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**AN ANALYSIS OF THE EVOLUTION OF LAND REFORM
PROGRAMME IN LIMPOPO PROVINCE, SOUTH AFRICA: SUCCESSES AND
FAILURES**

Master's Thesis

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R u l e s f o r e l a b o r a t i o n :

The objectives of this study is to assess progress in the implementation of land reform, analyse the current and potential impacts of land reform on sustainable livelihoods. The secondary data will be performed to review government and NGO reports. For impact assessment study, case studies will be used to substantiate the status of current land reform in Limpopo Province. Case studies will be selected from success stories (bright spots), medium performance stories and failure stories (improvement spots/dark spots) so that critical learning points can be identified.

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Lahiff, E., 2007. "Willing Buyer, Willing Seller": South Africa's Failed Experiment in Market-Led Agrarian Reform'. *Third World Quarterly*, 28 (8): 157797.

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Declaration

I, **Sekgobela Sello Floyed** solemnly declare that I have written the presented thesis titled “An Analysis of the Evolution of Land Reform Programme in Limpopo Province, South Africa: Successes and Failures”. Also to declare that this work has not previously been submitted by me or any person at any university and all bibliographical references and quotations has been duly acknowledged.

Surname & Initials (Title)

Date

Dedication

This piece of work is devoted to my late uncle **Mmutle Gideon Phasha**, My late Grandparents **Miriam Mashianoke** and **Oupa Frank Mashianoke**. You have played a crucial role to shape me to be the person I am today.

To you my lovely mother, **Ntlhapi Catherine Sekgobela**, thank you for the support, love and care you have displayed when things were tough and I wanted to quit this study.

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To my siblings, **Fenky Sekgobela**, **Mmathabo Sekgobela** and **Ouma Sekgobela** the fruit of the support you gave me are today as clear as daylight and I appreciate it.

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Abstract

The advent of democracy in 1994 has necessitated South African government to develop policies and legislations in order to redress the historical imbalances created by the colonial regime. The new government embarked on a consultative process pertaining to establishment and introduction of land reform programme seeking to restore land to majority of black people. The objective of this study was to (i) assess progress in the implementation of land reform; (ii) examine land use under different land reform schemes, (iii) document successful land tenure, redistribution and restitution experiences and (iv) analyzing the current and potential impacts of land reform on sustainable livelihoods.

The study adopted qualitative research method and was based more on theoretical knowledge in the field of investigated study, from a wide source of literature. Document analysis and case studies were used to gather and analyze information to reach a more complete understanding of the land reform and its impact on structure of farms. Data were mainly obtained from various department and NGOs who are directly involved with the facilitation and implementation of land reform programmes. The findings disclose that the South African government has redistributed lands but failed to reach the target (30% by 2014) which was set. The study further reveals that lack of post settlement support, weak institutional arrangements, lack of finance, lack of access to market and credit facilities are amongst others factors which make the land reform projects to be unsustainable. Some case studies presented have demonstrated that post-settlement support and strong institutional arrangements plays a role in maximizing the production of the farm. Recommendation/strategies to address the above mentioned findings suggest that (i) strong partnerships between

all stakeholders (government, private sector & civil society) needs to be established to accelerate the pace of land delivery to land reform beneficiaries; (ii) enhance institutional structures at project level which are transparent and participative to address mismanagement and misuse of resources

Keywords: Land Reform Programme; Land Redistribution, Land Tenure, Land Restitution, Sustainability, Post-settlement, Limpopo Province, Communal Property Association, Legislative Framework, Project Beneficiaries

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List of Abbreviations & Acronyms

AGM	Annual General Meeting
ANC	African national Congress
ARC	Agricultural Research Council
COHRE	Centre on Housing Rights and Evictions
CPA	Communal Property Association
DLA	Department of Land Affairs
DRDLR	Department of Rural Development and Land reform
ESTA	Extension of Security of Tenure Act
FTLRP	Fast Track Land Reform Programme
GDP	Gross Domestic Product
GoZ	Government of Zimbabwe
LCC	Land Claims Commission
LDA	Limpopo Department of Agriculture
LRAD	Land Redistribution for Agricultural Development
LRRP	Land Redistribution and Resettlement Programme
LTA	Labor Tenants Act
M&E	Monitoring & Evaluation
NGO	Non-Governmental Organization

NLA	Native Land Act
PLAS	Proactive Land Acquisition Strategy
RDG	Restitution Discretionary Grant
RLCC	Regional Land Claims Commission
RADP	Reconstruction and Development Programme
SADC	Southern African Development Communities
SAFM	South African Farm Management
SLAG	Settlement Land Acquisition Grant
SPG	Settlement Planning Grant
SWAPO	South West Africa's People Organization
ZANU-PF	Zimbabwe African National Union-Patriotic Front

CHAPTER 1: INTRODUCTION

1.1 Aim of this Chapter

The aim of this Chapter seeks to introduce, outline and provide a historical background of land reform programme in South Africa. The chapter further gives out a clear perspective and context on problem statement, research objectives, research questions, and definition of concepts.

1.2 Background of the Study

The Native Land Act (NLA) No. 27 of 1913 forbidden majority of black of people in South Africa from renting and owning any land in white areas (De Beer, 2001:1). According to Van Zyl, Kirsten & Binswange (1996:390), the Native Land Act was part of a process of dispossession of land, with an extended history before 1913. The Nationalists government continued to use this NLA, resulting in a policy where people were removed from their homes by force. The Native Land Acts provided more rights to the apartheid government to persuasively remove Black masses from their land of birth and saw Blacks occupying 7% of the land while White people occupied 93% of the total land in South Africa (Hall, 2003).

Post 1994, the new democratic government of South Africa developed pieces of legislations aimed at redressing the past injustices created by the apartheid government. The need for successful implementation of land reform programme arises from both the moral responsibility of a democratically elected government to address the past injustices and promote equal distribution of land (Van Wyk, 2010:1). The new democratic regime led by the African National Congress (ANC) reiterated its position to facilitate the implementation of land reform through principles guided by the Freedom Charter (adopted in 1955), which stipulates that:

- i. Freedom of movement and association shall be guaranteed to all who work on the land
- ii. Restrictions of land ownership based on racial system shall be ended, and all the land re-divided amongst those who work it to banish famine and land hunger
- iii. All the land shall be shared among those who work on it
- iv. All shall have the right to occupy the land wherever they choose
- v. The state shall help the peasants with implements, seeds, tractors and dams to preserve the soil and assist tillers
- vi. Restrictions of land ownership on a racial basis shall be ended (SA, 2010:13-14)

The primary aim is to implement land reform legislations as a way of providing support and advance the process of reconciliation, reconstruction, development and restoration of land from white minority to majority of blacks (Land Claims Commission, 2003:3). De beer (2001:51) point out that despite the availability of policies and legislations that seeks to address land reform, the implementation of land reform policies is still facing a massive challenge.

Several studies have indicated that the failure and challenge to effectively implement land reform attributes to the absence of coherent and clear strategy pertaining the post-settlement support (SA, 2010:20; Hall, 2008:8; Ntsebeza & Hall, 2008:145). The developed legislations does not have a clear plan on how to advance sustainable land use management and rural development strategies. A study by Derman (2006:23) and DLA (1997:28) find evidence that the absence of post settlement support has prompted the government to hire private companies to assist the communities in managing their farms in the name of strategic partners. This has also

created a huge problem as most of the land reform beneficiaries have now been reduced to mere farm workers.

1.3 CONTEXTUALISING LAND REFORM

Both the government and private sectors developed a strategy in order to redress excessive historical inequalities that associated with land ownership and redistribution. In a case of Sub-Saharan Africa in general and South Africa in particular, it was found out that the colonial or previous regime implemented legislations that forced the removal of black people from their traditional lands (Lahiff, 2003:5). White settlers ended up occupying huge commercial arable lands while majority of black people occupied land on a small scale. These acts of forceful removal made the marginalized black people to participate in the liberation struggle which led to independence in various countries. Most of the Sub-Saharan countries formulated policies that are aimed at addressing the historical imbalances and land reform is one of the policies developed to address such (Owuor and Shem, 2009:320).

However, there is no consensus among scholars on the definition of the term 'land reform'. In a study conducted by Michael Lipton (2009:35), he provided a useful starting point when he defined land reform as "legislation intended and likely to directly redistribute ownership of, claims on, or rights to current farmland, and thus benefit the poor by raising their absolute relative status, power, and/or income. His interpretation highlights the focus of land reform – that of the redistribution of land to the poor of the poorest.

On the other hand, Doner (1972:10) highlighted that most of the meanings and definitions of land reform appear to share some characteristics. Some of the characteristics are that:

- i. Land reform is invariably a more or less direct, publicly controlled in the existing of land ownership;
- ii. It normally attempts a distribution of wealth, income or productive capacity throughout the society

Given the importance and objective of Land programme where 30% of agricultural land should be transferred to the marginalized group by 2030, the Department of Rural Development and Land Reform (DRDLR) further acknowledges that the existing land reform plan is not able to achieve the intended and desired results, and that a new plan has been developed to primarily looking at a four-tier system as mentioned in the Green Paper: (i) Firstly, state and public land on leasehold; (ii) Private owned land on freehold with limited extent; (iii) foreign ownership on freehold but with precarious tenure; (iv) communally land on communal tenure (SA, 2011:1). Estimates indicate that only 8% of commercial farm land was redistributed over 18 years, as compared to 30% over 5 years initially targeted.

Jacobs (2003:54) argues that most of the distributed land fails to be productive due to lack of finances (both working capital and capital expenditure), dilapidated farm infrastructure, corporate governance and also lack of coordination between the government and the beneficiaries (community members). And as a results these challenges contributes towards a delay in land distribution. He further highlighted that if these challenges are not addressed in a timely manner, South Africa will lead to an era of confusion. Emphasis should be made on involving both the Government,

Non-Government Organizations and civil society if we want to deliver a successful land reform programme that is built on principles of transparency and honesty.

The research therefore seeks to assess progress in the implementation of land reform; examine land use under different land reform schemes; document successful land tenure, redistribution and restitution experiences; and analyze the current and potential impacts of land reform on sustainable livelihoods. Land reform thus forms the foundation and core of this study.

1.4 Purpose of the Study

The purpose of the study is to analyze the evolution of Land Reform in Limpopo Province, South Africa.

1.5 Objectives of the Study

This research study 's objectives were as follows:

- i. To assess progress in the implementation of land reform in South Africa;
- ii. To document and learnt from case studies of successful land tenure, redistribution and restitution experiences
- iii. To examine land-use under the different land reform schemes;
- iv. To analyze the current impacts of land reform on sustainable livelihoods

1.6 Central Theoretical Statements

Land reform is a system used by government to give back land to people who have lost it since 1913 due to unfair political interventions by the then apartheid government. This is mainly done help people to own the land and through analyzing land reform. A conclusion and recommendation can be made to understand the process of land reform in South Africa better.

1.7 Research Questions

This study will be guided by the following research questions:

- To what extent has the land reform program achieved its intended objectives?
- What are the challenges faced by both implementers and beneficiaries of the land reform programme and to what extent do these affect the progress and impact of land reform programme?
- Can strategies be developed to address the challenges?
- What has been the current impact of land reform on sustainable livelihoods?

1.8 Statement of the research problem

Although the government has been implementing redistributive land reform since 1994, the exercise is not yet completed. Consequently the government has acknowledged that the pace of reform has been slow. Several studies have reported that only about 8 per cent of commercial farmland was redistributed over 18 years, as compared to 30 per cent over 5 years initially targeted (Lahiff, 2007:17; Buthelezi, 2008:8; Aliber & Cousins, 2013: 58). A major issue revolves around the economic viability of most of the farms under new owners. There are also some serious concerns about what is widely perceived to be poor performance in terms of not only the hectares redistributed or claimed, but in the failure to effectively use the programme to address poverty and unemployment and to significantly improve livelihoods and production outcomes on the land which has thus far been redistributed.

1.9 Definition of key concepts

i. **Sustainable Development:**

Novacek (2011:218) mentions that sustainable development means different things to different people. However, the most prevalent definition of sustainable agriculture is one that is economically viable, ecologically sound, and socially humane. On the hand Kelly (2009:54) defines sustainable development as a means to sustain the economy as well as an ecological system. Another definition which is in line with the above mentioned views is that sustainable development is people centered and put more emphasis on improving the quality of life for the poor and conservation in maintaining the variety and productivity of nature (World Commission on Environment and Development, 1987:2). Based on these definitions, one could conclude that sustainable development should be capable of sustaining the livelihoods of the present without compromising the livelihood of the future generations.

ii. Land reform Programme

After 1994 the newly elected government decided to draw up plans addressing the historical balances in the context of addressing or reducing poverty, unemployment and inequality created by the previous regime. As stated in the 1997 on White Paper on Land Policy, the RDP and in line with the Constitution, South Africa's land policy has three distinct components (African National Congress 1994:2; Williams 1996:34). These components seek to cater to varying land needs, from historical and ancestral links to land to the economic needs of small-scale and emerging farmers. Land reform has three legs namely, land redistribution, land restitution and land tenure

iii. Land Redistribution

The programme of land redistribution was created to broaden access to land among the country's black majority. This was to provide for residential and agricultural

purposes for the poor in order to improve their socio-economic conditions (Land Claims Commission, 2003 and DLA, 1997: ix).

iv. Land Restitution

A land restitution programme seeks to deal with the restoration land or provide alternative compensation to individuals/ communities dispossessed as a result of racially discriminatory laws and practices since 1913 (Land Claims Commission, 2003:2). The Land Restitution is guided Restitution of Land Rights Act, 22 of 1994 where all the claims are processed by persons or communities dispossessed their properties as a result of racially discriminatory laws (DLA, 1997:3).

v. Land Tenure

A tenure reform programme seeks to address a wide range of problems associated with land rights (SA, 2010:19). It was established to transfer land, but more importantly intended to secure the rights of communities and people living under insecure arrangements on land owned by others (Land Claims Commission, 2003:3).

vi. Poverty Reduction:

Chambo, (2009: 43) defines poverty reduction as a sustained decrease in the number of poor and the extent of their deprivation. Poverty reduction is a process by which the causes of deprivation and inequity are addressed (Pinto, 2009: 65)

vii. Food Security:

According to World Food Summit (1996:8), food security can be pronounced as a condition where all people, at all times, have economic and physical access to safe, nutritious and sufficient food to meet dietary needs for and active and healthy life.

viii. Impact:

Hall (2003:45) defines impact as a force of collision or the influence of something. A study conducted by Chauke (2006:13) defines impact as an influence or results that emanate from an intended engagement in a certain activity. The concept of impact can bring programme results or intermediate improvements that can be witnessed on beneficiaries.

ix. **Economic Development:**

A study conducted by Todaro (2000:14) and Brundtland (1987:42) defines economic development as a process and period of eradicating triple challenges namely, poverty, unemployment and inequality reducing with the objective of advancing sustainable economy.

x. **Success:**

It is envisaged that acquisition of land will have a positive impact on the beneficiaries. The South African land reform programme has suggested that the outcomes or the success of land reform will lead to the following:

- Improved food security: access to nutritional foods arising from self-provisioning will lead to address the food security as members will income to support their families
- High level of Income: High yields production helps the beneficiaries to have more income, wage employment and more egalitarian distribution of income
- Improved well-being: improved access to land ownership, clean drinking water and sanitation, improved housing and improved access to social infrastructure will develop a sustainable mobility

xi. **Community:**

According to McKay (1999:28), community can be defined as a group of people who have certain things in common.

xii. Beneficiaries

Beneficiary refers to individuals or group of people that have been verified from the verification list of claims lodged with the government and who were found to be entitled to benefit from the land reform programme (Hall, 2003:34)

1.10 Organization of the Study

The study is divided into five (5) chapters and summarised as follows;

Chapter One: Introduction

Chapter one seeks to introduce, outline and provide a historical background of the research topic. The chapter further gives a clear perspective and context of research problem statement, research objectives, research questions and definition of concepts.

