

**IMPLEMENTATION OF LAND REFORM POLICY WITH SPECIAL  
REFERENCE TO THE CAPRICORN DISTRICT IN LIMPOPO  
PROVINCE OF SOUTH AFRICA**

**BY**

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**MINI-DISSERTATION SUBMITTED IN PARTIAL FULFILMENT OF  
THE REQUIREMENTS FOR THE DEGREE OF MASTERS IN  
PUBLIC ADMINISTRATION IN THE FACULTY OF MANAGEMENT  
AND LAW, TURFLOOP GRADUATE SCHOOL OF LEADERSHIP  
(TGSL)**

**AT**

**THE UNIVERSITY OF LIMPOPO**

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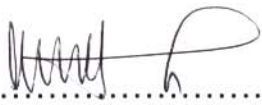
**COMPILED: JULY 2007**



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## DECLARATION

I, Matome Eric Machaka, hereby declare that this mini-dissertation submitted for the degree of Masters in Public Administration, has not previously been submitted by me for a degree at this or any other university, that it is my own work in design and execution, and that all material contained therein has been duly acknowledged.

Signed :  .....

Date : 24 April 2008 .....

## **ACKNOWLEDGEMENTS**

It is with great pleasure to sincerely express my utmost gratitude and appreciation to the Almighty for providing me with courage to complete this study.

Good and hard work obviously shows that there was positive contact with other people, who made it possible for me to achieve my goal.

Most importantly, I would like to be grateful to the people who gave me guidance during hard times. My deepest appreciation should go out to Professor D.R Thakhathi who guided me during the inception of my research.

I salute my supervisor, Professor M.H. Kanyane, for being patient and understanding in showing his great love, tolerance and trust in me through out my research. His academic knowledge and experience made me proud today.

My acknowledgements also go out to my co-workers, namely; Mafoko Malatji and Moroesi Mofokeng, who tirelessly assisted me throughout the completion of the task.

The whole process of putting together the research was tiresome. A warm encouragement and support from my wife, Kgomotso, and my beautiful children has been greatly awesome.

## **ABSTRACT**

During apartheid era, government had imposed discriminatory policies that resulted negatively on the lives of many black South Africans. Black people were forcefully removed from their rightful areas and further denied access to land. This created the imbalances in land ownership amongst South African citizens. When the last pillar of apartheid was demolished, the new government introduced a Land Reform policy to redress the imbalances of land ownership. The Land Reform policy aimed at improving the livelihood of its beneficiaries through sustainable, commercially viable projects that would result in increased income, job creation and poverty alleviation.

This study, conducted in the Capricorn District, showed that land reform related projects have not yet attained the objectives of the Land Reform policy, as there is a general indication that the quality of life has not yet improved. Farmers do not have the necessary infrastructure, no income, and lack of commitment on both farmers and officials. Much attention is still needed in order to upgrade the current situation on projects.

For the survival of beneficiaries, there is a need for a strategic partnership that would probably invest in the affected projects in order to revitalize them. A Project Management course is recommended for Land Reform policy implementers, and that should be coupled with the application of improved and acceptable business plans per each project. Monitoring and evaluation tools are imperative to follow up on the status of the projects. Alignment of all funding sources from various departments, which are aimed at uplifting the standard of life of the land reform beneficiaries, should form an integral part of the whole process of development.

Structured questionnaires and interviews were used to collect data. Qualitative and quantitative approaches were used to derive on the findings as outlined in Chapter four. Both approaches were carried out in order to strengthen the importance of the quality of life of land reform beneficiaries.

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# **CHAPTER ONE**

## **INTRODUCTION**

### **1.1 Background**

This study is based on the problems that are encountered in the actual implementation of the South African Land Reform Policy, especially post settlement. Provision of land to the landless has to be accompanied by post settlement support from the government. In essence, this chapter basically looks at the following aspects: Statement of the Problem, Motivation of the Study, Research Questions, aims of the study, Definition of Concepts, Hypothesis, and Outline of the study.

### **1.2 Statement of the Problem**

South Africa is not different to many countries in the world at large and in Africa in particular; land has been always a sensitive and emotional issue. The question of land ownership, land redistribution and land use arouse strong emotions. The historical background of conquest and dispossession of forced removals and racially skewed distribution of land resources have left a complex legacy that is difficult to unravel and transform. Statistically, land occupations and ownerships were unequally distributed; hence white people were owning and occupying 87% of land that was fertile as compared to blacks who occupied only 13% of marginalized land that cannot be utilized profitably for agricultural purposes. Poverty in this regard is eminent, hence, Chambers (1983:36) describes it (poverty) as the socio-economic phenomenon whereby the resources that are available to a society are used only to satisfy the wants of the few while the many do not have their basic needs met. In essence, land reform beneficiaries are poor as they are unable to meet their needs of farming enterprises.

Thus, the Department of Agriculture in Limpopo has responsibility of providing the necessary farmer support through Comprehensive Agricultural Support



Programme to the beneficiaries of land reform. The grant has been transferred by the national department to the province since 2004 and 2006 financial years, respectively, to assist farmers that were previously disadvantaged. It is therefore, expected of the department in particular, the Polokwane Local Municipality as the budget is held by the former to abide by the legal prescripts for effective land occupation and ownership.

At the present moment the implementation of Land Reform policy in Limpopo Province is facing difficulties. For the success of the policy, the land that has been given to the landless should operate successfully and profitably. Most of these lands are either not fully or completely not operational. Financial institutions such as Land Bank repossess some of the land because beneficiaries cannot service their loans, as their lands are not productive. Beneficiaries are not sufficiently assisted to kick-start and to become self-sufficient.

Despite the availability of support programmes that are in place to support specifically Land Reform beneficiaries for example, Comprehensive Agricultural Support Programme (CASP) and Micro-agricultural Financial Institutions of South Africa (MAFISA) lands remain unproductive. According to NERPO Annual report (2005/6:19), since farmers have a baseline resource such as land required for commercial production they still need substantial support in terms of acquiring basic farm infrastructure.

In the light of the above-mentioned, it is of critical importance to draw the problem statement as follows:

- Uncoordinated effort from the relevant government officials,
- Lack of needs identification on the part of beneficiaries,
- Lack of communication between relevant stakeholders.

### **1.3 Motivation of the Study**

The study has been motivated by the need of farmers who have benefited from

land reform policy to get as much assistance as possible to use their new farms profitably. This resulted in the introduction of supportive programmes that are currently not used efficiently to benefit land reform beneficiaries as expected. The implementation of the policy should be speeded up and committed staff should be tasked to implement. Financial support should be regarded as priority to help farmers as much as the financial support programmes such as CASP and MAFISA are currently available.

Since the government has given aspiring farmers land to farm, these beneficiaries of land reform are, unfortunately, unable to make use of these farms that they currently own. The motivation for the study is to analyse the implementation of the land reform policy so that recommendations could be made on how best the policy could be implemented.

The authority and expertise of the delegated officials to execute the delivery process of implementation of policy shall be tested. The determination of the beneficiaries of land reform's level satisfaction in terms of the support they expect to be provided forms part of the study investigation. Focus is also on the success of the implementation of the policy in terms of its ability to generate income, be able to alleviate poverty and improve even the current status of the affected farming communities to achieve the anticipated commercialisation status.

#### **1.4 Research Questions**

- Why does the implementation of Land Reform policy not produce productive and competent farmers?
- What makes the land reform beneficiaries unable to sustain their occupation of the new farms?
- Why are there no commitments on the side of the implementing agencies (extension officials and other stakeholders).

### 1.4.1 Objectives of the study

The objectives of the study are to:

- Examine the implementation drive of the Land Reform policy in Limpopo Province;
- Ascertain if the delegated or authorized staff has the necessary skills to implement the Land Reform policy; and
- Find mechanisms and strategies that can effectively implement the Land Reform policy in the department

### 1.5 Definition of Concepts

- **Blacks-** In this context, this term refers to Africans, coloureds and Indians (LRAD, 2000:6).
- **Farm-** In this context, it refers to a project and vice-versa.
- **Farmers-** In this context, it refers to land reform beneficiaries.
- **Implementation-** To make it happen (*Longman Advanced American Dictionary*, 2000).
- **Land reform-** It refers to the redistribution of property ownership in land or other rights of access to the use of land (Ellis, 1992:196).
- **Land reform policy-** Refers to a wide range of social changes involving the access of people to land, the ownership structure of land, the size structure of land holdings, and legal or contractual forms of land tenure (Ellis, 1992:9).
- **Land redistribution-** Acquiring of land through an act and providing development assistance on that land and security of tenure to occupiers of rural land belonging to someone (Strategic Plan 2004-2007:3).
- **Land restitution-** Providing land through an act as an equitable redress to persons or communities dispossessed of that land as a result of past racially discriminatory laws or practices (Strategic Plan 2004-2007:

- **Land tenure-** Providing for the upgrading of various forms of land tenure to ownership (Strategic Plan 2004-2007:3).
- **Poverty-** The socio-economic phenomenon whereby the resources that are available to a society are used only to satisfy the wants of the few, while the many do not have their basic needs met (Chambers, 1983:36).
- **Policy-** A way of doing something that has been officially agreed on and chosen by an organization (*Longman Advanced American Dictionary*, 2000).

### **1.6 Significance of the Study**

The study addresses the problems that beneficiaries of land reform are facing. They are unable to meet their dreams in terms of sustainability and becoming commercially viable. Shortcomings that hinder production on the farms will be thoroughly researched in order to normalize the situation in the farms owned by the previously disadvantaged communities. Land reform beneficiaries will be in a position to generate income and be able to sell their produce locally, nationally and internationally, as all the problems that impede their success would be well addressed.

### **1.7 Hypothesis**

The following hypothesis is tested empirically:

“Unless clear guidelines are followed, the implementation of the Land Reform Policy in the Limpopo Province will not be effective”

### **1.8 Outline of the Study**

The study is concerned with the plight of previously disadvantaged people who got the opportunity to own land through land redistribution programme. Different cases are reviewed from broad perspectives and various models of land reforms are discussed.

The study is made up of five chapters. After the introductory chapter (i.e.,

Chapter one), Chapter two discusses the concept of land reform and extract lessons acquired by other countries in the process of implementing their land reform programmes. This chapter also reviews South Africa's land reform programme. It further assesses the evolution of South Africa's land reform programme and its significance to the lives of beneficiaries.

Chapter three describes the research methodology, which culminates to data collection through the designed questionnaires. Chapter four presents the analysis of data and the findings of the investigation. Lastly, Chapter five presents conclusions and recommendations based on the findings.

## **9. Conclusion**

This chapter is an indication of a road map towards the successful completion of the study. The following chapter shall focus much on various literature reviews selected relevantly from different authors looking at land reform in different countries. Subsequent to that, data collection and its analysis shall provide possible solutions and recommendations that will render successful implementation of land reform policy. By 2014, land reform should be concluded and, therefore, this study is imperative to be undertaken to assist the government to deliver on its constitutional mandate to the previously disadvantaged blacks.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 Introduction**

Chapter one outlined the concepts such as the statement of the problem, motivation of the study, aims and the objectives, definition of concepts, the significance of the study and the conceptualisation of the research problem. In this chapter, the study shall review the theoretical background that underpins the various authors' literature review about the implementation of Land Reform policy in Limpopo Province, Capricorn District, in particular, the Polokwane local municipality.

Chapter two focuses mostly on various issues that are peculiar to the existence of land reform and its success. The discussion looks into the following: socio-economic and political objectives of land reform; the underlying principles of land reform; the South African perspective of land reform, international perspective of land reform which looks on the following countries; Zimbabwe's background of land reform; Namibia's land redistribution; Botswana's land reform; land ownership in Russia; Bangladesh's background of land reform; land ownership in China; Brazil's background of land reform and public perspective on service delivery; and all these are lastly accompanied by conclusion.

