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THE CHALLENGES OF GOVERNMENT COMMUNICATIONS IN THE IMPLEMENTATION OF LAND POLICY DECISIONS

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THE CHALLENGES OF GOVERNMENT COMMUNICATIONS IN THE IMPLEMENTATION OF LAND POLICY DECISIONS

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A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management).

June 2006

Abstract

The discourse on land issues in the contemporary South African political arena has changed considerably since 1994 in resonance with the broader changes in other sectors of society. Principal among the changes is the quest for government to give land back to the majority of the South Africans. Despite constitutional efforts to redress the imbalances of the past the resistance from communities toward policy implementation is persistently plaguing the South African government efforts.

This premise of this research assumes that land policies are not communicated well in South Africa despite the government's efforts to revamp the communication infrastructure and to depict a new vision of information dissemination. The purpose of the study is to examine the extent to which knowledge, skills, education and capacity constraints experienced by the community of Mmakau (North West Province) and Majaneng (Gauteng – formerly in North west Province) in terms of the Land Policy Act are a hindrance to the rollout of the land reform programme in South Africa.

The research seeks to test the hypotheses that firstly, rural women of Mmakau and Majaneng in the North West Province do not understand land policy issues because of poor government communications. Secondly both communities expect government communications to be reliable and responsive to their needs and lastly that both communities perceive government communications in policy matters not to be reliable and responsive to their needs.

The descriptive analysis of the data uses the mean as an instrument of analysis. The analysis, completed with NCSS software, concluded that there is a need for further research with regard to government communication for rural communities in South Africa.

Declaration

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Public and Development Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before any degree or examination in any other University.

Marothi Ramahuta

June 2006

Dedication

For Charlotte, Mannini and Mpelegeng with thanks.

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TABLE OF CONTENTS PAGE

A. ABBREVIATIONS 9

CHAPTER 1: INTRODUCTION

1.1 Background 11
1.2 Problem Statement 18
1.3 Purpose of Research 18
1.4 Hypotheses and Assumption 19
1.5 Limitations and significance of the Study 19

CHAPTER 2: LITERATURE REVIEW

2.1 Literature Review 21
2.2 Communication and Policy-Making 22
2.3 The role of communication in matters of land policy 32
2.4 Understanding communication within a rural context 39

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Research Methodology 42
3.2 Ethical considerations 44
3.3 Sampling and Pilot Testing 46
3.4 Data collection 46
3.5 Reliability and validity of data 47
3.6 Testing the hypotheses 48

CHAPTER 4: ANALYSIS OF RESEARCH

4.1 Analysis of research results 49
4.2 Measures of central tendency 50

CHAPTER 5: RESEARCH FINDINGS

5.1 Key challenges for government to communicate land policy issues 59
5.2 Community involvement in land policy issues 59

5.3 Effectiveness of government to communicate land policy 60
5.4 The role of government and officials in facilitating participation in policy issues 60
5.5 Appropriate government communication model 60
5.6 Lessons learned about future government communication on land policy 61

CHAPTER 6: DISCUSSION OF GOVERNMENT COMMUNICATION OPTIONS
6.1 Discussion of options 62

CHAPTER 7: RECOMMENDATIONS
7.1 DLA's communication strategy 76
7.2 Toward a new rural communications system 77
7.3 Selection of communication options 77

8. CONCLUSION 83

9. REFERENCES 84

10. ANNEXURES 90
10.1 Sample Letters 90
10.2 Questionnaires 92

11. TABLES 95
10.1 Demographic results 95
11.2 Sources of information 96
11.3 Quality of information 97

ABBREVIATIONS

- ANC : African National Congress
- CBO : Community Based Organisation
- CLRA : Communal Land Rights ACT
- COMSTRAT : Communication Strategy
- COMTASK : Communication Task Team
- DLA : Department of Land Affairs
- DPSA : Department of Public Service Administration
- GCIS : Government Communication Information System
- GEAR : Growth, Employment and Redistribution
- GP : Gauteng Province
- HSRC : Human Science Research Council
- IDASA : Institute for Democratic Alternatives for South Africa
- ICT : Information and Communications Technology
- IIC : International Investment Council
- MIT : Massachusetts Institute of Technology
- MPCC : Multipurpose Community Centre
- NCSS : Statistical Software Package
- NGO : Non Governmental Organisation
- NW : North West Province
- OLPC : One Laptop Per Child
- PRSP : Poverty Reduction Strategy Programme
- RDP : Reconstruction and Development Programme
- SABC : South African Broadcasting Corporation
- SITA : State Information Technology Agency
- SONA : State of the Nation Address
- SSC : Shared Service Centre
- WB : World Bank
- WBI : World Bank Institute
- WIIFM : What's in it for me

CHAPTER 1

Introduction.

The discourse on land issues in the contemporary South African political arena has changed since 1994. It is in resonance with the broader changes in other sectors of the South African population. Principal among the changes is the quest for government to give land back to the majority of the South Africans. The strides being taken are a response to the constitutional obligation by the state to redistribute land held by the white minority population. The Land Act of 1913 decreed the confinement of the majority of the people in 13 percent of the total available land. Despite these constitutional efforts to redress the imbalances of the past, policy implementation resistance from communities is persistently plaguing government.

The research provided a contextual background to the study within an overview of the Department of Land Affairs. The problem statement and purpose of research were articulated with resultant research questions. A hypothesis and an assumption were postulated to warrant the advancement of the study. The limitation and significance of the study were advanced in the text followed by the review of relevant literature. The research strategy was outlined then followed by recommendations as per the survey results. A conclusion was reached followed by the depiction of reference material and accompanying annexures.

Highlights of research chapters were presented as follow: Chapter 1 highlighted how the discourse on land issues had changed since 1994 in resonance with broader changes in other sectors of the South African population. Introductory reference was made to the historic Land Act of 1913 which was decreed to confine the majority of the Black people within 13 percent of the total available land. Chapter two focused on the literature reviewed that revolved primarily around three elements of the research topic namely: the machinery of government communications within the South African context, land policies and the empowerment of rural women in matters of policies. Chapter three dealt with the research strategy and where

this study was conducted. It outlined the sampling methodology where the target group was both men and women from the age group of eighteen chosen to participate in the study. Chapter 4 dealt with the processing and analysis of the research findings. Chapter 5 dealt with the generation and discussion of options to address challenges facing government communications in the implementation of land policies.

1.1 Background

The South African population experienced jubilation in 1994, a period in which apartheid, a repressive system, finally came to an end. To this effect, the new democratic government was faced with a plethora of legislation that was geared to uphold the apartheid philosophy. Within the context of land reform, the notion of affording land rights to all especially the previously disadvantaged group became an insurmountable problem the current government is faced with. The Reconstruction and Development Programme, White Paper on Land Reform of 1996, the Constitution of RSA especially sections 7, 9 and 25(5) and (6) and the recently enacted Communal Land Rights legislation should be seen as a quest by the new government to redress the imbalance of the past in terms of land ownership.

According to the Department of Land Affairs (DLA), a framework document on land policy was issued in May 1995 and distributed to over 50 organisations including farmers' associations, Non-governmental organisations, government departments and concerned individuals for their inputs. Their inputs were then incorporated into a draft statement on land policy and principles discussed at the National Land Policy Conference held on 31 August and 01 September 1995. The DLA maintained that over one thousand delegates attended the conference from all parts of the country with the majority of delegates being representatives from the disadvantaged communities mostly from rural areas. It is maintained that the delegates' views were taken into account in the formulation of the Green Paper on Land Policy.

The DLA maintained that in February 1996, the Green Paper was widely distributed for public input where-upon, over 50 written responses were received and a series of workshops held in each province with respective stakeholders. The DLA maintained that over 30 workshops were held with many in the remote areas of the country.

The turmoil that always erupted during policy implementation stages bears testimony to the lack of or insufficient communication between government and its communities. Of recent note was the discontent of residence of Khutsong Township in Carletonville against their incorporation into the North West Province. The same type of resistance in terms of the implementation of land policy decisions is also inherent in the government's land reform arena. This happens despite the fact that the new democratic government is mandated to redress the inequalities of the past, by removing a plethora of legislation geared to uphold the apartheid philosophy. The increasing concerns raised during policy implementation phase calls for the issue of the impact of government communication to be investigated. Primary focus should be in rural communities especially women on land issues and policy decisions.

This study was conducted in two villages in the North West Province. One village is called Mmakau, which is situated 40 kilometres west of the central business area of Pretoria. The other one is Majaneng (now in Gauteng) which is situated 70 kilometres north of Pretoria. The two villages were chosen in terms of their proximity to the National office of the Department of Land Affairs. They were also chosen due to resource constraints in terms of time, money and personnel. The target group of the survey was both men and women over the age of eighteen from the respective communities. According to Statistics South Africa, the most spoken language in the Province is Setswana (2001 census) spoken by 2.4 million. This is followed by Afrikaans, isiXhosa and Sesotho with Tshivenda being the least spoken. It is against this background that this research report seeks to highlight the challenges of government communications in the implementation of land policies.

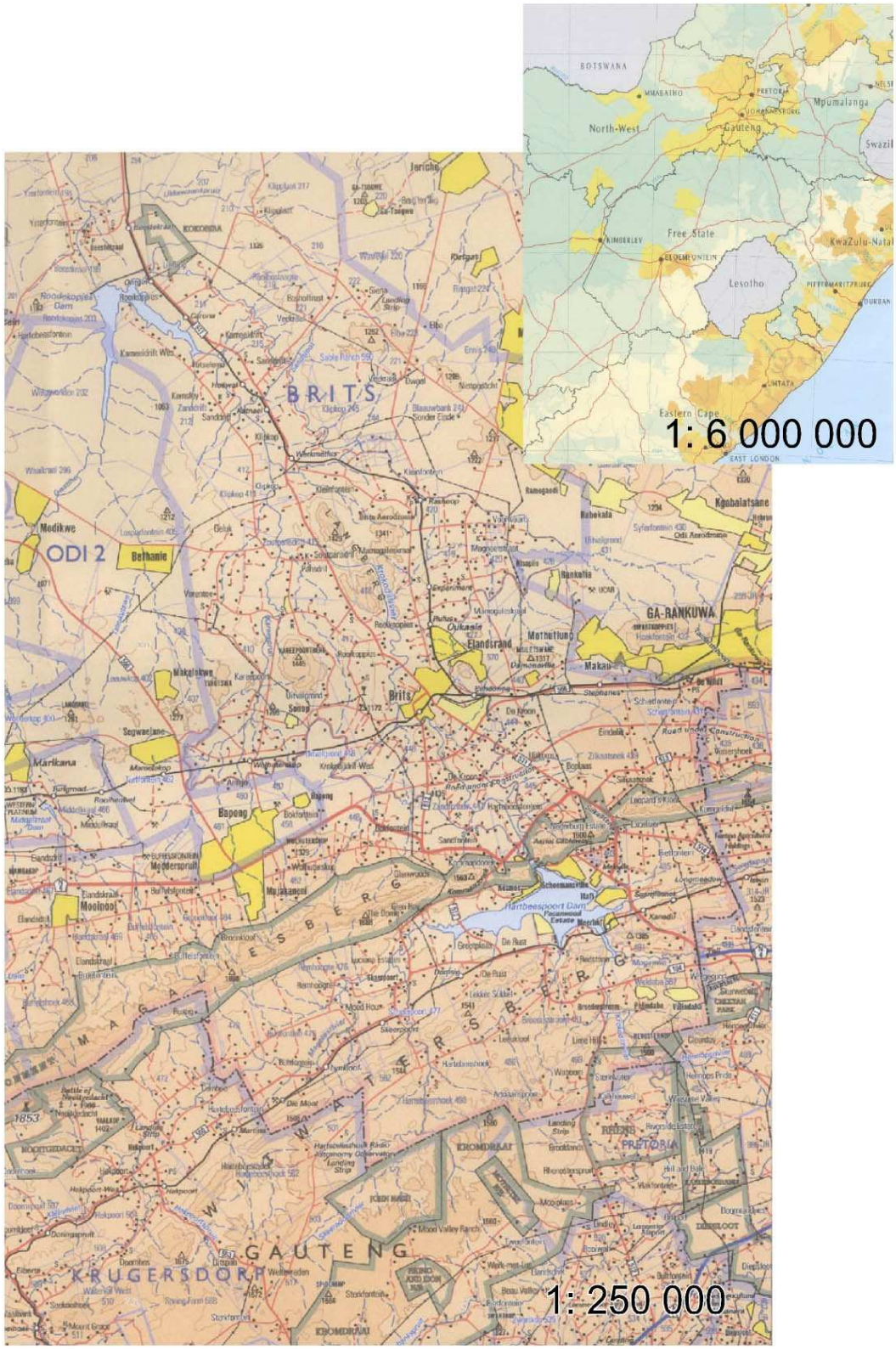


Figure 1: Village of Mmakau, North West Province, South Africa

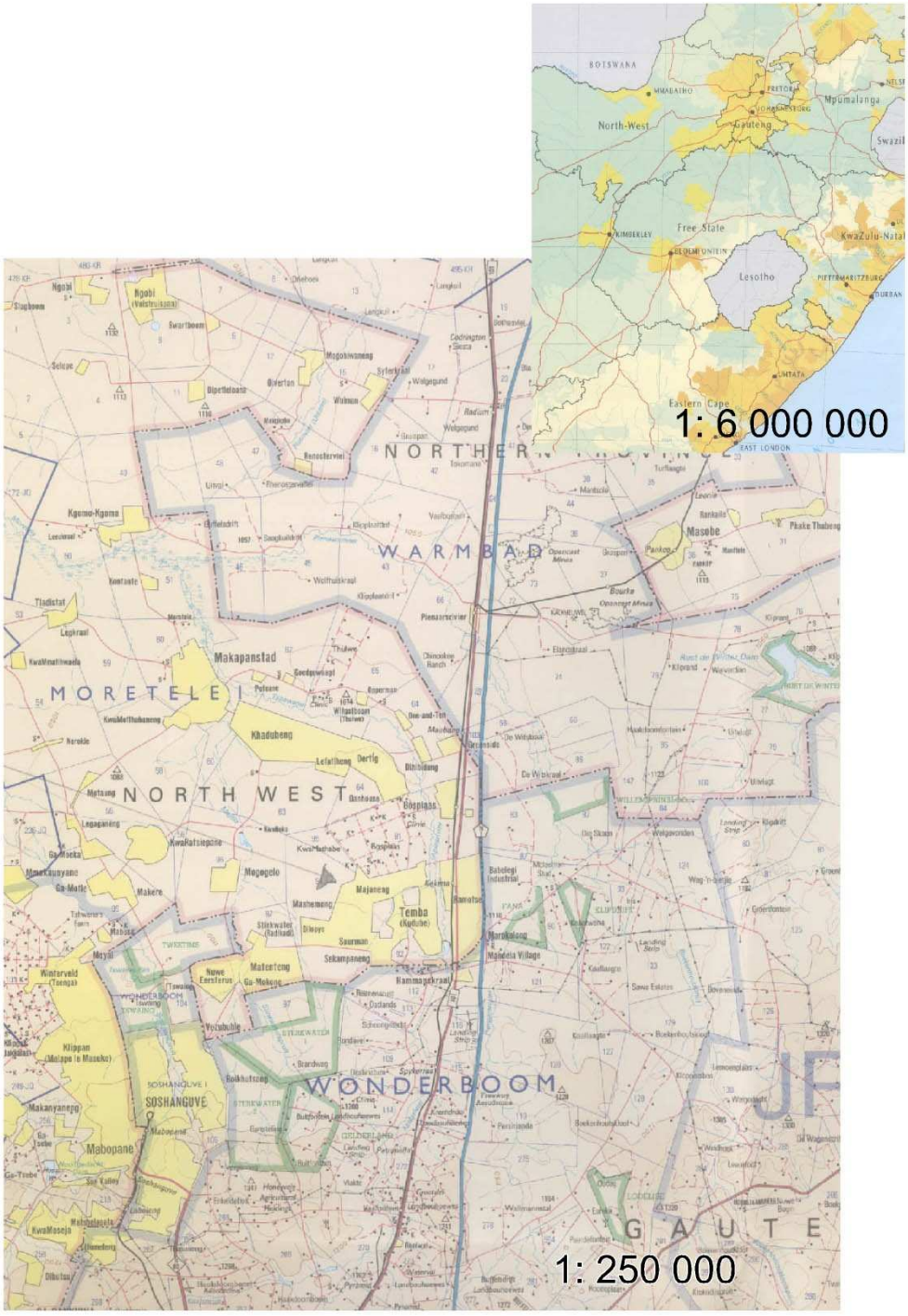


Figure 2: Village of Majaneng, Gauteng Province, South Africa

The Department of Land Affairs

The mandate of the Department is to effect land reform since the promulgation of the Land Act of 1913, a legislation that accelerated the process of massive land dispossession in South Africa. It operates nationally via nine Provincial Land Reform Offices and seven Regional Land Claims Commissioners' Offices. It also has ten Deeds Offices in Tshwane, the Free State, Western Cape, Port Elizabeth, Gauteng, Northern Cape, Eastern Cape, Kwa-Zulu Natal, Umtata and Vryburg. With the introduction of the new Director General (DG), the DLA has crafted its new vision as to be a global leader in the creation and maintenance of an equitable and sustainable land dispensation that results in social and economic development for all South Africans. Its mission is to provide enhanced land rights to all South Africans, with particular emphasis on black people that would result in increased income levels and job opportunities, productive land use and well-planned human settlements.