Chapter Two: Literature Review

This chapter put more emphasis on reviewing fundamentals of land reform through a critical review of literatures. The Chapter further describes different forms and approaches undertaken to implement land reform and review of some international experiences. The focus will then fall on the legislation and funding framework in the form of grants established by the democratic government after 1994 and its aims and purposes of reversing the past injustices committed by the previous government/ regime.

Chapter Three: Research Methodology

This chapter explains the techniques and the methodology employed in this study

Chapter Four: Current Development of Land reform in South Africa

This chapter will mainly deal with the latest or current development with regards to the concept of land reform programme in South Africa.

Chapter Five: Conclusion and Recommendations for Land Reform in South Africa

This Chapter will draw up conclusions and assumptions after analysing land reform policies, acts and current development of land reform in South Africa particularly in Limpopo Province. Sound management strategies and recommendations will be provided for future reference.

1.11 Conclusion

Regardless of the determinations and commitment taken by both the government and the private sector to make land reform viable and sustainable, these endeavours are faced with enormous challenges such as, economic sustainability, skills development, high illiteracy levels and high rate of unemployment in the area under study. These challenges, faced by both implementers and beneficiaries of land reform, served as a strong motivation for the researcher to conduct this study. With recommendations provided in this study, the researcher is hopeful and positive that together the government and private sector would advance and improve support instruments and methods of intervention.

CHAPTER 2: LITERATURE REVIEW

2.1 Aim of this Chapter

The previous chapter introduced and provided historical background of land reform in South Africa and also outlining the research problem, research objectives. This chapter put more emphasis on reviewing fundamentals of land reform through a critical analysis of literatures. The Chapter further describes different forms and approaches undertaken to implement land reform and review of some international experiences. The focus will then fall on the legislation and funding framework in the form of grants established by the democratic government after 1994 and its aims and purposes of reversing the past injustices committed by the previous government/regime. The selected literature is important for the discussion, not only in this chapter, but throughout the entire document. The legislative material will help clarify why actions were taken at a certain point in time. The additional literature will as well outline the land reform activities, which were researched and/or documented by other scholars.

As highlighted by Boote and Beile (2005:3), a thorough sophisticated literature review is the foundation and inspiration for substantial and useful research. Literature review plays an important role because it helps with its attempt to establish a link between the study and the accumulated knowledge on the importance of land reform for sustainable livelihoods.

2.2 The Impact of Land Reform in International Countries and Post settlement Support

The renewed attention on land reform in the 1990s was introduced by the World Bank (Deininger and Binswanger, 1999), which had broadly reviewed its philosophy towards addressing land policy issues, and experimented in formulating and implementing new policies and approaches which favors access to land for the rural masses. Ghimire (2001:3) defines land reform as a programme which involves a significant change in the agrarian structure resulting in increased access to land by the rural poor and security of land rights and titles. The programme of land reform is generally agreed and understood as the redistribution of rights in land for the benefit of the landless, tenants and farm laborers. The programme of land reform is perceived to be success if it expands and improves the livelihood of the people who are living under abject poverty and reduce vulnerability to shocks of higher income, larger savings, and better access to credit market and increased returns to family labor (Dikgang and Muchapondwa, 2013:2).

Furthermore, evidence on benefits derived from land reform has produced mixed results. For example, several studies (Carter and May, 1999:21; Haddad, Hoddinott & Mukherjee, 2000:21; Gobien & Vollan, 2013:3) have been carried out and it was found that there is a strong link between access to land and income and as a result the income level of land reform beneficiaries have improved compared to when they did not own the land.

According to Chauke (2006:26), both the success and failure of land reform depends on the amount of post-settlement support provided by the Government to the beneficiaries of distributed lands. The Taiwan land reform strategy could serve as a good success story because when the Taiwanese inherited their land from the

Japanese, the Taiwan Government rented out and later sold the land to the tillers (Ghimire, 2001:3). Some of the major obstacles for the land reform projects to be sustainable were lack of access to credits in order to purchase inputs and also lack of access to market. Access to marketing and credits proved to be the stumbling block for the farmers who inherited skewed land. The Taiwan Government came up with an intervention mechanism of providing inputs and also assisted farmers with access to local and international marketing (El-Gohemy, 1999:106). The money generated from what the farmers produced were then invested into the development of industrial economy and that also played a role in increasing the economy of Taiwan.

In the international arena, land reform was propelled on to the development agenda in order to destroy the undemocratic concentrations of power which was based on skewed patterns of land ownership. After the Second World War, land reform in the international setting, particularly Japan, Taiwan and South Korea, was executed in the model of land-to-the-tiller (Bruce: 1993:2). In this model, tenants became owners of the land that they had previously farmed as tenants. Griffin et al (2002:396) argue that these countries had common characteristic of scarcity of land, high incidence of tenancy and unequal distribution of land, therefore land scarcity became the basis for land distribution rather than shunning away from land redistribution. Land reform was based on buying land from those who owned more land than the law entitled one to own.

2.3 Land Reform in Southern Africa

Most of the Southern African Development Communities (SADC) has shifted their attention on the involvement and participation of state towards redressing historical imbalances in rural society and rural land dynamics (Berry, 1993:22). According to

Cotula, Toulmin and Quan (2006:13) they argue that rural poverty is linked with poor access to land, be it in the form of landlessness and contestation of land rights among the white settlers and marginalized black people. The importance of securing property rights for growth and prosperity have long been recognized as a way of taking out people who are living in an abject poverty. In a study conducted by Moyo (1998a:6) it was pointed that unequal ownership of and access to land are, increasingly contributing towards the instability in the SADC region. Consequently, this would result in rural poverty, high population densities, poor management of land and diminishing investments into land management.

Land has always been a contentious issue in Southern Africa and it has been found that many African nations upon attaining their independence most of them have inherited dualistic land tenure and management systems consisting of customary land tenure managed by traditional leaders and modern land tenure system which is controlled by organs of central governments (Kalabamu, 2000:45). Given the dual agrarian structure inherited by most post-colonial states in Africa, particularly in Southern Africa, land reform remain an emotive issue in most of these countries today and thus necessitate speedy actions from policy makers, government, non-government organizations and civil society at large. South Africa is no different to other countries in the SADC region and has developed legislations dealing particularly with land reform issue (Quan, 1998:52; Bruce, 2000:8). The struggle for independence was motivated by the desire to restore human dignity by providing equal opportunities that will among other things address the issue of poverty, unemployment and inequality.

Besley and Burgess (2000:404) highlighted that both the approach and implementation of Land Reform Programme in countries like Namibia, Zimbabwe

and Lesotho in the Southern African Development Communities (SADC) region because of their similarity. Land is an emotive issue and it remains an extremely important asset as it serves as the primary determinant for sustainable livelihoods for the rural poor (Banerjee *et al.*, 2001:1, Bardhan, Luca, Mookherjee & Pino, 2014:14). Land reform in countries such as Namibia, Lesotho, Swaziland, Malawi and Malawi was somewhat no different from South Africa in terms of its purposes and land use particularly for agricultural purposes.

In some parts of the region where the land reform was implemented in most cases it was not successful due to poor post-settlement support in terms of capacity building (training, enterprise development and mentorship). Several circumstantial factors have also played an important role in this political resurgence of land reform policies in southern Africa, namely Zimbabwe's new radical land reform approach and the collapse of the apartheid system in South Africa and Namibia.

2.3.1 Land Reform in Zimbabwe

According to Rukuni *et al.*, (2006:78), Zimbabwe has a largely agricultural economy which played a massive role contributing between 12-20% GDP between 1985 and 2007. However, the percentage share of agriculture towards the overall GDP of the country has been deteriorating and declining following the attacks and invasions of 2000. The invasion resulted in a massive dispossession of the white commercial farms under the umbrella of the Fast Track Land Reform Program (FTLRP). The re-occupation of the land was seen as a political move aimed at addressing the unequal distribution of the land which came as a result of discriminatory practices by the colonial period. This move has been perceived as a complex one by international

communities due to its unprecedented approach taken by the Government of Zimbabwe (GoZ).

The approach and implementation has been subjected to international discussion for almost a decade now, and this was mainly attributed to unprecedented approach taken by the government of Zimbabwe to address key policy issues of land redistribution. The land question has always been and remains at the core of Zimbabwe's political, economic and social development (Chitsike, 2003: 2). Land has proved to be the driving force in ensuring the improvement of socio-economic well-being particularly in areas that are vulnerable to conflicts and political instability.

Like any country in the SADC region Zimbabwe inherited a racially skewed agricultural land ownership since their independence in 1980 and land reform programme was prioritised on government policy agenda (Scoones *et al.*, 2010:4). The ZANU PF led government embarked on implementing the land reform in various forms or phases namely, (i) provide a guideline on how the government should conduct itself towards the smooth running and implementation of land redistribution particularly on formulating economic policies and strategies that would allow the marginalized group of people to participate in agricultural activities in order to reduce poverty (Tshuma, 1997:40); (ii) embark on redressing the inequities in access and control of land; (iii) improve the base of productive agriculture; (iv) alleviation of population pressure in communal areas (v) improve the living standards and achieve national stability.

Odgaard (2006:5) argued that the amount of land available to communities and households are important in solving the problem of food scarcity because land availability also restores human dignity where formal employment opportunities and

access to resources will be realized by marginalized group of people. According to Tshuma (1997:80); point out that majority of Zimbabwean perceived land redistribution concept as a good initiative by the Government of Zimbabwe (GoZ) because it aimed at redressing the historical imbalance and address the problem of poverty, unemployment and inequality, however it failed to achieve its intended objectives and targets. Reason for its failure to achieve the intended objectives was partly because land redistribution focused more on the redistribution of land and neglected tenure reforms or direct restitution. The other contributing factor towards its failure was the lack of Ministerial and departmental coordination, consultation and participation of Non-governmental Organization (NGOs). Gonclaves (1993:267) in his study has pointed out that that the process was politicized to achieve the objective of the ruling party by sidelining other stakeholders or NGOs which were predominantly whites (Gonclaves, 1993:273). This could be true because when the programme of Land redistribution was launched in 1998, there were no inputs made by NGOs in the Land Redistribution and Resettlement Programme (LRRP). The stakeholders who took part in the formulation of LRRP were government official, Ministers and the ruling party, ZANU PF.

The LRRP could have achieved its intended objectives and targets in the first 20 years if coordination and participation from different stakeholders were endorsed. Failure to coordinate and involve other stakeholders has made the LRRP to receive heavy criticism from different angles of the world i.e. international and regional communities. This assertion is confirmed in a study carried out by Dube and Midgley (2000:1) where they highlighted that the Western countries or powers condemned the manner in which the programme of land redistribution was handled in Zimbabwe.

Their criticism was based more on the way in which the programme was formulated and implemented.

It was evident that the Land Reform and Resettlement Programme (LRRP) did not yield any positive results due to poor coordination and lack of participation from all stakeholders (Government, NGOs and civil society). In the mid-1980s the GoZ upon realizing that the LRRP is not achieving its intended objectives it then came up with a strategy that is more inclusive and representative to all stakeholders namely; Government, NGOs and civil society (Tshuma, 1980:78). Among the strategy formulated came the resurgence/introduction of Economic Structural Adjustment Programme (ESAP) which was mainly targeted to allow all the marginalized population of Zimbabwe to participate in the mainstream economy through access to land (Tshuma, 1997:5).

Prior to the general elections of 2000, ZANU PF after facing immense political pressure came to realize that the party was headed for a defeat to a stronger opposition party which is led by Morgan Tsvangirai. ZANU PF then embarked upon a controversial Fast-Track Land Reform (FTLRP). The primary focus of FTLRP was to facilitate the acceleration of land acquisition and settlement. According to Moyo, Raftopoulos & Makumbe (2007:38) they argue that the initial land redistribution was bound to fail because it focused more on redistribution while neglecting the concept of settlement. In a study conducted by El-Ghonemy (2003:35) pointed out that the agenda for land reform is now expanded because it's no longer confined to redistributive reform but involves various dimensions like transfer of land rights from landowners to landless people. The FTLRP put more emphasis on redistributing white large commercial farms and transfer them back to the black individuals who were historically dispossessed by the colonizers.

Today the program continues to spark controversy because most of the redistributed lands were obtained through the use of violence and intimidation to drive off the white farmers off their states (Center on housing Rights and Evictions [COHRE], 2001:6; Mlambo, 2010:7; Moyo, 2004:28).

The ruling party ZANU PF, after realizing that the programme is sparked with controversies because of the way in which it was implemented through the use of violence and intimidation, they then formulated a document titled “Accelerated Land Reform and Resettlement Implementation Plan”. The target for the plan was to acquire 1 million hectares and resettle 30 000 families. This provided a clear perspective on how it is going to be rolled out from the beginning to the end. The programme also aimed at acquiring additional 4 million hectares of commercial farm land which 120 000 families would settled (Tshuma, 1997:10)

The land issue started with the Lancaster House Agreement where a common consensus was reached and resolutions were taken that land should be transferred through a principle of willing seller-willing buyer. The principle of willing seller-willing buyer is only applicable to the white farmers who wanted to continue farming in the country (Lebert, 2003:4; Chitsike, 2003:2)

Despite the attempts from the Government of Zimbabwe to formulate policies and strategies to address the historical imbalances, the country is still faced with high level of unemployment, inequality and poverty. Although the government have tried to facilitate the land redistribution, it is however doubtful that the land redistribution improved the livelihoods of the poor masses. This was evident when there was a huge decline of tobacco production, depreciation of Zimbabwe dollar and increase in the continuous level of goods and services (Scott, 1985:72). One may conclude that

the Fast Track Land Reform Programme (FTLRP) had negative effects on all sectors of the economy. This policy did not deliver significant material benefits to the rural population and instead withdrew all the subsidies the rural population enjoyed.

2.3.2 LAND REFORM IN NAMIBIA

There is a general consensus from several studies that the progress of land reform in Namibia has been very slow and a figure of about 1% of commercial land being redistributed every year is generally agreed upon (Scoones *et al.*, 2010: 10). The government blames the “willing buyer, willing seller” principle and the reluctance of farmers to make land available, whereas farmers blames the government which has a statutory “right of first refusal” for all the farmland coming on to the market. Land reform in Namibia remains an emotive and a sensitive one because lots of people were killed and the Namibian used land as a symbol of wealth for them. Majority of population depends on land for survival because that is where they get their staple food to support their families (Mendelsohn, 2000:7). The racial division made the whites to enjoy one of the world’s highest standards of living while black Namibians continues to live in abject poverty which makes Namibia the most unequal country in the world. According to a study conducted by Wolfgang and Kruger (2007:21), the main cause of rural poverty and economic inequalities is derived from the control of land mainly because whites acquired large commercial farms while blacks occupying communal landholders.