#### **2.2 Background**

##### **2.2.1 Capricorn District**

According to the *Constitution of the Republic of the South Africa, Act 1996*, Section (40), (1), "In the Republic, government is constituted as National, Provincial and local spheres of government which are distinctive, interdependent and interrelated". As such, the Limpopo Provincial government responded very well by initiating the establishment of local spheres of government. Limpopo Provincial government has established six municipal districts to facilitate delivery.

### 2.2.2 Locality of the district

The Capricorn District Municipality (CDM) is situated in the centre of the province, sharing its borders with five district municipalities, namely: Bohlabela (southeast), Mopani (east), Sekhukhune (south), Vhembe (north), and Waterberg (west). The district is situated at the core of economic development in the Limpopo Province, and it includes the capital of the Province, viz., the City of Polokwane. One national and various major provincial roads pass through the district municipal area, viz., the N1- National Road from Gauteng to Zimbabwe and to the rest of Africa, the P33/1 (r37) from Polokwane to Burgersfort/Lydenburg, the P94/1 (R521) from Polokwane to Alldays and Botswana and the P17/1 (R71) from Polokwane to Tzaneen and Phalaborwa. The Capricorn District covers an area of 16 970.30km<sup>2</sup> and has five local municipalities under its jurisdiction. Table A-1 given below indicates local municipalities in the CDM area and these local municipal areas cover.

**Table A-1: Local Municipalities in the CDM Area**

Local Municipality	Area ( km <sup>2</sup> )	No of wards	% of CDM
Aganang LM	1,852.22km <sup>2</sup>	18	10.9%
Blouberg LM	4,540.84km <sup>2</sup>	16	26.85%
Lepelle-Nkumpi	3,454.74km <sup>2</sup>	25	20.4%
Molemole LM	3,347.25km <sup>2</sup>	12	19%
Polokwane LM	3,775.21km <sup>2</sup>	35	22.25%
<b>Capricorn DM</b>	<b>16,970.30km<sup>2</sup></b>	<b>106 wards</b>	<b>100.0%</b>

CDM has approximately 547 settlements that are distributed as follows:

- 96 in Aganang;
- 138 in Blouberg;
- 109 in Lepelle-Nkumpi;
- 37 in Molemole; and
- 167 in Polokwane (CDM Final IDP, 2006/2007:7).

### 2.2.3 Demographics

The total population of CDM is estimated at 1 154 692. A total of 270 234 households live in the district municipal area and the average household size is six persons. The Polokwane municipal area is the most densely populated (1.28 people /ha) while the Blouberg municipal area is the least densely populated (0.28 people/ha. Table A-2 given below indicates the demographics of the area.

**Table A-2: Demographic figures for the CDM Area**

Municipality	Population (2001)	No. of Households	Average Households Size	% of District Population	Population Density (people/ha)
<b>Aganang</b>	147 682	32 185	4.59	12.79	0.71
Blouberg	161 322	33 939	4.75	13.97	0.28
Lepelle- Ngumpi	227 970	51 244	4.45	19.74	0.74
Molemole	109 441	27 889	3.92	9.48	0.36
Polokwane	508 277	124 977	4.07	44.02	1.28
<b>Capricorn /Total</b>	1 154 692	270 234	4.36	100	0.66

*(CDM Final IDP 2006/2007:7)*

### 2.2.4 Age and gender distribution

**Table A-3: Age Distribution by gender for CDM**

Category	Male	%	Female	%	Total	Percentage (%)
0-4	65 032	49.71	65 780	50.29	130 812	11.33
5-14	161 300	49.85	162 267	50.15	323 567	28.02
15-34	179 872	45.98	211 360	54.02	391 232	33.88



35-64	98.052	40.92	141 550	59.08	239 602	20.75
Over 65	22 541	32.44	46 938	67.56	69 479	6.02
<b>Total</b>	<b>526 797</b>		<b>627 895</b>		<b>1154692</b>	<b>-</b>
<b>Percentage (%)</b>	<b>45.62%</b>		<b>54.38%</b>		<b>100%</b>	<b>100</b>

Table A-3 given above indicates that the majority of population in the Capricorn District Municipality area is in the age group of 15-34 years, i.e., 33.88%. Females constitute a large number in the Capricorn District Municipality as compared to the number of males. Pensioners are far less in number than the rest of all the population (CDM Final IDP 2006/2007:8).

### 2.2.5 Level of education

**Table A-4: Education levels per Local Municipal Area**

Level of Education	Aganang	Blouberg	Lepelle-Nkumpi	Molemole	Polokwane	Total
No schooling	24941	38009	4462	23273	57436	188286
Primary	58365	62638	82350	38653	170676	412682
Secondary	34527	30016	49723	25375	127099	266740
Matric/Grade	8725	6626	17574	6668	68128	108 451
Tertiary	3372	3048	7560	3132	26628	43 740
Higher Degree	149	152	425	144	3120	3 981
Unspecified	17604	20834	25711	12195	54469	130 812
<b>Total</b>	<b>147 682</b>	<b>161 322</b>	<b>227 70</b>	<b>109 441</b>	<b>508 277</b>	<b>1 154692</b>

Table A-4 given above indicates the educational levels per Local Municipal Area. Over 25% of the population has no formal education at all and over 40% has only

a limited education of less than Grade 12. At most, there are very few people with higher degrees.

A substantial number of people have achieved tertiary level, even though the number cannot be compared with those who have undergone primary and secondary level and again those who have passed matric or standard ten as statistically the latter is substantially low (CDM Final IDP, 2006/2007:11).

**Table A-5: Employment statistics per local Municipal Area**

Category	Aganang	%	Bloubaerg	%	Lepelle-Nkumpi	%	Molemole	%	Polokwane	%
Employed Persons	8 698	5.89	10 420	6.46	19 327	8.48	16 227	14.83	93 768	18.45
Unemployed persons	13008	8.81	11 579	7.18	29 785	13.07	10 371	9.48	66 431	13.07
Not economically active	52.160	35.32	57 682	35.76	71 026	31.16	33 443	30.56	142 757	28.09
Not applicable	73 815	49.98	81 632	50.61	107 831	47.30	49 400	45.14	205 320	40.40
Total	147 682	100	161 323	100	227 970	100	109 441	100	508 277	100
Unemployment Rate		52.63		60.65		38.99		41.47		

Table A-5 given above indicates the employment statistics per local municipal area in the CDM. The unemployment level is the lowest in the Polokwane Local Municipality, as compared to other municipalities (CDM Final IDP, 2006/2007:14).

Capricorn is a district of infinite scenic beauty with a diversity of local economic development and investment opportunities in different sectors such as tourism, agriculture, mining and manufacturing. Despite relative poverty and unemployment, CDM is among the highest contributors to the provincial Gross Domestic Product and has a fairly reasonable infrastructure that can build a solid

foundation for economic development and growth. Most people in the CDM derive their income from the tourism industry and the informal sector. Many CDM households earn income from household spazas, hawking, or simple peddling, especially in small villages and townships. However, people in CDM are driven into this activity because of necessity, particularly women heading families. Adequate jobs to support everyone are in the formal sector and earning a living is for survival (CDM Final *IDP*, 2006/2007:20).

### **2.2.7 Agricultural activity**

Climatically, the Capricorn District is classified as semi-arid. The dominant veld types include Polokwane Plateau False Grassveld and Mixed Bushveld, which render the veld suitable for extensive cattle farming and the production of cut flowers, vegetables, tobacco and deciduous fruit. The Capricorn District has a number of irrigation regions, namely, the Polokwane South Region and the Mogwadi-Vivo Irrigation Region. These irrigation regions are highly suitable for the production of vegetables, tobacco, cotton and citrus. A major part of Capricorn's economy depends on agricultural development. Agriculture contributes significantly to the CDM's Annual Gross Domestic Product (CDM Final *IDP*, 2006/2007: 29).

The majority of Limpopo Department of Agriculture's (LDA) clients are Blacks existing within the following categories: the hungry and the vulnerable, communal and subsistence food producers, emerging farmers and entrepreneurs, as well as commercial farmers (Limpopo Department of Agriculture, Strategic Plan 2005 to 2006:24).

This study is the culmination of the South African government's legal prescripts on land reform. As enshrined in the *Constitution of the Republic of South Africa*, Act 1996, Section 25(4), the public's interest includes the nation's commitment to land reform, and to reforms to equitable access to all South Africa's natural resources. The focus of this research study is primarily on land redistribution.

Land redistribution has been instituted through the provision of Land and Assistance Act, 1993(Act 126 of 1993), as amended, which empowers the Minister of Agriculture and Land Affairs to acquire land and provide development assistance for the redistribution of land and for security of tenure to occupiers of rural land that belong to someone else (Department of Land Affairs, Strategic Plan of 2004 to 2007:3).

The research investigates the extent of the provision of assistance for the beneficiaries of land reform. According to the *South African Yearbook*, (2004/2005:96), an amount of R750 million has been provided to all provinces as a comprehensive support programme for farmers. This is a continuous programme as the budget was increased in the 2005/2006 financial year whereby an amount of R100 million has again been transferred to all provinces through the Ministry of Finance (*Pocket Guide to South Africa*, 2005/2006:135). According to records, and as stated somewhere above, the government is doing its best in terms of providing support programme, but the question is whether the support is reaching the intended recipients or not.

It must be noted that a lot of literature on land reform has been written by many different authors and, as such, for now much emphasis is directed to ensure that only applicable literature with regard to this study is considered.

### **2.3 Socio-economic and Political Objectives of Land Reform**

According to Ellis (1992:197), the origin of the landownership structure emanated from centuries' old events and social changes. As soon as the structure has been consolidated and established, it would tend to be fixed and rigid, with little change. Pressures for land reform would then rise due to the growing disparity between the highly unequal, but probably fixed structure of land ownership. The changes thereof are brought by population growth, increased mobility, development of the market, income growth, and changing forms of economic exchange or social interaction. A mixture of objectives such as political, social

and economic brings these changes.

The political objectives normally come as a result of pressures from the revolutionary changes in power. These could be land reform occurring through revolutionary political change in order to strengthen and consolidate the basis of the new state; could be as a platform for liberal (market oriented) political groups, whereby its main objective being to undermine the power of a land-based elite; and could be as result of defensive measure by conservative political groups, determined to prevent social change by making an appearance of change in land tenure systems, just to maintain the social status quo (Ellis 1992:198).

An introduction of social justice could play a significant role in the establishment of land reform. The question of employment, income distribution, efficiency, and the size of domestic market to a certain extent can bring about the establishment of land reform (Ellis 1992:199).

Economic objectives of land reform derive from the effort of reducing absolute poverty and to increase agricultural output. Equity and efficiency goals of land reform should be seen as an instrument of poverty alleviation. Land reform should be able to reduce the inequality of land ownership and increase the real incomes of farm families so as to obtain an acceptable livelihood from the land (Ellis 1992:199).

For government institutions to exist there should be a specific purpose, namely to achieve the objectives set by the government of the day (Du Toit et al., 1998:46). This statement is witnessed by the 'birth' of land reform policy, which was passed to redress the past skewed of land ownership and its use. According to Smit and Cronje (2002:221), most of the plans that managers develop in order to reach certain goals require some form of change. As an example, when managers revise their strategies they often require employees to make changes to their outputs, their routines, and even their working hours. Subsequent to that, land

reform's existence should challenge officers to change their ways of operation to suit the development of fulfilment of the policy. Many institutions do fail to implement change successfully because they tend to deal with each area of institutional change in isolation, instead of working at change management from a systems viewpoint.

In the real world, the public sector is more 'visible' to the public than the private sector. The existence of the public sector primarily is to provide services to the public. Public officials in who provide these services have to meet high expectations as they are expected to carry out their tasks in an accountable and reliable way (van der Waldt and du Toit, 2003:47).

