



# **LAND REFORM PROGRAMMES CONTRIBUTION INTO AGRICULTURAL ECONOMIC DEVELOPMENT: KWAZULU-NATAL LAND REFORM PROJECTS**

**By**

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## DECLARATION

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This work is dedicated to the new member in our family Likhona Sinendumiso Mnikathi, I am blessed.

## **ABSTRACT**

This study examines the contribution of South Africa's land reform programme to agricultural development and economic growth with a focus on land reform projects in KwaZulu-Natal province. The objective of the study was to understand the extent to which the restitution, redistribution and land tenure programmes are achieving the country's land reform objectives.

Key objectives of the democratic South African government's land reform programme since 1994 have been to redress the unjust racially skewed patterns of land ownership in the country, and to boost the rural economy. Significant quantities of land have been returned or transferred to previously disadvantaged communities, and the majority of the redistributed land involves agricultural land use as the government has aimed to transfer 30 % of commercial agricultural land to emerging farmers. This study focuses on these agricultural land reform projects and assesses the contribution of the land reform policy to the agricultural production and operation of these projects.

The study adopted a qualitative, case study research design. The target population for the study included representatives from the Department of Rural Development and Land Reform, the KwaZulu-Natal Department of Economic Development, Tourism and Environmental Affairs, the KwaZulu-Natal Agribusiness Development Agency, and selected land reform projects. Face-to-face, semi-structured interviews were conducted with these representatives to gather information on the land reform programme's contribution to agricultural development and economic growth in KwaZulu-Natal. A review of literature on post-settlement issues in land reform was used as a source of secondary information.

The study finds that a lack of post-settlement support from government remains the greatest challenge to the successful implementation of the land reform policy in South Africa. Agricultural development through land reform has been achieved largely due to support from the private sector in the form of technical assistance, skills training, maintenance and agribusiness training. With such support, large numbers of projects have managed to acquire the equipment necessary for sustained agricultural production. The study therefore concludes that whilst South Africa's land reform programme has succeeded in transferring land ownership, this land cannot be used effectively to generate agricultural outputs without adequate funding and support. In order to achieve agrarian reform, land reform projects need to receive the appropriate post-settlement support from both government and the private sector. Lastly, recommendations for the current land reform policy are presented as well as possible avenues for future research.

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## **LIST OF ACRONYMS AND ABBREVIATIONS**

ABP	Area-Based Planning
ADA	Agribusiness Development Agency
ANC	African National Congress
ARC	Agricultural Research Council
AsgiSA	Accelerated and Shared Growth Initiative for South Africa
CASP	Comprehensive Agricultural Support Programme
CDE	Centre for Development and Enterprise
COGTA	Department of Cooperative Governance and Traditional Affairs
CRDP	Comprehensive Rural Development Programme
CSD	Commission on Sustainable Development
DAFF	Department of Agriculture, Forestry and Fisheries
DEDTEA	Department of Economic Development, Tourism and Environmental Affairs
DGCIS	Department of Government Communications and Information Systems
DLA	Department of Land Affairs
DoA	Department of Agriculture
DoP	Department of the Presidency
DRDLR	Department of Rural Development and Land Reform
ESTA	Extension of Security Tenure Act (No. 62 of 1997)
FFC	Financial and Fiscal Commission
GDP	Gross Domestic Product
HSRC	Human Sciences Research Council
IDP	Integrated Development Plan
IEDC	International Economic Development Council
KZN	KwaZulu-Natal

Land Bank	Land and Agricultural Development Bank of South Africa
LARP	Land and Agrarian Reform Projects
LRAD	Land Redistribution for Agricultural Development
LRP	Land Reform Programme
LTA	Land Tenure Agreement
MAFISA	Micro Agricultural Financial Institutions of South Africa
MALA	Ministry for Agriculture and Land Affairs
NAMC	National Agricultural Marketing Council
NDP	National Development Plan
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organisations
PLAS	Proactive Land Acquisition Strategy
QoL	Quality of Life
RDP	Reconstruction and Development Programme
RECAP	Recapitalisation and Development Grant
RSA	Republic of South Africa
SASA	South African Sugar Association
SLAG	Settlement/Land Acquisition Grant
SoE	State-owned enterprise
StatsSA	Statistics South Africa
TIKZN	Trade and Investment KwaZulu-Natal

# **CHAPTER ONE: OVERVIEW OF THE STUDY**

## **1.1 BACKGROUND OF THE STUDY**

For much of its history, the system of land ownership in the Republic of South Africa has been characterised by dispossession and forced removals. Discriminatory laws such as the Natives Land Act (No. 27 of 1913) and the Native Trust and Land Act (No. 18 of 1936) were instruments used to deprive the poor black population of their land rights and their access to land (Dlamini, 2010). The continued implementation of these discriminatory colonial laws by the apartheid government after the National Party's rise to power in 1948 gave rise to the racial inequality in land ownership that characterises the country today. The Natives Land Act initially allocated just 8 %, and then 13 %, of land ownership to non-white South Africans, who at the time represented 90 % of the country's population (Anseeuw & Mathebula, 2008). The Act confined the native population to insecure land tenure and restricted farming practices for the both population living on communal land and white farmers. The discriminatory land policies produced an extreme situation of land redistribution in the country. Commercial farming for black people was limited to only 12 % of productive land, leaving white farmers to occupy 90 % of productive agricultural land. According to Links (2011: 1), the inequality in land ownership that exists in South Africa is founded on racist distinctions and race-based exploitation and forms of oppression that have been inherited from former colonial administrations.

This land dispossession, and the attendant spatial manifestations of population and socio-economic dynamics in South Africa during colonial and apartheid rule, produced unequal patterns of land ownership and intense rural poverty. In 1994, when the first democratic government was voted into power, about 60 000 white farmers owned 87 million hectares of productive agricultural land (Anseeuw & Mathebula, 2008). As a result, the post-1994 democratic government adopted a land reform programme (LRP) to address the problems of the past and the challenges in the rural areas (Jacobs, Lahiff & Hall, 2003).

Boyce, Rosset and Stanton (2005: 1) define land reform as “the reallocation of rights to establish a more equitable distribution of farmland”, and as a powerful strategy for promoting both economic development and environmental quality”. According to Links (2011), land reform can be understood as the “redistribution of property or rights in property for the benefit of the landless, tenants and farm labourers”, while Adams (1995, in Links 2011) defines the primary concern of land reform as the correction of imbalances in the ownership of agricultural land. On the whole,

land reform can be understood as an integrated programme that aims to eradicate economic and social inequalities, and stimulate economic and social development.

The objectives of the South African LRP, as set out by what was then the national Department of Land Affairs (DLA) in the White Paper on South African Land Policy in 1997, addressed four main areas (DLA, 1997):

- To redress the injustices of apartheid
- To foster national reconciliation and stability
- To underpin economic growth, and
- To improve household welfare and alleviate poverty.

In order to achieve these objectives and to redress the injustices of the past, two specific policies were adopted as the structural guiding framework:

- Firstly, the Reconstruction and Development Programme (RDP), adopted in 1994, aimed at supplying land and promoting security of tenure for rural poor and new emerging farmers (Bailey, 2007). The RDP policy recognised that simply abolishing the discriminatory legislation would not be able to address the highly skewed racial distribution of land ownership, as the majority of the population could not afford to purchase land on the free market. Therefore, a State intervention in the form of a LRP was decided, in order to strengthen the rural economy and provide land for the poor (Semalulu, 2004).
- Secondly, the Section 25 of the Constitution of South Africa (Act 108 of 1996) gave the LRP a responsibility through the State to take reasonable legislative and other measures in order to foster conditions that would enable the citizens to have access to land (RSA, 1996).

The three pillars of the South African LRP are restitution, land redistribution, and land tenure. These are explained as follows:

- *Restitution* aims to restore the land rights of eligible claimants who were dispossessed of their land in rural and urban areas after 19 June 1913 (Van den Brink, Thomas, Binswanger et al., 2006). Claimants who submit valid claims in accordance with the Restitution of Land Rights Act 22 of 1994, may either have the land under claim restored, or receive alternative land or financial compensation (Tom, 2006).

- *Redistribution* sets out to change the unequal racial distribution of land. Eligible applicants may obtain grants to purchase land through “willing seller-willing buyer” transactions (Shackleton, Shackleton & Cousins, 2002). Land can be acquired for agricultural development, settlement and non-agricultural enterprises (SAPOA, 2004). Since 1994, the redistribution programme has undergone important shifts, for example when the Settlement/ Land Acquisition Grant (SLAG) was replaced with a new grant programme — Land Redistribution for Agricultural Development (LRAD) (Sachikonye, 2003).
- *Tenure* policy provides security of landholding rights to people living and working on private and state-owned land (Wegerif, 2006). Currently, land tenure policy distinguishes between farm tenure, which protects the rights of workers and farm dwellers on commercial farms, and legislation dealing with tenure issues in communal areas (World Bank, 2007).

Since the inception of the LRP, the great emphases by government has been focusing greatly on the hectares of land to be transferred. However, the LRP is widely considered to have failed to achieve its policy objectives (FFC, 2016). This has attributed from resistance from the willing seller willing buyer approach adopted by the government.

There has been a great deal of criticism of the programme for being too slow. It failed to achieve its target of a 30 % transfer of agricultural land to the previously disadvantaged by 2014. Most of the land that was transferred has either remained fallow or has been used for activities that have not been profitable, and therefore the potential for agrarian change and rural development through land reform has gone unrealised (Deininger and May, 2000; Lahiff and Cousins, 2005; Lahiff, 2007). The slow pace and the lack of skills, inputs, market access and support have not only failed the LRP but have created a climate of uncertainty for agricultural investment therefore creating uncertainty for future productive land investments and any possible partnerships the projects may establish (National Treasury, 2011).

Other reasons that have led to the failure of the LRP include poor coordination and an inability on the part of provincial and local governments to provide institutional and technical support for land reform projects. Including insufficient access to credit, equipment and technical assistance (FFC, 2016). The Department of Rural Development and Land Reform (DRDLR) is the national department responsible for facilitating land acquisition, while the various provincial departments provide extension support services (DLA, 1997). In KwaZulu-Natal, this is the Department of Economic Development, Tourism and Environmental Affairs (DEDTEA) (formerly the Department of Agriculture and Rural Development).

Ongoing support for land reform projects on the part of these national and provincial departments is critical as this support ensures that the projects remain economically viable. Lahiff (2001) notes that when there is a lack of necessary support services and a shortage of working capital, the land reform projects are most likely result in an under-utilisation of the land. Kahn (2007) agrees with the above statement, concurring that land reform without additional financial and technical support is meaningless. The projects struggle to engage in meaningful production and new farmers are faced with the choice of abandoning the land or leasing it to white farmers who have enough resources to keep the farm operational.

In order for land reform projects to participate in meaningful agricultural production, various resources are required. This include a continues agricultural extension services, training and capacity development, financial support, infrastructural development, business and marketing skills, as well as technological development (Masoka, 2014). When support to land reform projects is effective, the individuals involved become empowered with the skills and knowledge necessary for agricultural operations. This ultimately translates into investments in a combination of inputs that improve productivity. When support to land reform projects is poorly implemented, and when there is a lack of suitable markets, very few land reform projects are able to achieve the status of sustainable farming enterprises. It is therefore critical to revitalise support for the agricultural and economic development of land reform projects. With sound and meaningful support land reform projects can increase their employment possibilities while creating input and output growth, which can improve food security, and reduce levels of poverty and inequality (Lahiff and Cousins, 2005).

The Quality of Life (QoL) surveys commissioned by the DLA in 1998–1999 and 2001–2002 reported that more than 80 % of land reform beneficiaries expected that the LRP would allow them to engage in some form of agriculture such as crop farming and to generate an income from agriculture, while more than 90 % expected the programme to deliver better homes and services (Hall, 2004). However, only a small percentage of households reported that their expectations have been realised by the LRP (May and Roberts 2000). Therefore, it remains critical that bridging the expectations and realistic outcomes of the LRP to benefit the poor not only become the priority of the government, but also of society at large.

It is for this reason this study is aimed at investigating the contribution of land acquired for agricultural development is contributing to economic growth and enhanced livelihoods for the beneficiaries in KwaZulu-Natal.

## 1.2 RESEARCH PROBLEM

The post-apartheid democratic South African government adopted the LRP to redress the race-based historical injustices associated with land dispossession, denial of access to land and forced removals. Since then, land reform has been one of the pivotal instruments in the government's poverty-alleviation programme. Land reform has been used as an instrument to decentralise the economy, which has largely been in the hands of the white minority and has sought to deal with the capitalist agricultural system that has controlled agricultural production in favour of the minority (Dlamini, 2010). Dlamini argues that under colonial and apartheid rule, the quest to control agricultural production in South Africa was achieved by controlling access to fertile soils and water resources in the best interests of the white farmers.

According to the 1997 White Paper on South African Land Policy, land reform is intended to provide access to land for previously disadvantaged South Africans as a means of reducing poverty and contributing to economic growth (DLA, 1997). The policy further states that land reform will contribute to economic development through facilitating productive land use thereby increasing employment opportunities. According to Hall (2007), agricultural and economic development can be achieved through greater investment to promote both land equity and profitable agricultural production.

The target of transferring 30 % of white commercial productive land by 2014 to non-white beneficiaries was an indication of the government's emphasis on agricultural development. The LRP as the pillar of the land reform is a strategic tool to achieve both land equity and agricultural development, and the DRDLR and DEDTEA are entrusted to implement the LRP policies to "eradicate poverty, increase access to land for farming, and thereby improve employment" (Zimmerman, 2000).

In spite of the LRP, it remains unknown exactly how land reform is contributing to economic development in South Africa. This study will therefore explore how the land reform policy contributes to agricultural and economic development in KwaZulu-Natal. The primary research questions are therefore as follows:

- To what extent has the LRP contributed to agricultural and economic development in KwaZulu-Natal?
- In what way are land reform agricultural projects in KwaZulu-Natal being supported in order to be kept sustainable?



### **1.3 MOTIVATION FOR THE STUDY**

Establishing how land reform contributes to economic development in South Africa is important. This is because land ownership has significant implications for the agricultural sector, from which most South Africans obtain their food and many South Africans obtain their income. The agricultural sector is the main employer of people living in rural areas accounts for 7 % of total reported employment in the country and contributes approximately 4 % of South Africa's gross domestic product (GDP) (Van den Brink et al., 2006). The study will therefore investigate how land reform contributes to economic development. The purpose of doing so is to inform policy makers and practitioners on how to effectively employ land reform policy to assist people in developing the agricultural sector in order to contribute to economic development and sustainable livelihoods.

### **1.4 AIM OF THE STUDY**

The primary objective of the study is to assess the contribution of the land reform policy to agricultural and economic development in agricultural projects in KwaZulu-Natal.

### **1.5 SIGNIFICANCE OR CONTRIBUTION OF THE STUDY**

The study is important because the issue of land ownership has significant implications for the agricultural sector from which most South Africans derive their food and income. Du Toit (2016) states that agriculture's contribution to economic development has to do with more than just the productivity of farms as farms need to contribute to employment. The agricultural sector is also the main employer of people in the rural areas. This sector contributes about 4 % of South Africa's GDP and accounts for about 7 % of the total reported employment (Brink et al., 2006). Land reform deals directly with agricultural land and so affects agricultural production and the agricultural economy.

The success of land reform is reviewed according to its ability to produce projects that benefit the community. It is important to monitor what happens once the land is given to the people given that the productivity of the land is important for the economy and because government spend a large amount of its budget on the LRP. Land reform has the potential to contribute to economic development and is particularly important for KZN as a province that is an agricultural powerhouse and yet has a large number of pending land claims.

The provincial economy is largely derived from agriculture and therefore the LRP has a direct impact on the province's GDP and its potential for employment.

The study aims to contribute to improving LRP support services and to contribute to an understanding of how investments in land reform projects could be improved. The researcher hopes to contribute to informing policy makers and planners in their development of agricultural management systems and strategies, in the hopes that improvements will benefit the land reform projects in the province and result in the effective employment of the LRP.

## **1.6 RESEARCH OBJECTIVES**

While the primary objective of the study is to assess the contribution of the land reform policy to agricultural development and economic growth in agricultural projects in KwaZulu-Natal, this is broken down into three areas:

- To assess the influence of the land restitution programme on agricultural and economic development in KwaZulu-Natal.
- To investigate the contribution of the land redistribution programme to agricultural and economic development in KwaZulu-Natal.
- To determine the impact of the land tenure programme on agricultural and economic development in KwaZulu-Natal.

## **1.7 RESEARCH DESIGN**

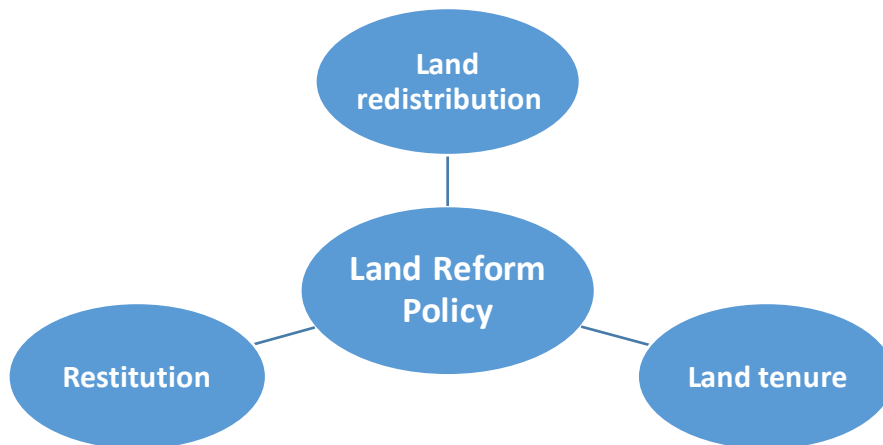
This study uses a qualitative case study research design to investigate the contribution of the land reform policy to agricultural development and economic growth in KwaZulu-Natal. A qualitative research design was chosen to guide this study because it is effective in bringing the researcher to an understanding of multidimensional issues (Creswell, 2003). A case study research design is suitable for investigating a contemporary phenomenon within its real-life context especially when the difference between the problem being researched and its context are not clearly evident (Gillies, 2002). This design was deemed effective for this study because it allows multiple sources of data to be explored on perceptions of the contribution of the land reform policy on agricultural development and economic growth in KwaZulu-Natal. The data collection instrument was face-to-face interviews with selected respondents using semi-structured questions.

## 1.8 THEORETICAL FRAMEWORK

The study will be informed by the three focal areas of the LRP: restitution, land tenure reform and land redistribution (Figure 1). Restitution refers to situations where the government compensates individuals who had been forcefully removed from the land. Land tenure reform is a system of recognising people's right to own land and therefore control the land. Land redistribution aims to address the historically skewed racial division of land ownership and in particular to diversify the ownership of commercial farmland. It aims to bring to a more equitable distribution the domination of 87 % of commercial farmland by white farmers with the remainder (13 %) located in the former 'homelands' (Van den Brink et al., 2006).

According to Hall (2007), when land is transferred with full ownership through land reform agriculture is the dominant but not the only land use. Land reform aims to provide access to agricultural support services that increase levels of productivity for emerging farmers (DLA, 1997). The 1997 White Paper on South African Land Policy identified the Agricultural Research Council (ARC), the National Agricultural Marketing Council (NAMC) and the Land and Agricultural Development Bank of South Africa (Land Bank) as the agricultural agencies appointed to support agricultural production. The White Paper recognised that a well-structured institutional arrangement for the implementation of the programme to achieve agrarian reform required constructive working relationships and productive coordination between government departments and various levels of the partnership arrangements with the private sector and non-governmental organisations (NGOs) as well as a monitoring and evaluation system to track the progress of land reform delivery (DLA, 1997). This would allow emerging South African farmers to become successful in commercial farming. At the time it was believed that the ability to achieve these objectives would be through empowerment and capacity building as well as investment from land reform funding policies. Full land access was promoted as the means to achieve viable agricultural and economic development.

**Figure 1. The three focal areas of South Africa's land reform policy**



In November 2001, the incumbent national Minister for Agriculture and Land Affairs, Thoko Didiza, based on consultation with various agricultural beneficiaries, presented the Strategic Plan for South African Agriculture in which agriculture was highlighted as the most important aspect of the country's economy (DoA, 2001). The purpose of the strategic plan was to transform rural South Africa into an economically viable, socially stable and harmonious sector that could make a significant contribution to the nation's GDP (DoA, 2001), and to this end the strategic plan adopted land reform as an integrated sustainable rural development strategy drawing on the 1997 White Paper.

In this study, the three areas of the LRP (restitution, land tenure reform and land redistribution) are used to inform the research questions underpinning the study.

## **1.9 LIMITATIONS TO THE STUDY**

The central problem in assessing the impact of land reform on economic development in agriculture is the scarcity of data. Most studies focus on land reform as a policy and few studies have dealt directly with how land reform contributes to economic development. Where there have been such studies, impact evaluation is hampered by the absence of baseline data on the socio-economic status of beneficiaries entering the programme a lack of agreed indicators and the lack of longitudinal panel data (Hall, 2007).

The study involved sourcing information on the issue of land reform from government officials. Land reform remains a very sensitive political issue in the country and there is often a reluctance on the part of the officials involved to share such sensitive information. Therefore, difficulties with accessing information and liaising with respondents may have had a negative impact on the study.

For similar reasons, certain participants felt reluctant to participate in the study. To address this problem, the researcher assured them of anonymity and chose the interview place and time that was most convenient for the participants.

Finally, this study is limited to selected land reform agricultural projects in KZN and therefore may not be generalised to all land reform agricultural projects in South Africa, or to land reform projects in general.

## **1.10 DEFINITION OF TERMS**

### **1.10.1 Agricultural development**

De Laiglesia (2006) defines agricultural development as a “process that creates the conditions for the fulfillment of agricultural potential”. The conditions crucially important for agricultural development include the accumulation of knowledge through extension services and support; the availability of technology for research and development; business investment in the inputs and outputs required for economic productivity; and certain public goods (political will, financial investment, and policies) (de Laiglesia, 2006). Agriculture development is a means of providing assistance to crop producers with the help of these various agricultural resources (EconomyWatch, 2010). Agriculture development means providing inputs in the form of research related to resources such as financial help needed for the agricultural production and operation, and is achieved when a combination of assistance from different sources invests in the best interests of the project production.

### **1.10.2 Economic development**

Economic development has various terms and definitions according to the particular goals and objectives of an organisation (IEDC, 2000). Economic development can be defined as a process that influences the wellbeing of society through job creation.

Hence, economic development must create opportunities for people and organisations to develop the capacities that allow an active engagement and contribution to the economy. According to Feldman, Hadjimichael and Lanahan (2016), economic development is an evolving concept but is generally an activity that involves high expectations for economic improvement, and that involves public money. It is a process where the appropriate resources are made available to be utilised for the purpose of creating employment opportunities. Economic development needs to create significantly beneficial projects for the community.