The introduction of land reform was guided by the resolution of 1991 Land Conference to develop policies and legislation of accessing land by the marginalized population. Among other things that the conference emphasized was to reach a consensus on the land question (Ron, 1991:6). Three critical areas were identified as

priority namely, (i) colonial dispossession, (ii) equity, and (iii) Efficiency. Derman *et al.*, (2006:58) point out that approximately ninety three farms consisting of 1.8 million hectares were bought from white commercial farmers for resettlement purposes. Like in Zimbabwe and South Africa, the Namibian used a principle of willing buyer/willing seller to implement the redistribution of land to the marginalized communities (Niikondo, 2010:64).

The inheritance of land was divided into two agricultural subsectors, namely, communal and commercial agriculture. Land policies were developed to assist majority of black people who were dispossessed their land by the colonizers. Tapscott (1995:158) point out that the SWAPO government made their intentions very clear of securing sustainable livelihoods for the rural poor through land reform. The new government saw it fit to recognize land reform as a vehicle to address the historical imbalances, inequalities, reduce poverty and accelerate economic growth (Ron, 1991:147).

Despite the efforts and commitment shown by the Government of Namibia to redress the economic inequalities confronted by the black population, the land reform did not make any significant improvement because majority of marginalized population are living under abject poverty. According to Keeley and Scoones (2000:91-92) majority of black people constitute a landless workforce in urban townships. This is mainly because white farmers are still controlling most of the commercial arable land.

2.3.3 Land Reform in South Africa

With the dawn of democracy in 1994, Land reform in South Africa received much top priority on the government's policy agenda. The new government under the dispensation of democracy undertook a consultation process with both the public

and NGO's regarding the introduction and establishment of Land reform programme. The Green Paper on Land Policy that was based on Reconstruction and Development Plan (RDP) was published in February 1996. The Green Paper on Land Policy it was a political tool developed to bring about both the direct benefits to beneficiaries and indirect benefits to the rural economy.

However, the Green Paper was re-written to serve as a basis for the White Paper on South African Land Policy that was published in April 1997 (Nauta, 2001:91). The document (White Paper) points out that land redistribution and property rights could have the potential to increase agricultural production if addressed accordingly. Agricultural sector has proved to be the driving force behind the creation of employment, poverty reduction and promote economic growth. This in turn positively contributes to increased levels of sustainable livelihoods in rural areas (Chandra Bahadur, 2009:1).

Both the White Paper on Land Policy and RDP was developed guided by the fact that 87% of South Africa's arable land was controlled by Whites who constituted about 12.6% of the total population while marginalized black people controlled 13% of the land. A study conducted by Feinberg (2009:59) highlighted that approximately 82 million hectares of agricultural land were controlled by the White minority while the majority of black people occupied fewer hectares. The policies and legislation implemented by the apartheid regime in the 20th century resulted into unequal distribution of land and wealth in South Africa (Kinsey's, 1999:173-177 and Ghimire, 2001:7-10). Some of the Acts and legislations used include the Native Land Act of 1913, the Native Trust and Land Act of 1936 and the Group Areas Act of 1950. These legislation were not only used as a base to remove black people from their traditional lands but also prohibited sharecropping (Bundy, 1985:49)

At the inception of South Africa's democratic transition in 1994, the new democratic government under the African National Congress (ANC) emerged and Land Reform Programme was prioritized as a strategy to address historical imbalances and inequities surrounding the black people. UNGA (2000:1) further point out that eliminating poverty has become the most important development objective. In spite of the ANC being in power for 20 years now, there has been a slow progress in achieving the targets of land reform which are more to address the socio-economic conditions that majority of black South Africans are facing. Many of the socio-economic distortions that were implemented by the previous regime are still in place. This can be shown by the difficulty and slow process of transferring the land (Bradstock, 2005:248)

The programme of land reform is categorized into three (3) legs or sub-programmes which are land redistribution, land restitution and land tenure (Land Claims Commission, 2003).

2.3.3.1 THREE PILLARS OF SOUTH AFRICAN LAND REFORM

After 1994 the newly elected government decided to draw up plans addressing the historical balances in the context of addressing or reducing poverty, unemployment and inequality created by the previous regime. As stated in the 1997 on White Paper on Land Policy, the RDP and in line with the Constitution, South Africa's land policy has three distinct components (Land Reform Policy Discussion Document, 2012:7). These components seek to cater to varying land needs, from historical and ancestral links to land to the economic needs of small-scale and emerging farmers:

- A land redistribution programme
- A land restitution programme
- The tenure reform programme

i. Land Redistribution

The programme of land redistribution was created to broaden access to land among the country's black majority. This was to provide for residential and agricultural purposes for the poor in order to improve their socio-economic conditions (Land Claims Commission, 2003 and Department of Land Affairs, 1997: ix). Land redistribution may have proved to be a success in different countries in the world, but it seems to be a problem in South Africa. The process of land redistribution entails legislation making land available for:

- Agricultural production, which aims to provide land to people for the purpose of farming
- Settlement, which aims to give people land for residential purposes
- Non-agriculture enterprise, which aims to give people land for non-agricultural purpose

For the Government to achieve their objective of redistributing Land to the poor, a grant mechanism was then formulated to assist the poor. Land redistribution took several forms i.e. group settlement with some production, group production, common schemes, on-farm settlement of farm workers and farm worker equity schemes.

There has been a slow progress in with regards to the transfer of land to black South Africans and a number of factors contributed to the redistribution of land. Adams, Cousins & Manona (2002:7; Kepe & Cousins, 2002:2) argues that for the government to reach its 30% target by 2015 it will have to improve its land transfer system by seven fold

ii. Restitution:

A land restitution programme seeks to deal with the restoration of land or provide alternative compensation to individuals/ communities dispossessed as a result of racially discriminatory laws and practices since 1913 (Land Claims Commission, 2003:3). The Land Restitution is guided Restitution of Land Rights Act, 22 of 1994 where all the claims are processed by persons or communities dispossessed their properties as a result of racially discriminatory laws (DLA, 1997:ix).

According to Land Claims Commission (2003:3), Restitution can be implemented in various ways and these includes: (i) restoration of the land from which the claimants were dispossessed (ii) the acquisition and transfer of alternative land to the claimants, (iii) Financial Compensation, (iv) Alternative relief comprising a combination of the above or placing claimant/s in housing and land development programmes or other developments in the area they were removed or in an alternative area

iii. Tenure Reform

A tenure reform programme seeks to address a wide range of problems associated with land rights (SA, 2010:19). It was established to transfer land, but more importantly intended to secure the rights of communities and people living under insecure arrangements on land owned by others (Land Claims Commission, 2003:4).

a. Extension of Security of Tenure Act (ESTA):

The Extension of Security of Tenure Act seeks to protect the rights of farm dwellers to continue to live on and use the land they occupy, and creates opportunities for farm dwellers to become owners of land or to secure their tenancy. 'Occupiers' affected by this law are people resident on agricultural land with the consent of the owner or a person in charge. The 'developmental' aspect of ESTA, through which farm dwellers can acquire stronger rights to land, has not been widely used. By late 2003 DLA records showed that, since its inception, 32 projects have been approved to provide long-term tenure rights for ESTA occupiers either on farms where they stayed, or elsewhere.

b. The Land Tenants Act (LTA):

The Land Reform (Labour Tenants) Act was established primarily to secure the right of labor tenants who are residing on farms and have access to land in return for their labor. This practice is widespread in KwaZulu-Natal, Mpumalanga and to a lesser extent in Limpopo. DLA noted again by late mid-2003 that the number of labor tenant applications is not clear from official statistics, due to internal inconsistency arising from problems with data quality and management. Whilst labor tenants are entitled to secure their long-term tenure rights by purchasing the land they use and are eligible for redistribution grants to make this possible. However, the reliance on fixed grants effectively places a limit on the amount of land a labor tenant can acquire, thereby undermining the rights-based nature of the LTA. Where labor tenants have acquired land, the main challenges have been the lack of support for resolving disputes and clarifying the allocation and management of rights within groups; securing investments by municipalities in infrastructure and services; and production support

from provincial departments of agriculture. Overall, securing labor tenants' rights has proved to be more complex, costly and time-consuming than originally anticipated.

c. Communal Property Association Act (CPA):

Communal Property Association (CPA) can be described as a body through which claimants of the land that are previously disadvantaged collectively establish, acquire and manage property that is guided by the written constitution (Matukani, 2011:72). Such an association is regulated by the Communal Property Association Act, no 28 of 1996.

2.4 Similarities of Land Reform between South Africa, Namibia and Zimbabwe
Both countries have demonstrated some similarities when it comes to the formulation and implementation of land reform programme. It is evident that Southern African Development Communities (SADC) experienced a high level of oppression which resulted into the loss of land owned by black people. Land was used as a form of identity and wealth for the marginalized black people because they were supporting their families through agricultural production in rural areas. The introduction and emergence of Black Land Act of 1913 gave away lots of hectares into the hands of white people and black people were given a small portion of land which were difficult for sustainable agricultural production due to the size of the land. Black people constituted about 80% of the population but in terms of land allocation they were given 13% under the Black Trust and Land Act of 1930.

The same can be said about both Zimbabwe and Namibia. Most of the black people used agriculture as a source of income to support their families but policies and acts implemented by the colonizers forced them to surrender their vast land. The concept of land reform was introduced to address the historical injustices so that black people

can be able to participate in the mainstream economy and to restore the dignity of a black person.

2.5 Challenges of post-settlement support under South African Land Reform

South African Land reform has faced numerous challenges, Hall (2003:41) pointed out that some of the challenges includes lack of access to farm credit, production inputs, mentorship and enterprise development, infrastructure for sustainable use of the land. Turner (2001:215) and Jacobs (2003:26) also concedes that land reform in South Africa has played a crucial role in providing the rural poor with access to land but farmers are unable to effectively utilize the land provided to them, maximize production and land-based livelihoods strategies and support after land transfer has been neglected and this pose a serious challenge as it directly affects the land reform beneficiaries.

This assertion is supported by a study conducted by Vin and Kirsten (2003:17), highlighting that the land reform beneficiaries are who are operating on a small scale level, the government hired private companies to assist with management of the farms in the name of strategic partners. Hall (2003:48) also added that absence of post-settlement support has led to serious problems of the new owners of land to maximize their production. Andrew *et al.*, (2003:4) also point out that weak institutional capacity and conflicts among the beneficiaries also have a direct and deliberate effect on the capacity of beneficiaries to effectively implement land use management strategies and manage their land. Land use management poses another challenge for post settlement support under South African Land Reform. A study by Campell *et al.*, (1997:161) found that rural communities in Southern Africa are no exception to other rural dwellers in the developing countries in procuring varieties of natural resources for household consumption

2.6 Factors leading to success of land reform as instrument for poverty reduction

For the programme of Land reform to be successful it means the government should provide post-settlement support to those who have acquired the land through redistribution. The support should be far reaching and radical in order to achieve the desired results of redressing the historical imbalances. Sound policies, efficient and effective land redistributive reform are essential to economic growth, food security and poverty alleviation (African Development Bank Group, 2010:20), especially in a country like South Africa which is characterized by high level of inequality and unemployment. It was further pointed out that sound land policies can enhance growth in agricultural productivity through securing land rights which leads to high investment opportunities. Different studies conducted by both Deininger *et al* (2007:12) and Goldstein (2011:99) highlighted that massive land certification in Ethiopia and Rwanda have resulted with a significant increase in investment. In the context of South Africa, a political will, commitment and perseverance is required for sustainable land reform particularly on the part of those who have to do the job

2.7 Factors leading to failure of Land Reform as instruments for Poverty Reduction

There is consensus among different stakeholders involved that the failure of Land Reform programme in South Africa is massively high because it's faced a number of challenges. One of the major issues relates to the 'willing buyer-willing seller' model of land acquisition which the government has adopted. It has been argued that, sellers have been unwilling to sell to the government and that this has slowed down the reform process. The other challenge relates to the administrative capacity of key government departments in terms the demands of setting up institutional structures and developing appropriate procedures. The adequacy and delivery of post-settlement support appears to be an ongoing challenge for beneficiaries. According

to Wegerif (2004:5), it was found that land reform beneficiaries experience massive problems in accessing services such as credits, training extension advice, production inputs and lack of access to markets.

Budget allocations to agriculture have been declining over time. Support to farmers in land under communal tenure is still limited. Furthermore, the lack of farming skills among land reform beneficiaries is a major problem (Dixon, 2010:21).

According to MacLeod et al. (2008:40); most of the emerging farmers (under the different land reform schemes) face many challenges. Thus, not only will it be necessary to examine progress on land reform in terms of the re-allocation of land, but it will be equally important to analyze how the new farmers are actually utilizing the land in order to sustain themselves, their families and communities.

2.8 The Importance of land reform in fostering socio-economic growth and reducing poverty

Redistributive land reform has proved to be increasingly important strategy for both poverty alleviation and socio-economic development (Binswanger *et al.*, 1995:2; Griffin *et al.*, 2002:171). Rural development generally denotes economic development and community development actions and initiatives taken to improve the standard of living in non-urban neighborhood, remote villages and the countryside (USDA, 2007:636).

Wide range of policies established to redress the historical imbalances associated with improving access to land for majority of black people proved to play a crucial towards good implementation (Carter, 2003:1; Deininger, 2003:37; Janvry *et al.*, 2001:24). UNGA (2000:49) highlight that eradicating poverty has been on top of the

government agenda particularly in the developing countries because land reform has a direct impact on the level of income for those who are living in abject poverty.

Advocating and campaigning for better land access for the majority of people living under abject poverty and more equitable land distribution frequently put more emphasis on the significance of land to address the issue of food security. At the most basic level, access to agricultural land offers a means of food production which makes a fundamental and important contribution to address issue of food security by making food more readily and cheaply available to the deprived and poor (Carter 2003:43). "Access to land contributes to food security, households' nutritional wellbeing, and the ability to withstand shocks" (Binswanger and Deininger 1999:76).

Poverty reduction is also dependent on several phenomenon and overall levels of economic growth which, in rural societies, is substantially dependent on the level agricultural and natural resource productivity. One economic conclusion is that secure property rights are important to promote investment for both large and small land users, and therefore important for farm productivity. In turn, increased productivity contributes to agricultural and overall economic growth, and indirectly to poverty reduction. Here, there may be trade-offs between efficiency and equity, or between growth models based on commercial and small holder farming. One view is that highly efficient commercial farm production farming can make a greater contribution to economic growth, and by creating rural jobs, help generate sufficient wealth to provide social protection for the poor. Another is that the distribution of land rights matters, and that the opportunities for the poor to access land have direct benefits in terms of household food security, livelihoods and income, thereby increasing poverty reduction.

Despite the economic arguments, recurrent social demands and empirical evidence for redistributive land reforms, these reforms have faced great obstacles in practice. Land reform programmes have not always led convincingly to sustainable reductions in poverty, and past successes are now widely regarded as difficult to replicate in today's circumstances. The principle issues to be considered include:

- i. The fact that major distributional land reforms have generally been part of wider social, economic and historical transformations, whereby outmoded productive and political systems have been replaced by new ones which are both more democratic and more efficient. Attempts to transform property relations outside of these wider processes of change generally meet with strenuous political opposition and risk provoking conflict and instability
- ii. Where the law requires full compensation for the value of land expropriated by the state, broad scale land reforms may be simply unaffordable. Moreover significant additional investments beyond land transfers are required to support sustainable livelihood opportunities for new small farmers
- iii. There are growing trends towards globalization and the de-agrarianization of society, whereby agriculture is making a diminishing contribution to economic growth in many countries, large commercial opportunities have major advantages in meeting globalizing demand for farm commodities, and there are limited economic opportunities in land ownership for the poor and for new small scale farmers As a result of these difficulties in effecting major redistributive land reforms there has been a general shift of emphasis in development policy towards wider questions of land access and more diversified strategies for land access for the poor, as opposed to an emphasis on major distributive reforms. Although it may be difficult to achieve

more equitable and higher overall levels of growth through comprehensive land reforms it still remains possible to reduce poverty by improving the opportunities and arrangements for land access for specific groups.