The Departments of Agriculture and Land Affairs in Limpopo Province and the Polokwane Local Municipality in particular, are fulfilling the mandate of the South African Constitution in terms of providing land redistribution for the benefit of South African citizens who were previously not in the position of accessing land and rightful land ownership through unconstitutional actions by those were in power then. In pursuing the mandate of the *Constitution of the Republic of South Africa*, Act 1996, Section 25 (4), (6) and (7) states that:

- The public interest includes the nation's commitment to land reform, and to reforms to bring about equitable access to all South Africa's natural resources;
- The state must take reasonable legislative and other resources, within its available resources, to foster conditions, which enable citizens to gain access to land on an equitable basis; and
- A person or community whose tenure of land is legally insecure as a result of past racially discriminatory laws or practices is entitled, to the extent provided by an Act of Parliament, either to tenure which is legally secure or to comparable redress.

Land reform policy covers the following three areas: Restitution, Tenure Reform and Redistribution. The Restitution of Land Rights Act, 1993 (Act 126 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; and The Restitution of Land Rights Amendment Act 48 of 2003, which empowers the Minister of Land Affairs to purchase, acquire in any other manner or expropriate land or rights in land for the purpose of a restitution award or for any land reform purpose.

It is in the same note that 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 community dispossessed of land as a result of racially discriminatory laws or practices, and The Restitution of Land Rights Amend Act 48 of 2003, which empowers the Minister of Land Affairs to purchase, acquire in any other purpose of a restitution award or for any land reform purpose. The form of restitution will depend on the circumstances of each claim. An alternative compensation applies if the claimant prefers it and if it becomes clear that it is no longer feasible to restore the actual land. In this regard, the claimant is always involved in negotiating the settlement.

Tenure reform as one of land reform's legs is constituted by various acts such as: 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 Interim Protection of Informal Land Rights Act, 1996 (Act 31 of 1996), which provides for the temporary protection of certain rights and interests in land which are not otherwise adequately protected by the law, until comprehensive new legislation is in place; The Extension of Security of Tenure Act 1997 (Act 62 of 1997), which provides for security of tenure to people living on farm land belonging to other people and regulates the conditions under which the conditions the eviction of such people may take place and The Communal Property Association Act, 1996 (Act 28 of 1996), which makes provision for the establishment of legal entities

enabling communities to acquire, and manage land on an agreed basis in terms of a constitution.

The research proposal will be focussed primarily on land redistribution. Land redistribution has been instituted through the Provision of Land and Assistance Act, 1993(Act 126 of 1993), as amended which empowers the Minister of Land Affairs to acquire land and provide development assistance for the redistribution of land and for security of tenure to occupiers of rural land belonging to someone else (Department of Land Affairs, Strategic Plan of 2004 to 2007:3).

The redistribution programme has different components, or sub-programmes: Agricultural Development- to make land available to people for agricultural purposes; Settlement- to provide people land for settlement purposes, and Non – agricultural enterprisers- to provide people land for non-agricultural enterprises, for example eco- tourism projects (Land Redistribution for Agricultural Development, 2000:1).

The Land Redistribution for Agricultural Development (LRAD) has two distinct parts. First part deals with the transfer of agricultural land to specific individuals or groups and the second one deals with commonage projects, which aim to improve peoples 's access to municipal and tribal land primarily for grazing purposes. LRAD is designed to provide grants to black South African citizens to access land specifically for agricultural purposes (Land Redistribution for Agricultural Development, 2000: 3).

Strategic objectives of the sub-programme is to contribute towards the redistribution of 30% of the country's agricultural land over 15years which ends in 2014; support land restitution and redistribution through pre and post farmer settlement support; commercialisation of small-scale farmers; facilitate and support and develop sustainable commercial enterprises; support and implement the LRAD program for historically disadvantaged communities and contribute to



food security for the marginalized poor in the Province (Department of Agriculture, Strategic Plan 2005 to 2006: 21).

#### **2.4 The Underlying Principles of LRAD**

LRAD is unified and basic, it is flexible and beneficiaries can use it in various ways according to their objectives and resources; all beneficiaries make a contribution (in kind or cash); LRAD is demand directed, meaning that beneficiaries the project type and size; implementation is decentralized and the district level staff do assist applicants, but do not approve the application. The provincial Screening Committee does the approval of the projects (Land Redistribution for Agricultural Development, 2000:2).

LRAD does encourage participants to design what works best for them. Beneficiaries can access a range of grants (R20 000 to R100 000) depending on the amount of their own contribution in kind, labour and/cash. All beneficiaries must provide own contribution of at least R5000 00. The grant and own contribution are calculated on as per individual adult basis. In the case of people who choose to apply as a group, the required own contribution and the total grant are both scaled up by the number of individuals that are represented in the group (Land Redistribution for Agricultural Development, 2000: 5).

The main aim of LRAD Programme, in line with department's mission, is to provide the poor access to land, and to extend land rights to previously disadvantaged communities for residential and productive use to improve their livelihoods. On 18 February 2004, the Minister of Finance, Mr Trevor Manuel, announced that a new grant of R750 million would be transferred to provincial PDAs in 2004/2005. The money will be used to provide comprehensive agricultural support to developing farmers, including those benefiting from LRAD Programme. Between 2001 and March 2004, the LRAD Programme delivered 124 562 31 ha to 7 622 beneficiaries. This has been translated into 377 farms that were distributed to Black farmers to commence agricultural activities (South

African Yearbook, 2004/2005:96).

By February 2005, of the 23 520 beneficiaries of the LRAD, about 19% were youth and 34,75% were women. By April 2005, the department's 209 000 ha of agricultural land had been transferred to emergent farmers and communities. In her budget vote in April 2005, the then Minister of Agriculture and Land Affairs, Ms Thoko Didiza, announced that some 30 400 ha of land was leased with an option to purchase.

**Table A-6. Cumulative Statistics on settled restitution claims  
1995-31 March 2004**

	<b>Land restoration</b>	<b>Financial compensation</b>	<b>Alternative remedy</b>	<b>Total no of claims settled</b>	<b>Beneficiaries involved</b>
Urban claims	14 758	25 477	2 477	42 712	264 480
Rural claims settled	2 873	3 234	6	6 113	397 827
<b>Total</b>	<b>17 631</b>	<b>28 711</b>	<b>2 483</b>	<b>48 825</b>	<b>662 307</b>

In 2005/2006, again the government through the Ministry of Agriculture, Mr Trevor Manuel transferred an amount of R100 million to all the provinces for the implementation of farmer-support programme (Pocket Guide to South Africa, 2005/2006:135 and 143). This is an increase in budget of about R250 million as compared to the previous financial year as it was only R750 million as stated above.

## **2.5 South African Perspective of Land Ownership**

The current land ownership and land development patterns strongly reflect the political and economic conditions of the apartheid era. Land policies that were based on racial segregations were the predisposing factors for the cause of insecurity, landless and poverty amongst black people and they further caused inefficient land administration and land use (*The White Paper on South African Land Policy*, 1997).

Land reform in South Africa arises from the scale and scope of the land dispossession of African people that has taken place since 1652. This dispossession was purely based on the control and dominance exerted by a white minority over the black majority in this country. By the end of the 19<sup>th</sup> century, millions of African people were displaced into ever smaller and poorer patches of land, consequently, overcrowding and environmental degradation were eminent. These came to be areas known as native reserves, which served as pools of cheap migrant labour for white-owned farms and mining companies (Roth et al., 2004:19).

The Bill of Rights in the *Constitution of the Republic of South Africa*, 1996(Act 108 of 1996) guarantees existing property rights, which puts the state under constitutional obligation to take reasonable steps to see to it that citizens of South Africa gain equitable access to land, to promote security of tenure and to provide access to those whose property is dispossessed through discriminatory laws and practices. Section 25 (3.d and 4.a) of the constitution states that the extent of direct state investment and subsidy in the acquisition and beneficial capital improvement of the property and the public's interest includes the nation's commitment to land reform, and to reforms to bring about equitable access to all South Africa's natural resources.

While there is a considerable institutional energy, and also that funds have been expanded on providing access to land for new entrants to farming over the past seven years, less attention has so far been given to farmer support programmes. With reference to the present situation, post-land settlement support to

participants in the land reform programmes has been organised on an ad hoc basis, and subsequent to that its impact has been partially at best.

The strategic plan for the South African agriculture recognises the need to improve commercial production, profitability and global competitiveness, while ensuring equitable access to the sector. It further emphasises the need for deracialization of land enterprise ownership, and ensuring the sustainable resource management. Support service is not significantly enough forwarded to the new group of farmers so that they can profitably farm. There is no need identification conducted to new land reform beneficiaries to know exactly what they want to start with. Inefficiency of the extension personnel and non-commitment of other principal stakeholders in the sector to deal with land reform support programmes could be a disabling factor (Strategic Plan for South African Agriculture, 2003).

Land is the pillar of grand apartheid. The discriminatory laws that were put in place during the past regime indeed contributed much towards the establishment of the new dispensation that brought along new life and vision to every South African. The introduction and implementation of both the 1913 Native Land Act and the 1936 Native Trust and Land Act solidified white control of 87 percent of the South Africa's territory. All these laws transformed Africans into suppliers of cheap labour to the white economy. These apartheid legislations managed to forbid black ownership of land in the white areas and perpetuated mass poverty in the then Bantustans (Prosterman et al., 1990, 294).

In 1910-1947, the white farming sector experienced a complete different treatment from that of African counterpart. Whereas the Native Land Act of 1913 restricted access to land, the Land Settlement Act of 1912 standardised the acquisition, exchange and disposal of state lands for white settlement. The terms and conditions of the Act were updated in the Land Settlement Amendment Act of 1917 and in many subsequent amendments (van Zyl et al., 1996:48).

These acts established the procedures by which white settlers could apply state and privately- owned lands. The then Minister of Land Affairs, on the recommendation of the Land Board, was empowered by parliament to allot state lands and to use public funds appropriated to buy privately-owned land for subdivision into suitable agricultural holdings for white farmers (van Zyl et al., 1994:48).

The South African agrarian structure has been built up systematically since the turn of the century. By the end of the 1980s, the African family farming sector had all but been eliminated, and African peasants had been transformed into wageworkers on large farms, in mines and in secondary industries. Nearly 90% of the agricultural land was in white areas, supporting a total rural population of about 5,3 million people, more than 90% of whom were Africans (van Zyl et al., 1996: 57).

The remaining agricultural land was in the homelands and supported over 13 million people. Originally, the creation of homelands was justified as areas where Africans would do subsistence farming; today up to eighty percent of household incomes in the former homelands come from migrant earnings and pensions. In 1916, every African except those on State and European owned and occupied lands, owned at least four hectares. By the year 1990, the individual holdings had dropped by seventy five percent, to one hectare per person. Today, most of the former homelands are peripheral, overcrowded, and poverty-stricken and lack of proper infrastructure, despite some family farmer support development programmes (van Zyl et al., 1996:57).

According to Payne (2002:24), the commitments of the government is providing legal security of tenure and equal access to land to people, including women and those living in poverty, ensuring transparent, comprehensive, and accessible

systems in transferring land rights and legal security of tenure, and the protection of all the people from and provision of legal protection and the redress for the forced evictions that are contrary to law, taking human rights into consideration and when evictions are unavoidable, ensuring as appropriate, that alternative suitable solutions are provided.

As South Africans historically were not allowed to have a sense of ownership, that includes leasehold, deeds of grant and permit to occupy. However, these rights were in place only until 1986, when the full individual ownership was introduced for the first time (Payne, 2002: 264).