### **1.10.3 Land reform and agrarian reform**

Boyce, Rosset and Stanton (2005: 1) define land reform as “the reallocation of rights to establish a more equitable distribution of farmland”, and as a powerful strategy for promoting both economic development and environmental quality”. According to Links (2011), land reform can be understood as the “redistribution of property or rights in property for the benefit of the landless, tenants and farm labourers”, while Adams (1995, in Links 2011) defines the primary concern of land reform as the correction of imbalances in the ownership of agricultural land. On the whole, land reform can be understood as an integrated programme that aims to eradicate economic and social inequalities and stimulate economic and social development.

Ranchod (2004: 4) describes how the terms “land reform” and “agrarian reform” are frequently used interchangeably and explains the distinction between them:

Agrarian reform, a construct of the Cold War to counter ‘communist’ land reform, embraces improvements in both land tenure and agricultural organisation. Its policy prescriptions urged governments to go beyond redistribution: they should also support other rural development measures, such as the improvement of farm credit, cooperatives for farm-input supply and marketing and extension services to facilitate the productive use of the land reallocated.

Agrarian reform can therefore be understood as “the rectification of the whole system of agriculture” (EconomyWatch, 2010). Agrarian reform is about relationship between the redistributed land and the productivity of that land and it requires that farmers be trained to develop the economic value of the land. The success of agrarian reforms depends on the types and level of support provided to the farmers.

## 1.11 STRUCTURE OF DISSERTATION

A descriptive breakdown of each chapter of the dissertation is provided in Table 1 below.

**Table 1. Chapter breakdown of dissertation**

Chapter	Brief description of the chapter
Chapter One	<ul style="list-style-type: none"><li>• Provides a background to the study by outlining the field of study and the research approach.</li><li>• The motivation for and significance of the study are presented, and various definitions related to the concept of land reform are provided.</li><li>• Presents the research objectives, a brief description of the research design, the theoretical framework, and the limitations of the study.</li></ul>
Chapter Two	<ul style="list-style-type: none"><li>• Introduces the literature review and gives a brief overview of land reform in South Africa.</li><li>• Presents the LRP, and the supporting theory on land reform. This section further unpacks the LRP and the links it with agricultural development.</li><li>• Post-settlement models are presented, together with the land reform models in South Africa</li><li>• An overview of agriculture in South Africa and agricultural productivity are presented together with their supporting mechanisms.</li><li>• Concludes by presenting land reform in KZN, and introducing the land reform projects selected for the study.</li></ul>
Chapter Three	<ul style="list-style-type: none"><li>• Presents the research methodology and data sources underpinning the study.</li><li>• Outlines the limitations of the study and the difficulties experienced in the study.</li></ul>
Chapter Four	<ul style="list-style-type: none"><li>• Presents the findings and analysis of the data.</li></ul>
Chapter Five	<ul style="list-style-type: none"><li>• Presents the conclusion of the study as well as recommendations.</li></ul>

## **1.12 CONCLUSION**

This first chapter has introduced the research study and described its context. The problem statement and research objectives were presented in order to introduce the aim of the study. The chapter has provided definitions of the main research terms, and has indicated certain limitations of the study. The chapter concludes by presenting a chapter breakdown of the study in table form.

The following chapter presents a literature review on land reform in South Africa both nationally and provincially. The projects examined in the study are also presented.



## **CHAPTER TWO: LITERATURE REVIEW**

### **2.1 INTRODUCTION**

Chapter One presented the background and objectives of the study. This established the historical necessity of land reform's contribution to agriculture and economic development. This chapter presents a literature review on various aspects of land reform in South Africa and KZN. It focuses in particular on literature associated with the three focal areas of South Africa's LRP: restitution, redistribution and land tenure. The chapter also discusses the support systems that link land reform with agriculture. A general overview of KZN as the study site is provided and the location and context of the specific projects selected for the study are described: Moyeni, Madzikane, Dungamanzi, Inyeza and Simunye.

The aim of this chapter is to acknowledge the research conducted to date on land reform and to evaluate the results achieved so far by the LRP. This section provides an understanding of how the LRP is connected with agricultural economic development and conceptualises the issues pertaining to land reform in South Africa and KZN.

### **2.2 LAND REFORM IN SOUTH AFRICA**

Land reform in South Africa and elsewhere remains a sensitive issue and is a political project that intends to achieve specific economic outcomes. Manenzhe (2007) states that the racial inequality of land distribution in South Africa is the legacy of a colonial system that institutionalised the appropriation of land from the black majority by means of the 1913 Natives Land Act and the 1936 Native Trust and Land Act. The African National Congress's (ANC) land reform discussion paper of June 2012 emphasises that land reform must represent a radical and rapid break from the past regime without disrupting agricultural production (ANC, 2012). The LRP has the responsibility for redistributing 82 million hectares of fertile agricultural land that was in the hands of 60 000 white commercial farmers in order to rectify the skewed allocation of only 13 % of the land (primarily in the former homelands) to non-whites (Manenzhe, 2007).

Land reform aims to provide direct benefits for those who were victims of the past racial policies while at the same time provide economic benefits to redress the economic imbalances created by these policies.

Redistributing access to and ownership of land to previously and currently disadvantaged South Africans should “reduce poverty and contribute to economic growth” (DLA, 1997). Land reform is intended to promote equity by establishing new patterns of economic growth that provide an income to and thus empower the poorest of the poor (Dlamini, 2010).

Land reform aims to contribute to agricultural and economic development through a productive use of land and to create employment opportunities through the provision of investment and support. According to the National Treasury (2011), the LRP is in place to provide land reform projects with support for infrastructure, marketing, finance and extension services. The comprehensive support initiatives are there as a means to support job creation.

The DRDLR is responsible for South Africa’s LRP and is tasked with redressing the disparities in land ownership to ensure that every South African has equal and equitable access to land. The primary objectives of the DRDLR are as follows (DRDLR, 2011):

- To redress the historical injustices associated with access to land
- To raise income and productivity
- To implement provisional support to small farmers.

The ANC-led government embarked on the LRP to address the historical racial imbalances of the apartheid era while restoring the rights of the disadvantaged people. Section 25 of the Constitution of the Republic of South Africa mandates the government to carry out related reforms and to issue grants to the victims of the past (Jobe, 2009). The White Paper on South African Land Policy (1997) sets out the purpose of the LRP as contributing to national reconciliation, growth and development (Dlamini, 2010), and describes the three pillars of the LRP which are provided for in the Constitution, as land restitution, land redistribution and land tenure. The LRP aims to achieve equity, in ensuring equitable access to land and efficiency in improving land use and its contribution to the rural economy (Jobe, 2009). The LRP is a crucial component of the government’s policy to ensure rural stability and market certainty in order to improve the processes of economic empowerment.

The three pillars of the LRP will be discussed in the following sections.

### **2.2.1 Land restitution programme**

The purpose of land restitution is to restore land rights and to provide a means of compensate the people who have been dispossessed of their land through the discriminatory legislation and practices of the apartheid government since 1913 (Bailey, 2007).

It is estimated that 3.5 million black people were dispossessed of their land in both rural and urban areas by the apartheid regime (Semalulu, 2004).

The restitution programmes has been a crucial component of reconciliation in South Africa, in restoring dignity. It is guided by the Constitution of the Republic of South Africa, and by the Restitution of Land Rights Act (No. 22 of 1994), under which a person or community dispossessed of their property after 19 June 1913 due to racially discriminatory laws or practices is given a right to claim that property. Tom (2006) states that people or claimants who submitted claims according to the Restitution of Land Rights Act are entitled to claim the land that was dispossessed or to receive alternative land or financial compensation. The Act also makes provision for the establishment of the Land Claims Commission and a Land Claims Court with powers equivalent to those of the High Court to facilitate and adjudicate the processing of claims.

The success of land restitution was initially very slow as the process was mostly driven by the courts which resulted in few claims being settled. The Land Claims Commission also faced various challenges in providing effective post-settlement support (Cousins, 2016). Masoka (2014), referencing Kariuki (2004: 11), argues that poor integration, coordination and planning between institutional support structures at national, provincial and local government level have resulted in the slow and unsuccessful initial progress of the land restitution programme. This argument was also supported by Hall and Williams (2003), who point out that challenges to the settlements proposed by the restitution programme have prevented the achievement of the objectives of land reform.

### **2.2.2 Land redistribution programme**

Land redistribution was conceived as a means of opening up productive land for residential and agricultural development in order to improve community livelihoods. The redistribution programme aimed at providing land for the rural and urban poor, for labour tenants and for emerging farmers for the purposes of agricultural production (Bailey, 2007).

The White Paper on South African Land Policy (1997) describes the purpose of the LRP as providing the poor with land for residential and productive purposes in order to improve their livelihoods. The land redistribution programme aims to achieve socioeconomic right for those in need of land and these rights are provided for in Section 25 of the Constitution, which specifies that the State must take reasonable legislative and other measures within the available resources to foster conditions where citizens can access land on an equitable basis (Rugege, 2004). The land redistribution programme has been improved since 2001 to include and accommodate groups such as emerging farmers in order to facilitate agricultural development, rural settlement and the creation of non-agricultural enterprises.

The initial target was that the programme would redistribute 30 % of commercial agricultural land to the poor by 1999 and this was later extended to 2014 due various unforeseen challenges.

The flagship of the land redistribution programme is the LRAD grant programme which aims to facilitate the transfer of land to individuals and groups and to improve access to the land for municipal and tribal authorities for the purposes of production and grazing. The land redistribution programme has a large number of supportive grants for facilitation and planning purposes as well as grants to deal with disputes (Manenzhe, 2007).

The National Development Plan (NDP), which is a government vision for 2030, further reinforces the call for an inclusive rural economy which integrates rural development into agrarian transformation and an infrastructure development programme. The NDP's approach to agriculture and rural development is based on successful land reform that would create employment rooted in sustainable environment as well as support systems to seek economic opportunities and develop the economy based on local capabilities (DoP, 2011).

### **2.2.3 Land tenure programme**

The land tenure reform programmes seeks to validate and harmonise forms of land ownership that evolved from apartheid and colonialism (CSD-16, 2008). The land tenure programme promotes security among all South African citizens by providing people with secure tenure of the farms or land where they live thereby preventing arbitrary evictions. Dlamini (2010) states that secure land tenure enables individuals or groups to earn benefits based on their recognised ownership of their property as stated in the South African Constitution.

Land tenure is guided by the Land Reform (Labour Tenants) Act (No. 3 of 1996), which provides for the protection of the rights of labour tenants and gives them the right to claim land with the provision of a subsidy for that purpose.

Another protection bill is the Extension of Security Tenure Act (ESTA) (No. 62 of 1997), which helps secure the tenure rights of people occupying land, and outlines the steps that should be taken by the owner or person in charge of the land should there be a need to evict people from that land or property. Semalulu (2004) states that there are two components that define tenure reform: tenure arrangements for communal areas, and the security of tenure of farmworkers and labour tenants residing on that particular farm or property.

The United Nation's Commission on Sustainable Development report (CSD-16, 2008) noted that the land tenure programme is the slowest and most difficult aspect of the LRP due to the complications that exist in the former homelands and communal areas as people reside on state land and therefore do not have security of tenure. The provinces of KZN and Mpumalanga have a noticeably high number of labour tenants; KZN alone has an estimated 1.2 million labour tenants (Semalulu, 2004).

## **2.3 OVERVIEW OF LAND REFORM PROGRAMMES**

Where land is redistributed through land reform, agriculture is the dominant, but not the only land use (World Bank, 2007). Murray (1997) argues that the LRP has not, until now, envisaged what kinds of production are to be promoted through the process of reform, and, therefore, what kind of structural change in production, markets and settlement patterns is being pursued, alongside the de-racialization of ownership. According to the Ministry for Agriculture and Land Affairs (MALA) (2001), this is the product of a longstanding failure to locate land reform within a wider framework of agrarian reform.

Instead, the growing debate on policy options for the future of land reform has focused on the question of how to obtain the land, either through stimulating the supply of land onto the market or by acquiring it directly by way of negotiation or expropriation. The adoption in 2007 of area-based planning (ABP) potentially provides a basis to decide who gets what land by assessing and prioritising different land needs, but is taking place in the absence of national-level guidelines or priorities for the future of agriculture (Mayson, 2003). The LRP has had little to say about the types of land use and production to be promoted, and whether these should differ from existing patterns in the commercial farming sector. This is being recognised increasingly as a crucial gap and an area in which new policy is needed (Hall, 2007).

Where land has been transferred with full ownership rights, the beneficiaries acquire a capital asset, but it is the use of this land, the consumption and sale of its produce, that brings direct benefits to the beneficiaries (Lahiff, 2008).

Different models of organising production have arisen due to a combination of factors — the specific type of land reform programme involved, the purpose of the land acquisition, the type of production envisaged, and the number of project members (PLAAS, 2003; Kauluma, 2003). Each is characterised by different social arrangements of production. Land reform projects to date may be categorised broadly into four main types: large groups obtaining farms and farming collectively as a single commercial entity; large groups obtaining farms and farming individually or in smaller groups; individuals, families or small groups obtaining farms and farming them as a single commercial entity; and joint ventures between land reform beneficiaries and private sector or state institutions (Aliber & Mokoena, 2002). The pattern, involving strategic partnerships, equity schemes and contract farming, is now encouraged.

Land reform aims to contribute to economic development, both by giving households the opportunity to engage in productive land use and by increasing employment opportunities through encouraging greater investment. In the 1997 White Paper on South African Land Policy, the following was stated: “We envisage a land reform which results in a rural landscape consisting of small, medium and large farms; one which promotes both equity and efficiency through a combined agrarian and industrial strategy in which land reform is a spark to the engine of growth” (DLA, 1997: 7).

Despite the large body of research on land reform, it is argued that little is known about the extent to which land reform in fact promotes justice and reconciliation, or brings about economic development and improved livelihoods for beneficiaries (Hall, 2004: 60). Hall (2007) points out that there is a paucity of research on the impact of land reform on livelihoods, and there is no baseline data against which to conduct post-settlement evaluations.

The lack of research data on beneficiaries' socio-economic status, and the lack of universal livelihood indicators, create challenges in determining the impact of the LRP on land reform projects, as research attention has focused on easily quantifiable factors, such as the number of hectares transferred and the number of beneficiaries (Ruth, 2007). While occasional QoL reports have broadly summarised what has been happening on land reform projects post-transfer, no national database exists to keep track of the productive activities and livelihood impacts of these projects (Jacobs, Lahiff & Hall, 2003). Many case studies have been conducted on land reform, but there is little research that focuses on the economic and developmental outcomes of land reform programmes, or on the outcomes of strategic partnerships, and which also takes into account the agricultural environment in which land reform projects have to operate to sustain their profitability and the economic benefits for their beneficiaries.

### **2.3.1 LRP redistribution to date**

Since 1995 11.5 % of South Africa's commercial agricultural land owned by white farmers has been transferred to black beneficiaries by means of a combination of restitution and redistribution programmes; however, this figure is still well short of the 30 % initial target (DoP, 2014). The DRDLR (2013) reported that restitution programmes have managed to settle 77 334 claims from 79 696 claims lodged since 1995, and 59 758 were only finalised in March 2013, while redistribution programmes have managed to acquire 4.1 million hectares of land from 4 813 projects.

### **2.3.2 Post-settlement support and the funding instruments of land reform**

Lahiff and Gou Li (2012) argue that the land reform beneficiaries should not rely entirely on the state for post-settlement support services, but should source a range of services from both private and public providers. In recent years the trend of the state providing services to small-scale farmers has declined and beneficiaries are left to fend for themselves; large commercial farmers have generally managed to source these services through their ability to access a range of commercial and cooperative services (Vink & Kirsten, 2003).

Scholars have generally agreed that land reform beneficiaries experience numerous problems in accessing services, such as a lack of credit, training, technology extension, transport, ploughing services, veterinary services, and marketing services (HSRC, 2003; Hall, 2004; Wegerif, 2004; and Bradstock, 2005).

Further to that, the DRDLR (2008) has acknowledged that when land reform projects cannot access the market, credit, technology and training, the projects become indebted. Hall (2004) finds that in the Eastern Cape LRAD projects there was no post-settlement service support from the DLA or the private sector, and only two projects had received infrastructure grants from the Department of Agriculture but with no extension services. The government's lack of provision of post-settlement support stems from its failure to conceptualise land reform beyond simple transfer of land ownership processes and from poor coordination and communication between national and provincial departments (Jacobs, Lahiff & Hall, 2003). Hall further explains that the rigid structure of the policy for land transfer, and agricultural support and development has resulted in post-transfer issues being neglected and support for agricultural services being demonstrated on an ad hoc basis. The DRDLA (2008) also acknowledges that support for small and emerging farmers and agribusiness has been weak, inappropriately designed and is not integrated with land reform.

Agricultural asset grants have to date played a more important role in the realm of South African agricultural policy in improving small-scale farmers' access to productive land (May J. a., 2009). The following financial grants are the tools used to support the LRPs:

#### 2.3.2.1 The Settlement/Land Acquisition Grant (SLAG)

The commitment to land reform began in 1994, when the Settlement/Land Acquisition Grant (SLAG) was the first introduced. The main purpose of the grant was to develop occupancy and expand land ownership to the poor, and the grant managed to transfer 358 201 hectares of land to 95 871 beneficiaries, in the process creating 599 projects (FFC, 2016). As the new land reform instrument, SLAG was unable to achieve its intended impact due to insufficient grant capital being available to purchase the land. This lack of capital rendered the grant process ineffective and caused a great deal of conflict amongst beneficiaries. A further shortfall of SLAG was that the grant did not provide post-transfer support and as a result the DLA was seen as failing to provide sufficient support to the projects (Jacobs, Lahiff & Hall, 2003).

#### 2.3.2.2 Land Redistribution for Agricultural Development Grant (LRAD)

In 2001, SLAG was replaced by the Land Redistribution for Agricultural Development (LRAD) grant. The grant was intended for agricultural purposes, and provided beneficiaries with access to much greater finance.



LRAD was designed to expand the agricultural support measures available to previously disadvantaged South African citizens and to enable them to access land for agricultural purposes. Though the LRAD grant was bigger than SLAG, beneficiaries were still required to contribute towards the purchase of the land in order to access the funds.

The LRAD grant was found to be insufficient, as the R20 000 that individuals were entitled to was not enough to buy land (Cardno-Agrisystems-limited, 2008). The strategic objectives of the grant included the redistribution of 30 % commercial agricultural land over a 15-year period (Dlamini, 2010). The other use of the grant involved project planning and the preparation of grant applications for purchasing commercial farmland. The potential success of LRAD saw an increase in the amount granted to individuals to R431 000, and the grant model became more successful than SLAG. However, success of the LRAD grant was short-lived, as the willing-seller willing-buyer model was used for land transaction. White farmers valued their land at high market value, and it became difficult for individuals to purchase land with the grants.

The grant conditions still required that individuals should also contribute their own capital to the purchase through accessing a loan, which required them to provide equity in order to qualify. They were also required to submit viable project proposals that took into account the projects' cost and projected profitability (Mosele, 2006). Such conditions proved to be difficult to satisfy, as funds or assets were often not available, given the fact that the people most needing to access land were poor due to the restrictions placed on them during the apartheid era.

The LRAD grant was able to be accessed for other projects, including equity schemes, production for markets, food safety-net projects and agriculture in communal areas (MALA, undated).

The LRAD grant provided a number of options of agricultural financing, regardless of which programme the land was made available to the individuals under. LRAD was designed to offer black South Africans the opportunity to access land as means to address their nutritional status and incomes (MALA, undated).

#### 2.3.2.3 Proactive Land Acquisition Strategy (PLAS)

In 2006, the Proactive Land Acquisition Strategy (PLAS) was launched. PLAS aimed to support local government in developing area-based planning and in improving coordination between land reform institutions. The state purchased strategic farmland that was given to the beneficiaries on a loan basis, and the beneficiaries needed to demonstrate their productive capabilities.

PLAS was based on the “use it or lose it” principle and the land could be reclaimed by the government if it was not productive (Antwi, 2014). PLAS replaced LRAD as the main method of acquisition for land reform; however, the grant failed to achieve agricultural productivity. Because the land was leased over a period of three years, the beneficiaries were not able to secure loans to purchase the necessary equipment to ensure the project’s successful productivity.

#### 2.3.2.4 Post-settlement financing opportunities

The provision of this type of financial assistance helped small-scale farmers and land reform beneficiaries but a limitation was individuals’ lack of the collateral required to access loans.

#### 2.3.2.5 Land and Agrarian Reform Projects (LARP)

LARP provided a framework for delivery and collaboration on land reform, and provided agricultural support to accelerate the rate and sustainability of transformation through aligning the actions of all the stakeholders (Commission for Gender Equality, 2009). The government based the LARP framework on the idea of “one-stop-shop” service centres that would provide access to the farmers at their location. LARP took into account the specific needs and focus area of the land reform projects in order to provide the appropriate assistance.

The LARP objectives were mainly to provide agricultural services to targeted groups, to redistribute 5 million hectares of white-owned agricultural land to 10 000 new agricultural producers and to increase agricultural productivity by 10–15 % (DRDLR, 2008). In recognition of the poor coordination between government departments, LARP was to be managed as a joint venture by the DLA, the national DoA, the provincial Department of Agriculture, and agricultural state-owned enterprises (SOEs) and sector partners as a contribution towards the overall goals of the LRP.

#### 2.3.2.6 Micro Agricultural Financial Institutions of South Africa (MAFISA)

In 2004, DAFF established the MAFISA grant programme to facilitate the provision of equitable and large-scale services. The grant could be accessed by active rural communities as beneficiaries or by emerging farmers on an affordable diversified and sustainable basis (FFC, 2016).

MAFISA was intended to provide capital to support economic activities in the agricultural value chain for small-scale producers with short-term loans for production or capacity building to enhance agricultural development.

#### 2.3.2.7 Comprehensive Agriculture Support Programme (CASP)

In the 2005 National Budget, the Minister of Agriculture and Land Affairs acknowledged the need for additional land reform project support. Hence, the Comprehensive Agricultural Support Programme (CASP), with a total budget of R750 million to fund and target existing farmers for infrastructure development, was introduced (Hall & Lahiff, 2004).

A further R1 billion was added in 2011 for CASP, as well as for other supporting initiatives, which included Illima/Letsema with R400 million, and Land Care with a budget of R57.7 million for its natural resources conservation programme.

There is limited information or evidence on whether these measures reached the intended projects or improved the levels of production across the majority of the land reform projects (Gou & Lahiff, 2012). The grant was intended for individuals to acquire land privately and for beneficiaries involved in agricultural production. The programme provide a wide range of post-settlement support services and once-off funds to be used for infrastructure investment. Cardno-Agrisystems-limited (2008) report that land reform projects, with strategic partners, find it difficult to access the grant as they are perceived to have already acquired their own resources for capital investment.