The vision and mission of DLA are crafted within the framework of the Batho Pele Principles as propagated by the Department of Public Service and Administration (DPSA). These principles are:

- **Consultation:** Citizens should be consulted about the level and quality of the public services they receive and, wherever possible, should be given a choice about the services that are offered.
- **Service Standards:** Citizens should be told what level and quality of public services they will receive so that they are aware of what to expect.
- **Access:** All citizens should have equal access to the services they are entitled.
- **Courtesy:** Citizens should be treated with courtesy and consideration.
- **Information:** Citizens should be given full, accurate information about the public services that they are entitled to receive.
- **Openness and Transparency:** Citizens should be told how national and provincial departments are run, how much they cost and who is in charge.

- **Redress:** If the promised standard of service is not delivered, citizens should be offered an apology, a full explanation and a speedy and effective remedy; and when complaints are made, citizens should receive a sympathetic positive response.
- **Value for money:** Public service should be provided economically and efficiently in order to give citizens the best possible value for money.

It is worth mentioning that the Batho Pele White Paper of 1997 provided a policy framework and practical implementation strategy for the more efficient, effective and equitable provision of Public Service. It was given justification by a number of legislative frameworks, principally the provisions of the Constitution, the Reconstruction and Development Programme (RDP) and the Government's Growth, Economic and Redistribution (GEAR) macro economic framework. Two of these eight principles are relevant to this study namely consultation and Information. Regarding information, citizens are promised information at service points and in local media and languages while being consulted about the level and quality of the public services.

The DLA has in its intention and purpose crafted noble ways of articulating and executing the prescripts of the Land Policy. The service delivery charter of the DLA promises acceptable turn around times in terms of its delivery of services to its clients. For instance, among committed lead times, the Department promises approval of diagrams, general plans and sectional title plans for registration in a deeds registry within fifteen working days.

The current communication strategy of the Department has been crafted as a means toward addressing the need to interact with its target population groups. The communication strategy is informed by the Department's strategic plan which sets out clear, measurable outputs, targets, time frames and activities against available budget for a four year period from 2004/05 to 2009/10.

Communication is crucial to the successful implementation of all policies and programmes of the Department of Land Affairs. The first step towards

successful implementation of departmental policies and programmes is a thorough understanding of such policies and programmes by employees within the Communication Chief Directorate.

The communication strategy of the department has external and internal key focus areas. Externally the strategy aims to address the following:

- Negative publicity in the media
- Raising the profile of successful land reform projects
- Improve networking with stakeholders

Internal aims to address the following:

- Providing information to all DLA employees about the Land Policy Act
- To inform, educate and to create awareness amongst staff with regard to the Land Policy Act

Challenges

- To establish flow of information including feedback on projects/ success stories to the diverse communities especially in rural areas.
- To inform stakeholders about land reform programmes and policies
- To build the DLA's profile and positively influence media perceptions about the DLA
- Low levels of literacy
- Lack of communication staff
- Reaching audiences in rural areas with messages they understand
- Sufficient communication budget

It can be argued that the DLA has not communicated enough, its level of land delivery. The DLA claims to have disbursed almost a million hectares to claimants in the last 10 years at a cost of R1.9 billion. It is purported that the Restitution programme has also contributed directly to poverty alleviation. The commission, it is argued, has spent another R474 million on post settlement grants and R2.5 billion in financial compensation, bringing the total award to 894 000 beneficiaries to almost R5 billion. Beneficiaries have spent the

money on home improvements, education and other livelihood projects. These funds have boosted local economies and improved the socio-economic status of beneficiaries, thus restoring their dignity. The DLA should have continuously communicated these achievements through a properly constituted communication strategy

Problem statement

Land policies are not communicated well in South Africa despite the South African government efforts to revamp the communication infrastructure and to depict a new vision of information dissemination. There seems to be a lack of knowledge or ignorance by communities about the land reform policy and its processes to uphold women rights in land affairs. This research attempted to understand why.

1.3 Purpose of research

The purpose of the study was to examine the extent to which the knowledge, skills, education and capacity constraints experienced by the community of Mmakau and Majaneng in terms of the rollout of the land reform programme. The study was guided by the following research questions in testing the hypothesis:

- What are the key challenges for government to communicate land policy issues?
- Are the communities of both Mmakau and Majaneng involved in land policy issues?
- How effective have government's efforts been to communicate land policy?
- What is the role of government, government officials and communities in facilitating effective participation in land policy issues?
- Which communication policy model is the most appropriate or to adopt for a given geographic area?
- What lessons can be learned to inform future government communications on land policies?

1.4 Hypothesis and Assumption

The following hypotheses guided the study:

- Rural women of Mmakau and Majaneng in the North West Province (Majaneng now in Gauteng) do not understand land policy issues.
- Both communities expect government communications to be reliable and responsive to their needs.
- Both communities perceive government communications in policy matters to be unreliable and unresponsive to their needs.

An assumption was therefore made that a people-driven communication approach by government will lead to improved participation by rural women in Mmakau and Majaneng in land policy matters.

1.5 Limitations and significance of the study

Due to resources constraints, this study was narrowed in scope by confining it to interviewing a sample population of the community of Mmakau and one rural area in Majaneng in the North West Province. Although both communities initially are in the North West Province, the Majaneng community (now part of Gauteng during 01/03/2006 local government elections) has been chosen due to resource constraints in terms of time, money and personnel. Another limitation was that the study focused on the population of Mmakau and Majaneng and as such, stratified random sampling procedure decreases the generalisation of findings to the rest of the country. In terms of significance, effective community development calls for maximum community participation in matters of policy that is from conception, formulation and implementation stages.

The significance of the study should be viewed from the development perspective and attempts to highlight the deficiencies in community participation in matters of land policy decisions. A thorough understanding of communication in matters of policy therefore becomes important in this

regard. The study highlights the need for government to embark on meaningful strides to educate, inform and communicate effectively with communities on matters affecting their lives. Lastly, the study should help to improve the policy-making processes and show the need to involve communities throughout the communication process.

This proposition is in accordance with Desai (1995, p. 47) who maintains that “it is people themselves know best what they need, what they want and what they can afford, only close co-operation between authorities and community can result in projects which satisfy both the community and the authorities”.

CHAPTER 2

2.1 Literature review.

The literature review strategy primarily revolved around three elements of the research topic namely: the machinery of government communications within the South African context, land policies and the empowerment of women in rural settlements in matters of policies. The review will also take into account literature that defines in historical perspective, land policies within the South African perspective. It is here that literature provided by Solomon Plaatje was reviewed. According to Brian Willan (cited in Plaatje, 1995, p.1) in his introduction, maintains that Native Life in South Africa was a response to the Natives' Land Act of 1913. It provides an account of the origins of this crucially important piece of legislation as well as exploring the wider political and historical context that produced policies of the kind embodied in the Land Act. It also documents meticulously the steps taken by South Africa's rulers at the time, to exclude black South Africans from the exercise of political power.

By the same token, Willan (1984, p 165) writes that what Plaatje saw in the wake of the passage of the Natives' Land Act remained in his mind for the rest of his life. It generated in him a sense of disbelief that fellow human beings could be so callous about the consequences of their actions. He was in the forefront of organising African opposition to the Land Act.

Charles van Onselen (1996) also defines in historical perspective, the infamous Natives Land Act of 1913 that not only restricted the black peasantry's access to land by preventing African acquisition of property outside designated areas, but also forbade sharecropping in the agricultural heartland of the highveld. According to van Onselen (1995, p375) Hendrik Verwoerd who was then the Minister of Native Affairs, announced a campaign to eliminate black land ownership in white farming areas. The campaign was also geared at ridding of African squatting and labour tenancy on white farms. This was done through the conversion of all farm workers to wage labourers and the revision of the 1936 Land Act to make its anti-squatting provisions enforceable.

3.2 Communication and Policy-Making

Issues in land policy are often complex and involve political controversies. It is in this regard Deininger, K. (2003, p.xliv) maintains that even though specific interventions in land policy can make society better off, such measures may be challenged by vested interests that derive benefits from the status quo. The author maintains that to make reforms feasible, strong local capacity, an open and broadly based policy dialogue, carefully chosen and evaluated pilots and sharing of experiences across countries will be essential and can also help build capacity for policy formulation.

The goal of government is to provide services to its citizens. However, to serve a diverse citizenry with widely different beliefs about the role of government is a difficult task to balance the inconsistent demands of the public. Although policies are formulated in response to perceived needs, Presthus (1975, p.26) maintains that no analyst or policy-maker can predict with certainty the impact and course that a given policy will have in resolving the problem for which it was designed. This according to Presthus, becomes possible when some policies are formulated in response to manipulated demands and implemented without the benefit of a thorough assessment of the problem to which they are directed.

This view correlates with Thomas Dye (1992, p.373) who maintains that “our confidence in what governments can do seems boundless”. The author qualifies his statement by asserting that public policies do have some limitations like for instance, some societal problems are incapable of solution because of the way in which they are defined. Dye maintains that if problems are defined in relative rather than absolute terms, they may never be resolved by public policy. The question to ask in relation to the research topic can be stated as to whether ample communication and participation in matters of policy were created and how?

It can correctly be inferred that communication is a vehicle for effective public participation in matters of policy. This notion can be made possible if we

recognize the fact that there is a diversity of stakeholders for every advocated policy. It can also be inferred that the involvement and collaboration of rural communities in matters of policy may make policy efforts more effective and sustainable. This sense of involvement may culminate into a sense of ownership and belief in the relevance of policy statements advocated by policy-makers. Currently, the government's land reform program has been and continues to be harshly criticised from all corners by those who supposedly believe in the maintenance of the status quo. However, the South African government is constitutionally obliged to effect social change especially in the mist of contemporary social inequalities experienced by the vast majority of the previously disadvantaged population groups.

What seems an answer to this ever-growing discontent on matters of policies is a new way of communication and affording participation by the public on policy matters. It should be recognised that there is diversity of stakeholders for every activity undertaken. Therefore, it is imperative that those people affected by development interventions should be included in the decision making process. It is in this instance that Jurgens Habermas' (1979) new way of thinking to involve people in the decision-making process is advocated. In his critical theory of development, Habermas invokes the notion of modernity and democratization of the development process. Accordingly, his theory strives for a society that is guided by unrestrained communication about its goals. It is argued by the theory that the true revolution of modernity lie in the new modes of communicative rationality and new modes of democratic decision-making. The theory therefore is aimed at highlighting the potential for communicative power within the social fabric.

Habermas suggests that to revitalise the communicative infrastructure of everyday life, it is imperative to be critical of ideologies that restrict communication. A question in relation to the South African government may be asked if the government's ideology restrict communication. It seems an answer to this question depends on which side of the fence one finds him or herself. Why does the public always find reason not to agree with every evolutionary change as propagated by the new government? The very same

questions are often asked in the political discourse why humans are not more effective in solving social problems as well as why do democratic governments so often appear unresponsive to many of their citizens?

Political theorists often argue that if social problem solving is faring poorly and policy-making is yielding seriously defective outcomes, then it may be desirable to expand the range of policy alternatives being considered. It is argued that this will require looking at the deeper processes by which the underlying consensus is formed. It is often contended that there is a need for rethinking and changing power relations to better promote the intelligence of democracy. It is argued that this can be done by:

- Promoting a more vigorous competition of ideas thereby reducing the extent of impaired thinking among ordinary people as well as among political elites and
- Moving toward a more genuine political equality so that each person's problems, aspirations and ideas have a better chance of registering effectively in the political process.

Within the South African remote rural context, what model of communication and participation will best promote a competition of ideas and genuine political equality? Linblom and Woodhouse maintain that democratic theorists and social thinkers argue that open political interchange in a democratic society is the best road to truth and offers the best chance for informed and reasoned policy-making. On the contrary, it is alleged that many people distrust democratic politics because they perceive the competition of ideas to bring not reason but contentiousness into policy-making. One can simply sympathise with this view. To this end, the authors maintain that this suggests a serious conflict whereby to enhance the role of reason and analysis in policy-making, should a society surrender some aspects of democracy or should a society enjoy both reasoned and democratic policy-making? One can only advocate for a balance to be struck in this regard.

In an article by Shameela Seedat (2004), a number of cases were brought before the High Court for consideration whether laws were invalid because the public had not sufficiently participated in their drafting. This was in view of the fact that section 59(1) of the Constitution requires that the National Assembly "facilitate the involvement of the public in legislative and other processes of the assembly and committees". Seedat cites a dispute arising from the amendment of the Attorneys Act of 1998 in a case brought before the Eastern Cape High Court (King and Others v The Attorneys Fidelity Fund Board of Control and the Minister of Justice). According to Seedat, the clients argued that the Amendment was invalid because the public had not sufficiently participated in its drafting.

Seedat maintains that although the clients lost the case, it was significant in that it illustrated the need for the National Assembly to create and abide by a set of standards and principles that provides guidance on public participation in law making. The author argues that the case raised a number of issues relating the South African democracy. How can parliamentary processes be more open and accessible to the public? Do the constituency offices provide a platform for the public to raise their concerns or are they merely party agencies? In this age where the easiest means to share information is through the internet reaching only a fraction of people, how can information be shared across a wide range? What is the value of the publication of legislative action in newspapers when those affected might not have the channels to voice their concerns?

