



A Meta-Evaluation of a Review of  
Land Redistribution for Agricultural  
Development (LRAD) Project  
Performance (2001-2006)

Public Service Commission  
June 2011

## Vision

The Public Service Commission is an independent and impartial body created by the Constitution, 1996, to enhance excellence in governance within the Public Service by promoting a professional and ethical environment and adding value to a public administration that is accountable, equitable, efficient, effective, corruption-free and responsive to the needs of the people of South Africa.

## Mission

The Public Service Commission aims to promote the constitutionally enshrined democratic principles and values of the Public Service by investigating, monitoring, evaluating, communicating and reporting on public administration. Through research processes, it will ensure the promotion of excellence in governance and the delivery of affordable and sustainable quality services.

# A Meta-Evaluation of a Review of Land Redistribution for Agricultural Development (LRAD) Project Performance (2001-2006)



Published in the Republic of South Africa by:

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Compiled by Branch: Monitoring and Evaluation

Distributed by Directorate: Communication and Information Services  
Printed by: Puisano Business Development  
ISBN: 978-0-621-40040-3  
RP:62/2011



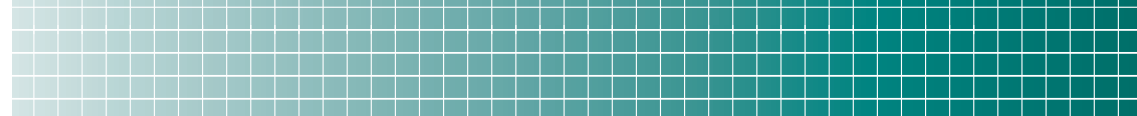
# Foreword

Meta-evaluation (the evaluation of an evaluation) presents an opportunity for the Public Service Commission (PSC) to improve the quality of evaluations commissioned by departments by offering opinions on the relevance, validity and usefulness of those evaluations. This is in accordance with its mandate of evaluating the extent to which the Public Service adheres to the Constitutional values and principles set out in section 195 of the Constitution of South Africa, including the second principle which states that “Efficient, Economic and Effective use of resources must be promoted” and the third principle which states that “public service must be development oriented”.

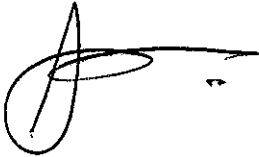


This meta-evaluation of the Land Redistribution for Agricultural Development (LRAD) Programme (2001-2006) is the second meta-evaluation report published by the PSC. The first report was published in March 2009 based on a pilot meta-evaluation of the Mid-Term Review of the Expanded Public Works Programme. In this regard, this study does not only continue to operationalise and apply the PSC’s *Conceptual Framework on Meta-Evaluation* (December 2007), on which the pilot study was premised, but it also incorporates lessons and insights gained from the pilot study. Such meta-evaluations of departmental programmes not only help in improving evaluation practice in the public service, but they will also increase the PSC’s understanding of and input in poverty reduction programmes.

The selection of LRAD as a subject for meta-evaluation was based on the critical role of land distribution in improving rural livelihoods and addressing poverty. In addition, land reform issues remain a cornerstone of the Comprehensive Rural Development Programme (CRDP), which is one of the key priority programmes of government. Although LRAD has been replaced with the Proactive Land Acquisition Strategy (PLAS), the basic precepts of the programme remain intact, namely, that the state acquires land and beneficiaries are settled on it with a view to improving their livelihoods. To this end, notwithstanding the change of government’s strategy, the PSC recognised the need to continue with the meta-evaluation of LRAD.



It is hoped that the findings and recommendations contained in this report will assist in giving direction to the Department of Rural Development and Land Reform and draw its attention to important issues pertaining to land reform projects and programmes.



**MS PM TENGENI**  
**DEPUTY CHAIRPERSON: PUBLIC SERVICE COMMISSION**



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# Acronyms

DLA	Department of Land Affairs
DRD&LR	Department of Rural Development and Land Reform
ELARSA	Evaluation of Land and Agrarian Reform in South Africa
HSRC	Human Sciences Research Council
IDPs	Integrated Development Plans
LCC	Land Claims Commission
LDO	Land Development Objective
LRAD	Land Redistribution for Agricultural Development
MEC	Member of Executive Council
NGO	Non-Governmental Organisation
SLAG	Settlement and Land Acquisition Grant
PLAAS	Programme for Land and Agrarian Studies
PLRO	Provincial Land Reform Office
PSC	Public Service Commission
RLCC	Regional Land Claims Commission



# Executive Summary

## 1. INTRODUCTION

In its oversight work, the PSC relies on both primary and secondary sources to reach its conclusions about the performance of the Public Service. In doing secondary research, the PSC relies on existing information systems and evaluations. The PSC recognised the need to assess the reliability and usefulness of data obtained from existing evaluations by developing a *Conceptual Framework for Meta-evaluation* in 2007. The purpose of this framework was to promote a shared understanding of meta-evaluation, and to suggest how it can add value to the oversight work of the PSC.<sup>1</sup>

In order to pilot this framework, the PSC conducted a meta-evaluation of the Mid-Term Review of the Expanded Public Works Programme in the 2008/09 financial year. In the 2010/11 financial year, the PSC recognized the need to continue with the meta-evaluations, and hence this meta-evaluation of a review of the Land Redistribution for Agricultural Development (LRAD) programme. LRAD was selected because it is one of Government's key priority areas.

## 2. BRIEF BACKGROUND TO A REVIEW OF LRAD PROJECT PERFORMANCE (2001-2006)

In August 2001 the then Department of Agriculture and Land Affairs launched the Land Redistribution of Agricultural Development sub-programme. In 2002 the Department undertook a review of the sub-programme to "identify bottlenecks, speed up delivery, and improve development impact."<sup>2</sup> Despite the fact that the review noted good progress, it was found that it was undertaken too soon after implementation to adequately assess programme impact. Consequently, in 2007 the Department commissioned Umhlaba Rural Services Consultants to undertake another review. As five years had lapsed since the implementation of the programme, the second review assessed the performance of 1002 projects that had been implemented over a period of five years, i.e. 2001-2006. Following the review, a report was compiled under the title: *A Review of LRAD Project Performance (2001-2006)*. It is this Review that forms the subject of this meta-evaluation.

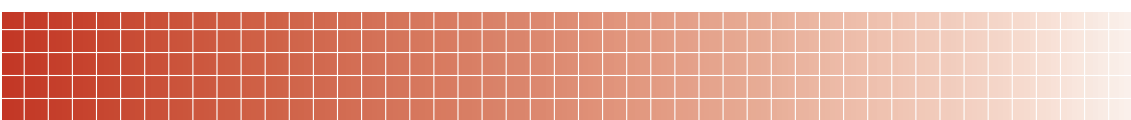
## 3. OBJECTIVES OF THIS META-EVALUATION

The objectives of this meta-evaluation were to:

- Assess the quality of the "Review of Land Redistribution for Agricultural Development (LRAD) Project Performance (2001-2006)."
- Provide timely comment about areas for improvement of monitoring and evaluation, including issues that should be addressed in subsequent evaluations.

<sup>1</sup> Republic of South Africa. Public Service Commission. 2007. *Conceptual Framework for Meta-Evaluation*.

<sup>2</sup> Republic of South Africa. Department of Land Affairs. 2008. *Ministry of Agriculture and Land Affairs in A Review of LRAD Project Performance (2001-2006)*.

- 
- Determine the extent of the utilisation of evaluation findings by decision-makers and the eventual impact of evaluations.
  - Improve the PSC's understanding of the success of this programme and enable it to confidently comment on that success and, where appropriate, make recommendations.
  - Identify important evaluation questions not answered by available evaluations in order to focus the PSC's own evaluation programme.
  - Identify challenges with regard to the M&E Framework of LRAD.

#### 4. METHODOLOGY

This meta-evaluation involved a desktop study of the *Review Report of LRAD project performance (2001-2006)* and an interview with one senior manager in the Department of Rural Development and Land Reform. In addition, other relevant LRAD documents were consulted. This meta-evaluation was conducted in two parts. First the central argument of the Review of LRAD project performance was analysed. The purpose of this analysis was to assess how the Review proceeded from the objectives it had set for itself, presented its arguments, cited the evidence it relied on, drew conclusions and formulated recommendations, and whether the conclusions drawn can then be viewed as valid and the recommendations as appropriate.

The study was guided by the PSC's Meta-evaluation framework. The framework addresses seven principles,<sup>3</sup> each of which is broken down into a number of standards.

#### 5. LIMITATIONS OF THE STUDY

The meta-evaluation was limited to the evaluation of the Review report; in other words, it was a desk-top meta-evaluation. Any evaluation issue not contained in the Review report could, therefore, not be taken into consideration. As a result, some of the criteria contained in the PSC's Meta-evaluation Framework could not be assessed. For instance, the meta-evaluation did not assess how decision-makers received the reports and what actions they took on the basis of the recommendations.

#### 6. FINDINGS

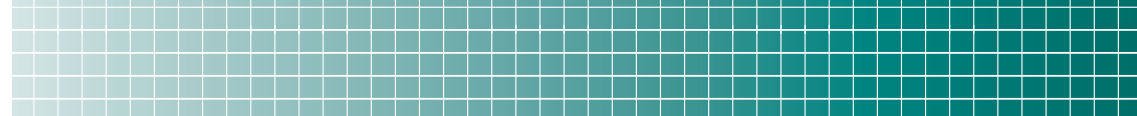
Notwithstanding the critical issues raised in this meta-evaluation report, the Review generally succeeded to present a coherent argument in terms of LRAD project performance, starting from the objectives of the Review to its recommendations.

This meta-evaluation makes the following findings on the Review:

##### 6.1 Lack of basic project records

The Review noted that there was a general lack of good administrative information about projects in the Department. It was even difficult to reconcile project lists provided by the Department with those of provincial land reform offices and provincial departments of

<sup>3</sup> Republic of South Africa. Public Service Commission. 2007. *Conceptual Framework for Meta-Evaluation*.



agriculture, and actual projects on the ground. Consequently, each project had to be visited physically and the information collected from scratch. Though this is a finding of the Review and not specifically of this meta-evaluation it is re-iterated here because lack of records affects all future evaluations. It should be possible to do an evaluation of a programme based on good records without having to do surveys to collect information from scratch.

## 6.2 Beneficiary subjectivity

Linked to the above lack of basic administrative records, the Review findings on project performance and the consequent performance ranking of projects are based on beneficiary perceptions. In this regard, data on production levels, income levels and farm benefits are opinion based and subjective. However, this limitation is acknowledged in section 2 of the Report under the heading “Limitations and Shortcomings”.

## 6.3 Critical assessment of the Review in terms of the impact of a range of factors on project performance

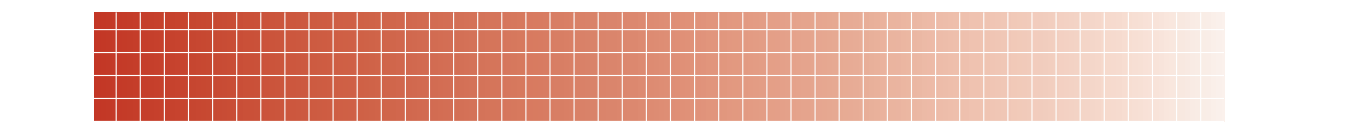
The review tried to identify the factors that determine the success or failure of land reform projects. It did this by listing a number of factors from previous studies, ranking the projects as successful or failed and then making the association between the factors and success or failure. The methodology that the Review followed to do this was thorough, applied recognised methodology and in the PSC’s view the Review arrived at valid findings in this regard.

Out of 33 factors assessed, the Review found that 14 (42%) showed a positive correlation with project performance. This means that if these factors are considered during the design and implementation of the project the chances of success will increase. The study did highlight the success factors to the Department. These factors were, however, already known to the Department, but the correlation analysis helped to emphasise what the Departments should concentrate on to ensure success. Ten (30%) of the factors showed “mixed results” in terms of their correlation with project performance, which does not give a clear picture of whether they have a positive or negative impact on project performance. Finally, 9 (27%) of the factors had no correlation with project performance.

It should, however, be noted that success many times depends not on individual success factors but a specific combination of factors in specific circumstances. A case study methodology helps to identify the specific factors, combination of factors and circumstances that led to success. In the event, case studies are available – see section 3.3 of this report. The Review should, therefore, be read with the other available studies.