#### 2.3.2.8 Recapitalisation and Development Grant (RECAP)

In 2009, the government reaffirmed its commitment to overcoming food insecurity by supporting small-scale farmers and by opening up market opportunities for them. The introduction of RECAP funding came with a revived strategy to revive and revitalise unproductive land reform projects (FFC, 2016). RECAP aimed to improve the LRP by coordinating and integrating broad-based agrarian transformation through strategic investments in economic and social infrastructure. The strategy required well-coordinated agricultural support services between the departments responsible for the LRP (ANC, 2012).

The DRDLR reinforced their post-settlement support for the projects financed through the RECAP programme and encouraged strategic partnerships with experienced stakeholders in the field of agriculture.

The RECAP programme aimed to renew and revitalise all projects that had previously been created through the LRP, including projects acquired by individuals. A total number of 1 807 distressed projects were targeted for RECAP over the medium term, and the evaluation of those farms in 2013 showed improved production as well as other areas of support to be addressed over time (DoP, 2014).

Research by the DoP (2014) on rural transformation shows that, despite the number of grants made available to land reform projects to enhance agricultural productivity, the insufficient participation and transformation of the commercial agricultural sector in developing emerging commercial farmers has contributed to the failure of land reform projects. Another challenge highlighted was the lack of capacity in key departments to provide comprehensive post-settlement support services which then contributes to low number of new smallholder farmers being formed.

## **2.4 LAND REFORM MODELS IN SOUTH AFRICA**

South Africa's large commercial agricultural sector has been historically dominated by white farmers. 60 000 white farmers controlled 82 million hectares of commercial agricultural land, whereas 13 million black people were confined to only 13 % of the productive land (Manenzhe, 2007). As a result, a commercial agricultural economy dominated by white South Africans and a subsistence agricultural economy dominated by black South Africans developed (Bailey, 2007). The success of the white-dominated commercial agriculture sector was achieved through vast subsidisation by the apartheid government.

Land reform projects are characterised primarily by subsistence agriculture, depending on the LRP involved during the transfer of that particular project. Lahiff (2007) identifies two dimensions to land reform projects: the type of land use (generally for agricultural purposes) and the form of socio-economic arrangements associated with the type of land use. The socio-economic dimension of land reform is important as it defines how people choose to use the land and how the benefits of this land use will be shared among project members as beneficiaries.

Lahiff (2007) identifies the following business models in land reform projects:

#### **2.4.1 Individual production**

Individual production involves individual access to land for agricultural purposes on a small-scale. The individual production model is mostly common in the restitution model of the LRP.

#### **2.4.2 Group access production**

This model accommodates larger-scale agricultural production by beneficiaries, and the usual intention is for agricultural purposes. There is a minimal involvement of outsiders in the production, and this model is common in restitution settlements.

#### **2.4.3 Joint-venture model**

This is a rare model, and is most often used in organising production and ownership of enterprises. A commercial relationship is required where parties need to commit resources to the venture and are subject to contractual agreements. Out-grower schemes and share-equity schemes are examples of the joint-venture model.

#### **2.4.4 Strategic business model**

The beneficiaries are not directly involved in production on the land. According to the CDE (2008), there is a great deal of evidence that private sector-led land reform performs favourably in terms of productivity and sustainability compared with state-owned programmes.

The former Minister for Agriculture reiterated the need to create partnerships between land projects and the private sector in order to improve the economic impact of LRPs (Bernstein, 2005).

Major players in agribusiness sectors such as sugarcane, timber and fruit have been long involved in promoting land reform, and these sectors have been directly involved in concluding Black Economic Empowerment deals as land-based companies.

In summary, these models play an important role in the LRP, as they determine the type of production and management capacity, skills development and funding that is needed.

Partnership models provide certain advantages as the required infrastructure for production is already available, but model that require group cooperation may find themselves experiencing conflict amongst members. Lahiff (2007) concludes that what may be an appropriate model for one project may be inappropriate for others, and business planning needs to take into account the social and economic dynamics of the projects.

## **2.5 LAND REFORM BUSINESS AND MARKETING PLANNING**

Business plans for land reform projects should consider not only the agricultural potential of the land, but also the production environment (Hall, 2009). They should investigate the best land use by commissioning detailed soil mapping to determine the commodities that are best suited to the land, so that the project selects the right choice of enterprise.

This choice should also be informed by identifying the correct market as well as acquiring the right training skills to effectively implement the business plan. According to Bailey (2007), the DLA has the responsibility to transfer the land and provide business planning, including monitoring and evaluation; however, there is a lack of available expertise and therefore consultants, together with the DoA, took over the responsibility for creating business plans. Unrealistic business planning together with poor services and lack of infrastructure development are the major challenges in land reform projects' productivity (Lahiff, 2001). The business plan bridges the gap between the settlement agreements and the actual reality on the ground and functions as a tool for capacity assessment of both the extension services required and the readiness of the beneficiaries to run productive projects. With proper objectives in place, the business plan can clearly highlight the actual skills required, the management needs and the resources needed to run the projects efficiently. NEPAD (2003), states that a business that emphasises both agricultural infrastructure and resources is a good business for agricultural and economic development.

The business plan can also identify the capital and management skills needed to keep the projects operational. This assists with sourcing effective post-settlement support and with identifying the right departments that can provide those services to the projects. The responsibility for implementing land reform and stimulating economic development is shared between different departments and municipalities and so a clearly drafted business and marketing plan is crucial for identifying the appropriate government departments to provide the services required.

The benefits of business and marketing plans for the projects are highlighted by Lahiff (2007), and include:

- Helping the projects to focus their production and combine the right skills to manage the operations
- Identifying the correct market for the focused production.

## **2.6 BRIEF OVERVIEW OF THE SOUTH AFRICAN AGRICULTURAL SECTOR**

*“Agriculture is the mother of all arts. When it is well conducted, all other arts prosper. When it is neglected, all other arts decline” (Xenophon, 430–355 BC)*

The South African agricultural sector is a diverse sector comprising several branches, namely: field crop husbandry, horticulture, animal production, dairy farming, fish farming, game farming and agro-processing (AgriSeta, 2010). Within these broad branches are 39 sub-sectors that are classified according to their agricultural and economic focus, and that encompass both primary (resource production) and secondary (primary processing) activities.

Mandivamba (2006) observes that “the history of the world provides overwhelming global evidence that general economic growth of any nation must be preceded, or at least accompanied by, solid agricultural growth”. According to NPAD (2003), “improving agricultural performance is at the heart of improving economic development and growth, and its role in poverty eradication and in the restoration of human dignity can never be over-emphasized”. The agricultural sector in South Africa is dualistic, and consists of a highly capitalised, well-integrated commercial sector, and a subsistence sector that is mostly found in the former ‘homeland’ areas. Although 80 % of South African land is used for agriculture and subsistence farming, only 12 % of it is suited for agricultural production, which further contributes less than 3 % to South Africa’s GDP. The 12 % suitable for agriculture is largely influenced by climate and soil conditions, and only 3 % of it is considered to be truly fertile land (Goldblatt, 2010).

Agricultural production contributes 7.2 % of formal employment. The Western Cape, KwaZulu-Natal and the Free State are the provinces with the greatest amount of commercial agricultural in the country. The main agricultural activities are crop production, mixed farming, cattle ranching and sheep farming, dairy farming, game ranching, aquaculture, beekeeping, and winemaking (AgriSeta, 2010).

AgriSeta (2010) states that agriculture remains a key focus area for economic development and growth in the all provinces. Provincial contributions to the agricultural sector vary, as shown in Table 2.

**Table 2. Agricultural contribution to provincial GDP**

Province	Percentage contribution to GDP
Free State	9.2
Limpopo	3
KwaZulu-Natal	5.5 (2004)
Western Cape	4.5 (2003)
Mpumalanga	6.1

*Source: AgriSeta, Sector analysis Agriculture 2010: 290610 version*

Agriculture evolves as the economy of a nation develops and it continues to be important at every stage in the development of a society for both developed and developing nations (Mandivamba, 2006). Agriculture in developing countries like South Africa is the foundation of the economy as most people rely on it for reliable and affordable food and for employment for unskilled labour.

### **2.6.1 Land reform project monitoring and evaluation**

While South Africa has made significant institutional progress in improving its food security, a number of challenges still need to be overcome. These include mobilising civil society to implement agricultural projects and processes addressing the poor integration between government departments in terms of project and programme implementation and addressing the lack of institutional capacity to implement existing programmes (May, 2002).

Monitoring and evaluation programmes provide information that can be used to review the processes of programmes (May, 2002). The implementation of capacity building initiatives is critical in ensuring that these challenges are overcome.

Land reform in South Africa, as elsewhere in the world, remains a complex and contested issue and a great deal of information is required in order to advance the debates to a useful point.



Monitoring and evaluation tools can provide a knowledge platform for progressive debates as they facilitate the gathering of information on land reform projects and programmes that can be used for informed decision making. Evaluation has been adopted by the global community as a tool to identify the interventions required in social programmes and projects.

Bailey (2007) references scholars such as Babie and Mouton (1998) and Bamberger and Valadez (1994), who define evaluation as a tool to assess and improve the performance of an ongoing programme by estimating the impacts of and the performance of a completed project.

Monitoring and evaluation of the land reform projects is the sole responsibility of the DLA which aims to keep track of productive activities and the impact of the LRP on beneficiaries after transfer. The DLA used QoL surveys as an evaluation tool for land reform projects (Kepe, 2006). The QoL reports show no evidence of any government interventions or support after land is transferred to beneficiaries and show no coordination between national and local government on ensuring the productivity of the land reform projects (Jacobs, Lahiff & Hall, 2003).

The current demand-led approach to agricultural support unnecessarily duplicates the efforts invested in preparing business and development plans during the project-planning phase due to the lack of information necessary to monitor and evaluate the impact of land reform and agricultural support (May, 2002). The beneficiaries are poorly monitored which then makes the data and results unreliable. Only two QoL reports were conducted between 1999 and 2000, and the DLA's QoL programme was suspended because of the low response rates, the small samples captured, the many data capturing errors, and the ambiguities in the questionnaire that affected the data quality.

## **2.7 LAND REFORM AND AGRICULTURAL PRODUCTIVITY**

The literature on land reform agrees that the main focus of the South African government has been on returning or transferring the land to its rightful owners who were subject to discriminatory practices during the apartheid era. There have been a number of amendments to the land reform policies and programmes which have aimed at achieving the 30 % land tenure target rather than ensuring and improving post-settlement productivity.

Lahiff (2007) notes that the critical land reform issue in South Africa is the limited progress in any land reform productivity across all types of land reform projects.

He notes the inability of restitution projects to achieve progress in agricultural development: out of 128 projects, 83 % failed to achieve agricultural development, 12 % partially achieved progress with no profit or income generated and 5 % partially achieved agricultural development but still failed to make a profit.

The transfer of land alone is not adequate, and there is a great need for the provision of well-structured post-settlement support from a range of capable and determined institutions that can continuously provide capacity building, technical and financial support and effective investment. If such a comprehensive response and support system to enhance development is neglected or not prioritised the land reform projects are set for failure (Hall, 2007).

There is no comprehensive policy on support for agricultural development after land transfer and the agencies entrusted with this function have made little progress in this regard (Jacobs, Lahiff & Hall, 2003). Jacobs, Lahiff and Hall (2003) further state that agricultural assistance for individual land reform projects is offered on an ad hoc basis and policy makers are generally guided by an application-based or demand-led approach to post-transfer support.

According to (Ramaila, Mahlangu & du Toit, 2011), agricultural growth is primarily dependent on technology change, the improvement of inputs and the management of natural resources. For land reform projects to be productive and sustainable, a wide range of support programmes is required. These supports programmes need to address access to input and guaranteed access to suitable markets and need to involve agricultural extension services with right skills and the right infrastructure to enhance productivity. It simply means that there is a great need to invest in agricultural research and human capital in order to improve land reform projects' productivity. Agriculture is a natural science derived from biological theories and processes and therefore agricultural productivity should be based on scientific advice and an understanding of environmental factors (DARD KZN, 2016).

In 2003 NEPAD committed South Africa and the rest of Africa, in cooperation with scientific research leaders, to a 6 % increase in agricultural production over 20 years (NEPAD, 2003). Investment in agricultural research for agricultural reform can contribute to the growth and development of economy while enhancing opportunities to invest in the non-agricultural productivity for community development purposes.

The Sustainable Resource Management Programme adopted by government provided support services to the research units to promote the sustainable use of natural agricultural resources and conservation of the environment, plans and develops agricultural engineering products, and gives advice to farmers and agricultural institutions (National Treasury, 2011).

### **2.7.1 Extension services and post-settlement support**

For land reform project to be viable, it is important that there is a high level of information transfer between projects and government. Extension services assist the projects to improve their implementation of agricultural practices that may help improve productivity. Extension services are used to diffuse technology and may include education, training, input and credit provisions (Alexandra, 2011).

The environmental context in which farmers work changes over time, and the effective presence of extension services provides new ways of overcoming any shortcomings the land reform projects may encounter as a result. The DARD KZN (2016) states that extension services need to incorporate technology and research in order to provide the correct advice, and to interpret conditions according to farmers' needs and understanding. Extension services and agricultural research can thus stimulate the economic development of land reform projects and therefore grow the economy in the form of employment by offering affordable and appropriate resources and infrastructure to improve project operations (NEPAD, 2003). The extensional services strengthen the institutional support offered by government to projects and provide opportunities to improve agricultural methods based on the implementation, monitoring and evaluation of right methods to increase production.

### **2.7.2 Environmental challenges**

South Africa is a water-scarce country with extremely variable rainfall, both geographically and over time and the effects of global warming effects are evident in the drought the country has experienced recently (Goldblatt, 2010). "Agricultural production is influenced by natural resources and climate, making it difficult to correctly predict what level of production" (DARD KZN, 2016).

In the 12 % of the country that is suitable for the production of rain-fed crops, productivity tracks rainfall, making farming a challenging business. In general, it remains difficult to increase productivity to meet the growing demand for food, and farming requires a sound cropping and rangeland production mechanism (Goldblatt, 2010). The increase in temperature reduces output, as the agricultural system is rain-fed. This is a special concern for sub-Saharan Africa, where most agriculture is rain-fed, hence climate change implies an increased risk for farmers (Alexandra, 2011). Land reform agricultural projects, as with any other commercial farming in South Africa are subject to the same environmental conditions.

The lack of post-settlement support compounds the problems land reform projects face as they lack preparation for such conditions. Adapting to the changing climate is therefore a necessity for African farmers.

### **2.7.3 Agriculture and economic development**

“Historically, few issues have attracted the attention of economists as has the role of agriculture in economic development and poverty reduction, generating an enormous literature of both theoretical and empirical studies” (Cerntes-Godoy, 2010). In order to understand the role of agriculture, it is important to understand the concept of economic development and its various elements to determine the outputs to measure development.

According to Nixon and Weiss (2011), the generation of economic development is substantial when there is sustainable community development and where innovation, efficiency and conservative use of natural and human resources increase jobs, productivity and competitiveness. Economic development is unique in each context and therefore the influence of special conditions (internal and external) and a dynamic trajectory will have an impact on shaping what defines real development.

The collaboration of regional structures and partnerships become the catalyst for development as teams are formed that share a common goal which is to empower, support, transfer and mentor the system in order to achieve its full potential of economic growth (Nixon & Weiss, 2011). Moore (2003) also states that development is about people and how they organise their social, economic, and political systems to make critical decisions on the effective and sustainable use of resources as influenced by their space or location.

In the context of land reform, the White Paper on South African Land Policy (DLA, 1997) highlights the principles that the land reform should strive to achieve which include the economic viability and environmental sustainability of the projects. In brief, agricultural land reform can contribute to economic development in four ways. Firstly, through product contribution, for example, food production. Secondly, through market contribution, for example, providing a market for produced goods. Thirdly, through factor contribution, for example, providing employment; and finally, through foreign capital contribution generated by export earnings. The ability of farms to perceive and take advantage of economic opportunities depends on their level of development.

The level of development includes human capital skilling, sharing of knowledge from different farmers and the availability of infrastructure. Financial investment provides the opportunity to manage the overall project operations cost effectively and to engage in training, and exchange programmes to facilitate the exchange of ideas (Mabuza, 2009).

According to Kirsten and Van Zyl (1998), the greatest challenge facing South Africa is how a greater number of land reform projects can be assisted with socioeconomic development in order to become viable. International evidence shows that small-scale agricultural projects have employment potential and have a competitive advantage in certain activities; therefore, there is a need for proactive support policies to develop the smallholder sector. Agricultural land reform for growth and development requires investment and technology for agricultural gain and productivity (Bage, 2006), which points to the need for an adjustment of structural constraints that inhibit the growth of the vibrant small commercial sector. Land reform projects need to operate as profitable links in the agricultural value chain and to achieve this, agricultural and business skills, together with training of farm managers and ongoing institutional support, are required.

#### **2.7.4 Land reform challenges and successes**

There have been many more failed land reform projects than successful ones due to the lack of inclusive government development process (Nawabi, 2015). This therefore creates the impression that the land reform policy has failed. Land reform in every country is a difficult and complex process, and is highly expensive (Bernstein, 2005). South Africa needs an LRP that is both developmentally and politically successful.

The literature reveals that land reform programmes face challenges over time in both developed and developing countries (Mafora, 2014). Mafora (2014) further states that sub-Saharan Africa's land reform challenges stem from a 300-year system of colonisation and disruption of land ownership. The current land reform programme has to deal directly with the legacy of the colonial and apartheid systems, which marginalised the black population.

Land reform has been successful in Japan, Taiwan, South Korea and China because the land was distributed as family-sized farms rather than as community projects. The success of the East Asian land reforms was attributed to the fact the long-term national development policies created conducive socioeconomic and socio-political conditions which created a more development-oriented state (Nawabi, 2015).

Successful land reforms require follow-up and supportive policies (Nawabi, 2015) that invest mainly in project production and support by improving the quality of production inputs, conducting research on the technology, and determining the best land use applications and capability practices.

Hall (2007) affirms that for land reform to be a catalyst in society and the economy, the investment patterns, productive land use, and employment need to change. Investment and production decisions need to be influenced by identifying exactly what the project will be producing, and therefore providing the structural changes that are suitable for the land use and its capabilities, as well as the market availability.

Other challenges that contribute to the failure of land reform, as noted by (Hall, 2007) and the FFC (2016), are as follows:

- The separation of land reform and agriculture functions.
- Weak coordination at national level.
- Insufficient post-settlement support.
- Inheritance of sectoral challenges due to poor planning and assessment.
- Lack of capital and extension advice for the new project, as well as training.
- Lack of access to a ready market.
- Harsh environmental conditions caused by climate change.

In its entirety, land reform has not unlocked the dynamic economic growth and employment creation that was envisaged for the agricultural sector, and there is a need to develop land reform in conjunction with appropriate land utilisation and increased productivity (DoP, 2014). The slow pace of land reform and the large number of land claims that have not yet been settled create an uncertain agricultural investment climate, and the lack of skills, inputs, market access and post-settlement support results in the failure of many land reform projects (National Treasury, 2011).

## 2.8 BACKGROUND OF KWAZULU-NATAL AS A STUDY LOCATION

KwaZulu-Natal, known as the garden province of South Africa, is the third smallest province with a total area of 94 361 km<sup>2</sup>. It is a subtropical region of lush and well-watered valleys, and the coastline is warmed by the Indian Ocean (DGCIS, 2015). The Midlands area between Pietermaritzburg and the Drakensberg is the heart of this high-quality agricultural area and another area of agricultural importance is the North Coast region. KZN has a total of 6.5 million hectares of agricultural land of which 82 % is suitable for extensive livestock production and 18 % is arable land. The province receives more than 1 000 mm of rain each year, most of it falling during summer, which together with its fertile soils creates productive conditions that make agriculture central to the economy. While the sugarcane plantations along the Indian Ocean coastal belt are the mainstay of KZN's agricultural economy, agriculture in the province is extremely diverse, and varies according to the patterns of its topography. The agricultural sector has become very productive and is known for its specialist capabilities in several types of farming.

The province's main crops are sugar, cattle, forestry, grains, sub-tropical fruit (bananas and pineapples), vegetables and cashew nuts. Sea-fishing and recreational fishing are popular along the entire coastline. According to the DGCIS (2015), the coastal belt is the most important agricultural area, particularly for growing sugar and subtropical fruit, while forestry plantations and some maize are found in northern KZN and farmers in the hinterland concentrate on vegetable, dairy and stock farming. Another major source of income is forestry, in the areas around Vryheid, Eshowe, Richmond, Harding and Ngome.

According to May and Carter (2009, citing Stats SA, 2007: xiv), official statistics show employment in South Africa's formal agriculture sector to be highly variable, but attribute some 470 000 workers to this sector, mostly concentrated in KZN (42.6 %) and the Eastern Cape (37.3 % percent).

Forestry plays an important role in the economy and is one of the sectors identified as a key growth area in terms of the Accelerated and Shared Growth Initiative for South Africa (AsgiSA). The sector ranks amongst South Africa's foremost export industries, contributing no less than R5 billion every year to the country. It also contributes 2 % to the total GDP of the country.

The two largest forest owners in South Africa, Sappi and Mondi, are to be found in KZN. In addition, NCT Forestry Co-operative Limited (NCT) is a timber marketing co-operative that caters to the needs of private and independent timber growers (Forestry South Africa, 2016). Forestry is a rural activity and many of the poorest people live in rural areas. The future growth of the industry lies with small-scale growers in these mostly rural communities.

South Africa has identified the Eastern Cape and KZN provinces as key for development in the forestry, wood and paper sector, with reforestation a vital part of the strategy. Timber production accounts for 6.5 % of KZN's agricultural output. According to Trade and Investment KwaZulu-Natal (TIKZN), the forestry and paper industry has seen a huge inflow of foreign direct investment into the province, accounting for R2.7 billion (KZN Top Business, 2016).

The sugarcane growing areas of South Africa (KZN, Mpumalanga and the Eastern Cape) generate an income from the sale of sugar and molasses of over R4.2 billion per annum. The most important sugarcane growing area lies along the KwaZulu-Natal coast, where sugarcane is the major crop, and sugar growing is of increasing importance in the Midlands. The heart of the sugar industry in KZN contributes between 0,5 % and 0,7 % of the national GDP, 0,5 % of national total income tax, 0,9 % of national merchandise exports by value, and about 0,3 % of national salaries and wages. The sugar industry in KZN supports the livelihoods and incomes of close to one million people in the province and is a cornerstone of business development in rural areas in which sugarcane is grown. The industry directly employs over 136 000 people and indirectly supports the jobs of a further 110 000. In total, the industry employs 10.9 % of agricultural workers in South Africa, comprising 1.3 % of the total national employment.

The South African sugar industry consists of 15 sugar mills, 13 of which are scattered from the southern border of KZN to its northern border and two of which are in Mpumalanga. Most of the sugarcane supplied to these mills is produced by registered cane growers, while the balance being supplied by the mill estates. The production of sugarcane on communally held land has expanded significantly in the past 25 years. Allied to the expansion in cane production in these areas has been the development of a large number of contractors who harvest and transport the cane (SASA, 2016).

