos (2002:145) argues that these designs use two groups namely the experimental group which is exposed to the independent variable and the other group, the comparison group, which is not exposed to the independent variable.

Both groups were studied once, subsequent to receiving or not receiving the land restitution award, which is the treatment that is presumed to cause change. The researcher looked for changes that took place and tried to locate variables, which were associated with such changes over time. The researcher selected cases that provided contrasting experiences, which aided in developing ideas. The researcher focused on the poor land restitution claimants and/or beneficiaries and evaluated the changes in their lives after receiving or not receiving the land restitution awards. These cases were more of an interest than the richer or average beneficiaries, because the impact of the land restitution compensation was expected to be more evident.

## **2.2. Population and Sample**

According to Kerlinger, as cited by Strydom and Venter (2002:198), sampling means taking any portion of a population or universe as representative of that population.

### **2.2.1. Universe and the Research Population**

Strydom and Venter (2002:209) refer to the term universe as all potential subjects who possess the attributes in which the researcher is interested in. This means the universe of the study was all individuals whose claims were finalized

by the all Land Claims Commission Offices in South Africa. These included claims finalized through financial compensation and land option, or both. The universe for this study was a total of 48 825 individuals (Commission on Restitution of Land Rights' Annual Report, 2003/4:45).

Grinnell (1993:118-119) defines a population as the totality of persons or objects with which a study is concerned. The population for this study was limited to the claims in the Gauteng Province. According to the Commission on Restitution of Land Rights' Annual Report (2003/4:45), the total number of claims settled in Gauteng was 9312. These were limited to the recipients of the financial compensation option, which was 7313. Due to the limited scope of this study, the researcher chose to limit her study to the Alexandra claimants whose total was 1585, which represents the total number of claimants who lodged claims (Commission on Restitution of Land Rights' Annual Report, 2003/4:45). Only 1324 received financial compensation and the remaining 253 were dismissed as not meeting the criteria set in the Restitution of Land Rights Act (no 22 of 1994 as amended), whilst 8 refused the offer for financial compensation and were in need of land which was being renegotiated with the Municipal Council (Commission on Restitution of Land Rights' Annual Report, 2003/4:45). A list of both was easily obtainable from the Regional Land Claims Commission.

### **2.2.2 Sample and Sampling Method**

Strydom and Venter (2002:197) cite Seaberg who describes a sample as a small portion of the total set of objects, events or persons that together comprise the subjects of a study. The researcher used the non-probability sampling method known as target sampling. Target sampling is defined by Strydom and Venter (2002:208) as "a purposeful, systematic method by which a controlled list of specified populations within a geographical district are developed and detailed

plans are designed to recruit adequate numbers of cases within each target.” The sample was delimited to the Gauteng claimants in the Johannesburg region, and more specifically the Alexandra Township.

The researcher was interested in the following characteristic, which were hidden on the Gauteng Regional Land Claims Commission records:

- Claimants whom the researcher classified as the poorest of the poor who were still residing in the Alexandra township of Johannesburg – without adequate housing, without a title to land which makes them more vulnerable, without adequate basic services such as water and sanitation, without social and political power, who lack reliable employment or have no employment at all, lack adequate income, are forced to borrow to meet basic daily needs and have food insecurity.
- Claimants still residing in the Alexandra township of Johannesburg that received financial compensation between August 2000 and June 2004 and have used the offer of financial compensation issued by the said Commission.
- Claimants still residing in the Alexandra township of Johannesburg that lodged claims but refused financial compensation.
- Claimants still residing in the Alexandra township of Johannesburg that lodged claims and were refused compensation because of the acceptance criteria as indicated in section 2 of the Restitution of Land Rights Act (Act No 22 of 1994 as amended).

The sample included 145 of the 160 claimants, comprised of the comparisons and experimental claimant group. The researcher followed the steps of conducting evaluation research as per McKendrick’s (1987) presentation, as cited in De Vos (2002b:390–392) namely:

- **Determine what is to be evaluated:** The researcher evaluated the significant improvement or deterioration in the beneficiaries' well being after receiving land restitution.
- **Identifying the consumers of evaluation:** These involved the community to be evaluated, the organisations operating in the area, the Land Claims Commission and the Department of Land Affairs. These are seen as consumers as they will benefit by improving the strategies and or approaches to poverty alleviation.
- **Obtain cooperation and support of service providers and management concerned:** The researcher secured written cooperation from the service provider and management of the Land Claims Commission .See attachment B.
- **Specify programme objectives clearly and in measurable terms:** The objectives of the programme are stated in the White Paper for South African Land Policy – i.e., To contribute to reconciliation, reconstruction, economic development and poverty alleviation.
- **Specify objectives of the evaluation process itself:** To evaluate the impact of the Land Restitution Programme on poverty.
- **Choose the variables that can be measured clearly to reflect desired outcome:** The subjective and objective impacts on poverty after receiving or not receiving the land restitution award.
- **Choose an appropriate research design:** The researcher chose the Static group comparison as it was the most appropriate design for evaluating the impact of the Land Restitution Programme on poverty.
- **Implement measurement on paper:** A group administered questionnaire was piloted and implemented after receiving ethical clearance. This was done between April and June 2006.
- **Analyze and interpret the findings:** The analysis and interpretation was done between October 2006 and June 2007 through the assistance of a statistician employed by the University of Pretoria.

- **Report and implement the results.** The report was compiled in September 2007. The recommendations for implementing the results will be referred to the Chief Land Claims Commissioner of South Africa.

### **2.2.3 Method of Data Collection**

The researcher used a group-administered questionnaire because it was convenient in terms of time and costs (Delport, 2002:172-175). The group of respondents was handled simultaneously. Respondents were invited to a common venue where they held a discussion with the researcher and the fieldworkers. The focus of the discussion was on the purpose of the study, their rights to participate or not and what was expected from them. The researcher gave instructions and cleared up possible uncertainties. The fieldworkers assisted the respondents to complete the questionnaires especially those who were ill. This was done individually without discussing it with the members of the group.

### **2.2.4. Data Analysis**

De Vos, Fouché and Venter (2002:222) state that quantitative data in professional research can be analyzed manually or by means of a computer. The decision depends on the amount of data to be analyzed and the number and types of analyses to be performed. The researcher chose to do a computer analysis because of the high number of respondents and hence accumulated data. This followed the process of proper coding of responses, which had to be rechecked for accuracy before data was captured on the computer for analysis through a Statistical Programme for Social Sciences. This was enabled by a questionnaire which was divided into two sections, i.e. a section for responses and a section for statistical analysis (see Annexure A). Only quantitative

questions were quantified using the statistical programme whilst the qualitative responses were analysed manually using themes. For the quantitative questions this facilitated the eventual processing of the data. A data capturer and a statistician assisted each other using the Statistical Programme for Social Sciences. The role of the statistician was to ensure that the relevant variables and scores on the variables were transformed statistically to describe the data more succinctly and also to perform tests of statistical significance amongst selected variables. This assisted to describe and explain the responses exactly as it occurred in the real world using a statistical programme. The researcher had to recheck the data after it was captured so as to ensure accuracy with the responses per questionnaire. From the statistical information the researcher then requested the statistician to conduct tests of statistical significance on certain variables and compared the results before drawing inferences from data to theory and making conclusions.