## 6.4 Appropriateness of the Review recommendations

The Review recommendations are appropriate, feasible and implementable. However, more detail could have benefitted the Department better. The significance of furnishing details should be viewed against the fact that some of the challenges experienced in implementing LRAD projects had been previously identified during the implementation of SLAG. The recurrence



of the same challenges in LRAD projects could signal serious limitations of LRAD either in terms of programme structure or delivery mechanisms. Instead of providing solutions in this regard, the Review suggests that *“It is unclear whether the changes introduced to land redistribution through LRAD will address the shortcomings that were evident in SLAG.”*<sup>4</sup> It is thus evident that the Department could have benefitted better from the Review if it had suggested examples of the proposed implementation modalities.

### 6.5 Lack of comment on the overall programme design

The Review did not delve into the design of the whole programme and how it affected programme implementation. Whilst the Review focuses mainly on individual project design issues as per the terms of reference, this should not have precluded the need for discussing the overall design of the programme in terms of the logic framework that establishes a link between goals, objectives, inputs, outputs and outcomes, and assumptions that underlie this relationship, with indicators, and means of verification of performance information.

### 6.6 Gaps in methodology

Whilst the Review methodologies are generally sound, the analysis in terms of the PSC’s meta-evaluation checklist showed, amongst others, that:

- The method of selecting projects and beneficiaries who were interviewed (sampling technique) was not explained.
- The evaluation theory underpinning the Review was not explained. Understanding the theoretical premises on which the programme is based helps the evaluators and implementers to understand critical assumptions underlying the programme.
- The target audience was not specified. It is important that when a report is written the needs of specific audiences for information, analysis and recommendations are kept clearly in mind because this enhances the eventual usefulness of the report to those audiences.

### 6.7 Gaps in contextual/background information

The background chapter of the Review does not discuss the basic principles of LRAD as set out in the Ministry’s concept document. A discussion of the principles in the introductory chapters could have provided a useful context for the Review and increased the reader’s understanding of the programme.

### 6.8 Insufficient detail on the extent of gender representation in project management and operation

Whilst the Review discusses the distribution of beneficiaries in terms of gender at national level and in all nine provinces, it only assesses the extent of the representation of women in management structures of projects under the sub-heading “Project Management and Operation” in two provinces only, i.e. Eastern Cape and Western Cape. Reasons are not

<sup>4</sup> Ibid P. 14.



provided for excluding the same discussion in the seven remaining provinces.

This does not only suggest lack of consistency in the presentation of findings, but it also suggests an omission of an important aspect of the programme. In this regard, the Ministry's LRAD framework document contends that "LRAD provides an excellent vehicle for redressing gender imbalances in land access and land ownership, and thus for improving the lot of rural women and the households they support".<sup>5</sup>

## 7. CONCLUSIONS

Notwithstanding the critical issues raised in this meta-evaluation report, the Review generally succeeded to present a coherent argument in terms of LRAD project performance, starting from the objectives of the Review to its recommendations. Conclusions derived from the assessment of the Review in terms of the PSC's meta-evaluation conceptual framework show that:

- it is a credible piece of evaluation that would contribute generally to the on-going land reform debate in South Africa and to the land redistribution challenges in particular;
- critical findings and recommendations were made, which would contribute to solutions to the land reform challenges in the country, if implemented; and
- given the scale of the evaluation, timeframes available and challenges experienced in acquiring relevant information, the gaps did not significantly diminish the overall quality of the report.

## 8. RECOMMENDATIONS

Based on the findings of this meta-evaluation, the following recommendations are made to the Department of Rural Development and Land Reform:

### 8.1 Developing the logic framework and programme theory

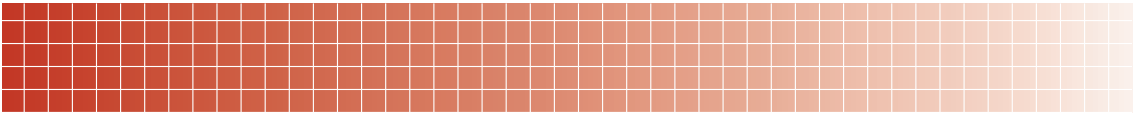
The Department must develop a logic framework for the land reform programme that establishes links between inputs, outputs and outcomes, and assumptions that underlie these relationships, with indicators and means of verification of performance information. In addition, it must develop an explicit statement of the theory behind the programme design, highlighting the assumptions about the causes of problems and best ways to address them.<sup>6</sup> This will make the critical factors for the success of the programme explicit and will help ensure that the success factors are addressed in both programme design and implementation.

### 8.2 Keeping project records

The Department must ensure that records in terms of production, income and benefits are kept for individual land reform projects. A data base from which performance information can

<sup>5</sup> Republic of South Africa. Ministry for Agriculture and Land Affairs(MALA). 2001. *Land Redistribution for Agricultural Development: A Sub Programme of the Land Redistribution Programme*. Pretoria.

<sup>6</sup> Posavac, E.M. 2007. *Program Evaluation. Methods and Case Studies*. P 60.



be extracted can only be built on a foundation of good records at the project level. In order to start a process of improving records at the project level the Department, in collaboration with provincial agriculture Departments, should undertake an audit of all funded / supported projects.

### 8.3 Publication of the Review and other studies

The Department must publish the Review and other studies on its web site in order to ensure that the findings and recommendations are widely accessible to stakeholders and that they are utilised for decision-making purposes.

# Chapter One

## Introduction

## 1.1 BACKGROUND

In December 2007, the Public Service Commission (PSC) published a conceptual framework on meta-evaluation. Amongst others, its purpose was to promote a common understanding of meta-evaluation and to suggest how it can enhance the work of the PSC.<sup>7</sup> Given that Departments also either commission or conduct their own evaluations, the PSC has found that it often uses these evaluations as secondary source documents for its work.

In the 2008/09 financial year, the PSC applied its conceptual framework by conducting a meta-evaluation of the Expanded Public Works Programme. In the 2010/11 financial year, it has broadened its scope by now undertaking a meta-evaluation of a report on “*A Review of Land Redistribution for Agricultural Development (LRAD) Project Performance (2001-2006)*”. The study attempts to operationalise and apply the PSC’s conceptual framework to the LRAD review. The PSC hopes that this should contribute to the on-going land redistribution debates in the country.

## 1.2 BRIEF BACKGROUND TO THE REVIEW OF LRAD PROJECT PERFORMANCE (2001-2006)

In August 2001 the then Department of Agriculture and Land Affairs launched the Land Redistribution of Agricultural Development sub-programme. In 2002 the Department undertook a review of the sub-programme to “identify bottlenecks, speed up delivery, and improve development impact.”<sup>8</sup> Despite the fact that the Review noted good progress, it was found that it was undertaken too soon after implementation to adequately assess the programme impact. In this regard, in 2007 the Department commissioned Umhlaba Rural Services Consultants to undertake another review. As five years had lapsed since the implementation of the programme, the second review assessed the performance of 1002 projects that had been implemented over a period of five years, i.e. 2001-2006. Following the review, a report was compiled under the title: *A Review of LRAD Project Performance (2001-2006)*. It is this Review that forms the subject of this meta-evaluation.

## 1.3 OBJECTIVES OF THIS META-EVALUATION

The objectives of the study were to:<sup>9</sup>

- Assess the quality of the “*Review of Land Redistribution for Agricultural Development (LRAD) Project Performance (2001-2006)*.”
- Provide timely comment about areas for improvement of monitoring and evaluation, including issues that should be addressed in subsequent evaluations.
- Determine the extent of the utilisation of evaluation findings by decision-makers and the eventual impact of evaluations.

<sup>7</sup> Republic of South Africa. Public Service Commission. 2007. *Conceptual framework on Meta-Evaluation*.

<sup>8</sup> Republic of South Africa. Department of Land Affairs. 2008. *Ministry of Agriculture and Land Affairs in A Review of LRAD Project Performance (2001-2006)*.

<sup>9</sup> Republic of South Africa. Public Service Commission. 2010. *Project Proposal: Meta-Evaluation of a Review of LRAD Project Performance (2001-2006): May 2010. (Approved Project proposal: Unpublished document)*.

- Improve the PSC's understanding of the success of this programme and enable it to confidently comment on that success and, where appropriate, make recommendations.
- Identify important evaluation questions not answered by available evaluations in order to focus the PSC's own evaluation programme.
- Identify challenges with regard to the M&E Framework of LRAD.

## 1.4 METHODOLOGY

The study involved a desktop study of the *Review Report of LRAD project performance (2001-2006)* (hereinafter referred to as the Review). In addition, other relevant LRAD documents were consulted and an interview with one senior manager in the Department of Rural Development and Land Reform was conducted.

The meta-evaluation was conducted in two parts. First, the central argument of the Review of LRAD project performance was analysed. The purpose of this analysis was to assess how the Review-

- proceeded from the objectives it had set for itself;
- presented its arguments;
- cited the evidence it relied on; and
- drew conclusions and formulated recommendations. The analysis also sought to establish whether the conclusions drawn can be viewed as valid and the recommendations as appropriate.

Secondly, the PSC's meta-evaluation framework was used to evaluate the Review to determine whether the study meets the stipulated standards. This framework addresses seven principles,<sup>10</sup> each of which is broken down into a number of standards – see **Table I**.

**Table I: Principles of M&E**

<b>1. M&amp;E should contribute to improved governance</b>	
<ul style="list-style-type: none"> <li>• Transparency</li> <li>• Accountability</li> <li>• Participation</li> <li>• Inclusion</li> </ul>	<ul style="list-style-type: none"> <li>• All findings are publicly available unless there are compelling reasons otherwise.</li> <li>• Use of resources is open to public scrutiny.</li> <li>• Voice is provided to historically marginalised people.</li> <li>• Traditionally excluded interests are represented throughout M&amp;E processes.</li> </ul>
<b>2. M&amp;E should be rights based</b>	
<ul style="list-style-type: none"> <li>• Bill of Rights</li> </ul>	<ul style="list-style-type: none"> <li>• A rights based culture is promoted and entrenched by its inclusion in the value base for all evaluation processes.</li> </ul>
<b>3. M&amp;E should be development-oriented – nationally, institutionally and locally</b>	
<ul style="list-style-type: none"> <li>• Pro-poor orientation</li> <li>• Service delivery and performance</li> <li>• Learning</li> <li>• Human resource management</li> <li>• Impact awareness</li> </ul>	<ul style="list-style-type: none"> <li>• Poverty's causes, effects and dynamics are highlighted and the interests of poor people are prioritised above those of more advantaged groups.</li> <li>• Variables affecting institutional performance and service delivery are analysed and reviewed, links are identified and responsive strategies are formulated.</li> <li>• Knowledge and an appetite for learning are nurtured in institutions and individuals.</li> <li>• The skills required for deliberative M&amp;E are available, fostered and retained while the knowledge needed for strategic HR utilisation is available and used.</li> </ul>

<sup>10</sup> Republic of South Africa. Department of Land Affairs. 1997. *White Paper on South African Land Policy*. Pretoria: DLA

#### 4. M&E should be undertaken ethically and with integrity

- Confidentiality
- Respect
- Representation of competence
- Fair reporting
- Processes ensure the responsible use of personal and sensitive information.
- Promises of anonymity and non-identifiability are honoured and relied upon.
- Dignity and self-esteem is built amongst stakeholders and affected people.
- There is skillful and sensitive implementation of M&E processes.
- Those engaged in monitoring and evaluation fairly represent their competence and the limitations of their reports.
- Reporting provides a fair and balanced account of the findings.

#### 5. M&E should be utilisation oriented

- Defining and meeting expectations
- Supporting utilisation
- M&E products meet knowledge and strategic needs.
- A record of recommendations is maintained and their implementation followed up.
- An accessible central repository of evaluation reports and indicators is maintained.

#### 6. M&E should be methodologically sound

- Indicators and measures
- Data/evidence based
- Appropriateness
- Triangulated
- Common indicators and data collection methods are used where possible to improve data quality and allow trend analysis.
- Findings are clearly based on systematic evidence and analysis.
- Methodology matches the questions being asked.
- Multiple sources are used to build more credible findings.