These important questions raised by Seedat portrays how crucial is the National Assembly and its committees as entry points for public participation. The article by the author is of paramount importance to this research report in that it shares the sentiments of the research topic. The author further highlighted the fact that a recent study by Institute for Democratic Alternatives for South Africa (IDASA) found that public participation in the National Assembly is low. It was also revealed by a Human Science Research Council (HSRC) study that most people feel inadequately equipped with knowledge of the various stages of the legislative process.

Borrowing from the author, the current participation framework is bolstered by the following rules to effect participation: Prior notice of the introduction of a bill and an explanatory memorandum is given in the government gazette and comments called for within a specific deadline. After the first reading debate in the National Assembly where the bill is introduced and given a number, it is placed on the Order Paper and referred to the relevant committee. This committee consists of members from different parties represented in parliament. Bills are advertised for public hearings before committees in daily and weekly newspapers. Public participation may be abandoned where legislation is urgently needed on an issue or where delays would seriously affect the interests of the state or public.

The author maintains that although significant progress has been made by Parliament and its public education office in increasing public involvement in decision making, there are still barriers to participation such as language differences and location in rural areas. It is alleged that to ensure participation, information on proposed bills and policies should easily be available to the public. According to Seedat, the HSRC study recommended that the public be provided with executive summaries of each bill and policy paper in easily accessible and crisp format to enable them to grasp the content and practical applications of the proposed legislation.

In a Business Report (Star, 15 May 2006) Thabang Mokopanele reported that a group of international businessmen advising President Thabo Mbeki had once raised the issue of lack of effective communication by the government to explain its policies both within the country and abroad. Mokopanele reported that the International Investment Council (IIC) which met the President and Cabinet had repeatedly raised the issue of communication and concerns about persisting negative perceptions of South Africa internationally since its first meeting in 2000. According to Mokopanele, the IIC advises the President on South Africa's investment climate and policies. The writer maintains that in 2000, IIC members urged the South African government to improve communication, which they said led to unfavourable economic consequences. At the end of the IIC meeting, the President acknowledges the need for

government to improve its communication with the public and deal with negative perceptions.

Brian McNair (1995, p.11) talks of the importance of media in a political communication process. He defines political communication as “purposeful communication about politics”. It is largely mediated communication transmitted through the print and electronic media. The author maintains that this process incorporates:

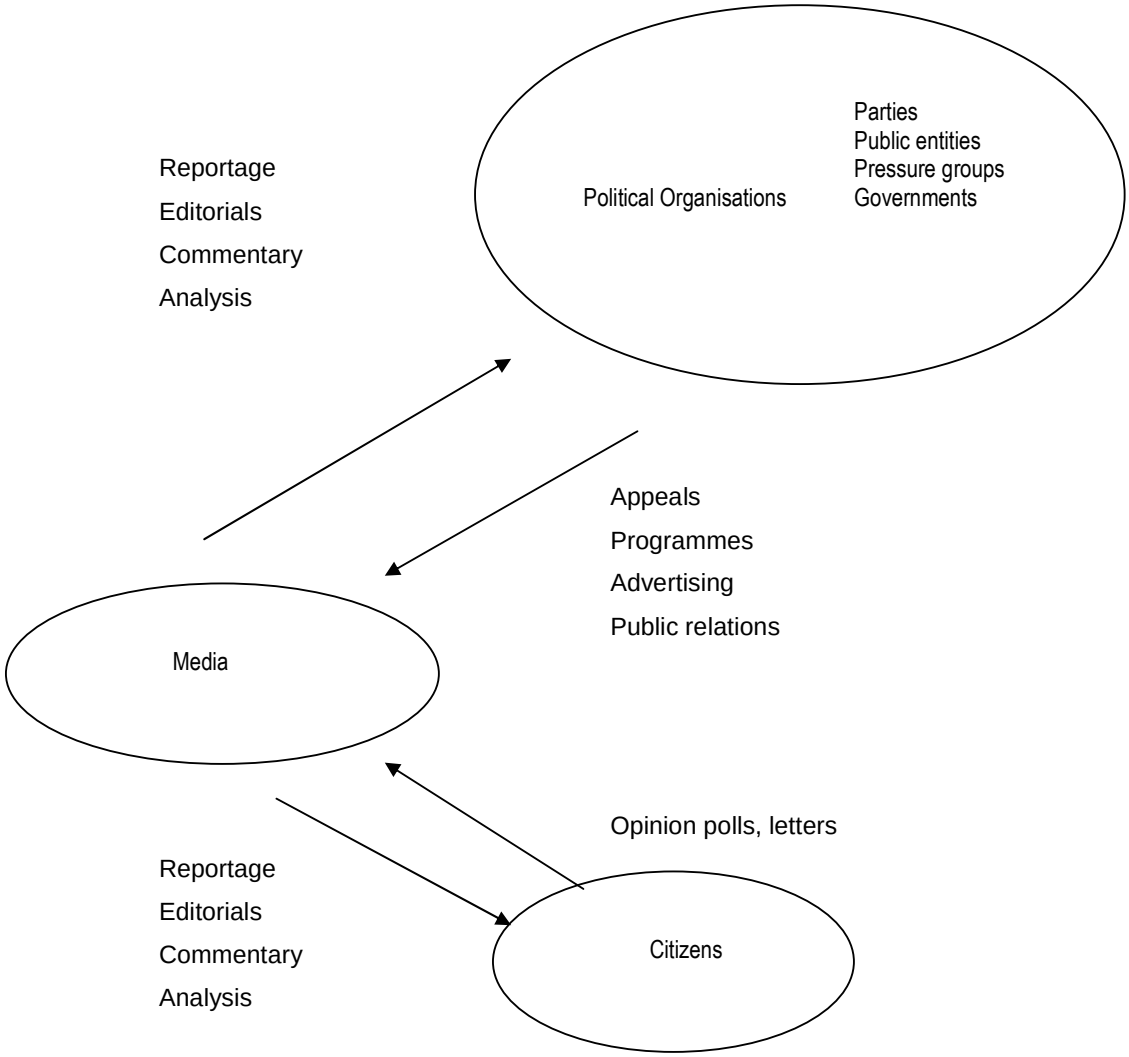
- All forms of communication undertaken by political actors for the purpose of achieving specific objectives;
- Communication addressed to these actors by non-politicians such as voters and newspaper columnists, and
- Communication about them and their activities, as contained in news reports, editorials, and other forms of media discussion of politics.

The author concedes that political communication directs our attention to the relationship between three elements in the process by which political action is conceived and realised. These elements are:

1) Political organisations comprised of political actors who aspire through organisational and institutional means to influence the decision-making process.
2) The audience as key element in the political communication process without which no political message can have any relevance and
3) The media, which is used by political actors in order to have their messages, communicated to the desired audience.

McNair is of the opinion that an understanding of the contemporary political process is inconceivable without an analysis of the media. Consequently, the media are important in the process as transmitters of messages from citizens to their leaders thereby communicating citizens’ views upwardly. It is in this instance that within the South African context, the Comtask report propagated a complete overhaul of the broadcast and print infrastructure.

Fig. 1 Elements of political communication



Source: McNair. 1995. Elements of political communication

The dawn of a new democratic order in South Africa culminated in the need to re-align government communication with the needs of communities. This was after the new government felt that its messages do no filter down to the masses at grass-root level. According to Robert Horwitz (2001, p.295), it was in this instance that the then Deputy President Mbeki called a meeting of government communicators and media workers to the Western Cape village of Arniston in August 1995 to investigate government communications and recommend ways to improve them. The author maintains that participants at the Arniston Conference on Government Communications proposed that a Communications Task Group, "Comtask", investigate government communications.

The role of this task team was to advice government on matters of communication during the restructuring and transformation process. According to the Comtask report, findings were framed within the context of the new constitutional democracy, the political imperatives of social and economic development and also seeking to reflect the thinking and best communications practice of successful democracies in the developed and developing world. According to the task team, there was a need for a new communication system whose purpose must be to provide a framework for the establishment of a country-wide network which provides every citizen the information required to live and control their lives.

It was purported that the new communication system should be better co-ordinated and focused in messages thereby strengthening the capability of government in communicating its policies. The report advocated leadership from the Presidency as centre of government and decentralized implementation through ministries, departments, provincial and local governments. To this effect, a more professional cadre of communicators was advocated as well as better cooperation with the media and community at large. It was acknowledged that the fundamental need of government communications is to reach the majority of the population especially the disadvantaged. Inadequate public infrastructure in broadcasting and telecommunications with the exception of radio, were cited as obstacles. A

closely coordinated strategy to extend the available infrastructure was advocated with a need to use effectively the existing public infrastructure such as post offices and libraries. According to Howitz (2001), Comtask conceptualised the communications tasks of government as providing information quickly, transparently and with accountability to the people. Its report conceptualised the fact that South African democracy inherited a concentrated media in terms of ownership and control.

It is in this instance that McNair (1995, p.21) advocates five functions of the media in a democratic dispensation:

- Firstly, they must inform citizens of what is happening around them (what the author calls the surveillance or monitoring function of the media).
- Secondly, they must educate as to the meaning of the "facts".
- Thirdly, the media must provide a platform for public political discourse, facilitating the formation of public opinion and the provision of space for the expression of dissent.
- Fourth, the media must give publicity to governmental and political institutions and
- Finally, the media must serve as a channel for the advocacy of political viewpoints.

The Government and Communication Information System (GCIS) came into existence as a result of the Comtask recommendations. Consequently the GCIS identified a need to conduct research whose objective was to determine the needs for government information amongst the population of South Africa across a wide spectrum of variables including rural, semi-urban and urban areas (GCIS, 1999). It is interesting to note that government communication is defined as depicting a need amongst people for a two-way communication with government and not simply communication from government to the people.

Dye's literature on policy making and implementation provides assistance in making an informed choice in terms of an inclusive model that will always

strive toward balancing citizen needs and the obligation of government. Dye (1992, p.373) maintains that our confidence in what governments can do seems boundless. The author qualifies his statement by asserting that public policies do have some limitations. For instance, he maintains that some societal problems are incapable of solutions because of the way in which they are defined. Dye maintains that if problems are defined in relative rather than absolute terms, they may never be resolved by public policy.

Adele Wildschut and Stephen Hulbert's (1998) literature was also referred to as it tackles agrarian reform in South Africa. The authors maintain that as a result of South Africa's history of colonialism and apartheid, the country has one of the most skewed patterns of land distributions in the world, with 87% of all land owned by the white minority and 13% by blacks. The authors argue that the skewed ownership applied also to available rural land for current or potential agricultural use. Within the ten former homeland areas, more than 12million black people inhabited only 17.1 million hectares of land with less than 600 000 (almost exclusively white-owned) farms occupied 85.7 million hectares, including most of South Africa's very limited amount of high-potential arable land.

The authors maintain that not more than 15% (or 2.6 million hectares) of this land is potentially arable, with most of that classified as being of low to medium potential. In contrast, the authors argue that white-owned farms include over six times that amount (15.9 million hectares) of potentially arable land, of which nearly two thirds is of medium to high potential. There are therefore gross inequalities not only in the quantity of land available in white and black farming areas but also in quality.

Land Inequalities.

	Whites	Blacks
All land	87% (5m people)	13% (35m people)
Rural land	85.7m ha (60 000 farms)	17.1m ha (12m people)
Potentially arable land	15.9m ha (66% medium-high)	2.6m ha (low-medium)

Source: Wildschut and Hulbert. 1998.

Deininger, K. (2003. p.xliv) gives a World Bank's (WB) perspective on land policies. The author maintains that to make reforms feasible, strong local capacity, an open and broadly based policy dialogue, carefully chosen and evaluated pilots and sharing of experiences across countries will be essential and can also help build capacity for policy formulation. Reference was made to the Constitution of the Republic of South Africa, Act 108 0f 1996 especially sections 7, 9 and 25(5) and (6) in which the state must take reasonable legislative measures to foster conditions which enable citizens to gain access to land on an equitable basis.

2.3 The role of communication in matters of land policy

It is often argued that communication is the most important single piece of any major business implementation. This often seems to be true when a major organizational change is underway, people will always find out that something is going on. The less real information people have, the more rumours will be created; and rumour always focuses on potential bad things that can come about. Within the policy context, communication permits participation by who-ever will be affected by initiated changes. To this end, the World Bank (1996) defines participation as processes thorough which stakeholders influence and share control over development initiatives and the decisions and resources that affect them.

The availability of the South African Land Policy was seen as a panacea for land reform. A central concern for the DLA was to translate government's commitment to social justice and the alleviation of poverty into a set of concrete land reform, land development programmes, legislation and procedures (Land Policy, 1998). This policy paved the way for the enactment of key land Acts such as:

- The Restitution of Land Rights Act, 1994 (Act 22 of 1994) as amended, which provides for the restitution of land or equitable redress to persons or communities dispossessed of land as a result of past racially discriminatory laws or practices.

- The Upgrading of Land Tenure Rights Act, 1991 (Act 112 of 1991), which provides for the upgrading of various forms of tenure to ownership.
- The Deeds Registries Act, 1937 (Act 47 of 1937), which provides for the administration of the land administration system and the registration of rights in land and
- The provision of Land and Assistance Act, 1993 (Act 126 of 1993), as amended, which empowers the Minister of Land Affairs to acquire and distribute land (DLA, 2006).

These land policies are said to be of fundamental importance to sustainable growth, good governance and the well being of and the economic opportunities open to rural communities. The Reconstruction and Development Programme, White Paper on Land Reform of 1996 and the Constitution of RSA especially sections 7, 9 and 25(5) and (6) should be seen as a quest by government to redress the imbalance of the past in terms of land ownership. The White Paper on Land Policy shows that the Green Paper on Land Policy by the Department of Land Affairs was widely distributed. Written submissions were solicited from the public with over 30 workshops held with a wide variety of stakeholders and community groups. These included rural communities with many, settled in remote areas of the country.

The concern is the magnitude of participation that prevailed during the policy formulation stage. Do 30 workshops held throughout the country warrant a claim to enough public participation in terms of information dissemination, education and community empowerment in matters related to land policies? The analysis of research data should provide an answer in this regard. It can be inferred that there seems to be a gap caused by government's information dissemination and communication to the rural communities in order for them to understand land reform both at national as well as provincial levels. The question to ask is whether the communities of both Mmakau and Majaneng were involved or not interested in land policy issues? The question of effective communication can also be challenged. How effective have efforts

by government to communicate land policy been and what was the role of government, government officials and communities in facilitating effective participation in land policy issues?

According to Desai (1995, p. 47) there are a host of reasons why community participation can be deemed desirable from the policy point of view. The author maintains that these may include:

- Community participation as a right where people have a right to participate in decision-making which directly affects their living conditions.
- The government wishes to promote social development by increasing local self-reliance.
- Community participation is a means to achieve better project results and better living conditions for the community.
- Political capital can be made by demonstrating that the people and government are working hand in hand.
- Political or social control can be increased by co-opting a strong but manipulable community leadership.

The author argues that since people themselves know best what they need, what they want and what they can afford, only close cooperation between authorities and community can result in projects which satisfy both the community and the authorities.