2.9 LEGISLATIVE FRAMEWORK

This section offers a wide range of policies/legislative frameworks implemented by the post-apartheid regime or government to address the issue of land reform.

2.9.1 Restitution of Land Rights Act 22 of 1994

The Restitution of Land Rights Act 22 serves as a resource to provide restitution of rights to land. This concerns persons or communities who were dispossessed of land in terms of the racially based legislation by the previous regime. The Act's aim is to make it legally possible for the land to be restored to the original owners eventually.

2.9.2 Provision of Certain Land for Settlement Act, 126 of 1993

To provide for the designation of land for settlement purposes and financial assistance to people acquiring land and for settlement support.

2.9.3 Development Facilitation Act, 67 of 1995

To introduce measures to speed up land development, especially the provision of serviced land for low income housing.

2.9.4 Interim Protection of Informal Land rights Act, 31 of 1996

To protect and defend majority of black people with insecure tenure from losing out their rights and interest on land pending.

2.9.5 Communal Property Association Act, 28 of 1996

Communal Property Association (CPA) can be described as a body through which claimants of the land who are previously disadvantaged collectively establish, acquire and manage property that is guided by the written constitution (Matukani, 2011:26). Such an association is regulated by the Communal Property Association Act, no 28 of 1996.

2.9.6 Upgrading of Land Tenure Act, 112 of 1991

Provide for the upgrading and conversion into ownership of certain rights granted in respect of land, for the transfer of land in full ownership of tribes.

2.9.7 Land Administration Act, 2 of 1995

This Act makes provision for the allocation and delegation of powers to the appropriate authorities.

2.10 FUNDING FRAMEWORK IN THE FORM OF GRANTS SUPPORTING LAND REFORM PROJECTS

The RDP put more emphasis on government to channel resources such as financial grants in support of the land reform beneficiaries (DLA, 1997:43) in respect to social, economic and infrastructural development. Through these grants, beneficiaries would then be able to contribute towards the effort of alleviating poverty, job creation and facilitate rural transformation and improve food security.

The government has introduced wide range of grants aimed at supporting the land reform projects, namely

- Settlement Land Acquisition Grant (SLAG)
- Land Redistribution for Agricultural Development (LRAD)

- Grant for the Acquisition and Development of land for Municipal Commonage
- Settlement Planning Grant (SPG)
- Restitution Discretionary Grant (RDG)
- Recapitalization and Development Programme

2.10.1 Settlement Land Acquisition Grant (SLAG):

The key policy instrument available to provide land for settlement remains the Settlement/Land Acquisition Grant, which provides funds for land reform beneficiaries to buy or improve land. There has been a general misconception to generalize that all settlement grant requests were for purposes of farming. Because not all beneficiaries needed the land for farming, it has been seen not to be successful afterwards. SLAG has technically remained a grant option within the land reform process, but is no longer actively promoted by DLA. Since 1994 SLAG has been the only tool at DLA's disposal for facilitating rural settlement, but it was designed to deal with redistribution of land in general rather than being specifically directed towards settlement.

2.10.2 Land Redistribution for Agricultural Development (LRAD)

LRAD, which replaced SLAG in 2001, is aimed at assisting marginalized or underprivileged African, Indian and colored South Africans to purchase land for agricultural development, settlement and/or non-agricultural enterprises (e.g. ecotourism). LRAD has proved to be more successful than SLAG, as the grants are larger and are paid out to individuals or groups of individuals, rather than households as it was in the case of SLAG.

Although there is some evidence that more land has moved from white to black ownership through private market transactions than through government's land reforms, these transactions involved individuals with the ability to access large amounts of credit. Lyne & Darroch (1997: 24) argue that the access of the very poor to LRAD is increasingly in doubt.

According to Hall (2004:109), the objectives of LRAD are as follows:

- To assist with redistribution of land to previously disadvantaged South Africans
- To help improve the living standard and income of the rural poor
- To reduce congestion in overcrowded "homeland" areas
- To create opportunities for women and the youth in rural areas
- To address the effects of the past gender and racial discrimination
- To assist black people with an interest in establishing small businesses
- To improve agricultural growth
- To form connections between farm and non-farm income-generating activities

2.10.3 Settlement Planning Grant (SPG)

The purpose of this grant is to be used to enlist the services of planners and other professionals, who will assist applicants for in preparing grant applications and post-transfer support. Most of the land reform beneficiaries are not aware with the planning involved in utilizing their land after settlement and therefore requires professional assistance. The grant helps to cover the professional costs, as well as infrastructure, legal fees and land use planning incurred by the beneficiaries.

2.10.4 Restitution Discretionary Grant (RDG)

The purpose of this grant is to provide for the restitution of rights in land to individuals or communities which were dispossessed of such rights during the year of 1913 as a result of racially discriminatory laws practiced by the previous regime.

2.10.5 Recapitalization and Development Programme (RADP)

The RADP came into effect in 2009 when the Department of Rural Development and Land Reform (DRDLR) evaluated the implementation of land reform since its inception. It was found out that most of the land reform projects fail to be sustainable due to lack of adequate and appropriate post-settlement support. Additional to this, most of the land which were acquired through different sub-programmes were on the verge of being auctioned or had been sold due to the collapse and maladministration of projects. It was against this background that the Department of Rural Development and Land Reform took a sensible and considerate decision to conceptualize the Recapitalization and Development Programme with the objective of ensuring food security and productivity. Some of the objectives of RADP were to (i) to increase production, (ii) to guarantee food security, (iii) create job opportunities within agricultural sector, (iv) graduate emerging farmers to commercial farmers and (v) to establish rural development monitors

2.11 Conclusion

From the literature it became apparent that the main role-players involved in the formulation and implementation of land reform programme have an urgent task in their hands. That is to ensure that all the necessary actions are taken so that the beneficiaries can indeed have the land re-allocated to them. This chapter has demonstrated that the programme of land reform is not without stumbling blocks and

frustrations for those concerned. However, guided by the applicable legislation, success is possible. For the programme of Land reform to be successful it means the government should provide post-settlement support to those who have acquired the land through redistribution. The support should be far reaching and radical in order to achieve the desired results of redressing the historical imbalances. Sound policies, efficient and effective land redistributive reform are essential to economic growth, food security and poverty alleviation especially in a country like South Africa which is characterized by high level of poverty, inequality and unemployment.

It is documented that most of the land reform projects fails to achieve their intended objective due to lack business principles, poor governance, and infrastructural development, weak institutional and post-settlement support in the form of capacity building (Training, Enterprise development and Mentorship). This chapter highlight that post-settlement is very much key in order to achieve the desired results of redressing historical imbalances and more importantly to address the triple challenges (unemployment, inequality and Poverty) the country is faced with. Equally, the land reform beneficiaries should not rely more only on government for post settlement support but also seek other alternatives from public and private provider to make the land reform programme sustainable. The next chapter will explain the techniques and the methodology employed in this study.

CHAPTER 3: RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the research methodology, clearly stipulating the rationale and methods that will be used. It especially describes important demographic, research design, data collection procedures. Leedy (1993:121) defines research methodology as a way of employing certain approaches to extract facts that can be utilized to solve a given problem. Given that there are essentially recognizable approaches of research namely; quantitative and qualitative (De Vos et al., 1998:249). However, the study employed qualitative research methods towards the objectives of this study which are:

- i. To assess progress in the implementation of land reform in Limpopo Province,
- ii. To document and learnt from case studies of successful land tenure, redistribution and restitution experiences,
- iii. To examine land-use under the different land reform schemes
- iv. To analyze the current impacts of land reform on sustainable livelihoods. The last part of this chapter will therefore present a summary.

3.2 Description of the Study Area and Population

The area of study is located in the Limpopo Province in South Africa. The Province comprises of five municipal districts, namely, Capricorn District Municipality, Mopani District, Waterberg district, Sekhukhune District and Vhembe District served as the case. Limpopo is the Northern most Province, bordering the neighboring countries of Botswana, Mozambique and Zimbabwe (see figure 1). The Province is the fifth-largest of nine provinces of the country, covering about 10.3% of whole country's land area. It has a population of 5.4 million with around 2.9 million female, and 2.4 million male. The whole population is diverse and it comprises of more than 97% indigenous native Africans, 0.2% Indian or Asians, 2.4% white and 0.2% colored.

Population diversity, in addition to, history of land redistribution and agrarian reform activities were the basis for choice of this study locality. The province shows an extremely skewed distribution of land ownership arising from homeland system of total area of Limpopo. For instance, between 87000km² to 123600km² was allocated under the apartheid era for the white private ownership and use. The province had 7200 commercial farming units in 1994 (SSA, 1996). Table 1 below presents the total population of Limpopo Province and clearly Vhembe District Municipality has the largest population followed by Capricorn district municipality (Stats SA, 2012). Furthermore, Limpopo Province is one of the most ethnically diverse provinces of South Africa, with different groupings which includes amongst others, the Sotho, Ndebele, Tswanas, Swazis, Venda and Shangaan

Table 3.1 Total Population of Limpopo according to district municipalities

District Name	Area (km)	Population (2011)	Population Density (km)
Capricorn District	16,988	1,261,463	74.3
Mopani District	24,489	1,092,507	44.6
Sekhukhune District	13,426	1,076,840	80.2
Waterberg District	49,504	679,336	13.7
Vhembe District	21,349	1,294,722	60.6

Source: Stats SA 2012



Source: www.places.co.za

Figure 3.1 Map of Limpopo Province

Only 22.7% of the entire population between the ages of 15 and 65 actually have gotten employment other than by Government. For instance, agriculture is the largest employing sector with about 118 261 people. Majority of agricultural employees reside on the farms together with their families, and few others in rural areas. Notably the majority of people have and will live on the farms for generations in Limpopo Province.



Source: www.nationsonline.org

Figure 3.2 Map of South Africa (indicating Province location)

3.3 Research Design

Graziano and Raulin (2000:223) defined research design as a plan or blueprint of how a researcher intends to conduct research. On the other hand Rawal (2001), views the concept of research design as a plan for collecting and analysing data in an attempt to get answers to the research questions. The preceding concurs to Creswell (2009:3) who explains research design as a plan and procedures that span the decisions from broad assumptions to detailed methods of data collection and analysis. Similarly, Fouché and De Vos (2002d:137-138) defined research design as the selection of a specific design chosen from a group of small worked-out formulas to enable the researcher to reach specific goals and objectives. In agreement with, the concept of the research design is an overall plan followed in a particular research. It can therefore, be defined as the chosen method selected from existing research designs that will enable investigation of the research question and to gather, analyse and interpret the data.

On the basis of the outlined in the introduction part of this section, there are two main theoretical approaches used in research namely, qualitative and quantitative methods. Each method is independent according to their theories and practices. However, for the purpose of this study, qualitative method has been chosen which will be aimed at providing a deeper insight into research questions. De Vos, (2005a:363) pointed out that qualitative research design provides the structure to attain the objectives of this research. The purpose of the study was to analyse the evolution of land reform in Limpopo Province, South Africa. The central focus of the study was to look at the successes and failures of the land reform programme (Land tenure, redistribution and restitution)

3.4 Research questions

This study was guided by the following research questions:

- To what extent has the land reform program achieved its intended objectives?
- What are the challenges faced by both implementers and beneficiaries of the land reform programme and to what extent do these affect the progress and impact of land reform programme?
- Can strategies be developed to address the challenges?
- What has been the current impact of land reform on sustainable livelihoods?

3.5 Research Methodology

According to Rawal (2001:19), research methodology refers to a detailed research method that the researcher applies to collect, analyze and interpret data in a particular study. The methodology depends on the type of research, i.e. qualitative and quantitative research. Welman and Kruger (2005) describe qualitative research as “the type of research with an emphasis on processes and meanings that are not rigorously examined or measured in terms of quantity, amount, intensity or frequency”. Lincoln (2000:3) cited in Ospina (2004:2) concedes that qualitative research involves an interpretive and naturalistic approach. Both further highlights that qualitative research puts emphasis on studying things in their natural settings, with attempts to make sense of or interpret phenomenon in terms of the meaning which people bring to them.

However, Creswell (1994:2) defines it as, an enquiry process of understanding a social or human problem based on building a complex, holistic picture, formed with words reporting detailed views and informants conducted in a natural setup.

Notably, Neuman (1997:329) states the characteristics of qualitative approach which are: it follows a more nonlinear and cyclical path; it constructs social reality and cultural meaning; it emphasizes authenticity; values are explicit; it is situationally constrained; it investigates few cases; data are in the form of words from documents; it deals more with observations and transcripts; and it analyses themes and the researcher is fully involved throughout the research process.

The methodology of this research was primarily based more on theoretical knowledge in the field of the investigated study, from a wide source of literature, e.g. domestic and foreign literature. The methods of comparison, examination and analysis were dominantly used. This research methodology required relevant data collection from specific documents and compiling databases and later to analyze information to reach a more complete understanding of the land reform and its impact on structure of farms. Data were mainly obtained from the various department and NGOs who are directly involved with the facilitation and implementation of land reform programmes.

3.6 Data Collection Methods

3.6.1 Document Analysis

Cozby (1997:86-88) pointed out that in the analysis of documents, a researcher utilises previously compiled information to answer research questions. Furthermore, Strydom (2008:392) stated that accessibility to research information reinforces scientific activities and develops the scientific practitioner. Land reform records, Government documents, Official Statistics, Technical reports, scholarly Journals, Review Articles, Reference Books, Research Institutions, Universities and relevant

policy documents obtained from the Department of Rural development and Land Reform, Department of Agriculture, Land Claims Commission (provincial) and various NGOs directly involved with land reform were reviewed. The above documents were used in identifying and later in discussing common trends in land acquisition in order to point out their implications to empowerment. The relevancy of the information is based on the fact that it represents the context of the case study location. In addition, various government newsletters were consulted to get updated information on the progress of the land reform process.

The official documents such as policies and acts played an important role in laying a foundation for the researcher as most activities are carried out based on what the national policies on land reform dictated. Previous studies done on land reform and post-settlement support were also very helpful as they provided information of “where” the Government of South Africa stands with regard to the concept of land reform. Literature review on provincial, national documents or international literature on land reform, gave an idea of current land reform. The above category of information constituted knowledge on the existing empirical research on land reform locally and internationally. These included text books, journals and Internet sources. This helped in collating information and arguments from other scholarly studies to support the claims analytical stance of the study.

3.6.2 Case Studies

Six (6) case studies were selected to substantiate the status of current land reform in Limpopo Province, South Africa. Bulmer & Warwick (1983) defines a case study as a technique that involves an in-depth study of a particular milieu rather than a random

sample of individuals drawn more widely. Case studies were selected from success stories (bright spots), medium performance stories (improvement spots) and failure stories (dark spots) so that critical learning points can be identified. Methods used included major techniques such as those outlined by Silverman (1993) namely; text and documents. These were purposively selected and studied extensively in each of the three categories of land reform. The case studies provided the learning spots from which immediate recommendations to improve the performance of land reform can be drawn.