#### 7. M&E should be operationally effective

- Planned
- Scope
- Managed
- Cost effective
- Systematic
- As an integrated component of public management, M&E is routine and regularised.
- The scale of M & E reflects its purpose, level of risk and available resources.
- Conscientious management of the function leads to sustained on-time delivery of excellence.
- The benefits of M&E are clear and its scale is appropriate given resource availability.
- Robust systems are built up that are resilient and do not depend on individuals or chance.

The LRAD Review Report was meta-evaluated in terms of the above principles.

### 1.5 LIMITATIONS OF THE STUDY

The meta-evaluation was limited to an evaluation of the Review; in other words, it was a desk-top meta-evaluation. Any evaluation issue not contained in the Review report could, therefore, not be taken into consideration. However, the PSC also conducted an interview with Mr. Samfana Mahlangu, Senior Manager: Land Redistribution, Department of Rural Development and Land Reform. A follow-up interview could not be secured. In this regard, some of the criteria contained in the PSC's meta-evaluation Framework could not be assessed. For instance, the meta-evaluation did not assess how decision-makers received the report and what actions they took on the basis of the recommendations.



## 1.6 STRUCTURE OF REPORT

The rest of the report is organised as follows:

- Chapter 2** presents the context of the Land Redistribution for Agricultural Development Programme and what it seeks to achieve.
- Chapter 3** presents an introduction to the LRAD M&E Framework.
- Chapter 4** presents the central argument of the Review and assesses whether the findings and recommendations of the Review are valid, based on the evidence it cites and the arguments it employs.
- Chapter 5** presents an assessment of the Review in terms of the PSC's Meta-Evaluation Conceptual Framework.
- Chapter 6** concludes the meta-evaluation in terms of the quality of the Review, remaining evaluation gaps, implications for future meta-evaluations and recommendations.

# Chapter Two

## Context of the Land Redistribution for Agricultural Development Programme

## 2.1 INTRODUCTION

This chapter briefly explains what the LRAD seeks to achieve and through what means. This background information is necessary to be able to understand the Review, and by extension, this meta-evaluation.

## 2.2 BACKGROUND

The need for land reform to address the legacy of the past stems from section 25 of the South African Constitution (Act 108 of 1996). In order to give effect to this constitutional provision, the South African Government adopted a three-pronged land reform strategy to redress the historical injustice of land dispossession. The land reform programme consists of the following sub-programmes:

- Land Restitution to restore land or provide financial compensation for people dispossessed of the land after 1913.
- Land Tenure reform introduced after 1994 to give people (especially farm workers and labour tenants) security of tenure, over houses and land where they work and stay
- Land Redistribution to provide the poor with access to land for residential and productive uses, in order to improve their income and quality of life.<sup>11</sup>

In terms of land redistribution, the government's policy has undergone a number of shifts since 1994. From 1995 to 1999, it was implemented through the Settlement and Land Acquisition Grant (SLAG), which provided a grant to poor people, usually in groups, to purchase land on the open market.<sup>12</sup> Following the slow progress with the implementation of land redistribution in the first five years after 1994, some policy changes were made. The SLAG programme ended in 2000, and the new Land Reform for Agricultural Development (LRAD) programme was introduced in the same year.<sup>13</sup>

LRAD's major difference from the Settlement and Land Acquisition Grant (SLAG) was that beneficiaries do not have to be poor to apply for the minimum R20 000 land grant, and those who had savings and could raise loans to finance their farms qualify for larger grants. LRAD has brought about an increase in the per capita grant and made it possible that smaller groups, individuals and families could benefit from land redistribution projects.

The LRAD programme has two components.<sup>14</sup> The first component is the transfer of agricultural land to specific individuals or groups and the other component is commonage projects. The commonage component aims to improve people's access to municipal and tribal land primarily for grazing purposes. The two components have different financial mechanisms, target groups and delivery arrangements.

<sup>11</sup> Republic of South Africa. Department of Land Affairs. 1997. *White Paper on South African Land Policy*. Pretoria: DLA.

<sup>12</sup> Jacobs, P; Lahiff, E; and Hall, R. 2003. *Evaluating land and agrarian reform in South Africa Series 1: Land Redistribution*. Programme for Land Agrarian Studies. Cape Town.

<sup>13</sup> Jacobs, P; Lahiff, E; and Hall, R. 2003. *Evaluating land and agrarian reform in South Africa Series 1: Land Redistribution*. Programme for Land Agrarian Studies. Cape Town.

<sup>14</sup> Republic of South Africa. Ministry for Agriculture and Land Affairs (MALA). 2001. *Land Redistribution for Agricultural Development: A Sub-Programme of the Land Redistribution Programme*. Pretoria.



The specific objectives of LRAD are:<sup>15</sup>

- Contributing to the redistribution of 30% of the country's agricultural land over 15 years starting from 2000;
- To help black and poor people in rural areas to improve their living standard by enabling them to access and use land productively;
- To decongest overcrowded former homeland areas; and
- To expand opportunities for women and youth in rural areas.

Applicants (who may be individuals or groups) identify land they wish to buy. The qualifying criteria for applicants are that they must -

- be previously disadvantaged (Black, Coloured or Indian),
- be serious about farming, and
- have the ambition to make a success of farming.

Beneficiaries can access a range of grants from a minimum of R20 000 to R100 000 depending on the amount of their own contribution.<sup>16</sup> The applicant(s) must make a contribution of at least R5 000. The applicant's contribution can be in kind (livestock, machinery), cash or labour. In addition to buying farms or land, the following types of projects can also be catered for: food-safety-net projects, equity schemes, commercial agricultural ventures, and agriculture in communal areas.

The target for the programme is to ensure the redistribution of 30% of agricultural land to blacks by 2014.<sup>17</sup> The redistribution of 30% of white-owned agricultural land has stood since 1994 as the overall target for the land reform programme and is generally understood to include both the redistribution and the restitution programmes.

## 2.3 THE LOGICAL FRAMEWORK

The LRAD programme does not have a formal logical framework document.

## 2.4 INSTITUTIONAL ARRANGEMENTS FOR IMPLEMENTING THE LRAD PROGRAMME

Institutional arrangements for the implementation of the LRAD include procedures for implementation and implementation responsibilities.

### 2.4.1 Procedures for implementation

Beneficiaries select the desired amount of the grant according to their preferred own contribution. Beneficiaries can either apply individually or as members of a self-selected group.

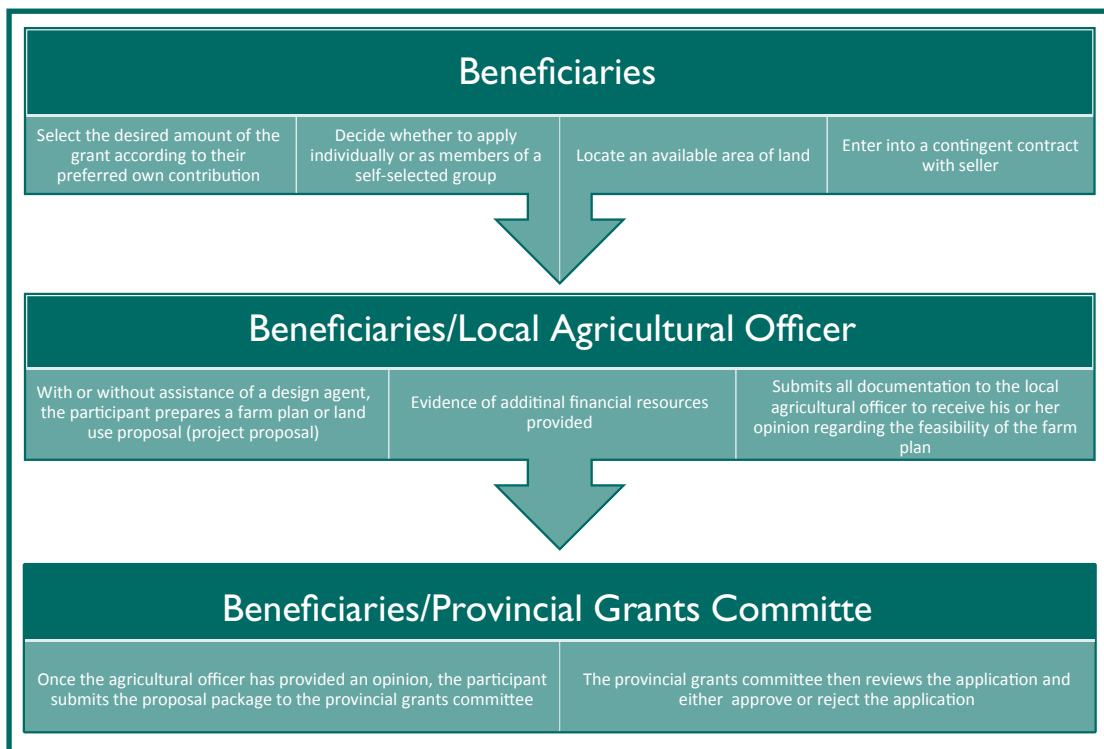
<sup>15</sup> Republic of South Africa.Ministry for Agriculture and Land Affairs (MALA).2001. *Land Redistribution for Agricultural Development:A Sub-Programme of the Land Redistribution Programme*. Pretoria.

<sup>16</sup> Republic of South Africa.Ministry for Agriculture and Land Affairs (MALA). 2001. *Land Redistribution for Agricultural Development:A Sub-Programme of the Land Redistribution Programme*. Pretoria.

<sup>17</sup> Government Policy on Land Reform and LRAD. Online available: [www.participation.org.za/docs/gplrad.doc](http://www.participation.org.za/docs/gplrad.doc). Accessed: 30 September 2010.

The beneficiaries identify available land, either through their own effort, or through the assistance of the Department.

Once suitable land is identified, the participants enter into a provisional contract with the seller, which means that the contract will only be proceeded with once approval of the project under LRAD has been obtained. The Figure below depicts the procedures for the implementation of LRAD.<sup>18</sup>



**Figure 1: Procedures for the implementation of LRAD**

The participant prepares a farm business plan (project proposal), indicating the intended agricultural use of the land and estimating rough projected incomes and expenditures for the farming operation. The participant must also submit proof of additional financial resources (loan, own resources, or both). All documentation is submitted to the local agricultural officer to receive his or her opinion regarding the feasibility of the farm business plan, the agricultural potential of the land and the value of the land relative to market prices for land of comparable quality and access to water. Once the local agricultural officer has provided an opinion, the participant submits the proposal package to the provincial grants committee. The provincial grants committee comprises of officers of Land Affairs and Agriculture.

The PGC, of which the provincial DLA director is a member, approves or rejects the application.

<sup>18</sup> Figure developed using procedures for implementation as outlined in the document produced by Ministry for Agriculture and Land Affairs, 2001, titled *Land Redistribution for Agricultural Development: A Sub-Programme of the Land Redistribution Programme*. P 9-10.

## 2.4.2 Implementation responsibilities

Agricultural and land officers, and officers from other government departments at local level, play an important role in implementation. According to the Ministry for Agriculture and Land Affairs, agricultural and land officers' responsibilities include:<sup>19</sup>

- Providing technical opinion on the proposed farm plan, land-use and environmental assessment, and in this way contributing to the quality of proposals.
- Certifying of the accuracy of the seller's title and doing a preliminary check regarding the reasonableness of the price of the land.
- Assisting beneficiaries in negotiations with sellers.
- Providing assistance to applicants and their advisors with the preparation and evaluation of their proposals.

The provincial grant committee under the relevant MEC consists of provincial officers of Land Affairs, including the provincial Land Affairs director as well as officials from the Provincial Department of Agriculture together with other necessary stakeholders. The committee's main functions are to assess project proposals and make recommendations, based on the information provided in the proposal, on whether the project is eligible under the programme.

A complete package ready for submission would include:<sup>20</sup>

- The project proposal.
- A draft purchase or rental offer for the land.
- In case of a group application, a list of beneficiaries and their contributions.
- Confirmation from the local agricultural officer that the seller is in legal possession of title and confirmation from a professional valuer that the land price is reasonable in comparison with recent land transactions in the area.
- Evidence of own contribution and any necessary financing in addition to the grant.
- Opinion of the local agricultural officer on feasibility (agricultural and environmental issues).