According to the KZN DEDTEA (2016), KZN is second only to Gauteng in terms of its percentage contribution to South Africa's GDP. The provincial economy draws from a highly advanced manufacturing sector and a diversified agricultural sector, which together contribute 16 % and 6.5 % respectively to the provincial economy. The province is the country's leading producer of timber (processing over half of all timber used in the country, and accounting for a significant percentage of the country's wood exports) and sugarcane (with some of the country's largest sugar processing plants) (KZN DEDTEA, 2016).



### **2.8.1 Provincial institutional support and land reform**

It is primarily the responsibility of the DRDLR (formally known as the DLA) to formulate land reform policies that inform the procedural implementation of the LRPs, while the Department of Agriculture, Forestry and Fisheries (DAFF), as a national department, is responsible for agricultural policy development in South Africa (Bailey, 2007).

DAFF is involved at national level in developing policies for production and resource management, agricultural support services, trade and economic development, food safety and biosecurity, forestry and marine aquaculture, while the provincial and local DRDLR are responsible for supporting local agricultural activities which involves providing post-settlement support to land reform projects by means of extension services. The DRDLR and DAFF are tasked with addressing the racial disparity in land ownership, and ensuring that South Africans have equal and equitable access to land for agricultural expansion (National Treasury, 2011).

According to Jacobs, Lahiff and Hall (2003), the DRDLR is the leading agency responsible for land reform policy, land delivery through its provincial reform offices, and the monitoring and evaluation of the impact of land reform. The implementation of LRPs is carried out at provincial level, where the DAFF provides extension support through CASP (Matsho, 2011). The DRDLR has a limited capacity for M&E and for agricultural extension services, and DAFF is largely responsible for extension services (Jacobs, Lahiff & Hall, 2003). Services that are available to land reform beneficiaries tend to be supplied by provincial departments of agriculture and a small number of NGOs, but the evidence suggests that these reach only a minority of projects.

In KZN, support services for agribusiness development are facilitated and implemented by the Agribusiness Development Agency (ADA) together with the provincial DAFF. The ADA is a public entity that was established in 2009 to serve as a vehicle for provincial socio-economic transformation in the agricultural and agribusiness sector (ADA, 2009).

The ADA provides post-settlement support to land reform projects, and to those projects acquired on an individual basis by developing turnaround strategies to address inequities and creating opportunities to participate in the value chain and gain access to the market. The ADA is also involved in the development of skills in providing financial support for on-farm infrastructure development and for providing inputs for the overall project operations. The post-settlement support provided by the ADA comes in the form of agricultural technical support, on- and off-farm infrastructure development, input support through CASP via the DRDLR and capacity building in the form of mentorship in financial and business management.

KZN has one of the largest populations of small-scale farmers in South Africa, a sector that the provincial government has identified as critical to rural economic development. According to Matsho (2011), almost 8.5 million people are directly or indirectly employed in agriculture.

As noted above, timber and sugarcane are the leading agricultural commodities in KZN. The projects selected for this study grow timber and sugarcane, and all of them, with the exception of Simunye project, have Illovo and Sappi's Project Grow as strategic partners who provide market access and extension services, and technical and business skills. Illovo buys 93 % of its sugarcane from independent out-grower farmers in South Africa, representing significant support for the livelihoods of rural farmers, their families, and local communities (Illovo Sugar, 2014). Project Grow is a Sappi small-scale timber farming community that has been empowering and supporting farmers since 1983. Project Grow started as a tree-farming scheme aimed at rural subsistence farmers, and is now a successful job creation model that forms the foundation of Sappi's corporate social responsibility (Sappi, 2016).

The following are the projects undertaken for study:

#### 2.8.1.1 Dungamanzi Land Reform Project

Richmond is one of the smallest municipalities in KZN when measured by population and revenue. The municipality is predominantly rural with agriculture as the main economic activity. Agriculture contributes 45–50 % of the local GDP and 18.5 % of the total employment in Richmond (Richmond Municipality, 2012).

The municipality is situated in an area with high-potential agricultural land. It has a mild climate and good soils with adequate rainfall and has a number of manufacturing and production facilities, some of which cater for the export market.

The main agricultural activities are the cultivation of timber, sugarcane, tea, citrus, peaches, maize and market vegetables, dairy, poultry, pig and cattle farming and game farming (Richmond Municipality, 2012). The majority of large-scale agriculture activities are owned by private medium to large-scale commercial farmers and corporate organisations, and subsistence farming is limited to rural settlements (Richmond Municipality, 2012). Forestry is the dominant value-adding industry and subsectors such as construction timber, furniture manufacturing, and charcoal and bio fuel production are also part of the local value chain (Richmond Municipality, 2012).

The municipality views the LRPs as an opportunity for including previously disadvantaged groups in agriculture and therefore as an opportunity for local economic development and job creation.

Dungamanzi project is a land reform project in Richmond Municipality. The project was acquired through the redistribution programme and was settled in 2009 using a SPLAG grant. The project covers 307.33 ha and sugarcane farming is the main agricultural practice, with 7 ha for small portions of timber and cattle grazing. There are eight beneficiaries who work on the farm, which has been leased to its former owner. The farm has direct access to the Eston/Illovo mill, which is 30–40 km from the project. The sugarcane mill in Eston is known as the Illovo Sugar Mill (Illovo Sugar, 2014).

#### 2.8.1.2 Moyeni Project

Moyeni project is found in the Umdoni Municipality in the Ugu District. The municipality covers 238 km<sup>2</sup>. The economy of the town is based on tourism and agriculture (commercial and subsistence farming) (Umdoni Municipality, 2016). The area is located in the coastal belt of the province with an annual rainfall of 1 140–1 271 mm and has rich agricultural soils. The primary agricultural commodity is sugarcane and small portions of land are used for timber and banana production. The municipality has a high number of restitution land claims and Moyeni project is among those particular claims. The municipality is concerned about the slow pace of claims settlement as only four out of 74 claims has been finalised to date (Umdoni Municipality, 2016).

Commercial agriculture is an important sector of Umdoni's economy and has been identified as critical in stimulating economic development. Poor planning, lack of post-settlement support and the slow implementation of land reform are likely to have a negative impact on the agricultural sector, the local economy and as a result the broader community. The fact that 14 % of the land area of Umdoni is under claim could have negative long-term implications for commercial agriculture in the area (Umdoni Municipality, 2016).

Most of the land under claim is involved in sugarcane farming and this is the case with Moyeni project. The 1033 ha farm was settled under the restitution programme and grows sugarcane and macadamia nuts. The Moyeni project is managed by TBS Holdings which is responsible for the project's operation and productivity.

### 2.8.1.3 Madzikane and Inyeza Project

Madzikane and Inyeza projects are located within the Harry Gwala District in Ubuhlebezwe Municipality. Ubuhlebezwe covers 1 604 km<sup>2</sup> and is located along the eastern boundary of Harry Gwala District Municipality, along Ingwe, Richmond, Vulamehlo, Umzumbe and uMzimkhulu local municipalities (Ubuhlebezwe Municipality, 2016).

According to Ubuhlebezwe Municipality's Integrated Development Plan (IDP) (Ubuhlebezwe Municipality, 2016), the municipality is a primary centre for many of the government departments providing services for the district and the main economic sectors of the municipality include agriculture and tourism. Agriculture is the major economic contributor throughout the district.

Ubuhlebezwe is located in one of the province's prime agricultural areas, and has high potential for dairy farming, livestock farming, forestry and crop production. Within the municipality there are diverse farming activities. Small-scale farms range from 3 to 20 ha of land, while larger commercial farming operates on a scale of between 250 and 2 500 ha of land (Ubuhlebezwe Municipality, 2016).

As highlighted in the municipal IDP, Madzikane project produces different commodities, which include sugarcane, timber, maize and citrus fruits. The farm was claimed under the restitution programme, and other portions of this claim are still waiting to be settled. The current farm is 615.8 ha, and employs 46 people.

Inyeza project is located in the Ixopo area of Ubuhlebezwe Municipality. The 632 ha project falls under the land tenure programme and produces timber as its main commodity with other portions of the land under grazing. The farm employs 13 staff members, which include beneficiaries and other community members.

### 2.8.1.4 Simunye Project

Simunye Project is located in Mpofana Municipality. Mpofana covers 1 820 km<sup>2</sup> and is located within uMgungundlovu District. It is bordered by uMngeni Municipality in the south, uMshwathi Municipality in the east and Impendle Municipality in the west (Mpofana Municipality, 2014). Almost 50 % of the land in Mpofana has the potential for rural farming and the key economic domain of the municipality is agriculture and tourism. The municipality receives an annual rainfall that varies, with the northeastern section of the area receiving 722–826 mm, the central and southern tip receiving 827–1 011 mm, and the western part receiving 913–1 251 mm.

The agricultural production of the municipality follows this rainfall pattern: parts of the northern and eastern areas of the municipality are densely covered with woodland and bushland vegetation, while the southern area is characterised by commercial farming (Mpofana Municipality, 2014).

Most of the subsistence farming is found in the northern part of the municipality and this is where most of the rural settlements are located. Simunye project, which operates under the land tenure programme, is found in this northern area. The project covers 603.20 ha and is engaged in sugarcane, orchard, and crop farming (DRDLA, 2014).

## **2.9 CONCLUSION**

This chapter has provided a review of literature related to land reform. The chapter began by discussing land reform in the South African context, and discussed restitution, redistribution and land tenure as components of the LRP. This was followed by an overview of the LRP, its contribution, and the post-settlement support available to agricultural projects. The chapter discussed the LRP's beneficiary models, and how they affect the type of land reform business of the project. The chapter also provided an overview of commercial agriculture in South Africa, and established its supportive relationship with the productivity of land reform projects. The challenges and success of the LRP were also discussed. The projects selected for this research were introduced in the context of agriculture in KZN province, and the municipalities where the projects are located. Provincial institutional support for the LRP was outlined.

The following chapter presents the research methodology used in the collection of the research data for this study.

## **CHAPTER THREE: RESEARCH METHODOLOGY**

### **3.1 INTRODUCTION**

Chapter Two presented a literature review on various aspects of the LRP in South Africa and KZN, focusing in particular on the three focal areas of South Africa's LRP (restitution, redistribution and land tenure), and showing how they are connected with agricultural development and economic growth.

This chapter details the research design and methodology used during data collection and data analysis. This research methodology is primarily designed to identify the LRP structures used in agricultural productivity. Data was collected using semi-structured interviews, after the respondents were informed of the objectives of the study. Secondary data was used to gain in-depth knowledge about the study.

### **3.2 AIM OF THE STUDY**

The main purpose of the study was to assess the contribution of the LRP to agricultural development and economic growth in agricultural projects in KZN. The study assessed the LRP's contribution by examining the effectiveness and productivity of the projects, examining the support the projects receive to increase their productivity and performance, and evaluating the role of government and agribusiness agencies in the projects.

### **3.3 STATEMENT OF RESEARCH PROBLEM**

In spite of the South African government's LRP, it remains unknown exactly how land reform contributes to economic development in South Africa. This study will therefore explore how the LRP contributes to agricultural development and economic growth in KwaZulu-Natal. The primary research questions are therefore as follows:

- To what extent has the LRP contributed to agricultural development and economic growth in KwaZulu-Natal?
- In what way are land reform agricultural projects in KwaZulu-Natal being supported in order to be kept sustainable?

### **3.4 RESEARCH OBJECTIVES**

While the primary objective of the study is to gain an in-depth understanding of the contribution of the LRP to agricultural development and economic growth in agricultural projects in KZN, this is broken down into three areas:

- To assess the influence of the land restitution programme on agricultural development and economic growth in KZN.
- To investigate the contribution of the land redistribution programme to agricultural development and economic growth in KZN.
- To determine the impact of the land tenure programme on agricultural development and economic growth in KZN.

### **3.5 RESEARCH DESIGN**

#### **3.5.1 Research methods**

This study uses a qualitative, case study research design to investigate the contribution of the land reform policy to agricultural development and economic growth in KwaZulu-Natal. A qualitative research design was chosen to guide this study because it is effective in bringing the researcher to an understanding of multidimensional issues (Creswell, 2003). The researcher sought to explore perceptions of the contribution of the LRP to agricultural development and economic growth in KwaZulu-Natal and a qualitative study enabled the researcher to explore and produce explanations for the issues under study.

A case study research design is suitable for investigating a contemporary phenomenon within its real-life context, especially when the difference between the problem being researched and its context are not clearly evident (Gillies, 2002). This design was deemed effective for this study because it allows multiple sources of data to be explored on perceptions of the contribution of the land reform policy on agricultural development and economic growth in KwaZulu-Natal. The data collection instrument was face-to-face interviews with selected respondents using semi-structured questionnaires.

The qualitative case study research design allowed the researcher to generate new perspectives and understanding of the issues under study the perspective of the insider and to incorporate the significance of the local context.

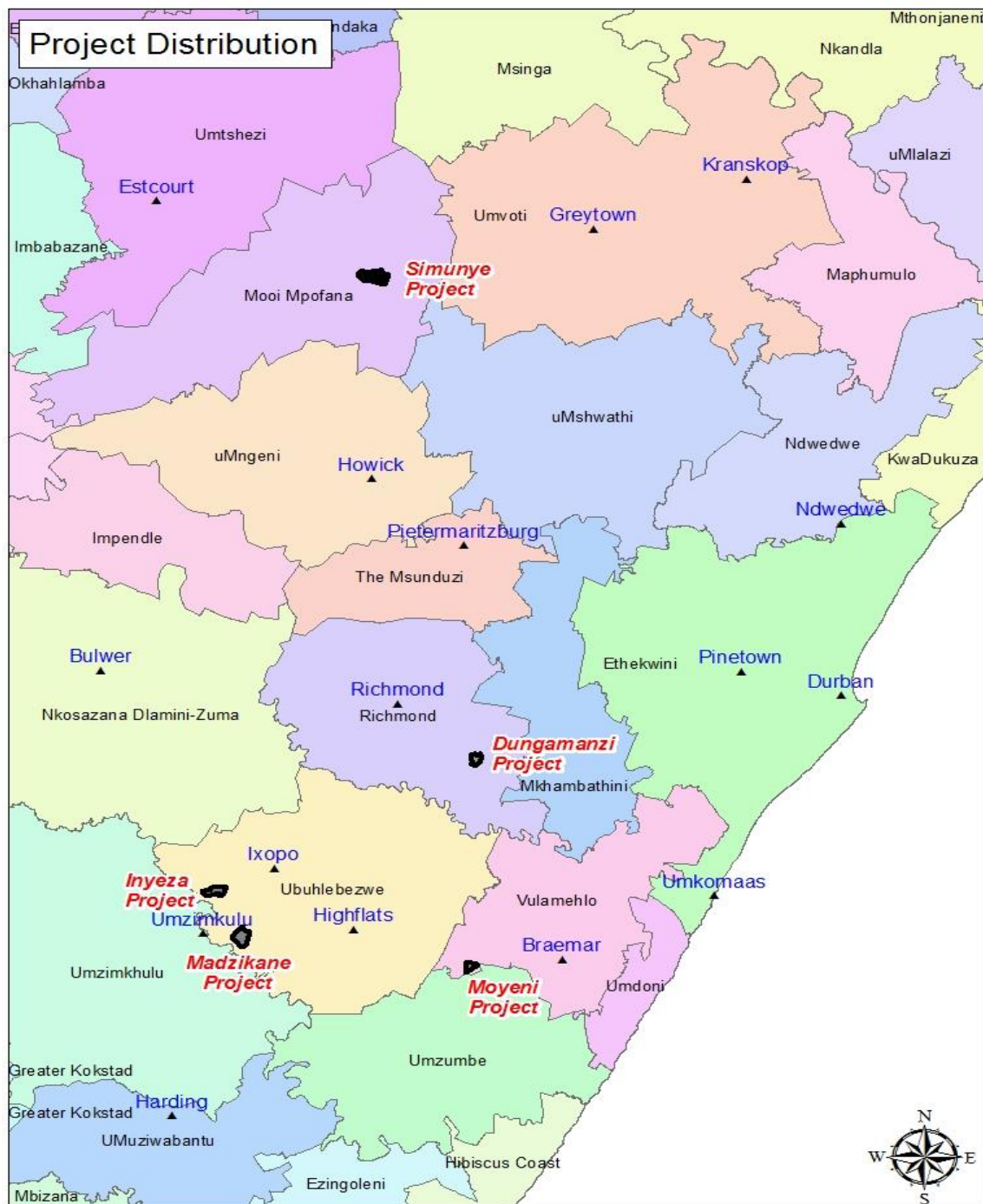
### **3.5.2 Study site and target population**

The study site is the physical location where the study will be conducted to collect the desired data (Simons, 2009). The site for this study was KwaZulu-Natal province. The study area was refined to six (6) land reform agricultural projects that were selected to represent the different types of land reform projects under the LRP: two were restitution projects, two were redistribution projects, and two were land tenure projects. The projects were also selected based on the availability and willingness of their participants to share information and experiences. All the selected projects are agricultural farms that have been operating for two years. The commodities they produce include sugarcane, timber, citrus, pecan nuts and grazing. It must be noted that most of the projects produce sugarcane, since it is a dominant agricultural commodity in KZN. A geographic information system (GIS) was used to map the study areas and study sites, and Figure 2 provides the actual locations of the projects in the various municipal districts within the province.

The target population for the study included representatives from the DRDLR, the KZN DEDTEA, the KZN Agribusiness Development Agency (ADA), and the various land reform projects (see Table 3).



**Figure 2. Mapping of the study area and study sites**



Source: GIS ArcView 2016

**Table 3. Projects and government departments selected for the study**

<b>Programme</b>	<b>Project name</b>	<b>Districts</b>	<b>Grants</b>	<b>Production/Activities</b>
<b>Restitution projects</b>	Madzikane Project	Sisonke	Restitution	Sugarcane, timber, grazing
	Moyeni Project	Ugu	Recap	Sugarcane, grazing, macadamia nuts, timber
<b>Redistribution projects</b>	Dungamazi Community Trust	Richmond	Redistribution	Sugarcane, timber, livestock
	Kyallasa	Ugu	Redistribution	Sugarcane, timber, grazing
<b>Land tenure projects</b>	Simunye CPA	Mpofana	Land Tenure Agreement	None currently
	Inyeza	Ugu	Land Tenure Agreement	Timber
<b>ADA</b>	Agribusiness	KZN	N/A	Land reform strategic support
<b>KZN DEDTEA</b>	Umgungundlovu District	KZN	N/A	Agricultural extension and CASP
<b>DRDLR</b>	Ladysmith District	KZN	N/A	Land reform

*Source: DRDLR 2016*

### **3.5.3 Sample description and sampling strategies**

Sampling is defined as a process of selecting a small portion or part of the population to represent the entire or targeted population (Yin, 2009). Creswell (2003) defines a sample as the entire number of people selected to participate in the study, while Burns and Grove (2003: 213) describe a target population as having all the elements that meet the criteria for inclusion in a study. Purposive sampling was used to select the participants from KZN land reform projects, as well as from senior employees at the DRDLR, the KZN DEDTEA, and the Agribusiness Development Agency, as illustrated in Table 3.

A non-random, purposive sampling method was used to select the sample required because people from the projects and organisations selected were considered to be in a strong position to provide relevant information, and to provide an informed perspective on whether the LRP is able to contribute to agricultural development and economic growth.

The sample consisted of nine informants who were interviewed: six farm managers from KZN agricultural land reform projects (referred to as land reform project managers), one district manager from the DRDLR, one district manager from the KZN DEDTEA (uMgungundlovu District) and one senior project manager from the Agribusiness Development Agency (ADA). The informants were selected on the basis of their involvement in and knowledge of land reform and agricultural production as well as on the basis of their roles and responsibilities in their respective positions in the land reform projects and in relevant government departments. The project managers from the land reform projects were selected for their leadership positions in the projects, their understanding of land reform processes and their involvement in the projects' day-to-day operations, while the government officials were selected for their roles in leadership and support of the LRP, and their knowledge of the land reform policies.

**Table 4. Project participants, all from KwaZulu-Natal**

<b>Participants</b>	<b>Number of Participants</b>	<b>Position held</b>
DRDLR	1	Senior Project manager
KZN DEDTEA	1	Senior Project manager
ADA	1	Senior Project manager
KZN agricultural land reform projects (per project)	6 Projects	Land reform project manager/chairperson.

### **3.6 DATA COLLECTION METHODS AND TOOLS**

This study used in-depth, semi-structured interviews to gather the data needed for the study. Interviews are research tools employed to explore and collect data on perceptions and experiences (Seidman, 2006), and semi-structured, in-depth interviews are useful for their ability to collect rich data (Creswell, 2003).

The advantage of using interviews is that they enable respondents to share their experiences of the topic at hand using their own words (Bloor & Wood, 2006). They are qualitative research tools that assist researchers to understand the research problem from the perspectives of the people involved (Wisker, 2001). The interviews helped the researcher to gather key information and perceptions on issues concerning the LRP's contribution to the overall functioning and support of the projects.

The main objective of the interviews was to obtain more detailed information to address the research objectives from the perspective of both the representatives of the land reform projects and government officials. A pre-determined set of semi-structured questions was carefully designed by the researcher in order to gather data concerning the research problem. The questions aimed to ascertain the influence of the LRP on agricultural development and economic growth by eliciting information on how decisions are taken prior to the projects being handed to the beneficiaries, and on the challenges and benefits experienced thereafter. The questions aimed to determine the availability of resources, the level of support provided to the projects and the investment that was offered to the projects in order to ensure that they remain productive. The questions contained both closed and open-ended questions (Kumar, 2005).

Appendix 4 and Appendix 5 contain the semi-structured interview schedules used by the researcher to collect the data. These interview schedules are provided in English and isiZulu, respectively. The initial English questions were translated into isiZulu, the local language for KZN province, to allow the respondents to communicate openly and freely in the language they were most comfortable with. This eliminated potential language barriers and allowed communication to take place effectively thus providing the researcher with the best chance of achieving the research objectives.

The questions were posed to the respondents during face-to-face interviews to allow engagement and interaction between the researcher and the respondents. The interviews were arranged in advance, for a time and place that was mutually convenient for the researcher and the respondent. The researcher paid formal visits to the offices of the government officials in order to conduct their interviews. The interviews with the project managers of the land reform projects were generally less formal, as some interviews were literally conducted in the field where farming operations were taking place.

### **3.7 DATA ANALYSIS**

The data collected using in-depth interviews was analysed using the research question oriented thematic analysis (De Vos, Strydom, Fouche et al., 2005). Research question oriented thematic analysis, in its simplest form, is a categorising strategy for qualitative data using the research questions underpinning the study (Creswell, 2003).