The researcher qualified the quantified responses with the motivations provided by the land restitution respondents. According to De Vos (2002:344) qualitative data analysis can be done by means of classifying. Creswell (1998), as cited by De Vos (2002:344), argues that classifying means taking the text or qualitative information apart and looking for more categories, themes or dimensions of information. It involves identifying themes. The researcher classified the data into three themes and this was done manually. The researcher identified salient themes and recurring ideas or beliefs and also noted irregularities. The same responses were recorded and calculated as part of the same theme. The salient responses were quoted in verbatim as they were recorded as a response to the question. The responses were analyzed one by one, noting responses with a similar theme.

### **2.3. Pilot Study**

The researcher tested the questionnaire on a group of four Land Restitution Programme beneficiaries and checked the need for major modification in terms of the questions, cost and length of the questionnaire. Permission was obtained from the respondents as they participated in the pilot study. These participants were not included in the main study. The pilot study confirmed that it was feasible to conduct the study; the questionnaire was regarded as understandable.

## **3. PRESENTATION, ANALYSIS AND INTERPRETATION OF RESEARCH FINDINGS**

In this section the research findings of the empirical study are presented. The analysis contains the analysis of the raw data gathered during the research process. The data reflected is considered as important in the study and are the only aspects amongst the seventy seven variables to be analyzed and interpreted as they are the only variables which were tested for statistical significance. The variables are reflected to highlight how they show the impact of the Land Restitution Programme on poverty. Where applicable, literature is integrated with the findings and interpreted by the researcher.

### **3.1. Biographical Data on the Claimants of the Land Restitution Programme**

The biographical information includes age, gender and number of years spent awaiting land restitution.

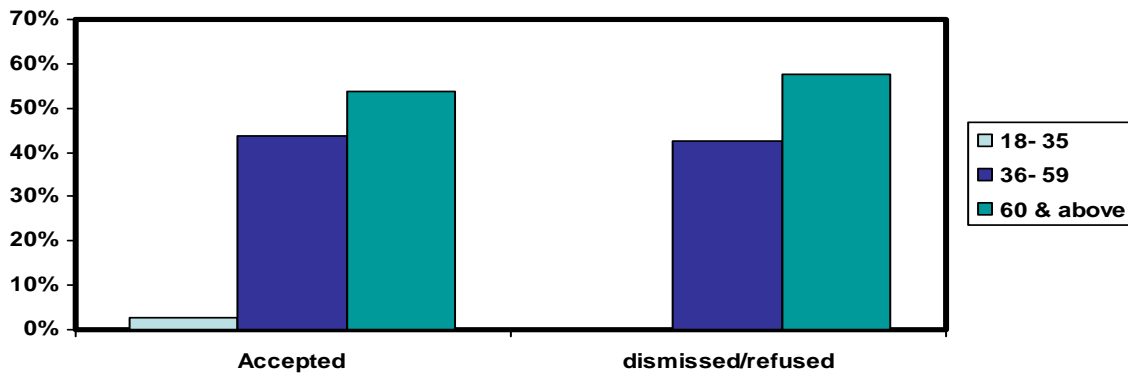
### 3.1.1. Age

Age is an important factor in determining aspects of quality of life. Age was investigated because the researcher wanted to find out whether age has an impact on efforts made by the Land Restitution Programme in alleviating poverty and wanted to check if there was any correlation between the age of the respondents and other variables such as the waiting period and reconciliation. The findings revealed that the average age for the sample of those who accepted the land restitution was 60, the average age for those who refused the land restitution was 61 and the average age for those who were dismissed as non qualifying land restitution beneficiaries was 62, whilst the maximum age of the entire sample was 88 and the minimum age was 32 years. Age, however, was found to be statistically insignificant when associated with other variables such as the waiting period and reconciliation. Figure 1 below shows the following:

- That the sample was comprised of 3% of the respondents whose age group was between 18 – 35.
- That age group 36 – 59 was made up of the 43.75% of the accepted and 42.42% of the refused /dismissed, and
- That the age group 60 and above was made up of a 53.57% of the accepted and 57.58% of the refused/dismisssed land restitution beneficiaries.

In summary, the highest percentages in age of the claimants were amongst the category 60 and above as indicated in figure 1.