## **2.6 International Perspective of Land Reform**

Approximately, 75% of the world's population lives in countries that are developing or underdeveloped. It is understood that the living conditions amongst the poor and destitute in many countries are unacceptable. South Africa forms an integral part of the developing world. In order to increase rural individual incomes, alleviate poverty and enhance economic growth, South Africa, amongst other countries, has introduced land reform programme that would definitely be geared towards addressing the afore-mentioned issues. It is understood that a whole range of factors may be responsible for the noted decline in efficiency and productivity of public services in Africa. The implementation of successful land reform is not an exception in this regard as public service forms an integral part of the whole issue. There are four factors that stand out prominently to an extent that, if not taken care of, they might hamper the progress of the implementation. These include the following: inappropriateness and inefficaciousness of an institution's systems for managing, the failure to use appropriate technologies and management techniques in running the services (Kuye et al., 2002:127).

### **2.6.1 Zimbabwe's land reform**

According to Ghimire (2001:184), in 1951, the Rhodesian government under the minority rule, through the Native Land Husbandry Act, forced rural families to embark on the stock reduction and changed the land tenure practices. It was learned that this reduction of cattle herds contributed towards radicalisation, which was further fuelled by the fact that in the early 1960s many African countries gained independence. Unfortunately, whites in Rhodesia resisted the pressure from Great Britain to give Africans a greater share in the government. Under the leadership of Ian Smith, the government declared them unilaterally independent from Britain.

The distribution of land at the time of independence was a product of British imperial strategy to set aside Southern Rhodesia as a permanent European haven settlement. After it became apparent that colony did not possess mineral wealth on the same glittering scale as their neighbouring South Africa, the British and the settler authorities had to develop Southern Rhodesia as an agricultural exporter. Unfortunately, land was divided into racial lines, and Africans were legally prohibited from acquiring or occupying real estate in the well-watered high lands (Prostreman et al., 1990:25).

Ten years after political independence, the Zimbabwean government took a creditable measure of land redistribution but has yet to achieve a thorough land reform. Large areas of commercial farmland, far more extensive than in Kenya, have been transferred to peasant smallholders. Some of these small-holders have been able to intensify agricultural production, particularly of, calling into dire predictions that land resettlement in Zimbabwe will result in a loss of national food security. To date, the government of Zimbabwe has responded in an ambiguous fashion to a widespread problem of landless. Its programme to reallocate agricultural land from white commercial farmers to black peasant farmers has resulted in the transfer of the substantial amount or tracts of land and the planned movement of numbers of people (Prostreman et al., 1990:25-

26).

According to Ghimire (2001:184), since the process of land transfer was not enough, as people were not still satisfied, recently within the ruling party Zimbabwe African National Union Popular Front (ZANUPF), came under pressure to return much of the land to its original African inhabitants. Ex-gorillas were organized by the ruling party to seize the remaining land by force from the white farmers.

It should also be understood that agriculture is the engine of Zimbabwe's economic development. It is understood that Zimbabwe's agricultural sector accounts for only twelve percent of the total production in a diversified economy. The sector itself sets the pace for growth in the manufacturing and service sectors. This reflects the critical export contribution of cash crops, which account for over forty percent of the total foreign exchange earnings and almost half of which come from tobacco (Prostreman et al., 1990:27).

South Africa was not an exception as forceful removal was also the order of the day. Blacks also lost a lot of livestock during the evacuations as in Zimbabwe. Blacks in South Africa were forced to occupy agriculturally marginalized areas as in Zimbabwe. The stance is that Zimbabwe opted for more vigorous and aggressive way of correcting the imbalances of the past in terms of land ownership by forcefully confiscating white farms to give back to blacks. The difference with South Africa is that victims are given land through legal processes than using force. The land issue is addressed through different forms of land reform such as Restitution and LRAD as clearly outlined in chapter two.

### **2.6.2 Namibia's land redistribution**

During the independence of Namibia in 1990, the elevation of the land issue was of national prominence. The ruling party, SWAPO unconditionally announced the intention of the government to transfer land from the white minority farmers to poor landless black farmers. The formulation of new policy that would eventually bring about a more equitable, non-disruptive and orderly distribution of land was



embarked upon. The Land Reform Act No 6 was passed. This Act, *inter alia*, gives the state the preferential right to purchase commercial land through the 'willing seller-willing buyer' principle for the purpose of land reform. The government of Namibia would then make the purchased land available to Namibians who have been socially, economically, and educationally disadvantaged by past discriminatory law and practice (Roth et al., 2004:42-43).

In 1998, the National Assembly passed the National Land Policy, which provided the guidelines and principles upon which the implementation of land reform should be based. In 2000, the Agricultural (Commercial) Land Reform Amendments Act was passed by Parliament. The Communal Land Reform Bill was also passed into law as the Communal Land Reform Act of 2002. All these efforts underscore the aim to achieve a fair and acceptable redistribution of land and the alleviation of the plight of the landless. From 1990 to 2000, the government of Namibia through the Ministry of Lands has only managed to acquire 92 farms with a total landmass of 527 233 hectares of agricultural land in commercial areas at the cost of R65 780 093 million (Roth et al., 2004:43-44). The process of transferring the land has been very slow because white farmers did not want to succumb to the government rates as they felt were very low.

The approach of land reform in Namibia and South Africa was more similar, especially with regard to willing –buyer willing seller. The approach met more or less similar difficulties. In Namibia as outlined earlier on, the government put a price so that farmers should pay but in South Africa, farmers put prices for themselves so that government should pay. In looking at the two scenarios, both countries did not succeed. Namibian farm owners perceived the prices laid by the government as low, whereas, in South Africa, the prices put by farm owners are too high for the government to meet. Subsequent to the two approaches, land reform is met with high delays as more land is still in the hands of white farmers and most blacks are still landless.

### **2.6.3 Land reform in Botswana**

Botswana's Land Reform policy has been pursued in a very gradual and careful manner over many years. Land Reform policy has been implemented in some categories to make it manageable. These are; customary land, which consists of communal or tribal land, which is found in rural areas, the urban centres, are basically located on state land. In this category, individuals are allocated land for residential, commercial and industrial purposes and freehold land, which is administered by the state, is found in both the rural and urban areas (Mathuba, 1993:177).

In general, the administration of land was decentralized and controlled by local authority through Land Board. The Land Board was established through the Tribal Land Act. The act ensures the transfer of all powers with regard to land possessed by Chiefs previously to Land Board. Through the introduction of the board many changes were experienced in relation to tenure system. The change included the introduction of the Tribal Grazing Land Policy (TGLP). The TGLP was introduced to foresee the equality in terms of income generated through livestock sector and ensure proper conservation of range resources. Farmers would be able to turn the arable land into commercial so as to improve their livelihoods. Unfortunately, farmers did not achieve as expected due to the shortage of credit facilities especially in rural areas, as lending institutions were reluctant to accept customary land as security (Mathuba, 1993:177).

The situation in Botswana in terms of communal type of land ownership is similar to South Africa. The latter still allows communal type of land ownership. Most of these communal lands do not have sustainable mode of support as the users do not have title deeds to can secure credit facilities.

### **2.6.4 Land ownership in Russia**

Between 1917 and 1990, the state of Russia was the sole legal owner of the land in the country. According to the Soviet on land of 1917, private ownership of land

was abolished and the state allocated access through use rights. The law on Land Reform of November 23, 1990 legalised land ownership by individual citizens, in addition to state ownership. The right of entities, other than the state, to own land used in agriculture is confirmed by the Constitution of the RSFSR, as amended (Citizen's rights to private ownership of the RSFSR and the Land Code of the RSFSR, 1994:18).

Most of the land in Russia is currently allocated to existing farms. Assignment of land to new farms required redistribution of existing land resources among users. The process of redistributing among users and owners is thus one of the basic components of land reform (1994:19).

Article 1 of the Law on Land Reform state that the objective of land reform is to allow all different forms of land use to operate under equal protection of the law, to promote a diverse economy, and rational use and conservation of land on the territory of the RSFSR. In the course of land reform, land allocation will be made to citizens, enterprises, organisations, institutions, associations, and companies and their rights to land will be granted as determined by the laws of RSFSR (Brooks and Lerman, 1994:20,21).

In the past Russia's land ownership pattern was in the hands of the state, but gradually allowed to be in the hands of the individuals. The situation was different to South Africa, as individuals owned the land, though in minority. Currently the government encourages land ownership to even the previously disadvantaged individuals through LRAD.

#### **2.6.5 Land reform in Bangladesh**

Bangladesh is known as an agrarian society. The vast majority of the people are in this country are dependant on agriculture for their survival. Therefore, the distribution of land is of enormous importance to the economic system within which the production, distribution, exchange, and consumption take place. The

distribution of rights in land both helps to determine and reflects the structure of power in such a society (Tomasson et al., 1990:1).

Just before the intrusion of the British power in this region in the eighteenth century, the cultivating peasantry enjoyed security of tenure on the lands tilled by them, on condition that they shared produce with overlords acting as intermediaries between established authority and the tillers of the soil. The overlords were just collecting revenue from the peasant farmers who were actually the tillers of the land. The British then seen the overlords as the owners of the land and that were incorrect (Tomasson et al., 1990:1).

Then the British started realising that the indigenous land system had not previously vested in anyone an absolute property right in the land. In the Permanent Settlement of 1793, the overlords' rights and prerogatives continued to grow and subsequently they become the actual owners of the land that they do not cultivate. The cultivators paid the overlords rent in cash or in kind (Tomasson et al, 1990:1,2).

Periodically, during the nineteenth century, British authority intervened to establish regulations designed to protect cultivators from the overlords' abuses of power. In finally the British authority made a major attempt to establish an improved basis for landlord-tenant relations in the region. Then the Bengal Tenancy Act came into force. This Act was in the position to establish principles concerning landlord-tenant relations, which gave legal substance to the rights, as well as the responsibilities, of those whose status had not been recognised by the Permanent Settlement, which ignored the full occupation of land (Tomasson et al, 1990:2).

The peasants in Bangladesh as indicated above enjoyed security of tenure whereby they were protected by the law. In South Africa, security of tenure is strengthened by Extention of Security of Tenure Act to ensure that farm owners

without the necessary legal processes do not willingly remove farm dwellers out of their farms. In Bangladesh, the peasants ended up been in the hands of the landlords uncompromisingly doing anything to them (peasants) without protection.

#### **2.6.6 Land ownership in China**

China is characterized by lack of clarity about the ownership of farmland. The ownership is basically divided into the state or collective type of ownership. It is found that collectives own much of the farmland, whereas the minor portion of agricultural land is under state farms. The lack of clarity in terms of ownership of land and lack of institution that will enforce the ownership of land definitely affect the rights to use the land by individuals. It would necessary to have clear indication about land use rights in order for the farmers to invest in both maintaining and improving the land (Johnson, 1990:90-91).

The land that has been allocated to some households in villages, a criteria based on the number of members of the households has been applied. A family size matters most in the sense that a family of six would receive fifty percent of more land than a family of four. In other villages, a different criterion might be used. The land would be divided into two: a food plot and a responsibility plot. The food plot is formed through the division of a certain share of land in the village on a per capita basis. In this case, there is no obligation thereof to deliver grain to the state. With regard to the villagers with responsibility plots, the land would be divided on the basis of number of workers whereby deliveries to the state should be made. The political reason for land use rights not to be clear was that it would reduce the powers of local authorities: the village head, the secretaries of the Communist Party at the country, and other local authorities. Unfortunately, it appears that the state does not assist the farmers in financial assistance to buy agricultural inputs, instead the farmers had to deliver part of their harvest to the state (Johnson, 1990:94).

In China, farmers were not getting support from government, but the harvests thereof, were shared to the state. The situation is different with South Africa, as the government is providing minimal support to land reform beneficiaries, but the it does not exploit them through the sharing of harvests.