3.7 Rationale for Methodologies used for Data Collection

This is a qualitative study analysing the evolution of land reform programme in Limpopo Province. The central focus is directed in analysing its successes and failures in the context of effective implementation in achieving its intended objectives of sustainable livelihoods. Qualitative methodology has been employed- for instance the secondary literature reviews were carried out.

The following is the rationale for using qualitative approach in this study:

- There is ongoing series of debate on the effectiveness of land reform in sustainable livelihoods
- Little or nothing is written on case studies. Much of the information on case studies comes from the interviews with community members hence the usage of qualitative method is useful where there is an exploration of substantive areas about which little is known.

3.8 Secondary Information

The study focused on two sets of documented evidence, as explained below

3.8.1 Related Literature

The other literature listed below, which puts more emphasis on co-ordination between the state and communities, were also consulted

- i. The Land question in South Africa: The challenges of transformation and redistribution (Bester,2011:7)
- ii. The pace of land reform in South Africa (Anon, accessed from the Internet)
- iii. Policy options for land reform in South Africa: (Cliffe, L in New Institution Mechanism)
- iv. Land research action network (Thwala, W. D., accessed from the Internet)

3.8.2 Legislative Documents

- i. The promotion of the Bantu Self-governing Act of 1959
- ii. The Constitution of the Republic of South Africa
- iii. The Group Areas Act of 1950
- iv. The Native Land Act of 1913
- v. The Restitution of Land Rights Act 22 of 1994 (as amended)
- vi. Communal Land Rights Act 11 of 2004

3.9 Data Analysis

Baptiste (2001:3-4) pointed out that qualitative data analysis begins with capturing, recording, interpreting and coding information in a continuous process. Qualitative data analysis begins with the conception of the research study and proceeds through data-collecting phases, concluding with the writing of the research report. Data analysis involved examining the database in order to address the research questions. The study did not require statistical analysis, and therefore Microsoft office (excel) was used in analyzing the data.

3.10 Limitations

One role of a researcher in a qualitative inquiry is to be a translator/interpreter. According to Glesne (2006:174-175) "...qualitative researchers are also interpreters who draw on their own experiences, knowledge, theoretical dispositions, and collected data to present their understanding of the others' world ...".

Ideally, this study should have covered all the Land Reform Projects in the Limpopo Province, however, due to time and financial constraints, only 6 Projects were selected as case studies.

3.11 Ethical Considerations

According to Struwig and Stead (2007:67) researchers have five basic categories of ethical responsibility based on the 1992 American Psychological Association Ethics Code. Due to the importance of ethics in research for the purpose of this study five (5) ethical issues are outlined and underlined but the concern is not limited to these:

- i. Researchers must be qualified and competent to undertake a particular research project.
- ii. Integrity is an important characteristic of a researcher.
- iii. Researchers must uphold the standard of their profession.
- iv. Researchers must respect the rights and dignity of others.
- v. The welfare of others should be of major concern to researchers.

Beste (2011:9) emphasized the importance of maintaining highest level of research standards by using updated and relevant literature. This study as well has maintained the highest possible research standards as proposed.

3.12 Summary

This chapter outlined the research methodology used in collecting and analysing the secondary data as the main source of information for the study. The chapter started

by highlighting and describing the geographical area of the study, the research design, the population and the research methodology and method of data collection used in this study. The next chapter will look into the current development and progress made towards the implementation of Land reform.

CHAPTER 4: Perspective of Land Reform in Limpopo Province

4.1 Introduction

The previous chapter presented the research methodology and stipulating the rationale and methodology used in this study. This section provides a current state of land reform in respect to its implementation and challenges encountered. The central emphasis is put on current and new development employed or directed since the inception and advent of democratic government in 1994. This section begins with an overview of land reform and achievements of the land reform programme to date.

In a speech delivered by the Former Minister of Agriculture (Xingwana, 2008:2), the triumph in 1994 of national democracy over the apartheid system left the new Government with an inheritance that would take years to reconstruct in order to develop South Africa into the international community of normal societies. Land reform in South Africa as well as in many other previously colonized countries, is greatly influenced by a predominant perspective which claims that 'all the land whites own, they stole it from blacks' (Du Toit, 2004:20) According to De Villiers (2003:45), the programme of Land reform is seen by many as the ultimate test for social, political and transformation of South Africa particularly in Limpopo Province. However, Land reform Programme is one of the most challenging and demanding domestic policy issues to be dealt with during the post-apartheid. This has resulted in making the pace and implementation of land reform to be slow.

South Africa has in the past developed good constitutional and policy frameworks which are conducive enough for implementation of land reform (Binswager-Mkhize, 2014:254). The issue of land ownership emanated from the people's congress

called “Freedom Charter” where they adopted various principles and amongst others were that “the land shall be shared amongst those who live and work on it; the people shall share in the country’s wealth and South Africa belongs to all” (DLA, 2005). The country’s constitution also provides a mandate for redistribution, restitution and tenure reform.

The land reform programme has been a subject of debate and examination from the politicians, economists, academics, policy makers etc. and it has received lots of applause and criticisms particularly when it comes to its implementation and effectiveness. Proponents of land reform (Lipton, 2010 cited by White, Saturnino & Borrás, 2011:2) argue that “land reform has played a massive, central role in the time-paths of rural and national poverty, progress, freedom, conflict and suffering”. Bjorndal and Adhikari (2009:1) further pointed out that a “successful redistributive land reform has a potential of increasing small household production and contribute directly and immediately to reducing poverty and economic inequality”. A study conducted by Stanton; Rosset & Boyce (2005:1) concedes that democratizing access to land has a potential to promote sustainable development. The study further points out that “establishing a more equitable distribution of farmland can be a powerful strategy for promoting both economic development and environmental equality”.

On the other hand, critics of land reform argue that the pace of its implementation has been so slow due to lack of capacity from both the government and NGOs. This has forced the politicians, economists and civil society to call for more radical approach and development of new legislations and policies which will abolish the principle of willing seller-willing buyer.

4.2 Breaking with the Past with the Green Paper on Land Reform

One of the outstanding features of South African land control is that there has always been some kind of official state interference and this has led the state to promulgate some piece of legislations and policies dealing with land reform. The Green Paper presented a new framework of land reform and according to Erlank (2014:2), the latest Green Paper on Land Reform was published on 16 September 2011 and is commonly referred to as the Green Paper on Land reform. The Green Paper on land reform present itself as the latest development in the history of land reform and serves as an intervention mechanism to guide and facilitate the implementation of land reform.

The Green Paper on land reform is guided by the principles which are, (i) to deracialize the rural economy, (ii) democratic and equitable land allocation and use across race, gender and class, and (iii) a sustained production discipline for food security (Department of Rural Development & Land Reform, 2011:4). In this context, it is clear that majority of poor people live in rural regions and the principle of Green Paper on Land Reform is an indication that the government has prioritized rural development as a driver for economic take-off particularly in areas where agriculture has been practiced. This is perceived to address a massive level of poverty which majority of black people are confronted with. The Green Paper is aiming to create a new trajectory for land reform which attempts to break from the past without significantly disrupting agricultural production and food security (Lethobeng, 2011:32)

The vision for Green Paper of Land reform is fourfold namely:

- i. Secure forms of long-term land tenure for resident non-citizens engaged in appropriate investments which enhance food sovereignty and livelihood security and improved agro-industrial development;
- ii. A re-configured single, coherent four-tier system of land tenure, which ensures that all South Africans, particularly rural blacks, have a reasonable access to land with secure rights, in order to fulfil their basic needs for housing and productive livelihoods;
- iii. Effective land use planning and regulatory systems which promote optimal land utilization in all areas and sectors and effectively administered rural and urban lands, sustainable rural production systems;
- iv. Clearly defined property rights, sustained by a fair, equitable and accountable land administration system within an effective judicial and governance system (DRDLR, 2011:4)

It is well argued that the vision of the Land reform is working towards building an inclusive economy which advances the equitable opportunities for marginalized black people to participate in the mainstream economy. Land reform is the most basic of all economic resources, fundamental to the form that economic development takes.

4.3 Current Challenges and weaknesses: Rationale for Change

The implementation phase of land reform programme has been very slow due to the pro-market approach (willing buyer, willing seller principle) established by the post-apartheid government. The market-led approach received lot of criticism from marginalized black people as it allows the land owners an absolute power to decide whether they want to sell the land, to who shall the land is sold to, at what price. This has resulted in some of the political parties advocating and proposing for

expropriation of land without compensation where the state take total control of the land and distribute it accordingly to the marginalized black people. South Africa has one of the unequal distributions of income in the world, with income and inequality of life being strongly correlated with race, location and gender (May, 2000:2).

With regards to the overall achievements, independent studies points out that the pace of South African land reform (restitution, redistribution & tenure reform) has fallen behind in terms of reaching its target of redistributing the land by 30% by 2014 (Lahiff & Guo Li, 2012:9). A slow rate of land reform has forced various stakeholders involved in the land reform to initiate more radical approach and scrap a principle of willing-buyer-willing seller. In terms of market-led land reform, beneficiaries should not rely exclusively on the state for post-settlement services, but should be able to access services from a range of public and private providers (Lahiff, 2007:4). Recent studies have demonstrated that majority of land reform beneficiaries continues to face massive problems particularly in accessing credits, production inputs, training and mentorship services, infrastructure, markets availability. Table 4.1 below presents the challenges associated with the implementation of a successful land reform programme.

Table 4.2 Challenges associated with the implementation of land reform programme

Land Reform Programme	Challenges
Redistribution	<ul style="list-style-type: none"> - Exorbitant land prices from land owners (willing buyer willing seller) - Failure of the willing buyer willing seller - Minimal involvement of private sector - Lack of technical knowledge - Weak Institutional and governance from land reform beneficiaries - Weak Monitoring & Evaluation of land policies & land reform - Lack of post-settlement support
Restitution	<ul style="list-style-type: none"> - Weak Institutional arrangements dealing with pre & post settlement - Continuous conflicts among the beneficiaries (Communal Property Associations) - Weak institutional and governance from land reform beneficiaries - Lack of technical knowledge - Minimal involvement of private sector - Capital to ensure and promote sustainable development - Lack of post-settlement support

	<ul style="list-style-type: none">- Exorbitant land prices, which makes land reform costly and unaffordable- Weak Monitoring & Evaluation of land policies and land reform
Tenure	<ul style="list-style-type: none">- Gender inequalities- Poor legal representation of farm dwellers- Failure to comply with legislations dealing with tenure reform

4.4 Current development and Progress made on Land Reform Programme

Various policies and legislations were developed to advance and serve as guiding documents towards implementation of land reform in South Africa. However, the implementation and redistribution of land has sparked lots of criticism due to its slow rate. This is attributed to the fact that stakeholders involved do not understand the land reform programmes and as a result cause the delay.

4.4.1 Land Redistribution

Land redistribution forms a part of the land reform programme alongside land restitution and land tenure. Prior to 1994, South Africa had a total land area of approximately 122 082 300 hectares, 67% white commercial agricultural land, 15% communal areas (most state land) and 10% other states land (Institute for Poverty, land and Agrarian Studies, 2013).

Farms transferred to marginalized black communities through the redistribution programmes since the advent of democratic in 1994 amounted to 4,813 farms which translates to 4,123 million hectares benefitting 230,886 persons of which 50,440 are women (1.7million hectares in the hands of women); 32,563 are young people and 674 are persons with disability (DRDL, 2013:4). The total amount spent by the state for land redistribution amounted to \$ 863, 4873 million (R12.9 billion) (SA news, 2013).

Both the civil society and governments acknowledged and expressed their dissatisfactions with regards to the slow pace of land redistribution. According to a report released by the Parliament of Republic of South Africa (2013:4), the government called for a summit involving various stakeholders who amongst others

discussed the land issue and reviewing the willing buyer-willing seller principle. Political opposition parties have argued that land reform programme has failed and this study shares a different view that land reform in South Africa has not failed but rather the pace has been slow and the government has been incapable to provide post settlement support to the beneficiaries. The National Land Summit of 2005 saw a need to introduce Proactive Land Acquisition Strategy (PLAS) to ensure that land and agrarian reform moves to the new trajectory that will contribute to the higher path of growth (DLA, 2007:6)

4.4.2 Land restitution

The primary aim of Land Restitution is to compensate or returning the land to the marginalized group of people who have been dispossessed through discriminatory laws since the year of 1913. The Land Restitution is guided Restitution of Land Rights Act, 22 of 1994 where all the claims are processed by persons or communities dispossessed their properties as a result of racially discriminatory laws (DLA, 1997:ix). The Act brings forth another dimension at a time when land reform and land redistribution is falling behind and while majority of black individuals living in rural areas continues to live in absolute poverty.

A report released by the parliament of the Republic of South Africa (2013:8) in respect to progress made, highlighted that by the end of January 2013, 77,979 claims have been settled which makes 97% of the total claims, translating to 1.443 million hectares benefiting 13,968 female headed households and 672 persons with disability.

4.4.3 Land Tenure

In South African context, land tenure reform forms part of national land reform programme which also embraces the restitution of land, particularly to dispossessed individuals due to discriminatory practices and land redistribution to the poor. A tenure reform programme seeks to address a wide range of problems associated with land rights (SA, 2010:19). It was established to transfer land, but more importantly intended to secure the rights of communities and people living under insecure arrangements on land owned by others (Land Claims Commission, 2003:4). Of the three pillars of land reform programme, land tenure has not done well with regards to meeting the expected results. The main achievements have been the enactment of laws, namely, (i) Extension of Security of Tenure Act (ESTA), (ii) Land Tenants Act (LTA), (iii) Communal Property Association Act (CPA) (Parliament of South Africa, 2013:10).

a. Extension of Security of Tenure Act (ESTA):

The Extension of Security of Tenure Act seeks to protect the rights of farm dwellers to continue to live on and use the land they occupy, and creates opportunities for farm dwellers to become owners of land or to secure their tenancy. 'Occupiers' affected by this law are people resident on agricultural land with the consent of the owner or a person in charge. The 'developmental' aspect of ESTA, through which farm dwellers can acquire stronger rights to land, has not been widely used. By late 2003 DLA records showed that, since its inception, 32 projects have been approved to provide long-term tenure rights for ESTA occupiers either on farms where they stayed, or elsewhere.

b. The Land Tenants Act (LTA):

The Land Reform (Labour Tenants) Act was established primarily to secure the right of labor tenants who are residing on farms and have access to land in return for their labor. This practice is widespread in KwaZulu-Natal, Mpumalanga and to a lesser extent in Limpopo. DLA noted again by late mid-2003 that the number of labor tenant applications is not clear from official statistics, due to internal inconsistency arising from problems with data quality and management. Whilst labor tenants are entitled to secure their long-term tenure rights by purchasing the land they use and are eligible for redistribution grants to make this possible. However, the reliance on fixed grants effectively places a limit on the amount of land a labor tenant can acquire, thereby undermining the rights-based nature of the LTA. Where labor tenants have acquired land, the main challenges have been the lack of support for resolving disputes and clarifying the allocation and management of rights within groups; securing investments by municipalities in infrastructure and services; and production support from provincial departments of agriculture. Overall, securing labor tenants' rights has proved to be more complex, costly and time-consuming than originally anticipated.

c. Communal Property Association Act (CPA):

Communal Property Association (CPA) can be described as a body through which claimants of the land that are previously disadvantaged collectively establish, acquire and manage property that is guided by the written constitution (Matukani, 2011:72). Such an association is regulated by the Communal Property Association Act, no 28 of 1996.