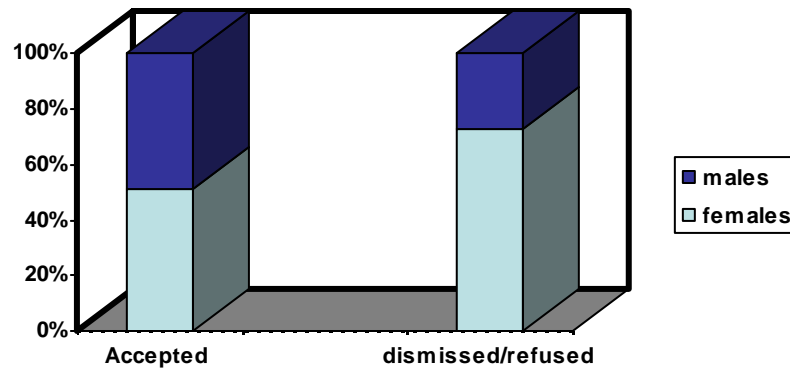




**Figure 1:** Age of respondents

### 3.1.2 Gender

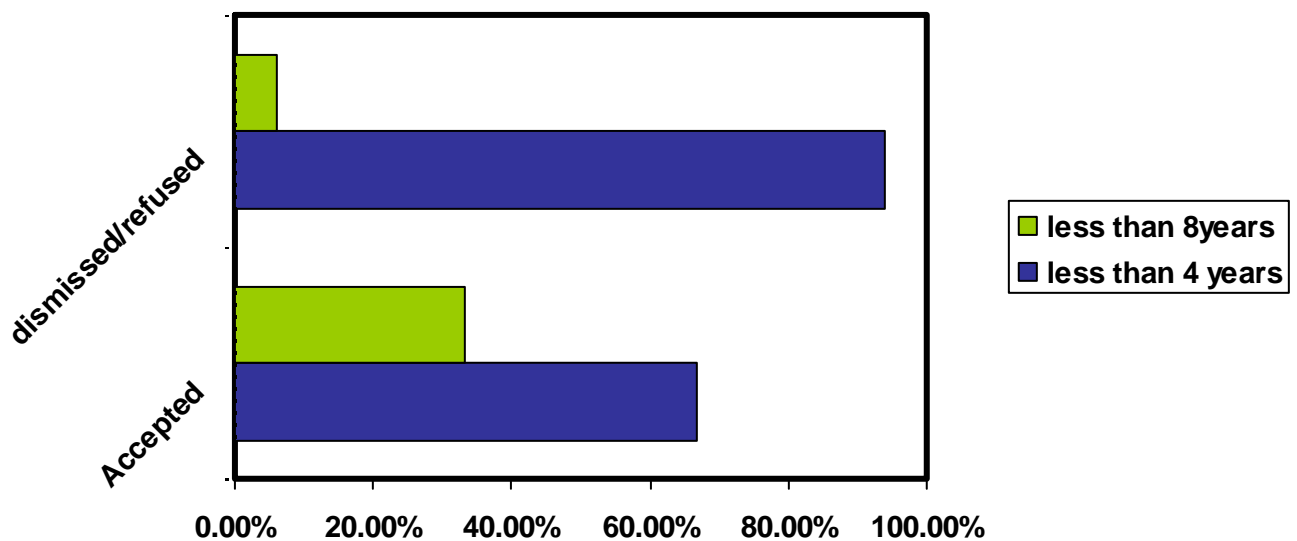
Gender imbalances are a common feature in the world population. This section reveals which gender dominates the people who were classified as poor land restitution claimants. Leibbrandt and Woolard (2006:16) report that the incidence of poverty amongst selected groups in South Africa varies. They cite that in South Africa 52.55% of the poor are women. Figure 2 below reveals the findings of the study and indicates that the sample was comprised of 50.89% of females, who were accepted land restitution claimants and 72.73% of dismissed/refused claimants, who were also females. This implies that the sample was dominated by females. Gender, however, was found to be statistically insignificant when associated with other variables such as aspects of quality of life.



**Figure 2:** Gender of the respondents

### 3.1.3. Years spent waiting for a restitution award

The time spent by claimants waiting for the land restitution was important biographical information of the study. Figure 3 below indicates that the number of years spent waiting for an award varied: the claimants who spent less than 4 years waiting comprised of 66.67% of the accepted, whilst 93.94% was made up of the dismissed/refused. For those who spent less than 8 years waiting, only 33.33% were accepted whilst 6.06% was dismissed or refused. This implies that it took more time to obtain land restitution. For an example, it took a minimum of two (2) years to obtain a dismissal and a maximum of eight (8) years to obtain a final award. It thus took an average of four and a half years for the claim to be resolved. This is in line with the practical experience in the Land Restitution Programme and also with the views of Msomi (2006:6), who reports that the settlement of a claim takes a period of five years and by that time infrastructure depreciates in value and is often destroyed.



**Figure 3:** Number of years spent by claimants awaiting land restitution

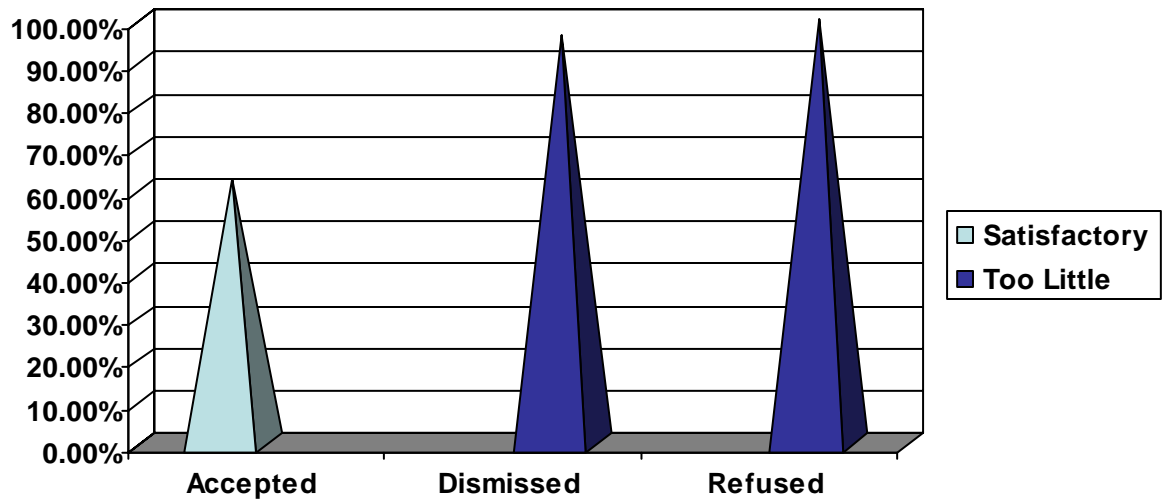
A test of statistical significance known as the Chi-square test was used as the data reflected that there was a 0.01 probability that the years spent waiting is not occurring by chance, but determines the existence of a relationship between the waiting period and receiving the land restitution award. According to De Vos (2002:245) on the 0.01 level of significance there is a 99% chance that results are not due to chance. Therefore the researcher is 99% sure that there is a statistically significant association between the waiting period and the receipt of final results (dismissal and receipt of financial compensation). This finding is inline with the international experience of countries such as Brazil as reported by Sapa (2004 b: 5)

### **3.2. Inputs of the Land Restitution Programme**

The spectrum of the Land Restitution Programme covers human, material and cost components which revealed the following data from this study:

#### **3.2.1. The amount spent by the programme**

Figure 4 below indicates that 62.16% of the accepted claimants indicated that 3 billion Rand was satisfactory, whilst 96.15% of the dismissed and 100% of the refused indicated that the 3 billion Rand was too little. Of the respondents, 62.16% said the 3 billion Rand was satisfactory, whilst 100% of the refused and 96.15% of the dismissed claimants indicated that the money was too little, because these amounts were not sufficient to cater for their needs and losses.