A case that comes to the fore in terms of political control in anticipation of policy participation is cited by Levin (1996, p.107) in Maganya and Houghton (1996) when he argues that the un-banning of the ANC transformed the political landscape in the countryside. According to Levin, within the rural context, it can be inferred that selective communication was the strategy deployed for future participation in matters of policy. The author maintains that despite opposition to the institution of the chieftaincy within certain localities, the ANC tended to offer cautious support for “progressive chiefs” during the negotiation period. This led to electoral alliances in those areas which

strengthened the hands of chiefs eager to consolidate their hold over land allocation.

According to Levin (1996, p109) while the alliance between the ANC and progressive chiefs was predicated upon pragmatic politics of building electoral support, the civics clashed with the chiefs in their struggle for control over political space. According to Desai (1995), not all-apparent advantages of participation will be felt equally by government and communities. However, the author maintains that there seems to be sufficient reasons to make participation an attractive prima facie proposition in matters of policy-making. Within the land reform context, a question may be posed as to what extent is communication and participation incorporated? Any answer? From the government's point of view, public debates were held on the Act in November 2003 and the Portfolio Committee on Agriculture and Land Affairs considered all inputs submitted by communities present in Parliament, organs of civil society, land activists and some concerned academics. Despite government's claim of consultation, it seems effective rural communication and participation is rarely an outright success.

It can be argued that government's responses to community participation in matters of land policy have been haphazard and poorly coordinated due to various factors. Firstly within the DLA, there is a huge shortage of staff to facilitate effective community participation.

The notion of staff shortage is depicted by the following statistics as on 22 January 2006:

- *Total posts in the Department:* ***4276***
- *Filled posts:* ***3251***
- *Vacant posts:* ***1025***

Source: DLA Draft Empoyment Equity Plan 2006 – 2008

Secondly, most rural areas are inaccessible within the country. It can therefore be inferred that lack of effective participation and communication builds a notion of mistrust between government and communities. Whiteside

M. (1998, p. 82-84) maintains that although participation is increasingly seen as a panacea for many of the intractable problems of rural development, in practice the situation is more complicated with participation meaning different things to different people as depicted in the following table on the next page.

Joseph E. Stiglitz (World Bank, 2002) in an article on the role of participation in development used the term participation in the broadest sense to encompass transparency, openness and voice in both public and corporate settings. He maintains that the term not only refers to those processes by which decisions are made in national government, but also to processes used at local and provincial levels. He argues that participatory processes must entail open dialogue and broadly civic engagement and require that individuals have a voice in the decisions that affect them.

Stiglitz (2002) maintains that democratic societies have a strong presumption in favour of transparency and openness in government. He continues to say that while the analysis of information asymmetries has shed new light on the relationship between those governing and those governed; the basic insights have long been part of the thinking about democratic process. He maintains that in democratic societies citizens have the basic right to know, to speak out, and to be informed about what the government is doing and why and to debate it (WBI, 2002. P29).

Within the same context in its participation sourcebook, the World Bank (February, 1996) articulates participation as a rich concept meaning different things to different people in different settings. It is argued that “for some, it is a matter of principle; for others, a practice; and for still others, an end in itself”. The World Bank however, defines participation as a process through which stakeholders influence and share control over development initiatives and the decisions and resources, which affect them.

From the World Bank’s perspective, the following are characteristic of the participatory approach:

- Stakeholders conduct needs analysis collaboratively with project managers
- Objectives are collaboratively articulated with stakeholders
- A strategy is collaboratively created with stakeholders and
- Project tactics are collaboratively formulated with stakeholders.

These steps ensure that stakeholders influence and share control over the decisions that are made. While the World Bank fully supports and advocates consultation and listening especially with the poor and disadvantaged, it does not equate this with participation. Instead, the Bank recognises that consultation and listening are essential prerequisites for participation.

Typology	CHARACTERISTIC OF EACH TYPE
Passive participation	People participate by being told what is going to happen or has already happened. This is a unilateral announcement by an administration or project management without listening to people's responses. The information being shared belongs only to external professionals.
Participation in information giving	People participates by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, since the findings are neither shared nor checked for accuracy.
Participation by consultation	People participate by being consulted and external agents listen to their views. These external agents define both problems and solutions, and modify these in light of responses. Such a consultative process does not concede any share in decision-making and professionals are under no obligation to take on board people's views.
Participation for material incentives	People participate by providing resources – for example, labour – in return for food, cash or other material incentives. Much on farm research falls in to this category, since farmers provide the fields but are not involved in experimentation or the process of learning. It is common to view this as participation, yet people have no stake in prolonging activities when the incentives end.
Functional participation	People participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organization. Such involvement does not tend to be at early stages of project cycles or planning, but rather after major decisions have been made.
Interactive participation	People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use systematic and structured learning processes. These groups take control over local decisions and people have a stake in maintaining structures and practices.
Self-mobilization	People participate by taking initiatives independently of external institutions in order to change systems. They develop contacts with external institutions for the resources and technical advice they need, but retain control over how resources are used.

A typology of Participation. Source: Pretty, 1994; adapted from Adnan et al, 1992 (Whiteside, 1998, p.83)

From the above typologies, it can be inferred that two scenarios depict the South African situation namely: participation in information giving and consultation. In Participation in information giving, people participate by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, since the findings are neither shared nor checked for accuracy. In participation by consultation people participate by being consulted and external agents listen to their views. These external agents define both problems and solutions, and modify these in light of responses. Such a consultative process does not concede any share in decision-making and professionals are under no obligation to take on board people's views.

The establishment of the Comtask by the South African Government was as a need by government to overhaul the communications machinery after 1994. According to the Comtask report, findings were framed within the context of the new constitutional democracy, the political imperatives of social and economic development and also seeking to reflect the thinking and best communication practices of successful democracies in the developed and developing world.

The post 1994 government's communications efforts adopted development communications as a means to reach out to the public. The by-product of this effort was the establishment of Multi Purpose Community centres and Izimbizo. These MPCC's are seen to be primary vehicles for the implementation of development communication. They are regarded as one stop centres where government offers services and information about government programmes to the local communities.

2.4 Understanding communication within a rural context

Hennie Swanepoel and Frik De Beer literature is of importance in understanding what needs to be done in empowering women in policy matters. It is in this instance that land policies are said to be of fundamental importance to sustainable growth, good governance and the well being of and

the economic opportunities open to rural communities. Questions to ask is how effective have efforts by government to communicate land policy been as well as what was the role of government, government officials and communities in facilitating effective participation in land policy issues? Swanepoel and De Beer (1996, p.7) aptly state that “we tend to approach communication with little care”. The authors contend that there is a need to remember that communication is not simply the delivery of messages or the mere transferral of information from one person to another. Communication they argue, “ is about convincing people to share our point of view”.

Salmen (1987, p.44) also puts communication at the fore when he contends that the people of a community need to be seen as a group distinct from and not always represented by their own leadership. Salmen contends that understanding communication and promotion are needed at both community and leadership levels. This means that it is necessary first to understand the concerns of the beneficiaries, then to alleviate them if possible by sound project design (based on these concerns), and then to promote acceptance.

What seems an answer to this ever-growing discontent on matters of policies is a new way of communicating to broaden the participation of the public in land policy matters. It is in this instance that literature on Jürgen Habermas’ new way of thinking that involves the inclusiveness of people in the decision-making process will be interrogated. Habermas suggests that to revitalise the communicative infrastructure of everyday life, it is imperative to be critical of ideologies that restrict communication. Thus one might ask if the South African government’s ideology restrict communication. Why does the public always find reason not to agree with every evolutionary change as propagated by the new government? It is argued that this will require a look at the deeper processes by which the underlying consensus is formed.

Habermas contends that there is a need to rethink and change power relations to promote the intelligence of democracy. This line of thought calls for the need to investigate inherent communication challenges that face government in order for the research to advocate a model solution in this

regard. These challenges include among others, strengthening rural government communications on land issues, promotion of rural women participation in land policy issues, briefing sessions by officials on progress and/or problems and the need to communicate with all in rural communities.
The challenge of unequal access to the means of receiving and imparting information is a communication disease inherent in rural communities. This is made possible by the remote location of individual communities in a rural setting.

Seedat (2004) sheds some insight into a number of cases that were brought before the High Court for consideration whether laws were invalid because the public had not sufficiently participated in their drafting. This was in view of the fact that section 59(1) of the Constitution requires that the National Assembly "facilitate the involvement of the public in legislative and other processes of the assembly. Thorp's literature is reviewed as it deals with access to land in South Africa from a rural perspective. It is along this notion that Desai's (1995, p.47) assertion seems to be true when he maintains that community participation is a right where people have a right to participate in decision-making which directly affects their living conditions. It can be inferred that it is through this participation that will afford government some means to achieve better project results and better living conditions for the communities. The author argues that since people themselves know best what they need, what they want and what they can afford, only close co-operation between authorities and community can result in projects which satisfy both the community and the authorities.

The notion of co-operation was also emphasised by Whiteside's (1998, p. 82-84) who also maintains that although participation is increasingly seen as a panacea for many of the intractable problems of rural development, in practice the situation is more complicated with participation meaning different things to different people.

CHAPTER 3

3.1 Research Methodology

This chapter focused on the research design and procedures used in this study. Backstrom C.H and Hursh-Cesar G. (1981, p.3) contends that the search for new knowledge is not intended to manipulate the citizenry. The authors maintain that in a democratic society where the desires of the people are the test of acceptable public policy, a continuous flow of information about themselves will enable people to make more enlightened judgements about that policy and to better communicate their desires and reactions to the decision makers. Equally so as Karl Deutsch (1966, p.x) aptly states that "new notions, ideas and ways of thinking may serve many tasks. They may give us a more coherent picture of the world, ease the transfer of older knowledge or habits to new fields, reduce anxiety, and set curiosity temporarily at rest". The analysis of data received from the survey indicates that government should do more in terms of facilitating rural communication in matters of land policies.

Denscombe, M. (2003, p3) maintains that putting together a piece of good research is not something that can be done by slavishly following a set of edicts about what is right and wrong. The author maintains that in practice, the social researcher is faced with a variety of options and alternatives and has to make strategic decisions about which to choose. To this effect, each choice brings with it a set of assumptions about the social world it investigates. According to Denscombe (2003), the crucial thing for good research is that the choices are reasonable and that they are made explicit as part of any research. To this effect, key decisions about the strategy and methods to be used were taken before the research begins.

This study was conducted in two villages in the North West Province and Gauteng. Mmakau is a rural community in the North West Province and is situated 40 kilometres west of Pretoria's central business area. Initially and prior to 01 March 2006 local government elections, Majaneng rural community was in the North West Province until recently when it was

incorporated into Gauteng Province. Majaneng is situated 70 kilometres north of Pretoria. The target group of the survey is both men and women over the age of eighteen of the respective communities. According to Statistics South Africa, the most spoken language in the North West Province is Setswana (2001 census) spoken by 2.4 million. This is followed by Afrikaans, isiXhosa and Sesotho with Tshivenda being the least spoken. As mentioned earlier, the two villages were chosen in terms of their proximity to the National office of the Department of Land Affairs and also due to resource constraints in terms of time, money and personnel.

The research design is in a sense, in line with guidelines provided by Backstrom and Hursh-Cesar (1981, p.37) who maintain that the purpose of the research design is to test the hypothesis for the purposes of contributing towards understanding communication challenges in rural settlements. The strategy embraced the quantitative aspects of research methodology whereby the survey method is utilised. According to John Cresswell (1994, p117) citing Fowler (1988) in "a survey design provides a quantitative or numeric description of some fraction of the population-the sample-through the data collection process of asking questions of people. This data collection, in turn, enables a researcher to generalise the findings from a sample of responses to a population".

The questionnaire was used as a research tool and the researcher was the primary instrument for analysis and data collection. The questionnaire used contained 33 items and the majority were Likert-like items based on a scale from 1-5 with 5 being strongly disagree and 1 being strongly agreed This was due to the fact that some questions required the use of scaled response alternatives for the respondent to consider. According to Rea and Parker (1992) the Likert scale works particularly well in the context of a series of questions that seek to elicit attitudinal information about one specific subject matter.

All information used in this report was solicited from the questionnaire data and the questionnaire was developed by the Researcher. This involved

fieldwork where the researcher physically went to the people to conduct interviews. The research was conducted in the preferred languages of the respondents. Two assistants from both Provinces for data collection assisted the Researcher. These assistants knew the two areas very well and were employed on a part-time basis and were thoroughly briefed and trained by the researcher on the ethics involved in research. The purpose of training was to outline the skills required for approaching the respondents and to familiarise them with the various sections of the questionnaire.

3.2 Ethical considerations

The researcher's ethics were addressed by the following guidelines as articulated by Creswell (1994, p.165) to protect the informants' rights:

- Research objectives were articulated verbally and in writing so that they are clearly understood by the informants including a description of how data will be used.
- Informants were informed of all data collection devices and activities.
- Verbatim transcriptions and written interpretations were made available to the informants.
- Anonymity was guaranteed.
- Setswana, the language understood by the informants, was used in soliciting answers to the questions of the survey. English was also used to help participant understand the interpretation of questions.

Zikmund (1997, p.64) maintains that in most research situations, three parties are involved: the researcher, the sponsoring client (user) and the respondent (subject). The interaction of each of these parties with one or both of the other two parties identifies a series of ethical questions. Zikmund maintains that ethical questions are philosophical questions with no general agreement among philosophers about the answers to such questions. However, the author asserts that the rights and obligations of individuals are generally dictated by the norms of society. It is thus maintained that for each of the

subject's rights there is a corresponding obligation on the part of the researcher.

In this study, the Researcher used the following checklist (next page) as provided by Descombe (2003) to avoid "starting on a path that ultimately gets nowhere".

Researcher's checklist

Key decisions about social research	
Issue	***Factors to be considered.***
Relevance	Is the research significant in relation to current issues in society.
Feasibility	Is there sufficient time for the design of the research, collection of data and analysis of results?
Coverage	Will the questions cover the full range of issues?
Accuracy	Will the data be precise and detailed?
Objectivity	Can the Researcher avoid being biased because of own personal values, beliefs and background?
Ethics	Can the Researcher avoid any deception or misrepresentation when dealing with the research subjects?
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Research questions centred on the establishment of consensus through communication and participation in matters of policies within rural settlements. The first question is who should facilitate the empowerment of citizens in terms of capacity to understand any legislative initiative embarked upon by government. What methods of communication should be used to empower citizens to comprehend legislative implications afforded by any other policy initiative? What policy model will best suit the policy process within the rural context?

3.3 Sampling and Pilot Testing

Prior to the actual research, a field trip was undertaken to determine the sample size for the study. Pilot testing was conducted before administering the actual questionnaire. This was done in order to determine the relevance and comprehension of survey questions. Individuals were selected randomly through the identification of every third house in both communities. The sample population was delineated into stratified random samples using gender characteristic of women and men of both communities of Mmakau and Majaneng. Resources constraints in terms of time, money and personnel dictated that a sample population of 100 (50 per community) is studied on both communities, which are adjacent to each other, and both utilising Pretoria as their central business district. Both villages are rural in character. The sampling frame was developed from a pool of inhabitants of both villages using information solicited from Statistics SA. To this effect, primary data was collected in its original form from the field.

The target group studied are those affected by government communications in matters of land policies and are residents of both villages. The target group of the survey is both men and women from the age group of eighteen and upwards in accordance with the South African government legislation that permits individuals from this age group (18years) as legally fit to enter into any contractual obligation. Although the research was geared at the women population of Mmakau and Majaneng, interviews were extended to adult males within the two areas to further validate the assumption made in the research problem.