### **3.8 ETHICAL CONSIDERATIONS**

Ethical clearance was obtained from the Ethics Committee of the University of KwaZulu Natal (Appendix 1). In addition, permission to conduct the study and to access the land reform projects was obtained from the ADA, the KZN DEDTEA (at that time named the Department of Agriculture and Rural Development) and the Commission on the Restitution of Land Rights (all in Appendix 2). Informed consent letters were signed by the respondents to indicate that they were participating voluntarily in the study and that the study objectives had been clearly explained to them (Appendix 3). The participants' privacy and confidentiality were ensured through a guarantee of anonymity to conceal their identity and all participants were assured that they could withdraw from the study at any stage should they feel they were no longer interested in participating.

### **3.9 VALIDITY AND RELIABILITY**

All questions were checked and verified by the supervisor. To allow the respondents to communicate openly and freely in the language they were most comfortable with, the questions were scheduled in English and isiZulu to eliminate language barriers. All interviews were then recorded, this process allowed the researcher to go through the recordings therefore ensuring that all responses were correctly translated to achieve research objectives.

### **3.10 CONCLUSION**

In this chapter, the research objectives and the research design of the study have been described. The study site, target population, sampling techniques, sample description and data collection methods were presented, as well as the method of data analysis.

The following chapter presents the full data analysis of the study.

## **CHAPTER FOUR: PRESENTATION AND ANALYSIS OF QUALITATIVE RESULTS**

### **4.1 INTRODUCTION**

The previous chapter presented the research methods used to collect the data and thus provided a foundation for the presentation and analysis of findings. This chapter presents the findings, and an interpretation and discussion of the overall results.

A qualitative analysis and interpretation of the findings was conducted with the purpose of responding to the primary research objective presented in Chapter One: to gain an in-depth understanding of the contribution of the LRP to agricultural development and economic growth in agricultural projects in KZN. However, the analysis in this chapter is structured according to the order of the questions in the interview schedule, since the data analysis was conducted using research question oriented thematic analysis (De Vos et al., 2005). In Chapter Five, the overall conclusions and recommendations are structured to revisit the three different aspects of the primary objective, i.e. the three different areas of the LRP: land restitution, land redistribution, and land tenure.

The first cluster of questions in the interview schedule (questions 1–3) focus on aspects of the broader question of preparedness for the land reform projects. Section 4.2 presents the analysis and interpretation of the responses to these questions. The second cluster of questions in the interview schedule (questions 4–10) relates to the systems of agricultural production used in the land reform projects, and section 4.3 presents the analysis and interpretation of the responses to these questions. The third cluster of questions in the interview schedule (questions 11–13) explores the respondents' perceptions on the effects of the LRP policies on the economic viability and success of the land reform projects. Accordingly, section 4.4 presents the analysis and interpretation of the responses to these questions.

The respondents were drawn from various agricultural projects with the hope that they would represent the views and recommendations of the wider agricultural fraternity, particularly given that land reform affects the entire province and the entire country. The research questions were posed during face-to-face, semi-structured interviews with land reform project managers and government officials who actively participate in the operations of land reform agricultural projects. Information and opinions were sought on the contribution of land redistribution reforms to agricultural development and economic growth in KZN.

Thematic analysis was used to derive the findings, which are interpreted, discussed and analysed, and presented graphically using pie charts and graphs.

The respondents' names are not used in order to protect the anonymity of the participants.

#### **4.1.1 Respondents' background**

Three types of land reform projects were studied, namely restitution projects, redistribution projects and land tenure projects:-

- **Restitution projects**

Two restitution projects were included in the study: Moyeni project, covering 1033 ha, and Madzikane project, covering 615.6 ha. At both sites, sugarcane, citrus, timber, maize and macadamia nuts are grown.

- **Redistribution projects**

The initial plan was that the study would include two redistribution projects; however, one of the informants withdrew his participation at the last minute. The remaining redistribution project, Dungamanzi, produced only sugarcane (under 308 ha), and had 7 ha under grazing.

- **Land tenure projects**

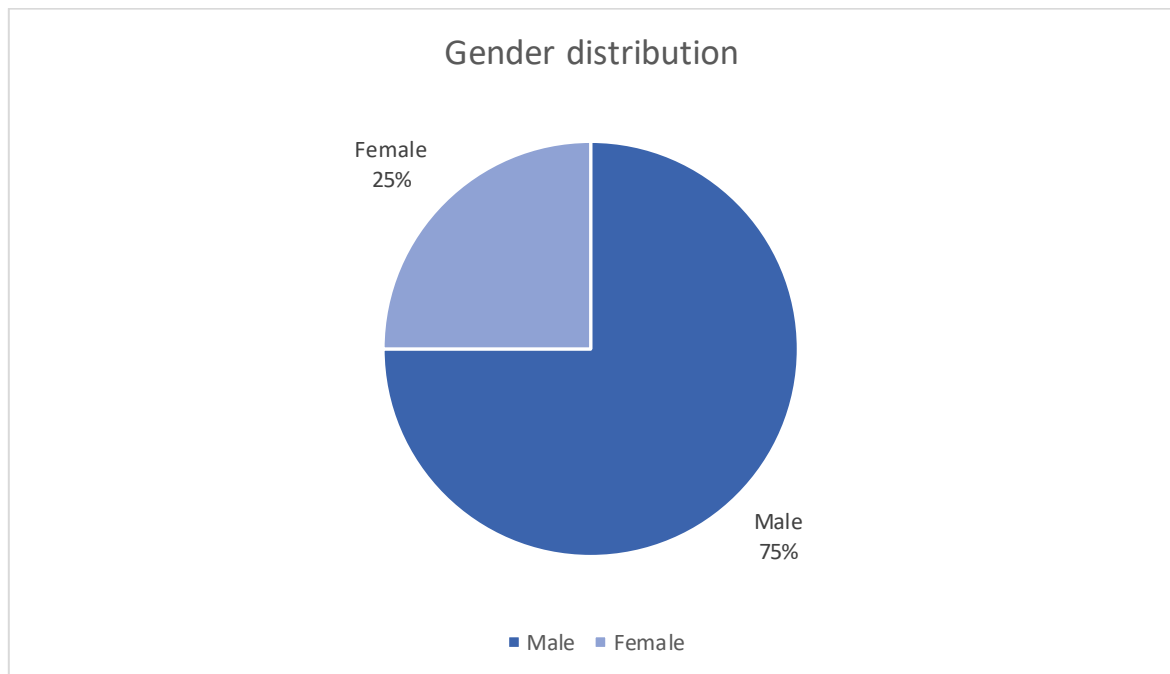
Two land tenure projects were included in the study: Inyeza project (633 ha) and Simunye project (859 ha). Inyeza produces timber as its main economic activity. However, Simunye project is not producing anything at the moment, as assistance has not been available. It was previously used for beef cattle, citrus and maize farming. There is currently no ongoing operation.

A total of nine respondents were targeted for this study, and eight were able to participate, representing a response rate of 89 %. Responses from these people were aimed at achieving the research objective of investigating the contribution of the LRP to agricultural development and economic growth in KZN.



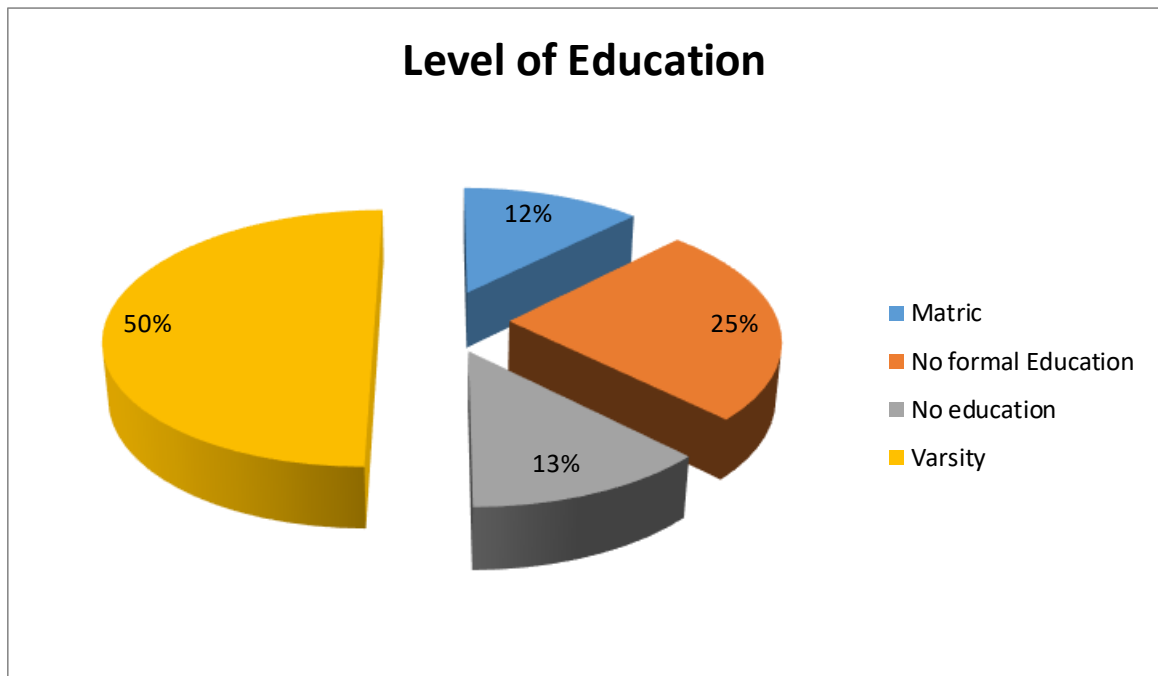
#### 4.1.2 Gender and education distribution of respondents

Key to this discussion is background information on the respondents, which includes their level of education and gender. A sample of eight respondents was interviewed, and their gender and level of education was recorded. Figure 3 shows that 25 % of the respondents were female, while 75 % were male.



**Figure 3. Respondents' gender distribution**

Figure 4 indicates the level of education of the respondents. The majority of the respondents (50 %) have a tertiary education, and the majority of these respondents are the government representatives, as the position they hold requires that they have a tertiary formal education. The land reform project representatives have a matric education (12 %), no formal education (25 %) or no education at all (13 %).



**Figure 4. Respondents' level of education**

## **4.2 FINDINGS ON THE BROADER ISSUE OF PREPAREDNESS FOR LAND REFORM PROJECTS**

Questions 1–3 in the interview schedule were designed to assess the preparedness of the land reform projects for agricultural productivity in terms of general preparedness, the availability of resources, and strategic business planning and marketing.

### **4.2.1 Was KwaZulu-Natal prepared for agricultural land reform?**

The first interview question on whether the province was prepared for land reform had two objectives. The first objective was to determine from the respondent's perspective whether KZN as a province was prepared for the implementation of the LRP. Additional probing on this question also sought to determine whether the respondents appreciated the extent to which the LRP has been implemented, and to elicit their opinions on whether the LRP has achieved its objectives. The second objective of this question was to gauge whether, in the opinion of the respondent, the LRP had achieved its objective of becoming a central and driving force of rural development by boosting the economy through agriculture development (RSA, 1996; DLA, 1997).



**Figure 5. Respondents’ perceptions on KwaZulu-Natal’s preparation for the land reform programme**

The initial objective of the LRP, through its three-pillar programme and its provision of support services, was to build an economy that generates large-scale agricultural activity and employment (ANC, 2012). Exactly half of the respondents (50 %) responded that KZN was not adequately prepared for the LRP. The lack of sound technical and financial support from the outset was cited as the primary reason why these respondents felt that KZN was not adequately prepared to achieve the land reform objectives. One respondent stated that *“the government was ready for land, but there were not prepared for the rolling of land for productivity”*.

The same respondent stated that the number of strategic sub-programmes that have been adopted over the years indicates that the government had no proper system in place to align land reform with land productivity. Respondents from both government and the land reform projects further highlighted that government was focused primarily on simple land transfer, without empowering people with the relevant knowledge and appropriate skills for productive and successful land use, and stated that there was a lack of post-settlement support to ensure success. One respondent stated that no systems were in place to prepare people for the ownership and management of the projects. The respondent elaborated that *“the land reform policy is not complemented with a post-settlement support system ... because when beneficiaries have land ownership, that is only when they are able to apply for government funding which follows a long process and waiting period, hence the projects get degraded through vandalism while waiting”*. This response is in line with the findings of the FFC (2016), who noted that when grant funding is available for inputs and infrastructure, it is difficult to access for planning for the operation of the projects. The Commission further states that those projects that have signed land agreements can only reach the DRDLR three years later to access the grant.

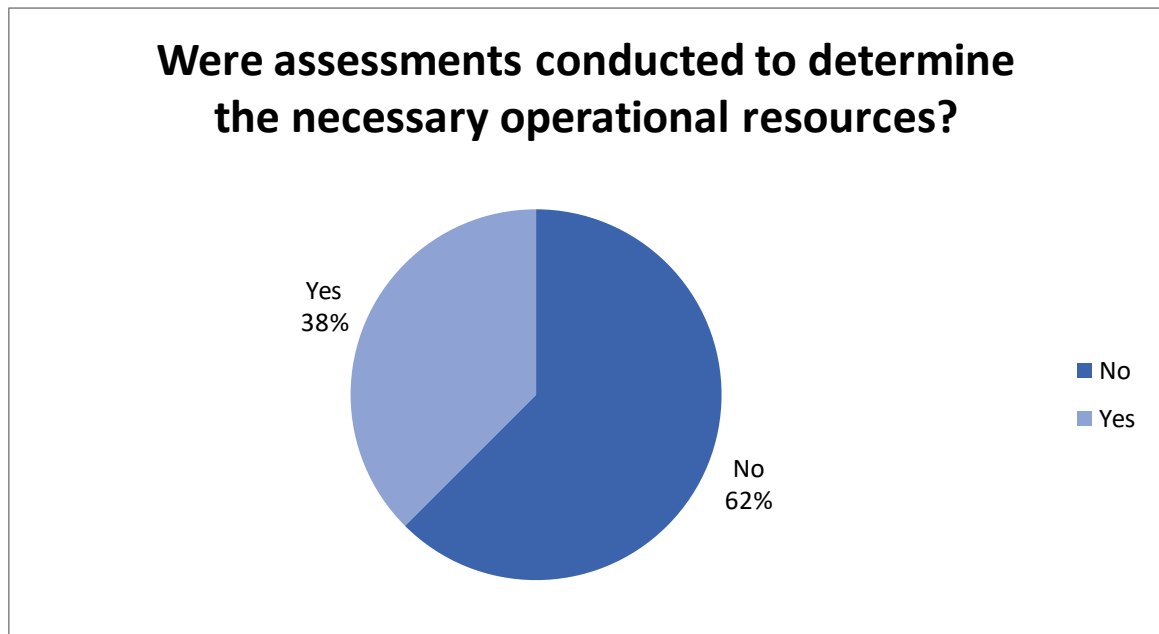
The respondents felt strongly that the “*land reform initial focus was more on the land disposal, without thinking beyond reversal of land injustice*”. This sentiment was strongly shared by 37 % of the respondents, who felt that KZN was prepared for the LRP, but that after the land was given to them there were no further follow-ups to determine whether the projects were actually able to function or continue with production. These respondents felt that the government lacked leadership in implementing the LRP’s objectives, and that insufficient knowledge and training was made available the project managers. However, these respondents felt that since they were from poor backgrounds and had few employment opportunities, the LRP offered them the opportunity to be involved in agricultural production and to use the knowledge gained to further their business opportunities.

The 13 % who felt that maybe KZN had been ready were of the opinion that the objective of transferring the land had been partly achieved, and had benefited people who had been previously marginalised. However, they felt that the implementation of the LRP without proper support structures in place and without close consultation with the people to understand their needs, was an oversight on the part of the government.

The responses to the question “Was KwaZulu-Natal prepared for agricultural land reform?” indicate that the respondents generally feel that the province was unprepared for the LRP, even though they were willing to transfer the land to poor beneficiaries. In justifying their responses, the respondents cited the lack of support mechanisms such as technical and financial support, changing strategic support systems, poor contact on the part of the government with the projects, and lack of knowledge transfer.

#### **4.2.2 Were assessments conducted to determine appropriate operational resources?**

The responses to the first interview question show that the respondents believed that KZN was not prepared for the implementation of the LRP. The second interview question intended to determine whether assessments were conducted to formally assess the necessary resources to be made available to the projects in order for them to engage in agricultural operations.



**Figure 6. Respondents’ assessment of whether assessments were conducted to determine the necessary operational resources**

An advance assessment of the required resources should be conducted to establish the resources the project has at the time of ownership transfer, as well as the resources that will be needed for continued future agricultural operations. Infrastructure, machinery and soil profile analyses are among the important assets required for commercial agricultural operations. An adequate assessment would provide an overview of the previous land user’s operation, would take into account current farming practices, and would provide an opportunity for future enterprises to forecast the financial and production prospects of the project (Masoka, 2014). A detailed final assessment report would then place the project in a better position to seek the appropriate support, and to determine the most beneficial type of business operation and market for their output.

62 % of the respondents did not believe that any advance assessments were conducted regarding the allocation of resources for agricultural production. One respondent pointed out that during the transfer period there was some consultation and formulation of business plans, but that there were no follow-ups or proper implementation thereafter. Another informant responded that “*the assessment was mainly to motivate for funding, not necessarily on the equipment the farm will need for agricultural production thereafter... there was no formal assessment of resources available in the project and what the project will need for operations and production*”.

The overwhelming majority felt that there was no consultation after the project was transferred to their responsibility, and stated that government officials informed them that once the land was transferred, it would be the sole responsibility of the project beneficiaries to acquire the equipment for agricultural operation.

The overwhelming response from the informants was that the *“implementer did not understand the magnitude of the task at hand ... the processes outlined on land reform programme were not followed, there were no procedures followed”*. The respondents pointed out that the “so-it-fit” approach was adopted to transfer and link the project with the ability to be fully productive. During the interviews it was clear that not all stakeholders were involved in the LRP assessments, as one government official felt that their involvement was only limited to the provision of support once projects were approved, and that they were not required to be involved in the holistic resource assessment of the projects. Other respondents felt that the project assessments failed due to the lack of stakeholder involvement, and the lack of government capacity to provide support services to a large number of projects, and to projects producing a variety of commodities. The extension services did not have the capacity to provide the required advice or skills transfer to guide and assess the projects’ ability to remain productive. One government official admitted that their support consisted mainly of an assessment of whether the land would be able to produce particular types of agricultural output, without any consideration of whether the project had the right equipment to engage in such production.

The 38 % of the respondents who felt that there had been an assessment, believed that the implementation of the assessments had not been effective because there was a lack of follow-up and ongoing assessment at different stages. The majority pointed that the assessment was only conducted during the pre-settlement stage in order to reach a decision on whether the land should be made available to beneficiaries. The officials involved lacked the capacity to undertake the process and no framework guided the assessment. One informant stated that *“there was an error in the purchasing of land”* because there was no technical skill transfer from the government extension officials to the land reform project beneficiaries.

For agricultural production to be effective, adequate available resources and a clear production framework, supported by a secure financial base, are paramount. Cousins (2016) advocates an “improvement in the institutional structure, procedures and systems for data collection and analysis”. Project assessment allows for an early identification of the land support the project will require for meaningful agricultural production. The assessment process also identifies the available skills and infrastructure, and those that will be required once the projects are fully owned and operational, as well as the financial capital budget necessary for ongoing operation.

The results of properly conducted assessments would have provided an opportunity for the state to budget accurately for both the immediate project requirements as well as the post-settlement requirements, and would have enabled the new owners to create informed and appropriate business plans.

In addition to project resource assessments, properly conducted advance assessments can assist in creating a strategic capacity support system, which can become a baseline to be developed further for monitoring and evaluation purposes, and which may inform policy formulation or amendments. Supportive land use models derived from appropriate assessments can assist in matching the capabilities (skills, training, research and technology) of the officials responsible for land reform support with the correct beneficiaries.

#### **4.2.3 Were strategic business plans put in place to facilitate the project's operation?**

The responses to the previous question clearly indicated a lack of resources and infrastructure as a result of inadequate advance project assessments. The third question on the interview schedule intended to determine whether there was any marketing or strategic business planning in place to achieve the LRP objective of creating agricultural economic development through successful land reform projects. This research question was motivated by the ANC's statement in their 2012 *Land Reform Policy Discussion Document* that the LRP would support business and entrepreneurial culture (ANC, 2012).



**Figure 7. Respondents' assessment of the availability of strategic business and marketing plans**

A sound strategic business and marketing plan is a very important aspect of post-settlement support that needs to be provided to land reform projects, as it guides the functioning of the project. Business plans detail the activities that need to be implemented in ongoing production, and the infrastructure that is needed for agricultural operations. Business plans also identify and organise responsibilities pertaining to the functioning of the project operations, and assist in accurately projecting costs.

The respondents overwhelmingly stated that no business plans were put in place. The majority of the respondents (63 %) indicated that no plans were put in place by government officials to facilitate agricultural production as a business. One government official stated that it was the project beneficiaries' responsibility to formulate their own strategic business and marketing plan for running their agricultural business. Another government official was of the opinion that the negative effects of government not being involved in the establishment of projects' business plans are now being felt. Projects are struggling to find a market, as most retailers find that the quality of the projects' commodity outputs does not meet their shelf-life quality requirements, particularly in the case of vegetable produce.

The 63 % of the respondents who stated that business plans were not in place did not know the purpose of business plans, or how to use them, or how they could assist them in production. This was attributed to poor coordination within government and to conflict amongst beneficiaries. Some of the respondents indicated that a plan was started but not completed, as there was a high turnover of extension officers in government departments.

The 37 % of the respondents who stated that business plans were put in place, mentioned that it was their strategic partners, and not government officials, who assisted them with the drafting of the business plan. One respondent stated that the formulation of their business plan occurred as part of an initiative taken by their committee to engage with a private sector entity who they identified as a strategic partner to assist them with all the processes pertaining to the strategic plan for their products. As mentioned in section 2.8 of the literature review, timber and sugarcane land reform projects have identified companies like Sappi and Illovo as strategic partners, who assist them in the drafting of their project's agricultural strategic plan. Illovo and Sappi have been involved because they are single-market industries. One respondent stated that *"the project managers from these companies provide mentorship to the projects operations as well training on the business acumen"*.



#### **4.2.4 Summation of findings on preparedness for land reform projects**

The discussions with respondents regarding general preparedness for land reform projects, advance resource assessments, and the existence of strategic business and marketing plans were intended to determine whether the projects had been supported and equipped with the necessary knowledge to set up the agricultural operation and to sustain and maintain it by improving its productivity. The LRP seems to have achieved its objective of a simple land transfer, but there is evidence from the interviews that the support systems that would enable the projects to utilise the acquired land for successful agricultural production were not made available.

The findings reveal that most of the projects in the study have not undertaken any resource assessment on their projects. This therefore has a significant negative impact on their business and marketing plan, on investment opportunities, on understanding the need to access extension services and support, and on the productive potential of the agricultural projects.