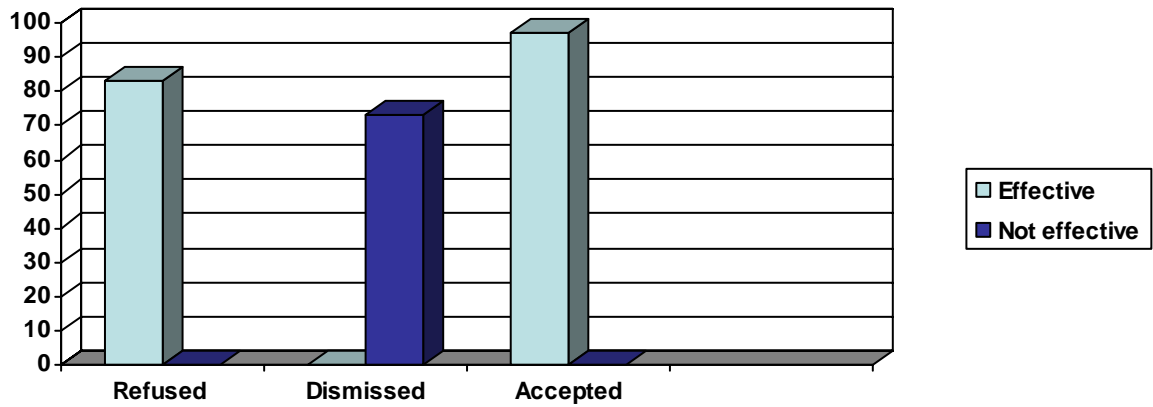


**Figure 4:** Amount spent by the Land Restitution Programme

A Chi-square test was applied and the data reflected that there was a 0.001 probability that there is an existence of a relationship in the responses on the amount spent for the dismissed, refused and the accepted land restitution claimants. The researcher concludes that there is a statistically significant association between the accepted, refused and dismissed claimants and the indication if the amount spent by the programme was satisfactory or too little. According to this sample the proportion of people who thought that the 3 billion Rand spent by the Land Restitution Programme was too little, was significantly greater than the proportion of those who saw it as satisfactory. This implies that the allocation was regarded as too little.

### 3.2.2. Effectiveness of the Land Restitution Programme

The Development Bank of Southern Africa (2005:9) defines effectiveness as a judgment about the worthiness of an intervention – in this instance the Land Restitution Programme. Figure 5 below indicates the effectiveness of the Land Restitution Programme according to the respondents.



**Figure 5:** Effectiveness of the Land Restitution Programme

Of the respondents, 97.30% whose claims were accepted and 83% of those whose claims were refused indicated that the programme was effective, whilst 73% of the dismissed claimants indicated that the programme was not effective. The remaining 27% did not respond to the question. The respondents who were dismissed and refused motivated that they felt that they should have been part of the programme. A Chi-square test was applied and the data reflected that there was a 0.01 probability of an existence of a relationship in viewing the Land Restitution Programme as effective. Based on the view of De Vos (2002: 245) on the 0.01 level of significance, the researcher can be 99% sure that there is a statistically significant association between the accepted, refused and dismissed claimants and the indication on whether the Land Restitution Programme is effective or not. According to this sample the proportion of people who thought the Land Restitution Programme is effective is significantly greater than the proportion of those who see it as ineffective. This implies that a majority of the respondents were of the opinion that the programme is effective.

In summary, the findings revealed that the amount of the Land Restitution Programme already spent is too little, whilst the programme activities such as *research* which involves the collection of historical data about what happened, *verification exercise* which involves the collection of ownership information and

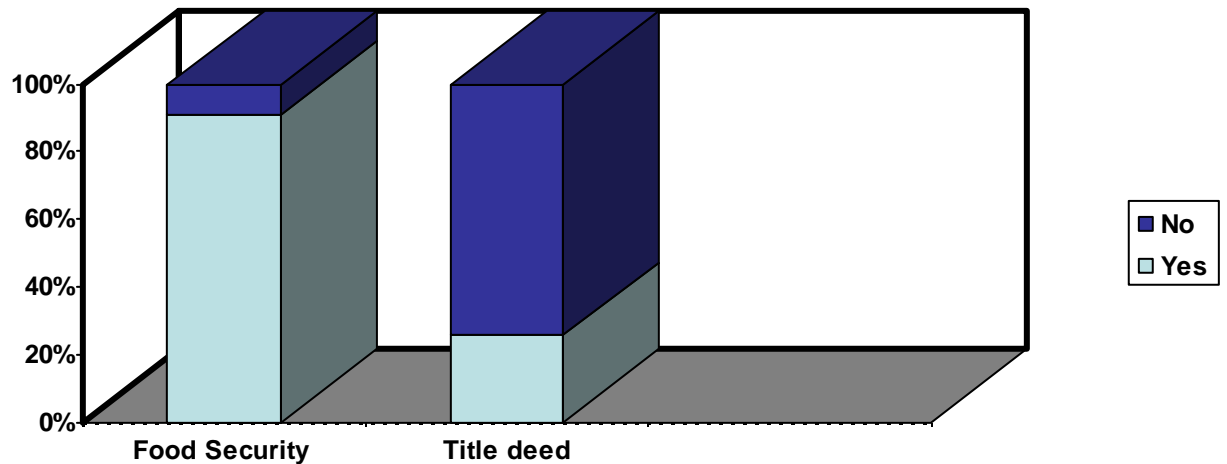
checking relationships, *gazetting* which involves notifying all interested parties about the claim, *options clarification* which involves the presentation of what could be feasible to the land restitution claimants given feasibility assessment, *valuation exercises* which involves checking the value of the land, *approval* of an out of court agreement by the Minister/Section 42 D and signing of a settlement agreement. These activities were all regarded as effective, even for the refused claimants who never participated in some of them.

### **3.3. Outcomes and Objective Impacts**

According to the Development Bank of South Africa (2005:11), outcome is defined as the extent to which projects' main objectives were or expected to be achieved. The objective impacts are important in any reporting framework. According to Cloete (2002:224) objective impacts include those results that are measured objectively and directly whether the affected audience agrees with them or not. The objective impacts have to have clearly defined indicators or units of measurement which are agreed upon by the Land Restitution Commission and/or the claimant group. In the case of Land Restitution, there is only one known and accepted criterion for success which has the indicators for the Land Restitution Programme (White Paper on South African Land Policy, 1997: 50): "Calculating the number of claimants who receive restitution in a form of land or other remedies, maintaining confidence in the land market, ensuring that satisfactory frameworks are found for claims that fall outside the restitution framework and ensuring that the process does not cause major disputes, which cannot be resolved within the acceptable remedies." This indicator of success is not at a project level but programme level, hence the findings of what has been classified by the researcher as the objective impacts were as follows:

### 3.3.1. Impact on aspects of quality of life as individuals

Figure 6 below indicates that the majority of the land restitution beneficiaries (91%) that accepted the land restitution award indicated that the impact at an individual level was on food security, whereas 74% of the respondents indicated that there was no impact on ensuring that they obtain a title to land.