### **2.6.7 Land reform in Brazil**

Brazil has one of the most complex and concentrated structures of land ownership in the world. The origin of this concentrated type of land ownership came when large grants of land were given to colonizers, mainly for the purpose of reward for military and political services rendered. The other large portion of land was given to prospective export crop producers. Significant changes in land reform came during the late 19<sup>th</sup> century when geographical mobility of the Brazilian peasantry increased as a result of catastrophic drought that once occurred which drove thousands of north easterners to work as labourers in the rubber boom of Amazonia; the abolition of slavery which freed rural workers, facilitating the generation of independent and self-provisioning peasantry in the north and north east; the arrival of hundreds of thousands of poor immigrant farmers from Europe and Japan. All this managed to open agricultural frontier of South Brazil. Coupled with recent government agricultural policies, have produced an agrarian structure which is characterized by extreme polarization in landownership, a high degree of landless, and intensive rural violence arising from conflict over access to land (Prosterman et al, 1990:206).

According to Prosterman (1990:228), a genuine land reform is more dependent on the provision of supportive measures to facilitate agricultural production, marketing, and income generation. There is a need for special programmes of support at the project level. Compatibility between macro-economic agrarian policies for their full integration into the market economy is essential. Equal distribution of access to basic inputs such as subsidized credits, seeds fertilizers, extension services, price support is also essential.

All this is are not happening, instead, only favour larger commercial and agribusiness interests. A conscious policy of creating a favourable economic environment, which will generate incentives for small farmers to stay on the land, rather than migrate into cities should happen. Rural development in general will be conducive toward successful agrarian reform.

The immigrants that were coming from Europe were not given assistance by the government. In South Africa, blacks are supposed to be provided with enough assistance in terms of farming but the process is very slow as even banks are threatening to repossess some of the heavily indebted farms.

## **2.7 Public Administration Perspective on Service Delivery**

According to Mutahara et al., (1993:73and 80), the effective service delivery is characterized by involvement of various activities and operations that are shared out amongst various stakeholders. The coordination of mechanisms that can be put in place, the allocation of authority and responsibilities will create a conducive environment for the delivery of intended objectives, and therefore, Land reform programme cannot be implementation in isolation. Cameron and Stone (1995:82) point out that the coordination of public employee with other officials involved to achieve an objective is a course to advance towards serving the public interest.

According to Du Toit and Van der Waldt (1999:72), it is imperative for every government to consider carrying out various functions before it can physically render a service to society. In citing an example, in order to provide water to households in a local government area, some plans and programmes must be made. One would imagine if plans and programmes were not in place when land reform policy has to be implemented. Human and physical resources are necessary for the success of land reform.

In managing public institutions in order to achieve the intended goals, a number

of basic generic management functions are necessary. That would entail

amongst others, planning. This would mean a set of processes, which need to be, carried out find the best course of action in order to achieve the objectives. Therefore, it is of utmost importance that planning is essential in order for an institution to achieve its purpose, mission and objectives. Planning is important as it helps in terms of deciding who should do what, how, when and where, in order to achieve what is envisaged by the policy (Du Toit and Van der Waldt: 1999:15).

Chemanaï et al, 1998:3) further say that there should be a proper link between actions and consequences. They advise that if a public institution does not go through a formal human resource planning process, it will not be in the position to determine as to whether it is following the best journey towards its destination, what actions are achieving the best results and, lastly, how to integrate the optimal solutions to ensure that much time and energies are spent on the activities that produce results.

The other important management function is control. Control forms an integral part in determining whether what is actually taking place corresponds with what is desired. The implementation of land reform in particular, will need combination of the two functions; planning and control. Financial support that is injected every financial year to provincial Departments of Agriculture to assist land reform beneficiaries needs these generic management functions. Any disconnection of the two would mean a tremendous failure of the policy (du Toit and van der Waldt, 1999:16).

Kuye (2002:195) indicates that if control is applied ineffectively, dishonest public officials might exploit the lack of control for their own gain. It is, therefore, of utmost importance that channels of communication need to be created to make accountability possible. The implementation of land reform policy should perform their duties with a feeling of accountability or else, the programme itself will



collapse. The idea of successful land reform implementation by the year 2014 will only be realized with proper control in terms of the necessary resources.

Van der Waldt et al., (2002:52-3) reiterate that for the functioning of the development programmes by the institutions, there should be surety in terms of the right members and kinds of people at the right places and at the right time that will mean that the implementers of land reform programme should be well positioned to execute the programme.

According to Hanekom et al., (1995:25), there is no government that can afford to turn a blind eye on the general welfare of the society it represents. It is crucial that land reform should really assist people is intended to, especially the beneficiaries of land reform programme. In promoting the general welfare, it would imply, inter alia, measures counteracting poverty, uplifting the standards of people through the creation of job opportunities and increasing income. In order to achieve these aims, governments should take positive action, know the resources to be used and the consequences of actions intended to make.

This can only be done if the government has absolute clarity on what it intends doing with society. In other words, it crucial for the government to have specific, clearly defined social goals or policies pertaining to each and every aspect of its intended actions. Without clearly defined policies, chances of improving the general welfare of society are indeed very remote.

In case the implementers of the Land Reform policy both national, provincial and local levels should form a coordinated effort, unlike when they operate in isolation. After all, their objective is to assist the farmers to succeed in their farming endeavors.

## **2.8 Conclusion**

In this chapter, issues have been raised with regard to land reform, particularly the background and the current status in South Africa. There is also an international perspective in terms of land reform that has been looked into. The understanding is that the grant is continuously been provided but it is not adequately reaching the intended recipients.

Comprehensive Agricultural Support programme should be able to assist every farmer, in particular, the previously disadvantaged farming communities. Government officials that are assigned with the task of implementing the policy should do it with passion so that incomes are increased in the farms that will probably reduce poverty, create jobs and give birth to the concept of commercialisation.

## **CHAPTER THREE**

### **RESEARCH METHODOLOGY**

#### **3.1 Introduction**

The study was conducted in the Limpopo Province Department of Agriculture, in particular, Capricorn District. The Capricorn District has about 547 settlement that are distributed in the following five local municipalities; Aganang, Blouberg, Lepelle-Nkumpi, Molemole and Polokwane (CDM first draft IDP 2006/2007:7)

The objectives of the study aimed at investigating the reasons that make land reform beneficiaries in the Capricorn District remain emerging forever. The study comes up with some mechanisms and strategies that can move beneficiaries of land reform from prolonged emerging sector to commercial sector. The methodology that was followed in designing and executing the questionnaires is described in this chapter. Data gathered through the design were useful for a diagnosis of the existing situation for land reform beneficiaries in particular, land redistribution.

The quantitative research is used. Hence, Leedy (1993:142-3) considers it as “cold” approach. He considers it cold because decisions are made with the coldness of the steel. Quantitative methodologies manipulate variables and control natural phenomena. They normally construct hypothesis and test them against the hard facts of reality. It is further found that of all quantitative hypotheses, the null hypotheses is the most often tested: the researcher decides what factors or variables might cause certain results (cause and effect) and carries out tests to either support or reject the null hypotheses at some level of statistical probability.

The whole process is cold, calculating, and deductive logic- from the position of a hypothesis to the supporting or supporting it. The research basically means that the researcher will examine new ideas and suggestions. In this context it means that problems that are faced in the implementation of land reform policy are to be outlined and come up with possible solutions to overcome them.

Sampling was done, as it is the procedure in which a given number of subjects from a population are selected in order to represent the population. According to De Vos (1998:189), sampling might mean a subset of a measurement that is drawn from a population in which we are interested. In essence, the study should focus on the intended population. Subsequent to some resource limitations, a limited number was drawn as a sample that will ultimately stand to represent the whole population.

Sampling was conducted on:

- Ten (10) LRAD projects;
- Sixty two (62) beneficiaries from each project; and
- Six (6) extension officials from the Capricorn District

There were some few steps that were identified and followed in the design and execution of the study in the Capricorn District, namely:

- Determining what to what to focus on;
- Designing the questionnaire; and
- Data collection

### **3.2 Determining What to Focus on**

The study had to focus on the information that leads to non-performance of land reform beneficiaries. In order to ascertain that, the following major questions were asked:

- Why there are no productive and competent black farmers despite having Land Reform policy?
- What makes land reform beneficiaries unable to sustain their occupation on the new farms?
- Why extension officials and other relevant stakeholders are showing no commitment in the implementation of the policy:

The following information was required:

- Economic viability of the farms or projects;
- General commitment of both beneficiaries and government officials; and
- Post settlement support initiative by the government;

The above information was collected from various land redistribution projects, namely: LRAD.

### **3.3 Designing the Questionnaires**

The collection of data was done through the use of two types of questionnaires, namely:

- Questionnaire for land reform beneficiaries; and
- Questionnaire for land reform officials and other relevant stakeholders.

#### **3.3.1 Questionnaire for land reform beneficiaries**

Self-administered questionnaires are used in this study. About sixty-two questionnaires were administered for sixty-two participants in about eleven redistribution projects. The main focus for the questionnaire was about the beneficiary's expectations in terms of their livelihoods since they acquired their new farms, and satisfaction in terms of assistance receiving from government.

### **3.3.2 Questionnaire for land reform officials**

Formal and structured interviews are conducted. The questionnaires are targeting officials in the Department of Agriculture in Capricorn district. In this category about six, out of seven questionnaires administered there were some similarities in terms of the information needed as compared to the above-mentioned questionnaire.

Despite some similarities, there are some few differences stated, namely: focusing on the major obstacles encountered in the implementation of the policy; available skills and capacity of the Department of Agriculture in the province, particularly the Capricorn district; and the implementation of available business plans per project.

### **3.4 Data collection procedure**

Data collection refers to the series of interrelated activities that are aimed at gathering relevant and good information that will probably answer emerging research questions (Creswell, 1997:110). All the necessary information was gathered through self-administered interviews and questionnaires.

Officials in the Provincial Department of Agriculture and the beneficiaries of land reform were the main focus for the research as the study focus is Land Reform policy implementation. The data collection operation was initiated in April 2007 and completed in May 2007. The land reform beneficiaries were given questionnaires to answer and collected immediately.

In terms of officials and other relevant stakeholders, interview method was used from the prepared questionnaires. Only interested participants were considered for questioning. The questionnaire took 25-35 minutes, as some of the beneficiaries were illiterate and they needed more time to interpret the questionnaires, however, officials took only 10-15 minutes.

Ten redistribution projects were visited in the selected district of Capricorn and only the limited number of beneficiaries was sampled. About sixty-two out of seventy one beneficiaries were targeted and given questionnaires to respond to. The projects that were selected differ in terms of agricultural activities as only vegetable production and livestock production were considered.

### **3.5 Ethical Consideration**

According to Mafunisa (2000:79,84), ethics is defined as the branch of philosophy dealing with values that relate to human conduct, with respect to the rightness or wrongness of specific actions, and to the goodness or badness of the motives and ends of such actions. The author further indicates that public officials are in a very special situation as they serve the government, to which they owe obedience and duty, but they also, above all, they serve the nation. A complete loyalty to the democratic principles and fundamental rights the nation is necessary as it is enshrined in the *Constitution of the Republic of South Africa Act, 1996*.

Ethical behaviour is of utmost importance. The researcher is not in any way conduct the research to expose any institution or the employees of that institution in a manner that will tarnish the image and reputation of either two i.e. employees and institution. The research was conducted in a more confidential way and the results were handed to the supervisor in a professional way.

All the respondents were treated with the utmost respect they deserve. Appointments were made to make sure that the respondents are available as some of the projects are situated very far. The participants ' participation was first ensured before the operation could take place so that only those that were willing to participate should be engaged.

In order to improve the quality of information gathered, anonymity and

confidentiality of the information was formally prepared and read to the participants. The results were promised to be available to those who would be interested in knowing them; they would be used for research purposes and development of further guidelines to improve the implementation of land reform policy.