Upon review of the package, the provincial grants committee makes one of the following three determinations: if the application is complete and meet all the requirements, then it is approved; if the application is complete but does not meet all the requirements, then it is not approved and reasons are stated; if the application is incomplete, then all documentation is sent back to the applicant and reasons are provided.

The National Department of Agriculture, Forestry and Fisheries and the National Department of Rural Development and Land Reform are responsible for the overall design and implementation of LRAD and monitoring of its impact.

<sup>19</sup> Republic of South Africa. Ministry for Agriculture and Land Affairs (MALA). 2001. *Land Redistribution for Agricultural Development: A Sub-Programme of the Land Redistribution Programme*. Pretoria.

<sup>20</sup> Republic of South Africa. Ministry for Agriculture and Land Affairs (MALA). 2001. *Land Redistribution for Agricultural Development: A Sub-Programme of the Land Redistribution Programme*. Pretoria. P. 10.

Key responsibilities of the various levels of government for implementation are summarised in **Table 2.**<sup>21</sup>

**Table 2: Key responsibilities of various levels of government**<sup>22</sup>

Department of Agriculture	Department of Land Affairs
<b>National level</b>	
<ul style="list-style-type: none"> <li>• Design of LRAD</li> <li>• Provide training for participants, agents and local land and agricultural officers</li> <li>• Coordinate policy issues and interdepartmental activities</li> <li>• Monitor and evaluate outcomes of LRAD</li> </ul>	<ul style="list-style-type: none"> <li>• Design of LRAD</li> <li>• Budget for capital transfers under LRAD</li> <li>• Monitor the flow of funds to the provincial level</li> <li>• Coordinate policy issues and interdepartmental activities</li> <li>• Monitor and evaluate outcome of LRAD</li> </ul>
<b>Provincial</b>	
<ul style="list-style-type: none"> <li>• Accountability for LRAD in the province</li> <li>• Participate in various provincial committees</li> <li>• Convene the grant approval committee</li> <li>• and provide the secretariat</li> </ul>	<ul style="list-style-type: none"> <li>• Responsibility for approving release of grants</li> <li>• Accountability for LRAD in the province</li> <li>• Participate in various provincial committees Land survey, title registration and transfer</li> </ul>
<b>Local</b>	
<ul style="list-style-type: none"> <li>• Provide a technical opinion on the proposed farm plan, land-use and environmental assessment</li> <li>• Provide agricultural support services</li> <li>• Work with District Council counterparts to ensure project congruence with IDPs/LDOs</li> </ul>	<ul style="list-style-type: none"> <li>• Provide information and training for participant and agents (clarifying technical and legal aspects of LRAD)</li> <li>• Work with District Council counterparts to ensure project congruence with IDPs/LDOs</li> </ul>

## 2.5 CONCLUSION

The foregoing chapter has provided contextual information on LRAD. A notable finding is that LRAD does not have a logic framework, which spells out the design features of the programme. The next chapter discusses the LRAD monitoring and evaluation framework.

<sup>21</sup> Republic of South Africa. Ministry for Agriculture and Land Affairs (MALA). 2001. *Land Redistribution for Agricultural Development: A Sub-Programme of the Land Redistribution Programme*. P 13.

<sup>22</sup> Taken from the Ministry for agriculture and Land Affairs (MALA). 2001. *Land Redistribution for Agricultural Development: A Sub-Programme of the Land Redistribution Programme*. P 13.

# Chapter Three

The LRAD Monitoring and  
Evaluation Framework and  
Review of Available Evaluations

## 3.1 INTRODUCTION

The LRAD Review was not conducted within a broader LRAD M&E Framework because at the time of the Review there was no LRAD M&E Framework.<sup>23</sup> However, the Department of Rural Development and Land Reform developed a Monitoring and Evaluation Framework for Land Reform Projects in June 2009. According to the Department, the framework was developed in order to set parameters for evaluating the achievement of strategic objectives, monitoring outputs, managing and using data as well as periodic reviews.<sup>24</sup> However, the Department has acknowledged that the framework lacks guidance on how land reform (Restitution, Redistribution and Tenure) projects will be monitored and evaluated, as well as how this information will be used to inform policy and decision-making in the department.<sup>25</sup>

According to the Department the purpose of the Framework is to provide project level monitoring and evaluation guidance to land reform (RLCC & PLRO) and M&E practitioners; to clarify definitions and standards for performance information in support of regular project monitoring; and to guide the collection of relevant and accurate information on the progress and impact of land reform programmes and initiatives through the provision of tools and measurable indicators.<sup>26</sup>

Since the LRAD M&E Framework was not in place at the time of the review, this chapter focuses mainly on the review of available evaluations.

## 3.2 AVAILABLE LRAD REPORTS

The following completed evaluations of LRAD, some of which were commissioned by the department, are summarised below.

### 3.2.1 LRAD Case Studies in Three Provinces

As part of its ongoing exploration of land reform and of LRAD specifically, the Integrated Rural and Regional Development Unit of the Human Sciences Research Council (HSRC) undertook a short series of seven qualitative case studies aimed at illuminating the early performance of LRAD. The goal of the series was to shed light on the operations of LRAD and provide information on how the delivery process and the projects themselves are performing on the ground. The purpose of the study was “to provide baseline information to sharpen the conceptualisation and delivery of LRAD”.<sup>27</sup> The report was published in October 2003.

The three provinces in which the seven case studies were undertaken were KwaZulu-Natal, Limpopo, and Eastern Cape. These three provinces were chosen because they are the provinces with the most rural households living in poverty.

<sup>23</sup> Republic of South Africa. Department of Rural Development and Land Reform. 2008. *Review of LRAD Project Performance (2001-2006)*.

<sup>24</sup> Republic of South Africa. Department of Rural Development and Land Reform. 2009. *Monitoring and Evaluation Framework for Land Reform Projects: A guide for M&E and land reform practitioners*. Department of Rural Development and Land Reform, Pretoria.

<sup>25</sup> *Ibid.*

<sup>26</sup> *Ibid.*

<sup>27</sup> Human Sciences Research Council. 2003. *Land Redistribution for Agricultural Development: Case Studies in Three Provinces*.



The case studies revealed the following:<sup>28</sup>

- Lack of finance is impeding delivery of the programme at provincial level.
- A wide range of clients are accessing LRAD.
- LRAD is supporting a wide range of project types.
- Family-farm type projects appear to be working relatively well.
- The efficacy of post-settlement support is still in question.
- LRAD is generally not suitable for reducing overcrowding in former homelands and alternatives should be identified.
- The LRAD project cycle is simplified because it does not require approval by the minister.
- Formal subdivision is rarely undertaken and should be encouraged.

### 3.2.2 A Status Report on Land and Agrarian Reform

The 'Evaluating Land and Agrarian Reform in South Africa' (ELARSA) project of the Programme for Land and Agrarian Studies (PLAAS) resulted in the publication of a series of nine reports. During 2002 and 2003, PLAAS undertook a study to evaluate progress in each of the key policy areas of land reform. The third report in the series was published in December 2004. These reports aimed to assess progress, problems and emerging perspectives within the land sector.<sup>29</sup> Shortcomings of the programme highlighted in this report included:<sup>30</sup>

- The slow progress in redistributing 30% of commercial agricultural land by 2015 – only 3.1% was transferred by 2004.
- The limited impact of restitution on patterns of land ownership due to the fact that most rural claims have not yet been settled and most urban claims were settled with cash compensation.
- The violation of farm dwellers' rights, and the absence of a proactive mechanism to provide farm dwellers with land of their own.
- The limited land reform budgets – and land grants – compared to the high and rising price of land.
- The lack of a rural settlement policy framework to address the demand for land for housing and other non-agricultural purposes.
- The failure thus far to reform communal tenure or address the chaotic state of land administration in the former Bantustans, despite the passing of the Communal Land Rights Act.

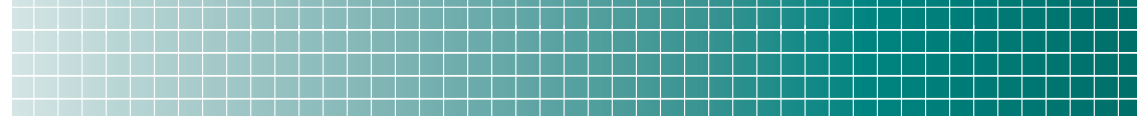
### 3.2.3 LRAD Grant Size Study Report

The Department of Land Affairs undertook a study to review the grant structure of the LRAD programme to assess whether the structure helps to achieve the objectives of the programme. The report was published in 2004. The objectives of the study were: "to compare the level of grant in relation to the price of land; to profile beneficiaries in terms of grants

<sup>28</sup> Human Sciences Research Council. 2003. *Land Redistribution for Agricultural Development: Case Studies in Three Provinces*.

<sup>29</sup> Hall, R. 2004. *Land and Agrarian Reform in South Africa: A Status Report 2004*. Programme for Land and Agrarian Studies. Cape Town.

<sup>30</sup> *Ibid.*



received; to investigate the types of support and services available to farmers after acquiring land; and to assess whether groups in the LRAD programme are still viewed as a means of getting a bigger grant".<sup>31</sup>

The study covered the time period from the beginning of LRAD to the end of 2002 and four provinces formed part of the study with a total of 9 sampled projects.<sup>32</sup>

The study found that the following factors contributed to the insufficiency of the grant:<sup>33</sup>

- Under-valuation of assets used by beneficiaries for own contribution
- Focus on individual projects instead of family projects
- Lack of utilisation of the sub-division provision
- Poor project implementation
- The LRAD grant is used for all land reform purposes
- A lack of adequate post settlement support to land reform beneficiaries.

### 3.2.4 Assessment of Land Reform Projects in the Western Cape

Agri Africa was commissioned by the Western Cape Department of Agriculture, in collaboration with the Department of Land Affairs, to conduct an appraisal and assessment of the status and performance of all agrarian reform projects in the Western Cape Province.

The report on the assessment was published in November 2005.<sup>34</sup>

The quantitative assessment found that:<sup>35</sup>

- About 31% of the full ownership projects had numbers of beneficiaries ranging from 51-180. Three projects had more than 180 beneficiaries.
- Share equity projects are high on sustainability but low on empowerment, whilst full ownership projects are high on empowerment and low on sustainability.
- With regards to project risk, 62% of projects indicated that financial risk had not been assessed, 46% that market risk had not been assessed and 56% that production risk had not been assessed.
- Fifty percent (50%) of the projects had created less than 1 job per 10 beneficiaries. In 40% of the cases there were no new jobs created at all.
- Between 70 and 80% of the projects had the ability to obtain outside finance but this did not make borrowing a practical option as risk is increased and future financing charges are often not covered.
- The standard of assets and especially movables, was allegedly not as good as had been indicated when the farms were sold.

<sup>31</sup> Republic of South Africa. Department of Land Affairs. 2004. LRAD Grant Size Study Report.

<sup>32</sup> Republic of South Africa. Department of Land Affairs. 2004. LRAD Grant Size Study Report. P 5-6.

<sup>33</sup> Ibid P 16-19.

<sup>34</sup> Republic of South Africa. Western Cape Department of Agriculture. 2005. Assessment of Agricultural Land Reform Projects in the Western Cape (Study undertaken by Agri Africa).

<sup>35</sup> Ibid.

- Fifty three percent (53%) of projects indicated that market access was regarded as a potentially restraining factor.
- Regarding food security, 58% of the projects indicated that the project did not enhance food security and only 16% said yes. Sixty percent (60%) of the projects indicated that the project improved social environment or the quality of life.
- Only 33% of respondents indicated that capacity building was part of the programme.

### 3.2.5 National Review of the Proactive Land Acquisition Strategy (PLAS)

Following various concerns that were raised with regard to the Proactive Land Acquisition Strategy (PLAS) during the Redistribution Indaba held from 9-10 May 2007, a comprehensive assessment/ appraisal was carried out by the Department of Rural Development and Land Reform. The aim of the assessment was to<sup>36</sup>

- develop standard operating procedures for the acquisition, management and transfer of movable assets acquired for PLAS projects;
- articulate the departmental position on-going concerns;
- develop an intervention strategy to deal with problem areas and propose short to medium term solutions; and
- review the implementation of the current PLAS project cycle.