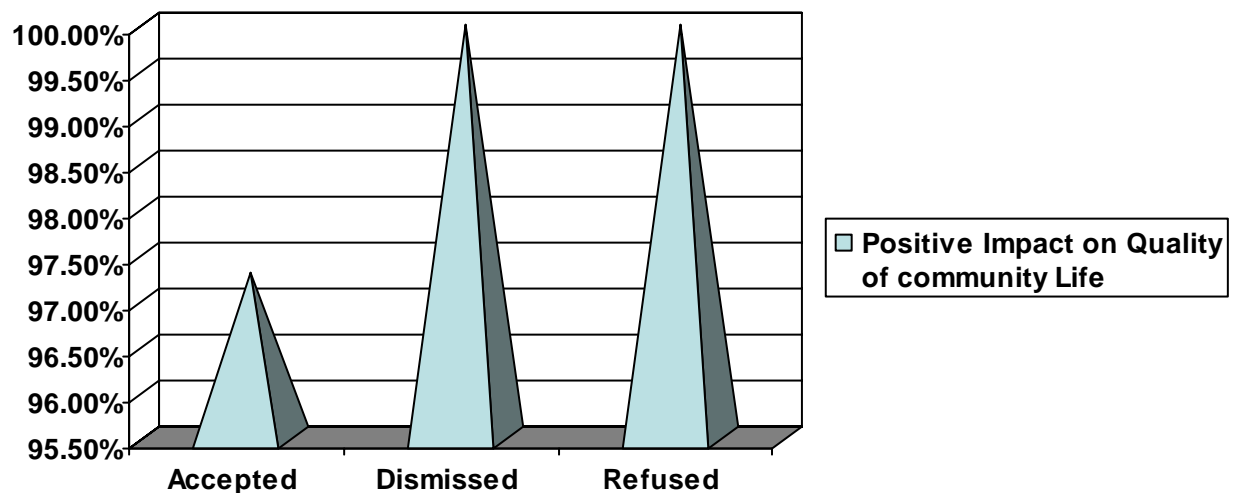
**Figure 6:** Impact on title deed and food security as aspects of quality of life as individuals

Those who indicated least impact on obtaining a title deed further qualified their responses by stating that they have hope in the current government and its proposal supported by the Housing Department of giving them land ownership. This means that even knowing that they have chosen a financial option they still feel that the Land Restitution Programme should have given them their original land in its exact size. However they have a sense of comfort that they will be helped by government with housing in any case. The ‘refusal’ to accept the offer of land restitution financial compensation as an award means they would have compromised their bargaining tools and the hope for the obtaining better and bigger houses. Clearly the highest impact of the Land Restitution Programme was on food security. These findings are in line with the Wikipedia Encyclopedia

(sa) which argues that food security is a basic human right and is a precondition for a successful strategy to help poor people grow out of poverty.

### 3.3.2 Impact on the quality of community life

Figure 7 below reflects that of those who accepted the Land Restitution Programme, 97.30% indicated that the Land Restitution Programme had an impact on the quality of community life. All the respondents, i.e. 100% of the refused and 100% of the dismissed claimants, also indicated a positive impact.



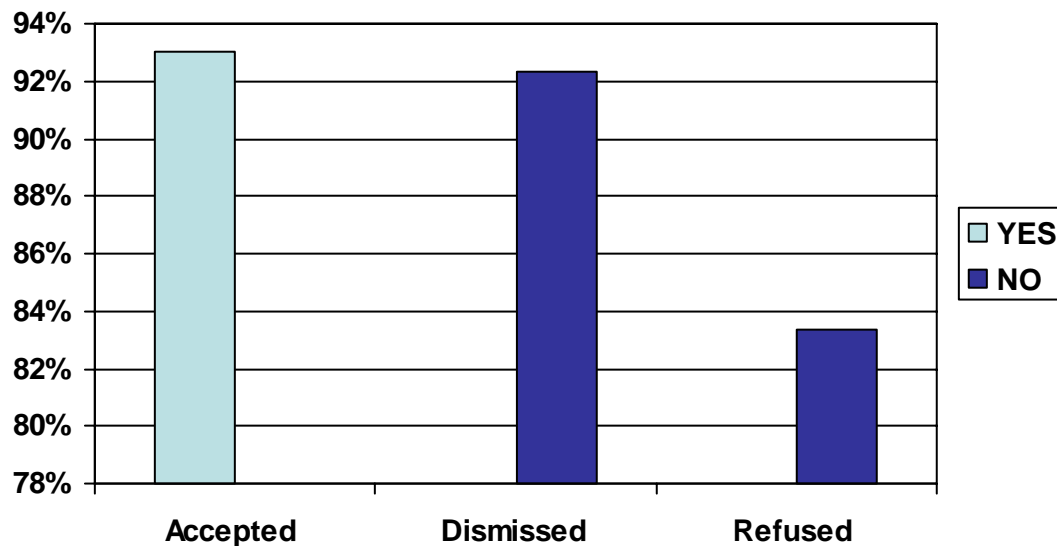
**Figure 7:** The positive impact on the quality of community life

Respondents further motivated that even though they did not receive the money, for once they could see poor people being respected, houses being upgraded using the money, being invited to family reunion parties and unveiling of tombstones ceremonies. This implies that there was a positive impact on all claimants whether their claims were either rejected or accepted. In the opinion of the researcher this reflects improvement in the quality of life.



### 3.3.3. Impact on Reconciliation

Figure 8 below indicates that 93% of those who accepted the land restitution indicated there was indeed reconciliation, whilst 83.33% of the refused and 92.31% of the dismissed claimants indicated that there was no reconciliation at all.

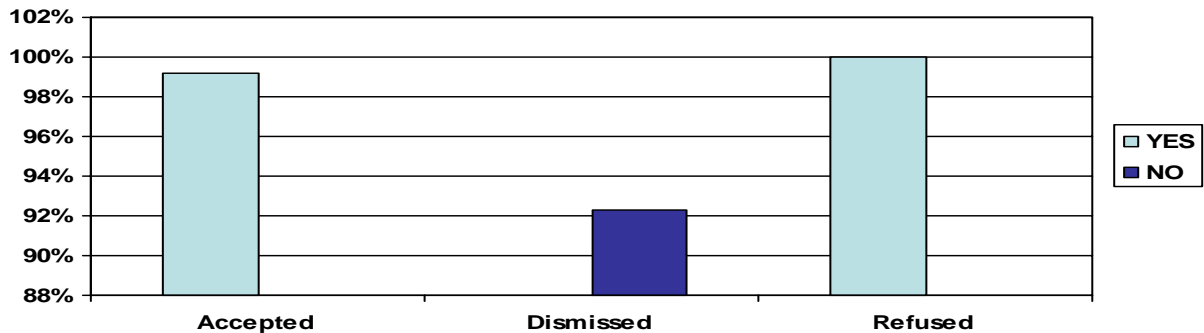


**Figure 8:** Impact on Reconciliation

The proportion of people who thought there is some level of reconciliation that occurs within the Land Restitution Programme is significantly greater than the proportion of those who see it as nonexistent. On further analysis of the reconciliation, 36.55 % of the respondents felt reconciliation at all levels, that is as individuals, a family and as a community, while 24% of the respondents felt no reconciliation at all. This implies that the Land Restitution Programme indeed facilitated reconciliation. This is in line with the White Paper on South African Land Policy (1997:47) and challenges the views of Ndlovu (2004:5) who report that families become enemies after the payment of financial compensation.