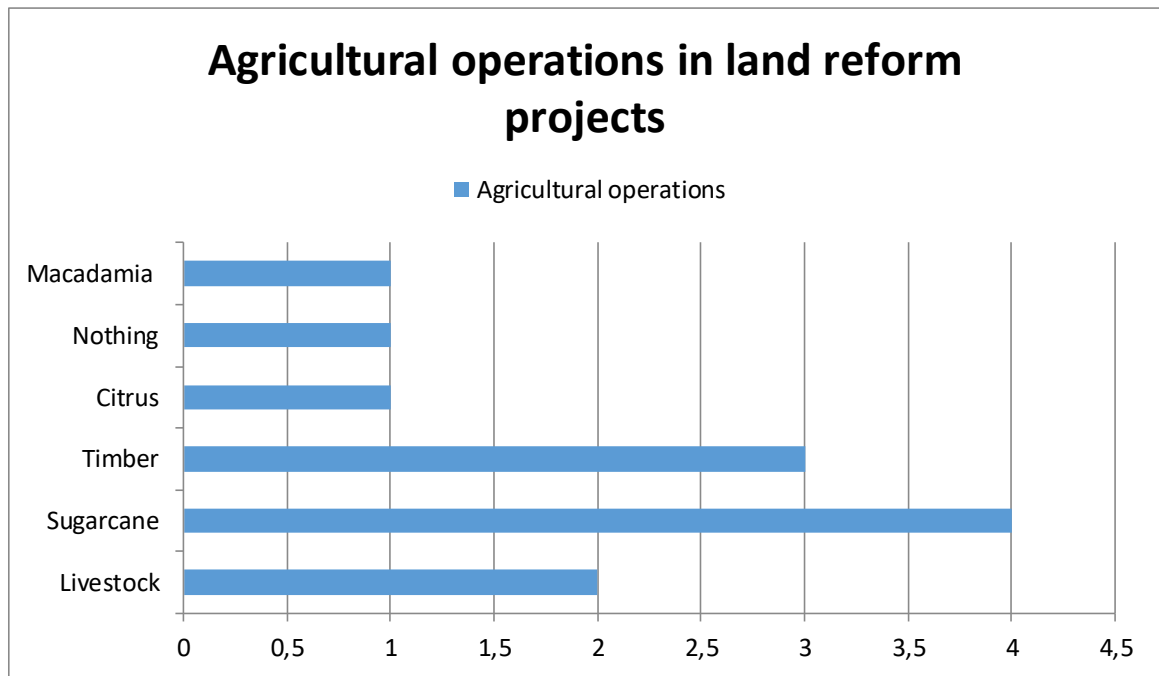
For most respondents, a lack of knowledge transfer and skills empowerment from adequate coordination and extension support services has emerged as the main reason why the projects have not been able to meet the objectives of the LRP. However, for those projects who have managed to identify and engage strategic partners, these strategic partners have played an important role in instilling business concepts into the projects' overall operation, and have managed to facilitate formal business operations, the correct business administration, and suitable markets for the projects' products.

### **4.3 FINDINGS ON THE BROADER ISSUE OF SYSTEMS OF AGRICULTURAL PRODUCTION IN LAND REFORM PROJECTS**

Questions 4–10 in the interview schedule were designed to determine the respondents' perceptions on how the three pillar of the LRP affect the overall agricultural production and operations of land reform projects. The questions also sought to assess the extent to which the LRP contributes to the land reform support system.

#### **4.3.1 What agricultural operations have been taking place?**

The purpose of this research question was to establish the agricultural operations taking place in the land reform projects, and the level of agricultural productivity. Further to that, the question wanted to know how many projects are still in operation post-settlement.



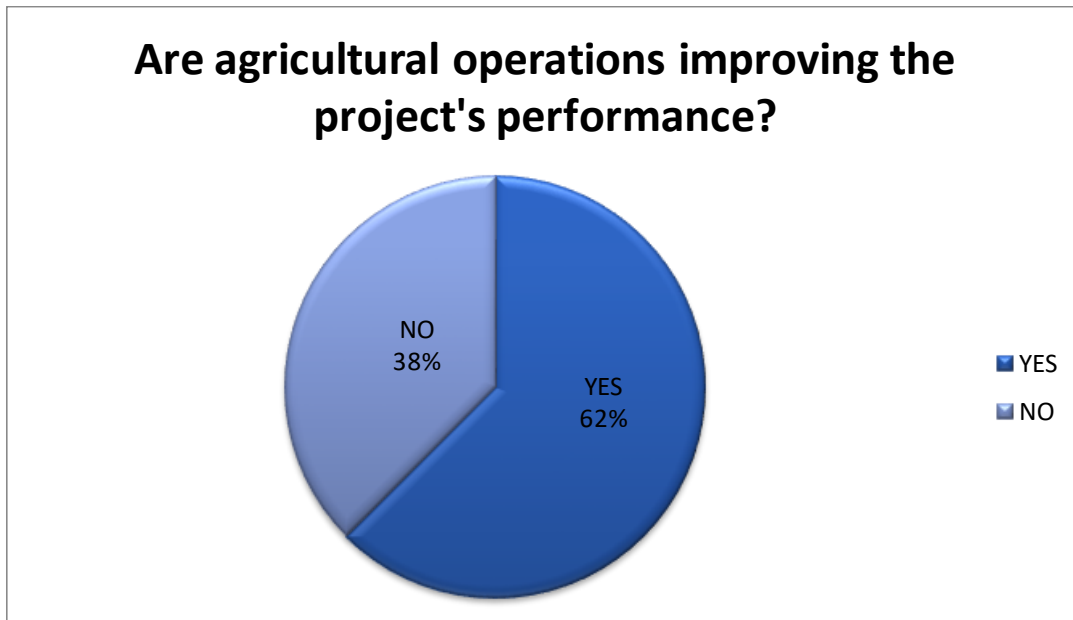
**Figure 8. Respondents' feedback on type of agricultural operations in land reform projects**

One of the five projects in the study is not currently involved in any form of agricultural production. The project tried to produce maize with the assistance of a CASP grant through the DEDTEA, which included provision for fencing. The respondent from the project stated that the maize project was initiated by the DEDTEA, but the community was left to harvest the crop with no knowledge of how to do so. The harvesting was left to individuals, and the confusing situation stirred conflict among the beneficiaries, as there was no control and no clear leadership. The project manager had no knowledge of what to do with the harvest, as there was no extension service to advise them.

As noted on the literature review section 2.8, Figure 8 indicates that sugarcane and timber are the dominant agricultural operations among the respondents, followed closely by livestock farming. Citrus and macadamia are less common operations among the respondents. Therefore, it is important to align the post-settlement support with the majority of the land reform project enterprises involved.

#### 4.3.2 Are the agricultural operations improving the project's performance?

It is clear from the responses to the previous question that, apart from the one non-productive project, all the projects are involved in an agricultural operation. This question on project performance intended to establish an understanding of how well the agricultural operation was performing, and to elicit the respondents' perspectives on their overall project management.



**Figure 9. Respondents' assessment of whether agricultural operations are improving their project's performance**

The majority of the respondents (62 %) stated that their various agricultural activities had improved their project's performance. They attributed this improvement to the skills and knowledge transfer that they were able to obtain from their strategic partners. The majority of the projects are partners with private sector companies that are leaders in their respective agricultural operations. Sappi and Illovo are the main partners to the projects, and these companies view the land reform projects as strategic resources and their partnerships as low-cost investments to drive growth. Sappi's strategic goal is to work with communities, in this case the land reform projects, in order to accelerate afforestation in the province (Sappi, n.d.). Sappi's Project Grow is a community tree-farming project which assists small-scale farmers with timber operations, and offers farmers training in managing their projects as businesses. Illovo provides knowledge management and specialist advisory services to sugarcane growers, and supports these growers in economic, industrial, technical and institutional matters.

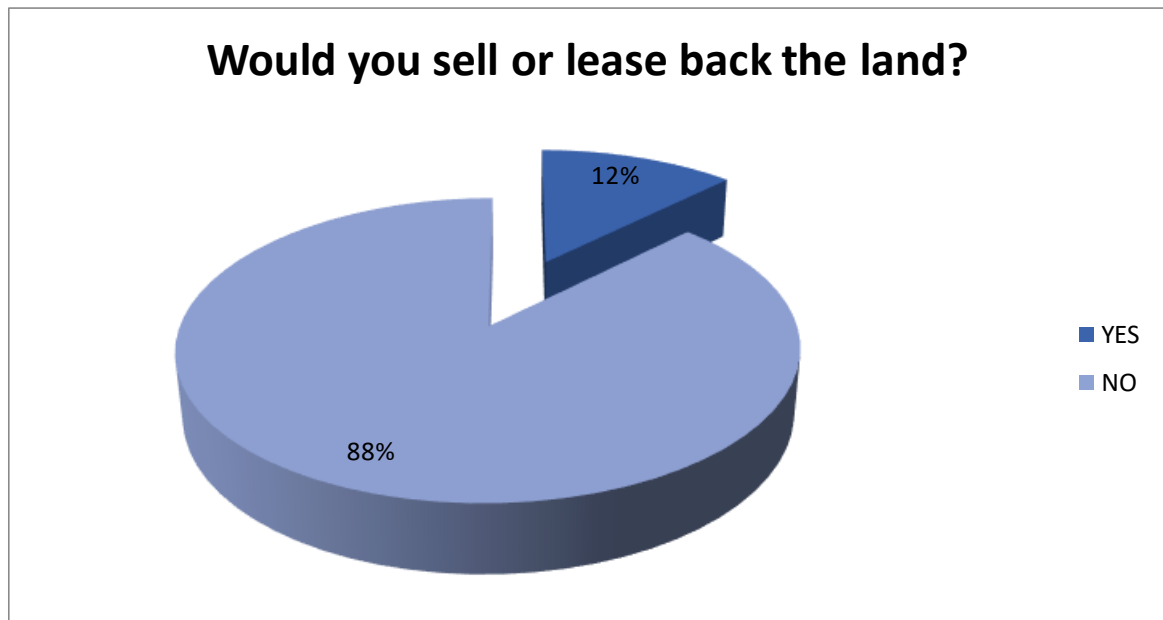
As noted in section 4.2.3, one respondent mentioned that their business planning has been successful due to the involvement of Illovo and Sappi as their mentors and extension advisors for the land reform project's operation.

One government respondent stated that there has been an overall improvement in the operation and performance of land reform projects, and noted that knowledge transfer from the private sector has been key in assisting these projects to perform well. These partnerships provide projects with a direct market to Illovo's mill and Sappi Saiccor, producers of sugar and cellulose in the country and abroad. These kinds of partnerships involve direct mentorship, with the private sector extension services working hand in hand with the land reform project managers on day-to-day operations. The majority of the respondents appreciated that in the extension services offered by the private sector, they provide individuals who have experience and knowledge about the commodity which the project is producing. One respondent stated that his project was doing well, as his timber was performing well and he had been able to plant 10 % sugarcane, which he had been advised is a standard requirement to minimise stock risk. The respondent further stated, *"as there has been a drought, I did not feel the effect of it on my sugarcane, because all the requirements to minimise the risk were met"*.

The 38 % of respondents who reported that their projects were not working well cited a lack of support from government. This was especially the case with the project that is no longer engaging in agricultural operation. One government respondent stated that of the 57 projects being transferred through the LRP, only one farm is doing well. Another government respondent stated that the projects that were transferred as vegetables and livestock are not performing well at all, and emphasised that most of the operations are not performing well because of infighting and theft of infrastructure. One factor that has led to the failure of projects is poor support from the CASP programme managed by the DEDTEA. As a department responsible for the implementation of the LRP, the DEDTEA are now aiming for a partnership relationship to try to assist struggling projects.

#### **4.3.3 How would you respond to an offer to sell or lease back the project?**

The intention of this research question was to determine whether the projects would take the option to sell or lease back the land, given that some projects were struggling to perform due to a lack of resources. A further aim of this question was to understand if the LRP's equity objective was recognised by the beneficiaries.



**Figure 10. Respondents' views on selling or leasing back their land**

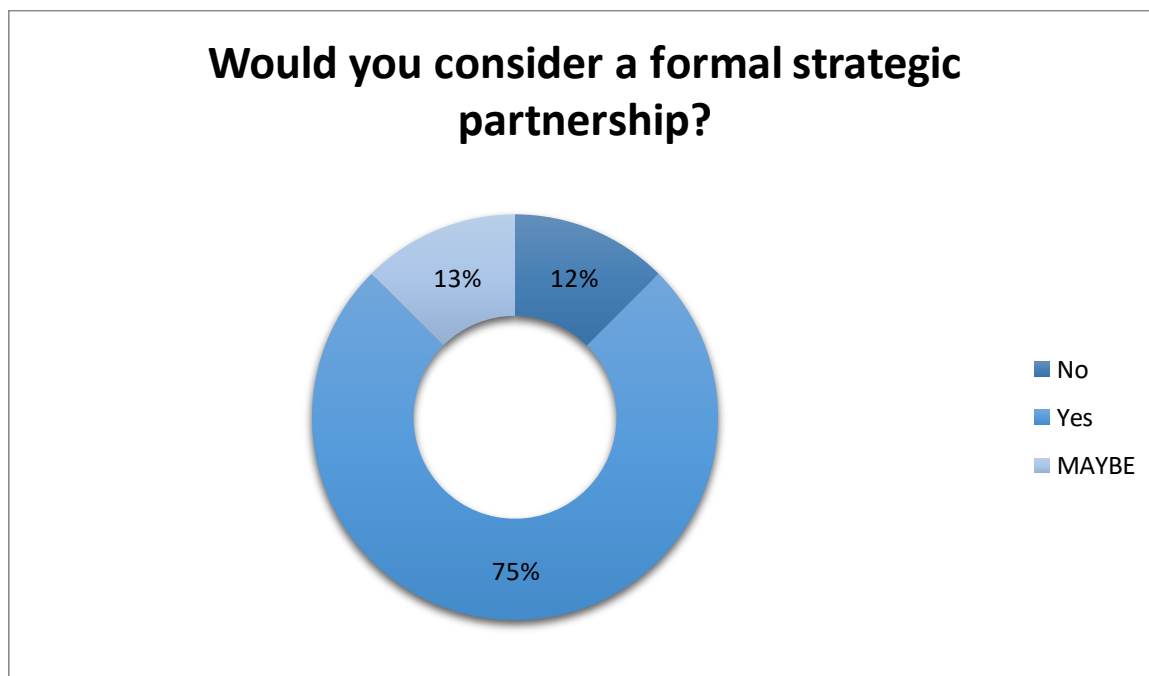
An overwhelming 88 % majority of the respondents would not sell or lease back their land given the option. This response affirms section 2.2 of the literature review, which outlines the LRP's objective of transferring ownership of 30 % of the land to rectify the injustice of the past. This clear decision to retain the land can be attributed to the sense of ownership and the benefits accruing from the projects and operations in general. The respondents believe that with further acquisition of skills the projects could be fully utilised and be more profitable. Of the five land reform projects examined in the study, only one project is currently being leased back, and this represent only 12 % of the responses to the interview question.

The respondents shared similar sentiments to Mkodzongi and Rusenga (2016) on the idea of land reform operating on the lease agreement model. Their view is that lessees do not share knowledge and management skills with the beneficiaries. The same view was expressed by a Dungamanzi respondent, who stated that even though the project was performing well, "*the last eight years is too much already*". In those eight years they had not developed the necessary skills to manage the project themselves. The respondent was also concerned that returning the project to their full ownership would cause more damage, as they lack the managerial skills to run the project as an agribusiness.

Furthermore, the government respondents also stated that some projects have opted to lease back the land or return it to the state. Some of the reasons provided by these respondents included poor health condition and a failure to manage the agricultural operations successfully.

#### 4.3.4 Would you accept a proposal for a formal strategic partnership?

This question intended to determine how the strategic partners in agricultural operation were perceived. This is informed by the findings of the United Nations Commission on Sustainable Development (CSD) which suggest that for land reform to be productive there is a need for the private sector to be involved (CSD-16, 2008).



**Figure 11. Respondents' decisions on forming strategic partnerships**

Respondents were also asked about the idea of partnering with other interested stakeholders in their projects. Over 70 % would consider any form of strategic partnership as long as it could benefit them and improve the productivity of their project. The majority of the project respondents felt that a strategic partnership would enhance their confidence in managing their project operations. Respondents also mentioned the opportunities to learn created by such partnerships, and the potential improvements in the quality of their output. Some respondents felt that with their projects functioning fully they would be able to buy their own equipment, which is a necessary for effective production. Others felt that strategic partnerships would empower them, as they would have a platform to learn from the experience of those in the private sector and would be able to develop their market share.

As noted in section 4.3.2, the majority of the land reform projects are in partnership with leading private sector agricultural companies in the province. The relationship thus far seems to be working well, as none of the respondents felt they were being disadvantaged. As noted by Bernstein (2005) in section 2.4.4 in the literature review, Sappi and Illovo provide training which includes project management skills, management of the financial and technical aspect of the production, and human resources management.

The respondents felt that land reform project managers are being empowered with these benefits through the relationships they develop in their respective partnerships. Apart from extensional support, the partnerships provide guaranteed access to markets, which explains why the projects' agricultural production has been performing well. One informant mentioned that, *"through the timber market, we have been able to buy three tractors with a loading facility"*. Another respondent who felt their relationship with private sector has given them a chance to buy equipment needed for agricultural operation. The respondent from the Moyeni project stated: *"The access to market by the project has made a difference; however, the macadamia production has been giving me hard times as I do not have an understanding of the operation"*. The respondent revealed that their project has access to the citrus market through Carisbrooke Valley Citrus (Pty) Ltd, which is based in uMuziwabantu municipality, while their access to the macadamia nut market is provided by Mayo Macs SA Pty (Ltd), who is the macadamia nut processor.

However, one respondent, whose project operates on the basis of a lease agreement, felt that their partnership has not been transparent. The decision to lease back the project was taken upon realising that the project was dying as there was no production taking place. The respondent mentioned that even though their production is performing very well, they do not even know the price at which their product is sold per ton to the sugar mill. The only thing that they receive is the money in the bank, and they are not even aware of how many tons of sugarcane they produce per hectare. The lessees do not even involve them in the project's agricultural operations; therefore, if the agreement were to be cancelled, they would be left with just walls, fences and land, and with no equipment or know-how to continue farming.

The 13 % of the respondents who indicated that they would perhaps consider a formal strategic partnership were concerned that some projects that have been involved in strategic partnerships have struggled with power imbalances. Even with the best of intentions, the balance of power in strategic partnerships between land reforms projects and private sector companies is usually unequal, and when beneficiaries are unhappy they often feel that they are not able to communicate their unhappiness to resolve issues.

Another concern raised by the government respondents was disparities in levels of education, as education plays a role in decision making and in how the project managers manage situations they face as partners. One project respondent noted that partnerships would need to follow proper channels and procedures, and jointly establish the terms of the agreement between the partners. A government respondent also pointed out that government will be adopting such strategies, as they feel that when partners are equally invested in a project, they will do whatever it takes to make it work, and therefore focus on the best interests of the project as a priority.

A 12 % of the respondents felt that formal strategic partnerships would not work, because in their experience the majority of projects that have tried such partnerships have failed. The majority of those projects were involved in growing vegetables and in pork production. Certain beneficiaries stole pig feed and sold it elsewhere for personal gain, and most of the projects experienced difficulties with personal conflict.

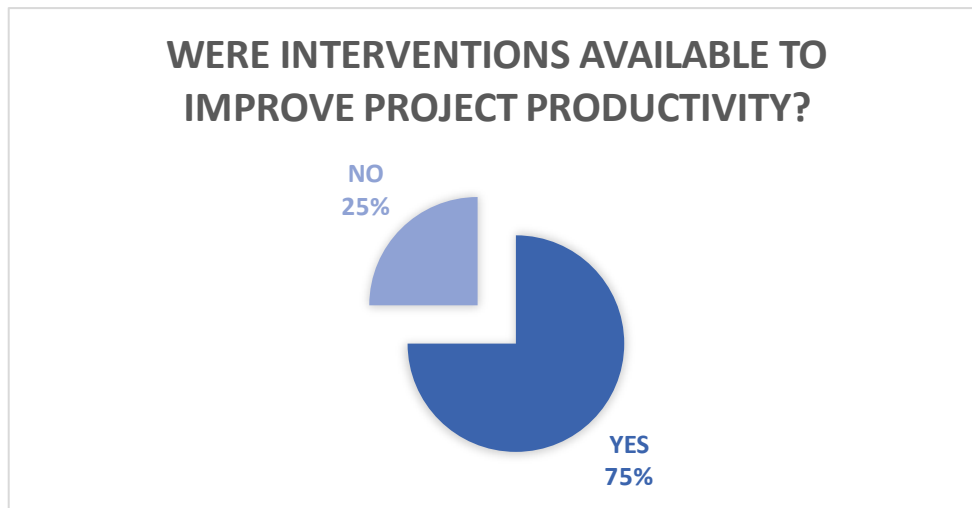
The land reform project respondents stated that the partnerships they had established with interested parties in the private sector were arranged without any assistance from government officials. No government land reform policies, procedures, structures or personnel advised them on how to set up their partnerships, and the decision to do so was taken by their committee.

Of the five land reform project respondents interviewed, only one indicated that the government had any involvement in facilitating their project's partnership with the private sector.

#### **4.3.5 What interventions are available to improve the project's productivity?**

This interview question was intended to determine what sort of government assistance was made available to the projects to assist their productivity. The question also aimed to understand how the government, in terms of the requirements of its own LRP, has been involved in supporting the land reform projects.





**Figure 12. Responses on whether interventions to improve productivity were available**

As noted in the literature review in Chapter Two, and in section 4.3.4, land reform projects have been struggling to obtain the necessary support services from government. As discussed previously in the literature review, possible government interventions in land reform projects could involve the provision of training and capacity building, technical advice, and assistance with marketing strategies (HSRC, 2003; Hall, 2004; Wegerif, 2004; Bradstock, 2005). 75 % of the respondents stated that they had received training and infrastructure setup and support in their projects. However, the respondents revealed that this support had come from private sector strategic partners, and that no government support had been forthcoming. The respondents identified the private sector interventions that had been made available to their projects as technical training (planting and harvesting, safety management), financial management, extension services, capacity building, and maintenance of operation equipment. Private sector interventions are mostly provided by the South African Sugar Association (SASA) in coordination with Illovo, and by Sappi under their Project Grow community growers' initiative. One government respondent mentioned that as part of the business support offered to agriculture, government's role in the projects should be to assess problems and offer advice on the best solutions, as well as facilitate access to markets for the agricultural output.

Figure 12 shows that 25 % of the respondents indicated that they had not encountered any support or intervention from either government or interested private sector partners. One government respondent was of the opinion that of the R20 million spent on average on land reform projects, generally only 10 hectares of that land would be able to be partially involved in agricultural production. And he further stated that "*from the budgeted farms, only 0.5 % has been of value*".