3.4 Data collection

Data collection and analysis was done from March to April 2006 using the assistance of six volunteers. A stipend of R150-00 per assistant was borne by the Researcher. The duration and completion of the survey included between ten to twenty minute interviews over two weekends. Data was organised categorically and continually recorded and coded. Its compilation was by

hand where questionnaires were sorted into two piles – men and women. Data sought through interviews, which is most efficiently obtained from the people themselves, are on people's informational level and perceptions on government communications on policy implementation issues. The method of statistical analysis was used to analyse data recorded. This enabled the researcher to do a comparative analysis of data collected on the two communities and make generalisations.

3.5 Reliability and Validity of survey data

According to Mark Litwin (1995, p.1), good surveys yield critical information and provide important windows into the heart of the topic of interest. This statement is upheld due to the fact that Researchers agree that in any data collection, there is the likelihood of errors occurring. Litwin (1995) maintains that error in survey research comprises two components. Firstly there is random error which is the unpredictable error that occurs in all research. The author argues that it may be caused by different factors but is affected primarily by sampling techniques. To lower the chance of random error, the author maintains that one could select a larger and more representative sample. The author concedes that increasing the sample increases the cost of the study and sometimes, it is often neither practical nor feasible simply to expand the sample. Instead, statistics are used to calculate the probability that a particular result is due to random error. It is therefore necessary to set the limit so that, should that probability fall below the limit, the null hypothesis can then be rejected and inferences drawn about the sample population.

Reliability is a statistical measure of how reproducible the survey instrument's data are (Litwin, 1995). The test-retest reliability is the most commonly used indicator of survey. It is measured by having the same set of respondents complete a survey at two different points in time to see how stable the responses are. Accordingly, correlation coefficients or ***r***-values are then calculated to compare the two sets. Litwin maintains that in general, ***r*** –values are considered good if they equal or exceed 0.70. Internal consistency is another indicator of how well the different items measure the same issue. It is

measured by calculating a statistic known as Cronbach's coefficient alpha. Smith, Thorpe and Lowe (1991, p.122) maintain that ideally, tests for validity and reliability should be made at the pilot stage of an investigation. The Researcher concedes to an error of commission in this regard mainly due to resources constraints in terms of time, money and personnel.

3.6 Testing the hypothesis.

Yeomans (1968, p.68) maintains that the presentation and description of numerical data supply evidence about the situation faced and it is therefore necessary to ascertain whether these facts are derived from sample surveys or full investigations. These sentiments are also expressed by Connolly T.G and Sluckin W. (1971, p117) who also maintain that the task of a science is to explain the phenomena which lie in the sphere of its interest. In sample surveys, Yeomans K.A. (1968) gives caution to Researchers to make certain reservations about the precision of the results because random sampling variation is a factor to be taken into account. The author maintains that an explanation may start with a guess and this guess is a hypothesis. It is argued that in order to know whether a particular hypothesis is right or wrong, there is then a need to test it against observed facts (Yeomans, 1968). This should be done in such a way as to gain independent evidence in favour of or against the hypothesis.

In this study, the Researcher hypothesised that:

- Rural women of Mmakau and Majaneng in the North West Province (Majaneng now in Gauteng) did not understand land policy issues.
- Both communities expected government communications to be reliable and responsive to their needs.
- Both communities perceived government communications in policy matters not to be reliable and responsive to their needs.

CHAPTER 4

4.1 Analysis of research data

This chapter deals with the processing and analysis of the research findings. To this effect, William Zikmund (1997, p.57) maintains that analysis is the application of logic to understand and interpret the data that have been collected about the subject. It is in this chapter that a discussion is held on the importance of the notion of accuracy, purposeful organisation of data and evaluation in the processing and analysis of research data. Steps in the processing of data are explained as advocated by Backstrom and Hursh-Cesar (1981). The authors maintain that data processing is not merely tacked onto the end of the survey but instead, data processing requirements are planned from the beginning as an integral part of the survey. The authors argue that since data from the field can be regarded as raw, this means that data must be checked and transformed into a usable form.

In this study, Majaneng and Mmakau respondents were asked to rank their responses to the questions according to the Likert scale format. Raw data was turned into numerical representations that allowed the execution of statistical analysis on the aggregated data. Once the coding of data was completed, what followed were the manual counting, sorting and comparison of responses received. The responses were turned into a series of numbers for capture for further statistical analysis. It is in this instance that statistics were used to summarise sample data and linking the sample by inference to the population used. The original data was reviewed to check incorrectly assigned codes. The analysis of data was set to elicit solutions to the research problem, research questions and assumptions raised in the study.

The presentation of research results outlined trends in answers given to questions and provided evidence that supported and/or refuted the assumption made. It is in this instance that the following research questions were unpacked for answers: What are key challenges for government to communicate land policy issues? Are the communities of both Mmakau and

Majaneng involved or not interested in land policy issues? How effective have efforts by government to communicate land policy been? What is the role of government, government officials and communities in facilitating effective participation in land policy issues? Earlier in the study, it was mentioned that the target groups of the survey were both men and women between the age of 18-50 of both respective communities.

The following descriptive statistics was used in the analysis of data:

4.2 Measures of central tendency

Louis Rea and Richard Parker (1992) maintain that it is frequently informative to present measures of central tendency (for example, mean, median and mode) and dispersion (standard deviation) in order to further describe and summarise the data being presented in the table. According to Vesselo I.R. (1962, p.194) statistical evidence helps us to decide on a course of action which is most likely to succeed and to allow a reasonable margin of error, depending on the cost of failure. However, the author cautions that measurements of any sort are subject to error depending on the power of the instruments being used. The author emphasises the need to examine the data, to know about its sources, the method of measurement, the degree of accuracy and the margin of error (Vesselo, 1962).

In this study, the researcher made use of the mean to describe trends in the data received. The mean was predominantly used to test the hypothesis and is defined as the sum of the individual scores in a distribution divided by the number of scores (Backstrom and Hursh-Cesar, 1981). By the same token, Pierre Weber (1968, p 1) maintains that the arithmetic mean represents the typical value in a series of individual values with all other values being merely deviations from the mean. In this study, the mean was used for ordinal variables to determine whether relationships exist between communication expectations and perception variables.

Some of the variables within the questionnaire were geared at testing the hypothesis that both communities expect government communications to be reliable and responsive to their needs. Other variables were geared at testing the hypothesis that both communities perceive government communications in policy matters not to be reliable and responsive to their needs.

Dividing variables into those that call for the rejection of the hypothesis that communities expect government communications to be reliable and responsive to their needs and those that lean toward the acceptance of the hypothesis allowed systematic analysis. Responses on only five variables propagated the rejection of the hypothesis. The two-sample test report indicates that, this is in the following areas related to communication expectations of respondents from government communication:

- In expectations of respondents from government to communicate the impact of policy decisions to all its citizens, the mean score for Majaneng (GP) and Mmakau (NW) was 1.98. and 2.34 respectively. This meant that Majaneng respondents were in agreement that they expected government to communicate the impact of policy decisions to all its citizens.
- The GP respondents from Majaneng (2.08) were less optimistic in terms of their expectations from government officials holding public meetings to explain policy decisions to citizens. This was contrary to NW responses with a mean of 1.56 indicating more responses in expecting government officials to hold public meetings to explain policy decisions to citizens.
- The variable of communication expectations that government officials should give attention to community needs yielded the mean score of 2.46 for GP and 2.54 for NW respectively. This meant that both sample populations did not believe that government officials gave attention to community needs.
- The notion that communities expected government to understand their specific needs had a mean of 2.42 for GP and 2.6 for NW. This meant that the NW and GP respondents did not expect government to understand their needs.

It is evident from the descriptive analysis of the two test samples that the decision to reject the hypothesis could either be attributed to the misunderstanding of the instruction by respondents when answering the questions. What was required was the indication of their expectations from government communication in terms of the specified attributes. The majority of strongly disagree, as an answer in their communication expectations from government is an indication of flaw in the research instrument being used in this regard.

On the reliability on government communication to always give feedback on policy matters, the GP mean was 2.5 compared to 3.04 for NW. This meant that more of GP respondents strongly agreed that they expected government to always give feedback on policy matters while the majority from NW did not agree. The same anomalous response was depicted by the expectation on the reliability on two-way communication practice by government officials. GP recorded a mean score of 2.4 with NW recording 3.04. The notion of not understanding the instruction when answering can be an attribute. It can therefore be inferred that the reliability of the research instrument was not positive in this regard.

With regard to perceptions on government communication, the hypothesis that both communities perceive government communications in policy matters not to be reliable and responsive to their needs is rejected. This was rejected by responses on the responsiveness variable of government officials' capability to hold public meetings to explain policy decisions to citizens. The GP mean is recorded as 3.12 with NW as 1.74. This means that more of NW responses agree that public meetings are held by government officials to explain policy decisions to citizens. During data collection in NW, most of the respondents when probed further in this regard alluded that they obtain briefings from their political representatives. The decision to accept the hypotheses was evident in most of the responses as depicted in Table 3 included in the report. The hypothesis that rural women of Mmakau and Majaneng in the North West Province (Majaneng now in Gauteng) do not understand land policy issues was evidenced by the

statistics received. The notion that government officials held public meetings to explain land policy decisions to citizens yielded the mean score of 3.12 for GP and 1.74 for NW. This meant that more respondents from NW responded positively as opposed to GP respondents. In this regard, findings are backed by the responses received regarding the respondents' sources of information. Respondents were asked about who facilitates community meetings and how often? Of note was that 21 of the 50 respondents from GP said they never held meetings with 7 of the 50 respondents from NW concurring.

However, 24 of the 50 GP respondents maintain that a councillor facilitated these meetings as opposed to 4 of the 50 respondents from NW. While 56 respondents of both samples said they did participate in government driven Izimbizo as a form of community interaction, 44 respondents from combined samples said they do not participate. This is a cause for concern that warrants further investigation. Although 62 of the respondents from combined samples said they sometimes held community meetings with NW tallying 41 and 21 respondents for GP respectively, the reliability of the research instrument was doubtful as it did not solicit or probe further into the actual frequencies of these meetings. Only 2 of the 50 respondents from NW said government officials facilitated community meetings.

Regarding the quality of information on land related issues, respondents were asked their source and 48 respondents from the combined samples said their traditional authority was responsible for that exercise. About 38 of the 50 respondents from NW attested to that while only 10 of the 50 respondents from GP concurred. Of the total sample population from both NW and GP, 37 respondents said they never solicited information about land issues with 53 saying they sometimes seek information. While 53 of the 100 respondents maintain that they are not familiar with the South African Land Policy Act as opposed to 47 respondents, this refutes the notion that the initial 30 workshops held during the drafting of this legislation was definitely out of bounce for the majority of the population. Media reach is very crucial in effective policy making and governance. According to Roumeen Islam as

cited in World Bank Institute of Development Studies (2002, p.16) reach refers to audience in terms of how much access do people have to the print, electronic, or broadcast media. The author maintains that the effect that the media have on society depends to a large extent on who they reach. Television viewers do not have to be literate, but they do need costly equipment, technology, and electricity (p.18). This puts television beyond the reach of many people in developing countries. On the other hand, radio broadcasting is cheaper, does not require electricity and can be transmitted to remote areas to people who do not know how to read. In the words of Stromberg as cited by Islam in WBI Development Studies (2002, p.18), radio can break rural isolation.

Research results have shown that both NW and GP respondents did rely on both television and newspapers for information. 60 of the 100 respondents from both sample populations relied on television for government information while 20 respondents use radio and only 18 respondents relied on newspapers. The decline in newspapers as a source for government information can be attributed to the high unemployment rate experienced by both sample populations. The communication task team mooted the importance of public infrastructure in broadcasting and telecommunications. It was in this instance that a closely co-ordinated strategy to extend the available infrastructure was advocated with a need to use effectively, the existing public infrastructure such as post offices and libraries. It is without doubt that the majority of the South African rural communities are predominantly inaccessible to the current politics of the day. It is in this instance that government should exploit radio as a medium of choice to reach its rural citizens.

Table 2 adapted from Islam (2002) as cited in WBI, indicates the diversity of penetration and circulation rates among countries at different income levels. Information depicted by the table shows that high income countries such as Denmark, Japan and the United States have high levels of media penetration while Chad, Ethiopia and Zambia all with low income have different media penetration. Botswana and Thailand have similar levels of GNP per capita but

differ in the distribution of television sets. South Africa and China, the latter, with a low level of GNP per capita but a high distribution of television sets and media penetration shows the same disparity. Islam (2002) maintains that on average, residents of industrial countries are more than 25 times more likely to receive a daily newspaper than residents in African countries.

Within the South African rural context, only a few will manage to receive a daily newspaper due to the proximity of most rural areas. Unemployment is an economic obstacle to the many lives of communities in most of the rural areas. While it is argued that the acquisition of a radio requires minimum investment, it will be interesting to note how many of the rural households are in possession of this mode of communication. Viral communication has it that within the South African Broadcasting radio channel, Thobela FM is widely listened to around 23h00 due to its actuality programmes. Topics under discussion at that time slot permeate various human discourses. In an article by Colin Browne, Editor of electronic Government (April 2006), a theory has been bandied about over the past several years concerning the potential for low cost devices to give poor communities the same access to information as the more affluent enjoy.

According to Browne, Nicholas Negroponte and the acclaimed Massachusetts Institute of Technology (MIT) developed a $100 laptop computer late in 2005, which it aims to distribute through a non-profit organisation called One Laptop Per Child (OLPC) in early 2007. The goal according to Negroponte is for governments to pay roughly $100 each for the laptops and distribute them for free to students, recognising that although $100 may offer real value for money to governments, it is still too high a price for the poorest people on the planet. According to Negroponte, initially OLPC was in discussions with five countries – South Africa, Brazil, China, Thailand and Egypt – to distribute up to 15 million test systems to children. Browne maintains that the State Information Technology Agency (SITA) has denied that it has committed to purchasing the devices. Browne maintains that whether there is anything to the OLPC device remains to be seen. He contends that until shipments start to happen and roll outs are underway, the

project remains nothing more than a concept. He however concludes by saying that if there is any substance behind this dream, there is real potential to provide computer-based learning to all school children in South Africa.

It is in this instance that the World Bank (1996) maintains that getting the participation of the poor involves a lot more than finding the right technique. The Banks contends that participation of the poor requires the strengthening of the organisational and financial capacities of the poor so that they can act for themselves. It is from this notion that the Bank, in search for ways to build local capacity, thought in terms of a continuum along which the poor can be progressively empowered. On the one end of the continuum the Bank argues, the poor are viewed as beneficiaries-recipients of services, resources and development interventions. It is maintained that it is in this context that for example, community organising and training is often appropriate. The Bank maintains that as the capacity of poor people is strengthened and their voices begin to be heard, they become “clients” capable of demanding goods and services.

The far end of the continuum is reached when according to the Bank; the poor rural people become the owners and managers of their assets and activities. The conclusion reached by the Bank in participation discourse was that the more people are involved upstream in the planning and decision making process, the more they are likely to own a development intervention, contribute to it and sustain it. The World Bank acknowledges constraints that exist at the policy level that impinges on the rights of people to organise, access information, engage in contracts, own and manage assets and participates fully as members of civil society. The Bank maintains that efforts are needed to create an enabling policy environment that allows all stakeholders especially the poor and disadvantaged to influence and share control over development initiatives and the decisions and resources, which affect them.