### 3.3.4. Impact on Personal development

Figure 9 below indicates that 99.18% of the accepted and 100% of the refused claimants indicated that there was personal development, whilst 92.31% of the dismissed said that there was none.



**Figure 9:** Personal development during participation in the Land Restitution Programme

Gonzalez (1998:18) defines community participation as a process by which beneficiary groups actively influence the direction and the execution of projects with a view to enhancing their own wellbeing. Gonzalez (1998) further argues that the successful utilization of community participation increases the quality of life in a village community. The findings of the study are in line with the views of Cohen and Uphoff, as cited by Gonzalez (1998:20), who highlight that there are four major kinds of participation in the project cycle, namely participation in decision making, participation in implementation, participation in benefits and participation in evaluation. This implies that there was personal development that occurred to the claimants whilst participating during the land restitution process.

### 3.4. Subjective Impacts

According to Cloete (2002: 224) subjective impacts are a result of perceptions and opinions of people that are affected. The respondents' responses to the

subjective impacts of the Land Restitution Programme are summarized in Table 1 below.

Table 1: Responses on the subjective impact of the Land Restitution Programme

CATEGORY	NONE	LITTLE	MODERATE	LARGE
<b>POVERTY ALLEVIATION</b>	65.38% of dismissed	60% of refused	<b>55.86</b> % of accepted	
<b>WEALTH DISTRIBUTION</b>	69.38% of dismissed	60% of refused		
<b>INSTILLING AN ENTREPRENEURIAL CULTURE</b>	<b>44.14%</b> of accepted	100% of refused		
	73.08% of dismissed			
<b>ADDRESSING HIV/AIDS EPIDEMIC</b>	70.27% of accepted	100% of refused		
<b>FOOD SECURITY</b>	73.08% of dismissed	60% of refused		<b>40%</b> of accepted
<b>INCOME LEVEL</b>	<b>73.08%</b> of accepted	33.03% of refused		
		60% of dismissed		
<b>FAMILY REUNIFICATION</b>	76.92% of dismissed	60% of refused	62.16% of accepted	
<b>RITUALS AND CULTURE</b>	73% of dismissed	60% of refused	55% of accepted	

It is an interesting feature in the findings of the study that the largest impact was recorded at 40% and only on the aspect of food security. A moderate impact was recorded at 62.16% on family reunification; poverty alleviation was recorded at 55.86% and 55% recorded on rituals and culture. Such a response was salient in the group of those who were accepted as valid land restitution beneficiaries. The greatest impact was thus on the group of accepted land restitution claimants.

Those who were dismissed and refused as Land Restitution Programme beneficiaries reported little impact on all aspects. Of the accepted group, 73.08% respondents revealed that the Land Restitution Programme had no impact on their income levels. The moderate, little and no impact responses are a perturbing feature of the study, especially as it is contrary to the United Nations' (2003: 74) view that land reform has the potential to make a direct impact on poverty alleviation through targeted resource transfers, as it is viewed as an instrument for redressing the inequalities in access to economic opportunities and resources. However, when the researcher views it from Cloete's (2002) definition of subjective impacts which states that the subjective impacts are a result of perceptions and opinions of people, the finding is an understandable feature of the study.

In summary the key findings on subjective matters revealed that the greatest impact was on the group of accepted land restitution claimants while the least impact on all the subjective aspects was reported by the dismissed and refused. This means the greatest impact was more subjective than objective. The findings confirm the hypothesis of the study, namely that if the poorest of the poor beneficiaries receive the land restitution compensation, their levels of poverty decreases, compared to those that are refused land restitution compensation and/or those that refuse restitution.

### **3.5. Challenges for the Programme in Addressing Poverty Alleviation, Economic Development and Wealth Distribution**

The focus of this section is on the findings of the qualitative responses to the qualitative questions which were categorized into the following three themes:

### 3.5.1. Theme: Poverty Alleviation

The challenges for the Land Restitution Programme in addressing poverty alleviation include finding a balance between human rights and poverty, increasing the amount available for land reform, infrastructure, job creation and collaboration.

The respondents voiced the challenges as follows:

- *The focus of the intervention is on all who lost rights and that makes it difficult for the support staff to focus on keeping the poor out of poverty.*
- *The R3 billion financial allocation given to the Land Restitution Programme is too little to address the needs of both the refused and the dismissed beneficiaries. The resource allocation has to show alignment with the indicators of success as defined by the White Paper on South African Land Policy (1997:50) ... ensuring that satisfactory frameworks are found for claimants that fall outside the land restitution framework.*
- *The Land Restitution Programme has to invest in infrastructure development and job creation for the poor in specific areas and working together with other stakeholders.*

### 3.5.2. Theme: Economic Development

The respondents indicated that the Land Restitution Programme should not only focus on claimants rights, but should also take them to a level where they can rebuild their life and become self reliant contributors to the development and growth of the economy.

The respondents expressed their views in this regard as follows:

- *The focus is on people getting their rights without taking people to the next stage of enabling them to be self reliant and self sufficient.*

- *Investment in land restitution must be coupled with an investment in job creation for the poor beneficiaries to move out of poverty and then later they will be contributing into the development and growth of the economy.*

### **3.5.3. Theme: Wealth Distribution**

The respondents indicated that the Land Restitution Programme should address aspects that have an impact on beneficiaries to shift out of poverty such as crime.

The respondents verbalised their views as follows:

- *The areas in which the beneficiaries are staying in are manifested by crime which makes it difficult for people to move out of poverty.*
- *Government and international donors have to invest in crime prevention in order to assist all poverty alleviation attempts by the government.*

## **4. SUMMARY**

In this chapter the researcher presented the research findings of the empirical study. The key findings focused on the biographical details, the human, material and associated cost as inputs of the outcomes reported, the objective impacts, i.e. aspects of quality of life of an individual such as food security, quality of community life, reconciliation and personal development and subjective impacts such as impact on poverty alleviation, impact on income levels and instilling an entrepreneurial culture, and the challenges for the Land Restitution Programme in addressing poverty alleviation, economic development and wealth distribution. The empirical findings of the objective and subjective impacts strengthened the proposed Land Restitution Programme Framework for Poverty Alleviation which was outlined in Chapter two (see point 7).

## **CHAPTER FOUR**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **1. INTRODUCTION**

In this chapter the researcher indicates how the research goal and objectives as well as the hypothesis of the study were achieved and also discusses the conclusions and recommendations of the study. The conclusions are based on the key findings of the study as derived from the empirical study which is discussed in Chapter three as well as the literature study as reflected in Chapter two. The research goal and objectives of the study were achieved as will be next indicated.