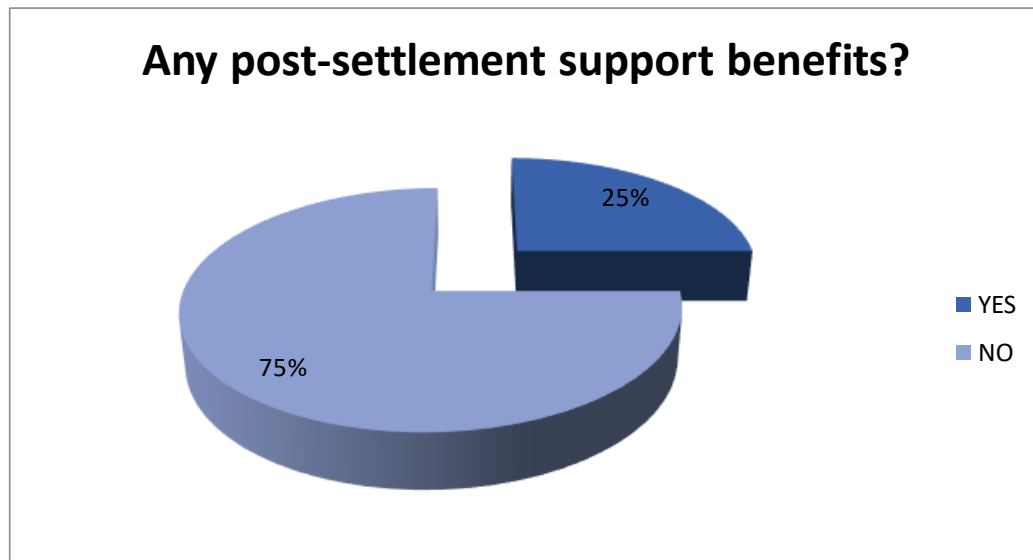
This was further confirmed by a land reform project respondent who noted in their area there are 57 land reform projects, but not a single one is actively involved in agricultural production and there are no interventions or support forthcoming from either the government or the private sector to change this situation. Another respondent stated that the DEDTEA had promised to identify someone who would be trained to provide assistance in agricultural operations, but to date, no one has come to them.

Respondents felt that the DEDTEA's involvement was largely limited to resolving disputes, and only when they were specifically requested to do so. One response was that *"government are not capable of extension support services, and I do not believe there are any extension services offered"*. As noted in section 2.3 and 2.3.2 of the literature review, the lack of capacity by government officials has a profoundly negative impact on the viability of land reform projects. The interview responses indicate that a major shortcoming of the LRP is the absence of post-settlement support to land reform projects for agricultural development, which may be due to lack of capacity on the part of the relevant government agencies or due to staff turnover.

#### **4.3.6 Has post-settlement support benefited the projects?**

As can be viewed from the discussion of the previous interview question, respondents felt strongly that there is a lack of support and intervention from government. Those respondents from land reform projects who had received some form of support had received it primarily from private sector strategic partners, as a result of relationships they themselves had worked to established with these partners.

This interview question on post-settlement support benefits was intended to provide clarity on the extent to which the responsible government agencies in the LRP provide post-settlement support to land reform projects. Interview discussions around this question further explored the availability of government support grants for land production, and, where they were available, whether they have had assisted the projects in improving their agricultural production.



**Figure 13. Respondents' views on whether post-settlement support had benefited land reform projects**

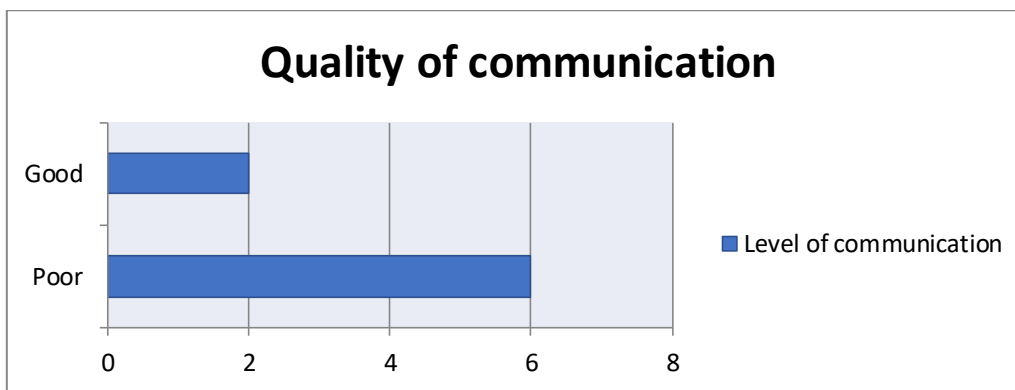
The results in Figure 13 show clearly that after 22 years of LRP implementation, there is still a huge gap when it comes to post-settlement support of the projects. 75 % of the respondents stated that there has been no post-settlement support from government. This problem has been noted by a number of scholars. The results on this interview question confirm Jacobs, Lahiff and Hall's (2003) observation that support to land reform projects has been declining due to a poor conceptualisation of land reform beyond land transfer by government. Since 1994, a number of grants have been made available to the projects, and a large number of those grants have failed to provide the intended support for agricultural production. A government respondent attributed the failure to provide the necessary post-settlement support to poor coordination among departments and to a shortage of funds at times, thus confirming the discussion on post-settlement factors in section 2.3 of the literature review.

The same government respondent also stated that the CASP grants administered by the DEDTEA were intended to provide support to agricultural operations but did not work well, hence the introduction of RECAP grants which are only able to assist eight or nine projects per district. The problem with support was noted by one of the land reform project respondents, who displayed dissatisfaction with the availability of funds: "*We still waiting for RECAP funding, hopefully soon*". Another project respondent felt that the land reform projects are being set up for failure as post-settlement support is not in place, and that there must be a policy put in place to improve the situation. One land reform project in the study was told that they will not receive support because their land had been leased to a third party.

The lack of supportive funding and lack of training from government agencies remain a growing concern for farmers in KZN. Realising the problem, the provincial government LRP structures have initiated an “intergovernmental discussion platform where they all meet to discuss the issues concerning post-support failures, and this meetings include the projects”. These structures include the ADA, the DEDTEA, the DRDLR, and COGTA.

#### 4.3.7 Describe the level of communication between projects and government?

This interviews question sought to determine the quality of the communication between the land reform projects and the relevant LRP government officials, and what informs the need for communication.



**Figure 14. Quality of communication between land reform projects and government officials**

The quality of the communication between the land reform projects and the government departments concerned with the implementation of the LRP was dismal according to respondents. Six of the eight respondents (75 %) felt that communication between themselves and the government officials had been poor. Government officials were consulted only when there was a problem within the projects, and they often took a great deal of time to respond.

When asked about how often they meet with the projects, one of the government respondents stated that “*the communication we have with project is more on demand basis ... When they require information ... rather than on a regular basis*”. The statement contradicts a reported statement from another government respondent who suggested that formal communication platforms be created to deal with post-settlement support problems.

This finding of poor communication aligns with the poor post-settlement support reported in the discussion of the previous interview question, which also showed that there is a lack of government contact with the land reform projects. In the interviews, some of the land reform project manager stated that they could not even recall the last time government officials had been present at their projects.

Only two land reform project respondents felt that the level of communication was good. One of these respondents had been involved in the project since 2002, and he stated that since then seven or eight officials had been involved with the project. This indicates a high staff turnover in government agencies, which results in poor continuous communication as new members may take time to understand the processes and progress. The other respondent who felt that communication was good did not engage directly with the government officials, as the chairman of the project trust handled that level of communication. His response could not therefore be considered to be an accurate reflection of the quality of communication, as that opinion should rather come from the chairman.

#### **4.3.8 Summation of the findings on agricultural production systems**

In summary, it can be noted that the respondents displayed a positive outlook in relation to their agricultural production. While support from private sector strategic partners has contributed a great deal to the overall successful functioning of the projects, the respondents highlighted the absence of government involvement in production systems and the absence of any post-settlement governments support in improving the functioning of their projects. The lack of post-settlement support and lack of communication were noticeable failures on the part of government; however, the available support from private sector strategic partners has to some extent filled this void created by government.

It was also noted that only one of the respondents received support from the Comprehensive Rural Development Programme CRDP as part of the intervention strategies, while the rest of the projects depended of the relationships they had established with the private sector. This then allows the researcher to conclude that the majority of the projects undertaken in the study do not receive support from the DRDLR or DEDTEA. The only support available to the majority of the land reform projects is from the private sector relationships they have established, and this support is mainly in the form of extension and advisory services. In this study only Simunye project did not receive any support at all, as it is currently not involved in any agricultural production due government's negligence.

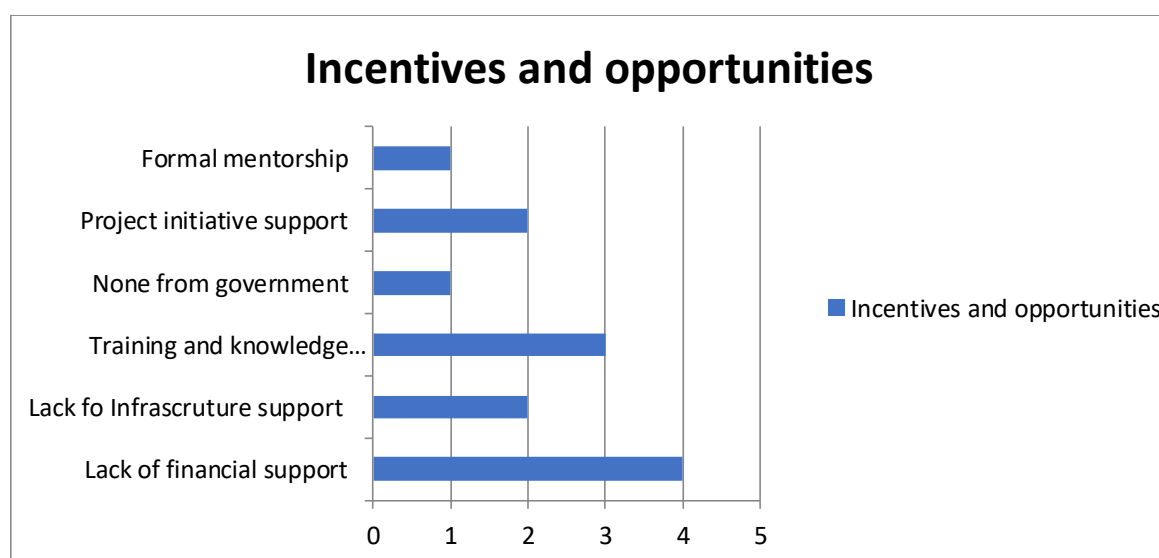
The absence of funding programmes for these projects indicates a huge gap; there is no well-established infrastructural support available from government, even though the private sector strategic partners show that such support is possible.

#### 4.4 FINDINGS ON EFFECTS OF LAND REFORM POLICIES ON PROJECTS' ECONOMIC DEVELOPMENT

Questions 11–13 of the interview schedule were designed to link the respondents' perceptions of the LRP with the agricultural production of the projects. These questions sought to establish whether the LRP is indeed contributing to agricultural economic development, and whether any funding or incentives were made available to the projects.

##### 4.4.1 What incentives and investment opportunities are available?

This interview question intended to assess the extent to which government has invested in land reform projects. The question framed government investment as available financial support, improvement of infrastructure, credit made available to the projects, and the role played by government in recommending financial institutions to help the projects establish themselves. The question also sought to explore the extent to which the LRP provided interventions such as training and facilitating market access for production output.



**Figure 15. Incentives and opportunities made available to the land reform projects**

The majority of the respondents felt that the projects lacked the sort of investment that would empower their agricultural operation and production. Successful production for the market has to be facilitated through a significant investment of time, effort, information, finance, skills and support service (Maura, Ainslie & Shackleton, 2003). The respondents indicated that significant investment has been lacking. There was only one project where formal mentorship was negotiated by the government, and through this formal mentorship the project developed a credit trust for the sugarcane operation. The other projects had to find their own way of sourcing experienced partners to assist them with agricultural production. This aligns with the responses provided in the previous interview question, where most project managers indicated that in trying to save their projects from failure they had to take the initiative to form supportive partnerships with relevant stakeholders.

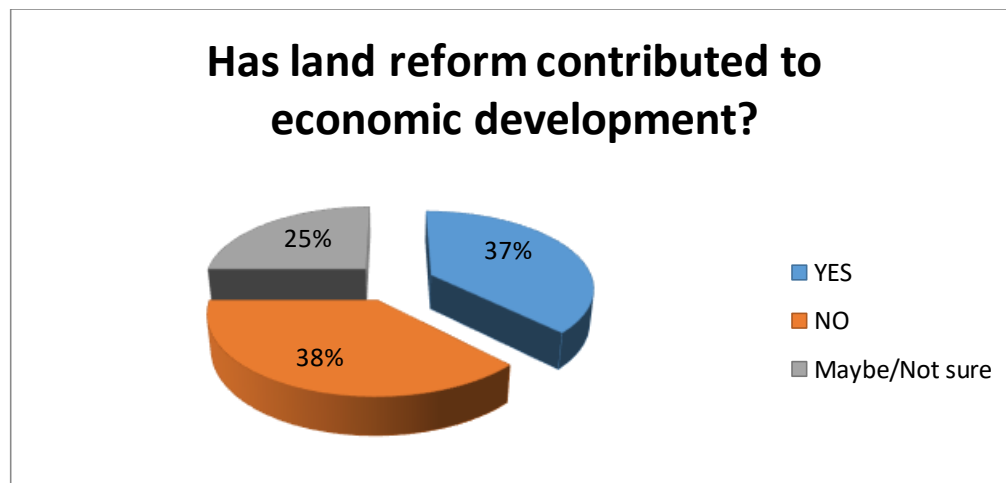
The results also show that most of the supportive partnerships were initiated by the project representatives themselves and not by government. From those partnership initiatives two land reform models emerged. A lease relationship was formed by Dungamanzi project. The project's respondent stated that the decision to seek assistance was taken after realising that the project was failing, as no agricultural activity was taking place. This *"decision came after the department informed us that, they have done their part, and it was up to make the project work for us"*. The second model was characterized by a strategic partnership where the partner provided assistance in the form of extension services, technical support, and markets for the projects outputs. The partnership also provided the projects with training opportunities which facilitated the knowledge and skills transfer required for the agricultural operation to succeed.

From the results, it is worth noting that no respondent mentioned any grant funding from the government, except for the RECAP funding mentioned by one project respondent. This lack of grant funding can be indicates a lack of infrastructural development and financial support for the projects, contrary to the intended LRP as set out in the 1997 White Paper on South African Land Policy (DLA, 1997).

The results also show the lack of government investment after the land transfer. This result is in line with the poor support services from government noted in the interview question on post-settlement support. One can therefore conclude that the projects lack investment in any form from the DRDLR and DEDTEA, and that the private sector supplements these services.

#### 4.4.2 Has land reform contributed to economic development?

All the reported responses to the interview questions so far have built an understanding of the level of direct technical, financial, and training support for land reform projects, based on the perceptions of the project managers and government respondents. This question therefore attempts to unify these responses to establish whether the LRP has contributed to agricultural economic development in KZN. This question is significant, because for agricultural production to be successful and to create further opportunities for employment, the appropriate equipment is needed, as well as hands-on operational support and knowledge transfer. This interview question therefore intends to establish whether the LRP has been able to be economically viable to date.



**Figure 16. Respondents' views on whether land reform has contributed to economic development**

On the question of the LRP's contribution to economic development, the respondents' opinions were evenly spread. 37 % of the respondents agreed that land reform has contributed to economic development, as a lot has been done to realise its full benefits, particularly in relation to productivity. On the whole, the strategic partnership created by the projects in this study have produced income and created jobs, in contrast with the findings from a study conducted in Limpopo, where strategic partnerships did not improve incomes and job creation (Mkodzongi & Rusenga, 2016). The employment generated by the projects is used as a motivating factor to conclude that the LRP is indeed contributing to economic development. Through land reform employment has been created, which contributes directly and indirectly to a number of households. The Moyeni project currently has 156 employees, while Madzikane has 45, and Inyeza has eight full-time employees and a number of part-time employees when necessary.



Dungamanzi has 13 staff members who are not directly employed by the project but by the lessee, and Simunye project is not currently in operation. One respondent stated that *“through project employment opportunities, beneficiaries are able to take their kids to varsities ... people are motivated to do better”*. Another respondent indicated that *“land reform has made a difference, as they are now employers, they are no longer working for commercial farmers”*.

The 38 % of the respondents who did not believe that the LRP had contributed to economic development felt that the LRP has achieved only one of its objectives: the transfer of land ownership/equity. One respondent stated that *“the land being transferred has made a difference, but in converting the land to be productive, the land reform has not achieved anything in that regards”*. These respondents believed that the LRP has failed to contribute to economic development as it does not provide tangible evidence that it has improved agricultural production. The majority of the respondents who felt this way were government officials. One of them stated that, *“evidence is there which shows that government is trying but it is not much as they are not there to support them with production requirements”*. Another stated that *“the funding is made available but somehow we are failing the projects since we do not skill them”*. These statements from government officials themselves support the argument that the LRP has not contributed to economic development.

It is important point to note that the majority of the respondents who felt that the LRP is not contributing to agricultural economic development were government officials. Their argument can be summed up in the following statements:

- *“We need to accept that we do not have the skills, we need skilled mentorship programmes... and the land reform is planting people rather than the land... That is, we are more concerned about the amount of land transferred with no emphasis on the land use”*.
- *“We have achieved in returning the land but not in production ... we have not skilled the people, as we are not able to be in those projects to assist with production skills”*.

Other reasons mentioned to support the opinion that the LRP is not contributing to economic development included conflict among beneficiary members, which caused the projects to deteriorate, and insufficient budget.

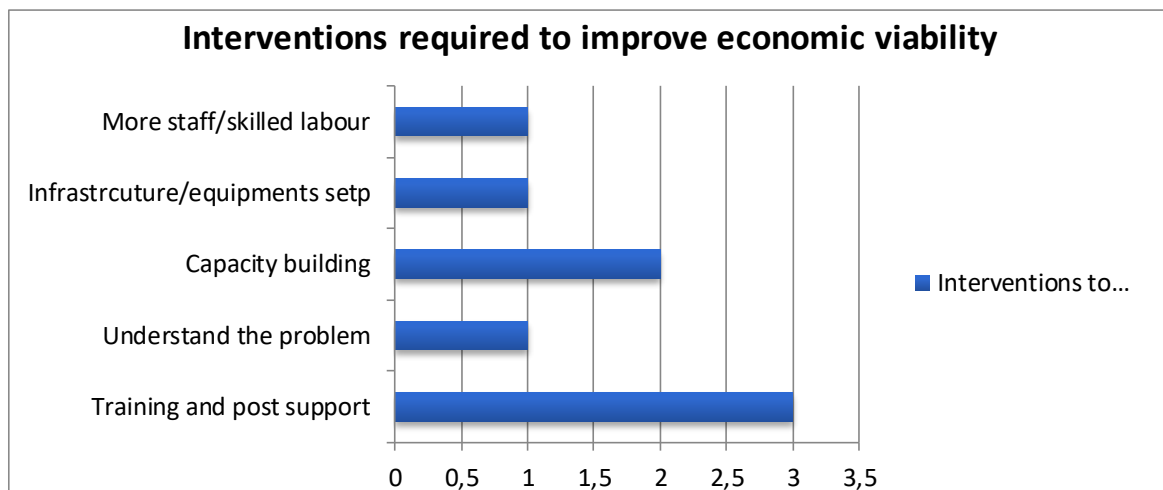
25 % of the respondents expressed mixed feelings about the contribution of the LRP to economic development. These respondents felt that the LRP contains no capacity building mechanisms within its structures, and that it has failed to meet the projects’ needs. One respondent stated:

*“there is nothing valid that can be used to come to the conclusion that there is economic development from the land reform programme ... we do not see any positive approach in making sure the land is productive”.*

In summary, the discussion with respondents on the role of the LRP in the economic viability of their projects, and the extent to which the LRP through its government departments has invested in their projects, shows that the government has not done much. In practice, the LRP has emphasised the transfer of land, with little focus on ensuring that the land is productive. The majority of the land reform projects are supported by private sector partners, which explains why some respondents felt that the LRP does contribute to economic development. While the overall levels of production encourage a positive outlook, the production of macadamia nuts and citrus remains a concern for the project managers, because there is no post-settlement support provided by their market partners in the private sector, which make their agricultural production more difficult.

#### **4.4.3 What interventions are required to improve the economic viability of the projects?**

The previous interview question on whether the LRP has contributed to economic development or not, provided an opening for respondents to use their experience to contribute suggestions for improve the LRP contribution to economic development. The overall opinion from the respondents on how they envisage the LRP is that it should operate in the best interests of the land reform projects.



**Figure 17. Interventions required to improve the economic viability of the projects**

Among the various interventions needed to improve the land reform projects, the training of the farmers remains a priority, as well as post-settlement support in the form of follow-ups on project progress and assessment. This would build the farmers' ability to be independent, as it would make the projects better able to sustain themselves. The respondents from the land reform projects indicated their willingness for the projects to grow, but government support that would assist them to become professional farmers is necessary. To this end, government officials need to be in contact with the actual reality of the farmers' needs. Resources enable good farmers to become very good, and the support from government would help the land reform projects to maximise their potential. Technological support and equipment needs to be made available to the land reform projects, as well as access to ongoing research, in order for the projects to adopt new ways of doing things and thus maximise their productivity. Agriculture is an intensive practice, and so better methods of production informed by research could assist the land reform projects to be more competitive, and could reduce the staff turnover.

The respondents acknowledged that the land reform projects do have potential, but that experience and expertise are needed from government officials who can assist the projects to develop the appropriate skills in order for the projects to stand on their own without being dependent on government.

The respondent from the DRDLR suggested that there is a need for a thorough assessment of the LRP, in order for the government to understand why the projects are failing. In addition, there is a need to develop mentoring models that benefit the projects in terms of skills transfer between mentors and projects. There is a need to revisit the policy on land transfer, as experience shows that family-managed projects perform better than community-managed projects.

*“The land reform put more emphases on the number of hectares than on farming the land ... The system creates fights as more people on the land fight for right of ownership”*. Land reform needs to focus on people with a passion for farming, rather than on people who simply want the land. Political pressure has been driving land reform, the success of which is measured by simple land transfers, and so the land capability is compromised. Holistic economic assessments of projects need to be conducted, in order to develop models that will allow the land to sustain the people.

Improved government support is required, with clearly defined leadership roles and responsibilities so that specific people can be held accountable, both within government and within the land reform projects. A respondent supported this by stating: *“The extension services do not exist, and we need the government to support our projects”*.

The respondent further indicated that *“the failure of post-settlement support stems from not recruiting the right skilled candidates to matches what our land reform projects are capable to produce”*.

#### **4.5 CONCLUSION**

This chapter has presented the data from the semi-structured interviews on selected land reform projects. The chapter began by providing details on how the analysis was assessed, and links to the research objectives as presented in Chapter One. The chapter provides detailed responses to the interview questions from the respondents. The answers to the interview questions were conducted using qualitative data analysis. The presentation of the data findings and the analysis on the respondents are thoroughly analyzed using the purposive sampling method.