Islam maintains that government policies can also improve media access. Removing barriers to entry for new media enterprises, such as licensing

requirements, would be a first step. It is argued that investment in infrastructure and appropriate regulation that ensures access to infrastructure can go a long way toward increasing the reach of the media. What then is needed from government is the encouragement of rural communities to establish rural community radio stations in multitudes.

The economic spin-offs can not be underestimated as definitely, rural women will be empowered and encouraged to venture into journalism. It should be remembered that except during long public holidays, rural women are constantly taking care of their households while their husbands are toiling in the urban centres throughout the country. There could be a need to undertake an audit of rural households that do not have this basic mode of communication. A typical radio at entry level in terms of pricing could be less than R50 -00 which could be compared to an average price of a T-Shirt at around R80 -00.

Table 2: Media Penetration Diversity, Selected Countries

Country	*Number of Televisions/ 1000 people, 1999*	*Newspaper Circulation/ 1000 people, 1996*	*GNP per capita, Average 1994-98 (US$ thousands)*
Bolivia	118	55	2,143
Botswana	21	27	5,486
Chad	1	1	898
China	292	42	2,644
Denmark	772	311	21,376
Ethiopia	6	2	573
Germany	580	311	19,536
India	75	27	1,882
Japan	719	580	20,952
Korea, Republic of	361	394	12,333
Malawi	3	3	614
South Africa	128	30	7,943
Syrian Arab Republic	67	20	3,041
Thailand	279	65	5,541
United States	854	212	28,567
Zambia	145	14	659

Source: Adapted from WBIS (2002) Newspaper circulation: UNESCO (1999); television numbers: International Telecommunications Union database (http: / / www.itu.int / ITU-D / ict / publications / world / world.html) and "World Telecommunications Development Report" (http: / / www.itu.int / ITU-D / ict / publications / wtdr_02 / index.html

The following table depicts daily newspaper circulation in Gauteng and North West Provinces.

Table 3:NEWSPAPER CIRCULATION IN GP AND NW

Source: AMPS 2005A6
- Main
Weight: Population
Table - All Respondents
Units : 1000's

		Total	Gauteng	North-West
Total	***Audience(000)***	30,656	6,043	2,517
	Resps	12,408	3,108	744
	%Col	100	100	100
	%Row	100	19.7	8.2
	Index	100	100	100
Business Day	***Audience(000)***	*96	**44	**4
	Resps	70	37	3
	%Col	0.3	0.7	0.2
	%Row	100	45.3	4.5
	Index	100	229.6	55.3
The Citizen	***Audience(000)***	368	261	**21
	Resps	223	169	9
	%Col	1.2	4.3	0.9
	%Row	100	70.9	5.8
	Index	100	359.9	71
Daily Sun	***Audience(000)***	3,444	1,530	478
	Resps	1,281	617	158
	%Col	11.2	25.3	19
	%Row	100	44.4	13.9
	Index	100	225.4	169.1
Pretoria News	***Audience(000)***	*119	*97	**16
	Resps	65	56	5
	%Col	0.4	1.6	0.6
	%Row	100	81.4	13.5
	Index	100	413.1	164.9
Sowetan	***Audience(000)***	1,640	683	*255
	Resps	504	248	76
	%Col	5.3	11.3	10.1
	%Row	100	41.7	15.6
	Index	100	211.3	189.6
The Star	***Audience(000)***	535	394	**30
	Resps	333	282	16
	%Col	1.7	6.5	1.2
	%Row	100	73.7	5.6
	Index	100	373.8	68.6

Source: AMPS 2005A6. Newsclip

Although the research did not ask respondents which radio stations and newspapers were used as sources for government information, respondents confirmed in their responses that these channels are often used.

CHAPTER 5

RESEARCH FINDINGS

Research results outlined trends in answers given to questions and provided evidence that supported and refuted some of the assumptions made.

Research questions

5.1 Key challenges for government to communicate land policy issues

The findings also revealed that most of the respondents do not participate in government Izimbizo as a vehicle for government and community interaction. Respondents from NW indicated that their traditional authority was their source of information regarding land issues with many from GP relying on their respective councillors. There was an imbalance of responses from both sample populations regarding their familiarity with the South African Land Policy Act. Many respondents from NW said that they were not familiar with the Act with almost an equal number from GP who said on the affirmative.

Research questions were phrased to elicit citizens' expectations and perceptions of government communications on matters of land policies. These questions included the following:

What is the role of government and government officials in communicating land policy matters?

In this regard, different responses were received from respondents of the two localities.

5.2 Community involvement in land policy issues

The majority of the respondents were in agreement that they expected government to communicate the impact of land policy decisions to all of its citizens.

Regarding perception on government communications, more positive NW respondents were received with a few from GP. This means that more respondents feel that government is creating a two-way platform to engage

with communities. This was supported by the fact that most respondents, especially from NW who maintain that officials from government hold public meetings to impart and explain land policy decisions.

5.3 Effectiveness of government to communicate land policy

How effective have efforts by government to communicate land policy been was a question asked to respondents. What came out from the study is that some key challenges for government to communicate land policy issues need urgent attention. The overall analysis of citizen participation in matters of land policies indicates that there is a need to advance participation of rural women in this regard.

5.4 The role of government and officials in facilitating participation in policy issues

The findings of the study indicate that not all respondents from the sample population are knowledgeable about land policy issues. The study revealed that some of the respondents have knowledge about the Land ACT. Results of the study also indicate that government is perceived as unreliable and responsive to the needs of respondents. However, the research findings indicate that respondents expect government communications to be responsive and reliable to community needs.

Sources of information

Regarding the medium or channel for government information, the research findings revealed that television was the most utilised channel followed by radio. Newspapers were a source of information mostly in GP respondents.

5.5 Appropriate government communication model

The DLA's Land Policy programme has since its inception been under enormous pressures to conclude its work within the stipulated time frames. It was only realised later that the magnitude of its task and the enormous

challenges it is faced with had been underestimated. Research findings show that communication with communities is at an apathetic state. Only a few from the sample population are conversant with the DLA's Land Policy issues.

The Restitution Commission always had problems in attracting the best staff and is persistently being plagued with a high staff turnover. This is due to the fact that its life span is until 2005. In 2004 only 390 out of 511 funded posts were occupied. This problem was alleviated when the deadline for settling claims was extended from 2005 to 2008 and contracts were extended to 2008 with the option of full-time employment in the Department of Land Affairs. The commission has since created another 280 posts and is currently filling them. This does not solve the high turnover of staff as some do not want to be absorbed on a fulltime basis due to their decrease in income once being permanent. Currently, those employed receive about 30% percentage more on their salaries by virtue of being contract employees.

Among South Africa's achievements of the first decade of democracy was to lay a very solid foundation for the implementation of the land and agrarian reform programme, despite a long history of major land dispossession and denial of land rights to the black majority. The development of the policy and legislative framework took some time to accomplish because it was important to ensure that land reform would be implemented within a well planned environment and in a sustainable manner.

5.6 Lessons learned about future government communication on land policy

The findings of the study therefore call for a need for further research with regard to effective rural government communications in matters of land policies. The communication strategy must be integrated and well planned to inform, educate and involve all target groups on a continuous basis.

CHAPTER 6

6.1 Discussion of government communication options

In an article by Nicole Wood (2005, p.56), the author maintains that promises of land reform made by South Africa's first democratically elected leaders remain largely unfulfilled. The consequence of which is that South Africa's landless poor are becoming increasingly impatient and have begun resorting to violence in order to have their voices heard. Does violence enable voices to be heard? Within the South African context, the answer seems to be on the affirmative. Government has the tendency to respond only when there are violent protests around policy implementation. Current discontent in policy implementation decisions suggests the trend. It is therefore necessary by government to create a holistic enabling environment for voices to be heard.

The study indicates a need from government to redress the unequal access of information by rural communities due to their remote and sometimes inaccessible locations. The onus therefore lies with the Department of Land Affairs to start looking at harnessing the will and aspirations of rural communities in matters of policies. The influence of traditional authorities cannot be underestimated. It is therefore imperative that government utilises its influence with respective communities to the fullest.

The World Bank concedes that achieving consensus and reconciling key stakeholder differences is not always easy as it may entail risks such as generating or aggravating conflicts among groups with competing interests and priorities. Accordingly, the World Bank asserts that dealing with conflict often requires an understanding of the underlying societal interests inhibiting consensus and putting into place mechanisms for dispute resolution and negotiation.

In Chapter 2 mention was made by Whiteside (1988) that participation in policy matters may have different interpretation by the people involved.

The author highlighted the following interpretation in as far as participation is concerned:

- **Passive participation**

In this instance, it is alleged that people participate by being told what is going to happen or has already happened. This is a unilateral announcement by an administration or project management without listening to people's responses. Information being shared belongs only to external professionals.

- **Participation in information giving**

People participates by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. People do not have the opportunity to influence proceedings, since the findings are neither shared nor checked for accuracy.

- **Participation by consultation**

People participate by being consulted and external agents listen to their views. These external agents define both problems and solutions, and modify these in light of responses. Such a consultative process does not concede any share in decision-making and professionals are under no obligation to take on board people's views.

- **Participation for material incentives**

People participate by providing resources – for example, labour – in return for food, cash or other material incentives. Much on farm research falls in to this category, since farmers provide the fields but are not involved in the process of learning or experimentation. It is common to view this as participation, yet people have no stake in prolonging activities when the incentives end.

- **Functional participation**

People participate by forming groups to meet predetermined objectives related to the project, which can involve the development or promotion of externally initiated social organisation. Such involvement does not tend to be at early stages of project cycles or planning, but rather after major decisions have been made. These institutions tend to be independent upon external initiators and facilitators but may become self-dependent.

- **Interactive participation**

People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use systematic and structured learning processes. These groups take control over local decisions and people have a stake in maintaining structures and practices.

- **Self-mobilisation**

People participate by taking initiatives independently of external institutions in order to change systems. They develop contacts with external institutions for the resources and technical advice they need, but retain control over how resources are used. Such self-initiation mobilisation and collective action may or may not challenge existing inequitable distributions of wealth and power.
Given the outlined typologies, it seems appropriate to advocate the adoption of a hybrid kind of model. Combining participation in information giving, participation by consultation and interactive participation, there could be hope in the effectiveness of the policy implementation process. It is true that policy implementation process may be hard to manage if quick win solutions are the intended outcomes. The latest discontent by various inhabitants of different municipalities is true testimony of quick win solutions without carefully orchestrated communication initiatives. Citizens ought to have a voice in the

distribution of resources needless to say that in the final analysis, they are the beneficiaries of the intended development.

The World Bank maintains that knowledge builds capacity and capacity building, in turn leads to growth, security and empowerment of the poor. The Bank also contends that the ability of a society to solve problems and innovate is the key to sustainable development. According to DLA, the second decade of democracy is about fast tracking the implementation of land and agrarian reform. According to one senior official from the department, “land reform will become more explicit about eradicating poverty and underdevelopment, about ensuring it contributes to the transformation of the second economy through partnerships with a thriving first economy”.

Hyden (1992) also contends that development becomes sustainable if it is owned and generated by people working together supports this notion. He maintains that “the ultimate end of governance is the realignment and management of relations between the state and citizens with the view to enhancing the public realm”.

According to Whiteside’s interpretation, in participation in information giving people participates by answering questions posed by extractive researchers using questionnaire surveys or similar approaches. In participation by consultation, people participate by being consulted and external agents listen to their views. These external agents define both problems and solutions, and modify these in light of responses. Lastly in interactive participation People participate in joint analysis, which leads to action plans and the formation of new local institutions or the strengthening of existing ones. It tends to involve interdisciplinary methodologies that seek multiple perspectives and make use systematic and structured learning processes. These groups take control over local decisions and people have a stake in maintaining structures and practices.

While the advocated participation model is an ideal, it is worth mentioning that two modes of participation have some shortcomings. This according to Whiteside who maintain that in participation by consultation the people do not

have the opportunity to influence proceedings, since the findings are neither shared nor checked for accuracy. The same is said of participation in information giving where people do not have the opportunity to influence proceedings, since the findings are neither shared nor checked for accuracy.

The advocated participation model lends itself in the contemporary stakeholder management discourse that clearly depicts the differences in communication between stakeholders and the general public. The implementation of government's policy decisions is advocated in good faith. However, changing long held beliefs and attitudes may not be an overnight process. It is without doubt that government has to embark on a concrete process of managing stakeholders' commitment. This means that the process of commitment re-engineering should be embarked upon in earnest and the sooner, the better. The outcome of this noble initiative will be to solicit stakeholder support in whatever choices policy makers would have undertaken.

The risk of not engaging stakeholders appropriately cannot be under-estimated. Key opinion leaders may simply not participate as desired. It is therefore necessary to develop a clear plan of stakeholder commitment that will engage all parties. Embedded within the plan should be the notion of risk assessment and the ability to figure out what quid pro quos are there for bargaining.

Malcom Anderson (2005) provides the following as tools for managing Stakeholder commitment:

- Change Impact mapping

According to Anderson, this is a method of understanding where the fallout of the change you are driving is likely to fall and warrants the need to figure out which you need to consider avoiding risk of failure.

- Friend and foe analysis

According to Anderson, this tool enables the understanding of relative positions of key individuals and groups in relation to the sought after commitment thus facilitating planning for effective stakeholder management.

- Influence mapping

This refers to a process for refining the range of stakeholder management activity and ensuring that limited targeted efforts reach all the key players.

- Seamless Communications

Framework for planning effective and efficient communications throughout a change project.

- Engagement Process

The nuts and bolts of initiating the relationship with stakeholders with a view to pro-actively managing them in relation to a project. This includes defining baseline positioning, communications preferences and hot buttons.

- Commitment Management

The core ongoing process of ensuring that early work with stakeholders is reinforced and that their support is there when you need it. Resultantly this involves elements of planning and implementation.

According to Anderson, it is possible to manage stakeholder commitment given the right tools and skills. It is argued that it is of importance to understand that to get it right requires an awareness of nuance and subtlety of language. Words are both friend and the enemy of stakeholder manager. To obtain and maintain consent requires careful engineering, managing the language and perception given the fact that everyone's perception is a reality. “You have to treat stakeholders like customers, and if you have to change their minds, you must do so slowly and subtly ensuring that they believe their what’s in it for me (WIIFMs) are being satisfied by your strategies” (Anderson, 2005).

It is therefore evident from Anderson's exposition that stakeholder commitment management can also be critical to policy implementation success. The key step is defining critical stakeholders where they sit in relation to the problem. This means identifying allies and enemies and

defining their WIIFMs. There is therefore a need to communicate the alignment of their goals and yours to obtain their buy-in, built their commitment and ultimately develop advocates. From the author's exposition, It is clear that public institutions have a responsibility towards their clients and should therefore adapt to constantly changing environmental influences. It is therefore imperative that these institutions together with people working in them strive to create an enabling environment in which the public can continue to flourish.

Effective rural communication can be applied with great success if community aspirations and government's intentions are communicated in two directional milieus. This means that there should be willingness in both government and communities to create a context where dialogue can be fostered for effective service delivery. It is in this regard that communication planning by government should entail an analysis of the external environment in which service delivery is earmarked. This should be followed by clear understanding of communication opportunities, risks and threats likely to be manifest in the identified area of service delivery within the rural context. Proactive strategic rural communication plans should be developed to help manage communication issues emanating from the communities with clear cut communication objectives in place.