At the time of the study there were 81 PLAS projects across all nine provinces.<sup>37</sup>

The assessment found the following deviations regarding the implementation of PLAS projects:<sup>38</sup>

- No situational analysis or area-based assessment was done in 74 projects
- No letter from the RLCC indicating whether the land is under claim in 31 projects
- Original title deeds were on file in 9 projects
- No copies of title deed were on file in 61 projects
- Land was incorrectly registered in 9 projects
- No indication of support from the Provincial Department of Agriculture on file in 50 projects
- Asset registration format was not used in 60 projects
- Valuation for movable assets was not carried out in 66 projects
- Expired caretaker agreements in 13 projects
- Incorrect rental formula utilized in 22 projects
- No capacity building plan in place for 70 projects
- No monitoring plan in place for 70 projects.

## 3.3 CONCLUSION

The LRAD now has an M&E Framework but the Review was not based on this M&E framework. In addition, many independent smaller studies have been undertaken. These have individually contributed in shedding light on the progress made with the implementation of LRAD.

<sup>36</sup> Republic of South Africa. Department of Land Affairs. 2007. National Review: Proactive Land Acquisition Strategy, October 2007, 1st Draft Report.

<sup>37</sup> Ibid.

<sup>38</sup> Ibid.

# Chapter Four

## Overview of the Review of LRAD Project Performance

## 4.1 INTRODUCTION

This chapter presents an evaluative overview of the Review. It assesses how the Review proceeded from its objectives, presentation of its arguments, the evidence it relied on and whether conclusions and recommendations are valid and appropriate. It also highlights areas of improvement, including the general limitations of the Review.

## 4.2 THE MAIN THRUST OF THE REVIEW

The focus of the Review was to assess LRAD project performance through a survey of 1508 projects implemented between August 2001 and March 2006. Eventually, 1002 projects were surveyed. The aim was **not** to conduct an assessment of the success of the LRAD programme as a whole, but to assess the success or failure of projects, and to identify the factors underpinning that success or failure.<sup>39</sup> In other words, it sought to assess the correlation between various design elements of the programme and the success of projects.

The need for the Review arose from the findings of previous studies indicating that the Department of Land Affairs had not made significant improvement in the livelihoods of project beneficiaries and raising questions about the sustainability of projects and the strategy of the programme.<sup>40</sup>

In a nutshell, the specific objectives of the Review were to-<sup>41</sup>

- (i.) "Review the sustainability of projects in view of concerns regarding their contribution to agricultural development and the livelihoods of participants";
- (ii.) "Critically assess how the design and roll-out of LRAD assisted the sustainability of projects";
- (iii.) "Review support measures to projects, and how these underpinned sustainability"; and
- (iv.) "Assess other variables, such as market structure, and how these impacted on the sustainability of projects".

This chapter provides details on how the Review attempted to achieve the above objectives.

## 4.3 SOURCES OF INFORMATION FOR THE REVIEW

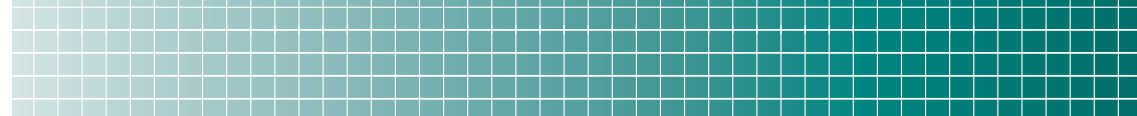
The Review relied on four sources of authority as the basis for its findings, conclusions and recommendations. The findings were validated by using a multi-methods approach (triangulation). The four sources were:

- i. Literature review: LRAD evaluations undertaken between 2003-2007 were reviewed to obtain background information on the programme;
- ii. Document analysis: available project documentation was reviewed before undertaking fieldwork to obtain project data and to understand projects that were to be surveyed;

<sup>39</sup> Republic of South Africa. Department of Land Affairs. Review of LRAD Project Performance (2001-2006) P 71.

<sup>40</sup> Ibid P 37.

<sup>41</sup> Ibid P 19.

- 
- iii. Beneficiary Interviews and survey of projects: interviews with beneficiaries were conducted and a survey of 1002 LRAD projects was conducted; and
  - iv. Stakeholder meetings: consultation with relevant national, provincial and district stakeholders.<sup>42</sup>

## 4.4 ASSESSMENT OF THE MAIN RESEARCH METHOD

This section assesses how data was analysed, how the findings were presented and whether recommendations were appropriate. This assessment is discussed in three sub-sections. The first sub-section discusses how the performance ranking system was applied for the analysis of project performance whereas sub-section 2 considers how the impact of certain factors on project performance was assessed. The third sub-section assesses the recommendations and whether they were appropriate in relation to the findings.

### 4.4.1 Performance Ranking System

In order to assess the performance of projects a performance ranking methodology was used. In terms of this methodology, projects were ranked into four performance categories, namely:

- (i.) failed projects
- (ii.) projects in decline
- (iii.) projects in the balance, and
- (iv.) successful projects.

A four-point scale scoring matrix was devised to assess the performance of the projects. Based on the performance of the projects, scores were allocated as follows:<sup>43</sup>

- 0 = failed projects
- 1 = declining projects
- 2 = projects in the balance
- 3 = successful projects.

<sup>42</sup> Stakeholders interviewed for the Review included most of the PLRO's and some district land reform offices; provincial departments of agriculture; Land Bank offices in the provinces; the World Bank, and; academics from selected academic institutions (e.g. University of Pretoria, PLAAS).

<sup>43</sup> Republic of South Africa. Department of Land Affairs. Review of LRAD Project Performance (2001-2006) P 248.

The following table contains a list of characteristics associated with the various performance categories:

**Table 3: Characteristics associated with project performance categories<sup>44</sup>**

Failed	Operational Projects		
	Project in Decline	Project in the Balance	Successful Project
<ul style="list-style-type: none"> <li>• The farm has been sold</li> <li>• Where not disposed the farm is deserted/ some beneficiaries still occupy farm</li> <li>• There is no production or any other productive activity taking place on farm</li> <li>• Project data all from DLA project files/ no survey data</li> </ul>	<ul style="list-style-type: none"> <li>• Site still occupied</li> <li>• Production has declined/Production has stopped/ production has never started (no implementation of project plan)</li> <li>• Farm running at loss</li> <li>• No income from farming</li> <li>• No real benefits from access to land</li> <li>• No or very little job creation</li> </ul>	<ul style="list-style-type: none"> <li>• Some production has been established/farm production has stayed same</li> <li>• There are no or very little profits from farming</li> <li>• Some income is derived from farming</li> <li>• Some / moderate benefits from acquiring land</li> <li>• Some employment created on farm</li> </ul>	<ul style="list-style-type: none"> <li>• Extensive production on farm/production has increased on farm</li> <li>• Project is generating profit from farming</li> <li>• Most income comes from farming</li> <li>• Extensive benefits from access to land</li> <li>• Waged employment created on farm</li> </ul>

Four factors were assessed to determine project performance. The conceptualisation of these factors was guided by objective one of the Review. The four factors are<sup>45</sup>:

- (i) Production: the production levels of the farms (for example, whether production has been established and is increasing; production has stopped; production has been maintained at the level of the previous owner; etc.);
- (ii) Income and profit: whether a profit is being generated from farm production, and to what extent beneficiary incomes derived from farming;
- (iii) Benefit: the extent of benefits that beneficiaries are deriving from land access (including increased income from farming; food security; security of tenure, and access to land for grazing); and
- (iv) Rural employment creation: whether projects are employing beneficiary and non-beneficiary labour and the extent of employment created.

#### 4.4.1.1 The Review Findings

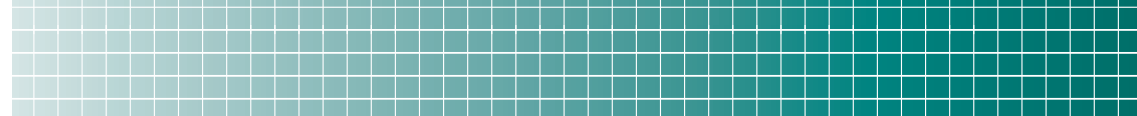
Based on the four-point scale scoring matrix, the Review found the following in terms of the success of projects:

**Table 4: Distribution of LRAD projects per performance category (national average)**

	Project Performance Category					
	Failed	Declining	SUB TOTAL	In the Balance	Successful	SUB TOTAL
<b>National Average</b>	29%	22%	<b>51%</b>	28%	21%	<b>49%</b>

<sup>44</sup> Republic of South Africa. Department of Rural Development and Land Reform. 2008. Review of LRAD Project Performance (2001-2006) P 22.

<sup>45</sup> Ibid P 22.



It is evident from the above table that 71% of LRAD projects are still operational. This includes 21% successful, 28% in the balance and 22% declining. Forty-nine percent (49%) of the projects have made tangible progress with regard to agricultural development and beneficiary livelihoods. Fifty-one percent (51%) of the projects have not made tangible progress. Twenty-two (22%) of the 51% projects are in decline and 29% have failed. Furthermore, the Review findings showed that:<sup>46</sup>

- Production has increased in 49% of LRAD projects;
- Profit from farm production is being generated in 21% of projects;
- Income is generated in 41% of farming projects and in 38% of these projects agricultural incomes have increased.
- Benefit: 42% of projects benefited from security of tenure, 34% benefited from food security, and 34% of projects increased grazing access. Only 23% of all projects did not benefit from LRAD.
- Employment: in 49% of projects on farm-employment has been created.

In terms of provincial performance, Eastern Cape, Western Cape, Free State and Mpumalanga performed above the national average whereas the remaining five provinces performed below this average.

#### 4.4.1.2 A Critical Assessment of the Performance Ranking System

The Review faced limitations in terms of quality of the data that was used for performance ranking. A lack of accurate and verifiable numerical data on production, income, and profit; lack of records; lack of knowledge among respondents; and respondents providing incomparable data, makes the data on project performance opinion based and highly subjective.<sup>47</sup> This is however, acknowledged in the Review as a limitation caused by the short time frame of the survey and poor record keeping by the department.

Furthermore, notwithstanding the Provincial Land Reform Offices (PLRO) recommendation for the amendment of the criteria for performance ranking of projects during the report back workshops, especially the criteria for failing projects,<sup>48</sup> the reviewers proceeded with this ranking system. It was noted that projects where farms had been sold, for example, could be regarded as successful if the farms were sold for a profit and not necessarily because the farm businesses went bankrupt. Moreover, on farms where no production is taking place it could be the case that beneficiaries are still waiting for resources from the Department of Agriculture or other stakeholders in order to start farming. It was noted that three categories should have been used to rank projects, namely failed projects, projects in decline, and successful projects.<sup>49</sup> The reviewers did not implement the PLRO's recommendations and no reasons are provided in the Review for this decision. However, in the PSC's view this is a minor point and does not detract from the validity of the Review.

<sup>46</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P 48-49.

<sup>47</sup> Ibid P 23.

<sup>48</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P 22.

<sup>49</sup> Ibid P 22.

## 4.4.2 The Impact of a Range of Factors on Project Performance

The Review assessed the impact of a range of factors, relating to the design and implementation of the programme, on project performance. The methodology for this part of the Review is discussed in this section.

Three categories of factors were assessed in order to understand why certain projects performed better than others. The correlation between these factors and project performance was examined. In other words, the purpose of this exercise was to assess the impact of these factors on project performance. The following categories were used:

- (i.) LRAD design and roll-out;
- (ii.) Project support measures; and
- (iii.) Other variables.

In presenting the findings, the Review firstly used survey data to indicate the percentage of projects in the different performance categories, in which various factors feature. For example, support through CASP was present in 8 % of failed projects versus 30% of successful projects and 11% declining projects. Secondly, the Review tested the significance of certain factors over others in influencing project performance. Where the presence of a factor is common/“clustered” among successful projects, and where the absence of this factor is associated with failed projects, a correlation/relationship to project performance can be assumed.<sup>50</sup> In other words, data was cross-tabulated. For example, since support through CASP was more prevalent amongst successful projects than failed projects, a positive correlation was discerned between CASP and successful projects. In other words, CASP had a positive impact on project performance.

Specific factors assessed are depicted in **Table 5** below.