### **3.6 Conclusion**

This chapter presented the methodology followed in designing and executing the study. It highlighted the types of questionnaires that were administered and how the procedure was followed to achieve results. The number of respondents that participated and their willingness to participate was also observed. Ethical consideration formed part of the whole data collection procedure. The results obtained under this method shall be presented in the following chapter.



## **CHAPTER FOUR**

### **DATA ANALYSIS**

#### **4.1 Introduction**

According to Leedy (1989:248), data are analysed so that the researcher may infer meaning that lies hidden within the data, or discern certain and dynamic forces that may be clues to areas that warrant for further investigation. The researcher here is concerned primarily with problems of estimation and with testing statistically based hypothesis.

Validation and editing are used to make sure that all of the telephone, door-to-door, mail intercept, or other personal interviews were actually conducted as specified (validation) and the questionnaires were filled out properly and completely (editing). Subsequent to that, the researcher has to use this method (McDaniel, Jr and Gates, 2001:386).

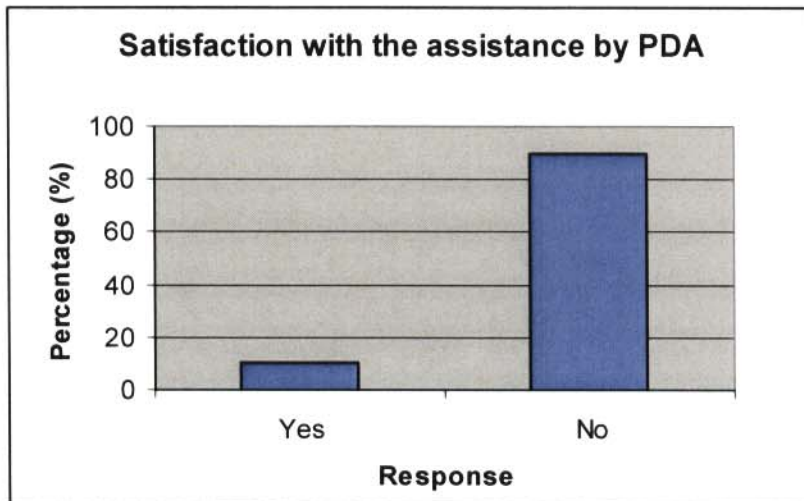
The objective of the study is to investigate the reasons that make land reform beneficiaries remain emerging forever; and to find out mechanisms and strategies that can move beneficiaries of land reform from prolonged emerging sector to commercial sector. In this chapter, two elements, namely, land reform beneficiaries and implementers of land reform are looked into. This chapter provides data analysis and draws interpretations in line with the main objectives of the study. With the available data collected, it makes it easier to analyse data using both qualitative and quantitative approaches to cover the depth and breadth of the findings.

#### **4.2 Quantitative Analysis**

As indicated in Chapter Three, sixty-two out seventy-one beneficiaries were interviewed. Each beneficiary was faced with similar questionnaire that carried twelve questions. Therefore, analysis of this data is derived from these questions

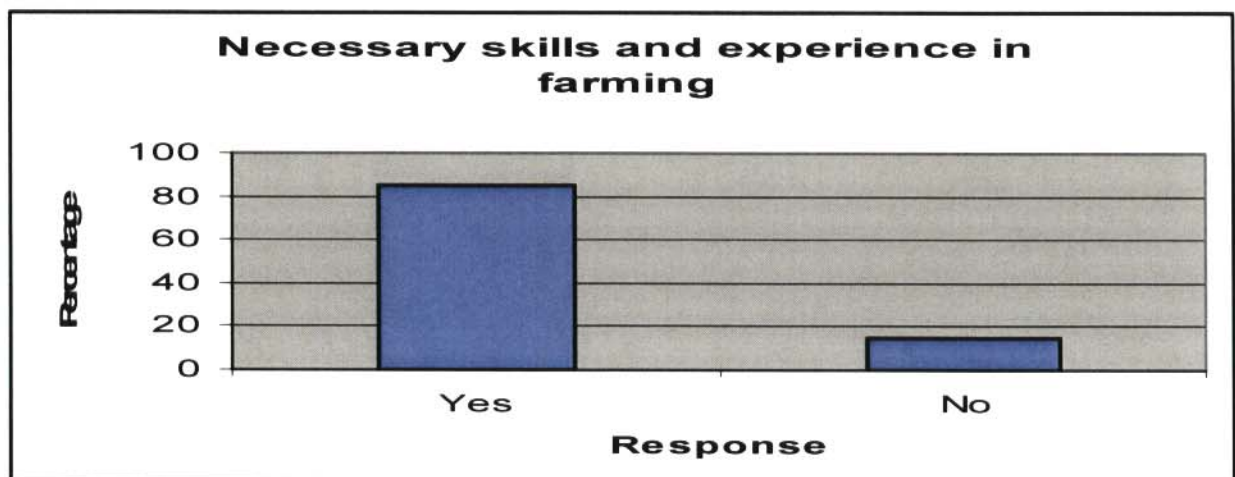
below. Each of the following figures represents the type of question that formed part of the questionnaire.

**Figure 4.2(a)**



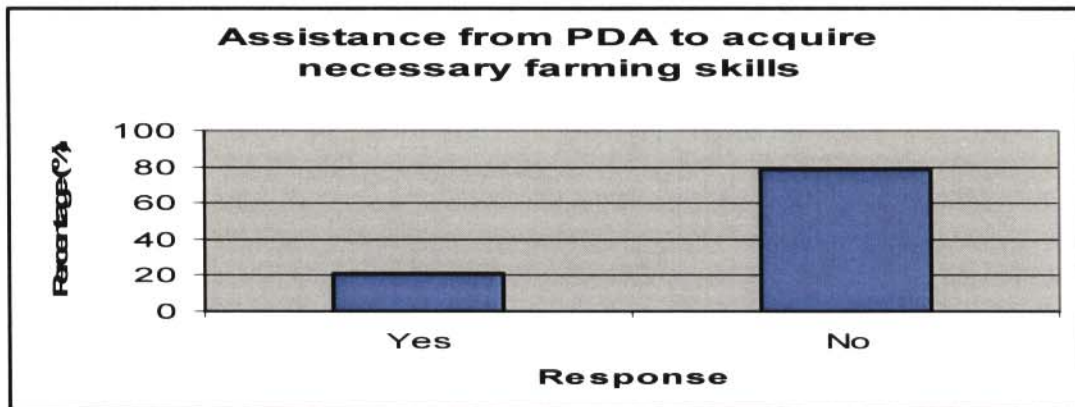
This figure indicates that (10%) of the respondents, indicated that they were satisfied with assistance that the (PDA) Provincial Department of Agriculture is providing. This shows that 90% of the respondents indicated that they were not satisfied with the assistance the department is providing. These findings imply that the majority of respondents or beneficiaries were still not satisfied with the provision of assistance from the department.

**Figure 4.2(b)**



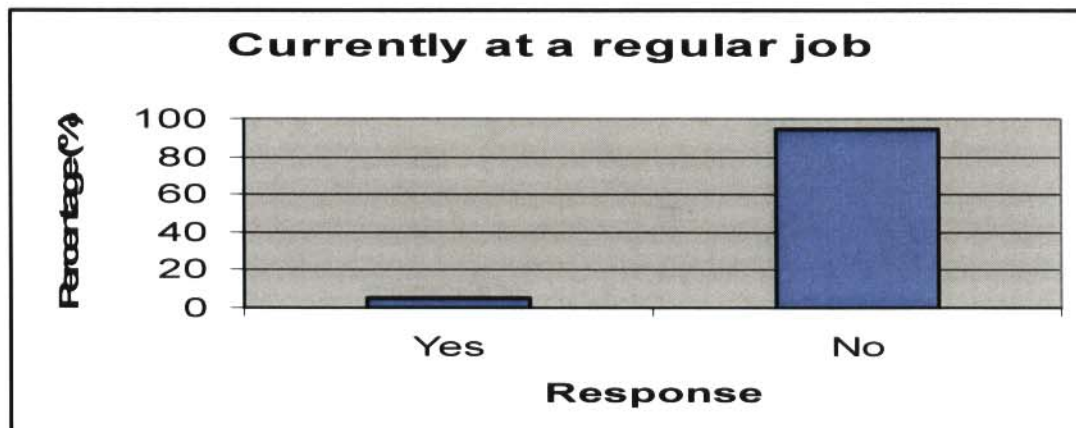
This figure indicates that 85% of the respondents have the skills and experience in farming, and 15% do not have. The findings imply that a substantial number of beneficiaries have the necessary skills and experience in farming, where as only few do not have.

Figure 4.2(c)



Out of sixty-two beneficiaries, only 21% indicated that the department has offered them training in agriculture, where as 79% responded by indicating that they have never received any training offered by the PDA. This implies that the majority were not trained before and after acquiring land through land reform policy.

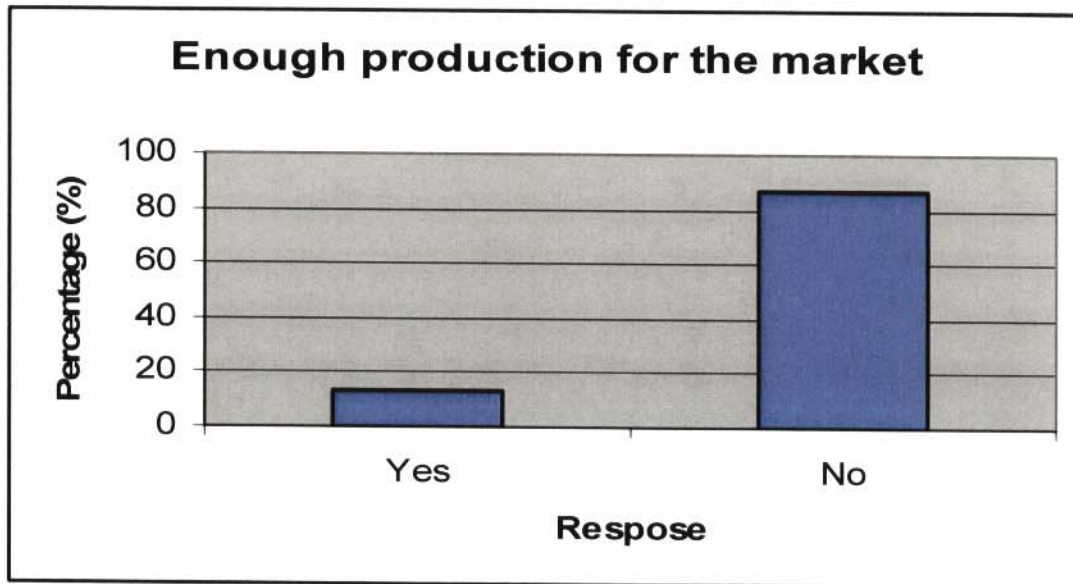
Figure 4.2(d)



This figure shows that 5% of the respondents agreed to have fixed jobs outside

farming and 95% indicated that their only hope is their projects. In these findings, the majority does not have extra income except that it could only be generated from farming.