#### **2. GOAL AND OBJECTIVES OF THE STUDY**

The goal of the study was to evaluate the impact of the Land Restitution Programme on Poverty in order to determine the challenges for the programme in terms of poverty alleviation. The goal was realised through the achievement of the following objectives of the study:

2.1. To conceptualize the Land Restitution Programme within a theoretical framework of poverty alleviation.

- This objective was achieved by means of literature study as discussed in Chapter two. The researcher conceptualised the Land Restitution Programme within the theoretical framework of poverty alleviation (see Chapter two, point 2). The concepts, approaches and strategies central to poverty alleviation such as the poverty trap and sustainable development were defined (see Chapter two, point 2 and 6). A Proposed Land Restitution Programme Framework for Poverty Alleviation was also

- conceptualised from a theoretical perspective as the best practice approach for alleviating poverty amongst the poor land restitution beneficiaries (see Chapter two, point 7).
- 2.2. To evaluate the subjective and objective impacts of the Land Restitution Programme on poverty alleviation.
- This objective was achieved through both the literature study and the empirical study. In Chapter two the subjective and objective impacts of the Land Restitution Programme were evaluated using aspects of quality of life and policy choices made for the Land Restitution Programme (see points 4 and 5). In Chapter three the claimants confirmed the objective impacts (see point 3.3) and subjective impacts (see point 3.4) of the Land Restitution Programme on poverty alleviation.
- 2.3. On the basis of the findings make recommendations concerning the implementation of the Land Restitution Programme so that it addresses poverty alleviation and its challenges in an integrated manner.
- This objective was realised through the conceptualisation of the Proposed Land Restitution Programme Framework for Poverty Alleviation from a theoretical perspective in Chapter two (see point 7). In Chapter three the respondents gave an indication of how poverty should be addressed within the Land Restitution Programme (see point 3.5.1 to 3.5.3). The challenges for the programme were highlighted in Chapter two (see point 8) and confirmed in Chapter three (see point 3.5.1 to 3.5.3). The Proposed Land Restitution Programme Framework for Poverty Alleviation was integrated with the recommendations and presented in Chapter four (see point 5).



### 3. HYPOTHESIS

The researcher formulated the following hypothesis for the study:

If the poorest of the poor beneficiaries receive the land restitution compensation, their objective and subjective levels of poverty decreases, compared to those that are refused land restitution compensation and/or those that refuse land restitution.

The hypothesis formulated confirmed that:

3.1. The overall level of poverty is reduced when beneficiaries receive a land restitution award and these were observed through the following:

- Positive impact made by the Land Restitution Programme on aspects of quality of life, such as food security.
- Positive impact and the contribution of the Land Restitution Programme to community participation, family reunification, capacity building, empowerment and reconciliation.
- Negative impact made by the Land Restitution Programme on obtaining title to land ownership and an inability to contribute to economic development, to create an entrepreneurship culture for the poor, to increase their income levels and to create jobs and/or employment opportunities.

3.2. The overall level of poverty is increased when the claimants are refused or when they refuse a land restitution award.

- For the refused and dismissed claimants, the increased level of poverty is observed through the level of stakeholder mobilisation that they have to undertake as the refusing group. This involves being exposed to further vulnerability, whilst approaching all available institutional mechanisms such as the Gauteng office of

the MEC of Local Government and Housing, the municipal council offices in the City of Johannesburg, Parliament and even attorneys. It also entails losing more money in a form of paying an attorneys, mediation and transportation fees, and losing energy and hope in an attempt to explain their plight to obtain their original land back.

#### **4. SUMMARY OF KEY FINDINGS AND CONCLUSIONS**

The conclusions of the study which are presented in this section are based on the key findings of the study. In the following section, each key finding is followed by a conclusion.

- 4.1. Findings indicated that the land restitution claimants are mostly aged and female headed households, as reflected in Chapter three (see point 3.1.1 & 3.1.2).
  - o It can be concluded that the Land Restitution Programme applies to the people that have been historically affected by Apartheid and in particular the women who have been trapped in poverty, without being able to escape. These land restitution beneficiaries have experienced poverty ever since their land was taken away from them, whether their claim was accepted, rejected or dismissed. Furthermore, the Land Restitution Programme need to focus holistically on poverty alleviation and address poverty related issues such as crime prevention, job creation and create local economic development for women in order for it to really achieve its objectives.
- 4.2. The land restitution claimants have waited for more than 3 years to get their land restitution award and have been involved in other Land Restitution Programme activities, such as land restitution research, verification, gazetting, dismissal, stakeholder notification, negotiations and

compilation and signing of an out of Court Settlement Agreement (see Chapter three, point 3.1.3).

- It can be concluded that there is a slow pace in the implementation of the land restitution process just like in Brazil where there are complains on the slow pace (Sapa, 2004b:5). This is worsened by the limited resource allocation, lack of competent staff, and limited stakeholder and claimants' participation to enable the resolution of claims.

4.3. The land restitution beneficiaries indicated that receiving an award has made a significant impact on food security and the least impact on obtaining title to land ownership as reflected in Chapter three (see point 3.3.1).

- It can be concluded that the Land Restitution Programme has made an impact on significant aspects of individual quality of life such as ensuring that there is food to eat on a daily basis. This is because respondents who obtained land restitution were able to buy a full basket of food that is necessary for human survival and did not have to worry about starvation. This was, however, only for the period when they had money from the Land Restitution Programme and hence not a sustainable solution to alleviate poverty.
- Regarding the least impact on obtaining title to land ownership, it can be concluded that the Land Restitution Programme had a negative impact, as the Land Restitution Programme had not assisted urban claimants to receive their original land back instead, created hope and faith in the government housing programme.

4.4. The land restitution beneficiaries indicated that the Land Restitution Programme contributed to reconciliation at a personal, family and

community level (see Chapter three, point 3.3.3). The Land Restitution Programme activities, such as research, claimant verification, stakeholder notification and signing of the out of Court Settlement agreements have contributed to personal development, whilst the participation of the community has contributed for some to the resolution of their individual restitution claims. Some respondents indicated that before their involvement in the Land Restitution Programme they were not talking to siblings, whilst others were not talking to neighbours because of specific conclusions they had made about them during the time of removal. However, through the sharing of history during the research phase and the process of claimant verification they had an opportunity to listen to their neighbours' and siblings' side of the story, which they had never considered to be existent. This opportunity has contributed to their healing and forgiving the siblings and neighbours for the wrong doings of the past, which they now understood as decisions and behaviour that was beyond their control.

- It can be concluded that the Land Restitution Programme has made an insurmountable impact on reconciliation for the historically affected. Furthermore, the input activities of the Land Restitution Programme can be used as tools for effective personal development, healing and encouraging community participation.