**Table 5: Specific factors assessed by the Review**

LRAD design and roll-out	Project support measures		Other variables
	Beneficiary support in application and design	Post settlement support	
(i.) Farm/natural resource assessments of land to be acquired through project;	a. Help with application b. Help with loan application c. Help with business plan d. Financial advice e. Help in understanding project responsibilities f. Help in understanding legal entity.	a. Training in farming and production skills b. Production mentoring and advice c. Marketing advice and mentoring d. Help with implements and equipment e. Support through CASP f. Access to MAFISA	<b>Beneficiaries</b> a. Group size; b. Origin of beneficiaries; c. Where beneficiaries reside after land transfer; d. Educational levels of beneficiaries; e. Beneficiary understanding and appreciation of business plans.
(ii.) Business / farm planning (including an assessment of production and marketing infrastructure; an assessment of water issues; and project risk assessment);			

<sup>50</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P 36.

LRAD design and roll-out	Project support measures		Other variables
	Beneficiary support in application and design	Post settlement support	
(iii.) Beneficiary capability and training needs assessment; (iv.) Assessment of proximity to social services; (v.) Determination of project start-up costs; (vi.) Determination of beneficiary own contribution, and; (vii.) Institutional planning and formation of project legal entity.			<b>Institutional arrangements</b> a. Format of farming; b. Legal entity type; c. Beneficiary land rights (definition, management/administration); and d. Project management (structures and operation). <b>Other measures</b> a. The presence and practice of environmental resource management; b. Farm infrastructure, and; c. Beneficiary perceptions on factors inhibiting project growth.

The next section discusses the review findings.

#### 4.4.2.1 The Review Findings

The findings of the Review showed that the relationship of factors to project performance can be divided into three categories, namely:

- Factors with strong positive correlation to project performance;
- Factors with some (positive or negative) correlation to project performance; and
- Factors with no correlation to project performance.

The levels of correlation are discussed in relation to LRAD design and roll-out, project support measures and other variables. The **table** below gives a summary of the Review findings.

**Table 6: Factors that have some relationship with Project Performance**

Relationship to Project Performance	LRAD design and roll-out	Project Support Measures	Other Variables
Factors with Strong Positive Correlation to Project Performance	Beneficiary identification	Lead agent (post-settlement support)	Farm infrastructure generally – especially water and electricity
	Identification of land	Access to support in application, production and marketing	Where beneficiaries reside

Relationship to Project Performance	LRAD design and roll-out	Project Support Measures	Other Variables
	Project initiated by Land Bank as opposed to DLA or DOA	Access to additional funding/financing	Beneficiary understanding and knowledge
	Business/Farm planning		Beneficiary views and approach to business planning
			Individual and family farms
			Environmental management practices and measures
			Socio-economic status of beneficiaries
Factors with Some (positive or negative) Correlation to Project Performance	Beneficiary own contribution determined		Group size
	Consideration of startup and business/ farm costs		Changes in group size
	Assessment of production and marketing infrastructure		Group-based projects
	Assessment of beneficiary capability to farm and training needs		Legal entity type
	Participation in planning and in legal entity formation		Educational levels of beneficiaries
No correlation to project performance discernible	Land valuation		Origin of beneficiaries
	Assessment of proximity to services		Presence or absence of a project management structure
	Institutional planning and formation of project legal entity		
	Natural resource assessment and environmental planning		
	Consideration of water rights		
	Risk assessment		
	Length of transfer		

The following factors were highly correlated with success:<sup>51</sup>

### LRAD Design and Roll-Out (Project Identification)

- Projects which were self-initiated by individual or family based applicants show a higher propensity to be successful.
- Where beneficiaries themselves play a role in land identification there is a positive correlation with project success compared to where DLA and DOA played this role.
- The data indicates slightly better performance by projects that started at the Land Bank, as opposed to DLA or DOA.

<sup>51</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P 75-78.



## LRAD Design and Roll-Out (Project Planning)

There was a clear correlation between the successful projects and whether business and farm planning was carried out.

### Project Support Measures

Projects that had access to support measures showed a higher propensity for success. According to the Review data, the critical support measures include:

- Access to finance;
- Assistance to beneficiaries to understand project responsibilities and legal entity;
- Training, mentoring and marketing advice; and
- Availability of government support programmes such as CASP.

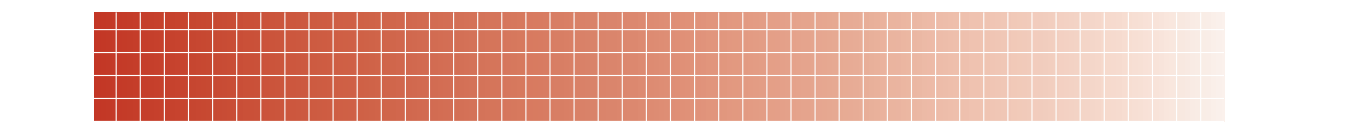
### Other Variables

- Farms with better infrastructure endowments (in particular electricity, water, and irrigation infrastructure) have a higher propensity for success;
- There is a clear correlation between the characteristics of beneficiaries and beneficiary groups and successful projects. The factors are:
  - beneficiary understanding and knowledge of farming;
  - beneficiary appreciation of business planning and business plans;
  - where beneficiaries reside;
  - the socio-economic status of beneficiaries, and;
  - whether projects involve individuals/families rather than groups.

#### 4.4.2.2 A Critical Assessment of the Review in terms of the Impact of a Range of Factors on Project Performance

Out of 33 factors assessed, the Review found that 14 (42%) showed a positive correlation with project performance. This means that if these factors are considered during the design and implementation of the project the chances of success will increase. The study did highlight the success factors to the Department. These factors were, however, already known to the Department, but the correlation analysis still helped to emphasise what the departments should concentrate on to ensure success. Ten (30%) of the factors showed “mixed results” in terms of their correlation with project performance, which does not give a clear picture of whether they have a positive or negative impact on project performance. Finally, 9 (27%) of the factors had no correlation with project performance.

Of significance though, is that “group size”, which was identified as one of the shortcomings of SLAG, seems not to be a significant negative factor in terms of project performance. This is confirmed by mixed results indicating that projects initiated by groups, either small or large,



do not necessarily fail.<sup>52</sup> Another important finding is that individually-owned and family-owned projects have a significant propensity to succeed. This finding could be used by the Department of Rural development and Land Affairs as the basis for beneficiary selection and targeting.

It should, however, be noted that success many times depends not on individual success factors but a specific combination of factors in specific circumstances. A case study methodology helps to identify the specific factors, combination of factors and circumstances that led to success. In the event, case studies are available – see section 3.3 of this report. The Review should, therefore, be read with the other available studies.

#### 4.4.3 The Review Recommendations

The Review ends with a series of recommendations relating firstly to the broader programme level and secondly to the project level. The first section relates to national recommendations, whereas the second section discusses provincial recommendations. The recommendations made in the review are summarised as follows:<sup>53</sup>

##### Programme Level

- (i.) Tighten programme structure and implementation through the definition of a specific commercial farmer development stream within LRAD
- (ii.) Resolve the necessary joint-stakeholder nature of LRAD
- (iii.) Provide integrated and holistic farmer support
- (iv.) Introduce a more adequate and appropriate land acquisition funding instrument for the proposed commercial farmer development stream.

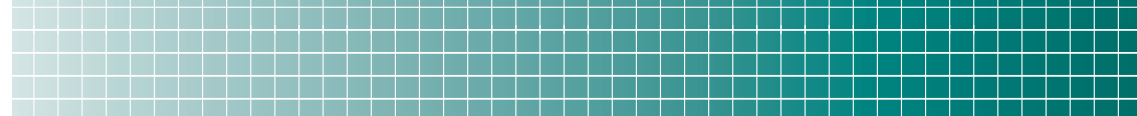
##### Project Level

- (i.) Resolving the necessary joint-stakeholder nature of LRAD
- (ii.) Re-planning for failed and failing/declining projects
- (iii.) Addressing the definition of project member rights and how the rights are administered and managed.

#### 4.4.3.1 Critical Assessment of the Review Recommendations

The Review recommendations are appropriate, feasible and implementable. However, sufficient detail could have benefitted the Department better. For example, in order to implement recommendation 1.2, i.e. *Resolve the joint-stakeholder nature of LRAD*, the Review recommends amongst others, that: *Ultimately, what is required are joint implementation modalities that will need to include joint planning and allocation of resources.* The Review does not provide detail on the proposed modalities.

<sup>52</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P 50.  
<sup>53</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P 17.



The significance of furnishing details should be viewed against the fact that some of the challenges experienced in implementing LRAD projects had been previously identified during the implementation of SLAG. The recurrence of the same challenges in LRAD projects could signal serious limitations of LRAD either in terms of programme structure or delivery mechanisms. Instead of providing solutions in this regard, the Review contends that: *It is unclear whether the changes introduced to land redistribution through LRAD will address the shortcomings that were evident in SLAG.*<sup>54</sup> It is thus evident that the department could have benefitted better from the Review if it had suggested examples of the proposed implementation modalities.

## 4.5 OTHER AREAS OF IMPROVEMENT

In addition to the foregoing critical assessment of the Review, the following areas of improvement have been identified:

### The Programme Logic Framework

At the time of the Review, the former Department of Land Affairs had not put in place the programme logic framework and the programme theory for LRAD. This significant gap is not explicitly discussed in the Review. However, it is implied on page 38, which refers to some provinces where LRAD projects were indicated as multiple types (usually joint commercial/food security projects). In this regard the Review recommends that:

*LRAD (or a sub-component within LRAD) be packaged as a strict commercial farmer development stream. A specified commercial farmer development stream would enable more selective targeting of beneficiaries, which would allow the selective packaging of support measures, and enable more focused and appropriate objective and indicator setting. Through focusing on this stream of land reform, a sounder basis for drawing in stakeholders from the commercial mainstream is created.*<sup>55</sup>

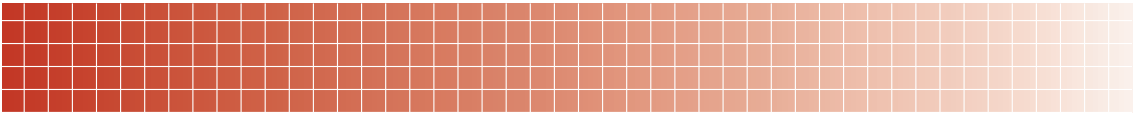
Whilst the above observation is valid, the analysis of the Review should have delved into the programme design and how it affected programme implementation. Whilst the Review focuses mainly on individual project design issues as per the terms of reference, this should not have precluded the need for discussing the overall design of the programme in terms of the logic framework that establishes a link between goals, objectives, inputs, outputs and outcomes, and assumptions that underlie this relationship, with indicators and means of verification of performance information. It should have been pointed out that if the logic framework was in place, it would have served as a planning tool for the Department of Land Affairs for developing the LRAD program strategy and that it could have been used by the department as a roadmap or blueprint for the implementation, monitoring and evaluation of the programme.<sup>56</sup>

In terms of the review process, the logic framework should have served as the basis for the Review. In view of the fact that it was non-existent at the time of the review, the reviewers could have developed it in consultation with the programme owners. In this regard, a discussion

<sup>54</sup> Ibid p. 14.

<sup>55</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P206.

<sup>56</sup> WK. Foundation, 2004 Logic Model Development Michigan: WK. Kellogg Foundation, P5.



of the logic framework and the mapping out of the programme implementation process as it is outlined in the framework could have formed part of the background chapter. In addition, a programme theory could have been developed in order to clarify thinking about the programme, how it was originally intended to work and the cause-effect relationships.

However, the strength of the Review is that the highlighted correlations did point out these cause-effect relationships.

In a similar National Review of the Comprehensive Agricultural Support Programme, undertaken in March 2007 by Umhlaba Rural Services, it is acknowledged that an “absence of an objective framework for the Programme was problematic and as a result the first task was to retrospectively develop objectives and indicators against which to measure change.”<sup>57</sup> If the LRAD reviewers had followed the same route, the conceptualisation and logic of the programme could have been understood better:

In addition, the report could also have been more reader friendly.