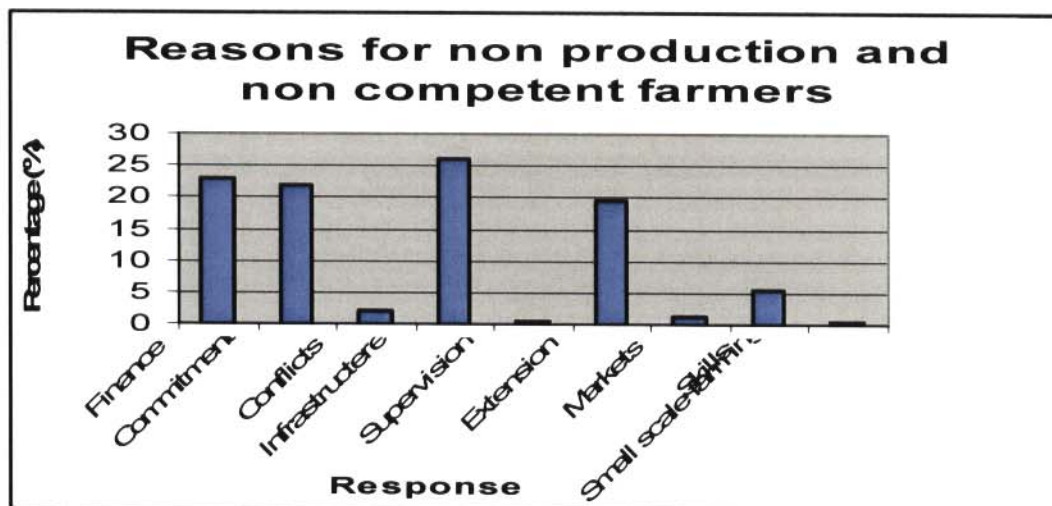
Figure 4.2(e)



Beneficiaries who indicated that they do market enough produce were about 13%, and about 87% responded by saying they do not produce enough for the market. The finding implies that beneficiaries that are in majority do not produce enough for the market. It is an indication that much of their produce are meant for household consumption. 13% of the respondents are able to sell their produce and subsequent to that there is a generation of income that can make a difference in their lives.

87% of the farmers indicated lack of production inputs as one of the contributing factors in terms of low production. According to this, farmers believe that the provision of production inputs such as seeds and fertilizers could make a difference in their daily lives and improve their livelihood.

Figure 4.2 (f)



Sixty-two beneficiaries were asked to highlight some reasons that contribute towards the non-production and competence of farmers. Various reasons were given as contributing factors towards that. The responses were grouped according to similarities and the number of answers was then converted into percentages.

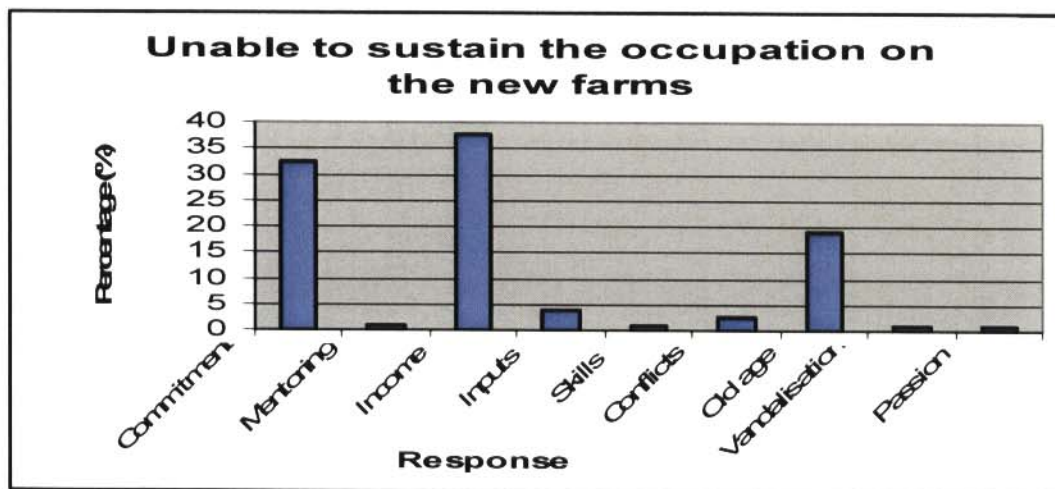
The following were found:

- Lack of finance to kick start farming: (23%);
- Lack of commitment on both farmers and officials: (22%);
- Internal conflicts amongst beneficiaries themselves: (2%);
- Lack of infrastructure: (26%);
- Lack of supervision on extension officials: (0.61%);
- Lack of extension service by officials: (19.51%);
- No formal markets to sell the produce: (1.22%);
- Lack of skills in terms officials: (5.48%) and
- Small-scale farming: (0.61%).

The findings are that the department is not providing the necessary finance to beneficiaries so that they can buy some agricultural inputs to kick-start farming. The shortage of infrastructure comes as the second factor. The least factors are

lack of supervision on the part of officials and also the fact that most farmers are farming on a small scale. In certain farms beneficiaries are too many on the farm that they cannot produce enough for the marketing, let alone for household consumption.

**Figure 4.2 (g)**

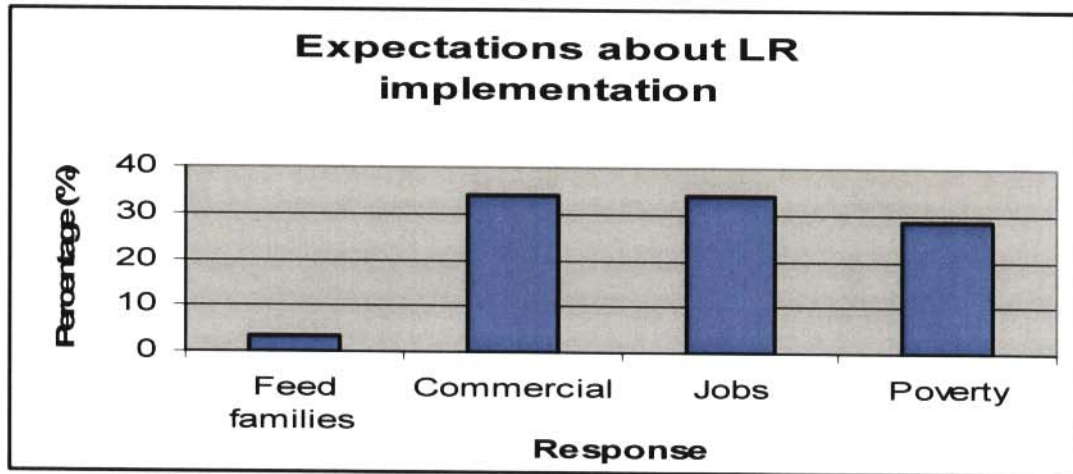


Various answers were given on the reasons why beneficiaries do not sustain their stay on the new acquired farms. The responses were grouped according to similarities and then converted into percentages.

The following are the reasons:

- Lack of commitment on the beneficiary (32.43%);
- Lack of mentorship on farmers (0.9%);
- Lack of income generated from the projects (37.84%);
- Lack of agricultural inputs (4%);
- Shortage of skills amongst other farmers (0.9%);
- Internal conflicts amongst beneficiaries (2.7%);
- Most of beneficiaries are old enough to farm (18.92%);
- Escalation of vandalism by beneficiaries themselves and other potential thieves (0.9%); and
- Lack of passion for farming in some of the beneficiaries: (0.9%).

Figure 4.2(h)



The figure indicates that out of sixty-two respondents, about four answers were given. The number of answers was grouped according to similarities, and then later converted into percentages.

The expectations of land reform were as follows:

- To be able to feed their families (3.4%);
- To become commercial farmers (34.01%);
- To be able to create jobs (34.01%) and
- Alleviate poverty (28.57%).

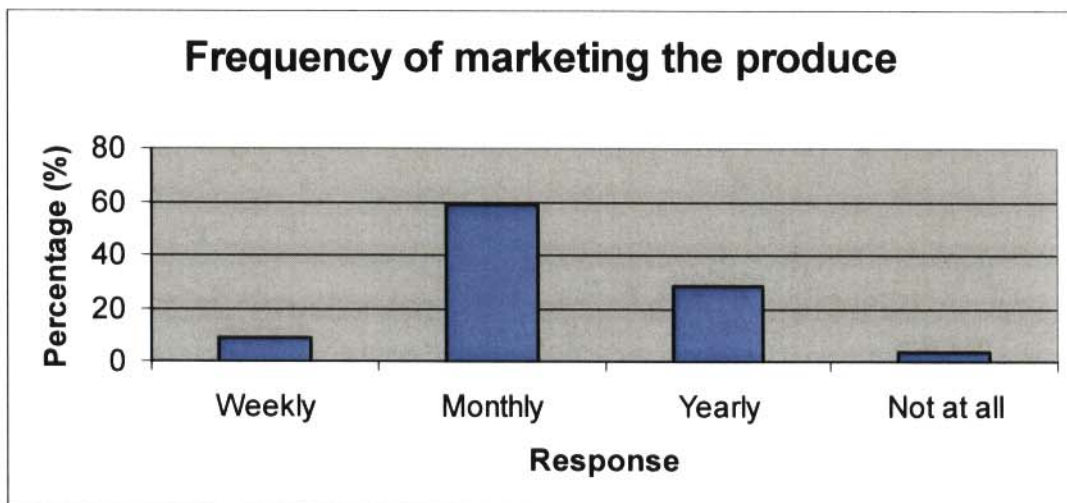
The results of the study shows that farmers' response to become commercially viable is equal to the response of job creation, both command a bigger percentage. The element of poverty alleviation comes second and the idea of feeding the family becomes the least of them all.

Figure 4.2(i)



This figure indicates that only fifty-nine beneficiaries responded. It was found that 44.07% of the respondents indicated that extension officials visit their projects on monthly basis. About 37.29% of the respondents showed that extension officials visit their projects sometimes, and 18.64% showed that they do not visit their projects at all. The study finds that large numbers of extension officials visit land reform projects on monthly basis, and only the least number responded by indicating that these officials do not visit the projects at all.

Figure 4.2(j)



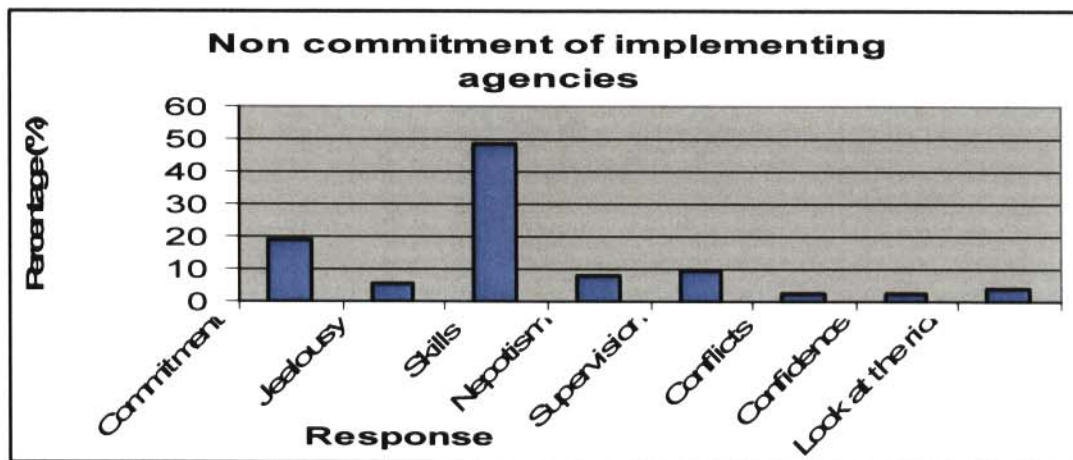
This figure indicates that fifty-six beneficiaries responded to this question. The



frequency of marketing is subjected to agricultural activity that is taking place at the project. About 8.93% and 58.93% of the respondents farm on vegetable production. Their produce is marketed on weekly, and on monthly basis respectively. Livestock respondents were about 28.57% and indicated that they market their produce on yearly basis. 3.57% of the beneficiaries responded that they do not market at all.

These findings imply that beneficiaries who are engaged on vegetable production constitute a large number as they are able to market on weekly and monthly basis, whereas those who are engaged in livestock production, only market on yearly basis. Beneficiaries who indicated that they do not market at all were constituted by a lesser number than other those of products.