The notion of citizen participation in matters of policy implementation is better articulated by Lawrence F. Salmen's (1987, p. 1-8) real life experience. The author was assigned by the World Bank to spend some time living among the people whose lives were affected by two World Bank supported urban development projects in Latin America. As a neighbour and participant in community life, Salmen gained insights that helped bring about significant improvements toward the intended development projects. These sentiments were shared by Shahid Husain then the Vice President: Operations Policy of the World Bank who maintained that integrating policies and plans with people's priorities and perspectives help bring about processes of sustained development.

In the first decade of its existence the commission was severely under-funded, considering the magnitude of its task, with less than R2 billion available for land purchases. This has since been remedied with more than R10 billion made available for finalising claims, but the bulk of this allocation will go towards buying land. In 2004 the ANC led government resolved that the next decade of freedom in South Africa will focus on two core objectives: creating jobs and rolling back poverty. In this, especially for the millions of rural poor, land reform will play a leading role.

The government has taken on board the criticism expressed at the National Land Summit and will now begin to deal with the issues raised in a detailed manner. New policies will be formulated through interaction with all stakeholders, including communities, other government departments and organised agriculture. The Department of Land Affairs has committed itself to forging these partnerships -- as well as increasing co-operation with other government departments – to be able to play its vital part in achieving a better life for all.

The Vice President argued that “directed listening leads to support for the kinds of change that have meaning to the people who are expected to benefit from projects” (Salmen, 1987, p.1). The method advocated was called participant observer that according to Salmen is an anthropological technique whereby a trained observer gains insight from personal involvement in a social setting.

The post 1994 government communication effort saw the adoption of development communication as a means of reaching out to the public. The World Bank (WB) defines development communication as “the integration of strategic communication in development projects. It involves creating mechanisms to broaden public access to information on reforms; strengthening clients’ ability to listen to their constituencies and negotiate with stakeholders; empowering grassroots organisations to achieve a more participatory process; and undertaking communications activities that are grounded in public opinion research”.

According to the WB, meaningful communication is about “getting information out to particular audiences, listening to their feedback, and responding appropriately”. It is argued that the idea in this regard is to build consensus through raising public understanding and generating well-informed dialogue among stakeholders. Within the South African government context, there is harmony in the definition of development communication where it is defined as “communication which takes into account the needs of society, the developmental goals of government and general empowerment of the citizenry” (GCIS, 2000, P.16). According to GCIS, this mode of communication was mooted against the backdrop of a challenge to infuse an appreciation of government communication as a strategic element of service delivery. The by-products of this effort were the establishment of Multi-Purpose Community Centres and Izimbizo.

While these centres have been established in various parts of the country, the researcher, while on duty, undertook a field trip to these establishments. The rationale was to assess their impact to communities in terms of the dissemination of information. Two provinces namely Limpopo and the Free State were visited and a worrying experience was the result. Instead of leveraging these institutions, what emanated was the fact that government information in the form of pamphlets is literary dumped at these centres. Only a selected few of these centres have departmental “satellite” offices in these centres. The idea within the design of these structures was that occasionally, government officials from respective departments will visit the areas with the intention of facilitating face to face interaction with the communities. This was ideal given the literacy level within rural communities. The Researcher argues that MPCC’s visited in rural communities of the two provinces, not all of them are utilised effectively.

The WB stresses the importance of stakeholder involvement. In their paper Masud Mozammel and Barbara Zatlokal (World Bank, p.3) introduced Poverty Reduction Strategy Programme (PRSP) as a process that is ‘country-driven’, encourages broad public participation and debate and seeks

to create a high degree of ownership among various stakeholders. The authors maintain that the process is also 'partnership oriented', encouraging co-ordinated participation by all development partners. It is argued that that both these aspects of PRSP deal with inclusion and expression whereby inclusion brings stakeholders into the process and expression solicits stakeholders' views and opinions about the most important development issues they face.

The authors ask how one ensures genuine participation. They contend that the strategic use of communication tools can help ensure this process of inclusion by sharing knowledge and ideas and by enhancing the potential for informed debate and feedback at all levels of society. The authors maintain that participation relies on accurate, consistent and continuous communication that provokes response and encourages debate.

Mozammel and Zatlokal maintain that strategic communication is much more than merely disseminating information to people to inform them. They argue that strategic communication is the active solicitation of their perspective to help consider options to shape the formulation of policy, ensuring that the mechanisms are in place for a two-way flow of information and to build consensus among stakeholders about the development agenda. Within the South African context, it can be argued that government through the Izimbizo strives to facilitate participation as espoused by Mozammel and Zatlokal. However, it should be noted that these Izimbizo come only three times in a year. These are the Presidential, Ministerial and Local government Izimbizo. What is needed is a perennial period of Izimbizo that can only be facilitated by the deployment of communication cadres in the remotest areas of the country.

To facilitate a two-way flow of information, Mozammel and Zatlokal maintain that it is necessary to take into account both internal and external factors that influence communication. They argue that internal factors include various human aspects such as culture, psychology, behaviour and attitudes while external factors include various technological or non-technological vehicles such as print and broadcast media, information and communications

technology (ICT), folk media, and interpersonal, face to face or group communication.

In an edition of Umrabulo (1998, p.9-10) an ANC platform for debating issues, a discussion paper advocated a developmental state that prioritises the interests of those who are in need of development – the poor and disadvantaged. It is argued that mass involvement in policy formulation should derive from a vibrant political organisation. The paper advocated a style of work on the part of legislative bodies and state institutions, which encourages input by civil society. It is argued that legislative public hearings, road-shows, consultation and partnership with interest groups, multi-purpose community centres, effective government communications, vibrant media supportive of transformation should afford CBOs, NGOs, communities and individual citizens the opportunity to take part in or influence the formulation and implementation of policy.

The democratised South Africa has an urgent need to develop a systematic approach to rural communication for sustainable development. Colleen du Toit (1995, p. 611) as cited in Fitzgerald, Mc Lennan and Munslow (1995) maintains that a conception of sustainable development which is found on vital notions of process, knowledge building and social learning must also incorporate information and communication as essential overarching elements. The author contends that if the implementation of development is to include integrated policy, planning and social learning processes founded on the full support of the people, then it will be necessary to create and institutionalise good information [and communication] practices at all levels of society. This means from government right through to the local community level. According to Mike Muller (1995, p.458) also cited in Fitzgerald, Mc Lennan and Munslow (1995), the concept of information is closely linked to communication since information can be regarded as facts or opinions about the world which can be communicated to others. Muller contends that in complex human organisations and societies the lack of adequate communication is often identified as a major source of problems and delays.

In February, 2006 in his State of the Nation Address (SONA), the President of South Africa, Thabo Mbeki, acknowledged that through a survey conducted by GCIS, there are still challenges that must be confronted head-on by government. Among the challenges, the President said that the people of South Africa expect government to move faster to address the challenges of poverty, underdevelopment and marginalisation confronting those caught within the Second Economy, to ensure that the poor also share in the country's growing prosperity. The governing party elaborated on the notion of a dual economy by characterising the second economy as: "The first and second Economies in our country are separated from each other by a structural fault. … Accordingly, what we now have is the reality … of a "mainly informal, marginalised, unskilled economy, populated by the unemployed and those unemployable in the formal sector". The second economy is caught in a "poverty trap". It is therefore unable to generate the internal savings that would enable it to achieve the high rates of investment it needs. Accordingly, on its own, it is unable to attain rates of growth that would ultimately end its condition of underdevelopment." (ANC Today, Volume 4, No. 47, 26 November-2 December 2004).

This is in line with a call by Nelson Mandela made in 1994 when he said "we must, constrained by and yet regardless of the accumulated effect of our historical burdens, seize the time to define for ourselves what we want to make of our shared destiny"(SONA, 2006). It is within this space of thinking that Thabo Mbeki reaffirmed the state's commitment to play a central role in land reform programme thereby further contributing to the empowerment of the poor, especially in rural areas.

du Toit (1995) asserts that if the central objective of sustainable, people driven development is to increase the capacity of people, communities and institutions, then information and communication systems are crucially important. The author is of the opinion that for people to participate effectively in development processes, they need to own the vision, which is enshrined in the development plan. It is asserted that with the world-wide move towards an

information culture, it is now possible for individuals and their organisations to have much clearer perceptions of development plans and what they themselves can do to bring these plans to fruition. The South African rural landscape in terms of proximity and communication infrastructure development does not lend a helping hand in this regard.

Stiglitz (2004, p. 21) maintains that one of the most determinants of the pace of growth is, for developed countries, the investment in research, and for less developed countries, efforts at closing the knowledge gap between themselves and more developed countries. One of the key aspects of the idea of development is the distribution and interventionist role of the state in mediating between the notions of freedom and equality. It is therefore often argued that the notion of development has some strong political and socio-economic connotations. This assertion blends with Stiglitz's assertion that information for both the economy and the political process can be a subject of intense political debate. A desirable state of affairs is that the state should foster an environment of citizen participation in the political arena and has limited intervention in the regulation of the economy of the country.

To this effect, development in South Africa has been accepted as a national objective aimed at alleviating and uplifting living standards especially of the previously disadvantaged communities. The entrenchment of human rights in civil society is both a condition and objective of development. According to Turok, B (1999), this view is supported by the United Nations' criteria on the Right to Development which include the living conditions of people, the conditions in which they work equal access to resources and the degree of participation in development. Turok is of the opinion that this notion of the right to development is the right to have a voice in and share control over the economic environment. Until such time that the information gap between rural and urban communities is minimised to a large extent, there is no way in which rural communities will have an opportunity to "seize the time to define for themselves what they want to make of our shared destiny".

Stiglitz argues that a government that operates in secrecy and making it impossible for citizens to make informed opinions about policies that are critical to their lives weakens accountability and the quality of decision making. This perception is of vital importance for it postulates that decision making without citizen involvement is a futile exercise in that it would have no blessing and thus no acceptance by the people to which decisions are intended.

The majority of the South African rural population is handicapped by illiteracy and this aspect provides a formidable challenge for meaningful public participation within the democratic political arena. A number of South African citizens simply alienate themselves not by exclusion but by their laxity and carefree attitudes toward government politics. This is evident during the period of elections. Participatory structures have been established but there is minimal participation by the majority of the population.

The challenge then rests with government to enhance and encourage communities, especially rural communities to take full charge of their political destiny. This can be done through an introspection of the machinery of the current government communication system. It is true that open and responsive rural communications and consultative processes are vital for effective public policy development and gaining public support for decisions being made. This requires that government explains, communicates and gets feedback from rural communities. This will be a partnership approach at work.

CHAPTER 7

7. Recommendations

In general and within the South African context, rural communities face many barriers in many instances that prevent them from having real stakes in development activities. These communities tend to be generally poor and are located in remote and impoverished areas of the country. In most instances, women and children make up a large proportion of the poor.

The purpose of the study was to examine the extent to which the knowledge, skills, education and capacity constraints experienced by the community of Mmakau and Majaneng in terms of land policy issues. This was done in the mist of challenges facing government communication in the implementation of land policies. The presentation of research results provided evidence that supported the assumption made that a people-driven communication approach by government will lead to improved participation by rural women in Mmakau and Majaneng in land policy matters

It can be inferred that there are key challenges for government to communicate land policy issues to rural communities. It is in this instance that the following research statement surfaced that, it is not correct to infer that the communities of both Mmakau and Majaneng are not interested in land policy issues. These communities are deprived of information due to the fact that there is less effectiveness from government effort to communicate land policy. The role of government, government officials and communities in facilitating effective participation in land policy issues should be attended to as a matter of urgency.

7.1 DLA Communication strategy

The Department of Land Affairs has after 11 years of existence delivered thousands of hectares of land to South African citizens. However, the public in this regard least knows progress made.

During the National Land Summit held in July 2005, Civil Society identified the need for an inclusive review of land reform with the view of accelerating the pace of delivery. Subsequently, the Department has developed the New Strategic Framework that incorporates recommendations made during the Land Summit. However, many South African citizens are still not aware that the Department has progressed considerably in addressing those recommendations.

The following recommendations stand:

7.2 Toward a new rural communications system

While the intent of government is to redress the inequalities of the past on land issues, it seems land policies are not communicated well in South Africa. The quest by government to reduce poverty and unemployment by half and thus contribute to the 6% growth in the economy is a formidable challenge to bring typical rural communities on board. This calls for an Integrated Marketing and Communication strategy that will be inclusive of rural communities.

The research sought to verify the hypothesis that rural women of Mmakau and Majaneng in the North West Province do not understand land policy issues because of poor government communications. To redress the situation, the research assumed that a people-driven communication approach by government will lead to improved participation by rural communities in Mmakau and Majaneng in land policy matters. The findings seem to suggest a need for immediate attention from government communications perspective to revisit the Comtask 2000 report and revamp it to be more inclusive of rural communication.

7.3 Selection of government communication options

Evidence from research statistics showed a need to fast track citizen participation in matters of land policies. In terms of the challenge of strengthening rural government communications on land issues, there is a

need to build and strengthen partnership with all within rural communities. The communication model opted in this study is an integrated one that used available strategies used elsewhere in the communication for development discourse. It is therefore recommended that:

- The challenge of promoting rural women participation in land policy issues calls for an intensive rural stakeholder campaign that will not only empower but also establish relationships with government on matters of land policies

- The challenge of facilitating briefing sessions by officials on progress and/or problems can be addressed through the application of participant observer, a technique whereby trained observers gain insight from personal involvement in a social setting within respective communities.

- The challenge to communicate with all in rural communities can be articulated through education and participation by all using radio as a channel of communication. The South African government should begin soliciting funding partnership to acquire and distribute state-funded radios to rural areas. After all T-shirts are distributed on massive scales whenever there is a campaign held by any of the government departments. Councilors from respective rural areas could be tasked to co-ordinate this exercise.

- The challenge of unequal access to the means of receiving and imparting information is made possible by the remote location of individual communities in a rural setting. Councillors and government officials should actively extend a helping hand in facilitating government information dissemination on land related issues to rural communities on a sustainable basis. A proportionate number of communication officials, as per the number of municipalities and district offices, should be budgeted for and deployed. Newspapers as per Table 3 should be utilised to the fullest in order to capitalise on their statistical reach in communities of both provinces.

- Strategic rural communication could be applied with great success if community aspirations and government's policy intentions were communicated in two directional milieus. This means that there should be willingness from both government and rural communities to create a context where dialogue can be fostered for effective service delivery. Combining participation in information giving, consultation and interactive participation can facilitate this dialogue. The communication planning by government should entail an analysis of the external environment in which service delivery is earmarked. This should be followed by clear understanding of communication opportunities, risks and threats likely to be manifest in the identified area of service delivery within the rural context.

- To communicate government's Land Policy Act, the South African government specifically DLA should embark on a sustainable out–reach programme during Izimbizo. This should involve communication with rural communities on a massive scale. Councillors and government Officials should be seen extending a helping hand in facilitating government information dissemination on land related issues to rural communities on a sustainable basis. This should be done within a strategic context with clear-cut communication objectives. Communication messages should be crafted for specific target groups on a sustainable basis. It is only when rural communities are brought into the communication loop that discontent in land related policy issues will be managed accordingly.