### LRAD Basic Principles

The background chapter of the Review does not discuss the basic principles of LRAD as set out in the Ministry’s concept document. These principles are<sup>58</sup>:

- It is unified, basic and beneficiaries can use it in flexible ways according to their objectives and resources.
- All beneficiaries make a contribution in kind or cash, but varying in amount.
- It is demand-directed. Beneficiaries define the project type and extent.
- Implementation is decentralised: local-level officials provide opinions and assistance in preparation of project proposals.
- Inter-departmental collaboration will take place at all spheres of government, with district government assuming a key role.
- Projects will be undertaken in a manner consistent with district and provincial spatial development plans.
- Projects are reviewed and approved at provincial level.
- Local-level staff assists applicants, but do not approve the application.
- *Ex post* audits and monitoring will substitute a lengthy *ex ante* approval process.
- The mode of implementation is adopted in the interest of maximum participation and empowerment of beneficiaries, speed of approval and quality of outcomes.

A discussion of the above principles in the introductory chapters could have provided a useful context for the Review, could have provided additional success factors and could have increased the reader’s understanding of the programme.

<sup>57</sup> Republic of South Africa. Department of Agriculture. 2007. *National Review of the Comprehensive Agricultural Support Programme*, P. 4.

<sup>58</sup> Republic of South Africa. Department of Agriculture. Undated. *Land Redistribution for Agricultural Development: A Sub-programme of the Land Redistribution Programme*. P. 3-4.

## Gender and LRAD

The Ministry's LRAD framework contends that LRAD provides an excellent vehicle for redressing gender imbalances in land access and land ownership, and thus in improving the lot of rural women and the households they support.<sup>59</sup>

Whilst the Review discussed the distribution of beneficiaries in terms of gender at national level and for all nine provinces, it only assessed the extent of the representation of women in the management structures of projects under the sub-heading "Project Management and Operation" in two provinces, i.e., Eastern Cape and Western Cape. Reasons were not provided for excluding the same discussion in the seven remaining provinces.

## General Limitations of the Review

The limitations of the Review are discussed in section A, sub-heading 3: *Limitations and Shortcomings*. Although some of these limitations have already been highlighted in this chapter, this section briefly assesses the impact of these limitations. The limitations are:<sup>60</sup>

- *Information availability and quality*

The accuracy, credibility and validity of the Review findings were severely compromised by the quality and unavailability of relevant information. For example, project lists were not forthcoming from some provinces, the reviewers could not reconcile the projects provided on the lists with the actual projects on the ground and project files had to be reviewed to verify and recreate project lists.<sup>61</sup> To this end, the Review recommended an audit of all LRAD projects and an introduction of a tracking mechanism for monitoring programme performance.<sup>62</sup>

In the PSC's view a review like this should not be forced to rely on a survey (in the form of data collectors visiting projects and compiling data from scratch) to collect data but should be able to rely on the departments' administrative records. It is a disgrace that these records are in a mess. It also means that basic administrative systems and procedures are not in place or enforced, and this is a major reason for weaknesses in the land reform programme. Administrative systems should be built from the foundation (of good record systems and good programme policies and procedures). Programmes would surely fail if we try to build them from the roof down.

- *Limitations in data collection methodology*

As a result of time constraints, key respondents were not available for interviews. The findings therefore precluded input from some key informants.

<sup>59</sup> Republic of South Africa. Department of Agriculture. Undated. *Land Redistribution for Agricultural Development: A Sub-programme of the Land Redistribution Programme*.

<sup>60</sup> Republic of South Africa. Department of Rural Development and Land Reform. *Review of LRAD Project Performance (2001-2006)* P23.

<sup>61</sup> Republic of South Africa. Department of Rural Development and Land Reform. *Review of LRAD Project Performance (2001-2006)* P23.

<sup>62</sup> *Ibid* P 206.



- *Respondent subjectivity*

Data on farm production, income and profit is purely based on beneficiaries' opinion and not on concrete and accurate project records.

- *Access to farms*

According to the Review, some evaluators were refused entry to farms and some beneficiaries refused to answer questions. In addition, evaluators could not physically locate farms because of the poor directions to the farms. Some projects that were initially included in the survey, had to be abandoned.

- *Time frames of the Review*

The evaluation team was faced with a mammoth task of completing a survey of 1002 projects within four months. The quality of the survey could have been better if the time frame was longer.

The challenges discussed above could have been averted if the department had properly planned for the Review, including allocating reasonable time frames for undertaking it.

## 4.6 CONCLUSION

Notwithstanding the critical issues raised in this chapter, the Review generally succeeded to present a coherent argument in terms of LRAD project performance, starting from the objectives to the conclusions and recommendations. With the exception of a few areas pinpointed in this chapter, including the criteria used for determining the ranking system, the insignificance of the correlation of some factors to project performance, the shortcomings of the recommendations and various other areas of improvement, the Review generally succeeded to achieve what it set out to achieve.

# Chapter Five

## Assessment of the Review in Terms of the Meta-Evaluation Framework

## 5.1 INTRODUCTION

This chapter assesses the Review against each of the seven Monitoring and Evaluation principles of the PSC's Conceptual Framework for Meta-evaluation – see **Table 1** in Chapter 1. A questionnaire was designed around the seven principles and used as a checklist to analyse the key issues raised in the Review.

## 5.2 PRELIMINARY ASPECTS OF THE EVALUATION

**Provide details on the cover page of the report.**

The following title of the Report appears on top of the cover page:

“A Review of LRAD Project Performance (2001-2006)”

The Reviewers should have used the full name of the project for the title page, with an abbreviation in brackets, for the benefit of a reader who might not understand the meaning of the abbreviation. The preferred title should have been:

“A Review of the Land Redistribution for Agricultural Development (LRAD) Project Performance (2001-2006)”

The cover page has the name and logo of the Reviewers, “Umhlaba Rural Services” and the name of the commissioning Department, the Department of Land Affairs. However, the logo of the department is missing. Since the report belongs to the Department of Land Affairs, the logo of the Department should have also been included.

**What were the research questions?**

The Review did not provide main research questions but mentioned the scope and objectives only (see section 4.2). However, the objectives were used in the place of main research questions. Indeed, the review was specifically structured around the objectives and that determined the type of evaluation, the methodologies used, and consequently the outcome of the evaluation.

**Are the objectives of the study clearly stated?**

The objectives of the study are clearly stated under heading 2: Scope and Objectives of the Review, in Section 1, page 5. The objectives are based on the terms of reference for the study.

**Comment on whether the Report communicates what the logic framework for the study is.**

The logic framework of the programme is not discussed in the report. During the interview with the LRAD Programme manager, it transpired that the programme does not have a logic model. The Review could have discussed this shortcoming and proposed that the Department should develop it. This issue is discussed in more detail in section 4.5 of this report.



## Did the evaluation cover the achievements of the programme?

The performance of all projects was ranked as either “failed”, “declining”, “in the balance” or “successful”. A scoring matrix based on four factors, i.e. production, income, profit, benefit and rural development was used for scoring and ranking each project.

Based on this ranking exercise, an average of 21% of the 1002 selected projects was found to be successful, with a further 28% being in the balance. An average of 29% sampled projects was classified as failed, whereas 22% were declining, although still operational.

As discussed in chapter 4, the findings on farm production, income and benefits are not based on concrete data. In this regard, beneficiary subjectivity cannot be ruled out.

## Comment overall, on the quality of the report.

The Report is of good technical quality. It analyses LRAD project performance nationally and per province using 33 factors. This analysis could be confusing to the reader because it is based on a myriad of factors and it is done repetitively for each of the nine provinces. However, the review has a good and well-structured executive summary, which simplifies the issues raised in the report.

## 5.3 CONTRIBUTION TO IMPROVED GOVERNANCE

### Are all the findings of the evaluation report publicly available unless there are compelling reasons otherwise?

The Report is not published and it is not available on the Departmental website. To this end, the findings are not widely available to the stakeholders.

### Comment on the involvement of beneficiaries in the evaluation.


Beneficiary interviews were conducted for 1002 LRAD projects. As a result, the main findings of the Review are partly based on these interviews. The perspective of the beneficiaries was crucial during the data gathering phase, especially due to the general limitations in terms of project data quality and availability.

## 5.4 M&E SHOULD BE RIGHTS BASED

### Was the Bill of Rights included in the value base of the evaluation?

It is evident when reading the Review and other LRAD related documents that LRAD is premised on Chapter 2 (Bill of Rights), section 25 (5) of the Constitution, which stipulates that “The state must take reasonable legislative and other measures, within its reasonable resources, to foster conditions which enable citizens to access land on an equitable basis.”<sup>63</sup> This is reflected

<sup>63</sup> Constitution of the Republic of South Africa, Act 108 of 1996.



in the rationale for introducing LRAD, namely, to *increase access to agricultural land by black people (Africans, Coloureds, and Indians) and to contribute to the redistribution of approximately 30% of the country's commercial agricultural land (i.e. formerly white commercial farmland) over the duration of the programme*<sup>64</sup>

Although the Bill of Rights is not explicitly used as a value base, the analysis of the impact of LRAD is done on the basis of the above section of the Bill of Rights.

In terms of beneficiary rights and administration of LRAD projects, the Review found that in 69% of all projects, the land is held by groups. In only 3% of projects are individual rights defined, in 2.4 % are individual arable allocations defined and in 24% this issue is not applicable since land is held by individual owners or married couples.

## 5.5 DEVELOPMENT ORIENTATION

### Does the evaluation highlight poverty's causes, effects and dynamics?

The Review did not explicitly highlight poverty's causes and effects but it did grapple with the dynamics of poverty. Within the context and objectives of the Review, factors inhibiting project growth, which could inadvertently result in poverty if no interventions are put in place, are highlighted in section 7.2.3.5. The four key factors identified by the beneficiaries as inhibiting project growth were:<sup>65</sup>

- (i.) Lack of access to start-up capital (noted by 59% of all projects)
- (ii.) Lack of adequate infrastructure (noted by 52% of all projects)
- (iii.) Insufficient and/or inadequate land (noted by 34% of all projects)
- (iv.) Lack of technical skills (noted by 31% of all projects).

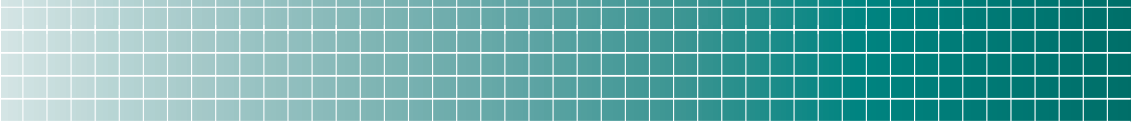
In addition, the project ranking aimed at assessing the performance of projects in terms of factors aimed at addressing poverty/ contributing to agricultural development and livelihoods, i.e. production and profit levels, benefits accruing to beneficiaries through LRAD and rural employment.

In terms of rural employment creation, which assesses the extent of employment creation in LRAD projects, the review found that in 49% of projects on-farm employment had been created. The bulk of these projects employ 1-10 people, although there are some projects where more substantial employment had been created.<sup>66</sup>

<sup>64</sup> Republic of South Africa. Department of Agriculture. Undated. *Land Redistribution for Agricultural Development: A Sub-programme of the Land Redistribution Programme.*

<sup>65</sup> Republic of South Africa. Department of Rural Development and Land Reform. *Review of LRAD Project Performance (2001-2006)* P 71.

<sup>66</sup> Republic of South Africa. Department of Rural Development and Land Reform. *Review of LRAD Project Performance (2001-2006)* P48.



**Does the evaluation ensure that variables affecting institutional performance and service delivery are analysed and revealed and that links are identified and responsive strategies formulated?**

The Review concentrates on project performance, not institutional performance. However, it assesses whether there is a correlation between the following institutional arrangements and project performance:

- (i.) Format of farming;
- (ii.) Legal entity type;
- (iii.) Beneficiary land rights (definition, management/administration); and
- (iv.) Project management (structures and operation).

The evaluation also highlights delays in transferring land, which does not happen within 12 months. The review recommends that delays could be circumvented by joint stakeholder implementation modalities that will include joint planning and allocation of resources. Details on the modalities are not specified in the report.

**Did the evaluation nurture knowledge and an appetite for learning in institutions and individuals?**

This meta-evaluation did not include an assessment of what the Department did with the Review Report, including using the Report as a source for learning about the successes or failures of its programme and the reasons for such success or failure, nor did this meta-evaluation assess how decision-makers received the Review Report and what actions they took on the basis of its recommendations – see section 1.5 (Limitations) of this report.