4.5 Conclusion

It has been proved that the policies established by the state Government have made the implementation of land reform very difficult. This chapter has highlighted that majority of land reform project fails to achieve the desired results due to various reasons like, (i) weak institutional arrangement dealing with pre and post settlement support, (ii) conflicts among land reform beneficiaries, (iii) exorbitant land prices from land owners (iv) technical knowledge/farming experience from land reform beneficiaries. Despite the complexities and challenges associated with land reform programme, it is still possible to develop more radical and sustainable reform programme which will enhance smooth facilitation and implementation of land reform programme. The government, civil society and private partners will have to renew their interest and commitment to move forward and develop policies which are more inclusive and easy to implement. The next chapter will introduce the selected land reform case studies in Limpopo Province and how they have progressed in sustaining the livelihoods of beneficiaries.

CHAPTER 5: FINDINGS OF CASE STUDIES

5.1 Introduction

This chapter will give perspective and context on six selected case studies. Background information about the selected case studies and their locality is also presented in this chapter. The Chapter will therefore provide overview of selected case studies with regards to project planning, implementation as well as challenges encountered. The chapter will conclude with recommendations and provides policy options in order to improve the status of land reform programme in the province.

The main criteria for selecting case studies were based on the following:

- i. Cases with a group of land reform beneficiaries who are farming collectively or cooperatively towards achieving a common goal of addressing household poverty
- ii. Cases of land reform projects involved in a partnership or joint ventures with a purpose of acquiring skills, benefit and knowledge etc.
- iii. Cases of land reform projects who are using their own resources to maximize production, skills, benefit and improve their knowledge on business/farm management
- iv. Mixed (Crop & Livestock) based farming enterprise
- v. Cases with individuals or group leasing the land for agricultural production purpose

Table 5.1 provides a summary and descriptions of six selected case studies

Table 5.1 Summary and Descriptions of six selected case studies

Case No.	Name of Group & Area of operation	Total number of beneficiaries and size of the land	Nature of Enterprises involved (e.g. Crops/Livestock)	Nature of land ownership (e.g. lease/joint venture/strategic partnership etc.)
1	Morebeng Communal Property Association (CPA), Molemole Local Municipality (Capricorn District)	590 beneficiaries with a total of 6,715 hectares	Both Livestock, Game and Crop Production	Communal Property Association consisting of its beneficiaries
2	Mashishimale Communal Property Association (CPA), Ba-Phalaborwa Municipality (Mopani District)	1,885 households with 35,350 hectares	Livestock, Small stock, Dryland and Crop Production	Communal Property Association existing with executive committee
3	Maiwashe Estate, Molemole Municipality	916 hectares with a total of 12 beneficiaries	Livestock & Vegetables Farming	LRAD consisting of existing committee structure

4	Levhubu Restitution Project, Makhado Municipality (Vhembe District)	8,000 hectares with total of 1,200 households	Subtropical fruits, Forestry and Vegetables	Strategic Partnership
5	Manaileng Communal Property Association (CPA), Polokwane Municipality	1715.5099ha	Livestock Farming	Communal Property Association with its committee members
6	Ntjie CPA, Lepelle-Nkumpi Municipality	3633.6078 ha with 120 households	Livestock, Crop and Fodder production	

Source: Fraser (2006). Geographies of Land Restitution in Northern Limpopo: Places, Territory, and Class

5.2 Case Study 1: Morebene Community Property Association (CPA)

5.2.1 Historical Background

Morebene CPA is a farm acquired through a land restitution programme and is constituted by a group of people from Morebene tribal area who were previously dispossessed their land due to discriminatory laws and practices discharged by the apartheid government (Rathaha, 2013:65). Majority of the claimants live 25 or more kilometers away from the land and none of the claimant households has returned back to the land as they are still residing in Ga-Ramokgopa and Matoks (Botlokwa). Having finally secured the return of their land, the Morebene Community was too divided to agree on anything like a coherent approach to using it, thus causing another blockage for sustainable land use (Aliber, Maluleke, Manenzhe,Paradza & Cousins, 2013:187).

Morebene CPA is situated right inside Soekmekaar serviced by Molemole Municipality. The project is located 90km from Polokwane town and 64.96km away from Tzaneen (Polokwane Town is under Polokwane Municipality & Tzaneen is under Greater Tzaneen municipality in terms of demarcation). The land has a high potential in economic development especially agricultural development, game farming, forestry mineral scanning, and tourism (along N1 corridor and tropic of Capricorn needle) (Anseew & Mathebula, 2008:16). Morebene CPA does not have a business structure within the farm due to internal conflicts which are manifesting within the CPA. The committee members functions as the business structure hence it can be difficult to run the farm if the beneficiaries does not have an understanding of their roles and responsibilities within the farm (LDA, Molemole Municipality project profile, 2013).

Initially, when the transfer of land for 6,715 hectares was made, Morebene CPA had a total number of 590 beneficiaries but due to internal conflicts and uncoordinated informal lease agreement together with a serious lack of leadership, the number of beneficiaries declined (Rathaha, 2013: 84-85). At the moment the beneficiaries have allocated themselves some hectares so that the land can be productive and useful to its own members. The primary enterprise within the farm is Livestock, Game and Crop Farming. However, most of the beneficiaries have lost hope and trust with the executive committee and as a result decided to move away from the activities of the farm. Despite the efforts made by the Department of Agriculture in Molemole Municipality to resuscitate the farm, internal conflicts intensified and the farm is not functioning the way it was planned (Aliber *et al*, 2013: 189).

Following the restoration of the land to the dispossessed community, relatives of the community's traditional leaders sold some hectares of land and timbers to private companies. Currently most of the land lies fallow and no production is taking place due to lack of resources, lack of plan, lack of consensus and effective leadership.

Table 5.2 Farms claimed by Morebene Community

Farm names	Portions Claimed
Fourieskolk 1174 LS	3 portions
Minnaarsdraai 117 LS	3 portions
Witransd 336 LT	2 portions
Driefontein 777 LS	10 portions
Goedgedaght 1179 LS	3 portions
Grobler 77 LS	4 portions
Modderfontein 517 LS	5 portions
Nooyesfontein 780 LS	4 portions
Soekmekaar 778 LS	76 portions
Geluk 783 LS	2 portions
Hasbult 518 LS	10 portions
Middagson 524 LS	8 portions
Oog van Driefontein 522 LS	2 portions
Boshkopje 519 LS	4 portions

Source: Morebene Land Claim form (1995)

5.2.2 Aspirations and Needs of Claimants from Morebeng Community

The desire to regain their land was driven with the attitude and aspirations to address challenges of food security and improve the level on income on a household level. Some of the victims of dispossession from Morebeng expressed their happiness to receive their land back because they were returning back to their original fore-fathers land. Morebeng community is one area characterized by a massive level of poverty, unemployment and food insecurity. The objective of the CPA was to operate a viable business which brings more income for the

beneficiaries. The business strategy revolves around the need to provide quality products to various target clients/customers, in the process satisfying their needs (Rathaha, 2013:83).

5.2.3 Organizational/Institutional Arrangements

Currently there are two groups/executive committees formed within the CPA and this makes the farm not to function well. The internal conflicts among the beneficiaries play a massive and negative role towards realizing the mission and vision of the farm. The farm itself has a potential to address poverty and increase their household income if the beneficiaries can join hands and work together towards a common vision. Clarification of roles and responsibilities, conflict resolution and application of basic principles of business management is required in the farm (Aliber *et al.*, 188).

Table 5.3 shows potential crops that can be grown in the area in rotation

Fruit Crops	Vegetable crops	Field Crops	Other crops
Grapes	Beetroot	Beans	Herbs
Citrus	Butternut	Cowpeas	Spices
Peaches	Cabbage	Maize	Flowers
Strawberry	Cucumber	Wheat	Trees
Squash	Onions	Sorghum	
Water melon	Potatoes	Soybeans	
	Tomatoes		

5.2.4 Existing Challenges encountered by Morebeng CPA

Most of the small-scale farming business fails to be sustainable due to a various number of challenges. Morebeng CPA is faced with a serious number of challenges and amongst others includes lack of technical knowledge and farm management skills, dedicated beneficiaries in the project, lack of sufficient government support (Pre & Post settlement) and lack of adequate funding. Below is a brief explanation of these problems.

5.2.4.1 Technical Knowledge and Farm Management skills

Mckay & Gelderblom (2000:13) share the view that lack of management skills and technical knowledge particularly in rural areas projects not realizing their objectives of sustainable livelihoods. The development of new technology in agriculture is an important factor determining the sustainability of the farm. However, low level of literacy skills among the beneficiaries results in poor dissemination of information on new farming methods. Production can only be maximized if all the stakeholders (civil society, government & Private sector) can address the question of low literacy among beneficiaries. Food and Agriculture Organization (2013:1) concedes that there is an increasing interest in farm management as a specialization in agriculture and a need to develop farm business management skills among extension workers and farmers.

5.2.4.2 Lack of Government sufficient support and dedication of beneficiaries in the project

Subsistence and small scale farmers in rural communities are mostly challenged by food insecurity, limited alternative resource of livelihood and poverty. And for

increased production to take place in Morebeng CPA, it means the both the government and the beneficiaries should join hands to find a way of working together. Lack of government support has been regarded as one of the challenge which makes the farm not to realize its potential. Mandiwana (2014:71) pointed out that the local Municipality does not provide support to the beneficiaries. He further stated that the Local Economic Development (LED) within the local municipality should take a lead in providing support to the local farmers. For increased performance of the farm, beneficiaries need to take full responsibility and ownership of the farm by committing more of their time to maximize their production. In most cases beneficiaries are always fighting amongst themselves and these attitudes thus creates a serious problem.

5.3 Case study 2: Levubu Restitution Project

5.3.1 Historical background

The claim for Levubu Restitution project was lodged during the 1990s like many other claims. A report released by the Commission on Restitution of Land Right (2006:5) states that between the period of 2005 and 2008 seven communities under the jurisdiction of Makhado Municipality (Vhembe District) received back their land constituting about 7,314 hectares with 1,121 households. According to Regional Land Claim Commission (RLCC) report (2008:40), Levubu Restitution Project remains one of the complex claims they had to process and facilitate due to the magnitude and number of communities involved in this claim from different tribes contributed to the challenges that resulted in the slow pace of settlement. The communities involved are: Ravele, Tshakuma, Tshivhazwaulu, Masakona, Tshitwani, Ratombo, and Shigalo. The total amount approved for the claim was totalling to R

230 million and the main products produced include subtropical fruits (banana, macadamia, avocado, citrus, litchi and mangos) (Commission on Restitution of Land Rights, 2006:33).

Due to the complexity of agricultural businesses, the RLCC together with the Limpopo Department of Agriculture (LDA) facilitated the introduction of strategic partners to help the beneficiaries with management skills i.e. financial management, access to market and long-term sustainable development (RLCC, 2008:40). This was seen as move to ensure long-term sustainability of the restored land since the communities does not have managerial and farm experience. The RLCC reports states that each community out of seven had strategic partners in order to transfer skills and empower the beneficiaries. Table 5.3 shows the land claimant communities in Levubu area

Table 5.4 Land Claimant communities in Levubu

Name of Community	Size of the restored land (ha)	Number of households	Total value of claim (Rand million)
Ravele	344	324	52.5
Tshakuma	861	144	65.5
Ratombo	1,330	52	44.2
Shigalo	715	120	45
Tshivazwaulu	651	57	4.5
Masakona	860	148	60.5
Tshitwani	621	78	36.9

Source: Commission on Restitution of Land Rights Section 42D memorandum (no date) and Commission on Restitution of Land Rights Section 42C Memorandum, dated 6th August 2007

5.3.2 Beneficiaries/Claimants Aspirations and needs

It was envisaged that Levubu Restitution Projects will play a pivotal role in contributing towards economic growth of the country. Food security on a household was also put on the agenda because majority of these communities have previously had a challenge in accessing nutritious and quality food (Commission on restitution of land right, Annual report, 2007-2008).

5.3.3 Institutional Arrangements

All the stakeholders involved (LDA, RLCC, community members) took pride to what happened with regards to the appointment of two strategic partners namely; South African Farm Management (SAFM) and MAVU Management Services (MMS). Strategic partners were running the farm and impart technical and farm management

skills to the seven communities. However, the strategic partnership did not produce the desired, anticipated results and eventually resulted in the strategic partners being liquidated due to internal conflicts and mismanagement of funds (Regional Land Claims Commission Report, 2005-2006, 34).

5.3.4 Specific Problems in Projects

From various reports it has been established that beneficiaries of Levubu Restitution Projects were not able to realize and achieve the objectives of sustaining their farms. Amongst others, the following could be attributed to be the causes.

5.3.4.1 Level of participation

Although participation of land reform processes, including the development of the business plans, seems to be generally high, on closer examination, participation generally meant attending and voice out their concerns in meeting. Various constraints prevented community members generally and women specifically for participating. These include apathy among the members and conflicts and tensions in the community (Lahiff, Davis & Manenzhe, 2012:24).

5.3.4.2 Development and implementation of Production, business plans and difficulty to raise finance

A wide range of groups were responsible for the development of production and business plans, and where elected committees participated, they saw their roles as being secondary and as being recipients of decisions and information rather than being the drivers of the process. Generally speaking, communities are struggling to implement the business and production plans. In fact, the actual time spent on specific project or activity is greater than the planned time. Some communities have

secured finances to implement the activities in their farms by utilization of the balance of the settlement grant or assistance from financial institutions (Fraser, 2006:89)

5.3.4.3 Insufficient explanation of options and inaccurate valuation and assessment

The land reform processes and housing options were not always fully explained to potential beneficiaries. There were also serious problems in the assessment of the farm and financial viability of some of the schemes, which has seriously prejudiced their success (Fraser, 2006:99).

5.4. Case Study 3: Manaileng CPA

5.4.1 Historical Background

Beneficiaries of Manaileng CPA has successfully acquired the claimed property through the process of Land restitution as provided by the Restitution of Land Right Act, 1994 (Act no 22 of 1994). Initially the 4 portions claims were submitted and out of 4 properties settled only Groothoek 99 KS Portion 0 (R/E) was restored back to the community. As part of post-settlement support, Manaileng CPA forwarded the wish to continue with the activities of the previous farmer. Through the process of transparency and proper communication among the stakeholders involved (Government, Beneficiaries & previous farmer), the CPA beneficiaries managed to buy 159 cattle's from their balance of Restitution Development Grant. The farm is 1715.5099 hectares in extends and is divided into 13 camps (RLCC, 2005).

Currently the farm is operational and managed by two farm managers employed by the beneficiaries. The main enterprise is Livestock with a carrying capacity of

8ha/LSU. To date there are a total of 205 cattle's (117 cows, 20 heifers, 63 calves, 3 bullock and 2 bulls) on the farm which is acceptable number in relation to the grazing capacity/stocking rate of 8.37/LSU.