The data collected was presented and the findings interpreted. The conclusion reached from the evidence provided by the respondents is that the LRP remains agriculturally economic viable because of the support from private sector. The results further indicate that there is a significant lack of support from the government for the land reform projects.

The following chapter will conclude the study by summarising the impact of the findings on the research objectives, and, based on the findings, recommendations will be made to improving the LRP's contribution to the agricultural economic development of the land reform projects.

## **CHAPTER FIVE: CONCLUSIONS AND RECOMMENDATIONS**

### **5.1 INTRODUCTION**

Chapter Four presented the study's findings, and concluded that the LRP has contributed to the economic development of the land reform projects. However, this contribution can be attributed to the private sector's support of and involvement with land reform projects, and not to the government.

The aim of the study was to explore the contribution of the three pillars of the LRP to the agricultural development, which ultimately contributes to the economic development of the projects in KZN. The research explored this phenomenon by examining the restitution, redistribution and land tenure components of the LRP. In order to assess how these three programmes have contributed to the generally positive economic outcomes of the land reform projects, and how the projects have engaged in agricultural production given the strategic institutional support of the LRP.

Respondents from land reform projects were selected for this study based on the type of land reform their project represented (restitution, redistribution or land tenure). Each land reform type had two associated projects, and each was located within a different municipality. The study further sourced its data from representatives at the DRDLR, the KZN DEDTEA, and the ADA, who are the strategic and administrative custodians of the LRP in the country and the province. The researcher conducted semi-structured, face-to-face interviews with the respondents. The interview responses were qualitatively analysed using research question oriented thematic analysis in order to address the research objectives of the study.

This chapter concludes the study by summarising the results and then making specific recommendations.

### **5.2 PROJECT SUMMARY**

The main focus of this study was to gain an in-depth understanding of the contribution of the LRP to agricultural development and economic growth in KZN, and to comprehensively understand the impact of land restitution, redistribution and land tenure, specifically.

The data collected during the semi-structured interviews with the managers of the land reform projects and with the government respondents has shown that these land reforms play a significant role in the economic development of province. Agricultural projects located in different municipalities (Ubuhlebezwe, Richmond, Vulamehlo and Mpofana) were considered in this research in order to provide an inclusive and holistic picture.

The data collected and analysed from different agricultural projects met the desired aims of the study and allowed specific conclusions to be drawn.

## **5.3 RESEARCH CONCLUSIONS**

### **5.3.1 Research objectives**

Different forms of physical and human capital are needed to achieve successful land reform. The LRP has employed a combination of approaches to meet the requirements for land reform. Creating secure and racially equitable access to land remains of critical importance in South Africa in order to redress the racial injustices of the past and to alleviate poverty. This right to redress is legislated in section 25 of the South African Constitution.. Land reform is therefore an important aspect of South Africa's social and economic transformation, and may be achieved through restitution, redistribution and land tenure programmes. An important goal of the LRP is the racially equitable transfer of 30 % of white-owned commercial agricultural land, and to ensure that this land is used for agricultural production, in order to ensure economic development and employment.

The 1997 White Paper on South African Land Policy (DLA, 1997) envisaged the LRP as a very important component of agricultural development, and this aspect is reinforced by the government objective of returning 30 % of white-owned commercial land to the poor. This mandate is carried out at national level by the DRDLR and DAFF, while various provincial departments provide facilitation, extension and support services. In KZN, this is the Department of Economic Development, Tourism and Environmental Affairs (DEDTEA) (formerly the Department of Agriculture and Rural Development). At national level, DAFF is legally responsible for providing post-settlement support services to LRP projects, as they are the custodians of agriculture in the country. The DRDLR is responsible for implementing the LRP by devising strategies to make the land available to the poor.

The success of the LRP relies on coordination between DAFF and the DRDLR in providing pre- and post-settlement support for land reform projects, which is critical for the success of agrarian reform.

Grant funding, extension services and training are the investments the LRP uses to achieve the land reform objectives. Grant funding is used to acquire land for agricultural production.

Since 1994, the government has employed a number of different funding models, but for various reasons most of them have not been successful. For example, SLAG, LRAD, PLAS, LARP focused on land acquisition rather than land use. Between 2004 and 2009, the government introduced funding models that focused more on the agricultural production of the land reform projects. CASP, which has been implemented through coordination between the DoA and the DRDLR, was the first to directly assist the projects with agricultural production. RECAP was introduced in 2009 to revitalise the unproductive land reform project, with strong supervision from extension services from the DRDLR. The conditions for funding required that beneficiaries create a business plan to justify the need for funding.

The land reform projects selected for this study are involved in commercial agricultural production with an already well-established market in the province. They have retained the agricultural production of the previous owner. This means that the projects required resources to meet the existing demand, and also required experience to continue with that level of production. The risk associated with such farming therefore means the projects needed to have access to credit and equipment, and needed an understanding of commodities and labour.

Table 3 (section 3.5.2) shows that sugarcane, timber, citrus, and macadamia nuts are the current crops currently being produced by the projects. The agricultural production of these commodities is largely supported by businesses in the private sector, who assist with business planning, extensional and technical services, and access to the market. With this assistance, the projects have been able to purchase the necessary equipment for the agricultural operation. Apart from equipment, agricultural production requires inputs such as land, labour, chemicals, water and capital to influence the overall agricultural production. Agricultural research and available technology also play a crucial role in determining the success of the agricultural production.

**Table 5. Equipment acquired by the land reform projects**

Project	No. of employees	Current resources	Agricultural funding to date
Moyeni Project	126	Three tractors with trailer, five chainsaws, a bell loader, and a sugarcane fertilizer mortar	RECAP and Private sector support
Madzikane Project	46	Two tractors, two trailers	Private sector support
Dungamanzi Project	13	None	None [ Leased Project]
Inyeza Project	8	Three tractors, two trailers with chainsaws	Private sector support
Simunye Project	0	0	0

Table 5 shows that only one project was funded by the government, and this was the only project that managed to create a high number of employment opportunities and acquire the large quantity of equipment required for agricultural operation. With the exception of Dungamanzi and Simunye projects, all the projects are supported by private sector partners, while Dungamanzi is a leased project.

The lack of extension support is still a problem after 22 years of land reform in South Africa. The LRP has developed some support structures and financial grants, but these have failed to actually benefit the projects. The literature shows that commercial agricultural production can be highly successful when the appropriate technology, equipment, skills, training and extension support are made available to the projects.

Chapter One defined agricultural development as the creation of conditions that fulfil agricultural potential by providing crucial resources for agricultural production, and defined economic development as the creation of opportunities to develop the capacity to allow the processes that achieve economic policy objectives. Together these two definitions allow one to understand what components are needed in order to achieve land reform or agrarian reform that contributes to the success of the land reform projects. The following conclusions on the research objectives take into account the elements that are meaningful for the creation of successful agricultural land reform projects, as highlighted by these two definitions.



### **5.3.2 Land restitution programme**

The land restitution programme has achieved its objective of transferring land to the poor, but has not been able to achieve its agricultural or economic objectives. The research findings discussed in Chapter Four and the achievements of the land reform projects in this study illustrated in Table 5, show that only two of the projects have engaged in meaningful agricultural production, thereby creating employment opportunities. Moyeni project is the only project that has been able to achieve better results than Madzikane project due to its RECAP funding. Even though both projects are supported by the private sector, Moyeni was able to secure much needed government resources to enhance their production. This was partly because when the land was transferred, a formal mentor was part of the project plan and the mentor funded the project while it was waiting for government funding. Madzikane project only started to engage in full agricultural operations once they had been able to access private sector assistance. This private sector strategic partnership gave Madzikane access to markets and sufficient returns to acquire the necessary equipment to develop and expand the project.

### **5.3.3 Land redistribution programme**

Only one land reform project participated in this study, as the other selected project withdrew its participation. Dungamanzi project has been in operation for the past 15 years, and it is the only project in the study that is currently engaged in a lease agreement with a third party. The land redistribution programme, like the restitution programme, has only managed to achieve the objective of land equity. In the case of Dungamanzi, even though the land is producing enough output for the market, the returns do not benefit the project. Part of the lease agreement was that the lessee would transfer management skills to the agricultural operation, but this has not happened. The Dungamanzi project to date does not have any resources, in the form of knowledge or equipment, which could be used once the lease agreement is terminated. The project has also not received any support, and they do not have any constitution as trust or beneficiaries. The decision to lease the land was taken mainly because after the land was transferred to the project, there was no other means for them to continue with the agricultural operation, as they did not have any skills or knowledge to operate the farm. As is the case with the land restitution projects, one can conclude that the land redistribution programme has not had a positive economic impact on the project.

### **5.3.4 Land tenure programme**

As noted with land restitution and land redistribution, land tenure as a programme has achieved the objective of land equity. But the two land tenure projects selected for the study paint rather a different picture from the ideal land reform system. Inyeza is the only project acquired under land tenure agreement (LTA) that is currently involved in agricultural production. Inyeza has established a strategic partnership with a private sector entity who provides the project with the necessary support for agricultural production. This support includes technical support, extension, training and business administration.

Simunye project in Mpofana municipality used to successfully produce maize five years ago, as indicated by the respondent, but to date it has failed to do so. The maize project was funded by DAFF through a CASP grant, which provided the project with fencing, seeds and assistance in creating a business plan. However, the project never had a chance to harvest the maize, as communication and post-settlement support from DAFF ceased and the department did not avail themselves for further assistance. The conclusion, therefore, is that the land tenure programme did not contribute to the agricultural and economic development of the project. However, the involvement of a supportive private sector partner brought enough post-settlement support for the Inyeza project to enable it to access markets and sustain its production, and hence the creation of employment and the purchasing of equipment were achieved by the project.

### **5.3.5 Summary of research conclusion**

The LRP on its own has not contributed to the economic success of the projects, with the exception of Moyeni project, which has been assisted by RECAP funding and the private sector. This finding is confirmed by the conclusion of the 2008 CDE report that land reform projects led by the private sector compare favourably with the results of purely state-led programmes where production and sustainability are concerned (CDE, 2008). This is because the priority emphasis of the programmes driven by the private sector is on productivity, whereas state-led initiatives focus primarily on the transfer of land ownership.

The evidence from the research shows that the LRP has achieved one objective, which is increasing equitable land ownership; however, its agricultural and economic objectives have not been achieved. This is due to a failure on the part of the state to provide adequate post-settlement support in the form of funding, technical skills transfer and training. The majority of the land reform projects are given land, but the beneficiaries have little or no experience, and they lack access to markets.

The fact that the availability of RECAP yields positive results suggests that this funding should be made available to all land reform projects. Additionally, land reform projects should be encouraged to seek formal private sector partnerships in order to build knowledge and experience, and gain access to markets. KZN as a province is rich with private sector agribusiness enterprises that make a positive contribution to the provincial GDP, and their involvement with land reform projects would assist the projects to achieve agricultural and economic development.

In conclusion, the effective implementation of the LRP remains an enormous challenge, but this study has offered an in-depth understanding of the impact of these land reforms on economic development. Since the study shows a degree of effective implementation of these land reforms, these successes should be used to promote agricultural development that contributes to economic growth within KZN. It is evident that by adopting approaches to land reform that involve strategic partnerships with the private agribusiness sector, agricultural land reform in the province and elsewhere could be strengthened and more successes will be achieved. However, the lease agreement model needs to be reviewed, as evidence shows that these projects do not tend to achieve long-term sustainability, as production resources and knowledge are not made available to the beneficiaries.

Furthermore, the research offers a new approach to suitably identify the land reforms that best contribute towards economic and agricultural development.

### **5.3 RECOMMENDATIONS**

The LRP is an integral part of the agricultural sector's contribution to the economic growth of South Africa, and to the mechanisms that redress the historical injustices of the past. Although land reform equity has been effectively implemented by the LRP, the economic contribution of agricultural land reform projects has been largely ineffective. This study therefore recommends the following:

- Sensitisation programmes need to be developed to promote the benefits of effective implementation of the LRP to the different stakeholders involved.
- The ADA has great potential to assist land reform projects to become economically viable; however, its contribution seems to be limited to certain types of agricultural commodities. The ADA's involvement in a broader range of projects within the province would make a positive contribution.

- RECAP as it stands has too many bottlenecks, and its criteria for selecting projects to fund are not clear. While the literature and the government respondents agree that funding grants have generally failed, the CASP and RECAP grant programmes offer crucial post-settlement support that can make agricultural development more productive. Therefore, additional research is needed to create an efficient model for assisting more projects, given that more land is waiting to be transferred.
- Over the past 22 years, post-settlement support has been the greatest failure of the LRP. A large body of research indicates that government needs to find ways to improve its approach when it come land reform project support. The “so-it-fit” type of project support lacks consistency and implies that only beneficiaries who are known by government officials will be given attention and priority.
- KZN has extensive data on the province potential for agricultural production. The province takes pride of the richness of its soils, and acknowledges that agriculture makes a tangible contribution to the provincial GDP. However, the observation from a government respondent that “*of 57 funded projects, only 10 % are partially productive*” is a reason for concern. The KZN DEDTEA needs to invest in the capacity building of extension services that are aligned with the agricultural commodities that the province is capable of producing.
- The trainings and preparation of project beneficiaries need to be prioritised. The findings indicate that the only training that has been available was offered through a third party, and government support is only available when urgent problems need attention. Where projects do not experience such problems, the service from the government ceases.

## 5.4 LIMITATIONS TO THE STUDY

The central problem in assessing the impact of land reform on economic development in agriculture is the scarcity of data. Most studies focus on land reform as a policy, and few studies have dealt directly with how land reform contributes to economic development. Where there have been such studies, impact evaluation is hampered by the absence of baseline data on the socio-economic status of beneficiaries entering the programme, a lack of agreed indicators, and the lack of longitudinal panel data (Hall, 2007).

The study involved sourcing information on the issue of land reform from government officials. Land reform remains a very sensitive political issue in the country, and there is often a reluctance on the part of the officials involved to share such sensitive information. Therefore, difficulties with accessing information and liaising with respondents may have had a negative impact on the study.

For similar reasons, certain participants felt reluctant to participate in the study. To address this problem, the researcher assured them of anonymity, and chose the interview place and time that was most convenient for the participants.

Finally, this study is limited to selected land reform agricultural projects in KZN, and therefore may not be generalised to all land reform agricultural projects in South Africa, or to land reform projects in general.

## **5.5 FUTURE RESEARCH**

Achieving the intended benefits of land reform in KZN province and in South Africa as a whole is a complex and lengthy process. Different approaches are needed in order to understand the various challenges from multiple perspectives. South Africa's diverse agricultural activities require that multiple strategies be used to create a broad framework for building a sustainable LRP. A study on the LRP in relation to the production of agricultural commodities at district level could help the government to understand what specific knowledge and tertiary qualifications are best suited for that particular area. This would then enhance the quality of post-settlement support, as it would be specific, relevant, and offer the appropriate expertise.

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# APPENDIX 1: ETHICAL CLEARANCE



15 September 2016

Mr Sandile J Mnikathi (201504218)  
School of Management, IT & Governance  
Pietermaritzburg Campus

Dear Mr Mnikathi,

Protocol reference number: HSS/1497/016M

Project title: Land reform programmes contribution into agricultural economic development: KwaZulu-Natal Land Reform Projects

## Full Approval – Expedited Application

In response to your application received on 09 September 2016, the Humanities & Social Sciences Research Ethics Committee has considered the abovementioned application and the protocol have been granted **FULL APPROVAL**.

Any alteration/s to the approved research protocol i.e. Questionnaire/Interview Schedule, Informed Consent Form, Title of the Project, Location of the Study, Research Approach and Methods must be reviewed and approved through the amendment/modification prior to its implementation. In case you have further queries, please quote the above reference number.

**PLEASE NOTE:** Research data should be securely stored in the discipline/department for a period of 5 years.

The ethical clearance certificate is only valid for a period of 3 years from the date of issue. Thereafter Recertification must be applied for on an annual basis.

I take this opportunity of wishing you everything of the best with your study.

Yours faithfully

Dr Shamila Naidoo (Deputy Chair)

/ms

Cc Supervisor: Mr R Rajaram  
Cc Academic Leader Research: Professor Debbie Vigar-Ellis  
Cc School Administrator: Ms Debbie Cunynghame

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Humanities & Social Sciences Research Ethics Committee

Dr Shenuka Singh (Chair)

Westville Campus, Govan Mbeki Building

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## APPENDIX 2: INFORMED CONSENT LETTER

Informed Consent Letter Template

UNIVERSITY OF KWAZULU-NATAL  
School of Management, IT and Governance

Dear Respondent,

**Research Project**

**Researcher:** Sandile Jason Mnikathi. Telephone number: 072 647 3083. Email:  
Sandile.mnikathi23@gmail.com

**Supervisor:** Mr. Rajendra Rajaram. Telephone number: 033 260 6267. Email: rjaramr@ukzn.ac.za.

**Research Office:** Humanities & Social Sciences Research Ethics Administration, Govan Mbeki  
Building, Westville Campus, Tel: + 27 (0)31 260 8350, Email: [hssreclms@ukzn.ac.za](mailto:hssreclms@ukzn.ac.za)

I, **Sandile Jason Mnikathi**, I am an **MCOM** student in the School of Management, Information Technology and Governance, at the University of KwaZulu-Natal. You are invited to participate in a research project entitled **Land Reform Programmes into Agricultural Economic Development: KwaZulu-Natal Land Reform Projects**.

The aim of this study is to: Gain in-depth understanding of the contribution of Land Reform policy to agricultural and economic development in KwaZulu Natal Land Reform Agricultural Projects.

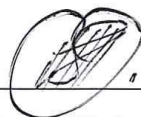
Your participation in this project is voluntary. You may refuse to participate or withdraw from the project at any time with no negative consequence. There will be no monetary gain from participating in this research project. Confidentiality and anonymity of records will be maintained by the researcher and School of Management, Information Technology and Governance UKZN. All collected data will be used solely for research purposes and will be destroyed after 5 years.

This study has been ethically reviewed and approved by the UKZN Humanities and Social Sciences Research Ethics Committee (**HSS/1497/016M**). The interview should take about 45 minutes/s to complete.

Thank you for your time.

Sincerely

Researcher's signature



[Sandile J Mnikathi]

Date 15/04/2016

*This page is to be retained by participant*

Informed Consent Letter Template

UNIVERSITY OF KWAZULU-NATAL  
School of Management, IT and Governance

**Research Project**

**Researcher:** [Sandile Jason Mnikathi. Telephone number: 072 647 3083. Email:  
Sandile.mnikathi23@gmail.com

**Supervisor:** Mr. Rajendra Rajaram. Telephone number: 033 260 6267. Email: rjaramr@ukzn.ac.za.

**Research Office:** Humanities & Social Sciences Research Ethics Administration, Govan Mbeki  
Building, Westville Campus, Tel: 27 31 2604557, Email: [HSSREC@ukzn.ac.za](mailto:HSSREC@ukzn.ac.za)

**CONSENT**

I \_\_\_\_\_ (full names of  
participant) hereby confirm that I understand the contents of this document and the  
nature of the research project, and I consent to participating in the research project. I  
understand that I am at liberty to withdraw from the project at any time, should I so  
desire.

Additional consent, where applicable

I hereby provide consent to:

Audio-record my interview / focus group discussion	YES
Video-record my interview / focus group discussion	NO
Use of my photographs for research purposes	NO

\_\_\_\_\_  
Signature of Participant

\_\_\_\_\_  
Date

*This page is to be retained by researcher*

## **APPENDIX 3: SEMI-STRUCTURED INTERVIEW SCHEDULE (ENGLISH)**

**Thank you for agreeing to participate in this study. Could we just get into the questions that are going to help in getting clarity on the use of the agricultural land reform economic development?**

1. Was KwaZulu Natal prepared for Agricultural Land reform? Please explain
2. What assessment is conducted to determine the appropriate resources to be made available for agricultural operation or development?
3. Could you please explain if there was any marketing or strategic business planning in place to facilitate or provide business opportunity for the Project?
4. What agricultural operations have been taking place?
5. Are the above operations improving the project performance?
6. How would you respond to an offer to sell or lease back the Project?
7. Would you accept a proposal to a formal strategic partnership?
8. What interventions are available to improve the projects productivity?
9. Has post settlement support benefitted the projects? Explain?
10. Describe the level of communication between Projects and Department?
11. What incentives and investment opportunities are made available through land reform projects?
12. Has land reform contributed towards economic development in the projects?
13. What interventions are required to improve the economic viability of the projects?

## **APPENDIX 4: SEMI-STRUCTURED INTERVIEW SCHEDULE (ISIZULU)**

**Uhlelo lwemibuzo.**

**Ngiyabonga ngokuzibandakanya. Uhlelo lwemibuzo luzama ukuthola uncazelo mayelana nezolimo nokubuyiselwa kwemihlaba kubantu ekuthuthukiseni kwezomnotho.**

1. Engabe isifundazwe saKwaZulu Natal sasikulungiselele ukuzibandakanya kweyokubuyiselweni komhlaba nezolimo kubantu?
2. Ingabe lukhona uhlelo lokulandelelela ekutheni izinsiza okuyizononazona ezidingekayo mayela nokwenza umsebenzi zikhona futhi ziyasebenza?
3. Ungake uchaze ukuthi lwake lwabakhona uhlelo lokudayisa noma inqubo yokuzibandakanya ekusebenzeni kwezomnotho olukhona olungenza ukuthi ipulazi lithole ithuba lokusebenza kangcono ekuthuthukiseni komnotho?
4. Engabe umuphi umsebenzi wolimo okuyiwona enikwazi ukuwuqhuba njengamanje epulazini, engabe uhamba kanjani wona?
5. Engabe kukhona okwenzekayo kolomsebenzi wolimi ongathi kwenza ipulazi lenu lisebenze ngokunenzuzo?
6. Uma namhlanje unikezwa Ithuba lokuthi udayise noma ubolekise ngepulazi lakho, ungenzenjani?
7. Ungasamukela isincomo sokuthi kubekhona amabhizinisi ongasebenzisana nawo ukuthuthukisa ukukhiqiza kwepulazi nomnotho walo?
8. Likhona yini osizo oke ulithole ukuze ukusebenza nokukhiqiza kwepulazi lakho kube ngcono?
9. Engabe luba khona usizo onikwezwa lona uma ipulazi selisezandleni zakho?
10. Awuchaze ubudlelwano nokuxhumana ekusebenzeni phakathi komkhandlu namapulazi kwezolimo?
11. Imaphi amathuba avelayo enzuza nawokonga alethwa uhlelo lokubuyiselwa komhlaba nezolimo kubantu?

12. Engabe ukubuyiselwa komhlaba kubantu kwenza isimo somnotho sithuthuke emapulazini?

13. Iziphi izinsiza ongathi ziyadingeka ekuthuthukisweni isomo somnotho wamapulazi angaphansi kohlelo lokubuyiswa komhlaba?