**Were the possible impacts of the M & E intervention considered and reflected upon in plans and their actual outcomes tracked and analysed systematically and consistently?**

See previous question.

## **5.6 ETHICS AND INTEGRITY**

**Did the process ensure the responsible use of personal and sensitive information?**

In the absence of the interviews with the Reviewers, the PSC could not make an informed judgment on this aspect.

**Did the report provide a fair and balanced account of the findings?**

The rating of land reform projects as successful or failed was done in a balanced manner. The assessment of the factors that determined that success is credible. The Review is a fair and balanced evaluation that would contribute generally to the on-going land reform debate in South Africa and to the solution of land redistribution challenges in particular.



## 5.7 UTILISATION FOCUS

### Did the evaluation identify the intended users and cater for their information needs?

The Review did not specifically identify the intended users. However, the content suggests that it caters for implementers and managers at provincial and national spheres. This is reflected in sections of the Report focusing on performance trends for the national sphere (overall trends) and for each of the nine provinces.

During the interview with the PSC, the Senior Manager for Rural Development and Land Reform, Mr. Mahlangu indicated that some of the Review recommendations have been implemented, such as putting in place an information management system.<sup>67</sup>

### Does the report discuss the scope and limitations of the study?

The scope of the study is discussed under Section I “Introduction” subheading 2 “Scope and Objectives of the Review”. The scope of the study is based on the Terms of Reference. In addition, the following five limitations of the study have been acknowledged:

- (i.) Information availability and quality
- (ii.) Limitations in methodology, which only allowed a “snap shot” of projects
- (iii.) Respondent subjectivity
- (iv.) Access to farms
- (v.) Timeframes of the review.

The above limitations are discussed under Section 2 “Methodology and Review Process”, subheading 3 “Limitations and Shortcomings.”

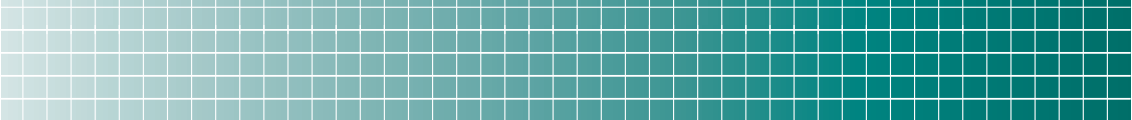
### Are recommendations targeted to a specific audience? Are they feasible and acceptable?

Whilst the recommendations target the Department of Rural Development and Land Reform, the introductory section of the recommendations section notes that other role players such as the Department of Agriculture, Forestry and Fisheries and institutions such as Land Bank, should note the recommendations. When discussing the recommendations, the Review specifically mentioned the stakeholder(s) affected by that particular recommendation, e.g. “It is critical that the DOA and other agricultural institutions (including Land Bank) be locked into the programme.”<sup>68</sup>

Some key recommendations such as “Clarifying the intent and objectives of LRAD” seem to be targeting decision makers at the national Department of Rural Development and Land Affairs. Specific recommendations were made for each of the nine provinces.

<sup>67</sup> Interview with Mr. S. Mahlangu, Senior Manager, Land Reform, Rural Development and Land Reform, 28 October 2010.

<sup>68</sup> Republic of South Africa, Department of Rural Development and Land Reform. *Review of LRAD Project Performance (2001-2006)* P 158.



See also the comments on the feasibility of the Review recommendations in the previous chapter, section 4.4.3.

### **Comment on whether the recommendations are implementable.**

Whilst the Review recommendations are appropriate, feasible and implementable, they do not provide sufficient detail such as suggesting examples of the proposed implementation modalities. However, in the PSC's view the correlations highlighted by the Review provide many pointers in this regard. See also the comments in Chapter 4, section 4.4.3.1 of this report.

## **5.8 METHODOLOGICAL SOUNDNESS**

### **Is there a clear description of the frameworks, theories, and hypothesis that are used in the analysis?**

No specific theories and hypothesis are used in the analysis. However, the Review uses a performance ranking system for all projects in order to provide a basis from which to start assessing the factors that inhibit or promote project performance. Based on their scores projects were then ranked into one of four performance categories, namely (i) failed (ii) project in decline (iii) project in the balance, and (iv) successful projects. In section 2, subheading 2.2 Data analysis, the characteristics that define these four performance categories are discussed. See also section 4.5 of this report. The scoring matrix used for assessing project performance was based on (i) production (ii) income and profit (iii) benefit and (iv) rural employment creation. See details in chapter 4, section 4.4.1.

### **Are multi-methods used to substantiate findings?**

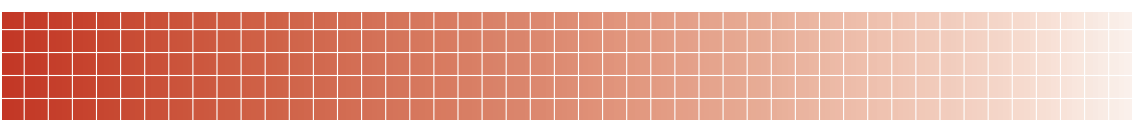
Multi-methods were used in order to ensure the credibility of the findings. The methodology basically involved ranking projects in terms of their success and then correlating success, or failure, with various success factors. However, survey findings and impressions gained from documents were cross-checked with the views of stakeholders.

### **Data collection and analysis**

The Review employed a multi-methods approach for gathering data. The approach comprised the following methods:<sup>69</sup>

- Literature review;
- Review and interrogation of available project documentation and data;
- A survey of LRAD projects implemented between 2001 and 2006;
- Consultation with relevant national, provincial and district stakeholders;
- Verification of a 5-7% random sample of projects surveyed.

<sup>69</sup> Republic of South Africa, Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P 7.



The multi-methods approach was adopted by the reviewers in order to ensure the overall integrity of the research findings.

The first phase of the data collection process was a design workshop at which a review matrix was developed. At the workshop, the review objectives were set and indicators to measure these were crafted. Based on these indicators, the instruments required for data gathering were developed. These data gathering instruments were tested and revised, and were approved by the Department prior to the commencement of field work.<sup>70</sup>

The analysis of findings is split into two sections. The first section presents a national overview of findings, whereas the second examines the review findings by province. The structure of the national overview and the provincial overviews is the same. Tables and bar charts are used throughout the report to illustrate the findings.

### Is the design and sampling methods appropriate?

The sampling technique is not described in the report. Due to this shortcoming, several key questions with regard to sampling remain unanswered. It is not clear, for example, why Free State Province had the highest number of selected projects, i.e. 190 and why Western Cape was allocated the lowest number of projects, i.e. 57. The variation in terms of number of projects selected per province is not explained. In addition, the criterion for determining the project types per province is not explained. Against this background, the appropriateness of the sampling methods is difficult to determine.

According to section 4, subheading 4: "The Review Sample" the initial number of projects, which were to be physically surveyed, was 1250. However, the criteria for selecting a particular number of projects per province were not explained in the Review Report. Some projects could not be visited mainly due to three reasons, namely: time constraints, problematic data and beneficiaries not wanting to participate in the review. Eventually, 1002 projects were incorporated into the survey.<sup>71</sup>

### Is there evidence of a thorough literature review?

Twelve (12) sources are listed in the References section, consisting of:

- 1 White paper
- 7 monitoring and evaluation reports
- 1 concept document
- 2 grant study reports.

The review of the above sources was satisfactory. It highlighted key findings of previous LRAD evaluations and provided context for the entire review.

<sup>70</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P6.

<sup>71</sup> Republic of South Africa. Department of Rural Development and Land Reform. Review of LRAD Project Performance (2001-2006) P36.



## 5.9 OPERATIONAL EFFECTIVENESS

### Are the benefits of M&E clear?

The Review had very specific objectives, which in the view of the PSC had been achieved. The Review generally succeeded to present a coherent argument in terms of LRAD project performance, starting from the objectives of the Review to its recommendations. It is a credible piece of evaluation that would contribute to the on-going land reform debate. Feasible recommendations were made, which would contribute to solutions to land reform challenges in the country, if implemented. Considerable benefit could, therefore, be derived from the Review if the Department seriously engages with it.

### Are monitoring and evaluation processes routine and regularised?

The Department did not provide evidence to prove that monitoring and evaluation processes are routine and regularised. In the light of earlier comments on the lack of administrative records and data, it cannot be argued that M&E is routine and regularised. The Department, however, commissions evaluations or conducts its own evaluations/ reviews as and when the need arises. See chapter 2 for the previous evaluations on LRAD.

## 5.10 CONCLUSION

In this Chapter, the checklist method was applied to assess the quality of the Review. Since the checklist is not linked to any scoring system, judgment was applied to identify strengths and weaknesses of the Review and this was supported by evidence supplied by the department. The major limitation, however, also acknowledged in Chapter 1, is that this meta-evaluation was based on desktop research and therefore precluded interviews with the reviewers. In this regard, some critical issues were not adequately addressed. Notwithstanding this challenge, the checklist meta-evaluation proved to be a worthwhile exercise. The following could be discerned about the Review:

- it is a credible piece of evaluation that would contribute generally to the on-going land reform debate in South Africa and to the land redistribution challenges in particular;
- critical findings and recommendations were made, which would contribute to solutions to land reform challenges in the country, if implemented;
- critical areas of improvement and gaps were identified in the report, which should be avoided in future evaluations;
- despite the scale of the evaluation, timeframes available and challenges experienced in acquiring relevant information, the gaps did not significantly diminish the overall quality of the report.

# Chapter Six

## Conclusions and Recommendations

## 6.1 INTRODUCTION

It was stated in chapter 1 that the purpose of the meta-evaluation exercise was to assess the quality of the Review and to provide timely comment about areas for improvement of monitoring and evaluation, including issues that should be addressed in subsequent evaluations. This chapter concludes the meta-evaluation and offers recommendations to the Department of Rural Development and Land Reform.

## 6.2 CONCLUSIONS

Notwithstanding the critical issues raised in this meta-evaluation report, the Review generally succeeded to present a coherent argument in terms of LRAD project performance, starting from the objectives of the Review to the recommendations. Conclusions derived from the assessment of the Review in terms of the PSC's meta-evaluation conceptual framework reveal that-

- it is a credible piece of evaluation that would contribute generally to the on-going land reform debate in South Africa and to the land redistribution challenges in particular;
- critical findings and recommendations were made by the Review, which would contribute to solutions to land reform challenges in the country, if implemented; and
- despite the scale of the evaluation, timeframes available and challenges experienced in acquiring relevant information, the gaps did not significantly diminish the overall quality of the Review.

## 6.3 RECOMMENDATIONS

Based on the findings of this meta-evaluation, the following recommendations are made to the Department of Rural Development and Land Reform:

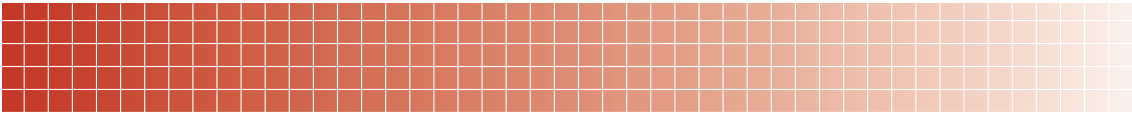
### 6.3.1 Developing the Logic Framework and Programme Theory

The Department must develop a logic framework for the land reform programme that establishes links between inputs, outputs and outcomes, and assumptions that underlie these relationships, with indicators and means of verification of performance information. In addition, it must develop an explicit statement of the theory behind the programme design, highlighting the assumptions about the causes of problems and best ways to address them.<sup>72</sup> This will make the critical factors for the success of the programme explicit and will help ensure that the success factors are addressed in both programme design and implementation.

### 6.3.2 Keeping Project Records

The Department must ensure that records in terms of production, income and benefits are kept for individual land reform projects. A data base from which performance information can

<sup>72</sup> Posavac, E.M.2007.Program Evaluation. Methods and Case Studies. P 60.



be extracted can only be built on a foundation of good records at the project level. In order to start a process of improving records at the project level the Department, in collaboration with provincial agriculture departments, should undertake an audit of all funded/supported projects.

### 6.3.3 Publication of the Review and other Studies

The Department must publish the Review and other studies on its web site in order to ensure that the findings and recommendations are widely accessible to stakeholders and that they are utilised for decision-making purposes.



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## INTERVIEW

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