5.4.2 Aspirations and needs of claimants

The rate of Unemployment, poverty and inequality continues to escalate which in turn affect majority of people who are living in rural areas. When the claim was submitted the beneficiaries made a commitment and assurance that they want to contribute towards the economic growth of Limpopo Province. The desire to regain their land back was guided by the motive to solve problem of food insecurity and also to improve the level of income among the beneficiaries. The farm is now viable and sustainable and brings income for the beneficiaries. The household income has improved and most of the beneficiaries are able to pay hospital bills, school fees and other related household matters with the income from the farm (Commission on Restitution of Land Rights, 2005).

5.4.3 Institutional Arrangements from Manaileng CPA

There is a clear business management plan of the enterprise. The beneficiaries have appointed 2 Project managers to assist with the operations of the farm. The activities involve routine practices such as farm management, marketing and financial management, dipping vaccination, dehorning with the help of the CPA committee. Customized record keeping is being implemented through the assistance of Agricultural Research Council (ARC) which the CPA has registered to participate wherein the ARC provide advice and technical assistance (RLCC, 2005).

5.4.4 Specific Problems encountered by Manaileng CPA

5.4.4.1 Lack of operating material

Access and affordability of farm equipment's enhances sustainable food production and poverty reduction. It has been noted that the beneficiaries are struggling to raise money to purchase some of the operating material and amongst others this affect the smooth running of the farm.

5.4.4.2 Lack of farming experience from the beneficiaries

Lack of experience and inability to access valuable information by rural farmers makes it difficult for the farm to cope with the latest development particularly in farming. Information and knowledge are important for in agricultural development.

5.5 Case Study 4: Maiwashe Estate (Goedgedacht LS 1179)

5.5.1 Historical Background

Goedgedacht LS 1179 is situated approximately 5 km North East of Morebeng under the jurisdiction of Molemole Local Municipality in Limpopo Province. The project is legally registered as Maiwashe Estate. The farm was acquired through Land Redistribution for Agricultural Development (LRAD). The project is owned by a family and the far is approximately 916 hectares. The project is already involved in vegetable and livestock with activities production partly under irrigation, with water drawn from boreholes. The farm has access to water through boreholes and has a sizeable cement dam which is in good condition (Aliber *et.*, 2003:141).

The technical farming skills and knowledge through training and practical experience gained by the owners and workers thus far are an added advantage in producing the

identified enterprise. To ensure sustainable growth and competency in farm management Maiwashe Estate has been linked with Mr. Emmanuel Ratsaka in a mentorship programme. The project is constantly getting assistance with regards to technical assistance, financial management advisory, procurement of inputs and marketing of produce (LDA, Molemole Municipality farm records, 2014).

With the help of the mentor and other relevant stakeholders, the project aims to become a leading farming operation in the province offering the best vegetables into the market and contribute to the growing demand of vegetable products locally. It is in this context that the values of the company are enshrined within capacity building through on the job training, coaching, mentorship, skills training and supervision of all farm workers. Maiwashe Estate endeavors to nurture a sustainable business by empowering employees who have a strong interest in farming (LDA, Molemole Municipality project profile, 2014).

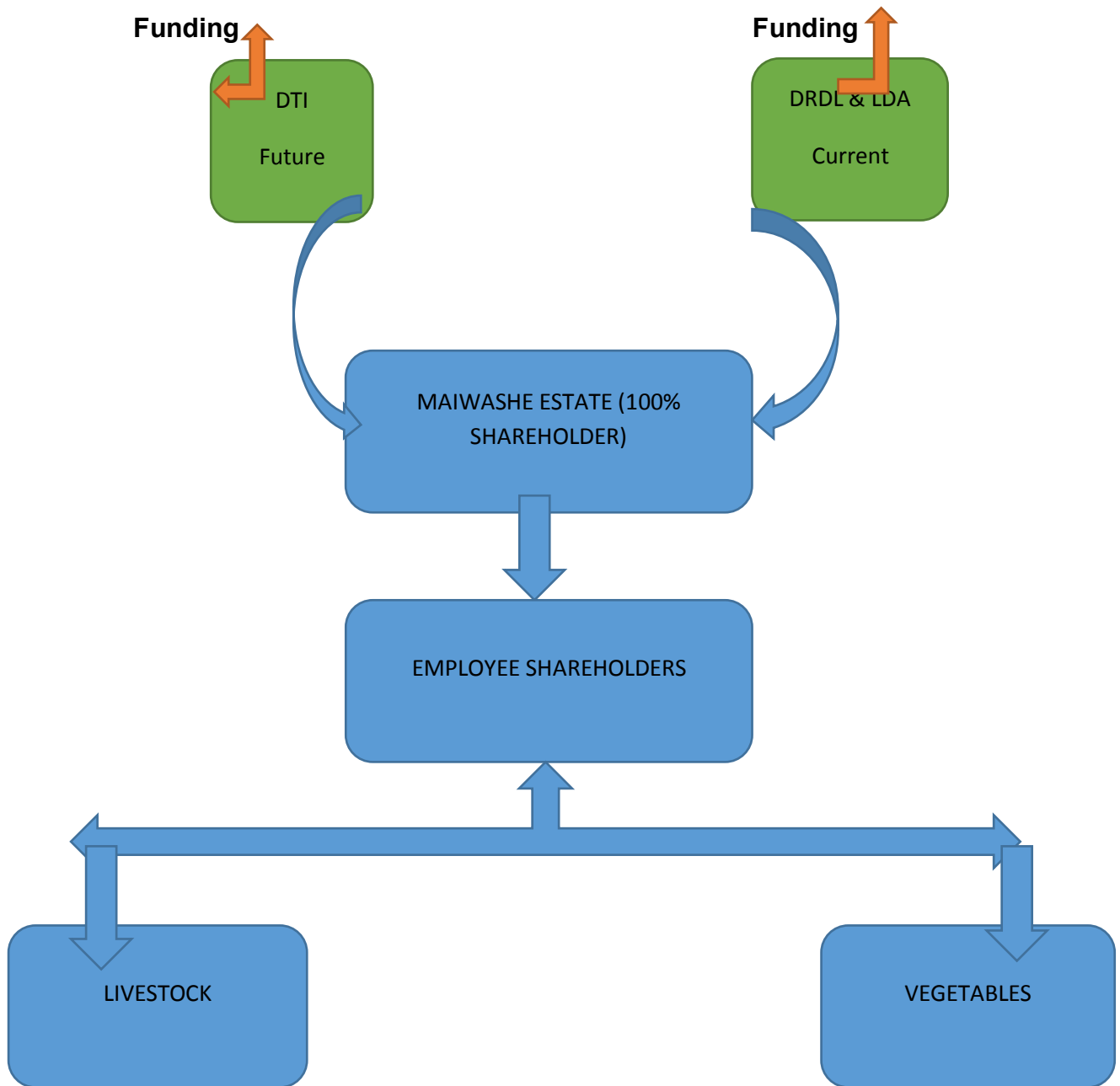
5.5.2 Aspirations and needs of the project

The business strategy of the beneficiaries will revolve around the need to provide quality products to their various target clients/customers, in the process satisfying their needs. The production of good quality products shall be done with the help of Limpopo Department of Agriculture through the office of Molemole Local Municipality (Alber *et al.*, 2003:149). The project were guided by the intention of establishing a good rapport with all the relevant government agencies and private institutions that may in turn refer them as aspiring entrepreneurs

5.5.3 Institutional Arrangements

The project is steered by a management of team consisting of the Board of Directors, Employee as shareholders of the business. This active, self-employed group started their project through hard-work, driven by passion for farming business. They are gradually gaining experience, skills and knowledge in crop and livestock through practical involvement, training and mentorship interventions. Figure 5.1 describes the organizational/institutional arrangements within the farm

Figure 5.1 Institutional/organizational arrangements for Maiwashe Estate



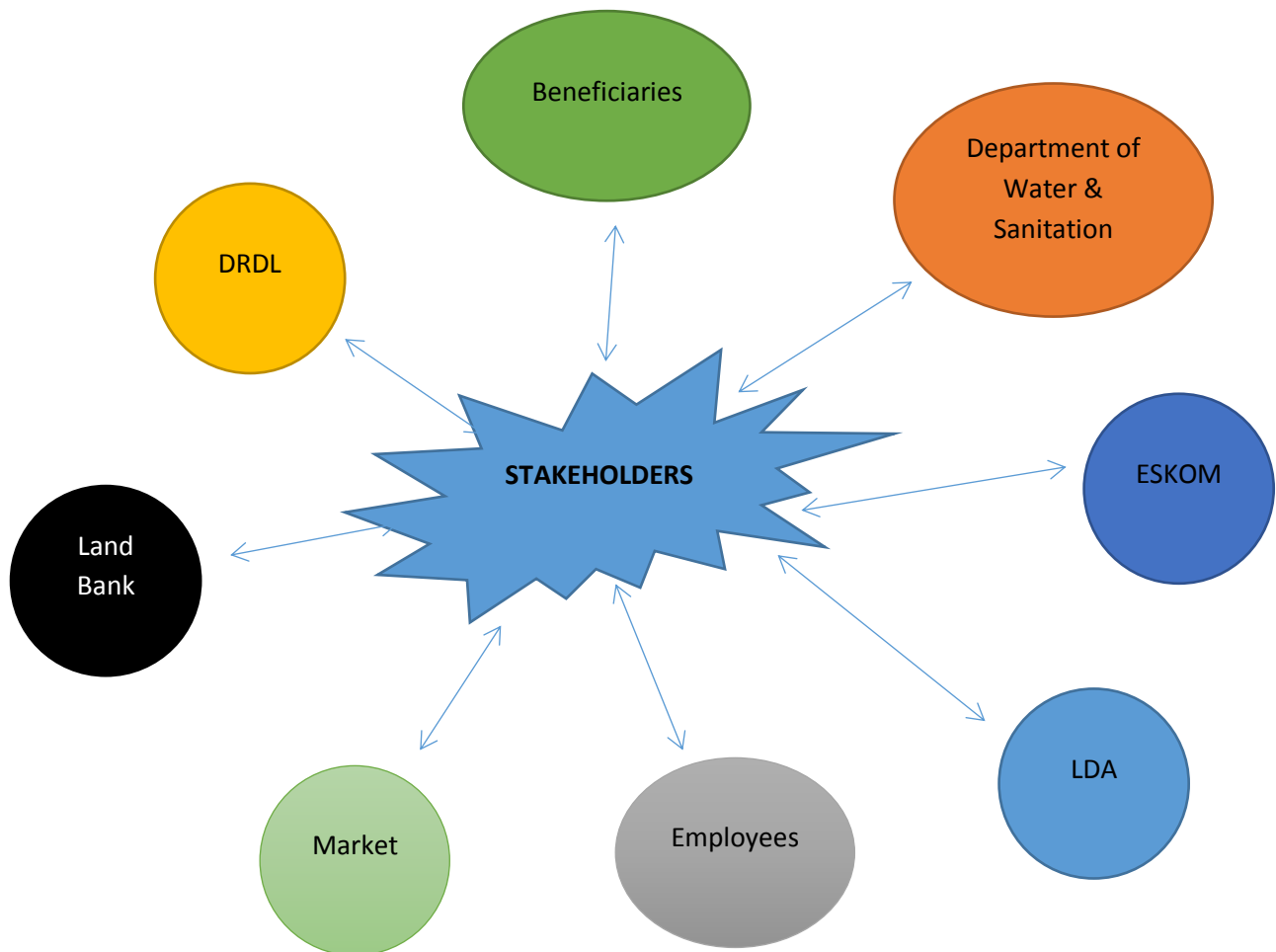
Source: own development (2016)

5.5.4 Challenges faced by Maiwashe estate

- i. Production inputs- high inputs cost, e.g. fertilizers, seeds
- ii. Markets- the farm operates mainly in the informal market and also posting some of its produce to the Johannesburg Market. The challenge with the informal markets is that they are not stable as they lack of stringent contractual obligations between customers and the supplier result in the customers being able to purchase produce from whomever is selling at the lowest price. Also entrance into the formal markets is difficult, as the players within the formal market require that their suppliers meet certain agricultural practices.

5.5.5 Stakeholder Analysis

Figure 5.2 Stakeholder analyses for Maiwashe Estate



Source: own development (2016)

The stakeholders mentioned above works together to ensure that Maiwashe estate becomes a success and sustainable. The stakeholders provide both financial and non-financial support to the project. Currently the stakeholder that holds the PIN CODE for the survival and expansion of Maiwashe estate are Limpopo Department of Agriculture (LDA) and Department of Rural Development and Land Reform (DRDL)

5.6 Case study 5: Mashishimale CPA

5.6.1 Historical background

Mashishimale CPA it's a local community farm founded by members and residents of Mashishimale village situated at Ba-Phalaborwa municipality in Limpopo Province. Mashishimale village is located approximately twenty kilometers from Phalaborwa town and it is adjacent to the most popular internationally known Kruger national Park (UP & SRS-SA, 2008). The community is comprised of approximately 1,885 households with total hectares of 35,350 (SRS-SA, 2008:85). The community submitted their claim to the Land Claims Commission in order to get their land back during the 1990s. The beneficiaries or members of the CPA acquired the farm in 2004 with the primary aim of farming productively (Sekgota, 2012:48).

The land is divided and shared to the beneficiaries according to their area of interests namely, Crops, livestock, dryland etc. however, (Lahiff, Maluleke, Manenzhe & Wegerif, 2008:29) concedes that a potentially destabilizing factor is the uncertain status of CPA members who have dropped out of the project because initially they were not told about their participation when the land was claimed.

5.6.2 Institutional Arrangements

The community is under the leadership of the executive committee which is elected by the beneficiaries during their Annual General meeting (AGM). The committee then appoints the steering committee to oversee the activities in communities (Terblanche, Stephen & Sekgota, 2014:90). The function of the steering committee is also to manage the finances of the farms and report back to the CPA.

5.6.3 Specific Problems

Most of the communities have failed to reach their target and objectives due to variety of issues related to management

5.6.3.1 Poor Governance

Continuous infighting among beneficiaries, lack of capacity building, technical skills, lack of organizational skills are some of the attributes or factors which made the CPA not to function properly. Some of the beneficiaries have resigned due to infighting and lack of trust among the beneficiaries

5.6.3.2 Little or no post settlement support

Number of land reform farms have collapsed and failed to achieve the intended objectives of alleviating poverty and redressing the past injustices due to lack of post settlement support from the government. The government tried to introduce programmes aimed at supporting land reform projects on capital or infrastructure but at times the problem lie with beneficiaries accessing information and skills (Terblanche, Stephen & Sekgota, 2014:86-87)

5.6.3.3 Beneficiary participation

Participation generally means attending and voicing out concerns in a formal platform like meeting. Numerous restrictions have prevented members to participate. Kirsten and Machethe (2005:32-34) cited by Binsswanger-Mkhize (2014:262) found that compilation of business plans is done by beneficiaries in only 11% of cases- the plans were mainly drawn up by officials of the Department of Agriculture (39%),

service providers (20%) or DRDL officials (16%), and therefore beneficiaries were not aware of the contents in 50% of the cases.