- The South African Government and SITA undertake research to validate the feasibility of Nicholas Negroponte and the Massachusetts Institute of Technology's (MIT) $100 laptop computer late in 2005, which it aims to distribute through engagement with OLPC. This undertaking could turn the tide of illiteracy among the rural communities.

- The circle below constructed for this research depicts the notion that engaging rural communities in the communication of policy matters should be in a circular mode where continuous interaction is not compromised.

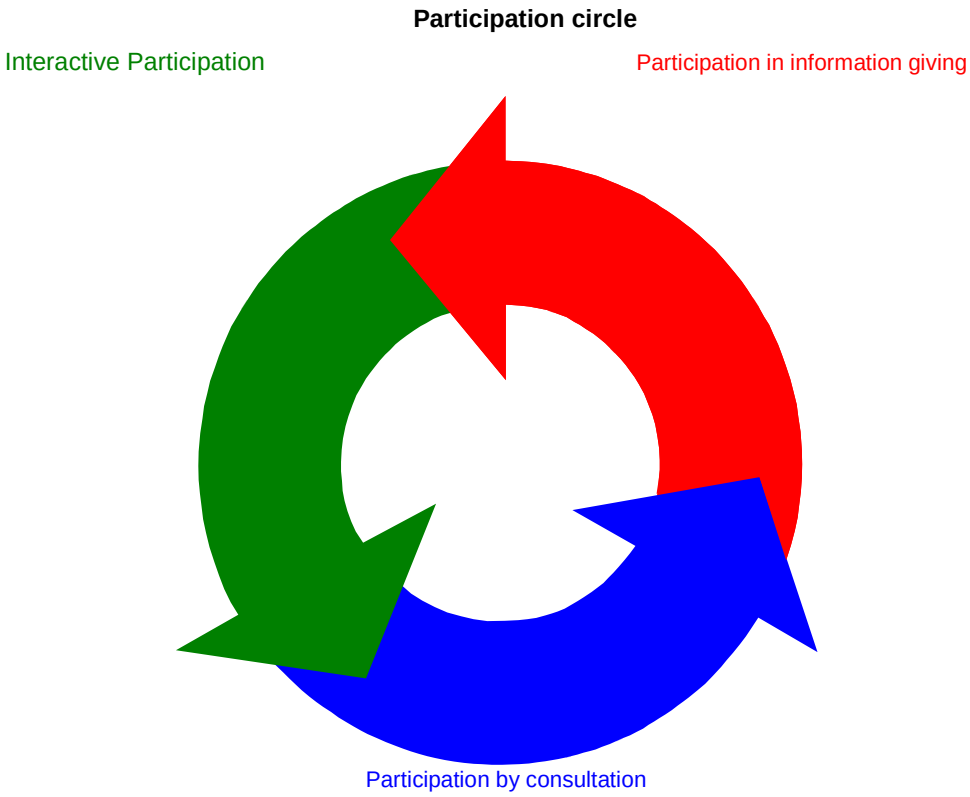


Figure 1. Participation circle. Source: Current Majaneng/Mmakau Research.

Apart from Izimbizo, there is an urgent need from government to embark on a communication system that will provide for the establishment of a country-wide network which provides every rural citizen with government information that will enable them to live and control their lives. Proactive strategic rural communication plans should be developed to help manage communication issues emanating from the communities with clear cut communication objectives in place. While public institutions have a responsibility towards their clients, they should therefore adapt to constantly changing environmental influences. It is therefore imperative that these institutions together with people working in them strive to create an enabling environment in which the public can continue to flourish.

Rural communication can be enhanced through the utilisation of the existing MPCC structures. According to GCIS (2005) through the GCIS regional offices, a strong government presence has been developed at local community level, especially at the 65 operational MPCCs nationwide (as at June 2004).

GCIS (2005) argues that MPCCs provide access to and awareness about government information and services. Operational MPCCs are intended as a base for programmes and information campaigns, *Izimbizo*, roadshows, distribution campaigns and community meetings. The DLA can take advantage of these structures to reach the rural communities.

Advantages of MPCCs

- It is a strategic access point, which is well known in the community.
- It is a place where communities gather and where the questions they ask about government programmes can be documented and reported to relevant service providers
- A place to generate frequently asked questions and appropriate answers.
- Given that the GCIS has established a local database at every MPCC, the relevant and affected role-players in each community are known and consultation and participation processes are so much easier and more inclusive.
- MPCCs offer places for continuity and aftercare, and are instrumental in letting communities know that government is there to serve.
- MPCCs are gateways' to wider networks, contact points and have become strategic hubs of reaching to the most remote part of districts.

Getting the participation of the rural poor in the mainstream economy can go a long way towards contributing in the Accelerated Shared Growth Initiative of South Africa (ASGISA). This will be in line with the President's call during the SONA (February, 2006) that the state should play a more central role in the land reform programme's contribution to the empowerment of the poor,

especially in the rural areas. It is only when the poor are empowered that we can say that they have indeed seized the time to define for themselves what they want making of the country's shared destiny. It can be argued that the current constraints on the progress of the land reform programme hinges on limited staff capacity and inadequate institutional infrastructure. The most pressing constraint is the limited budget and as such, the Department of Land Affairs will have to increase its funding and staff capacity to meet the demands of the land reform and restitution process.

CONCLUSION

The objective of the study was to investigate challenges that face government communications in the implementation of land policies. An articulation of the research problem, research questions and assumption was made as a base for the investigation that ensued. While the intent of government is to redress the inequalities of the past on land issues, the research reveals that land policies are not communicated well in South Africa. The research further sought to test hypotheses that firstly, rural women of Mmakau and Majaneng in the North West Province do not understand land policy issues because of poor government communications. Secondly both communities expect government communications to be reliable and responsive to their needs and lastly that both communities perceive government communications in policy matters not to be reliable and responsive to their needs. The research finds that a people-driven communication approach by government will lead to improved participation by rural women in Mmakau and Majaneng in land policy matters.

The research sought information to determine whether the language used or the communication of information about land policy issues makes it challenging for government to communicate land policy issues. This was done through the formulation of a hypothesis and related research questions. The descriptive analysis of data generated through the use of NCSS software package concludes that there is a need for further research with regard to effective rural communication. While the focus of the research was on empowerment of communities in matters of policy, it provides lessons to be learned and a model solution toward addressing the challenges of government communications in the implementation of land policy issues. In addition, the research highlights a need by government to afford citizens an opportunity to participate in land policy matters. The research will benefit political decision-makers, public servants and researchers.

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ANNEXURES

11 Tureluur Street
Birch Acres Ext. 5
Kempton Park
1619
03 March 2006

The Secretary
Mmakau Traditional Authority
Mmakau Village
North West Province

Dear Sir/Madam

Request to conduct an academic research within Mmakau area.

The writer hereof is a student at the Wits School of Public and Development Management. As a student, I am obliged to conduct a research project as part of the requirements towards the fulfilment of the Masters in Management Degree.

A humble request is therefore extended for permission to be granted to conduct a survey within your locality. The topic of my research is: The challenges of government communications in the implementation of land policies. I promise confidentiality to all respondents and copies of the research results will be made available should your office so wish. The survey should be conducted during March 2006 and the exact dates will be confirmed once permission has been granted. It is envisaged that the respondents will comprise members of your office, local councillors, teachers, business people, church elders and local citizens.

I am looking forward to your favourable and timely response.
Yours truly

Marothi Ramahuta
Student Number: 0314316D
012 312 8483 (work) 011 976 4585 (home) 082 577 5636

11 Tureluur Street
Birch acres Ext. 5
Kempton Park
1619
03 March 2006

The Secretary
Majaneng Traditional Authority
Gauteng Province

Dear Sir/Madam

Request to conduct an academic research within Mmakau area.

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I am looking forward to your favourable and timely response.

Yours truly

Marothi Ramahuta
Student Number: 0314316D
Contact Details : 012 312 8483 (work)
011 976 4585 (home) 082 577 5636

QUESTIONNAIRES. 01 MARCH 2006

Location: _____ PROVINCE:_____ Date:_____

Dear Sir/Madam

Thank you for agreeing to complete this questionnaire which is part of a research for academic purposes. The research focuses on the challenges of government communication in the implementation of policy decisions. Your responses will be treated as confidential and your anonymity will be assured at all times.

SECTION A

Name: ----------

Address: ----------

Telephone: ----------

Demographic Data

Please mark with an **X** in the appropriate space

Gender.

Male	
Female	

Age Category

18 - 29	
30 - 39	
40 - 49	
50+	

Job category

Government	
Private Sector	
Own Business	
Unemployed	

Language spoken at home

Pedi	
Zulu	
Venda	
Tswana	
English	
Afrikaans	

Educational level

Primary _____

Secondary _____

Tertiary _____

Never attended school _____

SECTION B.

In this section please indicate a score on a scale of 1 – 5 with 5 being strongly disagree and 1 being strongly agree in both column A and B. In Column A your score indicate what you expect from government communication in matters of policy. In Column B your score indicate your perceptions on the actual communication you receive from government on matters of policy.

Questions have been categorised into two dimensions namely; Responsiveness and Reliability.

COMMUNICATION EXPECTATIONS

Please indicate a score on a scale of 1 – 5 with 5 being strongly disagree and 1 being strongly agree.

Column A.

RESPONSIVENESS

1.	It is expected Govt. to communicate the impact of land policy decisions.	
2.	It is expected Govt. to explains the impact of land policy decisions.	
3.	Got. Officials are expected to be willing to explain land policy decisions.	
4.	Govt. officials are expected to hold public meetings to explain land policy decisions.	
5.	Govt. officials are expected give attention to community needs.	
6.	Govt. is expected to understand specific needs of communities.	
7.	Govt. officials are expected to be knowledgeable to answer community questions.	

RELIABILITY

1)	Govt. is expected to be sincere in communicating land policy matters with communities.	
2)	It is expected that what Govt. communicates on land policy matters is sure happen.	
3)	Govt. officials are expected to listen to community problems.	
4)	It is expected that Govt. officials always give feedback on land policy matters.	
5)	Community expects two-way communication practice by Govt. officials.	
6)	The community relies on govt. officials for govt. Information.	

COMMUNICATION PERCEPTIONS

Please indicate a score on a scale of 1 – 5 with 5 being strongly disagree and 1 being strongly agree.

Column B.

RESPONSIVENESS

1.	Govt. communicates the impact of policy decisions.	
2.	Govt. explains the impact of policy decisions.	
3.	Govt. Officials are always willing to explain policy decisions.	
4.	Govt. Officials hold public meetings to explain policy decisions.	
5.	Govt. Officials give attention to community needs.	
6.	Govt. understands specific needs of communities.	
7.	Govt. Officials knowledgeable to answer community questions.	

RELIABILITY

1.	Govt. is sincere in communicating land policy matters with communities.	
2.	What Govt. communicates on land policy matters is sure happen.	
3.	Govt. Officials listen to community problems.	
4.	Feedback on land policy matters always given by Govt. officials.	
5.	There is a two-way communication practice by Govt. Officials.	
6.	The community relies on govt. Officials for govt. Information.	

SECTION C

SOURCES OF INFORMATION

1. Which medium and or channel do you rely on for government information?
    - TV _____
    - Radio _____
    - Newspapers _____
    - Other (specify)_____
2. Do you participate in government *Izimbizo*?

    YES _____

    NO _____
3. How often do you hold community meetings for government information sharing?

    Never _____

    Sometimes _____

    Always _____
4. Who facilitates these meetings?

    Councillor _____

    Traditional Authority _____

    Government Official _____

    Nobody _____

QUALITY OF INFORMATION

1. Where do you get information on Land issues?

    Councillor _____

    Traditional Authority _____

    Government Official _____

    Nobody _____
2. How often do you seek information on Land issues?

    Never _____

    Sometimes _____

    Always _____
3. Are you familiar with the South African Land Policy Act?

    YES _____

    NO _____

THANK YOU FOR YOUR TIME AND ASSISTANCE

Table: 1

RESEARCH DEMOGRAPHIC DATA ANALYSIS 01 MARCH 2006

Demographic Data

1. Gender.

	Mmakau	**:**	**Majaneng**	
Male	**26**		**20**	
Female	**24**		**30**	
	T= 50		**T=50**	**GT: 100**

2. Age Category

	Mmakau			**Majaneng**		
	F	**M**		**F**	**M**	
18 - 29	8	12	**= 20**	5	4	**= 9**
30 - 39	7	7	**= 14**	9	8	**= 17**
40 - 49	3	2	**= 5**	9	1	**= 10**
50+	6	5	**= 11**	7	7	**=14**
		GT	**50**			**50**

3. Job category

	Mmakau			**Majaneng**		
	F	**M**		**F**	**M**	
Government	4	2	= 6	3	1	**= 4**
Private Sector	0	1	= 1	7	4	**= 11**
Own Business	1	2	= 3	3	1	**= 4**
Unemployed	19	21	= 40	17	14	**= 31**
			50			**50**

4. Language spoken at home

	Mmakau			**Majaneng**		
	F	**M**		**F**	**M**	
Sotho	0	0	= 0	6	0	**= 6**
Pedi	0	1	= 1	8	5	**= 13**
Zulu	0	0	= 0	1	0	**= 1**
Venda	0	0	= 0	2	5	**= 7**
Tswana	24	25	= 49	13	10	**= 23**
English	0	0		0	0	
		GT	**50**			**50**

Source: Current Research: Mmakau/Majaneng

Table: 2

SOURCES OF INFORMATION

Medium and/ or channel for government information

	Mmakau	Majaneng
TV	M18 F18 **T 36**	6 18 **24**
Radio	M4 F4 **T 8**	6 6 **12**
Newspapers	M3 F1 **T 4**	8 6 **14**
Other (specify) Meeting	M1 F1 **T 2**	0 0 **0**

Do you participate in government *imbizos*?

	Mmakau	Majaneng
YES	M7 F10 **T 17**	8 19 **27**
NO	M19 F14 **T 33**	12 11 **23**

How often do you hold community meetings for government information sharing?

	Mmakau	Majaneng
Never	M2 F5 **T 7**	11 10 **21**
Sometimes	M23 F18 **T 41**	5 16 **21**
Always	M1 F1 **T 2**	4 4 **8**

Who facilitates these meetings?

	Mmakau	Majaneng
Councillor	M3 F1 **T 4**	7 17 **24**
Traditional Authority	M23 F21 **T 44**	1 5 **6**

Government Official	M0 F2 **T 2**	0 0 **0**
Nobody	M0 F0 **T 0**	12 8 **20**

QUALITY OF INFORMATION

Where do you get information on Land issues?

	Mmakau	Majaneng
Councillor	M1 F0 **T 1**	2 18 **20**
Traditional Authority	M20 F18 **T 38**	4 6 **10**
Government Official	M5 F6 **T 11**	3 0 **3**
Nobody	M0 F0 **T 0**	11 6 **17**

How often do you seek information on Land issues?

	Mmakau	Majaneng
Never	M10 F10 **T 20**	9 8 **17**
Sometimes	M14 F14 **T 28**	10 15 **25**
Always	M2 F0 **T 2**	1 7 **8**

Are you familiar with the South African Land Policy Act?

	Mmakau	Majaneng
YES	M11 F4 **T 15**	10 22 **32**
NO	M15 F20 **T 35**	10 8 **18**