Figure 4.2(I)



This figure indicates that only sixty-two beneficiaries were able to respond and about seventy-four answers were given. Their response was grouped according to similarities as one beneficiary was allowed to give opinions as much as she or he would like to. The following are the number of answers and percentages attached to that on reasons why land reform policy implementers are not applying their effort:

- Lack of commitment on both farmers and officials (18.92%);
- Jealousy amongst officials to help (5.41%);

- Lack of skills amongst officials (48.65%);
- Nepotism by officials to assist relatives and friends (8.11%);
- Lack of supervision on officials (9.46%);
- Internal conflicts by beneficiaries (2.70%);
- Lack of confidence by officials (2.70%); and
- Officials assist the rich only (4.05).

The findings imply that beneficiaries had a lot of responses whereby officials were found lacking in terms of skills as it commands more percentages than others. The least responses were internal conflicts in the projects amongst beneficiaries themselves and lack of confidence on the implementing agencies.

#### **4.3 Qualitative analysis**

It outlines the views of implementing officials who were interviewed. Every official was subjected to the same questions and the response was summarized according to similarity of opinions. In this study, about six officials were interviewed from the Capricorn District as the selected area for the study.

An overall majority of the officials, who were interviewed in terms of the frequency of the visit to the projects, showed that projects are visited on bi-weekly and are demand driven. However, the researcher has observed that officials do visit the projects as often as expected.

In terms of the major obstacles that officials are faced with in implementing the policy, they are shown as: lack of commitment on the part of farmers and that most beneficiaries are old to participate in farming. Lack of commitment came top as the major obstacle and officials are worried that farmers are not committed to take farming to great heights as they are too dependent on the government and hope for hand-outs every time. They further indicated that pensioners who do not have the able bodies to farm are the occupants of these land reform projects. According to the researcher's observations, farmers do not have the

necessary farming infrastructure and some farmers are losing hope on government. Farmers are still found in their projects even though the government is slow in terms of unleashing their supportive programmes.

Old age is not a barrier for farmers to progress; as such, old people run most of the projects. The researcher has observed that old people have the passion to farm, unlike the young people, hence they are still found on the farms when they are needed. The fact that the government is not up to its mandate of service delivery as expected brings the Land Reform policy to its failure to meet the intended objectives through making them lose hope to continue farming.

Officials further indicated that they have formal forums to deal with issues of land reform, although others announced that they do not have. Despite the responses from the officials, the researcher observed that forums such as district Screening Committees and provincial Allocation Grant Committees do exist to deal with land reform matters. The only problem observed is that these committees are only focusing on the acquisition of new projects not on the post settlement support and sustainability thereof, of such approved projects. These committees are intended only to meet the target of 30% of land acquisition by the year 2014, as it is the objective of the government, and the Department of Land Affairs in particular.

The general rating of the performance of the Land Reform policy since its inception was met with varying views from the respondents. The majority of the respondents indicated that the policy is a total failure. Subsequently, the least response was that the policy is good to exist so as to assist in terms of achieving the objectives of the government like; job creation and poverty alleviation. However, the researcher observed that indeed the policy has good intentions, except that it is not properly applied to the intended recipients. The fact that some Blacks own farms now, as compared to the past, is a true reflection of the deepest intentions of the government in redressing the past imbalances of land

ownership.

Other officials indicated that business plans are applied when farmers have to be provided with the necessary assistance to their selected few projects. It is indeed a fact that when funds are to be allocated per project the business plans are pre-requisite to apply. The situation is different in the sense that some of the business plans that are in place are not known to the intended beneficiaries and therefore are easily manipulated. As observed by the researcher, the application of business plans is met with some discrepancies as some enterprises are just imposed on the farmers without their knowledge.

In this context, the principles of Batho Pele are compromised. The public deserves the right to openness and transparency. They are entitled to know how public organisations are run, how much they cost, and who is in charge. The Batho Pele principles further give the right to be consulted, whereby users and consumers of public services are entitled to be consulted about the level and quality of services they receive. Whenever possible, they should be given a choice about the services they are offered.

The objective of the government to transfer 30% of land by 2014 was also reflected in the interview. The observation in this regard is that the objective is attainable. As it is currently happening, the Department of Land Affairs has introduced a mechanism to fast track the process in the form of PLAS (Pro-active land acquisition strategy).

This strategy allows the department to buy more land before hand. Whoever intends to buy land through the government's policy of Land Reform should not negotiate with the individual seller, but the government in particular, as the land would be readily available given that the willing-buyer willing-seller strategy is not effective. The latter strategy poses a lot of problems as sellers resort to impose high prices that are not necessarily affordable to individual buyers.

#### **4.4 Conclusion**

Chapter four outlined the opinions of various respondents with regard to land reform implementation. Lack of commitment, finance, extension, skills and infrastructure dominated in both officials and beneficiaries in the final analysis of the research study. The following chapter, that is, Chapter five, focuses on the conclusions and recommendations emanating from the final analysis.

## **CHAPTER FIVE**

### **CONCLUSIONS AND RECOMMENDATIONS**

The Land Reform policy aims to redress the imbalances in land ownership that arise from the past discriminatory policies. Since its inception, a number of land reform projects have been implemented throughout the country. The National Department of Agriculture's vision for these projects is that they should be commercially viable and, probably, the previously disadvantaged farmers should be assisted to achieve commercial viability and become sustainable. However, there is a perception or realities that most land reform projects are have failed to meet the intended land reform programme objective of commercial viability.

This perception or reality that most land reform projects have failed to meet the objective of the Land Reform policy gave rise to this study. Therefore, the overriding objectives of the study is the examining of the implementation drive of Land Reform policy in Limpopo Province, and ascertaining the delegated or authorized staff on the necessary skills to implement land reform programme. In order to achieve these objectives, mechanisms and strategies that can effectively implement land reform policy need to be in place.

In this study, Chapter one looks at the procedures and aspects followed to undergo the study itself. Aspects such as Statement of the Problem, Motivation for the Study, Research Questions, Objectives and Significance of the Study, were systematically followed. This chapter gives a road map towards tackling problems encountered by land reform beneficiaries and coming up with relevant solutions.

Chapter two of the study reflects various views from different authors with regard to issues of land reform. This chapter covers issues of land reform including the South African perspective and the views from different countries across the globe. Issues of Public Administration are also addressed in this chapter through looking at how best service delivery can be attained pertaining to land reform perspective.

Chapter three comprises research methodology. It includes elements and procedures that were followed to collect data. Elements such as, designing of the questionnaires, the sampling of data, ethical considerations and collection of data were effectively conducted.

Chapter four indicates how the data collected in Chapter three were analysed. Qualitative and quantitative methods were used.

The following critical issues were drawn from the study:

- Poor infrastructure and lack of agricultural inputs;
- Farm income generated from the projects is not enough making it necessary for land reform beneficiaries to seek employment elsewhere;
- Conflicts among beneficiaries affect the operational status of the project;
- Limited access to funds to cover production costs;
- Limited active beneficiary involvement in project activities;
- The lack of aftercare to beneficiaries;
- Limited advice and support from the Provincial Department of Agriculture;
- Poor engagement with agribusiness;
- Project management skills; and
- Lack of commitment on both officials and beneficiaries.

Based on the observations and conclusions made above, the following recommendations for improvement are proposed:

- Establishment of Strategic Partnership (SP) with private sector investors to revitalize the projects which are currently non-productive. This could help the affected projects to generate income and attain sustainability. In addition to that, the transfer of skills will, as such, be guaranteed even after the exit of the partnership;
- Currently, there is a fragmentation of the various streams of funding and support services between and within government departments needed for successful implementation of land reform. It is, therefore, crucial that all funding for land, production credit, on-farm infrastructure, community-based infrastructure, market access, and training should be channelled through one department or agency;
- Despite the fact many farmers have already indicated that they do have agricultural knowledge and skills, substantial training and capacity building are required. It is a fact that managing one's own business, and making technical, financial and marketing decisions in one's capacity is different. These skills are largely acquired over time. Courses in Farm Management such as: Record Keeping, Financial Management, Technical Aspects, Marketing, Use of the Future Markets, and Basic Contract and Labour Law, are a necessity. These courses should not be provided by extension officials but by specialised institutions such as; Agri-academy, Agricultural colleges, and short courses should be funded by Education and Training Authority for Primary Agriculture (PAETA);
- The Department of Agriculture should embark on a continuous monitoring and evaluation strategy that is based on approved and accepted business plans per project. Provision of grants per project should also be based on the approved available business plan; and
- There is a need for Project Management skills on the side of the implementers. Officials are exposed to many challenges when they are expected to implement land reform programme. They are expected to



know all the processes from the approval and the inception of the project. Interaction with farmers in their projects needs a special skill to be able to understand what precipitates the failure and the success of a project. A one-year course on Project Management from the accredited training institution is recommended.

In conclusion, the study investigates the conditions that are hindering the implementation of land reform programme in the Capricorn District in Limpopo Province. It investigates the post settlement support initiatives by the government, in particular, the Provincial Department of Agriculture in Limpopo. Based on the findings of the investigations, some recommendations were forwarded so as to improve the current situation. Further studies are necessary to follow up on developments with regard to the effectiveness of the programme.

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## **Acronyms**

- **CASP**-Comprehensive Agricultural Support Programme
- **CDM**-Capricorn District Municipality
- **DoA**-Department of Agriculture
- **DLA**- Department of Land Affairs
- **LPG**- Limpopo Provincial Government
- **PAETA**-education and training authority for primary agricultue
- **PDA**- Provincial Department of Agriculture
- **PLAS**-Pro-active land acquisition strategy
- **RSFSR**- Russian Socialist Federal Soviet Republic
- **MAFISA**- Micro-agricultural Financial Institutions of South Africa
- **NERPO**- National emerging red meat producers' organisation

## APPENDIX ONE

### QUESTIONNAIRE FOR LAND REFORM BENEFICIARIES

- Are farmers currently at a regular job besides farming?
- |     |  |
|-----|--|
| Yes |  |
| No  |  |
- If they have extra job besides farming, will they consider relinquishing that job and concentrate on the projects?
- |     |  |
|-----|--|
| Yes |  |
| No  |  |
- Do they have the necessary skills and experience in farming?
- |     |  |
|-----|--|
| Yes |  |
| No  |  |
- Does the Department of Agriculture assist them to acquire the necessary farming skills?
- |     |  |
|-----|--|
| Yes |  |
| No  |  |
- Are they satisfied with the assistance the department is providing to them as farmers?
- |     |  |
|-----|--|
| Yes |  |
| No  |  |
- Do they produce enough for the market?
- |     |  |
|-----|--|
| Yes |  |
| No  |  |
- Why the implementation of Land Reform policy does not produce productive and competent farmers?

- What makes land reform beneficiaries unable to sustain their occupation on the new farms?
- What were their expectations about Land Reform policy implementation?
- Why are there no commitments on the side of the implementation agencies (extension officials and other stakeholders)?
- How often do their extension officials visit their project?
  - a. Weekly
  - b. Monthly
  - c. Sometimes
  - d. Do not come at all
  
- How often do they market your produce?
  - a) Weekly
  - b) Monthly
  - c) Yearly
  - d) Not at all

## ***APPENDIX TWO***

### **INTERVIEW QUESTIONS FOR LAND REFORM OFFICIALS**

- How often do they visit the projects?
- What are their major obstacles in the implementation of Land Reform policy?
- How often do they coordinate or meet with other stakeholders to discuss matters pertaining to land reform?
- Does the Department of Agriculture have the necessary capacity and skills to assist the projects?
- Why are the land reform beneficiaries unable to sustain their occupation on the new farms?
- How do they rate the performance of Land Reform projects so far?
- Do they implement business plans available for each project?
- Why the implementation of Land Reform policy does not produce productive and competent farmers?
- Why are there no commitments on the side of the implementing agencies (extension officials and other stakeholders)?
- As officials, do they see Land Reform policy as being able to achieve its objectives of transferring about 30% of land to previously disadvantaged individuals by 2014?