5.7 Case Study 6: Ntjie Communal Property Association

5.7.1 Historical background

Ntjie CPA known as Letsoalo is a previously partly state owned farm and partly privately owned land. It is situated within Lepelle-Nkumpi Municipality, Capricorn District of Limpopo province. It is composed of the farms Mimosa 218KS, the farm Mizpah 214KS and Morgendal 216KS. The total Extent of the three farms measures approximately 3633.6078 ha. The land was dispossessed from the Letsoalo community in the 19th century (LDA, 2009). The Letsoalo community originated in Wolkeberg Mountain where they stayed as part of the Mammahlola tribe. In the 18th they broke away from Mammahlola from the mountain to the farms Mizpah, Mimosa and Morgendal where they lived peacefully until the arrival of the white's people in the 19th century. The whites arrived and forced Letsoalo community to work for them without pay because they were staying at their farm. They provided labor in return of the right of residence, land grazing and cultivation for a limited number of livestock. However they were removed gradually from the farms through the Prevention of Illegal Squatting ACT, 1951 (Act No 52 of 1951) (LDA, Lepelle-Nkumpi Municipality, 2012).

The farms were transferred to Letsoalo community under Ntjie Communal Property Association from The State and the other portion was bought from the private owner in terms of Section 42D of the Restitution of Land Rights Acts 1994. The Letsoalo community consists of 120 households, whereby 76 are female headed (LDA, 2009).

Ntjie CPA has a very positive impact to the local area. It has already employed 20 people on a permanent basis and more are employed during peak (harvesting, spraying, planting etc.) seasons. The community of Letsoalo and the surrounding area benefit more from the farm. With the possibility of extension more people will be employed at the farm which will improve the livelihoods of the people. There will be increased house hold income and thus assisting in reducing poverty within the area. The farm also sells their produce to the local market during weddings, funerals and also there are cash sales where the communities buy vegetables at a cheaper price. The business buys their inputs from the local suppliers. This clearly shows that the farm contribute positively to the local economy by both forward and backward linkages. Furthermore, there is a high unemployment rate in the area and the farm assist in creating job opportunities for the community and other people living in the area (LDA, Lepelle-Nkumpi Municipality,2012).

5.7.2 Aspirations and needs of the CPA

The CPA was guided by their need to be the best and most successful farm which produces high quality agricultural products. To be the most attractive tourist spot in the Limpopo Province and uplift the livelihood of its communities and neighboring communities through job creation (LDA, Lepelle-Nkumpi Municipality project database, 2012)

5.7.3 Factors considered not making the farm sustainable

5.7.3.1 Lack of access to financial services & production inputs

Like any other land reform, the production within the farm remains low because the project lack access to financial service and production inputs. A report released by

UNDP-AFRICA HDR (2012:3) states that despite agriculture's importance, it has performed below its potential for generations in Sub-Saharan Africa, neglected by government policies and held back by low farm productivity.

5.7.3.2 Dilapidated farming infrastructure

There is a general consensus among the beneficiaries that the land reform programme is a good initiative by the government, however, the programme is not correctly implemented as it does not address the needs of the beneficiaries. Most of the land reform projects complain about lack of appropriate infrastructure (e.g. boreholes, fencing etc.) which is critical for sustainable food production (LDA,2009).

5.8 Conclusion

The advent of democracy has enabled communities to lodge their land claims in accordance to the legislations and policies developed post-apartheid 1994. The establishment of those policies played a crucial role in respect to human development particularly those who were previously marginalized. The six case studies demonstrated that the programme of land reform is having a limited impact on the livelihood of beneficiaries. Various issues which proved to be having negative impact on sustainability of land reform projects were uncovered. The case studies have shown that lack of leadership; lack of access to finance; lack of access to market and information, beneficiary participation are some of the problems associated with making the land reform programme to be ineffective. Mandiwana (2014:84-85) concedes that some of the challenges raised are genuine and should these problems be attended then the land reform programme in Limpopo could make impact on the livelihoods of people in Limpopo Province. This chapter concludes that with proper coordination amongst all the stakeholders involved in the implementation

of land reform programme and post-settlement support from the government success is achievable.

CHAPTER 6: SUMMARY, RECOMMENDATIONS & CONCLUSION

6.1 Introduction

The previous chapter (Chapter 5) provided a clear perspective and context on six selected case studies. Background information, size of the land and locality of selected case studies were presented as well. The central focus of this chapter will be the presentation of summary and findings emerging from the study, including the challenges found across the six selected case studies from Limpopo Province. The chapter will then conclude with the delivery of recommendations to ensure effectiveness of land reform programme in Limpopo Province.

The main research questions answered were:

- i. To what extent has the land reform program achieved its intended objectives?
- ii. What are the challenges faced by both implementers and beneficiaries of the land reform programme and to what extent do these affect the progress and impact of land reform
- iii. Can strategies be developed to address the challenges
- iv. What has been the current impact of land reform on sustainable livelihoods?

Regardless of the determinations and commitment taken by the government to make land reform viable and sustainable, these endeavours are faced with enormous challenges such as, economic sustainability, skills development, high illiteracy levels and high rate of unemployment in the area under study. The issue of land and rural poverty cannot be fully addressed in the absence of land redistribution. These challenges, faced by both implementers and beneficiaries of land reform, served as a strong motivation for the researcher to conduct this study. With recommendations provided in this study, the researcher is hopeful and positive that together the

government, civil society and private sector would advance and improve support instruments and methods of intervention.

6.2 Summary of Chapter outcomes

The main aim of the study was to analyse the evolution of Land Reform programme in Limpopo Province, South Africa. The central focus of the study was on the successes and failures of land reform programme. The following is a brief framework on the structure of the study:

- i. **Chapter one** introduced; outlined and provided a historical background of the research topic. The chapter further gave a clear perspective and context of research problem statement, research objectives, research questions and definition of key concept for the study.
- ii. **Chapter two** put more emphasis on reviewing fundamentals of land reform through critical review of literatures. The chapter further described different forms and approaches undertaken to implement land reform and review some international experiences. The focus was also given to the legislations and funding framework in the form of grants established by the democratic government after 1994 with the purpose of reversing the past injustices committed by the previous apartheid regime.
- iii. **Chapter Three** explained the techniques and methodology employed in this study
- iv. **Chapter Four** dealt with the latest and current development with regards to the concept of land reform programme in South Africa
- v. **Chapter Five** gave a clear perspective and context on six selected case studies. Background information, localities and challenges associated with successful implementation of the projects were also highlighted

vi. **Chapter Six** draw up conclusions and findings after analysing the selected case studies, land reform policies, Acts and current development of land reform in Limpopo Province. Sound management strategies and recommendations are provided for future references or further research

6.2.1 Research Objectives

The following objectives of the study were used to contextualize and operationalize the study:

6.2.1.1 To assess progress in the implementation of land reform in South Africa

In order to address and answer the first objective of the study, a question was asked in Chapter One as to what extent has the land reform programme achieved its intended objectives. To contextualise the objective and answer the question, Chapter 4 dealt with the current development and progress made on land reform program. The explanation was narrowed down to the fact that the implementation of and redistribution of land has sparked lots of criticism due to its slow pace. This can be attributed to the fact that stakeholder involved do not understand the land reform programmes and as a result causes the delay.

6.2.2.2 To document and learnt from case studies of successful land redistribution and restitution experiences

In order to achieve the second objective of the study, a question was asked in Chapter One, what are the challenges faced by both the implementers and beneficiaries of land reform and to what extent do these affect the progress and impact of land reform. Chapter 5 provided perspective and context of selected case

studies and also looked at the challenges which the land reform projects are faced with which hampers progress and sustainable livelihoods.

6.2.2.3 To examine land-use under different land reform schemes

To achieve the third objective of the study, a question was asked in Chapter one, can strategies be developed to address the challenges. The question is answered in this chapter by providing an approaches/strategies which can be employed to improve and sustain the land reform scheme.

6.2.2.4 To analyze the current impacts of land reform on sustainable livelihoods

A question was posed in Chapter One as to what has been the current impact of land reform on sustainable livelihoods. Both Chapter 4 and Chapter 5 addressed this question and it was pointed out that majority of land reform projects fails to achieve the desired result due to (i) weak institutional arrangement dealing with pre and post settlement support; (ii) conflicts among land reform beneficiaries; (iii) exorbitant land prices from land owners; (iv) technical knowledge/farming experience from land reform beneficiaries. The government, civil society and private sector will have to renew their interest and commitment to move forward and develop strategies which are more inclusive and easy to implement.

6.3 Findings

Despite the lessons learnt from international perspective on the design and implementation of land reform programme in South Africa, there has been a very slow progress of redistributing land. Given the importance and objective of Land reform programme where 30% of agricultural land were supposed to be redistributed

by the end of 2014, the government failed to reach its target which in turn compromises the integrity and credibility of it. The DRDL further acknowledges that the existing land reform plan is not able to achieve the intended and desired results. The case studies presented in this study have demonstrated that most of the projects fail to be sustainable due to the following reasons:

6.3.1 Lack of Post-settlement support is impeding sustainability of land reform projects

Post-settlement support in the context of South African land reform programme refers to post transfer support or settlement support given to land reform beneficiaries after they have received back their land (Rungasamy, 2011:59). The support could be in the form of infrastructural support services, financial support, facilitation to access to market and information, capacity building (mentorship, training & enterprise development) and agricultural extension services (DLA,1997).

South African land reform beneficiaries have faced a variety of challenges and some of the challenges include lack of access to production inputs, appropriate infrastructure for sustainable use of the land, lack of access to farm credit, lack of training, mentorship and enterprise development. The advent of democracy has played a crucial role in providing majority of black people with access to land but the sustainability of land reform programme is questioned as most of the farmers are unable to utilize the land to maximize production and increase their household level of income.

Post-settlement support if properly designed, managed and implemented well could be a success and as a result may be able to reduce the poverty, inequality and unemployment rate affecting the country considering the fact that South Africa is of

the countries with high poverty, unemployment and inequality. For example, with the case study of Maiwashe Estate it has demonstrated that when post-settlement support and strong institutional arrangements put in place, the project is able to produce more for the community and as a result improve the income level of beneficiaries and communities at large.

6.3.2 A wide range of constituencies are accessing LRAD

The case studies presented in this study have demonstrated that majority of black people venture access and acquire land with different motives, aspirations and entrepreneurial agenda. Part of the reason why most of the land reform projects fails to achieve the desired results is inability of the beneficiaries to manage and control group dynamics. Group dynamic challenges amongst the project beneficiaries are still a problem. Ideological differences will always arise because people are coming from different background. Internal conflicts are one of the reasons which make the projects to collapse. Morebeng CPA and Mashishimale CPA have also demonstrated that internal conflicts and lack of cohesion amongst project beneficiaries serves as an impeding factor towards the success of the project.

6.3.3 The difficulty of Land reform projects to raise/access finance and production inputs is still a problem

Access and affordability of farm equipment's and production inputs enhances sustainable food production and poverty reduction. It has been noted that the beneficiaries are struggling to raise money to purchase some of the operating material and amongst others this affect the smooth running of the farm.

6.3.4 Poor planning, co-ordination and implementation of projects

Involvement of project beneficiaries on project planning is minimal and as a result stakeholders involved are forced to implement what has been designed and planned by the authorities. Such acts compromises the sustainability issue as farmer do not have a total control and ownership of their project. Proper planning generally means project beneficiaries attending plannery meetings and make inputs on how the project can be implemented. Numerous restrictions have prevented members to participate. Kirsten and Machethe (2005:32-34) cited by Binsswanger-Mkhize (2014:262) found that compilation of business plans is done by beneficiaries in only 11% of cases- the plans were mainly drawn up by officials of the Department of Agriculture (39%), service providers (20%) or DRDL officials (16%), and therefore beneficiaries were not aware of the contents in 50% of the cases. This was the case in Levhubu projects and members of the project were never consulted in areas which concerns their farming operations like development of business plans and appointment of strategic partners.

6.3.5 Lack of technical knowledge and Farm management skills/experience from the beneficiaries

Farmers need to be provided with adequate capacity building (training, Mentorship & enterprise development) programmes which will enable them to effectively utilize the farm without relying on the government for information. The value of agricultural research and technological change and innovation in transforming economies is uncontested. The history of delivering agricultural and information services to smallholder farmers is one of approaches and capacities that has worked well (Mbabu & Hall, 2012:5)

6.3.6 Access to markets and credit facilities

Both accesses to market and credit facilities in South Africa remain some of the problem which affects the sustainability of small scale farmers. In South Africa, it is estimated that the majority of rural population most of whom rely on agriculture for their livelihood, still has no access to formal credit (Chisasa, 2014:200). Availability of credit and access to market has proved to play a crucial role in improving the livelihoods of beneficiaries. Makosa (2014:206) argues that regular interactions between farmers and extension officers must be encouraged to ensure participation of farmers in markets.

6.3.7 Ineffective Monitoring and Evaluation tool in all the programmes

The monitoring and evaluation tool designed by the government does not provide a space to track the challenges and anticipate the threats associated with the implementation of land reform programme. Developing effective monitoring and evaluation (M&E) tool is very much important for tracking and measuring the results and analyzing the impact of development intervention.

The above mentioned challenges have proved to play a significant role towards unsustainability of land reform programme in Limpopo Province. Based on the findings the next section will provide strategies on how to deal with the above mentioned challenges moving forward.

6.4 Strategies/Recommendations

While land reform was viewed as “an agenda that appeared to reconcile the aims of national reconciliation, de-racialization, global economic integration and jobs for the poor (Williams 1996 & Hall, 2010), the study has demonstrated that despite the fact

that much of the land were redistributed to the majority of black of people to redress the past injustices created by the colonial regime, the government failed to reach its target of 30% and more importantly the sustainability of land reform projects is in question. Strategies are required to improve the status quo of land reform projects. The following general recommendations/strategies can be made for improvement of land reform programme:

- i. Establish strong partnerships with civil society and private sector to accelerate the pace of land delivery to land reform beneficiaries.
- ii. Effective implementation of programmes like CASP, Recapitalization and Development Programme, Letsema to improve productivity of land reform projects
- iii. Small-scale farmers requires more than land if they are to make a living. They also need a supportive policy environment, including access to credit on reasonable terms, fair prices for their products, and access to infrastructure and social services;
- iv. Establishment of project implementation team consisting of RLCC, DRDLR, Extension Officers, LDA
- v. Enhance institutional structures at project level which are transparent and participative which will curb the problem of group dynamics and mismanagement and misuse of resources.

6.5.1 Further research needs to be taken on the following issues:

- i. The impact of post-settlement support on the performance of land reform projects
- ii. Evaluation into effectiveness of land reform project in poverty reduction
- iii. Assessment of internal conflicts on the sustainability of land reform projects

6.6 Conclusion

The study was aimed at analyzing the evolution of land reform programme in Limpopo Province, South Africa. The central focus of the study was to look at the successes and failures of the programme as well as to suggest possible strategies or recommendations which can be employed in improving the land reform programme towards achieving the objective of addressing the triple challenges (Poverty, Unemployment & Inequality) the country is faced with.

The study have demonstrated that Land reform cannot be perceived as to have achieved its intended objectives and as a result failed to reach the target of redistributing 30% of land by 2014. The study has also uncovered number of factors which made the redistributed land not to be sustainable and have less impact on improving the livelihood of the rural poor. Amongst other factors include lack post-settlement support; access to market and credit facilities; poor planning, co-ordination and implementation of projects; exorbitant land prices from land owners; ineffective monitoring and evaluation tool; lack of access to finance and weak institutional and governance structure from the land reform projects. The study concurs with arguments from other scholars that some of the problems identified are the responsibility of government but the beneficiaries as well should take up the responsibility for not relying on government for services and take control and ownership of their business.

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