4.5. The findings revealed that the impacts of the Land Restitution Programme on poverty as reported by the accepted, dismissed and refused claimants are more subjective than objective (see Chapter 3 point 3.4). Subjective impacts as defined by Cloete (2002) include results of the perceptions interpreted or perceived by those affected, whilst objective impacts include those results that are measured objectively and directly whether the affected audience agrees with them or not .The empirical findings as reflected in Chapter three (see point 3.3 and 3.4) clearly distinguish that

- the two kinds of impacts are both significant and need clear units of measurement or indicators as defined by the poor and land restitution practitioners.
- It can be concluded that the subjective impacts had significant positive and negative findings. The positive impacts were reflected in Chapter two (see point 4 and 5) and in Chapter three (see point 3.3 and 3.4) as ensuring food security, improvement in the quality of community life as people gain more respect, invitations to family reunification parties and unveiling of tombstones. The negative impacts refer to the programme's inability to ensure that there is an increase in the claimants income level, the inability to create jobs and/or employment opportunities, the inability to ensure ownership or obtain a title deed, the inability to instill an entrepreneurial culture for the poor and the inability to contribute to local economic development (see Chapter three, point 3.4). This is because families had to share the little award and accommodate almost all siblings without discriminating against each other, especially after the healing process.
  - Furthermore, it can be concluded that it seems as if it is the claimants' perception that the Land Restitution Programme has the potential to respond to their needs by planning and implementing projects that will increase their income levels. This can be done by creating jobs or opportunities as well as creating an entrepreneurial culture, as these were regarded by the claimants as the indicators of success of the Land Restitution Programme on poverty.
- 4.6. The respondents identified four challenges for the implementation of the Land Restitution Programme. The first challenge is the lack of a vision and integrated planning amongst claimants and professionals in addressing poverty alleviation (see Chapter two, point 8 and Chapter three, point

- 3.5.1). A second key challenge is to facilitate assistance to intervene in addressing crime in the areas where the poor claimants are staying, because it makes it difficult for people to move out of poverty. A third challenge for the Land Restitution Programme was to alleviate poverty by using accepted approaches within a framework, which makes provision for increased allocation of resources and a change of strategic focus only on the poor and women, to work together with other stakeholders and to invest in infrastructure development (see 3.5.1). Finally, the Land Restitution Programme should facilitate the finding of acceptable mechanisms of distributing wealth in view of the fact that financial or land awards is one of many ways of distributing wealth by government, apart from inheritance and crime which are seen as other mechanisms of distributing wealth (see 3.5.1 to 3.5.3).
- It can be concluded that the Land Restitution Programme should have a specific framework for poverty alleviation which implies that the programme should be much more than only the reclaiming of land or compensating financially for the loss of land rights. It should also include a clear vision and integrated strategy for how claimants and professionals can work alongside each other to address the claims and also alleviate poverty. Furthermore, the Land Restitution Programme should be clear on the government's and international donors' role to invest in crime prevention in order to make an impact in wealth distribution more visible. The Proposed Land Restitution Programme Framework for Poverty Alleviation should be informed by the voices of the poor, the restitution practitioners and stakeholders, especially with regards to units of measurements or indicators, approaches including other well known approaches and frameworks for dealing with poverty.

4.7. The findings revealed that prospects of the Land Restitution Programme involve the creation of jobs by building houses and industries (see Chapter two, point 9).

- It can be concluded that infrastructure development within the Land Restitution Programme is an important component of the Proposed Land Restitution Programme Framework for Poverty Alleviation that will ensure lifting the poor out of poverty and enable them to be self reliant and self sufficient.

## **5. PROPOSED FRAMEWORK FOR LAND RESTITUTION PROGRAMME FRAMEWORK FOR POVERTY ALLEVIATION**

Based on the literature study (Chapter 2), empirical findings (Chapter 3) and conclusions of this study, the researcher proposes the following components for the Land Restitution Programme Framework for Poverty Alleviation:

- Indicators of quality of life.
- Poverty alleviation approaches: the asset vulnerability approach, the livelihood approach, the social development approach, and the compulsory asset redistribution approach.
- Objective and subjective impacts: job creation for the unemployed, capacity building, community participation, reconciliation, and partnership between the government and the private sector.

The implementation of the abovementioned components of the Land Restitution Programme Framework for Poverty Alleviation will:

- Ensure the measurement of the poverty that exists amongst the Land Restitution beneficiaries. This means using social indicators in calculating the number of households that are female headed households, have

access to municipal services, are social security beneficiaries and are living below the poverty line, and then preparing registers of the identified people.

- Involve the poor in defining their strengths and assets, defining their poverty levels, finding causes of poverty, let them propose their own poverty strategies and align them with the views and strategies of the professionals which involve labour intensive and skills development. This includes aligning the poor with government and/or other private programmes that are investing in education, housing development, job creation, migrating and starting entrepreneurship activities.
- Engage a massive collective in addition to key role players responsible for the implementation of the Land Restitution Programme (see Chapter two, point 3). The massive collective includes other special agents advocating for the upliftment of the poor to become self reliant and self sufficient. It is the collective's responsibility to develop criteria for success at a project level, which involve job creation and development of community businesses that will contribute to empowerment, capacity building, improvement of community participation, and ensure reconciliation and social cohesion in partnership with government and the private sector.
- Facilitate flexibility on the conditions of trade for all the poor Land Restitution Programme beneficiaries by creating regulatory policies that will enable their businesses to flourish without over regulating and planning. This will enable community businesses to survive whilst introducing the poor entrepreneurs to a proper business landscape, without forcing them to live by the high planning regulations that exist for normal businesses.



## 6. RECOMMENDATIONS

Based on the above key findings and conclusions the researcher recommends the following:

- 6.1. The Chief Land Claims Commissioner needs to ensure the implementation of the Land Restitution Programme within the proposed framework to enhance poverty alleviation.
- 6.2. The Regional Land Claims Commissioners should use a multi-disciplinary team that involves members of the helping professions, such as psychology and social work, in order to deal with the anxiety and self-esteem of the poor land restitution beneficiaries. This will assist in dealing with the poverty levels of the land restitution beneficiaries.
- 6.3. The Regional Land Claims Commissioners need to align the already settled and dismissed Land Restitution Programme cases within the proposed framework, especially in rural areas where some of the land restitution cases are already settled (see Chapter two, point 7). The alignment should ensure implementation that focuses on female headed households.
- 6.4. The Chief and Regional Commissioners should consider facilitating a paradigm shift on the current post settlement functions to address social development and economic development for the identified poverty stricken families. This should include motivating for additional funding for the Land Restitution Programme so as to allow for poverty alleviation on a medium term.
- 6.5. The Ministry and the Department of Land Affairs should consider further research in the following areas:

- Action research on the implementation of the proposed Land Restitution Programme Framework for Poverty Alleviation.
- Lessons learnt from the cases settled without the proposed framework.

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